

Securities Finance Transaction Regulation (SFTR)

Issues and Challenges identified by ISLA SFTR Working Group

July 2022

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Introduction



The International Securities Lending Association (ISLA) has hosted a member led SFTR Working Group since the initial proposal of the regulation. The working group consists of 300+ participants from our membership.

Throughout SFTR's evolution, ISLA has maintained a log of Working Group discussions and would like to share the current list of outstanding issues and challenges related to SFTR's reporting obligations.

ISLA's approach to SFTR reporting is to consolidate opinion and facilitate industry standards. As it relates to this regulation, they can be found on our web site (ISLA Best Practice Handbook).

This document has been created for the regulatory and supervisory community as a representation of industry concerns and for discussion in future reviews or issuance of guidance regarding SFTR obligations.

For each issue/challenge raised, the document offers solutions and proposals and, where possible, data quantification to support that proposal.

ISLA welcomes your feedback and, should any clarification be required, ask that you contact us via the following email address regtech@islaemea.org

1. Execution Timestamp Tolerance

Validation Field(s) in scope – 2.12



ISLA Reference	Challenge(s)	Proposed Solution	Supporting Information
SFTR-452	, , ,	 To increase the timestamp tolerance to at three (3) or more hours which would significantly reduce reconciliation breaks while still providing regulators with useful insight into trading party practices. This proposal would not contradict the spirit of the regulation and would provide additional insight for supervisory bodies. 	 If the tolerance increases to 3 hours, it will reduce mismatches by approximately 52% on UK TR and 49% on EU TR. If the tolerance increases to same day (that is to end of that event day) miss-matches will reduce by approximately 76% on UK TR and 64% on EU TR mismatches. Impact analysis by a large Trade Repository (TR) suggests:

Note: Information gathered from the minutes of the meetings of ISLA SFTR Reconciliation workshop held on 22nd and 24th of April 2021 and 15th of July2021

2. Returns Reporting



ISLA Reference	Challenge(s)	Proposed Solution	Supporting Information
SFTR-337		 All lifecycle events should be reported on an actual basis (rather than contractual) which will represent the most accurate reflection of activity and counterparty exposure, and closely underpin the spirit of the regulation. ISLA members, in the Agent Lenders white paper², are seeking clarification that reporting returns on an actual settlement basis is acceptable, and that this will be considered as part of the SFTR review in 2022. 	N/A

¹ ISLA survey of Agent Lenders on Partial and Full return reporting Best Practices. Annex#1

² White papers sent to ESMA by Agency Lenders on Full and Partial return processing Challenges. Annex#2

³ Cost-benefit analysis carried out by Europe Economics in 2017: https://www.esma.europa.eu/sites/default/files/library/esma70-708036281-82_2017_sftr_final_report_and_cba.pdf

3. Securities without Issuer LEI

How should trades be reported that do not have an Issuer LEI? Validation field(s) in scope – 2.54



ISLA Reference			Challenge(s)		Proposed Solution	Supporting Information
SFTR-697	In the survey of October 2021, ~55,000 unique ISINs with missing Issuers' LEIs¹ were identified as active in securities lending programmes either for trading or as collateral in those activities.			ISLA members propose ⁴ several approaches as potential solutions to this challenge :		
	within that collateral bloc Repository. This validation	k will cause the vertile of the selfect compound and re-emphasis	whole netting set to be is the challenge of repor	ngle security missing the Issuer LEI rejected by the receiving Trade ting data to regulators, possibly eed "process" to correctly report	• Initially to provide a further extension of the current forhearance period ^{2&3} sufficient for exchanges and	Annex#3
	Continent	# of ISINs	Average Loan Value \$	Average Collateral Value \$	Following regulatory agreement through clarification, the	
	Africa	188	\$6,152,843	\$83,447,783,794	adoption of a pragmatic solution to :	
	Asia	13,775	\$732,074,684	\$1,369,614,092,398	1. Utilise a holding place default LEI to allow validation to	
	Europe	3,452	\$323,438,962	\$125,623,684,958	continue but not interrupt the flow of reported data ⁴ .	
	North America	33,398	\$856,393,582	\$707,195,608,095	or	
	Oceania	2,251	\$248,932,486	\$57,628,984,334	2. Use of the underlying Exchange's LEI in place of missing	
	South America	566	\$0	\$30,277,178	LEIS ⁴ .	
	International CSD	1,340	\$141,590,640	\$1,039,524,240,661		
	Grand Total	54,970	\$2,308,583,198	\$3,383,064,671,417		

 $^{^{1}}$ Surveys conducted by ISLA 2021 – data shared with GLEIF and ANNA. Annex#3

² FCA Notification of Forbearance of LEI reporting: https://www.fca.org.uk/markets/sftr/news

³ ESMA Letter on extending timeline to enforce LEI reporting: https://www.esma.europa.eu/sites/default/files/library/esma74-362-1934 updated lei statement sftr.pdf

