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18	Washington, D.C.
19	Friday, November 19, 2010
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2 with regard to the data elements and data that has to be 1 PARTICIPANTS: 2 2 kept by all various registrars, whether swapped dealers **Commission Members:** 3 or the swap data repositories themselves. And I think 3 GARY GENSLER, Chairman 4 last up today will be the proposal for real-time 4 BART CHILTON, Commissioner 5 5 reporting. MICHAEL V. DUNN, Commissioner 6 All three of these are critical. I think 6 SCOTT D. O'MALIA, Commissioner 7 7 JILL E. SOMMERS, Commissioner it's one of the key features of the Dodd-Frank Act to 8 bring transparency, both to the regulators, which is the 8 Staff: 9 9 swap data repositories, and the data elements, which are ROBERT WASSERMAN 10 so critical so that regulators can have direct access and 10 Division of Clearing and Intermediary Oversight 11 help ensure the integrity of the markets and help police 11 12 markets, but also to the public. And one of the key 12 JEFFREY BURNS 13 13 features that bring transparency is real-time reporting Overview of Swap Data Repositories 14 14 or post-trade transparency. 15 15 We will later take up in December rules DAVID TAYLOR 16 Division of Market Oversight 16 around swap execution facilities, and that's another 17 feature bringing transparency in the pre-trade 17 18 18 TOM LEAHY transparency before the transaction. 19 Before we hear from staff, I would like to 19 Division of Market Oversight 20 20 thank Commissioner Mike Dunn, Commissioner Jill Sommers, 21 21 Commissioner Bart Chilton, and Scott O'Malia. 22 I think this is our fourth public meeting, 22

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17 18 (9:40 a.m.)

CHAIRMAN GENSLER: Good morning. This meeting will come to order. This is a public meeting of the Commodity Futures Trading Commission to consider issuance of proposed rule with regard to the Dodd-Frank Act.

Today, I think will be considering four proposals and one advanced notice proposed rulemaking in the four proposals. We will first hear from the panel with regard to protection of collateral of counterparties of uncleared swaps. These are bilateral swaps that are between counterparties and swap dealers.

That panel will also talk about a set of questions called "Advanced Notice of Proposed Rulemaking" with regard to similar protection, but with regard to the cleared swaps between counterparties, futures commission, merchants, and clearing houses.

19 We will then hear on three proposals. I call 20 them the "data triplets" or the "transparency trio." But 21 it will be three proposed rules with regard to one set of rulemaking swap data repositories and one set rulemakings and the team is just working terrific together. We are, I think, consistently sort of watching each other's backs editing documents.

And I do apologize to my fellow Commissioners because sometimes those edits are coming in response to other Commissioner's comments, but are coming in really in the last couple of days. And I know we'll probably need to help each other out by getting our edits in earlier. But this set of data rules had a lot of last edits in them.

It's really remarkable how hard each of the Commissioner's and their staff and legal assistants -who you usually see sitting back here. I think most are here, a couple aren't -- are just working all the time.

I also want to thank staff of the whole Commission with regard to these rules. I think with today, if we do move forward with the proposal today, I think, finally, Commissioner Sommers, we're probably halfway there.

I know the arithmetic seemed odd, but with two final rules and 22 proposed rulings, I think if we move forward today, we have four advanced notices of

2 (Pages 2 to 5)

proposed rulemakings. So if I add that, that's about 28.
 I think that's probably, at least, halfway, but that's
 just the proposal stage.

As we said in the past, we set out a goal to do this through December. We have three more meetings in December. I think one has been officially calendared to the public December 1st. We are looking for two additional dates. We do know of some matters that will be in January. We have not set a date, one date or two dates in January, yet. And, of course, I welcome the public to the meeting. And all of your comments on these proposals have already helped us tremendously, but will continue to help us in formal context as the rules go out.

I think rules are all for 60 days. I think the advanced notice of proposed rulemaking may be 45 days, but the public comment will be very important.

With that, before we turn to staff, I will turn to Commissioner Dunn.

20 COMMISSIONER DUNN: Thank you, Mr. Chairman.
21 I want to thank everyone for joining us today for this
22 important meeting regarding the implementation of the

term "Too costly to clear." My concern is whether we're moving to fast to follow.

Our ambition deadlines calls for us to complete almost every rule Dodd-Frank requires by July 15, 2011. However, the rest of the world is not working at this pace.

At the 2009 Pittsburgh Summit, the G20 leaders declared that all standardized OTC derivatives contracts should be cleared through central calendar by the end of 2012.

Additionally, all over-the-counter derivatives contracts should be reported to the CRIG repositories at that time. I think there's a fine line between leading the world on financial reform and leaving the world behind.

Since we are working at an appropriate pace for circumstances as described by Dodd-Frank, it is imperative that we seek input and advice from our sister regulators around the globe throughout this rule-writing process.

21 It's my understanding the CFTC's rules team22 has been reaching out to and cooperating internationally

Dodd-Frank Act.

Today's meeting will address proposed rules regarding real-time reporting, data recordkeeping, swap data repository, segregation bankruptcy rules.

As with previous proposed rules, I will support publishing today's rule in the current form, but reserve judgment on the final rules until I carefully review all comments the agency receives from the public, and get final redactions from our staff.

This, Mr. Chairman, is our fifth public meeting, not the fourth.

CHAIRMAN GENSLER: Thank you. My math is starting to slip. You can see how much I've been reading rule text.

COMMISSIONER DUNN: I can understand. I can empathize. This is our fifth public meeting to consider proposed public rules pursuant to Dodd-Frank.

And when I have a moment to actually reflect on the magnitude and the speed in which we are moving forward, I am amazed.

You've all heard the phrase, "Too big to fail." Just last week Commissioner O'Malia coined the with those proposed rules. It is my hope and expectation
 that our fellow regulators will continue to participate
 in the process to promulgate these important rules.

It's also my hope that through this public process with international cooperation, we will achieve final rules that ultimately will be in harmony with rules adopted by regulators internationally.

I would also like to emphasize how various possible roundtables have been in the process of drafting these proposed rules. Roundtable provides feedback that lead to clear improvements in the rules that we are looking at today.

Once again, I feel compelled to point out that expense. That the expense that will be involved in implementing these proposed regulations to effectively implement the proposals. We will require substantial investment in new technology and human resources if we are to achieve the goal of reducing risk of future meltdowns CFTC requires funding at a level that provides technology and staff needed to do the job.

I would once again like to thank the staff at the CFTC for all of their hard work in getting us to the

3 (Pages 6 to 9)

point we are today.

CHAIRMAN GENSLER: Thank you, Commissioner

3 Dunn. Commissioner Sommers?

COMMISSIONER SOMMERS: Thank you, Mr.

Chairman. I want to start by saying how much I appreciate all of the work that the staff has done on

these proposals today.

I think, as I said last week, as we continue this process, the rules are becoming much more complicated and comprehensive. And so for staff work and all of the teams that are responsible for what's in front of us today, you know, hundreds and hundred of pages of these proposals, I just want to say how much I appreciate everything that you have done up until the very last minute making changes and accepting comments on these proposals.

I do have a number of concerns with regard to a couple of items that are on our agenda today. I think that my concerns are both substantive. And also with regard to the process that we're in because of these types of statutory deadlines and trying to get all of this done by the dates that we're required to do it.

As Commissioner Dunn said, that people are having trouble following what we're doing. I might be having trouble following what we're doing. It's a lot to keep up.

So I would say that I'm not sure that this process is sustainable through finalizing some of these rules, for putting out proposals we're hoping for public comments, and appreciate everybody who is participating in this process. But as we continue on trying to finalize some of these rules, I think this process may be unsustainable.

I want to say thank you to my staff for helping doing an incredible job in helping me keep up with all of this. And also to agree with Mike on the coordination with the SEC and other foreign regulators. I think it's key with the proposals that we're putting out today; considering the SEC is doing some of the exact same issues today to make sure we're consistent with what the SEC is doing, to really talk about deliberating how important that is. Is it important for our rules that we put out today to be almost identical to what the SEC is

doing, or do we just need to try to be consist with

regard to the markets that we're each regulating.

I guess I will end there and say how grateful again I am to the staff. And I look forward to your presentations today.

CHAIRMAN GENSLER: Thank you, Commissioner Sommers. I was just -- as Commissioner Dunn and Commissioner Sommers raised to the coordination for the public to hear because I know and all of the Commissioners know we have been sharing staff-to-staff information with the SEC and Federal Reserve, various bank regulators here, where appropriate, the Treasury Department, and international regulators.

And this is primarily in Europe, but also in Asia and Canada. And this includes sharing internal memos, internal terms sheets, since the terms sheets were developed through September, and more recently, actually, proposed rule text.

And while the comments come very specifically from our fellow regulators in the U.S., it's actually been very positive, the European Commission, the FSA, which is the London lead regulator, the European Central Bank Committee, who has securities dealers in Europe,

have all commented. And where possible, we've tried toaccommodate their comments.

But, ultimately, it's the five of us up here that have to have the, you know, the statutory mandate, and the President appointed us to do this.

So we take in those comments, but I do think we're trying to be as consistent as possible, but there will be some differences even with the Securities and Exchange Commission.

I think somebody is keeping a count of the meetings. But I think we're up over 250 meetings with other regulators. That compares to be probably over 400 meetings with the public, so I don't know how to judge that.

And I agree with you all that the statutory deadlines are demanding, but I think they also help to lower regulatory uncertainty.

These are just proposals, so we do need the public comments to help us. And that's why that probably thousands, maybe tens of thousands of comments we will get in the spring will have to be sorted through very thoughtfully before we go to the final rulings. I agree

4 (Pages 10 to 13)

with that. Commissioner Chilton?

COMMISSIONER CHILTON: I agree. It's difficult, but doable. I was just thinking this week, seeing all of the people, all of the meetings, people running in and out sort of like a beehive here into our offices, groups of some of you moving, and large groups from one place to another. And, you know, it's rule writing on steroids.

But that process is a tested process.

Whether or not it's tested with this many rules at this level, we don't know. But I think it's challenging for a lot of people and a lot of folks that have been coming and visiting us.

And challenging may be an understatement.

Some people sort of doubt, and some people are scared, and maybe legitimately so. And some of them are sort of panicky because they don't know what's going to happen. Is the government going to help me out of business.

And, while I understand that, but when people panic, a lot of times, people head for the door. How do get around this or how do we get out. A lot of people have done that, too. They've talked about how to get out

already a hell of a lot of harm that's already been done on families and businesses. All of pensions are worth half. Our college funds for kids are with worth less. So there's already a lot of harm done.

Now, how do you figure this all out? I was just thinking I needed to start backward. There are all of these meetings. Everybody is freaked out. There's a singularly purpose for us. We've got law to go to. As much as we would like to do this or that, we've got to back to the law.

Now, there's some flexibility. Dan Berkovitz and the Chairman talked about it. There's some flexibility. But there's also a lot things that you can't deter, defer, or delay. There are things that are set in stone, and that's where we have to go. Even if we don't like it, that's what we have to do. So that's what I want to do, is do what the law says.

Now, my last point is that this is a pretty tough time because there are all these moving pieces that the Commissioner Sommers talked about with the reams of paper. So it's disconcerting because folks don't know what's going to happen. But as we're putting these

of this. They've talk about why they are different.

Do you remember the church lady on Saturday Night Live? Isn't that special. How convenient. Well, a lot of people are special. And they actually are. Some of them really are special. So it's good they've been coming in and letting us know.

And what I've been getting caught up in sort of this beehive activity -- well, we don't want to do any harm. We don't want to mess up things that are going on. Well, but then you have sort of step back and say: Wait a minute. How do we get here? We had the regulatory environment in which we had. We had the economic climate, the regulated futures market has worked very well.

I mean, Jim Newsom did a hell of a job. The regulated stuff works well, but that's five trillion dollars of annualized trading. The OTC is six hundred trillion, and a lot of that worked well. A lot of the unregulated stuff worked well, but there's a huge section that has not worked so well. And that's where AIG was. And that's what helped the economy go down.

When you talk about doing no harm, there's

1 pieces -- like we are today -- of the puzzle, people are
2 starting to get a visual of what's going to happen in the
3 future, and they know where they will be.

So I think once we get these out, hopefully most of them out in the very near future, people cannot be as freaked out, cannot be as concerned. And hopefully, we'll take all of these comments. And hopefully that people have been here have felt like we have taken their comments in. I know I have. I know some of my fellow Commissioners have been working on this with changes. We're actually learning from folks who are commenting in.

So a blanket thank you, like everybody else is, not just to the staff, Chairman, but to everybody that's commented. It's been very helpful. I'm confident. This is difficult. It's changing. But it's imminently doable. Thank you.

18 CHAIRMAN GENSLER: Thank you, Commissioner 19 Chilton. Commissioner O'Malia?

20 COMMISSIONER O'MALIA: Thank you, Mr.21 Chairman. Again, let me add my voice to the chorus

22 thanking the teams. We have Bob Wasserman and his team.

5 (Pages 14 to 17)

Susan Nathan and Jeffrey Burns and their teams. Dave Taylor and his team. Tom Leahey and his team for all of their hard work on these prospective rulemakings.

Mr. Chairman, I'm well-aware of how passionate you are about real-time reporting and your desire to bring greater transparency to the swaps market. However, the real-time reporting rulemaking reminds me of a comment by President Teddy Roosevelt.

He once said, "In any moment of a decision, the best thing you can do is the right thing. The next best thing is the wrong thing. And the worse thing you can do is nothing."

While I'm quite confident we are not doing the latter, I'm not quite convinced we're doing the best thing either by mandating a 15-minute reporting on blocks of trades and large notional swaps between dealers and end users, while providing little to no direction on the reporting of all remaining trades.

I believe we owe the market some certainty as to what the Commission believes is "technologically practicable." If the Commission does not know, then we should admit as much and attempt to identify an outer

Congress clearly recognized that there are key differences between these two markets, and expects us to do our homework and understand the relationship between post-trade reporting and liquidity.

I have some concern about a footnote in the rulemaking preamble with regard to this rulemaking that admits there is lack of public information regarding the market liquidity. How market liquidity might be impacted by post-trade reporting.

Specifically, footnote number 74 states:
"The Commission expects that, as post-trade transparency is implemented in the context of the Dodd-Frank Act, new data will come to light that will inform the discussion and could cause subsequent revision of the proposed regulation."

I find the shoot first ask questions later approach to be problematic, and I cannot support this rulemaking.

Mr. Chairman, the data and recordkeeping rulemaking and have a far more favorable view, is a very important document. It does not hide from the fact that we don't know how the collection, retention, and

time-reporting boundary that provides a clear, safe harbor for the market to conduct its business.

As I noted at the last rulemaking, it's difficult to define the terms and conditions of a post-trading reporting regime without the benefit of the proposal at the mode and manner in which swaps will be executed.

I hope this will be presented with a SEF definition proposal that will enable the market to transact on a range of electronic platforms that will not only increase transparency, but will also lead to more standardized swap products, as you have strongly advocated.

The second concern I have with the real-time reporting rules is that it fails to take into account the Dodd-Frank Act, the statutory mandate to considerable liquidity in the material impact that reporting may have.

Unlike the futures market, the swaps market is comprised of a diverse set of products that trades infrequently and are larger in notional value compared to the futures market. The swaps market clearly has far fewer participants.

1 utilization will play out in the swaps market.

The rules provides for over 75 requests for comments. I believe this approach is appropriate. And I, too, have numerous questions as to how the Commission's own technological capabilities will be implemented. I'm interested to know if the rulemaking team has given any thought to the necessary infrastructure investments the CFTC will need to make in order to fill the numerous regulatory responsibilities created by this proposed rule.

One important element in this rule is the requirement to establish a unique identifier for every swap, swap transaction, and market participate. I'm eager to comment on this provision.

While I believe the policy rational underlying requirement is sound, I do recognize the cost burden of an ID is high and it's impact on data storage demand is significant. However, I understand that the domestic and international communities are eager to adopt such a concept, and there is no better time to implement from the beginning.

In addition, I believe that the rulemaking is

6 (Pages 18 to 21)

sufficiently complex, that I would not be opposed to 2 extending a 60-day deadline to enable the comment, for the public to comment on the 75 requests for comments in this rulemaking.

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The focus on today's discussion on trade reporting storage analysis begs a question as to how the Commission will preparing, is preparing to handle our greatly expanded mission.

Mr. Chairman, as you are well-aware of my strong desire to reorganize information and technology services in order to establish an office of market data collection and analysis. This entity will clarify the Commission's technology needs and support the Division surveillance requirements.

With regard to the segregation of bankruptcy rule, I have great concerns with this issue. I am pleased the Commission is taking prudent steps to put out an advanced notice of proposed rulemaking on this complex issue. This will benefit certainly for public input.

On November 3rd, I sent out a letter to number of end-user groups manufacturing, energy, and agricultural sectors asking for comment on the cost

make a margin call and the FCM defaults, regardless of the customer's inability to make margin call resulting in a default, a DCO may recover owed margin from the FCM's collective omnibus customer account.

