CR 10-062

ORDER OF THE STATE OF WISCONSIN, DEPARTMENT OF FINANCIAL INSTITUTIONS, DIVISION OF SECURITIES **ADOPTING RULES**

- The Wisconsin Department of Financial Institutions, Division of Securities adopts the following 1
- 2 order to repeal and recreate s. DFI-Sec 1.02(7), create s. DFI-Sec 1.02(8), amend s. DFI-Sec
- 3 1.02(14) (intro) and (c), amend s. DFI-Sec 2.02(5)(d)1., amend s. DFI-Sec 2.02(9)(c), amend
- DFI-Sec 2.028 (intro), repeal s. DFI-Sec 4.01(4)(g), create s. DFI-Sec 4.04(7)(d), create s. DFI-4
- Sec 5.01(2)(f)3., repeal and recreate s. DFI-Sec 5.01(4)(a), create s. DFI-Sec 5.04(5)(d), amend 5
- 6 s. DFI-Sec 5.04(6)(b), repeal s. DFI-Sec 5.05(8)(i), create s. DFI-Sec 5.06(25), repeal and
- 7 recreate s. DFI-Sec 5.10, repeal and recreate s. DFI-Sec 5.13(2), amend s. DFI-Sec 7.01(3)(a),
- repeal s. DFI-Sec 8.03 (note), and amend s. DFI-Sec 32.07(1), relating to minor revisions to 8
- 9 securities law and franchise law administrative code sections.

Analysis Prepared by the Department of Financial Institutions, Division of Securities

Statute(s) interpreted: s. 551.615, Stats.

Statutory authority: ss. 551.406(5), 551.412(5), 551.605(1), 553.31(1), 553.58(1) and 227.11(2), Stats.

Related statute or rule: none.

Explanation of agency authority: Pursuant to chs. 551 and 553, Stats., the division regulates securities and franchise investment.

- 10 Summary of proposed rule: The objective of the rule is to repeal and recreate s. DFI-Sec 1.02(7),
- 11 create s. DFI-Sec 1.02(8), amend s. DFI-Sec 1.02(14) (intro) and (c), amend s. DFI-Sec
- 2.02(5)(d)1., amend s. DFI-Sec 2.02(9)(c), amend DFI-Sec 2.028 (intro), repeal s. DFI-Sec 12
- 4.01(4)(g), create s. DFI-Sec 4.04(7)(d), create s. DFI-Sec 5.01(2)(f)3., repeal and recreate s. 13
- 14 DFI-Sec 5.01(4)(a), create s. DFI-Sec 5.04(5)(d), amend s. DFI-Sec 5.04(6)(b), repeal s. DFI-Sec
- 5.05(8)(i), create s. DFI-Sec 5.06(25), repeal and recreate s. DFI-Sec 5.10, repeal and recreate s. 15
- 16 DFI-Sec 5.13(2), amend s. DFI-Sec 7.01(3)(a), repeal s. DFI-Sec 8.03 (note), and amend s. DFI-
- 17 Sec 32.07(1), relating to minor revisions to securities law and franchise law administrative code sections. The purpose of the rule is as follows: 18
- 19 Section 1: The branch office definition for broker-dealers has been harmonized with
- 20 FINRA and other state regulators for many years. However, with the change in the Uniform
- Securities Act in 2009, the branch office definition in the rule was changed to refer to a slightly 21

different statutory definition of "place of business." The statutory definition works for investment advisers but not broker-dealers, hence the change in this rule.

Section 2: This is a new definition to accompany the solicitor rules proposed for s. DFI-Sec 5.06(25) based on language developed by the NASAA IA Regulatory Policy and Review Project Group.

Section 3: These changes clarify that the definition applies to investment advisers as well as investment adviser representatives and the nature of the solicitations made by third party solicitors.

Section 4: This amendment changes the terminology used in the current rule (which limits applicability of its coverage solely to limited partnerships) by substituting the term "entity" to thereby have the rule apply to any type of business organization.