⁴ In reference to the discussion and action points from the SFTR WG meetings held on 17/12/2021, 20/01/2022, 24/02/2022 & 28/03/2022

4. Trading Venue

Allocations booked under a non-disclosed Agent Lender model Validation field(s) in scope – 2.08



ISLA Reference	Challenge(s)	Proposed Solution	Supporting Information
SFTR-28 SFTR-457	In July 2020 ISLA, on behalf of its members, consulted with ESMA regarding a set of questions intended to create further clarity on the subject of:	ISLA members propose ³ that:	Impact analysis by a Trade Repository suggests:
	"Whether allocations booked under a non-disclosed Agent Lender model should ever be reported as concluded on a Trading Venue in Field 2.08" 1&2 In response to the consultation letter ESMA requested further information and clarity on those questions. Please see 1&2 Annex#4 Correspondence regarding Trading Venue	• Whether securities lending counterparts might report allocations under non-disclosed Agent Lender model "XXXXX" in place of Trading Venue MIC code in field 2.08	are associated with agent lender submissions.

¹ Detailed Question and Answer email communication with ESMA. Annex#4

² Questions initially sent to ESMA with collective consideration from industry members. Annex#4

³ In reference to the discussion and action points from the SFTR WG meetings held on 17/12/2021, 20/01/2022, 24/02/2022 & 28/03/2022

5. Insufficient Granularity within Primary Key for Net Exposure Collateral

Validation field(s) in scope – 1.03, 1.11 & 2.09



ISLA Reference	Challenge(s)	Proposed Solution	Supporting Information
SFTR-451	submission being overwritten by any subsequent	Key reporting fields require additional and explicit Counterparty data Repositories might distinguish and identify the reports uniquely and accurate Members have identified five (5) additional reporting fields and have propos	ıy.
		Proposal#3: Make a few fields Primary and a few repeatable to mix and match. SFTR Field No. Field name Primary or Repeatable 1.07 Branch of the reporting counterparty Key 1.08 Branch of the other counterparty Key 1.14 Tri-party agent Repeatable on Security Lev 1.18 Agent lender Repeatable on Security Lev 2.96 Collateral Basket Identifier Repeatable on Security Lev	vel

¹ https://www.esma.europa.eu/sites/default/files/library/esma74-362-2176_guidelines_on_calculation_of_positions_in_sfts_by_trade_repositories_amended_17.11.2021.pdf

² These are only high-level examples.

6. Pricing Mismatches due to Tolerance



How will market participants manage pricing discrepancies which cause breaks on matching fields? Validation Field(s) in scope – 2.49, 2.56 & 2.57

ISLA Reference	Challenge(s)	Proposed Solution	Supporting Information			
SFTR-188	There is no tolerance¹ on Fields 2.49 (Security and Commodity price) and 2.56 (Loan Value) and Field 2.57 (Market Value) has a extremely strict tolerance of 0.000005. Matching dates for these fields commence on 1st of January 2023. ISLA members note two major concerns regarding these matching fields: • The Level 3 guidance will cause large amounts of breaks when reconciliation on these fields begins on 1st January 2023 where 'Loan value' (2.56) and Loan 'Market Value' (2.57) are reconciled by the TRs.² • The Level 3 guidance to use ECB FX rates for SFTR reporting was unexpected by the industry and still challenging for firms to implement even after SFTR went live.² • A concern is raised that forcing price convergence in regulatory reporting may by incorrectly representing the books and records of a reporting party. It is noted that centralised pricing was proposed and	the fields 2.49, 2.56 and 2.57 and suggested to bring up the tolerance levels at either of the four: • 0.025% • 0.050% • 0.075% • Or • 0.100%			alidation field:	

²ISLA / FCA SFTR meeting and presentation on 05/03/2020. Annex#5

7. Reporting of Loan and Collateral Data in CORRs (Validation Rules Errors) Validation Field(s) in scope – 2.75



ISLA Reference	Challenge(s)	Proposed Solution	Supporting Information
SFTR-438	As per the Validation Rule ¹ , it was understood that the ESMA's aim was to implement support for reporting CORR messages containing only loan data, collateral data, or both. The industry supported the Regulator's objective of reporting loans and collateral separately in CORR messages. However, the current validation rules (counterparty transaction) did not align with the ESMA's objective. It does align with the separate reporting of loan and collateral in NEWTs (when the collateral is not known until S+1) and separate COLUS. However, to support the inclusion of collateral in CORRs, firms are required to store previously reported collateral and loan data and look this up to include in the CORR messages when a correction to loan or collateral data occurs. The above is a complicated logic to implement, and incurs a high cost from a data storage perspective. Therefore, market participants have adopted a mixture of approaches to overcome the issue however: • Few member firms have managed to implement the logic. • Other firms have opted to report MODIs and COLUs when corrections occur as an alternative (so loan and collateral data can be reported separately).	The validation rules be revisited to facilitate separate loan and collateral data reporting in CORR messages.	N/A

