

SUPPORTING STATEMENT
for the Paperwork Reduction Act Information Collection Submission for
Rule 204 of Regulation SHO
OMB Control No. 3235-0647

A. JUSTIFICATION

1. Information Collection Necessity

i. Allocation Notification Requirement

Rule 204(d) of Regulation SHO imposes a notification requirement on a broker-dealer that has been allocated responsibility for complying with the rule's requirements to help ensure that participants will be on notice if a broker-dealer for which they clear and settle trades has become subject to Rule 204(b)'s pre-borrowing requirements.

ii. Demonstration Requirement for Fails to Deliver on Long Sales

Rule 204(a)(1) of Regulation SHO allows a participant additional settlement days, specifically, until no later than the beginning of regular trading hours on the third consecutive settlement day following the settlement date, in which to close out the fail to deliver position that resulted from a long sale, provided that the participant can demonstrate on its books and records that the fail to deliver position resulted from a long sale.

iii. Pre-Borrow Notification Requirement

Rule 204(c) of Regulation SHO requires that a participant notify any broker or dealer from which it receives trades for clearance and settlement if the participant has a fail to deliver position in an equity security at a registered clearing agency that has not been closed out in accordance with Rule 204(a), and when the purchase that the participant has made to close out the fail to deliver position has cleared and settled at a registered clearing agency. This notification requirement is designed to help ensure that any broker or dealer that submits trades for clearance and settlement to a participant that has a fail to deliver position in an equity security that has not been closed out in accordance with Rule 204(a) will be on notice that short sales in that equity security to be cleared or settled through that participant will be subject to the pre-borrow requirements of Rule 204(b) until (A) the participant closes out the fail to deliver position by purchasing securities of like kind and quantity and (B) that purchase has cleared and settled at a registered clearing agency, unless the broker-dealer can demonstrate to the participant, as specified in Rule 204(b), that it is not responsible for the fail to deliver position.

iv. Certification Requirement

Rule 204(b) of Regulation SHO includes an exception from the rule's pre-borrowing requirements for any broker or dealer that timely certifies to the participant that it has not incurred a fail to deliver position on settlement date for a long or short sale in an equity security

for which the participant has a fail to deliver position at a registered clearing agency or that the broker or dealer is in compliance with Rule 204(e). The certification provided by the broker or dealer to the participant will help ensure that a broker or dealer will not be improperly subject to the pre-borrowing requirements of the rule.

v. Pre-Fail Credit Demonstration Requirement

Rule 204(e)'s pre-fail credit provision requires, among other things, that the broker or dealer demonstrate that it has a net long position or net flat position on its books and records on the day of the purchase or borrow of securities supporting its claim to pre-fail credit. The information collected will enable the Commission and self-regulatory organizations ("SROs") to monitor more effectively whether a broker or dealer has complied with the requirements of Rule 204(e).

2. Information Collection Purpose and Use

The information collected will help further the Commission's goal of reducing fails to deliver by maintaining the reductions in fails to deliver achieved by, among other actions, the adoption of Interim Final Temporary Rule 204T ("temporary Rule 204T"), which had been implemented via emergency order on September 17, 2008, and adopted as an interim final temporary rule on October 14, 2008.¹ Rule 204 made permanent the amendments contained in temporary Rule 204T, with some limited modifications to address commenters' concerns.²

The information collected under Rule 204 will continue to be retained and/or provided to other entities pursuant to the specific rule provisions and will be available to the Commission and SRO examiners upon request. The information collected will continue to aid the Commission and SROs in monitoring compliance with these requirements. In addition, the information collected will aid those subject to Rule 204 in complying with its requirements.

In addition, Rule 204 is intended to help further the Commission's goal of addressing potentially abusive "naked" short selling in all equity securities. By strengthening the close-out requirements of Regulation SHO and promoting the prompt and accurate clearance and settlement of transactions involving equity securities, Rule 204 is intended to help restrict the practice of "naked" short selling. Rule 204 is intended to provide a disincentive to market participants who, but for the rule, may have failed to deliver securities by settlement date.

