

Investment Services Regulatory Update

August 2, 2010

NEW RULES, PROPOSED RULES AND GUIDANCE

SEC Proposal Regarding Mutual Fund Distribution Fees

On July 21, 2010, the SEC proposed a new rule and rule amendments relating to the regulation and disclosure of mutual fund distribution fees. Specifically, the proposal would replace Rule 12b-1 under the 1940 Act with new and amended rules that would:

- place limits on the cumulative sales charges paid to mutual funds by investors;
- require increased disclosure in fund prospectuses, semi-annual and annual reports and confirmation statements;
- allow mutual funds to sell shares through broker-dealers who establish their own sales charges with respect to such sales; and
- eliminate the need for mutual fund directors to explicitly approve and annually reconsider 12b-1 plans.

The SEC's proposal would rescind Rule 12b-1 in its entirety and instead permit funds to deduct asset-based distribution fees pursuant to proposed Rule 12b-2 and amended Rule 6c-10. The SEC proposal divides asset-based distribution fees into two categories: (1) "marketing and service fees" of up to 0.25% per year and (2) "ongoing sales charges" for amounts greater than 0.25% per year. Marketing and service fees could be paid out of fund assets for distribution-related expenses such as participation in fund supermarkets, maintenance of shareholder accounts and marketing and distribution strategies, up to the amount allowed for funds to be described as "no load" under FINRA Conduct Rule 2830 (currently 0.25% per year). A mutual fund's board of directors would not be required to adopt a formal plan related to such marketing and service fees, but shareholder approval would be required before a fund could institute or increase the rate of a marketing and service fee.

Ongoing sales charges—those payments out of fund assets in excess of 0.25% per year—would be treated like a sales load and limited, cumulatively, to the highest front-end sales load charged for that fund (or in the absence of a share class with a front-end sales load, a FINRA Conduct Rule-based aggregate cap of 6.25%). For example, if one class of a mutual fund charges a 4% front-end sales load, another class could not charge more than 4%, cumulatively, in ongoing sales charges to investors over time. A fund that has ongoing sales charges may satisfy its obligations to observe this limit by automatically converting to a class of shares with no ongoing sales charge once the cap has been reached. Additionally, under the proposal, ongoing sales charges could not be instituted or increased after any public offering of a mutual fund's shares or the sale of such shares to persons who are not organizers of the fund.

The SEC's proposal also would increase disclosure related to distribution fees. The proposal would amend Form N-1A to modify the fee table requirements to separate the disclosure of asset-based distribution fees into two component fees. Specifically, the SEC proposal would replace the current heading relating to distribution fees (i.e., "12b-1 Fees") with the heading "Ongoing Sales Charge" and would add a new subheading under "Other Expenses" called "Marketing and Service Fee." Additionally, the proposal would eliminate the SAI requirement to describe the material aspects of any 12b-1 plans.

The SEC also proposed to amend Rule 10b-10 under the Exchange Act to require, among other items, disclosure of front-end and deferred charges, as well as ongoing sales charges and marketing and service fees by broker-dealers, in confirmations relating to mutual fund transactions. Certain other changes to Rule 10b-10 concerning callable debt securities are also proposed, such as disclosure requiring the first date on which debt securities held in a fund's portfolio may be called. In a footnote, the SEC added that it was also contemplating whether to require point of sale disclosure for mutual fund purchases based on new authority in the Dodd-Frank Wall Street Reform and Consumer Protection Act.

Citing a need to encourage and increase retail price competition among mutual funds, the SEC proposed to amend Rule 6c-10 under the 1940 Act to allow mutual funds to sell shares through broker-dealers who establish their own charges, subject to competition in the marketplace. Under the proposal, broker-dealers could establish their own sales charges, tailor them to different levels of shareholder service and charge shareholders directly, similar to the manner in which commissions are charged on other securities such as common stock. To prevent an investor from being double-charged, classes of shares sold in reliance on this exemption could not be subject to any other sales charges but could impose a marketing and service fee.