¹ "Report with action type "CORR" can contain only loan data (1.11-1.18, 2.1-2.73, 2.97-2.99) or only collateral data (1.1-1.3, 1.7, 1.8, 1.10, 1.11, 1.14, 1.18, 2.1, 2.3, 2.4, 2.9-2.11, 2.73-2.96, 2.98) or both, and should not be rejected as long as all requirements, as specified in the validation rules for the applicable fields, are fulfilled"

8. Type of Collateral Component and Collateral Basket Identifier issues with NEWT template reporting (Validation Rules Frrors)



ISLA Reference	Challenge(s)	Proposed Solution			
SFTR-438	NEWTs related to Net Exposure SLEB transactions.	• The current validation rules be revisited and corrected to allow securities lending participants to report fields 2.75 and 2.0			
	As these SFTs are collateralised by a pool of collateral, 2.75 and the associated fields for collateral are not applicable, therefore 2.96 must be populated in order for the 'NEWT' to pass the validation.	Business Use Case	Pre-Condition(s)	2.75 (Type of Collateral Component and related fields)	
	The industry is now obliged to report Net Exposure (NE) SLEBs with 2.96 = 'NTAV', which creates misleading data in	Uncollateralised SLEB Individually Collateralised SLEB (Cash Rebates) SLEB against Net Exposure Collateral	2.04 = SLEB and 2.72 = true 2.04 = SLEB and 2.72 = false and 2.73 (NE) = False and type of collateral is cash 2.04 = SLEB and 2.72 = false and 2.73 (NE) = true	Do not populate Populate 2.75 with 'CASH', also populate the related cash collateral fields Do not populate (not possible to)	
	both fields. However this is not a true reflection of the submitters books and records.	Business Use Case	Pre-Condition(s)	2.96 Collateral Basket Identifier	
		Uncollateralised SLEB	2.04 = SLEB and 2.72 = true	Do not populate	
		Individually Collateralised SLEB (Cash Rebates)	2.04 = SLEB and 2.72 = false and 2.73 (NE) = False and type of collateral is cash	Do not populate	
		SLEB against Net Exposure Collateral	2.04 = SLEB and 2.72 = false and 2.73 (NE) = true	Populate with 'NTAV' (populate NTAV for all NE SLEBS as its not possible to report 2.75)	

¹2.75: For action type is NEWT:

Validation Field(s) in scope – 2.75 & 2.96

⁻For SL: If field 2.72 is populated with 'true', this field shall be left blank. Otherwise at least one of the fields 2.75 "Type of collateral component" or 2.96 "Collateral basket identifier should be populated".

²2.96: For action type is NEWT:

⁻ For SL: If field 2.72 is populated with 'true', this field shall be left blank. Otherwise at least one of the fields 2.75 "Type of collateral component" or 2.96" Collateral basket identifier should be populated".

³ ISLA'S SFTR Best Practices https://www.islaemea.org/isla-best-practice-handbook/subsection/SFTR-95/

9. T vs T+1 Reconciliations Issues



ISLA Reference	Challenge(s)	Proposed Solution	Supporting Information
SFTR-448	Securities Lending participants rely on a variety of underlying I platforms to maintain their SFTR activities. These many platforms present a significant diversity in processing abilities and mechanisms and, as it relates to SFTR reporting obligations, the timing of necessary output. As a result, TR submissions may arrive either on T+0 or T+1. This creates a challenge regarding reconciliation of SFTR data within Trade Repository network. From a practical perspective, changes to an entire operating model represent a significant development and therefore an ongoing challenge.	A cost-benefit analysis be undertaken to mandate the reporting of the trade activity to either T+0 or T+1. This guidance, to either of the two options will trigger the necessary development in technical reporting architecture. However, either option will undoubtably incur high development costs.	T+0 basis, compared to 55% of the trades received on a T+1 basis.

¹ISLA FAQ https://www.islaemea.org/isla-best-practice-handbook/subsection/SFTR-448/

10. Post Maturity Date Reconciliations Issue



ISLA Reference	Challenge(s)	Proposed Solution
SFTR-210	The RTS for Trade Repositories mandates that unreconciled SFTR reports should be visible on the daily Trade State Report for 30 days following the maturity or termination of that report.	ISLA members propose several approaches as potential solutions to this challenge:
	 ISLA members raised concerns that: The current validation rules do not allow participants to submit a modification to a report, where the Event Date of the report is greater than the maturity or termination date. The result of this, is that participants are unable to fix unreconciled reports during this 30-day period. In addition, in scenarios where a settled return becomes unsettled again, participants are unable to 'resurrect' the corresponding report. 	Long-term solution: The solution to several reconciliation and pairing issues should be addressed through an amendment to SFTR reporting rules ^{1&2} which would require changes in Level 1 (primary) legislation. Such as:
	This is an acute issue for most of ISLA members, including Agent Lenders, where firms are unable to fulfil the regulatory obligation to match and reconcile reporting with respective counterparties. Where it relates to Agent lenders, the reporting process ⁴ is complex due to: • The unreconciled reports, following maturity or termination, severely impact the Agency lender's reporting (shell vs allocations) to the borrowers due to the mandatory pre-matching conditions for key pairing fields and, therefore, further impacts the timeliness and accuracy of reporting allocations under SFTR. • The reconciliation on the matching platform can only occur with the latest event records received from the agent lenders, which cannot be reconciled on the historical event if not reported or incorrectly reported.	2. Remove the existing limit of 30 day period and reconcile only