Section 5: Incident to the Division's 2008 rules revision to coordinate with the adoption of the new Wisconsin Securities Law effective January 1, 2009, current rule DFI-Sec 2.02(9)(c) inadvertently cross-referenced statute section 551.102(11) rather than the proper corresponding statute in sec. 551.202(13) [which specifically refers to "accredited investors," whereas sec. 551.102(11) does not]. This amendment corrects that cross-referencing error.

Section 6: This amendment would limit use of this registration exemption to sales of equity securities by Wisconsin-based entities meeting the exemption's requirements. This exemption provision was originally created in 1986 for use by early-stage Wisconsin businesses to raise risk capital for its operations. As such, the exemption's original language was specifically limited to sales of common stock of the business (which don't obligate a business to redeem/payback the invested funds). Debt securities -- which require payback to investors -- could not be sold under the original language of this exemption. The original language of the exemption restricting its use to sales of common stock was changed in 1991 to read "securities," thus enabling the exemption to be used for sales of debt as well as equity securities Subsequently, some filings have been made by Wisconsin businesses for the purpose of selling their debt securities, including sales by a Wisconsin finance company of several million dollars of its Notes that currently are in default, and the company is in bankruptcy. To restore the exemption's use back to its original purpose of enabling Wisconsin businesses to raise risk capital -- not capital from debt securities requiring repayment -- the language of the preamble is changed to permit only sales of equity securities.

Section 7: In a FINRA rule change comment published as Notice 09-70, FINRA recommended the repeal of the S47 Japan Module of the General Securities Representative examination. However, FINRA indicated that the examination was never actually implemented and therefore is not an available examination anyone can take in lieu of the Series 7 exam.

Section 8: This new section clarifies that a notice of the opening of a branch office is not complete and therefore, not deemed "filed" until all fees, including any applicable late filing fees, are received. This parallels the fee payment component in the broker-dealer application rule in s. DFI-Sec 4.01(2)(b) and the agent rule in s. DFI-Sec 4.01(2)(c).

Section 9: S. DFI-Sec 4.01(6) currently provides the same review authority as s. DFI-Sec 5.01(2)(f) except for the ability to perform a pre-registration examination of the adviser's records. This provision was inadvertently left out of the investment adviser rules.

Section 10: This amendment clarifies that the Series 65 and 66 exams referred to are the post-1999 version as specified in subd. 2. It also adds clarification that if the applicant was registered as an agent of a broker-dealer within two years of the application and the approval of

that registration was based on passage of the Series 7 and 66 exams, those exams would still be considered active for purposes of meeting the exam requirement in subd. 3.

Section 11: This new section clarifies that a notice of the opening of a branch office is not complete and therefore, not deemed "filed" until all fees, including any applicable late filing fees, are received. This parallels the fee payment component in the investment adviser application rule in s. DFI-Sec 5.01(2)(a) and the investment adviser representative rule in s. DFI-Sec 5.01(2)(b).

Section 12: Because applications are effective 30 days after filing, a renewal for January 1 effectiveness must be filed by December 1st. The date of November 30th is incorrect.

Section 13: This provision was instituted to require all investment advisers to deliver updated disclosure documents to clients by January 1, 2002 to comply with changes to the law at that time. This subsection has met its sunset date and is no long applicable.

Section 14: This section specifies what activity constitutes solicitation on behalf of an investment adviser and parallels the disclosure and agreement requirements found in U.S. Securities & Exchange Commission rule 206(4)-3 under the Investment Advisers Act of 1940 but with much more clarity and is based on language developed by the NASAA IA Regulatory Policy and Review Project Group.

Section 15: The Division currently requires only the ADV Part 1 to be filed electronically. This rule change will require advisers to file their initial and updated Form ADV Part 2 electronically via the Investment Adviser Registration Depository rather than in paper. Subsection 1 is the general requirement to file both parts of the form via the Investment Adviser Registration Depository and sub. (3) mandates existing registrants to have their Part 2 filed electronically by July 1, 2011. The software is available for free to convert their Part 2 disclosure document for electronic filing. Because this is the public disclosure portion of the application, it is in the interest of investors in Wisconsin to be able to review this document via the Investment Adviser Public Disclosure website. Requiring all advisers to make such filings will automatically add them to the public disclosure website. It will also relieve Division staff from processing paper applications, especially since all application materials are now retained by the Division in electronic format only.