Finally, under the proposal, mutual fund directors would no longer be required to explicitly approve and annually re-approve a fund's distribution arrangements. However, directors would continue to be responsible for overseeing ongoing sales charges, as well as marketing and service fees, in accordance with their general fiduciary duties. Furthermore, the proposal would permit grandfathering of Rule 12b-1 fees for a period up to five years after the compliance date of Rule 12b-2. In such a case, a mutual fund's board of directors would be permitted to vote to eliminate the provisions in the fund's 12b-1 plan requiring annual board approval.

Comments on the proposals are due by November 5, 2010.

SEC Adopts Amendments to Part 2 of Form ADV

On July 21, 2010, the SEC adopted amendments to Part 2 of Form ADV, and related rules under the Advisers Act, that require investment advisers registered with the SEC to deliver to clients and prospective clients a narrative brochure written in plain English rather than the current "check-the-box" format supplemented with narrative responses. The narrative brochure is intended to provide investors with more detailed information

about an investment adviser's business practices, fees, conflicts of interest and disciplinary history. This brochure includes the following 18 separate items, each covering a different disclosure topic: (1) cover page; (2) material changes; (3) table of contents; (4) advisory business; (5) fees and compensation; (6) performance-based fees and side-by-side management; (7) types of clients; (8) methods of analysis, investment strategies and risk of loss; (9) disciplinary information; (10) other financial industry activities and affiliations; (11) code of ethics, participation or interest in client transactions and personal trading; (12) brokerage practices; (13) review of accounts; (14) client referrals and other compensation; (15) custody; (16) investment discretion; (17) voting client securities; and (18) financial information. Advisers are required to respond to each item in the order presented in the form using the headings provided.

Advisers must file their brochures with the SEC electronically through the IARD system annually and on an interim basis for material updates, and the SEC will make them available to the public through its website. Advisers are still required to deliver their brochure to clients at the beginning of the advisory relationship and also are required to deliver a brochure to existing clients annually and on an interim basis for any updates to disciplinary information. The annual delivery to existing clients could be accomplished by delivering no later than 120 days after the adviser's fiscal year end either: (1) a copy of the adviser's current brochure and a summary of material changes or (2) a summary of material changes and an offer to provide the current brochure.

Advisers are required to deliver to clients brochure supplements, either included in the brochure or provided separately, which provide information on the educational background, business experience and disciplinary history of advisory personnel who provide investment advice to the client. The brochure supplement must be provided to a client at or before the time that any person that provides investment advice to the client begins to provide such advisory services. Advisers are required to deliver updated brochure supplements to clients only when there is new or amended disciplinary information and advisers are not required to deliver the brochure supplement to existing clients annually. Advisers do not have to file the brochure supplements with the SEC.

The SEC has rescinded, as duplicative, Rule 206(4)-4 under the Advisers Act, which required advisers to disclose certain disciplinary and financial information.

The rule becomes effective 60 days after its publication in the Federal Register. Advisers applying for registration with the SEC after January 1, 2011 must file a brochure that meets the amended requirements of Part 2 as part of their application for registration and deliver the brochure and brochure supplements to existing and prospective clients in accordance with the amended rules. Existing registered advisers must file a revised brochure that meets the amended requirements as part of their annual updating amendment to Form ADV for fiscal years ending on or after December 31, 2010 and begin delivering the revised brochure and brochure supplements to new and prospective clients in accordance with the amended rules. In addition, within 60 days of filing its annual updating amendment including the revised

brochure, each currently registered adviser must deliver to existing clients the revised brochure and brochure supplements.

SEC Adopts New Rule to Curtail Adviser “Pay to Play” Practices

On June 30, 2010, the SEC adopted a new rule intended to restrict “pay to play” practices by investment advisers seeking to manage money for state and local government public programs. The rule is designed to prevent investment advisers from using direct political contributions and other pay to play arrangements to attempt to influence their selection by government officials.