¹ Amendments to Regulation SHO, Exchange Act Release No. 58733 (Oct. 14, 2008), 73 FR 61706 (Oct. 17, 2008) ("Rule 204T Adopting Release").

² Amendments to Regulation SHO, Exchange Act Release No. 60388 (July 27, 2009), 74 FR 38265 (July 31, 2009) ("Rule 204 Adopting Release").

3. Consideration Given to Information Technology

The compilation of this information must be done on an individual basis by each respondent subject to any of the requirements discussed in item 1, above. Improvements in telecommunication and data processing technology will likely enhance the efficiency of compiling information and providing notifications and certifications pursuant to the Rule. The Commission is not aware of any technological or legal obstacles to reducing the burden through the use of improved information technology.

4. Duplication

The Commission is not aware that the information collection requirement under the Rule is duplicated elsewhere.

5. Effect on Small Entities

The Commission does not expect that the collection of information necessary to ensure compliance with the requirements of Rule 204 will adversely affect small entities because the Rule imposes minimal reporting, record keeping, or compliance requirements, many of which were required of small entities pursuant to the implementation of Regulation SHO and temporary Rule 204T.

6. Consequences of Not Conducting Collection

To ensure compliance with Rule 204, a participant or broker-dealer subject to any of the requirements discussed in item 1 above must collect the required information on a daily basis. Less frequent or less individualized collection would impede the ability to verify compliance with Rule 204.

7. Inconsistencies with Guidelines in 5 CFR 1320.5(d)(2)

There are no special circumstances. This collection is consistent with the guidelines in 5 CFR 1320.5(d)(2).

8. Consultations Outside the Agency

The required Federal Register notice with a 60-day comment period soliciting comments on this collection of information was published. No public comments were received.

9. Payment or Gift

No payment or gift is provided to respondents.

10. Confidentiality

No assurance of confidentiality is provided.

11. Sensitive Questions

The information collection does not collect personally identifiable information.

12. Information Collection Burden

The Commission estimates that the information collection under Rule 204 will be as set forth in the chart below. A more detailed description is immediately below the chart.

Rule 204 Requirement	Burden Type	Number of Respondents	Number of Annual Responses per Respondent	Time per Response (Hours)	Total Burden (Hours)
Allocation Notification Requirement	Recordkeeping and Third-Party Disclosure	3,551	531.3	.16	301,864
Demonstration Requirement for Fails to Deliver on Long Sales	Recordkeeping and Third-Party Disclosure	127	7,337	.16	149,088
Pre-Borrow Notification Requirement	Recordkeeping and Third-Party Disclosure	127	14,927	.16	303,317
Certification Requirement	Recordkeeping and Third-Party Disclosure	3,551	531.3	.16	301,864
Pre-Fail Credit Demonstration Requirement	Recordkeeping and Third-Party Disclosure	3,551	531.3	.16	301,864
	<i>Total Aggregate Burden</i>				<i>1,357,997</i>

i. Allocation Notification Requirement

Consistent with the most recent Paperwork Reduction Act (“PRA”) renewal for Rule 204, the Commission estimates that it will take a broker or dealer no more than approximately 0.16 hours (10 minutes) to notify a participant that the broker or dealer has become subject to the requirements of Rule 204(b) of Regulation SHO.³ Rule 204 was adopted in 2009, and the communication mechanisms developed by brokers or dealers to comply with the notification requirement of Rule 204(d), and the time estimates for completing the procedures involved, likely evolved from the broker’s or dealer’s legacy Rule 203(b) Threshold Securities communication mechanisms and legacy Rule 204T communication mechanisms. Accordingly, the Commission believes the estimated time frame for notification by the broker or dealer would remain consistent with the time frame stated in the prior PRA Supporting Statement for Rule 204.