If we propose to move away from our prior guidance and treat segregated customer funds for cleared swaps differently than how we treat futures commission funds have been handled to date, we should fully consider the rational for doing so.

I think it's important that the public is aware of the Commission's prior guidance on the issue as they develop their comments. And I ask that a copy of that interpretation be included with the rulemaking proposal that will be published in the Federal Register. I think that will add to the guidance and maybe consider that.

Mr. Chairman, in closing, I recognize that we still have a great deal of work ahead of us as we all try to do the best we can to get these proposals right.

In the interest of providing the most meaningful debate, let me renew my request to move those entity definitions to the next rulemaking, which I think

associated with individual segregation and possible creation of a bifurcated system.

I received a range of comments -- all of which will be posted on the website -- from those who support it, to those who strongly oppose it. And it is clear there is not a consensus among those who stand to me significantly impacted by this rulemaking proposal. And we must be cognizant of the diverse opinions that will not be resolved without public input. I'm very interested to learn what other options we are going to consider. I know this is included in the rulemaking.

I also have concerns about the impact the different proposals may have on risk management practice futures commission merchants that handle swaps under this new regime. It is my understanding that is has not only been a long-standing industry practice for designated clearing organizations not to treat FCM customer funds held collectively in an omnibus account as the property of particular customers, but also that FCMs and DCOs have long relied on Commission guidance contained in interpretive Statement No. 85-3. As a result, if an FCM customer is unable to

you're prepared to do.

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And with regard to the SEF definition, if we cannot get that on the next meeting, I wouldn't be opposed to extending the deadline for real-time reporting in order to make sure that we have the real-time reporting in the SEF in front of the public so they can compare them side by side and understand how they're going to transact and how they will record.

I also renew my request to conduct a staff-led roundtable on capital and margin.

Let me finally thank the teams that have worked so hard on these rulemakings. I appreciate that you consider our input at a very late date and the Chairman's, as well.

CHAIRMAN GENSLER: Thank you very much, Commissioner O'Malia. And I thank all of the Commissioners for their very thoughtful comments in these opening remarks.

I think after we go through --COMMISSIONER DUNN: Mr. Chairman, if I may? CHAIRMAN GENSLER: Sure.

22 COMMISSIONER DUNN: There are a number things

7 (Pages 22 to 25)

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that were brought up here. We are under a difficult timeline, and that's mandated by Congress. We've all sworn to uphold the law. And that's what you're trying to get us to do. It's a little like herding cats. I understand that.

I was at the seminar at the Stern School of Business on Wednesday. Rob Ingle was on our joint advisory group. The SEC was there. He asked us how we were doing and how we're proceeding. And they're standing by to help us, but I did have questions very similar to what was raised here by the Commission.

One of the things that I'm thoroughly convinced of is that the financial industry would like us to have some legal certainty there. They have spent a couple of years going through the Dodd-Frank Act. And they all went and did their give-and-take on that, and they know what the Act says.

And Congress, in their wisdom, allowed the commissions -- SEC, CFTC, Fed, Treasury -- leeway to make some decisions in there. And I think that's important because things change. What we do is we develop these regulations change, and they're going to have impact on

through the process. But I think at the end of the day,

 $2\quad$ we get to do plastic surgery on those, and we will have

3 an opportunity to get it right. Maybe not this

4 Commission, futures Commissions will get those petitions

5 if something has gone wrong. And it will get corrected.

6 It's an ongoing process there.

As we do things, it has impact on that financial service environment. And that in itself will make for changes that have to take place. So at the end of the day, I'm going to get forward with the process.

I want to get these proposed rules out to get down to the hard-and-fast situation of making those final rules out there, but even the final rules are not final. You're still going to have an opportunities to make changes. Thank you.

CHAIRMAN GENSLER: Thank you, Commissioner Dunn. Again, I'm thanking everybody. I was going to turn to the teams. But after we go through each of these -- and I know we have a large agenda and then a comment period in the next three meetings in what might possibly be in January. So, if I can, Commissioner O'Malia, if I can sort of respond.

that whole financial industry that we oversee collectively.

I would like to remind people that rulemaking is much easier than legislating. And that what Congress did when they developed the Administrative Procedure Act -- and in my opinion was one of the best things that Congress has ever done because it set out a process of how we operate -- but regulations are dynamic, they've not static.

And we are going to make mistakes in what we come up with. We can't do anything with this magnitude, but we have the luxury under that Administrative Act for people to petition us to change those regulations if we do get them wrong. I'm not saying we will get it all wrong. I hope we're fine. We're 99 percent there, but getting that legal certainty out there, letting people get on to understand what the rules are so they can continue in their business. And, in my opinion, is extremely important as we go through this uncertainty that has surrounded the financial industry in these last couple of years.

And so there are a lot of warps as we go

I think we chatted privately. I think we're
 pretty much aligned, maybe with one exception in there.
 But if we can do that whole scheduling part at the end
 after we do everything, if that's all right.

I'd like to now begin with a presentation and discussion on a notice of proposed rulemaking and advanced notice proposed rulemaking. And I will leave it to the team here in front of me to how you discuss both. But we will have to have two votes and two motions and things like that.

But what's really being discussed here is with regard to the protection of customer funds, whether it's in the customized or bilateral world where you're in a swap dealer holding those funds, or margins that might be posted, and how that's protecting segregation and bankruptcy, or where we're going to be asking further public input in this advanced notice. And hopefully, or at least staff is recommending it going to clear spots.

Ananda Radhakishnan runs our Division of Clearing and Intermediary Oversight. Bob Wasserman, the ever present member of the team. But he is the team leader of the segregation and bankruptcy. Martin White,

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from the Office of General Counsel, who has researched
 not only 85-3, but all sorts of matters on clearing back
 to 1938. I've been reading some of your memos, Martin.
 And then Dan Berkovitz, our general counsel. So I will
 hand it over to you.

MR. WASSERMAN: Thank you, Mr. Chairman. I'm Bob Wasserman of the Division of Clearing and Intermediary Oversight. As mentioned, I'm the lead for the segregation and bankruptcy team.

I would like to express my appreciation to all of other members of the team. Martin White, sitting next to the Office of General Counsel. My DCIO colleagues, Nancy, Jennifer Bower, and John DeBorg. And from the Office of Chief Economist, Dave Griffin and Todd Burns.

I'm presenting two documents today. A notice of proposed rulemaking concerning protection of collateral of counterparties to unclear swaps, which also addresses a number of housekeeping matters that I will describe later. And then an advanced notice of proposed rulemaking and a request for comment concerning protection of cleared swap customers before and after

elects segregation or not.

In order to enhance the likelihood that this important decision will be addressed at an appropriate level, proposed regulation 23.6-01 requires that notice be delivered to the risk officer of a counterparty, or, if there is no such officer, to the CEO, or the highest level decision-maker of the counterparty.

And while the statute may be read to require such notification at the beginning of each swap, the Rule provides that notification particular counterparty by a particular swap dealer or MSP need only be made once in the calendar year.

The counterparty may change its election at any time upon delivery of written notice. But that change would only be effective with respect to swaps entered into between the parties after the delivery of that notice.

Now, the statute says that this right does not apply to variation margin. Accordingly, regulation 23.600 defines both variation and initial margin delineated between the two based on time. Variation margin covers current exposure arising from past changes

commodity broker bankruptcies with respect to the notice of proposed rulemaking concerning protection of collateral counterparties to uncleared swaps.

In Section 724(c) of Dodd-Frank, which is codified as new section 4s(1) of the Commodity Exchange Act, Congress enacted Divisions to require swap dealers and major swap participants to notify their counterparties of what the statute described as a right to require segregation of property margining the obligations of their counterparties.

Use of the term "right" to describe what would otherwise be a term for commercial negotiation suggests that Congress thought that segregation of margin is important. However, the terms of the statute make it clear that a counterparty may elect to require segregation, but also may elect not to require segregation.

For example, Section 4s(I)(4) deals with reporting requirements where a counterparty does not choose to require segregation. Moreover, I've seen no appendix in a statute to a swap that are offering different terms depending upon whether the counterparty

in the market value of a position, while an initial
 margin is based on anticipation exposure to future
 changes in the value of a swap.

Regulation sets forth requirements where the counterparty elect to segregate. Proposed regulation 23.602 would require that initial margin be segregated to the custodian that is independent of both the swap dealer or major swap participate and the counterparty; although an affiliate by either party would be eligible under the proposed regulation.

The Rules for proposed leave the choice of independent negotiation between the parties, but we explicitly ask for comment on both one party or the other should be granted that choice. If so, what criteria should be applied.

Regulation 23.602 also sets forth requirements for the custody agreement. The agreement must be in writing and must include the custodian as a party.

The regulation also requires clarity in the agreement concerning when either party may have gained control over the margin in accordance of the agreement

9 (Pages 30 to 33)

between the parties in order to avoid the expense of a time consuming interpleader proceeding, which is what would happen if the custodian was faced with a situation where there is no clear answer.

It also requires that the turnover of control must happen with the statement in writing with an authorized representative of a party seeking such control made under penalty of perjury.

Regulation 23.603 governs investment for segregation collateral, limiting such investments to those permitted under regulation 1.25, which is the standard Commission applied to customer funds posted as collateral for exchange of trading futures; I should note that the regulation we're discussing here only governs investments of margin statutes and is posted by a counterparty and does not govern what collateral is eligible to be posted at such margin.

As required by the statute, the regulation implies that a swap dealer and counterparty may enter into any commercial arrangement in writing regarding the investment of segregated initial margin, and the related allocation of gains and losses resulting from that

I would now like to turn to the advanced notice of proposed rulemaking and request for comment concerning protection of cleared swaps customers before and after commodity broker bankruptcies.

CHAIRMAN GENSLER: I would just ask -- it's up to you, but since we're going to vote on them separately, do you want to take them separately?

MR. WASSERMAN: That would be great.

9 CHAIRMAN GENSLER: I think I will entertain a 10 motion on staff redaction on the Notice of Proposed 11 Rulemaking on Segregation and Bankruptcy Matters for 12 Uncleared Swaps.

COMMISSIONER DUNN: So moved.
COMMISSIONER SOMMERS: Second.

15 CHAIRMAN GENSLER: Having been moved and 16 seconded, we will talk about it a little bit.

I support the proposed rulemaking concerning protection of collateral to counterparties to these uncleared swaps.

I think the proposal does include important protections for end users when entering into bilateral or what I'll call "customized swaps." The proposal follows

investment. The proposed effective date for those rules is six months after promulgation of final rules. And we request comment as to whether that period is sufficient.

This notice of proposed rulemaking address two housekeeping matters: First, Section 713(c) of Dodd-Frank requires the Commission to exercise its authority to ensure that securities held in a portfolio margin account carried as a futures account are customer property. And that the owners of those accounts are customers for purposes of the commodities brokers revisions of the Bankruptcy Code.

This provision is implemented through amendments to Part 190, the Commission's bankruptcy regulations concerning the definition of customer and customer property.

Second, and outside of Dodd-Frank, the
Statutory Time-Periods Amendments Act of 2009 changed,
among other things, one of time period in the commodity
broker section of Bankruptcy Code from five business days
to seven calendar days. This rulemaking changes the
Commission's Part 190 bankruptcy regulations to conform
to that change.

in congressional directions and allow end users to have achoice, if they so decide to have it segregated, the

3 initial margin is segregated and posted with a4 third-party custodian.

I think these are important protections for users of swaps, whether they be corporations, whether they be pension funds, whether they be asset managers.

The proposal includes also the necessary housekeeping details that Bob Wasserman also kindly took us through Section 190 and other parts with regard to that. So I'm just going to say that I support it, but I don't have any questions for you. Commissioner Dunn?

COMMISSIONER DUNN: Mr. Chairman, I have no question on this, as well. I just want to point out that both this and the Advanced Notice for Proposed Rulemaking were the subject of roundtable meeting that the staff had at the request of the Commissioners.

And I think it vastly improved both pieces of the regulation that we're looking at today. And in that same vein, I would support Commissioner O'Malia's request for a roundtable meeting on other issues.

CHAIRMAN GENSLER: Although I said I would

10 (Pages 34 to 37)

38 reserve earlier until later. I think I've told each of 1 2 you probably privately I support this capital margin 3 roundtable. Commissioner Sommers? 4 COMMISSIONER SOMMERS: I don't have any 5 auestions. 6 CHAIRMAN GENSLER: Commissioner Chilton? 7 COMMISSIONER CHILTON: Thank you all for your work. This was a tough one. We got one letter from 8 9 these comment letters that talks about these tri-party 10 agreements. I'm just going to quote from the letter: 11 "This Commission should seek the views of the 12 bilateral participants on the use tri-party custody 13 arrangement for the judicial of variation margin to 14 mitigate risks in the swaps market and the effect on 15 their participation of the cleared swaps market if 16 they're not permitted to use tri-party custody agreements, as is common in the open counter market." 17 18 Can you discuss whether or not this rule 19 impacts that, or whether or not this would forestall 20 anything with regard to that in the future? 21 MR. WASSERMAN: It certainly would not 22 forestall anything. Actually, what it does is with

COMMISSIONER CHILTON: Okay. And there is nothing, if the Commission at some point decided to do something else, we wouldn't be forestalled?

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There's enough language here to hook it that you wouldn't be coming to us and saying: You know that thing that you asked, it might be a good idea, but we can't do it because of how we wrote the proposal. We retain flexibility in this rule if we want to do something.

And I'm not suggesting where we'd come up from where I am, but I want to make sure we're forestalling something.

MR. RADHAKISHNAN: Yes, we're not forestalling. We don't allow the use of tri-party custody agreements in clear context because the concern is the FCM must have an unfeathered right to customer margin and it would have a third party involved.

The bank can say no. Somebody can slap an order on the bank saying don't release the money. And that's why we're very uncomfortable with tri-party agreements.

The concern is anytime the FCM needs to get

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respect to the initial --
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2 COMMISSIONER CHILTON: Different rule?

MR. WASSERMAN: I'm sorry?

COMMISSIONER CHILTON: It would be in a different rule or a different proposal, perhaps? Would it be in a different proposal?

MR. WASSERMAN: No. Actually, what this proposal does with respect to the initial margin is that it provides, as the statute requires, that the customer -- excuse me-- that the counterparty, rather, be given the right to elect whether to require segregation or not.

If they elect to require segregation, it requires a tri-party agreement between the counterparty, the swap dealer, and the custodian.

Now, the statute was very clear that this right only applies, as a right, applies only to initial margin. And so it does not grant the right for variation margin because that's what Congress decided.

Having said that, if the parties decide to also segregate variation margin, they could put that in same account with the initial margin, and the proposed regulation explicitly permits that.

1 customer margin paid to the clearing house, it should be 2 unfeathered. I think that's what they're talking about.

COMMISSIONER CHILTON. Thank you both.

4 CHAIRMAN GENSLER: But your answer was 5 unclear in bilateral --

MR. RADHAKISHNAN: Bilateral. That's right. We allow that.

CHAIRMAN GENSLER: Thank you, Commissioner Chilton. Not hearing any further questions, I will, I guess, call the voice vote. All those in fair say "Aye."

(Chorus of Ayes.)

CHAIRMAN GENSLER: Any opposed? None. The ayes appearing to have it. They ayes have it.

Bob, if you want to chat about the advanced notice.

MR. WASSERMAN: Thank you. Yes. Section 724(a) of Dodd-Frank Act requires segregation of swaps customer fund in a clearing environment. And 724(b) addresses the bankruptcy treatment of cleared swaps. To

20 implement these provision, the Commission will ultimately

21 need to propose regulations.

What makes this issue tricky is something

11 (Pages 38 to 41)

that can be described as fellow customer risk.

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2 Under the futures model for protection, the 3 futures customer --

CHAIRMAN GENSLER: Is that fellow customer risk?

MR. WASSERMAN: Yes. Under the futures model of futures customer fund that has been used for decades. customer funds are protected on an omnibus basis. Customer assets are segregated from the FCM's own assets 10 and liabilities, and the creditor cannot attached customer funds. 11

However, FCMs post-collateral to clearing organization on an omnibus basis, that is clearing house will have one account for all an FCMs futures customers, and a clearing house legally has no knowledge of or relationship to any individual futures customer than they act now -- a practical basis have such knowledge for risk mismanagement purposes, but on a legal basis they have no such knowledge.

If a customer defaults to the FCM with respect to the losses on futures contracts, it is the responsibility of the FCM to make good of the loss from

Some swaps customer, many of whom are used to successfully negotiating the segregation of collateral they currently post for uncleared swaps as mentioned are concerned then the cleared swaps environment, they will be exposed to those risks posed by their fellow customers. They note they will be required to clear many swaps and ask why they should be exposed to a new risk, which is largely out of their control as part of that

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Firms in clearing organization express concerns about the costs to protect customers individually. They note that certain models individual customer protection have extremely high administrative cost in terms of day-to-day compliance. And others create significant costs due to changes in the risk environment. And some of those costs and some of those concerns have also been expressed by customers.