Section 16: This rule changes the exemption provision for investment adviser solicitors following an exemption developed by the NASAA IA Regulatory Policy and Review Project Group. This exemption is based on "impersonal investment advice" and eliminates the de minimis exemption that was unique to Wisconsin and in effect permitted an unlimited total number of solicitations so long as no more than 9 per year were for any one adviser.

Section 17: Corrects a statutory citation.

Section 18: This amendment deletes the Note at the end of rule DFI-Sec 8.03 (which deals with appearances and defaults before the Division of Securities) because the 2003 *Krahenbuhl* case cited in the Note has been superseded by Supreme Court Rule 40.05 (effective January 1, 2009) which establishes new criteria/requirements regarding the ability of non-Wisconsin attorneys to represent clients in contested case proceedings before Wisconsin state agencies.

Section 19: This rule contains the following amendments: (1) specifies that the application to amend should use the Uniform Franchise Registration Application Form (Form A); and (2) changes the franchise statute cross-referenced in the rule to be s. 553.31(1), Stats., which is the statute specifically dealing with amendments.

Summary of and preliminary comparison with existing or proposed federal regulation: There are no newly-developed or proposed federal regulations addressed by this rule. However, Wisconsin Securities Law and rules are generally coordinated with corresponding federal requirements, pursuant to s. 551.615, Stats.

Comparison with rules in adjacent states: These rule chapters reflect the 2002 Uniform Securities Act which Iowa and Minnesota have adopted and written rules; Illinois and Michigan have not.

Summary of factual data and analytical methodologies: The division applied its own experience in its regulation of securities generally for the minor clarifications, corrections, revisions and other matters addressed by the rule.

Analysis and supporting documentation used to determine effect on small business: The rule makes minor clarifications, corrections and revisions for conformity with existing statutes; imposes no additional substantive requirements; and reduces the same.

Summary of Final Regulatory Flexibility Analysis: This proposed rule will have no adverse impact on small businesses.

Summary of Comments received by Legislative Review Committees: No comments were received.

Agency Contact Persons

To obtain a copy of the rule or fiscal estimate at no charge or for questions regarding the agency's internal processing of the rule, contact Mark Schlei, Deputy General Counsel, Department of Financial Institutions, Office of the Secretary, P.O. Box 8861, Madison, WI 53708-8861, tel. (608) 267-1705, e-mail mark.schlei@wisconsin.gov. A copy of the rule may also be obtained and reviewed at the Department of Financial Institution's website, www.wdfi.org.

For substantive questions on the rule, contact Randall Schumann, Attorney, Department of Financial Institutions, Division of Securities, P.O. Box 1768, Madison, WI 53701-1768, tel. (608) 266-3414, e-mail randall.schumann@wisconsin.gov.

Pursuant to the statutory authority referenced above, the Department of Financial Institutions, Division of Securities adopts the following:

SECTION 1. DFI-Sec 1.02(7) is repealed and recreated to read:

113 **DFI-Sec 1.02(7)** (a) For purposes of ch. DFI-Sec 4, "branch office" has the same meaning as

rule 3010(g)(2) of the Financial Industry Regulatory Authority.

- 115 (b) For purposes of ch. DFI-Sec 5, "branch office" has the same meaning as "place of business" 116 in s. 551.102 (21), Stats.
- SECTION 2. DFI-Sec 1.02(8) is created to read:
- DFI-Sec 1.02(8) "Solicitor" means any individual, person, or entity who, directly or indirectly, receives a cash fee or any other economic benefit for soliciting, referring, offering or otherwise negotiating for the sale or selling of investment advisory services to clients, including prospective clients, on behalf of an investment adviser.
- SECTION 3. DFI-Sec 1.02(14) (intro) and (c) are amended to read:
- 123 **DFI-Sec 1.02(14)(intro)** The following defined terms apply for purposes of the definition of
- 124 "investment adviser" in s. 551.102(15), Stats., and "investment adviser representative" in s.
- 125 551.102 (16), Stats.:
- 126 (c) "Third party solicitor" means a person soliciting others to become clients on behalf of a
- registered investment adviser or a federal covered investment adviser who is neither a partner,
- officer, director, or employee of the adviser, nor a supervised person of that adviser.
- SECTION 4. DFI-Sec 2.02(5)(d)1. is amended to read:
- 130 **DFI-Sec 2.02(5)(d)1.** Except as provided in this subdivision, any offer or sale of interests in a 131 limited partnership an entity that is or will be primarily engaged in oil, gas or mining activities, 132 any investment contract irrespective of the kind of assets held or business engaged in by the 133 enterprise, or any certificate of interest or participation in an oil, gas or mining title or lease, or in 134 payments out of production under the title or lease, if the aggregate offering price or face 135 amount, whichever is greater, of all securities to be offered by or on behalf of the issuer, together 136 with the value of any securities sold to persons in this state by or on behalf of the issuer during 137 the prior 12 months, exceeds \$100,000, unless prior to the offering the issuer files a notice of the