¹ ESMA Q&A 6 states that "In line with the paragraph 83 of the Guidelines, the reports with the Event date earlier than the reporting date -1 should not be considered by the TRs for the purpose of constructing the trade state report, therefore the reporting counterparty should submit the reports pertaining to the relevant modifications with the respective "past" event dates. To confirm the current state of the loan data, the reporting counterparty should subsequently send a report with action type "MODI" populating the field "Event date" with the date when report is made (i.e., the same date as the date provided in the field "reporting timestamp"). This last modification report should contain the most up-to-date state of the SFT."

² ESMA Guidelines 2021 paragraph 444. "Furthermore, no SFT can be revived, hence an SFT should be excluded from reconciliation 30 days following the maturity date or early termination of it, i.e., reporting with action type "Termination/Early termination", or "Position component" in accordance with the conditions under Article 2(2)(h) of the RTS on verification. Furthermore, in the case of the reconciliation of the details of collateral, these messages differ from loan messages in that there are no maturity dates. For net exposure-based collateral this means that the date of it is related to the date of the loan side of the SFT. Hence a TR should seek to reconcile this information until thirty days after the termination or maturity of the last loan that is included in the net exposure collateralisation. Moreover, the collateral reconciliation status for net exposure collateral will be repeated for all SFTs included in the net-exposure collateralisation."

³ Please note that the above approach was also proposed by ESMA, in the Consultation paper on EMIR REFIT reporting (July 2021), for derivatives template.

⁴ A case study prepared by a member firm on Agency lending allocations reporting from Borrower's prospective. Annnex#6

11. Reporting of the SFTs with EU central banks



ISLA Reference	Challenge(s)	Proposed Solution	Supporting Information
SFTR-166	SFTs to which the counterparty is a member of the European System of Central Banks (ESCB) ¹ , are only reportable under EU MiFIR and excluded from reporting under EU SFTR ² .		N/A

¹ European System of Central Banks: The ESCB comprises the ECB and the national central banks (NCBs) of all EU Member States whether they have adopted the Euro or not. https://www.ecb.europa.eu/ecb/orga/escb/html/index.en.html?msclkid=227db877a97b11eca6c155f10f6c7596

² https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32015R2365&from=EN

³https://www.fca.org.uk/publication/fca/handbook-notice-96.pdf

12. Method used to provide collateral



Challenge(s)	Proposed solution	Supporting Information
conditions do not meet, the field can be left blank. The absence of similar	 ISLA members propose that: The existing validation rules be revisited to clarify if the wording "Otherwise, it shall be left blank" was purposefully not added under Conditional Validation for 2.20. 	N/A
"Indication whether the collateral is subject to a title transfer collateral arrangement, a securities finance collateral arrangement, or a securities finance with the right of use."		
"Where more than one method was used to provide collateral, the primary collateral arrangement should be specified in this field." Validation rules description ¹ of the field 2.18 states:		
"If, for SL, field 2.73 is populated with 'true', or if field 2.72 is populated with 'false' and field 2.75 is populated with 'SECU', this field shall be populated. Otherwise it shall be left blank "		
	In comparison to field 2.18, it is mentioned in Validation rules that if the conditions do not meet, the field can be left blank. The absence of similar wordings for field 2.20 causes ambiguity where a trade is not collateralised. Validation rules description¹ of the field 2.20 states: "Indication whether the collateral is subject to a title transfer collateral arrangement, a securities finance collateral arrangement, or a securities finance with the right of use." "Where more than one method was used to provide collateral, the primary collateral arrangement should be specified in this field." Validation rules description¹ of the field 2.18 states: "If, for SL, field 2.73 is populated with 'true', or if field 2.72 is populated with 'false' and field 2.75 is populated with 'SECU', this field shall be	In comparison to field 2.18, it is mentioned in Validation rules that if the conditions do not meet, the field can be left blank. The absence of similar wordings for field 2.20 causes ambiguity where a trade is not collateralised. **The existing validation rules be revisited to clarify if the wording "Otherwise, it shall be left blank" was purposefully not added under Conditional Validation for 2.20. **Validation rules description¹ of the field 2.20 states: **Indication whether the collateral is subject to a title transfer collateral arrangement, a securities finance collateral arrangement, or a securities finance with the right of use." **Where more than one method was used to provide collateral, the primary collateral arrangement should be specified in this field." **Validation rules description¹ of the field 2.18 states: **If, for SL, field 2.73 is populated with 'true', or if field 2.72 is populated with 'false' and field 2.75 is populated with 'SECU', this field shall be