As to that misenvironmental clearing organization use a variety of resources in addressing potential FCMs arising from a members customer account. These resources, which are frequently referred to as a "waterfall," typically include an order to the property

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move to clearing.

its own capital to avoid permitting the funds of one futures customer being used to margin another customer's contracts. And, in fact, every day it defaults by customer FCMs, which are made good by the FCM.

However, if a customer loss exceeds FCM's available capital, then FCM will default for clearing organization. So the clearing house will use all of the collateral posted by the FCM on behalf of its customers, including collateral attributable in fact to non-defaulting customers.

In the commodity broker bankruptcy, that would follow all of the FCMs futures customers, not just those who may have been dealing with contracts cleared by that clearing house, but all of those customers would share proportionately in those losses.

And, as has been discussed, we've had extensive consultations with a variety of stakeholders on these issues, including customers, futures commission merchants, and derivatives clearing organizations.

These consultations took place at bilateral meetings reflected on the Commissioner's website and at the October 22nd staff roundtable.

of a defaulting member, a margin posted on behalf of all of that members customers, a portion of capital of the derivatives clearing organization, and default fund contributions of other members of the derivatives clearing organization.

If the collateral of non-defaulting swaps customers of an FCM is not available as default resources, clearing organization will need to change their models for sizing their default waterfalls and for the size of the components of those default waterfalls. One means to do this would be to increase margin level.

And at the roundtable, one clearing organization estimated it might need to increase collateral from a 99 percent confidence level, to 99.99 percent confident level, which would cause an increase in required collateral for each customer of approximately 60 percent.

Those increases and required margin levels would be passed on to customers as a FCM's required collect margin from a customer at a level no less than a margin a clearing house collects from the members.

An alternative approach to meeting this

12 (Pages 42 to 45)

challenge would be to increase clearing members default fund contributions. FCM's note, however, if they're required to permit added capital by making these default fund contributions, they would pass those costs on to customers.

As I said, come customers have expressed concerns about these costs, as well. We've heard a number of fairly rough estimates of these costs, but have not yet obtained from anyone a really thorough, detailed analysis.

The staff is accordingly recommending that the Commission publish an advanced notice of proposed rulemaking to request for comment to obtain information that we in the Commission can use to analyze these very important issues of costs.

The proposed notice suggests four models for customer production: Existing futures omnibus model has three alternatives. We ask a detailed set of questions endeavoring to tease out the details of costs of each model relative to that existing omnibus model.

The first alternative model we described is full, physical segregation where each customer's property

resource. However, clearing organizations would be
required first to apply its own contribution to default
resources and the entire guarantee fund contributions of
non-defaulting members. And so the customers would
essentially be moved from more of the front-line
exposure, to the very much the end-of-the-line exposure.

That model would leave the collateral on non-defaulting customers, someone at risk, but only in the most extreme of circumstances that is in a default which consumes the entire guarantee fund. That, however, permitting the contributions of non-defaulting customers to remain as part of the available resources may result in minimizing the risk costs.

We then have a detailed set of questions addressed to each SEG holder group seeking comment on the cost of each alternative model compared to the futures omnibus model.

First, we asked customers about costs and benefits from their perspective.

Next, we asked firms about the differences in their activities that would result from each model, that estimates in initial and analyzed ongoing costs for those

would be kept separate and treated separately from every other customer property at each level of the process at the FCM, at the clearing organization, and in each depository.

The second alternative model is legal segregation with commingling. In this model, the collateral of all customers can be kept on an omnibus basis, but will be attributed to each customer based on the collateral requirement set by the clearing house for that customer's positions.

The staff believes that this model significantly reduces administrative costs, but may well involve risk costs; and I should note while that is the what staff believes, again our hope is go get more detailed comments from the folks out there in the industry to essentially tail the costs.

The third alternative can be referred to as moving customers to the back of the waterfall. This model is similar to the second model in that customers are treated individually, but it's different in that clearing organization may continue to rely on remaining collateral of the non-defaulting customers as a default

incremental activities, and about how those estimates could be applied industry-wide.

We asked about implemental costs and changes in the risk environment, whether those costs are the same for each member or a function activity level, and how those estimates can be applied industry-wide.

Then, we asked clearing organizations about their implemental activities and costs and for their views on how costs would changes for their members. In particular, we asked about changes to their default management structure, and the costs imposed by those changes on the clearing organization and on its members.

We asked all commentators for comments on optional models. That is models where customer choose on omnibus collateral protection, or individual collateral protection. How could costs be attributed to and charged to customers locked in. How could those payments be used to address those costs. In particular, how much costs would be avoidable in an optional model. And what changes would we need to make in our bankruptcy approach to accommodate an optional model.

We also asked questions about how customers

13 (Pages 46 to 49)

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can under the base model -- this is a suggestion a number

- 2 of members made -- how can customers risk manage their
- 3 FCMs. That is provide market discipline by doing
- business with FCMs that pose less risk. Also, to what 4
- 5 extent would each alternative model reach moral hazard
- concerns. Also, what information would each customer 6
- 7 need to effectively manage the risk posed by fellow
- customers. What is or would be the costs for a customer 8
- 9 to conduct this risk management, and how does that costs 10

translate to the industry as a whole.

We hope the commentators will provide detailed answers to these questions. And I would like to thank you for the opportunity to describe these releases.

CHAIRMAN GENSLER: Thank you, Bob. Do I hear a motion to staff recommendation to publish an Advanced Notice of Proposed Rulemaking on Cleared Segregation?

COMMISSIONER DUNN: So moved. 17

COMMISSIONER SOMMERS: Second.

19 CHAIRMAN GENSLER: And now I'll be chatting

about it, but I think the first thing I was going to do

21 is to ask unanimous consent to take up Commissioner

O'Malia's suggestion including 85-3 with a short question

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so it would add a question. I will just roughly read it. But that we'd ask for commentator view on 85-3, how it

should inform the rulemaking on this. I don't know what

you call this topic, but the rulemaking on swap

5 segregation.

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COMMISSIONER O'MALIA: I really appreciate you're allowing us to that, and I support it.

CHAIRMAN GENSLER: So a unanimous consent. Not hearing any objection, or are there any objections? Not hearing any objection at this time, it is now passed by unanimous consent.

I support the advanced notice of proposed rulemaking concerning protection of collateral to have customer funds. I will have a couple of questions, but let me say why I support it.

I think there has been much public input on this. And I do thank the public and the staff for holding this really very good roundtable in October. I think it's appropriate to formalized and get this public comment in a file in and a way to solicit input. And I'm hopeful this input comes from broad spectrum.

We've heard from a lot of pension funds and

asset managers, who I think generally, not always, but 1

2 generally would like more individual protections. We

3 heard from futures commission merchants and clearing

4 houses that generally, not always, have ventured to other 5 side.

6 I think this a very complicated matter. And 7 I'm very pleased we will move forward and have an 8 advanced notice for proposed rulemaking and hearing from 9 the public.

10 I just want to the ask you two questions, 11 though. And I'm glad Commissioner O'Malia suggested 12 85-3. But I have a question probably for general 13 counsel, but anyone at the table.

I understand that statutory provisions for swaps clearing are almost the same as in futures clearing, but have a difference. If you could just describe the difference between the statutory provision and the two? And it might be slight, but maybe you can help us out.

20 MR. BERKOVITZ: That's correct, Mr. Chairman. 21 The statutory provision governing the clearing and

22 futures contract which has been in the statute since --

the original provisions were in the Commodities Exchange

2 Act. But the provision, I will quote, was in the 1968

3 Amendments and 4d(b) of the Commodity Exchange Act, which

4 basically states:

5 "It shall be unlawful for any person,

including, but not limited to any clearing organization 6

7 that has received margin funds that is held in a

8 segregated account to hold, dispose of, or use any such

9 monies, securities, or property as belonging to the

10 depositing futures commission merchant or any person

11 other than the customers of such futures commission

merchants."

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13 So you can't use the customer money deposited 14 in these accounts belonging to the FCM or any such person 15 other than the customer of such futures.

16 CHAIRMAN GENSLER: So that is what's in our 17 current law that's added by statute in 1968 and that for 18 futures?

19 MR. BERKOVITZ: That's correct.

CHAIRMAN GENSLER: What is it for swaps?

21 MR. BERKOVITZ: For swaps, Dodd-Frank added

22 to the Commodities Exchange Act 4d(f)(6), Which is

14 (Pages 50 to 53)

virtually identical to the futures provision. But the final clause relevant here prohibits the use of those similar, those funds by similar persons, or treating it as belonging to the depositing futures commission merchant or any person other than the swaps customer for the futures commission merchant.

So it refers to the swaps customer in the singular, the provision added by Dodd-Frank. But the existing provision in the Commodities Exchange Act refer to swaps customers in plura. The difference between singular and plural the word "customer."

CHAIRMAN GENSLER: So largely the same, but in the swaps world, in the futures world in the 1968 provision talks about segregation and protection of the customers with an "s," and then swaps customer without an "s"?

MR. BERKOVITZ: Correct.

CHAIRMAN GENSLER: I'm assuming we will hear some comments through the advanced notice of proposed rulemaking on that.

My other question is: As I understand it, maybe way back from the 1930s, funds are not supposed to

diligently look at them. And I rather expect we may try to do follow up, depending upon the clarity of the comment, depending upon the question the comments, themselves. Raise.

And I would expect within a period of, I will guess a month -- that's probably about as much I will be able to get -- to essentially do follow up. And essentially try to study this issue so that we can essentially move to a recommended proposal.

COMMISSIONER DUNN: I'm sorry, I had an angel talking over my shoulder. There was talk about getting some type of a study ongoing through. And this is in lieu of that study, I guess. But you don't envision staff doing any study or doing any peer review or things like that?

MR. RADHAKISHNAN: We could do a study, but it would have to be quick because we had to propose a new rule for clearing swaps. Right now there is no rule on clearing swaps, so it would have to be a very aggressive study.

COMMISSIONER DUNN: It then occurs to me that for us to get one of the models that makes the most sense

commingled except for convenience. Can you tell me what you think the word "convenience" means? And I promise that's my last question.

MR. BERKOVITZ: Generally, the Commission has interpreted the word "convenience" generally to mean for administrative convenience. How to keep track of these funds for accounting administrative convenience.

CHAIRMAN GENSLER: Commissioner Dunn?

COMMISSIONER DUNN: So it does not mean the convenience of the customer?

11 MR. BERKOVITZ: And the convenience of the 12 FCM.

COMMISSIONER DUNN: Just one quick question on the timing of this because this is an ANPR, and you're now four different models, and you're asking for 45 days, folks to comment on those models.

What do you envision as staff reviewing those and the timing of coming out with the proposed regulation, if that's what we end up at the end of the day would be?

MR. WASSERMAN: I expect that when we get these comments in, we are going to very quickly and

for all individuals involved, that comments that are jointly submitted then by a number of different entities that have a dog in the fight may go a long way in giving us the direction we might be going to.

MR. RADHAKISHNAN: That might be the case. If you look at a roundtable, the firms and DCOs are pretty much on one side. And some of the MFAs were on the side individual SEG.

Black Rock is an individual SEG and some of the mutual funds are on the side of the individual SEG. So it's basically you've got a group of people who want an individual SEG. And the industry right now is saying, you know, it's going to be considered costly and so and so.

And I guess the issue at the end of day is you cannot do it just for swaps and not do it for futures. You have to change all the systems. It doesn't make any sense. So, practicably if the industry is going to change it, you'll have to change it for both swaps.

20 COMMISSIONER DUNN: My point being, that if 21 those various interest groups could get together during 22 that 45-day period and say here is a solution, a firm

15 (Pages 54 to 57)

CHAIRMAN GENSLER: And the other thing,

solution; although it doesn't give everybody 100 percent what they want, staff would look favorable on that? MR. RADHAKISHNAN: Absolutely. I think if the industry came up with a solution jointly, I think certainly we would look upon that, assuming that it would make sense.

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The other thing we have to consider in bankruptcy, depending on what they propose, staff may have to propose further amendments to our bankruptcy rule, assuming it doesn't conflict with the Code.

Let's assume that, if it does not conflict with the Code, then staff may have to propose changes to our bankruptcy rule. But that should not be.

COMMISSIONER DUNN: Thank you. CHAIRMAN GENSLER: Before I turn to

Commissioner Sommers, I just have one follow up.

On the timing, if we run 45-days, and it does -- I should say for the public and the press -- it takes a little while to get things in the Federal Register. It doesn't happen overnight. We have Thanksgiving. This might not even be in the Federal Register until after

Thanksgiving, if I envision how this works, with how the

Ananda, while you did express an interesting, helpful perspective, there is a difference in the statute by one "S." MR. RADHAKISHNAN: That is absolutely

5 6 correct.

CHAIRMAN GENSLER: As I can assure the public, the general counsel's office has done research back to the 1930s. It's been very helpful. I'm glad we're putting this 85-3 in. I almost want to put the general counsel's memo on the website.

Dan, you can think about that. I mean, it's quite a tour de force on legislative history.

Commissioner Sommers?

COMMISSIONER SOMMERS: Thank you, Mr. Chairman. I guess I would start by saying, although I'm not opposing the ANPR, it's not my preferred path. I think at least one of the options that we've included in this proposal is somewhat unacceptable at this point.

I associate myself with Commissioner Dunn's comments on the study and how important I think it would be for the industry or economists to do a study with

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folks over at the Federal Register. So this comment period will run well into January.

If you take so time to review it, we're probably looking at a proposal in the latter part of February. But I personally believe that we have to sort of give guidance on this if clearing houses are going to be up and running in the next summer and fall, that we have to finalize all of this.

So I think the public debate has been helpful. But at some point, the five of us are going to have to decide. It may well be that we end up exactly the way it is in the futures world, currently. Or, we might propose something that moves toward the direction of better SEG. I just think this is important, it's a good process, but at some point, the five of us, with staff's help, we will have to make a recommendation and a proposal. I think that's really critical part to this. I don't know. Ananda, if you wanted to --

MR. RADHAKISHNAN: No. That's absolutely correct, Mr. Chairman. I submit the earlier we do that the better. I think then everybody knows what the 22 situation is.

regard to feasibility of individual segregation.

I understand there are questions about it, and part of the industry, it's the way they do business, and that's important for them to protect. But at this point, for us, I just don't know how we can move forward with that particular option. Yet, it's an option in this ANPR.

So I look forward to the public's comments. I guess I would suggest that 45 days is probably not enough for the industry to pull together some kind of study that would be timely enough for us to be able to consider before we end up proposed a ruling or finalizing a ruling it this area, but I'm not sure it precludes us from going down that path in the future.

If we can find that these are issues that we had not considered with regard to individual segregation, that by proposing the futures style, segregation per swaps doesn't preclude us from in the future choosing another path, whether it's for both futures and swaps or for swaps separately.

And I guess I would also be remiss if I didn't say that I think Congress would have been a little

16 (Pages 58 to 61)

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more direct in their statutory language if they expected us to treat these two separately.

CHAIRMAN GENSLER: Thank you, Commissioner Sommers. Commissioner Chilton?

COMMISSIONER CHILTON: I agree. Some more information would be helpful so when people tell us about the cost, I'd like not just to know they think it's going to mean "X," but how they got there. It's not too helpful. We've already got a lot of that. It's not going to cost a lot, or it's going to cost a whole bunch. It doesn't help us much if we just get a number.

12 CHAIRMAN GENSLER: Do you want to comment on 13 that?

MR. WASSERMAN: Yes. We asked a lot of very detailed questions to tease out not just simply what is the total cost going be, but what are the things you will need to differentiate how much that is going to cost for you. How is it that one extends that to the entire industry.

And we're asking that really for each of the alternative models compared to the base, and looking at that separately compared to the administrative policy

COMMISSIONER O'MALIA: You know how hard it is to ask questions when everybody else has gone before you because Bart just took one of mine, so.

But part 2 of international question is: I understand the LCH has a system that's similar to the individual SEG. Is that accurate, and does that square with our individual SEG proposal we have? Maybe you can explain any differences or similarities.

MR. WASSERMAN: LCH has been working on what they call their "FCM model." And they have been looking at for customers, essentially for customer swaps.

Right now they're not yet doing customer swaps. I believe they are rather just clearing on between members. They have been working towards individual customer protections themselves.

One of the difficulties in doing that one for clearing house would be the way we currently do it in the futures model. Essentially, you don't identify customers by clearing house, rather. Essentially, the customers have their claims based on their positions across whatever clearing house they are trading with.

Whatever money comes back, you look at total

versus the risk costs.

COMMISSIONER CHILTON: Just one other. Which is on the operational commingle, but the separate system. How would that harmonize or not with the international regulatory systems?

MR. WASSERMAN: I think my understanding is that the European union is currently working to develop some approaches to this. One of the approaches that has have been described to me by some of the European regulators as aspirational is more of an individual customer protection approach.