proposed offer or sale with the division, including any prospectus, circular or other material to be delivered to offerees, and other information as the division may require, and the division does not by order withdraw, deny or revoke the exemption within 10 days. This paragraph is not applicable to any offer or sale made by a broker-dealer registered in Wisconsin if the broker-dealer is not affiliated with either the issuer or sponsor of the issuer by means of direct or indirect common control;

SECTION 5. DFI-Sec 2.02(9)(c) is amended to read:

DFI-Sec 2.02(9)(c) Any transaction pursuant to an offer to existing security holders of the issuer, and to not more than 25 other persons in this state less the number of persons in this state with whom the issuer has effected any transactions during the period of 12 months preceding the offer pursuant to s. 551.202 (14) and (24), Stats., excluding persons listed in s. 551.102 (11) 551.202(13), Stats., and rules there under, if no commission or other remuneration other than a standby commission is paid or given directly or indirectly for soliciting any security holder in this state; and if the issuer files with the division prior to the offering a notice specifying the terms of the offer, including any prospectus, circular or other material to be delivered to offerees in connection with the transaction and such other information as the division may require, and the division does not by order disallow the exemption within 10 days.

SECTION 6. DFI-Sec 2.028 (intro) is amended to read:

DFI—Sec 2.028 (intro) Wisconsin issuer registration exemption by filing. If all of the following conditions are met, other than any condition or conditions waived by the division upon a showing of good cause, a transaction registration exemption is available under s. 551.203, Stats., for any offer or sale for cash of the <u>equity</u> securities of an issuer having, both before and

- upon completion of the offering, its principal office and a majority of the full-time employees
- located in this state:
- SECTION 7. DFI-Sec 4.01(4)(g) is repealed.
- SECTION 8. DFI-Sec 4.04(7)(d) is created to read:
- 164 **DFI-Sec 4.04(7)(d)** The notice filed for a branch opening pursuant to par. (a) is deemed filed in
- accordance with par. (c) upon receipt by the division of the appropriate filing fee and any late
- filing fee due pursuant to s. DFI-Sec 7.01(6)(d).
- SECTION 9. DFI-Sec 5.01(2)(f)3. is created to read:
- DFI-Sec 5.01(2)(f)3. Before action on an application, the division may designate an employee to
- make an examination of the books, records and affairs of the applicant at the applicant's expense.
- SECTION 10. DFI-Sec 5.01(4)(a) is repealed and recreated to read:
- 171 **DFI-Sec 5.01(4)(a)1.** The applicant has taken and passed either the post-1999 version of the
- 172 Series 65 Uniform Investment Adviser State Law Examination, or both the post-1999 version of
- the Series 66 Uniform Combined State Law Examination and the Series 7 General Securities
- Representative Examination within 2 years prior to the date the application is filed with the
- 175 division; or
- 176 2. The applicant has been registered as an agent of a broker-dealer within two years prior to the
- date the application is filed, based on having passed the post-1999 version of the Series 66
- examination and the Series 7 examination.
- SECTION 11. DFI-Sec 5.04(5)(d) is created to read:
- 180 **DFI-Sec 5.04(5)(d)** The notice filed for a branch opening pursuant to sub. (a) is deemed filed in
- accordance with sub. (c) upon receipt by the division of the appropriate filing fee and any late
- filing fee due pursuant to s. DFI-Sec 7.01(6)(d).