Specifically, the rule:

- Subject to a de minimis provision for executives and employees of the adviser, bars an adviser who makes a political contribution to an elected official in a position to influence the selection of the adviser for two years from providing advisory services for compensation, either directly or through a fund;
- Prohibits an adviser from soliciting others to make contributions to an elected official or candidate who can influence the selection of the adviser or to a political party where the adviser is seeking to provide advisory services to the government;
- Prohibits an adviser from paying third party solicitors to solicit government clients on behalf of the adviser; and
- Prohibits an adviser from engaging in pay to play practices indirectly, for example, through affiliated companies, lawyers or spouses, if the conduct would violate the rule if the adviser did it directly.

The rule becomes effective September 13, 2010 and compliance with the rule generally will be required by March 14, 2011. Compliance with the prohibition on third party solicitors and with provisions applicable to advisers to registered investment companies subject to the rule will be required by September 13, 2011.

NFA Proposes Amendment to Restrict Exclusions from the Commodity Pool Operator Definition for Investment Companies

On June 29, 2010, the National Futures Association submitted a petition for rulemaking to the Commodity Futures Trading Commission that would amend CFTC Rule 4.5, which provides an exclusion from the definition of commodity pool operator for eligible persons operating certain qualified entities, including registered funds. The proposed amendment would restore restrictions that are substantially similar to those in effect prior to 2003. Prior to 2003, persons seeking to fit within the exclusion were required to file a notice of eligibility and represent that the qualifying entity (1) has not marketed, and will

not market, participations to the public as or in a commodity pool or otherwise as a vehicle for trading commodity futures or commodity options and (2) will use commodity futures or commodity options contracts solely for bona fide hedging purposes and that the aggregate initial margin and premiums for positions not held for bona fide hedging purposes will not exceed 5% of the liquidation value of the qualifying entity's portfolio, after taking into account unrealized profits and losses on all such contracts.

SEC Proposes Amendments Regarding Target Date Fund Marketing Materials

On June 16, 2010, the SEC proposed rule amendments that would require target date funds to include additional risk and asset allocation information in marketing materials. Specifically, the proposed amendments would require:

- A target date fund that includes the target date in its name to disclose the fund's projected asset allocation at the target date immediately adjacent to (or, in the context of radio or television advertisements, immediately following) the first use of the fund's name in marketing materials;
- All target date funds to include a table, chart or graph depicting the fund's asset allocation over time ("glide path") and a statement highlighting the fund's final asset allocation ("landing point"). Immediately preceding the table, chart or graph, disclosure would be required explaining that the asset allocation of the target date fund changes over time, noting that the asset allocation eventually becomes final and stops changing, stating the number of years after the target date at which the asset allocation becomes final and providing the final asset allocation; and
- All target date funds to include disclosure advising an investor:
 - to consider, in addition to age or retirement date, other factors, including the investor's risk tolerance, personal circumstances and complete financial situation,
 - an investment in a target date fund "is not guaranteed and it is possible to lose money" by investing in the fund, including after the target date, and
 - unless disclosed as part of the disclosure preceding the table, chart or graph, a statement as to whether, and the extent to which, the intended percentage allocations of a target date fund may be modified among types of investments without shareholder approval.

The SEC's proposed amendments define a "target date fund" to include all funds that hold themselves out to investors as target date funds, including those without a date in

their names. The proposed amendments also would define and distinguish between a target date fund's "target date" and its "landing point."

The SEC also proposed an amendment to Rule 156 under the Securities Act, which would provide additional guidance to all funds regarding whether certain statements contained in marketing materials could be characterized as misleading. Specifically, Rule 156 would be amended to add the following as factors to consider:

- whether the statement emphasizes a single factor (such as an investor's age or tax bracket) as the basis for determining that an investment is appropriate; or
- whether the statement makes express or implied representations that investing in the security is a simple investment plan that requires little or no monitoring by the investor.