As of December 31, 2020, there were 3,551 registered broker-dealers.⁴ Each of these broker-dealers could clear trades through a participant of a registered clearing agency and, therefore, become subject to the notification requirements of Rule 204(d). If a participant allocates a fail to deliver position to a broker or dealer pursuant to Rule 204(d), the broker or dealer that has been allocated the fail to deliver position in an equity security must determine whether such fail to deliver position was closed out in accordance with Rule 204(a). If such broker or dealer does not comply with the provisions of Rule 204(a), such broker or dealer must immediately notify the participant that it has become subject to the requirements of Rule 204(b). The Commission estimates that a broker or dealer could have to make such determination and notification with respect to approximately 2.1 equity securities per day.⁵

The Commission estimates a total of 1,886,646 potential notifications in accordance with Rule 204(d) across all registered broker-dealers that could be allocated responsibility to close out a fail to deliver position per year (3,551 registered broker-dealers notifying participants once per day⁶ on 2.1 equity securities, multiplied by 253 trading days in 2020). The total estimated annual burden hours per year will be approximately 301,864 (1,886,646 potential notifications multiplied by 0.16 hours/notification). The Commission estimates

³ See Rule 204 Adopting Release, *supra* note 2 (making permanent the amendments to Regulation SHO contained in Interim Final Temporary Rule 204T and incorporating by reference the time estimates from the Rule 204T Adopting Release for compliance with the notification, demonstration, and certification requirements of Rule 204).

⁴ The Commission’s Division of Economic and Risk Analysis (“DERA”) estimates that there were approximately 3,551 registered broker-dealers as of December 31, 2020, based on FOCUS filings data.

⁵ DERA estimates that there were approximately 7,450 average daily fail to deliver positions during 2020. Across 3,551 registered broker-dealers, the number of equity securities per registered broker-dealer per trading day is approximately 2.1 ($7,450 \div 3,551$) equity securities.

⁶ Because failure to comply with the close-out requirements of Rule 204(a) is a violation of the rule, the Commission believes that a broker or dealer would make the notification to a participant that it is subject to the borrowing requirements of Rule 204(b) at most once per day.

that the paperwork compliance for the allocation notification requirement for each broker-dealer will be approximately 85 burden hours per year (301,864 ÷ 3,551).

ii. Demonstration Requirement for Fails to Deliver on Long Sales

Given no change in this requirement since the most recent PRA renewal for Rule 204, the Commission estimates, consistent with the time estimates in the Supporting Statement for that PRA renewal, that it will take a participant of a registered clearing agency no more than approximately 0.16 hours (10 minutes) to demonstrate on its books and records that it has a fail to deliver position at a registered clearing agency in an equity security that resulted from a long sale. Since Rule 204 was adopted in 2009, participants have developed the necessary mechanisms to comply with the demonstration requirement of Rule 204(a). These Rule 204(a) processes, and the time estimates for completing those processes, were likely developed based on the participant's legacy Rule 204T processes. Accordingly, the Commission believes the estimated time frame for demonstration by the participant would remain consistent with the time frame stated in the prior PRA Supporting Statement for Rule 204.

As of December 31, 2020, there were 127 participants of NSCC that were registered as broker-dealers. If a participant of a registered clearing agency has a fail to deliver position in an equity security at a registered clearing agency and determined that such fail to deliver position resulted from a long sale, the Commission estimates that a participant of a registered clearing agency will have to make such determination with respect to approximately 29 securities per day.⁷

The Commission estimates a total of 931,799 potential demonstrations in accordance with Rule 204(a)(1) across all broker-dealer participants per year (127 participants checking for compliance once per day on 29 securities, multiplied by 253 trading days in 2020). The total approximate estimated annual burden hours per year will be approximately 149,088 (931,799 multiplied by 0.16 hours/demonstration). The Commission estimates that the paperwork burden for the temporary demonstration provision for each broker-dealer participant will be approximately 1,174 burden hours per year (149,088 ÷ 127).

iii. Pre-Borrow Notification Requirement

Given no change in this requirement since the most recent PRA renewal for Rule 204, the Commission estimates, consistent with the time estimates in the Supporting Statement for that PRA renewal, that it will take a participant of a registered clearing agency no more than approximately 0.16 hours (10 minutes) to notify all broker-dealers from which the participant receives trades for clearance and settlement (1) that the participant has a fail to deliver position in an equity security at a registered clearing agency that has not been closed out in accordance with