Part of it is, I think this sort of customer protection needs to follow the bankruptcy codes in each jurisdiction. And so our bankruptcy codes provide certain opportunities and certain approaches.

The UK is different and France and Germany, they're all different. And so to get precisely in harmonized approach might be difficult unless we can, at the bankruptcy code level, also get harmonization.

20 CHAIRMAN GENSLER: Thank you, Commissioner 21 Chilton. Commissioner O'Malia? And then I will have a 22 follow-up question after Commissioner O'Malia.

1 of claims of each customer, and that's divided pro rata th 2 without regard to which clearing house.

So if we tried to do that, we need to come to you with a way to say: Okay. That is for LCH customer. This is for the CME customers. And if you're both, then we have to figure out how it is we'll allocate your collateral between your LCH claim and your CME claim.

And so I guess my answer is it might be difficult to do this in a way that says we're going treat customers of one clearing house different than customers who are treating it as a separate one, especially because, in many cases, the same customers will be involved.

COMMISSIONER O'MALIA: Mr. Chairman, I do appreciate you adding 85-3. This is single-spaced, 405 pages. I guess for the benefit of everybody, Dan or Martin, if somebody wants to take a stab at kind of summarizing at what this actually says and why it is relevant to this today.

CHAIRMAN GENSLER: If I could add. Anything you want to do on that tour de force legislation history, keep it to, you know, so the public can understand it.

17 (Pages 62 to 65)

66 MR. BERKOVITZ: 85-3 addressed the basic questions that Bob mentioned in his statement and that we've have been talking about: Can derivatives clearing organization clearing agency use all the funds in the segregated account in the event of an FCM default, not just the customer that may have precipitated the default, but all of the customers that were not in default, 85-3 concluded that they could.

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And it basically said that the property and that the statute, that statute protects the property of the customers collectively, not singularly. And therefore, the individual customers did not have that individual protection that basically protected customers collectively.

And it relied upon the fact that the -typically, these funds were held collectively rather than singularly. That it had been the long-standing industry practice. And so it interpreted the statute to support that practice.

COMMISSIONER O'MALIA: Okay.

MR. WASSERMAN: I think I would note a couple of things in the division. As I mentioned before,

On the other hand, there is case law that says if Congress says one thing in one place and a different thing in a different place, we do not assume that they just slipped, but we have to assume they meant different things.

And in this case, the "s" is really what we're all here about. Essentially, it's do you treat customers as a group, or customer individual.

And so that missing "s' bears the special residence of -- gosh, I don't want to take this too far -- but it bears a special residence in connection with the issue that we're discussion here legally.

But, on the other hand, I think, very importantly, in addition to those legal issues, the cost is very important. And I'm very hopeful that, as the industry looks at each of these alternatives -- and I certainly guess one of them I think will be very expensive indeed -- but I wanted to, it seems to me, get the full spectrum of alternatives.

I think some of other alternatives would cost a lot less. And indeed, one of them, I think, I think -but it's up to the industry to tell us -- would not add

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clearing houses today and certainly back in 1985 looked at customer collateral on a omnibus basis.

And one of the things is that, I think back in 1985, both legally and actually, clearing houses did not know the positions of individual customers. And it would have, I think given the technology available now than then, it would have been rather difficult to identify even a daily basis, this is the property of customer 1, customer 2, customer 3.

And, so one of the interesting questions is: Here we are in 2010 with different technology, is it practicable for clearing houses to know customers positions at an individual level?

And I think particularly with swaps area, it is not only practicable, but is, in fact, happening today and now.

And now -- and that might change some of the underpinnings there -- as I think what is mentioned in the memo, there is that "s" which might suggest -- and it's difficult. And you're right, Commissioner Sommers. One would hope that Congress, if they're going to speak, 22 that would speak a bit more clearly.

to the total industry cost very much at all, but rather 2 just simply be a risk shift between customers and firms.

3 And then hopefully will be a policy decision, both in 4 terms of looking at the law and looking at the policy, is

5 that risk shift a good way to go.

CHAIRMAN GENSLER: Go ahead.

MR. BERKOVITZ: I will just add to what Bob just said. In terms of statutory interpretation, in one of the opinions that we reviewed in terms of another statute when there was a very small difference, Justice O'Connor stated:

"One must presume that the Congress crafts its statutes as carefully as we craft our judicial opinions."

MR. WASSERMAN: One other thing I should mention. Back immediately after, later in 1985, the Commission realized that actually we didn't have an "s" in our Rule 120 bid. And the Commission specifically changed it to add that "s" because they felt that without that "s" there was a danger that the clearing house would be looked as having different views.

And so arguably there is Commission precedent

18 (Pages 66 to 69)

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that the presence or the absence of little "s" does make that kind of a difference.

COMMISSIONER O'MALIA: I think we've done this "s" thing. I want to move on to moral hazard.

You mentioned that you've asked the questions in the your advanced notice of proposed rulemaking. Of the four proposals that you've outlined, which of those offers, at least, avoid any moral hazard, therefore the reduction the risk at the FCM level?

Clearly, Dodd-Frank was clear about increasing our oversight management risk. And I wondered of the four proposals you have, which raise the risk management standards at the FCM level?

MR. WASSERMAN: I would say that you can look at this two ways because I think arguably from one perspective, none of them changes our duty, as you mentioned, to look at FCMs who are our registrants.

One could argue, that to the extent one

reduces customer risk, that customers are less likely to apply market discipline by themselves in choosing FCMs. One of the things that I tried to do is ask some questions saying: Okay. What's the cost of examining

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2 The clearing houses who are fewer in number, 3 they have been in the business of risk management, they 4 have professional, you know, very excellent staffs. And 5 so, essentially, I would argue they are the best place to 6 do this.

And to extent that a number of these alternatives would increase the risks, would put the clearing house own money closer to the front line, that would only incentivize the clearing houses to do an even better job than they are already doing in terms of risk management.

MR. RADHAKISHNAN: I guess the issue is who will do risk management, the clearing house or the FCM. COMMISSIONER O'MALIA: Well, shouldn't they

16 all be doing it?

MR. RADHAKISHNAN: They should. The question is there going to be a shift. Because one of arguments that we heard, if you have individual say, then the clearing house takes on a bigger responsibility to manage the risk of the customer itself, as opposed to leaving it to the FCM.

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I would note also that right now, today, clearing houses risk manage their member FCMs because, essentially, it is a requirement under our core principles. And it's in the commercial self-interest of a DCO to risk manage its members because a member default would hurt the DCO.

I would suggest, in my personal opinion, that the clearing houses who are already doing this, are structurally much better placed to do risk management.

For instance, if a customer goes and asks questions about his fellow customers, he's likely to be told, very politely, there's little information we will give you because we will only tell you about you. Your fellow customers are, among other things, they have privacy interests.

When the clearing house, which has a supervisory relationship to its members, goes in and asks questions about their risk management and about the risk posed by fellow customers, a clearing house has the authority to demand that information. And, indeed, the answer they would get: Let me get that information

1 So I don't know whether it's true or not, but 2 that's one of the arguments made. I think the firms made 3 an argument, if you have individual SEG and a DCO, then 4 you remove, you remove the incentive for the FCM to do a 5

CHAIRMAN GENSLER: As long as Bob keeps his answers a little shorter.

COMMISSIONER O'MALIA: Bob, you mentioned the customer relationship to the FCM and their desire to seek better risk management or asked about that or what we can ask of them.

If we kept the omnibus account structure, how could the FCM swap customer evaluate fellow customers, or at least have a better understanding of where the risk resides at the FCM level?

Are there different recording structures that

we could see transparency measures that we could impose that would improve, just the overall understanding of how diversive clearing or a FCM might be or what risk management procedures are using that might give customers greater confidence?

19 (Pages 70 to 73)

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good job. And there is some truth to that, so. COMMISSIONER O'MALIA: Bob, you mentioned --

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MR. RADHAKISHNAN: I think it's very difficult for a customer to truly evaluate the risk that other customers pose. Because as Bob pointed out, no FCM will disclose information with other customers.

As with now, the FCM -- the customer is only left with finding out from the FCM what its risk management practices are.

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I don't know of a way in which we can make it easier short of the FCM saying: Well, this is risk profile without giving specific information on its other customers, saying that is the risk profile that I have, and this is risk management technique that I have. But, short of that, I don't see how we can enforce it.

COMMISSIONER O'MALIA: Can you elaborate what can be done in this rulemaking to improve the transparency of FCM management, if anything? MR. RADHAKISHNAN: The advanced notice, no.

CHAIRMAN GENSLER: I did say I have a question I'm going to ask Ananda. In the futures world, what does somebody do, a pension fund, asset manager,

maybe hedge fund do if they're concerned about this

22 fellows customer risk? And does that sometimes include helping in writing them -- on participate eligibility.

It strikes me in the futures world, it's very inclusive, all 120 or so futures commission merchants participate. And I think that that gives them the buy side more opportunity to sort of -- you know, they can pick amongst 120 futures commission merchants.

The swaps world today has been more concentrated, fewer members. So I think there's a related issue here when we take up those proposed rules.

10 MR. RADHAKISHNAN: Not all FCMs are clearing members. But you're right, there 60-70 clearing FCMs, so 12 customer have the opportunity to decide where they want 13 to go.

The other thing is the Commission publishes a monthly report on the capital FCMs, both the requirement and how much they have, and how much fund that have in segregation. So people have an opportunity to look at that report, as well.

CHAIRMAN GENSLER: Part of the reason I raised this, I'm trying to speak to those who really want segregation there's other ways that they might be able to seek those protection. I think we have to think through

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becoming a clear method, themselves, directly?

MR. RADHAKISHNAN: That's certainly possible. That's one option. The challenge then would be to one, assemble an infracture to be able to clear.

CHAIRMAN GENSLER: Do some large hedge funds or assets manager self clear in futures world?

MR. RADHAKISHNAN: No. They may describe themselves as a clearing member.

> CHAIRMAN GENSLER: As a clearing member? MR. RADHAKISHNAN: Not as a clearing member.

CHAIRMAN GENSLER: As a clearing member?

MR. RADHAKISHNAN: I may be wrong. There are some hedge funds which are a clearing member. I'm not sure if they directly clear. They may go through somebody else to directly clear. I'm not sure. I need to check on that. There may be one or two. That is

CHAIRMAN GENSLER: It just strikes me -- and then I'll be done -- it strikes me that another important component of this in the rules we will take up in mid

December on the risk management in clearing houses, which

will include rules -- John Lawton, I see there will be

1 that participant eligibility because that may be that way 2 to get more competition and broaden the participation of 3 clearing houses on the swap side. I think the futures 4 side has benefited from that.

COMMISSIONER O'MALIA: Let me just note you did raise the issue that we do publish monthly a table in which --

MR. RADHAKISHNAN: Yes.

COMMISSIONER O'MALIA: But it doesn't make sense. It doesn't give customers the granular that they are looking for in terms of where risk management resides. You and I have talked a little about it. It's a difficult thing.

CHAIRMAN GENSLER: Another thing on the to-do list. Ananda.

MR. RADHAKISHNAN: Yes. The issue is how much information you can disclose.

18 CHAIRMAN GENSLER: Why don't we just say 19 another after thing to do on the to-do list.

20 Not hearing any further questions, I thought 21 I would call a vote. All those in favor, please say 22 "Aye".

20 (Pages 74 to 77)

certainly one option.

(Chorus of ayes.) CHAIRMAN GENSLER: All those opposed say "No." The ayes appear to have it. They ayes have it. Thank you very much for your position it these. I think next we will have -- is Jeff going to come up? This must be --MR. BURNS: Swap data repositories. CHAIRMAN GENSLER: -- swap data repositories. Susan, you're going to come up, too, I hope. Jeff Burns and Susan Nathan. Susan is in the Division of Marketing Oversight. Jeff Burns is the Office of General Counsel. I've been -- if I'm allowed to say -- co-leading this. And they will be presenting rules on swap data repositories. Jeff, you've got a colleague from the Office of General Counsel. MR. BURNS: A colleague from the Office of General Counsel. This is Bill Bagwell from the office of General Counsel. He's been my deputy team lead throughout this rulemaking. CHAIRMAN GENSLER: All right. Susan, Jeff, Bill, the floor is yours.

all parties to the extent possible within our statutoryframework.

Proposed Part 49 is consistent with various international standards that have been published for trade repositories.

In particular, we have sought to conform our regulations with guidelines identified in the Consultative Report entitled "Considerations for Trade Repositories in the OTC Derivatives Market." We believe proposed 49 is consistent with the goals of this report.

We would also note that Part 49 is consistent with the European Commission's recent proposal related to trade repositories.

To enhance transparency, promote standardization, and reduce systemic risk, Section 728 of the Dodd-Frank Wall Street Reform and Consumer Protection Act establishes SDRs to collect and maintain data and income related to swap transactions, and to make such data and information available to a variety of regulators.

All swap data, whether cleared or uncleared will not be respected to an SDR.

MR. BURNS: Thank you, Mr. Chairman and Commissioners. Before I begin, I would like to thank my deputy team lead, Bill Bagwell. As well as Susan Nathan and the rest of the team members who worked tirelessly in their efforts to get the rulemaking done for today.

Today the staff is recommending that the Commission approve a notice of proposed rulemaking to implement new regulations set forth in proposed Part 49 of the Commission's regulations regarding the registration, end regulation of swap data repositories, or SDRs for short. SDRs are entities that collect and maintain swap data.

The core function of SDRs is to ensure the storage accurate data in order to facilitate the transparency of reporting in a swaps market.

has consulted and coordinated with staff from various agencies, such as the SEC, the Federal Reserve, the Bank of New York, the Office of the Comptroller Currency, the FDIC, Department of Treasury, the European Commission,

The staff, in connection with the proposal,

22 Regulators. We have attempted to incorporate input from

and the Committee of European Securities

The proposal sets forth, or our proposal specifies a number of requirements.

First, is the registration requirement and the adoption of new Form SDR.

The second -- I'll call it "bucket" is the statutory duties set forth in new Section 21c of the Commodity Exchange Act, as well as the core principles applicable to SDRs outline Second 21f of the Commodities Exchange Act.

Additional duties are also permitted by Section 21f(4) of the Commodities Exchange Act. As well as we also provide, which is provided in Dodd-Frank, designation of a chief compliance officer, as well as, lastly, real-time public reporting obligations. I will briefly describe each of these requirements.

First, is registration. Applicants are required under the proposal to file electronically the registration on new Form SDR, which consists of instructions, general questions, and a list of exhibits necessary for determination by the Commission of whether or not an applicant is able to demonstrate compliance with core principles statutory duties, as well as other

21 (Pages 78 to 81)

requirements in proposed Part 49. There will be a 180-day review period that may be extended by the Commission for good cause.

Upon request by an applicant, the Commission may grant a provisional registration to an SDR applicant as an interim implementation provision.

Part 49 Rules also prescribe procedures for revocation of an SDR registration, and for the registration of the successor entities.

But, particularly now, I think also are those SDRs located outside of the United States, for those SDRs, they will be required to certify on the Form SDR and provide an opinion of counsel that the SDR is able, as a matter of law, to provide the Commission with prompt access to its books and records. And can submit to an onsite inspection and examination by the Commission.

Turning next to the statutory duties requirement SDR. These are minimum duties in order to become registered and to maintain registration.

They include -- and these are all listed and set forth in Dodd-Frank itself. And we're just providing a little more flavor and implementing into the propose

Thereafter, the swap data is thereon to be archived. We
 have not determined the length of time yet regarding the
 archived data, but we put it out for comment on how long
 that should be.

Also, an SDR that accepts and disseminates swap data for real-time reporting purposes would also need to meet the real-time public recording recordkeeping requirements that are going to be proposed under Part 43.

The next duty, which I think is one of the most essential ones, is providing Commission direct access to the data maintained by the SDR.

This will consist of real-time access via web-based protocol, as well as information pushed out to the Commission at specified intervals.

Next, also is that the SDR will also be required to establish automated systems for monitoring, screening, and analyzing of swap data. This would include via user exception, as well.

And, as part of this regulation, the SDR is required to maintain sufficient IT staff, other staff and resources so that it is able to fill these requirements.

The sixth of what I'll call "statutory duty"

Part 49.

First, is the acceptance of data. As a result of the statute duty, if an SDR accepts the swap data of a particular asset class, it will be required to accept the data for all swaps of that asset class. So, in other words, you couldn't pick or choose your swaps that you will accept.

As part of this requirement, as well, an SDR will not are permitted to alter, modify, or otherwise amend an executed, fully executed swap agreement.

The second duty is confirmation with both counterparties to a swap of the accuracy of the data. This requires a registered SDR to establish policies and procedures to ensure the accuracy of the data and other regulatory information required be reported.

We've been in compliance with this requirement through either electronic matching or confirmation or by actual direction communication with counterparties.

Going on to recordkeeping. The SDR is required to keep books and records for the life of the swap, plus five years in a readily, accessible manner.

1 is the maintenance of privacy or confidentiality of swap2 data that the SDR receives.