Comments on the proposal are due by August 23, 2010.

Implementation of Identity Theft Prevention Programs Further Delayed Until December 31, 2010

On May 28, 2010, the Federal Trade Commission announced that it would suspend enforcement of the red flags rule under the Fair and Accurate Credit Transactions Act of 2003, which imposes identity theft-related requirements on "financial institutions" and other specified entities, until December 31, 2010. This is the fifth time the FTC has delayed implementation of the rule.

LEGISLATION

Dodd-Frank Wall Street Reform and Consumer Protection Act Enacted

On July 21, 2010, President Obama signed into law the Dodd-Frank Wall Street Reform and Consumer Protection Act, which among other provisions:

- establishes a Financial Services Oversight Council comprised primarily of the heads of various financial regulatory entities that would monitor, identify and address threats to the stability of the U.S. financial markets, and together with the Federal Reserve or other applicable federal regulator, impose stricter standards and safeguards on any financial company, activity or practice that poses a threat to the stability of the markets and require, if other actions fail, certain financial companies that pose a grave threat to the stability of the markets to divest some of their holdings;

- provides for the orderly liquidation of certain nonbank financial companies that are determined, subject to certain requirements, to be in default or in danger of default;
- requires investment advisers to certain unregistered investment companies (i.e., 3(c)(1) and 3(c)(7) funds) to register with and provide information to the SEC; however, investment advisers to “venture capital funds,” as defined by the SEC, and to private funds with assets under management of less than \$150 million are exempt from such registration requirements, but are required to maintain records and provide reports to the SEC;
- increases the asset threshold for federally-registered investment advisers to \$100 million, or such higher amount determined by the SEC;
- modifies the accredited investor standard to exclude the value of a person’s primary residence from the calculation of the person’s net worth;
- (1) generally prohibits proprietary trading and sponsoring or investing in hedge funds or private equity funds by insured depository institutions, companies controlling insured depository institutions or that are treated as bank holding companies and subsidiaries of such institutions and companies, except that such entities may engage in certain permitted activities and may make *de minimis* investments subject to certain restrictions and (2) imposes additional capital requirements and quantitative limits for nonbank financial companies supervised by the Federal Reserve that engage in proprietary trading or sponsoring or investing in hedge funds and private equity funds;
- permits the SEC to issue rules providing that the standard of conduct for broker-dealers providing personalized investment advice about securities to retail customers, and such other customers as designated by the SEC, shall be the same as the standard of conduct applicable to investment advisers;
- permits the SEC to issue rules requiring broker-dealers who sell only proprietary or other limited range of products to provide notice to their retail customers and obtain such customers’ consent to such products;
- permits the SEC to issue rules requiring broker-dealers to provide documents or information to retail investors before they purchase investment products or services;
- permits the SEC to limit the use of pre-dispute arbitration provisions in broker-dealer agreements;



- requires the SEC to review and modify regulations referring to or requiring reliance on credit ratings and to substitute a standard of creditworthiness as determined appropriate by the SEC;
 - subjects auditors of broker-dealers to regulation by the Public Company Accounting Oversight Board;
 - permits the SEC to adopt proxy access rules requiring the inclusion of shareholder-proposed board nominees in issuer proxy solicitations; and
 - requires the SEC to conduct studies on topics including (1) the effectiveness of, or gaps or overlaps in, legal and regulatory standards of care applicable to broker-dealers and other investment professionals providing services to retail investors (the SEC also would be authorized to prescribe rules and regulations to address any gaps or overlaps identified in the study); (2) an evaluation of investment adviser examinations; (3) the financial literacy of retail investors; and (4) mutual fund advertising.
- On July 27, 2010, the SEC published a request for public comment on topic (1) above. Comments are due 30 days after the request is published in the Federal Register.