⁷ DERA estimates that during 2020 approximately 49.2% of trade volume was long. DERA estimates that there were approximately 7,450 average daily fail to deliver positions during 2020. Across 127 broker-dealer participants of the NSCC, the number of securities per participant per day is approximately 59 (7,450 ÷ 127) equity securities. 49.2% of 59 equity securities per trading day equals approximately 29 securities per day.

the requirements of Rule 204(a), and (2) when the purchase that the participant has made to close out the fail to deliver position has cleared and settled at a registered clearing agency. Since Rule 204 was adopted in 2009, participants have developed the necessary communication mechanisms to comply with the notification requirement of Rule 204(c). These Rule 204(c) communication mechanisms, and the time estimates for completing the procedures involved, likely evolved from the participant's legacy Rule 203(b) Threshold Securities communication mechanisms and legacy Rule 204T communication mechanisms. Accordingly, the Commission believes the estimated time frame for notification by the participant would remain consistent with the time frame stated in the prior PRA Supporting Statement for Rule 204.

As of December 31, 2020, there were 127 participants of NSCC that were registered as broker-dealers. If a participant of a registered clearing agency has a fail to deliver position in an equity security, the participant must determine whether the fail to deliver position was closed out in accordance with Rule 204(a). The Commission estimates that a participant of a registered clearing agency will have to make such determination with respect to approximately 59 equity securities per day.⁸

The Commission estimates a total of 1,895,729 potential notifications in accordance with Rule 204(c) across all participants per year (127 broker-dealer participants notifying broker-dealers once per day on 59 securities, multiplied by 253 trading days in 2020). The total estimated annual burden hours per year will be approximately 303,317 (1,895,729 multiplied by 0.16 hours/notification). The Commission estimates that the paperwork burden for the notification requirement for each broker-dealer participant will be approximately 2,388 burden hours per year (303,317 ÷ 127).

iv. Certification Requirement

Given no change in this requirement since the most recent PRA renewal for Rule 204, the Commission estimates, consistent with the time estimates in the Supporting Statement for that PRA renewal, that it will take a broker or dealer no more than approximately 0.16 hours (10 minutes) to certify to the participant that it has not incurred a fail to deliver position on settlement date for a long or short sale in an equity security for which the participant has a fail to deliver position at a registered clearing agency or that the broker or dealer is in compliance with the requirements set forth in the pre-fail credit provision of Rule 204(e). Since Rule 204 was adopted in 2009, brokers or dealers have developed the necessary communication mechanisms in order to comply with the certification requirement of Rule 204(b). These Rule 204(b) communication mechanisms, and the time estimates for completing the procedures involved, likely evolved from the broker's or dealer's legacy Rule 203(b) Threshold Securities communication mechanisms and legacy Rule 204T communication mechanisms. Accordingly, the Commission believes the estimated time frame for certification by the broker or dealer would remain consistent with the time frame stated in the prior PRA Supporting Statement for Rule 204.

⁸ See supra note 7.

As of December 31, 2020, there were 3,551 registered broker-dealers. Each of these broker-dealers may clear trades through a participant of a registered clearing agency. If the broker-dealer determines that it has not incurred a fail to deliver position on settlement date for a long or short sale in an equity security for which the participant has a fail to deliver position at a registered clearing agency or has purchased or borrowed securities in accordance with the pre-fail credit provision of Rule 204(e), the Commission estimates that a broker-dealer could have to make such determination with respect to approximately 2.1 securities per day.⁹ The Commission estimates that each such registered broker-dealer could have to certify to a participant that the broker-dealer has not incurred a fail to deliver position on settlement date for a long or short sale in an equity security for which the participant has a fail to deliver position at a registered clearing agency or, alternatively, that the broker-dealer is in compliance with the requirements set forth in the pre-fail credit provision of Rule 204(e) a total of 1,886,646 times per year across all such registered broker-dealers (3,551 registered broker-dealers certifying once per day on 2.1 securities, multiplied by 253 trading days in 2020). **The total approximate estimated annual burden hours per year will be approximately 301,864 (1,886,646 multiplied by 0.16 hours/certification). The Commission estimates that the paperwork burden for the certification provision for each registered broker-dealer will be approximately 85 burden hours per year (301,864 ÷ 3,551).**