Each SDR will be required to adopt policies and procedures that would keep the data private. Since the SDR is actually holding the data, they have to be reasonably adopted to protect the confidentially of all data except for that data that is subject to real-time reporting.

The way I think we even agreed to this working is there are two, like two pipes: The real-time pipe, as well as the statutory reporting pipe; obviously, since the real-time reporting could not be subject to privacy.

Another of what I think is a very important regulation is the SDR access for other regulators to both domestically, as well as foreign regulators, the requirement really attracts Dodd-Frank.

But one of the things that is required under the SDR is that upon request, they would have to notify the Commission of the access. But before they could provide access, they would have to have an executed confidentiality and indemnification agreement with the

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SDR for any litigation expenses that might occur due to the accessing of the data.

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Lastly, in terms of statutory duties concerns emergency procedures. The SDR would have to have procedures so that we would have contact information or actual staff contact at the SDR, as well as the standard for declaring emergency. And all these statutory duties are set forth in proposed regulations in 49.9 through 49.18.

Turning next to the core principles. There were three core principles versus antitrust considerations. Our proposed regulation 49.19 implements core principle-related antitrust. And it requires the SDR to avoid rules that provide unreasonable train of trade or proposing any material anti-competitive burden.

Next is governance arrangements. Proposed regulation 49.20 provides for transparent governance arrangements to fulfill public interest requirements and to support the objectives of the federal government owner and participates.

Governance rules also impose certain minimum standards for the transparency of SDR governance

reporting entities, or unfair or anticompetitive 1 2 disclosure by a controlled group.

3 Core principle 4, which provides the 4 Commission with the authority to adopt additional duties.

5 We've listed 4 additional duties.

The first one is disaster recovery and business continuity plan; the second is for SDR to maintain sufficient financial resources; third, is to provide disclosure document setting forth the risks and costs associated with the using the services of the SDR; and lastly, the SDR would be required to provide fair and open access in fees that are equitable and nondiscriminatory.

The proposal, as Mr. Chairman indicated, will be out for 60 days. During that time, we are requesting comment, specifically on whether there should be an implementation of phase-in period under the proposal. And that ends my remarks. I'm happy take any questions.

CHAIRMAN GENSLER: Thank you, Jeff and the team. Do I hear a motion on the staff recommendation on swap data repositories and proposed rules?

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arrangements. These include a statement in the Charter regarding transparency of the governance arrangements, making certain information available to the public such as mission statement, Charter, nomination process, ensuring available information is accurate, and summaries of significant governance decisions.

The governance rules also requires --CHAIRMAN GENSLER: I keep seeing lots of pages.

MR. BURNS: No, not too much. Two more, actually, but they're big. I will speed it up.

The governance rules require policy to ensure that the Board adequately considers perspectives independent of competitive, commercial, or industry in its deliberations. And also sets forth expertise requirements, removal procedures, and rules and responsibilities and guidelines for directors.

Moving to conflicts of interest. Proposed regulation 49.21 requires that SDRs to establish and enforce rules in its decision-making process. And to establish a process for resolving these conflicts. These include, but are not limited to discrimination, certain

1 COMMISSIONER DUNN: So moved.

COMMISSIONER SOMMERS: Second.

3 CHAIRMAN GENSLER: I support the proposed 4 rulemaking. I think that the proposal does implement 5 Congress mandate that swaps data repositories be regulated, that we write rules for them. 6

I think it importantly includes provisions for the maintaining of that data, but also that we, as regulators, get direct access to that data that is so critical. And also has provisions such that in another set of this statute, it talks about commercial end users being exempted from the clearing requirement. And there is a notice provision there. I believe the role includes that this swap data repositories as Congress has provided.

MR. BURNS: It does.

CHAIRMAN GENSLER: And I have received those notices. And that the swap data repositories will play a role in the real-time reporting, as well as collecting data and maintaining data over the whole life cycle of the swap. I think this is critical to enhance the transparency.

23 (Pages 86 to 89)

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90 asking the public should they have to be required to 1 I do have a couple of questions. It 1 2 relates to the relationship between this rule and the register. 3 3 real-time rule. But I just want to make sure I COMMISSIONER O'MALIA: I just want to make understand how they relate to each other. And I might be 4 sure we are talking about the same people. 4 asking for a question to be added because I'm just a 5 CHAIRMAN GENSLER: I think it would be a data little confused about one thing. 6 aggregator like the company that you mentioned. 6 7 7 COMMISSIONER O'MALIA: Okay. In real-time reporting rule which were just 8 CHAIRMAN GENSLER: It's basically the 8 discussed, there is some provision that the swap data 9 9 repositories will facilitate real-time reporting. And I intersection -- swap data repositories are going to be 10 think you have that here, as well; is that correct, Jeff? 10 having regulatory data, a lot of data that's going to MR. BURNS: That's correct. We have included 11 regulators. And then they have this stream real-time 11 12 that in the proposal. 12 data. 13 CHAIRMAN GENSLER: What, I'm less certain 13 And what if somebody is only in the second 14 about is a third-party data providers. I think the 14 pipe? If they're only in the real-time pipe, don't they 15 real-time reporting requirement also provide that maybe 15 have to register as a swap data repository? Shouldn't we 16 there would be third-party data aggregators as well; is 16 at least ask the public that question so there's a final 17 rule that could address that? 17 that right? 18 MR. BURNS: That's my understanding, yes. 18 MR. BURNS: I think that makes a lot of sense 19 CHAIRMAN GENSLER: So my question is: Under 19 to put that in the proposal and ask that question. CHAIRMAN GENSLER: Maybe I will ask unanimous 20 20 the statute, 728 of the statute, might it no be those 21 third-party data providers should also register a swap 21 consent to include such a question? Not hearing an data repositories? And, if so, shouldn't we at least in 22 objection. No objection. That was my main question. 22 91

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this role ask that question of the public so that if we think that they should also register swap data repositories? MR. BURNS: I think that's a very good

question to put in the proposal and ask for public comment.

7 COMMISSIONER O'MALIA: Mr. Chairman? 8 CHAIRMAN GENSLER: Sure. Please. 9 COMMISSIONER O'MALIA: Who are these 10 third-party aggregators we're talking about? 11 MR. BURNS: They are market data vendors, 12 primarily.

COMMISSIONER O'MALIA: Like Bloomberg? MR. BURNS: Like Bloomberg.

15 COMMISSIONER O'MALIA: Make Bloomberg register as a SEF, is that what that question is? 16

17 MR. BURNS: No.

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18 CHAIRMAN GENSLER: I don't think it does 19 require it right now as it's written.

20 MR. BURNS: As it's written right now, it 21 does not require it.

CHAIRMAN GENSLER: But I had the question of

Commissioner Dunn?

2 COMMISSIONER DUNN: Thank you, Mr. Chairman. 3 I have a great deal of concern about the resources that 4 we have implemented. And 180 days for us to review 5 requests, do we have sufficient staff?

First of all, how many do we anticipate receiving? And do we have sufficient staff to do that review within that 180-day time period?

MR. BURNS: I think we believe we will have 15 or so, maybe, applicants.

COMMISSIONER DUNN: Before the ones the Chairman just added?

13 MR. BURNS: Well, the world could get a lot 14 larger. But that's what we're expecting, somewhere 15 around 15 or so.

16 MR. SHILTS: In terms of staff, we have not 17 got the staff at the moment to do this.

But as part of the request, the budget request to implement Dodd-Frank, we estimated that, with respect to the initial number of the SDRs in the ongoing oversight, that it would take about maybe five to 10 people, depending on what the final rule looks like in

24 (Pages 90 to 93)

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the overall scope of our oversight. But that's something that was built into the budget request so that we could accomplish that.

COMMISSIONER DUNN: I would imagine that we will probably receive requests for more repositories and a single asset class than one in some occasions. And we're requesting them to do a certain amount of the analysis and overview of what they have.

Where we have repositories that have more than one asset class, then is it going to fall back on the Commission to be able to get that information and do the types of analysis that we've got? And do we have the technical ability to do that at this time?

MR. SHILTS: Well, John Rogers will do the next rulemaking for the actual SDR data requirements. I think he might be able to address that.

But I think ultimately now it's something that we in this Division, as well as out IT folks are looking at. It's not that we have the capability at the moment. It's something that would be part of the budget request to upgrade or IT resources and staff to actually carry out these to be able to get the data analyzed and

through the due diligence of actually registering as an SDR. So if somebody could walk me through that.

MR. BURNS: I believe this really has to deal
with -- Rick had mentioned staffing issues going forward,
initially. There is provision on the provisional

6 application one-year period.

But I think initially we get 15 maybe more applicants in terms of the staff able to review and then approve the applicants in time. This would give us the ability to provisionally approve the applicant who is already operating as a trade repository and who we believe is in substantial compliance. But we just have not had the time to go ahead and get into a full review.

COMMISSIONER SOMMERS: So are we required by to statute to have these people register, so that's why we're doing this provisionally? And how do we decide if they are substantially compliant if we have not even looked at them?

MR. BURNS: Well, in terms of timing, we wouldn't be able to have an entity to accept any of the swap data unless an SDR is registered. So we would have this vast data that has not been reported anywhere.

incorporate it into our budget responsibilities looking at the exchange trade market.

CHAIRMAN GENSLER: Commissioner Dunn raises a very good point. I think the President's budget for 2011 included 45 million dollars for implementation, of which 18 million was for technology.

When we look at 2012, we think that even grows. But that 18 million dollars is very important to be able to basically have the pipes.

We need direct feeds into these swap data repositories. We need to be able to do all of the things Commissioner O'Malia has been suggesting. And all of those good things out of this technical advisory committee and so forth. Commissioner Sommers?

COMMISSIONER SOMMERS: Thank you, Mr. Chairman. I have a number different concerns and questions with this release. I will start with the provisional registration, which I raised questions on a previous release on this exact same issue.

If you could walk through for me what benefit there is in us provisionally registering these SDRs that are already up and running right now without having gone 1 COMMISSIONER SOMMERS: These people are 2 already reporting these places, right?

MR. BURNS: There are interest rates, CDS, credit.

COMMISSIONER SOMMERS: I guess what I'm trying to get at is what we envision as entities eligible for provisional registration, are these same entities that are already up and running and already accepting all of this data, right?

MR. SHILTS: I would think that, presumably, that would be true. But it could be possibly a existing clearing house or someone that some capability to perform his duties.

But I think the goal is to try to get something up and running. If we don't have the ability to immediately review and process all of these applications, it's a away to not create more legal uncertainty for the industry, to get something up and going, and then come back a due a full due diligence review and presumably set out some criteria.

21 COMMISSIONER SOMMERS: Criteria for 22 substantial compliance?

25 (Pages 94 to 97)

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MR. SHILTS: Correct.

COMMISSIONER SOMMERS: Because I think that's also where I have questions. How do we decide what

4 substantially compliant is. And is it only for those

5 people who are already acting as these data repositories?

What if we have other people who believe they can be substantially compliant?

substantially compliant?

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MR. SHILTS: That might be something, if Commission decides to go through with that, that would be something we can provide more guidance on.

MR. BURNS: And, also, the provisional would give the Commission the ability to access the data.

COMMISSIONER SOMMERS: Another line of questioning for me relates to foreign SDRs and how we decide. I think there are a couple of concerns that you outlined when you were giving your summary with regard to indemnity and foreign regulators having access to information that U.S. registry SDR.

What about foreign SDRs? I think one of the provisions in the Act says specifically that it excludes from U.S. jurisdictional swap activity that does not have a direct and significant connection with activities in or

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2 But I think in working with these

 $3\quad$ international regulators, when I asked them to have

4 single, what may end up with single or multiple per asset

5 class, that will be where all of the regulators will have

access to that information and will comply with generally
 accepted and may be registered here and there may be

8 meeting requirement overseas.

But I think the goal is -- and again, I don't how to this will work out, that where you have the foreign versus the domestic, that isn't what we're striving for.

COMMISSIONER SOMMERS: I couldn't agree more that that's not what this release contemplates or lays out. So it's a little bit confusing.

MR. BURNS: I think part of it has to do with Dodd-Frank. It doesn't give us the ability to exempt. So if you're a foreign SDR, you have to register.

Now, maybe that can be done in lighter way, but the way this would work, they would have to file the Form SDR and provide that opinion of counsel that would

22 allow us to get books and records, as well as on-site

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affect on commerce in the United States.

How do we decide what kind of swap activity has a direct or significant connection? So is it if one of the counterparties -- are we defining that?

MR. BURNS: I notice that this has not be defined yet in any capacity. It's a pretty broad definition, and it could have various permutations. But we have not decided, nor do I believe anybody in any other rulemaking team, at least today has.

If a foreign SDR is engage in U.S. activity in terms of coming here to the U.S., that would obviously have an effect on U.S. commerce.

COMMISSIONER SOMMERS: With regard to the foreign SDRs, and we have a part in here that explains how we would contemplate registering foreign SDRs. If you could walk me through that and kind of what concerns we have. Why isn't just information sharing agreements sufficient?

MR. SHILTS: Can I just add something first?
I think the goal -- and I don't know how this will end up
-- to have foreign SDRs and U.S. SDRs, there may be SDRs
that will come in seeking registration that are located

inspections so that we are able to do our regular
 repository duties because of the fact that we don't have
 any exemplary privilege for it.

COMMISSIONER SOMMERS: I think I will stop there. I have a number of other questions.

CHAIRMAN GENSLER: Thank you, Commissioner Sommers. But please don't stop there in our bilateral discussions because we benefit from these comments.

I think the foreign and domestic issues here, we have to find a way of working with international regulators that we all have access. And it doesn't matter where they are located.

MR. BURNS: I believe that's the goal. These are difficult issues in the current form of Dodd-Frank.

CHAIRMAN GENSLER: Commissioner Chilton?

16 COMMISSIONER CHILTON: I was interested in 17 Commissioner Sommers' question. I was trying to look at 18 the Act, not Dodd-Frank, but the CEA. And so you have to

19 read them together.20 And in Section 3, 10-31-3: "The transaction

And in Section 3, 10-31-3: "The transaction subject to this Act are entered into regularly interstate commerce and international commerce. And are affected

26 (Pages 98 to 101)

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102 with a national, public interest by providing a means for management and assuming price risk discover prices, and disseminating the pricing information through the trading liquid, fair, and financial secured trading facilities."

Does that definition add to the conversation you're having with Commissioner Sommers? MR. BURNS: I think it's consistent with Commissioner Sommers' comments.

COMMISSIONER CHILTON: Mr. Burns, are SDRs established under Dodd-Frank, are they intended to be sort of public utilities like PUCO with the SEC for the aggregation of swaps data?

MR. BURNS: Although SDRs provide what I will call a "vital regulatory foundation," I don't think that the intention to make them a public utility.

The statute doesn't provide that. And I wouldn't assume that these are a public utility; although they may have some aspects of a public utility in the sense that the data will be maintained in one place or regulate both as domestic and foreign to have access.

But I would resist in any indication that these are a public utility. I don't think the statute says, "Swap data repository," and some say "Each."

2 So my question is: Given that these things 3 do mean things in law, does that indicate some 4 requirement for morality of SDRs?

MR. BURNS: That would seem to be case. But I also think that the presumption of Congress, that there would be multiple "Ss."

COMMISSIONER CHILTON: Okay. And the final question. ICE sent a letter. And they talked about how 10 the national place for SDRs to be in existing clearing house. Is there anything that would prohibit that from taking being place in what we're considering?

12 13 MR. BURNS: No. In fact, the statute 14 presumes that clearing houses would register as SDRs.

15 COMMISSIONER CHILTON: Thank you. 16 CHAIRMAN GENSLER: Thank you, Commissioner 17 Chilton. Commissioner O'Malia?

18 COMMISSIONER O'MALIA: I have one question:

In all of the data and how we move it, and send it from the staff and real-time report and send it to SDR, who owns the data, and does it change through the process?

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calls for it.

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COMMISSIONER CHILTON: Thank you. And to sort of follow up with the international question.

Do other regulators in Europe and the UK, do they require that there's a single data repository, or are they intending on doing that?

MR. BURNS: Currently, we know of no legislation in Europe that would require that. That may happen, I think just over time with the market, but not from a regulatory mandate.

COMMISSIONER CHILTON: We talked earlier. I know it sounded like we were probably dancing on the head of a pin. But words are important and even letters are important. So just like Sesame Street in like they have the letter of the day, so my question is brought to you also by the letter "s."

If you look at Section 720, and if you go through it, there are multiple references to the swaps data repositories. It's actually an "I" "E" and an "S." It's not swap data repository. And I count at least 11. I won't go though them all, but there's 11. It's not "S." Some of them say "Each swap data repository." It 1 CHAIRMAN GENSLER: Can I just add? And do we 2 do anything to change this rule? His question, I just 3 want to add to Commissioner O'Malia's, do we do anything 4 to effect that?