¹https://www.esma.europa.eu/sites/default/files/esma74-362-1008_sftr_validation_rules.xlsx

²https://www.islaemea.org/isla-best-practice-handbook/subsection/SFTR-40/

13. General Collateral Indicator



ISLA Reference	Challenge(s)	Proposed Solution	Supporting Information
SFTR-38	In current ESMA guidelines ¹ , field 2.18 only applies to the securities provided as collateral with the validation rules requiring mandatory population of field (2.18) when the Net Exposure (Field 2.73) is "True" for SLEBs. The validation rule causes a reporting issue where Cash is used as collateral. ISLA members concluded ² that Field 2.18 can be populated with GENE ³ or TTCA ⁴ for securities used as collateral. However, for Cash collateral, the field should be populated with GENE to avoid data rejections. Although this is not precisely a challenge, ISLA members concluded ² that as best practice ⁵ and short term solution, field 2.18 should be populated with 'GENE' where Cash collateral is used. This should be done to avoid data rejections. The ISLA SFTR Best Practice on this point is currently "Validation rules (31 Jan 2022) require mandatory population, therefore regarding cash pool collateral a default value of 'GENE' should be used to avoid data rejection".	 Clarification on whether Field 2.18 "General Collateral Indicator" apply only to SECU⁶ collateral? and Since the current Validation rules do not consider Net Exposure SLEBs against a cash pool, would there be a consideration for agreeing with current ISLA Best Practices⁵ that GENE can be populated where collateral type is Cash? Long term solution: The current validation rules be revisited to have provisions for a "Blank" value or any other alternative value that could be populated in Field 2.18 for the cash pool's Net Exposure collateral. 	N/A

 $^{^1}https://www.esma.europa.eu/sites/default/files/library/esma70-151-2838_guidelines_on_reporting_under_sftr.pdf \ under RTS = 248-249$

² From the minutes of SFTR WG Meeting held on 03/11/2021

³ GENE – General Collateral arrangement.

⁴ TTCA – Title Transfer Collateral Arrangement.

⁵ Extract from ISLA's SFTR Best Practices for Field 2.18: https://www.islaemea.org/isla-best-practice-handbook/subsection/SFTR-38/

⁶ SECU – Security Collateral

14. ESMA Q&A update on Reporting of settlement fails under SFTR



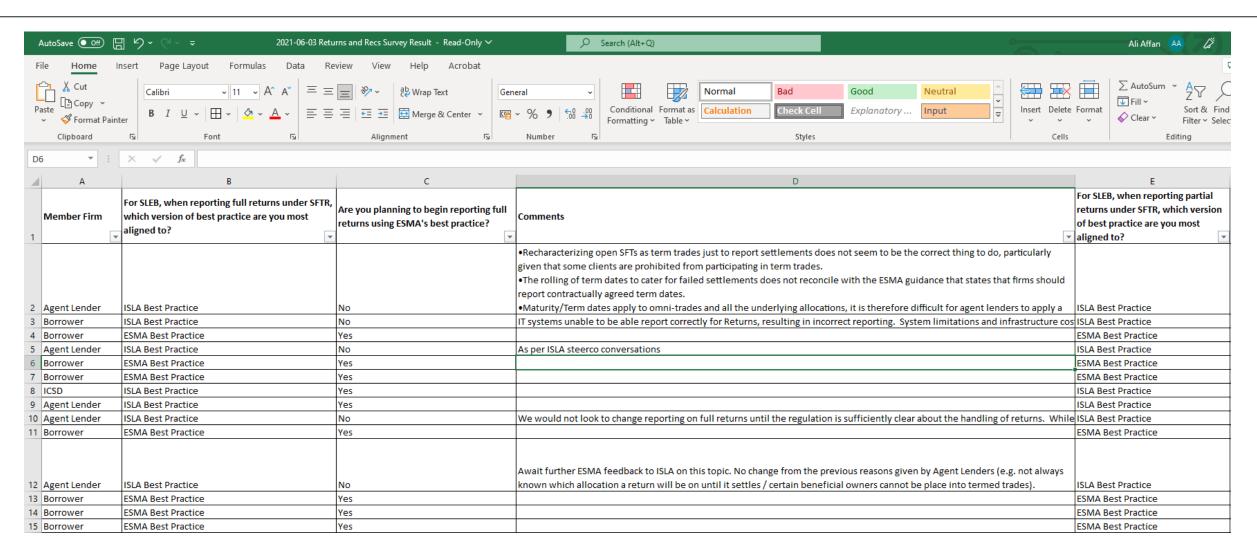
ISLA Reference	Challenge(s)	Proposed Solution			
REG-803	Further to Question 2 of ESMA's SFTR Q&As¹ update (25/Jan/2022) on the reporting of settlements fails, which states:	ISLA members propose several pragmatic approaches that might be consider as potential alternative solutions to this challenge:			
	"Counterparties should report the remaining or outstanding SFT with a new UTI and specify accordingly the complete and accurate details of that SFT and its maturity date."	 Relaxing Validation rules for the maturity dates of the trades regarding reporting failed settlements. 			
	ISLA members raised a number of strong concerns such as : • The unsettled trade(s) remain reflected on books and records as an active exposure, the act of	2. Introducing REVIVE functionality to re-open the historic closed transaction in SFTR reporting in alignment with EMIR reporting ² .			
	generating a new UTI for regulatory reporting would impact up-stream processes. For example, new trade generation is based on trading desk authorities which create new exposures, draws	3. Adding the requirement to report failed settlement on a maturing SFT in the Level 2 legislation.			
	down trading limits and requires new collateral.	Benefits:			
	• The unique nature of the proposed new trade would create double counting of the existing trade, that is not settled and remains active for purpose of exposure and risk measures in	 This will provide an explicit reporting obligation for firms to comply with and ensure that all in-scope firms would report a "MODI". 			
	 Securities Lending platforms until settlement occurs. The proposed fictional trade could create entries in lending ledgers that break concentration limits (e.g., UCITS Efficient Portfolio Management). 	 This will also ensure a 'consistent' reporting approach by counterparties to a transaction. 			
	• Further concerns include the different abilities of the diverse market practitioners. Specifically,	4. Allowing reporting flexibility:			
	that counterparts to a trade would react at different times and ways that will increase reconciliation challenges. E.g. where one party changes and the other has not at the same time.	 Removing the block on back-dated reporting and report corrections after the reporting window for maturity or termination is closed. 			
	 A further concern is the accounting within agent lenders books and records where the lender's loan(s) exist within a shell/omni structure. Creating a 'new' trade would fall outside that 	Or			
	structure and be unrecognizable to the borrower.	• Increase the settlement date to SD+2.			
	ISLA members agree that reporting should reflect the realities of settlement state and resulting exposures, however the nuances of different SFT markets create a challenge that this recent amendment compounds.	The extra day would ensure accurate and consistent reporting of settlement fails by both counterparties to the trade.			