- SECTION 12. DFI-Sec 5.04(6)(b) is amended to read:
- 184 **DFI-Sec 5.04(6)(b)** Directly with the division for federal covered investment advisers, not later
- than November 30 December 1.
- SECTION 13. DFI-Sec 5.05(8)(i) is repealed.
- SECTION 14. DFI-Sec 5.06(25)(intro)(a) (e) is created to read:
- 188 **DFI-Sec 5.06(25)** Paying a cash fee or any other economic benefit, directly or indirectly, in
- 189 connection with solicitation activities unless the requirements of pars. (a) through (d) are met.
- 190 (a) The solicitor is registered as an investment adviser or investment adviser representative or is
- exempt from registration as provided for in s. DFI-Sec 5.13(2).
- 192 (b) The cash fee or any other economic benefit is paid by the investment adviser with respect to
- solicitation activities that are impersonal in nature in that they are provided solely by means of:
- 194 1. Written material or oral statements which do not purport to meet the objectives or needs of
- the specific client; or
- 2. Statistical information containing no expressions of opinions as to the merits of particular
- securities or investment advisers; or
- 198 3. Any combination of the foregoing services.
- 199 (c) The cash fee or any other economic benefit is paid pursuant to a written agreement to which
- 200 the investment adviser is a party and all of the following conditions are met:
- 201 1. The written agreement;
- a. Describes the solicitation or referral activities to be engaged in by the solicitor on behalf of
- the investment adviser and the cash fee or any other economic benefit to be received for such
- activities; and

- b. Contains an undertaking by the solicitor to perform its duties under the agreement in a
- 206 manner consistent with the instructions of the investment adviser and the provisions of ch. 551,
- Stats., and rules there under; and
- 208 c. Requires that the solicitor, at the time of any solicitation or referral activities for which a cash
- 209 fee or any other economic benefit is paid or to be paid by the investment adviser, provide the
- client with a current copy of the investment adviser's disclosure document required under s. DFI-
- Sec 5.05(8) and a separate disclosure statement as described in subsection (d) of this rule, either
- in paper or electronic format; and
- 213 2. The investment adviser receives from the client, prior to or at the time of entering into any
- written investment advisory contract, a signed and dated acknowledgement of receipt of the
- 215 investment adviser's written disclosure statement and the solicitor's written disclosure
- 216 document; and
- 3. The investment adviser makes a bona fide effort and has a reasonable basis for believing that
- 218 the solicitor has complied with the agreement; and
- 4. The requirements in subd. 1., 2. and 3. shall not apply if the solicitor is any of the following:
- a. A partner, officer, director or employee of such investment adviser; or
- b. A partner, officer, director or employee of a person that controls, is controlled by, or is under
- common control with such investment adviser, provided the status of the solicitor is disclosed to
- 223 the client at the time of the solicitation or referral.
- 224 (d) The separate written disclosure document required to be furnished by the solicitor to the
- client pursuant to par. (c)1.c. shall contain the following information:
- 226 1. The name of the solicitor;
- 227 2. The name of the investment adviser;

- 228 3. The nature of the relationship, including any affiliation, between the solicitor and the
- 229 investment adviser;
- 4. A statement that the solicitor will be compensated for solicitation or referral services by the
- 231 investment adviser;
- 5. The terms of the compensation arrangement including a description of the cash fee or any
- 233 other economic benefit paid or to be paid to the solicitor; and
- 6. The amount of compensation the client will pay, if any, in addition to the advisory fees, and
- 235 whether the cash fee or any other economic benefit paid to the solicitor will be added to the
- advisory fee, creating a differential with respect to the amount charged to other advisory clients
- 237 who are not subject to the solicitor compensation arrangement.
- 238 (e) Nothing in this subsection shall be deemed to relieve any person of any fiduciary or other
- obligation to which such person may be subject under any law.
- SECTION 15. DFI-Sec 5.10 is repealed and recreated to read:
- 241 **DFI-Sec 5.10 Electronic filing.** (1) Each investment adviser shall file a copy of its current form
- 242 ADV Parts 1 and II electronically with the Investment Adviser Registration Depository.
- 243 (2) Any documents or fees required to be filed with the division that are not permitted to be filed
- 244 with, or cannot be accepted by, the investment adviser registration depository or the central
- registration depository shall be filed directly with the division.
- 246 (3) Each investment adviser that is registered in this state on January 1, 2011 shall file a copy of
- 247 its current form ADV Part 2 electronically with the Investment Adviser Registration Depository
- by no later than July 1, 2011.
- SECTION 16. DFI-Sec 5.13(2) is repealed and recreated to read:

- 250 **DFI-Sec 5.13(2)** A solicitor is not required to be registered as an investment adviser or as an
- investment adviser representative if the solicitor is in compliance with all requirements of s. DFI-
- Sec 5.06(25), and the solicitor satisfies par. (a) or (b).
- 253 (a) Provides solicitation activities that are impersonal in nature as set forth in s. DFI-Sec
- 5.06(25)(b) and the solicitor to whom a cash fee or any other economic benefit is paid for such
- referral does not trigger any of the following as being a person:
- 1. Subject to an order of the U.S. Securities & Exchange Commission issued under section
- 257 203(f) of the Investment Advisers Act of 1940;
- 2. Subject to an order of the administrator, the securities administrator of any other state, the U.S.
- 259 Securities and Exchange Commission, or any self regulatory organization denying, suspending,
- or revoking registration as a broker-dealer, agent, investment adviser, or investment adviser
- 261 representative or barring the person from the securities or advisory industry or associating or
- affiliating with the securities or advisory industry, entered after notice and opportunity for
- 263 hearing;
- 3. Convicted within the previous ten years of any felony, or any misdemeanor involving conduct
- described in section 203(e)(2)(A) through (D) of the Investment Advisers Act of 1940;
- 4. Convicted within the previous ten years of any felony, or any misdemeanor involving conduct
- 267 described in s. 551. 412(4)(c) Stats.;
- 5. Found by the U.S. Securities & Exchange Commission to have engaged, or has been convicted
- of engaging in, any of the conduct specified in sections 203(e)(1), (5) or (6) of the Investment
- 270 Advisers Act of 1940;
- 271 6. Found by the administrator to have engaged, or has been convicted of engaging in, any of the
- conduct specified in ss. 551.412(4)(a), (b) or (f) Stats.;

273	7. Subject to an order, judgment or decree described in section 203(e)(4) of the Investment
274	Advisers Act of 1940;
275	8. Subject to an order, judgment or decree described in s. 551.412(4)(d) Stats.
276	(b) Receives an order of the administrator waiving the registration requirement.
277	SECTION 17. DFI-Sec 7.01(3)(a) is amended to read:
278	DFI-Sec 7.01(3)(a) Application for an initial registration of a broker-dealer or investment
279	adviser or a successor under s. 551.401, 551.403, or 551.411(4) <u>551.407</u> , Stats.,\$200.
280	SECTION 18. DFI-Sec 8.03 (note) is repealed and recreated to read:
281	See Supreme Court Rule 40.05 (effective January 1, 2009) which establishes requirements to be
282	met to enable non-Wisconsin attorneys to represent clients in contested case proceedings before
283	Wisconsin state agencies.
284	SECTION 19. DFI-Sec 32.07(1) is amended to read:
285	DFI-Sec 32.07(1) An application to amend the registration statement shall be filed using the
286	cover page Uniform Franchise Application Form (Form A) of the 2008 Franchise Registration
287	and Disclosure Guidelines adopted on June 6, 2008 by the North American Securities
288	Administrators Association) , and containing the information and accompanied by the fee
289	required in s. 553.26 (1) <u>553.31(1)</u> , Stats. , and <u>The application</u> shall be accompanied by a
290	copy of the amended disclosure document prepared in conformance with those Disclosure
291	Guidelines, and together with the \$200 filing fee prescribed in s. DFI-Sec 35.01.
292	Effective date. This rule shall take effect on the first day of the month following
293	publication in the Wisconsin Administrative Register as provided in s. 227.22 (2) (intro.), Stats.
	Dated: Agency:
	Patricia Struck, Administrator