MR. BURNS: We don't believe that the SDR owns the data. The data is from the property of the counterparties, the data reporting to the SDR. The SDR is the warehouse that maintains the data. And from that they then go manufacture property rights in the data just from maintaining it.

Now, they will have a license to use the data through their user agreements, and they'll have the counterparties. But the data is the counterparty. We don't change that in the proposal at all.

CHAIRMAN GENSLER: I think it's an excellent question. You said "the counterparties." But if it's done on a matching engine, might it not be the matching engine or what we call "sups data." Again, we don't change that?

MR. BURNS: We don't change that. And I would hate to get into a property rights discussion. CHAIRMAN GENSLER: And I'm not a lawyer. I

27 (Pages 102 to 105)

was most interested that we're neutral on it. We don't say in the regulation at all and the preamble of who the owners of the data are.

CHAIRMAN GENSLER: If there are no further questions, the motion in front of us as amended with the unanimous consent is on the proposed swap data repository rules, if I could hear by voice the "Ayes."

(Chorus of Ayes.)

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CHAIRMAN GENSLER: Any opposed? COMMISSIONER SOMMERS: No.

11 CHAIRMAN GENSLER: The ayes appear to have 12 it. The ayes have it. And so we thank you swap data 13 repository rulemaking team.

I think we will move on to -- I can't see Dave here. He's in the back -- data recordkeeping and alike. I'm conscious that we're moving along here. If the Commission wants me to break at any time, I'm glad to do so. Thank you all.

David Taylor, who is from the Division of Market Oversight, and has been heading up a team on data.

21 And this is data for swap dears, data for 22 major swap participates, data for clearing houses, swap Commissioners. My script says "good morning." I took a look, and I can still say that.

3 I do want to thank, before I begin, my fellow 4 team members. In particular, my multitalented, 5 indispensable team members for their hard work in preparing the proposal I'm about to present. 6

7 Today staff is recommending that the 8 Commission approve a notice of proposed rulemaking to 9 implement new regulation regarding swap data 10 recordkeeping. These regulations would govern swap data 11 to swap data repositories or as I will say later. SDRs.

The fundamental goal regulation is to ensure that complete data concerning all swaps subject to the Commission's jurisdiction is maintained in SDRs where we not cannot be disclosed publically, but would be available to the Commission and other financial regulators for fulfillment of their various regulatory mandate.

In preparing these regulations, staff has engaged in extensive consultations with other U.S. financial regulators, and with international financial regulators and organizations. And has reviewed and

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execution facilities, designated contract markets, possibly for futures commission merchants, not only how they maintain data, but also what they have send to swap data.

I would just say for public's benefit, we chose earlier, since there are so many data requirements on each of these registrants, and the best way to provide consistency, which the statute says there should be consistency, is to have one team to data element for all of the different registrants. So this actually has an effect on all of them.

Irina Leonova, who has been Dave's deputy, and seems to be in all of the meetings and on these very important matters. Anne Schubert, who is on the team also from the Division of Market Oversight. And John Rogers, who is here in the Commission, is our chief information officer, and deals with all of what we do in terms of information.

And we felt it was critical to have this coordinate, not just with market oversight, but our over data elements requirements. With that, David.

MR. TAYLOR: Good morning, Mr. Chairman and

considered the work that's already been done

2 internationally in regard to derivatives reporting. 3 The regulations are designed to take into

4 account the difference between various swap asset classes 5 with respect to product type and associate data, as well 6

as their mark structures and trading processes.

The regulations are also designed to minimize the extent possible the regulatory burden on the industry, especially for end users and other swap counterparties who are not swap dealer or major swap participates.

The swap recordkeeping provisions we are proposing are based on the Commission's existing recordkeeping regulations that generally call for registered entities and counterparties to keep records related to swaps throughout the existence of the swap, and for five years following final termination or exploration of this fund.

The records would need to readily accessible through the life of the swap and years thereafter, and retrievable from storage within three business days during are remainder of the retention period.

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28 (Pages 106 to 109)

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In order to ensure the complete data concerning swaps maintained in SDRs and available to the Commission and other regulators, the swap data reporting rule calls for reporting of swap data from each of the two important stages of the existence of a swap: The creation of the swap, and the continuation of a swap over its existence until its final termination or expiration.

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For both creation and continuation of data involving credit swaps and equity swaps where we will share jurisdiction with the SEC, the Rule is aligned with the approach taken in the SEC data rules in order to avoid the regulatory burden and regulatory outward cries that could come from having two dissimilar reporting regimes.

To ensure timeliness, accuracy, and completeness with respect to data, the proposal requires recording of two types of data relating to the creation of the swap: The primary economic terms of the swap verifying their match by their counterparty shortly or after the time of execution, and then all the terms of the swap included in legal confirmation.

To ensure inclusion of primary economic turns

Counterparty reporting, when following the

2 hierarchy outlined in the statute in parallel with the

3 SEC reporting rule giving dealers and major swap

4 participants the duty to report when possible and

5 reporting by non-swap dealers and major swap participate

counterparties, including end users to situations where 6 7 there is no dealer or MSP counterparty, the Rule also

8 explicitly permits third-party facilitation of data

9 reporting without removing the responsibility involved 10 from the appropriate registered entity or counterparty.

The proposed rule also calls for the use of three unique identifier in connections with swap reporting: A unique swap identifier. A unique counterparty identifier. A unique product identifier.

These unique identifiers will be crucial regulatory tools for linking data together and enabling data aggregation by regulator across counterparties asset classes and transactions.

This will enhance regulators the ability to mitigate systemic risk, prevent market manipulation, conduct effective market and trade practice surveillance, enforce positions, and exercise resolution authority.

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necessary for regulatory purposes, the Rule specifies minimal data elements or data categories that must be reported for swaps in each asset class, and seeks comment on whether additional data elements should be required to be reported.

Continuation data reporting for credit and equity swap follows the life-cycle approach, and requires reporting of all life-cycle events affecting the terms of the swap.

Reporting continuation data for interest rate, currency, and other commodity swaps follows the state or snapshot approach in requiring the reporting of the daily snapshot of all the primary economic terms of the swaps, including any changes that have occurred. And for all asset classes, a continuation of data reporting also includes specified valuation data.

The proposed rule calls for reporting by the registered entity or counterparty that has the easiest, fastest, and the cheapest access to the data in question. Such entities and counterparties are also the most likely to have automated systems that are suitable for 22 reporting.

Such identifiers will also have great benefits for internal recordkeeping and risk management by financial entities themselves. The staff has consulted with the SEC concerning these unique identifiers.

The USI or the swap identifier would be created at the time the swap was executed and shared by all registered entities involved with the swap and used to track that particular swap over its entire existence.

The UCI or counterparty identifier would identify the legal entity that is a counterparty to a swap.

The Rules provide that the Commission will require use of USIs in all swap data reporting. Selecting an international developed identification system for this purpose is one meeting the Commission's requirement that's available prior to the implementation of data for Rule, or imposing a system created by the Commission if that is needed.

Confidential data concerning the corporate affiliations of the legal entity involved would allow regulators to monitor swap exposures.

The product identifier would categorize swaps

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29 (Pages 110 to 113)

with respect to the underlying products referenced in 2 them. This will allow regulators to aggregate, analyze, 3 and report the swap transaction by product type, and will also enhance position under the enforcement.

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To avoid fragmentation of data for a given swap across multiple SDRs, the Rules require that all data for a particular swap must be reported to the same SDR.

Finally, regarding data standards, the computer language used in swap data reporting, the proposed regulation requires SDRs to maintain data and transmitted to the Commission in the format required by the Commission.

It prevents an SDR to allow use of reporting data to use any data standard acceptable to the SDR, so long as the SDR remains able to provide data to the Commission and the Commission's required to form.

The proposed regulation will be open to a 60-day public comment period. That concludes my remarks. I'm happy to answer any questions.

21 CHAIRMAN GENSLER: Do I hear a motion on 22 staff recommendation on data?

arbitrage data elements.

2 I think it's -- also, the proposal and why 3 I'm supporting it, and as I have learned more about data 4 is that a swap exists over sometimes a period of days, or 5 many, many years. And so what the Rule includes is that 6 there's data at the day of a transaction or even the 7 moment of the transaction, but it has this continued data 8 or life cycle data over the course of the life of the 9 swap, and I think that's very important.

And I think that the third element and why I support it and compliment the team because I must admit, before July 21st, I had not been familiar with this whole concepts in terms of unique identifiers.

The team that identified it, the industry market participates, many people came in the meetings and said this will be big help if some regulatory body or swap data repositories for somebody had unique identifiers.

And many people in the industry, in the financial industry, usually not end users, but in the financial industry have said they, too, would benefit if there was a unique identifier for their counterparties.

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COMMISSIONER DUNN: So moved. COMMISSIONER SOMMERS: Second. CHAIRMAN GENSLER: Thank you, David and

everybody on that team. I know you coordinated not only in this building, because you have to coordinate with 29 other rule teams because this is data for all of the public with the SEC and the Federal Reserve, bank regulators, treasuries, Office of Financial Reserve, and international regulators.

I know you've gotten comments on your term sheets and your draft rule from all of them. I don't really know how you do it, but I thank you. This may be one of those areas that's had the broadest consultation.

I do support the proposed rulemaking. As I said earlier, it covers the data for all of the different registrants, whether it's the swap dealer, trading platforms, clearing houses, that which needs to be maintained and sent over to the swap data repository in some circumstances. And I think it's important that that be consistent. So however the public comment on it, I think it's really important. That statute says these are consistent across. And we don't have even regulatory

The Europeans and the U.S. regulators also seek to chime. And you have included, I think a thoughtful proposal on that record.

I think the 60-day public comment period is warranted. But I also think the Administrative Procedures Act allows and hopefully -- General Counsel Berkovitz is poking out -- but that we could possibly, even as we go forward on this -- have roundtables.

If we get the 60 days of public comment, I think it would be appropriate, if it's allowed under the Administrative Procedures Act, to have roundtables, then since we have these thousands of comments, and then staff will be trying to help do a recommendation, whether it's finalizing a unique ID, which is a really an important component, or of any other component.

So I guess my first question is: Is that allowed under the Administrative Procedures Act to do the roundtables post those 60-day comment period?

19 MR. TAYLOR: My general impression about that 20 is yes. I will defer to the general counsel.

21 MR. BERKOVITZ: Yes, we could. The 22 Commission could do that.

30 (Pages 114 to 117)

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118 CHAIRMAN GENSLER: I think General Counsel Berkovitz said yes. So I think that will be very helpful because these are really important concepts. We want to get them as close to right as we possibly can, and I think you put together a strong proposal. With that I thank you. I'm going to keep you

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information.

to that we can do that. Commissioner Dunn? COMMISSIONER DUNN: Thank you, Mr. Chairman.

Again, my concerns are the wherewithal to fulfill this, especially in the IT area. And perhaps Mr. Rogers could amplify on where we are in that.

12 MR. ROGERS: Certainly. Well, as Chairman 13 Gensler has mentioned, before we put in a bunch of 14 requests of 18 million dollars in 2011, and then an 15 additional amount in 2012 to support the implementation 16 of these particular rules, in preparation for that, in advance of that, we have been for the last two years 17 refreshing our technology infrastructure so that we have 19 the network band width with the storage capacity and things like that to accommodate the receipt of additional 20

We'll need to have, make an additional

consultation we can do and still sleep, and we're going 1 2 to keep doing that.

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CHAIRMAN DUNN: You still have time to sleep? MR. TAYLOR. A little. We're participating in the Commission's participation on the AOSCA task force. And that helps us to do this consultation.

Our intention in drafting the Rule was to allow international consensus to develop especially the counterparty identifier. We've laid out principles that we think will get us there. And we hope this provides impetus for the world to come together on this solution.

COMMISSIONER DUNN: I know that some of the entities that I visited, they have already built in their own identifiers. What happens to those, and how will measure with what we're proposing?

MR. TAYLOR: The rule explicitly says it's perfectly all right to have your own identifiers. And John can tell you pretty much any system will create its identifier for something that it handles. We just want to add one that will be universal.

CHAIRMAN GENSLER: Thank you, Commissioner 22 **Dunn.** Commissioner Sommers?

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investment, obviously as mentioned, to first and

foremost, I guess, understand the business requirements 2

that we have within the Commission to build up

4 surveillance capabilities and tie those to existing

5 capabilities that we have as we oversee the futures

market and continue to enhance the infrastructure to support that.

So, in essence, we have additional requests that we need to make, but we've established an infrastructure foundation that we think allows us to make that investment moving forward.

COMMISSIONER DUNN: Any idea of developing USI, UPIs, I think serves a great deal of merit. But I also understand there are a lot other players out there that have ideas of how that could be developed, especially on the international scene, whether it's going to be an ISO type of piece put together.

How are we to out reach to all of those other players out there? And at the end of day, to make sure we've got something that is, in fact, truly universal?

MR. TAYLOR: That is our intention, Commissioner Dunn. We've already done all of the 1 COMMISSIONER SOMMERS: Thank you, Mr.

2 Chairman. I want to thank this team. This is really 3 complicated stuff. I think you've done a great job

putting this all together.

I have questions with regard to specific language that we're using, and how this overlaps with real-time reporting.

So in the statute, the language "technologically practicable" is used. But in other places and in this rulemaking we use "promptly."

So is there a difference between those two. 11 12 and is there meant to be a difference.?

MR. TAYLOR: I think the answer is yes, there is; because I think we used the word "promptly" when we're dealing with end users and non-dealer and non-MSB counterparties. We try to take great care in not to lay more burden on them than was required.

We have basically asked for comment every time we're asking them to do something on what their appropriate burden should be.

COMMISSIONER SOMMERS: When we have been consulting with the SEC on these rulemakings, do you know

31 (Pages 118 to 121)

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if the time frames that are included in our proposal 1 2 today, if they're identical to what the SEC is doing? 3 MR. TAYLOR: Yes. We did consult closely about that. They are with one exception for situations 4 5 where reported where no technology was involved, something not executed on a platform and not affirmed or 6 7 mapped electronically. 8 We're asking for comment on the length of the 9

time. They're saying 24 hours. We're not opposed to that, we just wanted more input.

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COMMISSIONER SOMMERS: Okay. Thank you very much.

CHAIRMAN GENSLER: And, thank you. And thank you for taking great care that when it's an end user to an end user, and there's no swap dealer. I think it's a very small part of the market, but I thank you for taking care in that regard. And the use of the word "promptly" rather than some other words. Commissioner Chilton?

COMMISSIONER CHILTON: I just had a quick comment. I support the ruling. You've done a good job with the proposal. I've got a big, long letter from a not-for-profit energy end user. They said it was on data guess I've got to rip this Band-Aid.

2 But the entity definition rule where 3 calendared for our next meeting, which is December 1st. 4 Yes. Yes. If it's this Commission, or if it's another 5 Commission, it's everybody edits, you all do have a 6 draft. I know there's Commissioners there and wonderful 7 individuals I know of each they have it. So it's trying 8 to get this all aligned and everybody's edits and 9

Our next meeting is December 1st. And the entity definition one is, you know, that's what we're trying to do. I will try to speak about the overall calendar at the end. Commissioner O'Malia?

COMMISSIONER O'MALIA: You talked about and we've all talked about balancing the international. Commissioner Dunn mentioned it, as well. And you mentioned you were going to lead the world.

Proposed reg 45.4 (b)(3) provides that the identification system must be maintained by a voluntary consensus standards by an associated registration authority on a non-profit basis.

Do we have a sense of whether that will be

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comments.

recordkeeping reporting task. And, you know, it's really

too much. I will not ask a question on it. It's 47

3 pages long, so I'd be rushing to find the part, anyway.

But it makes this, has this concern, which is a concern much of what Commissioner Sommers raised in how do you do these things about definitions.

They are also special, but don't want to be included here, but they're not special enough to be excluded, you know. They want a transition time.

10 Essentially, they're saying we don't even know because

11 you have not done the definition.

But sort of like I said earlier, this is becoming clearer and clearer as we go forward. I understand it's a little tenuous now, but I think ultimately this is going to be very good. We'll let people know we're getting a visual. It's going to be increased transparency. It's going to be good for consumers, including not-for-profit energy users. Thank you.

20 CHAIRMAN GENSLER: I know the public would as 21 much want to know as the Commissioners.

I said I was going to hold on this, but I

here or aborad? And when we lead the world, the

2 voluntary consensus part, leading the world, that doesn't

3 seem to be, you know -- how are we developing consensus 4

without dictating it?

MR. TAYLOR: Well, our intention is not to dictate. That's why we sent out our principles that we thought the Commission would want to follow this identifier. But the way it's going to work best is if the world does come together and agree on a standard for these legal identifiers.

We think it's possible through an international, voluntary consensus body that that can be done. We are advised by the people we consulted with it's sitting there almost ready to go.

It's isn't so much that we want to lead the world, we just want to finally actually provide the impetus that everybody can kick the ball into the net.