¹ https://www.esma.europa.eu/sites/default/files/library/esma74-362-893_qas_on_sftr_data_reporting.pdf

² https://www.esma.europa.eu/sites/default/files/library/esma74-362-1893_consultation_paper_guidelines_emir_refit_.pdf Point 552-553 Page 207

Annex#1 Extract of ISLA survey of Agent Lenders on Partial and Full return reporting Best Practices.





Annex#2 Extract from White Paper

Sent to ESMA by Agency Lenders on Full and Partial return processing Challenges.



AGENCY LENDING RETURNS REPORTING

Securities lending activity through agent lenders currently represents around 60% of the overall securities lending market. Under the Securities Financing Transaction Regulation (SFTR), the majority of agent lenders are providing both SFTR reporting services to beneficial owners, and also sharing crucial allocation data with borrowers to support their SFTR obligations across loans and collateral. This has involved highly complex proprietary system implementations whilst also making use of one or multiple vendor solutions available in the market. As a result, any significant changes made by agent lenders individually or collectively can have a large impact on the respective systems of beneficial owners and borrowers. It is also important to reiterate that while many agent lenders also participate in Repurchase (REPO) activity as part of their service to underlying beneficial owners, this document is solely looking to address those transactions reported as "SLEB" under SFTR. We are fully aware of the significant legal and operational differences between each of the reportable transaction types and it is absolutely not our intention to comment on anything other than Securities Loans.

The aim of this document, then, is to outline the complexity and impact associated with reporting partial and full returns in a pooled agency lending model. Currently there is no consensus across the securities lending market on how partial and full returns should be reflected in the SFTR report. Initially the best practice from the International Securities Lending Association (ISLA) stated that all lifecycle events should be reported on an actual basis (rather than contractual) as this was acknowledged to provide the most accurate representation of activity and exposure, and best reflect the intention of the regulation.

Within the ESMA Guidelines, some market participants have interpreted the need to report a mix of contractual and actual depending on the type of lifecycle event. ISLA have since removed their best practice and simply state the two options for reporting. As outlined below, it is not seen as practical, appropriate or an accurate reflection of market risk if any reporting on lifecycle events is carried out on a contractual basis.

Making reference to the cost-benefit analysis carried out by Europe Economics in 2017¹, the potential need to change systems to cater for multiple reporting triggers dependent on partial/full returns processing and settlement would see the ongoing costs be much higher than the estimates of $\, \in \, 0.3 \text{m} - \, \in \, 0.6 \text{m}$ for a Tier 1 firm. Cost to implement such a change would be much higher and closer to the original one-off costs per Tier 1 firm of $\, \in \, 2.1 \text{m} - \, \in \, 3.1 \text{m}$. Furthermore, there would be a need to coordinate across the market to ensure that all participants are able to report in such a way, given the current bifurcated approach, this is not viewed as achievable.