v. Pre-Fail Credit Demonstration Requirement

Given no change in this requirement since the most recent PRA renewal for Rule 204, the Commission estimates, consistent with the time estimates in the Supporting Statement for that PRA renewal, that it will take a broker-dealer no more than approximately 0.16 hours (10 minutes) to demonstrate that it has a net long position or net flat position on its books and records on the day of the purchase or borrow of securities supporting its claim to pre-fail credit. Since Rule 204 was adopted in 2009, brokers or dealers have developed the necessary mechanisms to comply with the demonstration requirement of Rule 204(e). These Rule 204(e) mechanisms, and the time estimates for completing the procedures involved, likely evolved from the broker's or dealer's legacy Rule 203(b) Threshold Securities communication mechanisms and legacy Rule 204T communication mechanisms. Accordingly, the Commission believes the estimated time frame for demonstration by the broker or dealer would remain consistent with the time frame stated in the prior PRA Supporting Statement for Rule 204.

As of December 31, 2020, there were 3,551 registered broker-dealers. If a broker-dealer purchased or borrowed securities in accordance with the conditions specified in Rule 204(e) and determined that it had a net long position or net flat position on the settlement day for which the broker-dealer is claiming pre-fail credit, the Commission estimates that a broker-dealer could have to make such determination with respect to approximately 2.1 securities per day.¹⁰

The Commission estimates that the total number of times per year that such registered broker-dealers could have to demonstrate on their respective books and records that the broker-dealer has a net long position or net flat position on the settlement day for which the broker-dealer is claiming pre-fail

⁹ See supra note 5.

¹⁰ See supra note 5.

credit is 1,886,646 (3,551 registered broker-dealers checking for compliance once per day on 2.1 equity securities, multiplied by 253 trading days in 2020). **The total approximate estimated annual burden hours per year will be 301,864 (1,886,646 multiplied by 0.16 hours/demonstration). We estimate that the paperwork burden for compliance with the demonstration requirement of Rule 204(e)(4) for each registered broker-dealer will be approximately 85 burden hours per year (301,864 ÷ 3,551).**

13. Costs to Respondents

Rule 204 was adopted in 2009. It is not anticipated that respondents will have to incur any additional one-time capital or startup costs or ongoing operations and maintenance costs to comply with Rule 204, as participants should already have in place the mechanisms that are necessary to comply with Rule 204.

14. Costs to Federal Government

Not applicable. Rule 204 does not require any contracting, IT and project or web development costs.

15. Changes in Burden

In 2020, the total aggregate annual record keeping and third-party disclosure burden for the collection of information undertaken pursuant to the notification, demonstration, and certification requirements of Rule 204 is 1,357,997 hours per year (301,864 + 149,088 + 303,317 + 301,864 + 301,864).¹¹ In 2017, the total aggregate annual record keeping and third-party disclosure burden for the collection of information undertaken pursuant to those requirements was 1,276,087 hours per year (275,164 + 174,937 + 275,658 + 275,164 + 275,164). The increase in total aggregate burden hours from 1,276,087 to 1,357,997 is largely due to an increase in the number of average daily fail to deliver positions from 6,868 during 2017 to 7,450 in 2020.

16. Information Collection Planned for Statistical Purposes

Not applicable. The information collection is not used for statistical purposes.

17. Approval to Omit OMB Expiration Date

The Commission is not seeking approval to omit the expiration date.

18. Exceptions to Certification for Paperwork Reduction Act Submissions

This collection complies with the requirements in 5 CFR 1320.9.

¹¹ This information is summarized in the chart in section 12 above.

B. COLLECTIONS OF INFORMATION EMPLOYING STATISTICAL METHODS

This collection does not involve statistical methods.