18 Everybody wants this. They have been 19 working on this for 10 years. It needs a push.

20 Dodd-Frank makes the push.

21 COMMISSIONER O'MALIA: Do you believe that

22 this -- you said it's on the doorstep. Is that push, is

32 (Pages 122 to 125)

that going to come in consistent with our rulemaking timetables?

MR. TAYLOR: I think the push is really our rulemaking, our calling for these identifiers. But yes, our understanding is that is possible, even likely that a international consensus can develop for such an identifier in advance of the implementation date for the Rule, and that's the optimum amount. That's what we hope for. The Rule provides for us to do it our own way if we have to.

COMMISSIONER O'MALIA: This registration authority, do you have an opinion whether it should here or abroad and who would regulate it?

MS. LEONOVA: The way of the instruction, it is an international protocol system, and has international organizations for this.

It's more less government organization and associations that implement those protocols. It's not quite finished.

So the way we are trying to approach it is to create a system that you for individual jurisdictions in particular to move ahead in some kind of structure.

accounts. It would be retrospective in some extent to come up with data. And it would require people to reach for data in multiple places.

This is just about identifying the legal entity that's a counterparty to the swap. It's really a very separate thing. In some ways, a simpler thing. It would be done going forward. You go get an identifier, and then you don't have to hunt for data anywhere else.

COMMISSIONER O'MALIA: This does seem as simple as having my Arlington library card. But I suspect it's a little more difficult and a little more costly, correct?

MR. TAYLOR: One of the principles we laid out is this ought to be a royalty fee or on a reasonable, royalty basis, which is language in an OMB release of this sort of thing.

There would need to be a reasonable fee to an entity that comes and says I want an identifier because the registration authority has to come and verify they are who they say they are. And that verification would have to be maintained over time.

The principles call for this not to be

And we've had negotiations, reservations in the European bank and European Commission, and we're trying to move to facilitate and adopt it.

And the way we see it right now, it's not a matter of regulators describing it, but more largely an industry development and putting in some unified consensus so everyone can use it.

COMMISSIONER O'MALIA: One of the issues we've had I think in the two rulemakings thus far is the ownership and control rule of future space. And we put out proposals that come back. We've shifted them republished them, proposals,, and we received a lot of feedback about the cost of this and concern now.

Ananda, our director of Clearing and Intermediary Oversight, did say it was his view that we can't have a bifurcated system for margining.

Can we have a bifurcated system for futures and swaps in terms of the universal identifier?

MR. TAYLOR: Well, I think we added some language to the preamble, to the Rule precisely to address this issue. This is really separate from the whole ownership and control issue. That's about

1 monitized, for the small costs to be involved not to be a2 barrier.

COMMISSIONER O'MALIA: Thank you.

CHAIRMAN GENSLER: If there are no further questions, then I will call the question on the proposal,

staff proposal on data. All that's in favor, indicate by saying "Aye."

(Chorus of ayes.)

CHAIRMAN GENSLER: All those opposed indicate by saying "No." The ayes appear to have it. The ayes have it. Thank you very much.

We're going to move on to the third of the data trio, public reporting house trade what Congress laid out in the statute for real-time reporting, but is related to the reporting of transactions, price, volume, and futures after the transaction occurred. Sometimes we call it "post-trade transparency."

And Tom Leahy from the Division of Market

Oversight has been our team leader. Jeff Steiner, also from the Division of Market Oversight. Tom Quickly, I think volunteered for this job. I've got a deputy. And Rick Shilts, the head of our Power Division.

33 (Pages 126 to 129)

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MR. LEAHY: Thank you, Mr. Chairman. Thank you, Commissioners. Before I begin, I'd like to thank Jeff, and my fellow team members for their dedicated and tireless efforts in preparing the proposal that I'm about to present.

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Today's staff is recommending that the Commission approve a notice of proposed rulemaking to implement new regulations regarding real-time public reporting, swap transaction, and pricing data. And new regulations regarding size of public reporting requirements for block trades and large notional swap transactions.

This notice of proposed rulemaking reflects consultation with SEC staff, and the staff of the Board of Governors of the Federal Reserve, as well as meeting with and comments from market participates.

The proposed regulation specify who is responsible for reporting and publically disseminating swap transactions and pricing data and how such reporting and public dissemination may be accomplished, and the data fields to be reported.

In addition, the proposed regurgitations

that accepts and publically disseminates such swap and transaction pricing data in real time as soon as 3 technologically practicable.

The proposed rules establish an order of precedence to determine which party to the swap is responsible for reporting. That order is swap dealer, major swap participant, and then end user.

If the parties to the swap are of equal rank in this order, then the participates must choose which party would report the data.

Swap dealers may make swap transaction and pricing data available to their customers, but must not do so before the transmission of such data to the real-time disseminator.

With respect to the real-time public dissemination of swap transaction and pricing data, the proposed regulations specify that registered entities will be responsible for publically disseminating swap transaction and pricing data in real time.

Swap execution facilities and designated contract markets may satisfy the public dissemination requirement by providing such data to A swap data

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established methodology for determining an appropriate minimum block size and established time delay for publically disseminating block trade and large notional swap transaction for pricing data.

In drafting these proposed rules, staff took into account possible effects on liquidity, the public disclosure of swap transaction and pricing data.

With respect to the real-time public reporting of swap transaction and pricing data, the proposed regulation specify the timing and manner in which parties to a swap should report such data to registered entities.

Swap dealers, major swap participants, and end users could satisfy their requirements by transacting on a SEF or DCM. SEFs and DCMs must send such swap transaction and pricing data to a real-time disseminator as soon as technologically practicable.

If the swap is transacted in an off-facility, meaning that it is executed bilaterally between the two counterparties in default or in exchange of the SEF, then one party to that swap must report the 22 swap transaction and pricing data to a registered SDR

repository that accepts and publically disseminates such data as soon as technologically practicable.

Alternatively, a SEF or DSM may publically disseminate such data through a third-party service provider. However, the SEF or DCM would not have satisfied his public dissemination requirement until the third-party service provider publically disseminates es such data.

SEFs and DCMs may make swap transaction and pricing data available to their market participates, but must not do so before the transmission of such data to the real-time disseminator.

Swap transaction of pricing and data for all facility swaps must be provided to a swap data repository that accepts and publically disseminates such swap transaction and pricing data in real time so that the SDR can disseminate such data to the public.

The proposed regulations also specify data fields for the purpose of reporting swap transaction and pricing data to the public. In this regard, the Dodd-Frank Act specifies that price and volume data must be reported.

34 (Pages 130 to 133)

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In order to give meaning to price, certain data fields must be respected. These data fields include, for example: Contract type, subtype, underlying asset or assets, notional size, currency or currencies, start date, payment date, payment frequency, et cetera.

Additionally, the proposed regulations provide guides and examples relating to the format and manner that such data fields may be publically disseminated.

With respect with block trades and large notional swap transactions, the proposed regulations specify the transaction size that qualifies as block trade large trading or a large notional swap and the time delay in publically disseminating the swap and transaction pricing data.

The proposed regulations define a block trade as a "swap" and has the following criteria: It is made available for trading on a SEF or a DCM; it occurs off the SEF or DCM trading system or a platform pursuant to the SEF or DCM rules; it has a size that is consistent with the appropriate minimum block size requirements of proposed regulations; and it is reported to the SEF or

based on the calculations published by the SDR.

The proposed regulations also specify a delay of 15 minutes in publically disseminating swap transaction of pricing data for block trades and large notional transactions of standardized contracts.

The proposal seek comments from the public regarding appropriate time delays for large notional, customized swap transaction.

The proposed regulation will be open for a 60-day public comment period. That concludes my remarks. My colleagues and I are happy to answer any questions.

CHAIRMAN GENSLER: Tom and your team, I thank you. I would entertain a motion for staff recommendation on real-time reporting.

COMMISSIONER DUNN: So moved.

COMMISSIONER O'MALIA: Second.

CHAIRMAN GENSLER: I support the proposed

19 rulemaking to implement real-time public reporting as

20 Congressional directed us to. I think that rule does

21 fulfill Congress' direction to bring public transparency

to the entire swaps market. This is both the

DCM in accordance with the SEF or DCM rules and procedures; and is subject to the appropriate time delay in the proposed regulations.

Similarly, the proposed regulations define a large notional swap as a swap that has the following criteria: It is not available for trading or execution on a SEF or DCM; and has a notional or principal amount that is consistent with the appropriate minimum size requirements for proposed regulations; and it is reported in accordance with the appropriate time delay in proposed regulations.

To qualify as a block trade or a large notional swap, the transaction size must be at least as large as the greater of either, five times the greatest of the mean, median, and mode of transaction sizes for similar swaps, or among the largest five percent of transaction sizes in similar swaps.

Under the proposed regulations, SDRs would make this calculation and publish it on their website using transaction data from the prior calendar year.

SEFs and DCMs would then set the minimum block trade size per particular contracts that they list

standardized market and the customized swap market, and that's what Congress has directed us to do.

This proposed trade transparency will enhance price discovery and liquidity. I know that many market users might take the other side of that, but I truly believe that post-trade transparency and the economic studies over many markets shows that it enhances both price discovery and liquidity while, as Congress has asked us to do, ensuring anonymity of participates and protections for large trade in appropriate cases for what's often known as "block trades."

Per Congress' direction, the proposed rule requires real-time reporting for swap transactions and pricing data to occur as soon as technologically practicable -- those are the words of the statute. We're not making them up in a rule. Those are the words in the statute.

For trades that are under the size of a block trade or other than trades that are of large notional size or block trades, Congress mandated that these trades be reported without delays. Or, in their words, as soon as technologically practicable, regardless of

35 (Pages 134 to 137)

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whether they are standardized or customized. So we've used the statute provisions and recommended that.

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With regard to block trades or trades of large notional size, the proposed rule include two important features: And I just want to chat about each of them and why I support the rule.

The first is a time delay. A time delay. And the second is a method on how to report large trades. Let me start with the time delay. For standard transactions, those that might be, in essence,

or on a swap execution facility or on a designated contract market, the proposal includes a one-minute delay on standardized blocks.

This compares to the futures market place, which is currently a five-minute delay. And an equities marketplace, which is actually even shorter than a five-minute delay.

With regard to customized trades of large notional size, I think of the ones that are not clearable, they're not at a clearing house, they're not at a SEF or a DCM. For those, what I'll call "customized trades," the proposal takes, really just asks a series of

if it gets over \$250 dollars of notional math, the only

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2 thing the report would say is \$250 million plus. This

3 could be on a \$260 million dollar trade. A billion

4 dollar trade. A \$3 billion dollar trade. It would just

5 say \$250 million and have a little plus.

This, I think, both helps protect anonymity, but also helps to promote liquidity in these large trades, whether there to be customized or on a standard marketplace.

The proposal in real-time reporting includes the methods by which the calculate what block trade is -and I look forward to lot of public comment on this -but they are a methodology that is across markets with the thought being that they not be regularly arbitrage. It will be one swap execution facility that have different block sizes. And another swap execution facility and that, in essence, trading market platform might complete in an arbitrage of darkness.

Darkness is when you don't have to report something. So the thinking here, and this will relate to ultimately what we have in the swap execution facility area, but that there's computation done by the swap data

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questions: Whether a 15-minute delay would be appropriate for the interest rate, currency, and other financial swaps, markets. And what delays may be appropriate for customized, large trades in physical commodities.

So there's, in essence, four different categories one might think of. The non-block standardized trades. Congress has said that's as soon as technologically practicable. We're just following statute; the customized non-block trades. We're following the statute. That, too, is just as soon as technologically practicable. But on the two categories of larger trades, block trades, which are standardized enough to be a SEF or DCM and so forth, we're

And this then on a truly customized blocks, we're asking a series of questions, starting with should it be the 15 minutes on the financials, but just a series of auestions.

recommending a 15-minute delay.

The second important feature with regard to block trades or trades of large notional size is a reporting methodology that says regardless of the size, repository once a year based on the data across the entire market place. And there are various formulas, as Tom Leahy, he laid out with regard to that.

The proposal includes an initial implementation date of January of 2012 so that the swap data repositories can do those initial calculations, and then in each January thereafter would do the calculations.

But it also provides market participants, whether that swap execution facilities or swap dealers time to adjust; and although the statute ultimately takes effect next July 15th, give additional for everybody to move forward.

Real-time post-trade reporting is critical to promoting market integrity. And, yes, Commissioner O'Malia, you are right. I'm passionate about it because I think it helps the economy. And I think it helps all investors, hedgers, and end users.

It does shift some of the information advantage from Wall Street, which I proudly served in for 18 years. But I will tell you, if I might, Wall Street 22 benefits by information advantages.

36 (Pages 138 to 141)

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And they will send us hundreds, if not thousands of comments that we're hurting liquidity. And I feel in my core we're helping liquidity. We're helping the small municipal governments, the small companies that will get a chance to see where the pricing is for these swaps.

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So I think Congress is set on the smaller trades as soon as technologically practicable. And I think Tom and his team have put those in his Rule. For larger trades, there will be a time delay of 15 minutes.

Wall Street can hedge their first order risk when there are standard trades, and probably their second and third order risk. But they will tell us why they can't and why they might need days or weeks. And that information advantage, if we let it be days or weeks, will stay with Wall Street.

And I think they should absolutely should comment on this. But I think that we balance the considerations here also with saying anything over \$250 million will just have a plus sign next to it.

On the customized blocks, we ask a series of questions because I think that is more challenging,

see a nice, crisp pop out and not a blurb of many 1 2 different colors. So I am looking really forward to 3 seeing the comments that we receive on this particular 4 one.

5 CHAIRMAN GENSLER: Thank you, Commissioner 6 **Dunn.** Commissioner Sommers?

COMMISSIONER SOMMERS: Thank you, Mr. Chairman. And thank this team for all of your hard work on this issue area. Again, I think all of these different rulemakings on data kind of intersect with each other. So I have a number of different concerns, but I will start with the one that sort of intersects with the SDR proposal in regard to the real-time disseminator.

So we define our real-time disseminators either an SDR or third-party vendor. And we talk about if the SDR is not going to be the entity to report to the public in real time, that the third-party vendor is able to do that or if the SDR does not exist.

What if there's not a third-party vendor that is willing to take data, is there any sort of contemplation like the statute says that the data would then come to the Commission?

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particularly in a physical commodity area. If it's a customized block trade of natural gas or jet fuel -- I

3 don't know if there are large trades like this in the

4 agricultural place, but I think it's appropriate to

5 consider what time delays on those customized blocks are

appropriate. And I look forward to comments from the public.

So I don't have any questions for you today, Tom. I just thought I would say why I'm so passionate to help the American public to get lightness when we've had so much darkness to date.

Commissioner Dunn?

COMMISSIONER DUNN: Thank you, Mr. Chairman. In the course of this meeting today, you referred to the three data regulations. And I think 3D is an appropriate analogy here. I think getting these together, things should pop out to us. They should pop out to the public as to what's taking place.

I associate myself with your comments on getting that information out. I am hopeful that we have coordinated this well enough with our sister agency of the SEC and our agencies internationally so that we do

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MR. LEAHY: I think that would be the 1 2 default. But we do ask questions on that topic in this proposed rulemaking. 3

COMMISSIONER SOMMERS: And do you think that the third-party vendors should have obligations with regard, you know -- an SDR has obligations, but we don't really talk about what kind of obligations or registration of a third-party vendor would have. MR. LEAHY: At this time, the hook would be

on either the registered entity or the registrant to ensure that the data is reported in real time if they choose to report through a third-party service provider.

COMMISSIONER SOMMERS: How does that happen? If you think about that, and I tried to think through that. If you're a counterparty, and you're sending your data, but you're responsible for making sure the third-party vendor reports it in real time, how do you do that?

18 19 MR. LEAHY: What I would expect is that would 20 be a contractual arrangement that the owner of the data 21 would, in essence, enter into a contract with the

22 third-party data, perhaps selling that data to a third

37 (Pages 142 to 145)

party who would package up with others, perhaps, and sell to market participates. But that's one potential model.

But again, the registered entity of the registrants would be on the hook to ensure that it happens.

MR. SHILTS: I don't know if that's fundamentally different from when a DCM, for example, contracts out with another party or a surveillance or some regulatory function. The DCM ultimately is responsible for core principles that are carried out.

COMMISSIONER SOMMERS: Another part of the SDR proposal that I think intersects with this one is where the SDR talks about the time delays that are required for reporting the DSR reports. And they have these 15-30 minutes.

And then depending on whether or not the trade is electronically executed or electronically confirmed, why wouldn't those time frames in that frame work be relevant to what we're doing with real time? Why are they different?

MR. LEAHY: Well, I think they are relevant to some extent. I think they provide backstops.

COMMISSIONER SOMMERS: Can you also walk through on the difference between what we're looking at in large notional swaps in customized versus standardized in how we have taken into account the liquidity in those markets because we do draw this line in this proposal?

Although we talk about, you know, the difference between customized and standardized, if we don't actually define those in the Rule, we'll keep drawing this line and how those may be different. Or, if there is difference that exists, if we consider the liquidity in those different markets.