Outlined below are various scenarios and detailed impacts which we ask ESMA to take into consideration and provide a response to. We request that in the response, ESMA clarify that reporting on an actual basis is acceptable and that the specific challenges around returns will be considered as part of the SFTR review in 2022. We are committed to providing any further information as required and making ourselves available for discussion to ensure this explanation is clear and understood, and to demonstrate our commitment to work together to reach a conclusion.

¹ https://www.esma.europa.eu/sites/default/files/library/esma70-708036281-82 2017 sftr final report and cba.pdf

Annex#3 LEI Data Table



÷1.

Jurisdictions	# of ISINs Missing LEIs	# <u>of</u> Active ISINs missing LEIs (on Loan)	Average Loan market value (\$)	# of Active ISINs missing LEIs (on Collateral)	Average Collateral market Value (\$)	Sum of Unique Active ISINs	% <u>of</u> Active ISINs Missing LEIs (on Loans)	% of Active ISINs Missing LEIs (on Collateral)	% of Active ISINs Missing LEIs (Overall)
Africa	188	23	6,152,843.1	67	83,447,783,794	74	12%	36%	39%
Airica	100	25	0,132,043.1	07	00,447,700,774		12/0	3070	3370
Asia	13,775	1,071	732,074,684.2	4,609	1,369,614,092,398	4,803	8%	33%	35%
Europe	3,452	209	323,438,962.3	1,228	125,623,684,958	1,245	6%	36%	36%
North America	33,398	2,026	856,393,582.4	8,486	707,195,608,095	9,017	6%	25%	27%
Oceania	2,251	186	248,932,485.9	630	57,628,984,334	637	8%	28%	28%
South America	566	-	-	53	30,277,178	53	0%	9%	9%
International									
CSD	1,340	98	141,590,639.8	745	1,039,524,240,661	745	7%	56%	56%
Grand Total	54,970	3,613	2,308,583,197.6	15,818	3,383,064,671,417	16,574	7%	29%	30%

Annex#4 Correspondence regarding Trading Venue



- •How the scenario described by you relates to the instances described in table 6 of the Guidelines on Reporting under SFTR, under items 2, 7-11?
 - The Omnibus level trade agreed on the Trading Venue is not reportable under SFTR, hence is not listed in the Table 6.
 - Initial allocations to any omnibus loan, (whether the initial omnibus was agreed on a trading venue or not) would fall under Event 7, in Table 6. Reported as NEWTs.
 - A change in allocation to a <u>new</u> beneficial owner / UTI, (whether the initial omnibus was agreed on a trading venue or not) would always fall under Event 8 (full reallocation) ETRM & NEWT or Event 10 (partial reallocation) MODI & NEWT, in Table 6
 - A change in allocation to an existing beneficial owner (whether the initial omnibus was agreed on a trading venue or not) could be handled in one of two ways, depending on the firm's process:
 - Some firms treat the quantity of the increase as a new position with a new UTI and Execution Timestamp, so would again utilise Event 8 (full reallocation) ETRM & NEWT or Event 10 (partial reallocation) MODI & NEWT, in Table 6.
 - Some firms treat the quantity of the increase as an increase to the existing UTI, so would utilise Event 9 (full reallocation) ETRM & MODI & Event 11 (partial reallocation) MODI & MODI, in Table 6.
- •Can you please point out which is the Trading venue where such SFTs are concluded?
 - EquiLend, operating under 2 MIC codes;
 - EquiLend Limited (MIC Code: EQIE) is authorised and regulated as an MTF under MiFID by the Central Bank of Ireland, reference C187728.
 - EquiLend Europe Limited (MIC Code: EQLD) is authorised and regulated by the UK's Financial Conduct Authority (FRN: 225141).
 - No other MIC codes are used in SLEB.
- •Is the Agent lender a member of the Trading venue?
 - Yes. The Borrower also. The Beneficial Owner lending entity would typically not be.
- •Is there any impact if one of the end counterparties are also members of this Trading venue?
 - If an underlying beneficial owner lending counterparty (to whom an Agent Lender has allocated a trade to) is also a member of the Trading Venue, it makes no change to the examples previously supplied. It makes no difference to the trade flow, booking process, nor ongoing maintenance of the open loan. It would merely be a coincidence that the beneficial owner lending counterparty happened to also be a member of the Trading Venue which the Agent Lender has used.
 - The Trading Venue still has no sight of the allocations internal to the Agent Lender. The Trading Venue only sees the omnibus level trade.
- •Are there any allocations when they are not known at all by the Trading venue? If case they are known, what is the timeline by which the Trading venue receives the relevant details?
 - The allocations are not known by the Trading Venue. It is the omnibus trade that is being agreed via the Trading Venue.
 - Allocations are created solely within the Agent Lenders systems.
 - These allocations are shared with the counterparties (borrowers) along with any future unilateral changes made by the Agent Lender.
- •Is there any impediment (e.g. Technical/Legal) for Trading venue to obtain information on the allocation?
 - The Trading Venues role is for initial omnibus level trade negotiation and execution, rather than the allocation of that omnibus trade to underlying Beneficial Owners nor the ongoing monitoring of subsequent allocations made at a later date into that omnibus trade. It is the role of the Agent Lender to allocate trades to its underlying clients and amend those allocations over time to maintain the omnibus level trade with the Borrower.