Comprehensive Iran Sanctions, Accountability, and Divestment Act of 2010 Enacted

On July 1, 2010, President Obama signed into law the Comprehensive Iran Sanctions, Accountability, and Divestment Act of 2010. The Act authorizes state and local governments, pursuant to certain requirements, to adopt and enforce measures to divest the assets of the state or local government from, or prohibit the investment of those assets in, persons, including entities, that engage in investment activities in Iran. Under the Act, a person engages in investment activities in Iran if such person has an investment of \$20 million or more in the energy sector of Iran or is a financial institution that extends \$20 million or more in credit, for 45 days or more, to another person that will use such credit for investment in the energy sector of Iran. Similar to the Sudan Accountability and Divestment Act of 2007, the Act amends Section 13 of the 1940 Act to create a safe harbor for investment companies that divest from or avoid investing in securities of certain issuers. The Act also amends Section 13 to provide that the safe harbors in the Act and in the 2007 Act do not create or imply a private right of action.

LITIGATION

Funds Face Lawsuits Over Payments to Distributors; California Court Dismisses First Case

In the last few months, several lawsuits have challenged payments made to broker-dealers who are not also registered as investment advisers in connection with the distribution of fund shares. The lawsuits, which are derivative actions on behalf of the funds, allege payment of asset-based compensation to broker-dealers holding fund shares in brokerage accounts. The claims are based on the March 30, 2007 decision in *Financial Planning Association v. SEC*, in which the D.C. Circuit Court of Appeals overturned a rule under the Advisers Act permitting fee-based brokerage accounts for certain broker-dealers. Under federal securities laws, broker-dealers may not receive compensation based on a percentage of assets in a client's account unless they are registered under the Advisers Act.

According to the lawsuits, pursuant to the 1940 Act and Rule 38a-1 (the compliance program rule), the board of a mutual fund has ultimate responsibility for ensuring compliance with all federal securities laws. Each complaint alleges that by authorizing payments not permitted under the Advisers Act, the funds and their boards have abdicated their duties under Rule 38a-1. The lawsuits generally assert a claim under Section 47(b) of the 1940 Act against each fund's distributor that seeks to void the existing distribution agreement, a breach of contract action against each distributor and claims for breach of fiduciary duty and waste against the funds' directors.

On June 8, 2010, the U.S. District Court for the Northern District of California dismissed claims made against Franklin Templeton, although the decision provides until July 7, 2010 for the plaintiff to amend the complaint with respect to the sole federal claim. In her ruling, the judge disagreed with the theory that Section 47(b) of the 1940 Act provides a separate cause of action or basis of liability for a claim, as well as the plaintiff's reading of the D.C. Circuit Court of Appeals case regarding fee-based brokerage accounts. The opinion noted that, in the absence of some other violation of the 1940 Act, Section 47(b) alone is insufficient to support a private right of action. In characterizing the *Financial Planning Association* decision as "irrelevant" to the claims before the court, the judge distinguished the service-based fees that violate the prohibition on asset-based compensation from distribution fees paid by Franklin Templeton under Rule 12b-1.

OTHER NEWS

New California Account Opening Disclosure Requirement

Effective January 11, 2011, California unclaimed property law will require all banking and financial organizations, which include registered funds, to provide a written notice to all account holders informing such person that his or her property may be transferred to the appropriate state if no activity occurs in the account within the time period specified by

state law. While the notice is required under California law, such notice need not include a reference to California.