MR. LEAHY: I think the easiest way to differentiate is whether or not the contract is available for trading on the SEF or the DCM. Those contracts will are going to the standardized contracts. If they're not available for trading on a separate DCM, it's most likely that those are going to be the customized contracts.

We do differentiate. And again, so that standardized contracts have that 15 minute time delay for blocks. It's 15 minutes because, as the Chairman said, we believe market participants should be able to lay off any risks that they, markets would take in assuming that

There are two different data sets; although the real time data set may be a subset of the broader data set that is provided for recordkeeping purposes.

But our feeling that if a registered entity or registrant can provide data to the SDR within those time frames, they can certainly provide the real time for what is what we need to be disseminated to the public certainly within that time frame.

We did not specify backstop for these because we recognize different entities may have different abilities to report. So we took -- we decided not to include those. But we do have, like I said, we do have those other backstops.

We can look, since all of these transactions will be time stamped, we can -- the Commission can go in and see how long it is taking. From the time of execution to the time of reporting, we can compare with other entities of similar size, of similar or of similar prestige, whatever variables we decide are appropriate, to determine whether or not reporting is occurring in a timely fashion as soon as technologically practicable.

risk from others. It's the highly customized ones where there may be other forms of risk that are associated with those. There may be a more specialized or a more specific.

There may be a more specialized or a more specificcommodity definition.

The risk associated with those might be more difficult to lay off, so that's why we're asking questions to determine what is an property time delay for those.

COMMISSIONER SOMMERS: My last line of questioning is again on the consistency with other regulators. Do we know what the SEC is proposing today? Would you walk through that with us.

MR. STEINER: I don't know exactly where they're ending up today, if there were any changes. But like us, they say that it's as soon as technologically practicable. I believe that they have a backstop of 15 minutes for all trades regardless of the counterparty.

And as far as block trades, their reporting for block trades. The last that I heard was that they will report everything as soon as technologically practicable with the exception of the notional amount of

38 (Pages 146 to 149)

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the trade, which will then be reported at the end of the day. Again, their markets are different, so you have to take that into account.

COMMISSIONER SOMMERS: Thank you. I think that one of the issues that I know we added a number of questions is with regard to the asset class and how we consider the difference in potentially the liquidity in each of the different asset classes. I think that's one of the areas that the European commission certainly has differentiated their recommendations on, is depending on the asset class.

So I guess I would suggest that I would hope that we would continue to try to be consistent with them on if they're going to make differentiations based on asset class, that we would consider that, as well.

CHAIRMAN GENSLER: I'm sure there will be reporting on what we do and SEC does and so forth. But we both have the same statutory provisions, as soon as technologically practicable, right?

20 MR. LEAHY: That's correct.

21 CHAIRMAN GENSLER: To determine what blocks

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telephone, and it's customized, some very customized, I 1 2 don't know, the electricity market or something, as soon 3 as technologically practicable may mean something very 4 different?

MR. LEAHY: Yes, that's right.

CHAIRMAN GENSLER: Commissioner Chilton? COMMISSIONER CHILTON: I'm just reading one of the comment letters that came in October. A Bank of America article. And they're sort of getting at this whole issue of block trades. That's one of the things they get to. And whether or not they do have inadequate time to lay off risk.

I'm looking forward to the comment letters because if they can't, ultimately the consumers pay for it, so that doesn't make me very happy.

So I think it's a balancing act that we need to get in here. They need to be able to lay off their risk and effectively hedge. I look forward to seeing what they have to say. I think you all have done a good job in putting this forward.

CHAIRMAN GENSLER: Thank you, Commissioner 22 Chilton. I think maybe this might disagree with Tom. It

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MR. LEAHY: That's correct.

MR. CHAIRMAN: Although we don't have what you all a "backstop," we're both saying you have to do the small trades as soon as technologically practicable?

MR. LEAHY: That's correct. The backstop. I mean, you have to report your trade as soon as technologically practicable.

CHAIRMAN GENSLER: So they might be more restrictive because they have a deadline.

And isn't it right that if it's electrotonic on a swap execution facility, that's probably pretty darn fast as soon as technological practicable? In both regimes, whether it's the SEC or ours, if it's electronic, it's on a executed platform, it's probably, it's pretty darn fast?

MR. LEAHY: That's correct. From market participates and our roundtable discussion, that's the case.

CHAIRMAN GENSLER: And then, obviously, if we go all the way to the other spectrum, if it's a end user to end user -- and again, we think that's a very small part of the market, and they're just doing it on the

might not lay off every single risk because you may

2 either have a basis risk. You could do a billion dollar,

3 14-year interest rate swap and decide to hedge it with 5,

4 10, and 30 year. You might still have some basis risk

5 during a 14 year point in the curve and 5, 10, and 30.

Or even in a very liquid oil markets, you might have a 6

7 locational basis risk, it might be crude oil, but

8 delivered to a different place. So it's that debate.

At most risk management of Wall Street, this would want to try to hedge their first order, and maybe their second and third order risk. So basis risk, they can be managed for some time.

Commissioner O'Malia?

COMMISSIONER O'MALIA: Mr. Chairman, you indicated that the Wall Street dealers would use this liquidity argument to their advantage.

CHAIRMAN GENSLER: They might or might not. COMMISSIONER O'MALIA: Well, all I can say is

19 we've been inundated already. Commission Chilton

20 mentioned buy side is also mentioned. And, ostensibly,

21 we're here to, you know, transparency is argued to be for

protecting and advantaging the buy side, so they have

39 (Pages 150 to 153)

mentioned liquidity here.

Tom, you mentioned in your opening statement you've looked at liquidity, but in this rulemaking I cannot find that a economic analysis or any analysis of the liquidity issue. Do you want to elaborate on that?

In fact, in my opening statement, I referenced footnote 7472 that said we have not really looked at it. It could change. The more we know, then we'll adjust our rules.

MR. LEAHY: This rulemaking, Dodd-Frank Act fundamentally changes how the over-the-counter market works. We don't have data specifically --

COMMISSIONER O'MALIA: Let me ask you about that. Do you think it will change the way it works, or change the way we regulate? There is still going to be ill-liquid. There's still going to be thinly traded. How does it change that?

MR. LEAHY: It will move more contracts, more of these swaps onto SEFs and DCMs. It will change it in that respect. That's actually an argument for a different rulemaking.

154 1 MR. LEAHY: Going forward, we have that data.

2 And we can analyze that data and determine whether or not

3 we're better off having post-trade transparency. But

4 until we have the data, until we tried, we can't. There

5 is no laboratory.

COMMISSIONER O'MALIA: We established on a previous panel a swap is owned by the parties that transacts on it. Do we limit swap owners, therefore, the ability to sell and to distribute information regarding a trade prior to sending it to a SDR?

MR. LEAHY: We are mostly silent on that. We have implicitly and stated that this -- and I want to emphasize "implicitly" -- that the owners of the data would be the market participates of the swap facility or the facility itself by allowing them to provide that data to, if it's a swap dealer, to its customer base. Or if it's a SEF or DCM, provide that data to its own market participates. Whether that's a bonus for working with us, or whether its sold, that would be up to owner of that data.

21 COMMISSIONER O'MALIA: But there's no 22 limitation on when they send it? How they send? If they

COMMISSIONER O'MALIA: I thought they should all be brought together.

MR. LEAHY: But that will bring the pre-trade transparency, this is the post-trade. But where I was going with this is we don't have the data that has not been tried before specifically for swaps.

At our roundtable and in conversations with certain market participates, academics, the argument was made with respect to the trace. That trace, if you require reporting of over-the-counter fixed income transactions, that's going to harm liquidity.

And one of our roundtable participants, a former chief economist at the SEC, flat-out stated there is no evidence that it will harmed liquidity. And, in fact, the evidence points to the opposite.

So we had to use analogs like that. We don't have -- there is no specific data with respect to swaps and post-trade transparency. It doesn't exist at this time.

20 COMMISSIONER O'MALIA: So the statute says we 21 have to consider it. Going forward how will we consider 22 it?

1 sell it at all?

MR. LEAHY: The limitation is that they
cannot do that earlier than they reported to the SDR. We
expect there would be some delay from the time it's sent
to the SDR until the SDR is able to publically
disseminate that data.

MR. STEINER: That's sending it to the SDR for purposes of real-time dissemination. Or, in case of a swap market, a SEF or a DCM and to a third-party service provider real-time disseminator.

COMMISSIONER O'MALIA: When does it count that you've complied with the Act to report, when it transacts on a screen, or when it's actually disseminated by a SDR?

MR. LEAHY: You've complied when you've sent it to the real-time disseminator. Whether it's the SDR or a third party, that's the point in which we believe you have complied.

COMMISSIONER O'MALIA: What if it's on a SEF that's a transparent mechanism we've talked about?

MR. LEAHY: That may not qualify. It depends

22 on how open it is. It would seem to me that that should

40 (Pages 154 to 157)

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1 be a way to comply. Perhaps we can receive comments on

2 that. If it is a fully public, publically available

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website where you have data out there, that should beconsistent with the Act.

COMMISSIONER O'MALIA: We have a couple of new terms introduced in the latest provision: The standard swap trading, and customized large notional trade. They're not defined. They're discussed in the preamble, but they're not defined.

Do you want to elaborate on them?

MR. LEAHY: The standardized are those that are available for trading on a SEF or a DCM. Whether they are traded on a SEF or DCM, is not a term. Those contracts could be traded off of the SEF or DCM pursuant to the end-user exception.

COMMISSIONER O'MALIA: Okay. So on SEF or DCM, or off an exchange or DCM?

MR. LEAHY: Well, again, if it's eligible to be traded on a SEF or DCM, in that respect, you could have an end-user exception, transaction pursuant to the

21 end-use exception, which the contract that they're

22 trading felt that the trading is essentially

1 markets. We might have a little difference. The public2 will help us out tremendously.

If there are no further questions, the motion having been seconded, all those in favor indicate by saying "Aye."

(Chorus of ayes.)

7 CHAIRMAN GENSLER: All those opposed indicate 8 by saying "Nay."

9 COMMISSIONER SOMMERS: Nay.

COMMISSIONER O'MALIA: Nay.

11 CHAIRMAN GENSLER: The ayes appear to have 12 it. They ayes have it, and the motion carries.

12 it. They ayes have it, and the motion carries.13 I'm also going to ask at the point for a

unanimous consent to allow staff to make minor technical corrections to the documents voted on today prior to sending them to the Federal Register, including some numerical corrections in the P.R.A -- P.R.A. means

Paperwork Reduction Act -- estimates.
 And I guess I could make that

And I guess I could make that motion. So, I will make that motion for a unanimous consent. Are there any objections? Not hearing any objections, that carries.

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standardized, it could have been traded on a SEF or DCM.

COMMISSIONER O'MALIA: Does it have to be identical, or does have to be close?

MR. LEAHY: I would say it has to be close. I don't think it needs to be identical. There are ways you can make it difficult. We include those in the data field.

For example, if an entity wanted to include a worthless, embedded option, we would have visibility of that. That would not be a sufficient reason for it to be non-standarized, at least in my opinion.

So if it's eligible to traded on a SEF or DCM, we would view that as standardized. If not, it would be customized.

MR. SHILTS: Just some of statutory language behind it. The standardized ones, we're looking at Section 2(a)13(c) I and IV. And, as far as the customized transactions, it would be II and III.

COMMISSIONER O'MALIA: That's all.

20 CHAIRMAN GENSLER: I thank the staff, and I 21 thank fellow Commissioners. This one is a very important 22 one. I think we do all share the view great transparency I had said that I would just say a few words on the scheduling. I think Commissioner O'Malia raised this, so it's a good question.

We've identified 30 topic areas with the SEC. And it's been a tremendous partnership collaboration partnership with them. We've laid out a internal schedule through the middle of December and always recognizing flexibility.

I say, publically, that we're all human, with flexibility with some taken up in January. But at least we've kept our feet to the fire through December.

We currently have a meeting for December 1st schedule. I'm losing track if we put it in the Federal Register, but we do have two dates in December that we will all come together on.

I won't try to make news here and say the dates, but they are calendared, two very specific dates, and some things were moved to January.

In terms of the topics, themselves, on definitions, there are two major rules: Entity definitions and product definitions. And Cyrus keeps

22 telling me that we're in good coordination with the SEC.

41 (Pages 158 to 161)

We're looking to do the entity definition December 1st.

I suspect product definition will be one of those other two dates. I think the last date in December we have December 16th. And then, thankfully, people can go on their holidays and everything. So that product definition one will probably be later.

In terms of other things that we have in the --- I'm just thinking by division. But in Division Market Oversight, we have a number of rules. But the main two pieces are designated contract markets and swap execution facilities.

And the designated contract market, I think is our next meeting. I think that's December 1st. And the swap execution facility, I believe is in that next one. I can't remember the date. What's that, David?

MR. TAYLOR: The 9th?

CHAIRMAN GENSLER: The 9th of December, so it's almost. But I think the swap execution is on the 9th. So those are two main things from the Division of Market Oversight.

In the Division of Clearing, we have what is the second batch of both the internal business conduct

But that will be one of these December meetings, this position limits. I'm trying to think what have I left out.

So the things that are probably going to be later are if we do a roundtable on capital margin, which I am committed to. I think it's a good idea. We'll do that as soon as staff can do it early December.

I think that meeting on capital margin will be in January rulemaking. I think that's just appropriate. I know the public would like to know where we're coming out, I think will add a little more time.

We have a joint rule with SEC, which is not related to derivatives, which is related to hedge funds, disclosure on hedge funds, that has to be joint. I think that will be calendared for the middle of January.

We're really mostly working with the SEC. They are taking the lead on that. I think it's probably not specifically related to the derivatives, so I don't feel we've slipped on that one.

And then we also put out an advanced notice for proposed rulemaking on another topic, agricultural swaps. And we've just been getting the public comments

standards, and the designated contract market. The DCO standards, and those are calendared for December 1st.

So the second batch, which is largely about recordkeeping reporting and administration matters and so forth. The risk management batch of both internal business conduct and the risk management batch for the clearing houses, I think is that December 16th meeting.

Again, all of this can move and change. We have lots of moving parts, but those are the main pieces that risk management piece being the latter one. And the more administrative recordkeeping piece being December 1st on both internal business conduct and the clearing houses.

The end user exception, the commercial end-user exception, i think that's George's team. And that in the Office of General Counsel. I think that's in that middle meeting in December. But whether it's actually ends up December 9th or December 16th, that's a very important one. And that's what we've been looking at trying to do.

And then position limits. Rick will tell us when he's going to be able to have it in front of us.

in. So, inevitably, the actual proposal there, whether staff can get that together to us by mid January, which will be terrific if they can.

So I think the hedge fund work, the capital margin is a good suggestion to have a roundtable. And because we did an ANPR on the agricultural area, it was not a mandated rule, but a discretionary rule.

Disruptive trading practices, we planned and we put out an ANPR. Of course, when those comments come back in, the staff will work with those comments. We'll see when we can calendar that.

Dan, am I missing any of the big ones?

MR. BERKOVITZ: External business.

14 CHAIRMAN GENSLER: Thank you. The rule for

external business, which is very important. It's being run out of the Division of Enforcement, will be either -- I can't remember if its the second or third meeting in December. It's not December 1st, but in December.

December. It's not December 1st, but in December.I think December 1st is a full meeting, so

20 that one might be the second or third meeting or at least21 tentatively.

These are not fixed dates. I say that to

42 (Pages 162 to 165)

166 our friends on the Fourth Estate. We're not only human, 1 2 but we're trying to coordinate and do this right and all 3 of the comments. Commissioner O'Malia? COMMISSIONER O'MALIA: The other question 4 5 that I just asked the staff was portfolio margining. CHAIRMAN GENSLER: Thank you. Portfolio 6 7 margining, some of which we've taken up even today in 8 midst of proposed rulemaking for non-cleared swaps. 9 There are some technical parts of the 10 portfolio margin that will be taken up in risk management 11 rules for clearing houses, but there's still the big issue with the SEC that has to be done jointly. I don't 12 13 think we'll be able to do that in December. 14 So we'll take up the things that we can and need to do in clearing. I believe, as you do, 15 Commissioner O'Malia, we really need to do this, but it's 17 not calendared for December. But I'm associating my 18 remarks with you. 19 COMMISSIONER O'MALIA: Yes. I know. I know. 20 Thank you. 21 CHAIRMAN GENSLER: If there's no other 22 further business -- I've just probably got our press 167 secretary Scott Schneider upset with me in doing all of that transparently, but it's there -- then I will 2 3 entertain a motion to adjourn the meeting. 4 COMMISSIONER DUNN: So moved. 5 COMMISSIONER SOMMERS: Second. CHAIRMAN GENSLER: All in favor? 6 7 (Chorus of ayes.) 8 CHAIRMAN GENSLER: Any opposed? The ayes 9 appear to have it. The meeting is adjourned. 10 (The meeting adjourned at 1:15 p.m.) 11 12 13 14 15 16

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