Annex#5 Extract from ISLA and FCA SFTR meeting on 05 March 2020



SFTR Issues of Concern



3) FX Rates and Pricing (Tolerances on Loan Market & Collateral Market Values set to .0005)

In the final report and guidelines ESMA has stated that it is not possible to increase the tolerance levels which will come into force 12 months after 11 April 2020.

- a. ESMA has stated the industry should align to ECB closing FX rates.
- b. Tolerances are so low for loan and collateral market value (.0005) that counterparties may also need to align prices. Note this is an absolute figure not a %.

ISLA has stated to ESMA in the July 2019 consultation that firms do not expect to change applicable FX rates or market prices in their systems just to fix a tolerance created reconciliation break.

4) Price/Currency/Value (Fields 2.49, 2.50, 2.51) are to be denominated in security currency

Paragraphs 274 & 275: ESMA want fields 2.49 (Security of Commodity Price), 2.50 (Price Currency) and 2.56 (Loan Value) reported in the currency that the security is denominated in. These may not be the values that are actually agreed when then the trade is executed.

This is a known issue to ESMA and would require an amendment to the RTS under any Phase II work which may result in further industry costs.

Annex#6 Agency lending allocations reporting from Borrower's prospective



Extract from a case study prepared by a member firm

Agency lending allocations reporting - Borrower prospective

This note highlights some specifics related to agency lending allocations reporting from borrowers' perspective.

In practice, within the agency lending model, borrowers will send the trades executed with the agent (shell block trades) to a third-party platform to get in return the allocations from agent lenders and report those allocations under SFTR. This is especially critical for undisclosed agency lending model.

Borrower accurate and timely reporting is depending on the following

- · Agent lenders timely reporting and data quality impact borrowers reporting
- Agent lenders decide quantities allocations to end beneficial owners, subsequent life cycle events (partial and full returns). This results in limited control from borrowers to respect T+1 reporting deadline with more stringent criteria for data quality
- triparty agents' collateral data ii,
- key reconciliation fields block shell vs multiple allocations is critical for the reporting
 of borrowers' allocations, same goes for collateral data: this impacts reporting ¹
- synchronization of life cycle events between the borrower and the agent with specific critical impact post terminations / maturity date
- limitations to perform past corrections of errors (sometimes from the agent), due to limitations on backdated corrections iii coupled with technical operating model of vendor platforms where reconciliation is based on last record version, not past events.
 So it is not feasible to remediate missed events.
- Agency Lending reporting dependency on key fields reconciliation shell/ allocations

For the borrower to report accurately and on a timely basis, some key fields on loan and collateral have to pre-match between the borrower shell and the agent allocations within the reporting deadline T+1 while borrower have no control over the data on agents who do not have any reporting obligation under SFTR. This reconciliation shell versus allocations will indirectly impact the accuracy and timeliness of borrower reporting.

Asynchronous life cycle events also impact this critical pre-TR matching, however this synchronization on both sides could prove challenging:

- there could be several dozen intraday allocations from the agent or on triparty agents with corrections, errors, useless events. There is usually no filtering of allocations on agent lender side, and a single file is often difficult as it would imply some retention for events reporting from the agent lender side, hence it is often up to the borrower to filter out all events despite the lead of multiple events heing on the agent lender side.

- there is uncertainty on industry approach on partials and full returns with a market rather split on this case $^{\nu}$

II- SFTR Limitations on past corrections

Past errors corrections for allocations reporting require resending the shell and re-entering the pre-TR reconciliation process via the vendor platform. The difficulty lies in the fact that pre matching platform reconciliation does not base itself on the past event date, but only considers the last version of the events. (This seems to be the same for TR process). There is then a multiplier effect due to allocations and re-allocations along with related collaterals.

Hence, in practice, back reporting of allocations beyond one or two working days is usually not feasible: allocations characteristics would have already moved very fast since that past event date.

Below are some examples where there are issues on back-reporting. Usually, the previous pairing cannot be undone due to limitations on backdated corrections for dead trades. The above issues will occur for the reporting of bilateral trades, but the impact is much worse for agency lending allocations reporting. Examples as follows: initial mispairing to be undone/ corrected while trades are now closed, one side has no open trade anymore, but the other side trades are still open due to errors on closure on one side or the other, or mismatches between termination events, issues related to roll overs with several UTIs hence mispairing shell/ allocations, reallocation / Partial allocation (master agreement not yet technically updated).

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