SEC Supports Sarbanes-Oxley Whistleblower Provisions for Adviser Employees

In July 2010, the SEC supported applying Sarbanes-Oxley whistleblower provisions to employees of private investment advisers to mutual funds, in its amicus brief in a case before the U.S. Court of Appeals for the Fifth Circuit in which the SEC cited another case, *Lawson v. FMR LLC* (i.e., Fidelity). Under Section 806 of the Sarbanes-Oxley Act, employees of a public company (which includes publicly offered funds) who offer reasonable evidence of federal securities law violations are protected from retaliation by any “officer, employee, contractor, subcontractor, or agent” of that company. At issue in the *Lawson* case was whether employees of various mutual funds’ private investment advisers were “covered employees” under the Sarbanes-Oxley Act. The SEC stated in its amicus brief that the *Lawson* court properly focused on the legislative history in concluding that Section 806 applied to both public companies and their private contractors, subcontractors and agents. (However, on July 28, 2010, the district court in *Lawson* ruled in favor of Fidelity to move the issue for interlocutory appeal to the U.S. Court of Appeals for review.) In the Fifth Circuit case, the question is whether Section 806 applies to a privately-held contractor of a public company where the privately-held contractor allegedly retaliated against an employee for blowing the whistle on a violation of securities law relating to the public company.

Closed-End Fund Loses Battle to Omit Shareholder Proposal in Proxy Statement

On May 5, 2010, the SEC staff denied The Swiss Helvetia Fund’s request for no-action relief to exclude a shareholder proposal for inclusion in the fund’s proxy statement. The shareholder proposal asked the fund’s board to implement an interval fund structure that would empower the board to conduct periodic tender offers with the goal of giving shareholders a chance to sell their shares at or close to net asset value. The fund argued to exclude the proposal on the grounds that the proposal had been substantially implemented because the board of directors had previously considered and rejected the adoption of an interval fund structure. The fund also argued that including the proposal would constitute a violation of law to submit a proposal that the board deems to be against the shareholders’ best interest. In addition, the fund argued that the proposal should be excluded because it relates to the fund’s ordinary business operations, it is vague and indefinite and that certain parts of the proposal are false or misleading. The SEC staff stated that they were unable to concur with the fund’s view to exclude the proposal but did not detail the reasons for dismissing the fund’s arguments.

ENFORCEMENT ACTIONS

Fund Portfolio Manager Charged with Tipping Family Members

On May 11, 2010, the SEC initiated administrative proceedings against David W. Baldt due to his alleged disclosure of material non-public information concerning the Schroder

Short-Term Municipal Bond Fund. During 2003 to 2008, Mr. Baldt served as portfolio manager of the Fund. According to the SEC order, several members of Mr. Baldt's family invested the bulk of their life savings in the Fund and during the deteriorating market conditions of late 2008, Mr. Baldt told a family member that she should sell her shares and that she should tell another family member the same.

Specifically, the SEC alleged that on September 17, 2008, one of Mr. Baldt's family members called him for advice about what to do with her investment in the Fund. He allegedly advised her that, if her concerns about the investment were preventing her from sleeping at night, she should sell her investment and invest in U.S. Treasury bills. In addition, Mr. Baldt allegedly told that family member that she should tell a second family member to do the same. According to the SEC, the same family member and Mr. Baldt had another conversation on October 3, 2009, in which Mr. Baldt told her that she "really should consider [her] inclination to sell" her Fund shares. When the family member noted that she had already started selling subsequent to their September 17th conversation, Mr. Baldt allegedly emphasized that she should "go the full route" and told her to tell the second family member to do the same.

As a result, family members redeemed approximately \$200,000 in Fund shares between October 6th and 7th. Subsequently, Mr. Baldt's family members attempted, but failed, to redeem \$3,068,117 worth of Fund shares as the Fund gave shareholders notice that it was liquidating on October 14, 2008 and suspending cash redemptions.

According to the SEC order, at the time of his October 3rd conversation with his family member, Mr. Baldt possessed material non-public information concerning the Fund since he knew that the Fund was receiving mounting and significant redemption requests at a time when sales of portfolio securities were adding downward pressure on municipal bond prices, management had given him a directive to keep 10 to 20% of the Fund's assets in cash, redemption requests were likely to increase as the Fund's adviser was putting out a large percentage of its municipal bond portfolio to bid and that liquidating the Fund was a potential option.

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This Regulatory Update is only a summary of recent information and should not be construed as legal advice.

