# **CSA Multilateral Notice and Request for Comment Proposed Amendments to National Instrument 45-106** *Prospectus* **Exemptions** relating to Reports of Exempt Distribution

June 8, 2017

#### Introduction

The Canadian Securities Administrators, other than the British Columbia Securities Commission<sup>1</sup>, (CSA or we) are publishing for a 90-day comment period proposed amendments (the **Proposed Amendments**) to National Instrument 45-106 Prospectus Exemptions (NI 45-**106**) that would amend the report of exempt distribution set out in Form 45-106F1 Report of Exempt Distribution (the **Report**).

The Proposed Amendments are set out in Annex A of this notice. Certain other relevant information is set out in Annexes B through D. This notice will also be available on the following websites of CSA jurisdictions:

www.albertasecurities.com www.fcaa.gov.sk.ca www.msc.gov.mb.ca www.osc.gov.on.ca www.lautorite.qc.ca www.fcnb.ca nssc.novascotia.ca

#### **Substance and Purpose**

Issuers and underwriters who rely on certain prospectus exemptions to distribute securities are required to file the Report within the prescribed timeframe.

#### The Proposed Amendments:

provide greater clarity and flexibility regarding the certification requirement of the Report while still supporting the regulatory objectives of filed Reports being true and complete, and

While the British Columbia Securities Commission is not an authority publishing the Proposed Amendments under this Notice, it anticipates that, subject to receiving the necessary approvals, it will, in the near future, publish for comment proposed amendments that will be consistent with the Proposed Amendments described in this Notice.

 streamline certain information requirements to assist filers in completing the Report while still providing us with the information necessary for oversight and policy development.

The Proposed Amendments are primarily intended to address concerns expressed by foreign dealers conducting offerings into Canada, and Canadian institutional investors, about the unintended effects of the certification requirement and other information requirements in the Report on these offerings. However, we believe the Proposed Amendments will be beneficial to all filers.

The Proposed Amendments also include minor amendments addressing feedback received by CSA staff following the implementation of the Report.

#### **Background**

In April 2016, we published the Report which came into force in all CSA jurisdictions on June 30, 2016.<sup>2</sup> The Report replaced both the prior version of Form 45-106F1 *Report of Exempt Distribution* and Form 45-106F6 *British Columbia Report of Exempt Distribution*. The Report was intended to:

- 1) reduce the compliance burden for issuers and underwriters by having a harmonized report of exempt distribution, and
- 2) provide securities regulators with the necessary information to facilitate more effective regulatory oversight of the exempt market and improve analysis for policy development purposes.

In spring and summer 2016, CSA staff became aware of concerns expressed by foreign dealers conducting offerings into Canada, as well as Canadian institutional investors, about the certification requirements and certain information requirements in the Report. We understand that in certain instances, Canadian institutional investors noted that they had been excluded from participating in foreign offerings into Canada in part due to dealers' concerns regarding the certification of the Report as well as the more extensive information required in the Report.

As a result of these concerns, we provided relief from the requirement to disclose whether a purchaser is a registrant or an insider of the issuer in certain circumstances. This relief was provided by all CSA members, except Ontario, by issuing blanket orders effective June 30, 2016 (the **Blanket Order Relief**). In Ontario, the relief was provided through an Ontario-only amendment that came into force on July 29, 2016.

We understood that there continued to be difficulties in respect of the certification, creating unintended complications in respect of access by Canadian institutional investors to foreign

<sup>&</sup>lt;sup>2</sup> In Ontario, the Report was amended on July 29, 2016 as further described in this section of the notice.

investment opportunities. On September 29, 2016, CSA staff re-issued CSA Staff Notice 45-308 (Revised) *Guidance for Preparing and Filing Reports of Exempt Distribution under National Instrument 45-106 Prospectus Exemptions* to alleviate certain of the concerns raised regarding certification and other matters. The Proposed Amendments are intended to further address these concerns.

# **Summary of the Proposed Amendments**

The key Proposed Amendments together with an explanation of the rationale for each change are summarized below.

# Certification

Item 10 of the Report requires that a director or officer of the issuer or underwriter certify that he or she has read and understood the Report and all of the information provided in the Report is true.

We propose to amend the certification to:

- clarify that the individual certifying the Report is doing so on behalf of the issuer or underwriter,
- require the individual to certify that the information provided in the Report is "true and, to the extent required, complete",
- include a knowledge qualifier,
- permit authorized agents to sign the certification, and
- remove the bold all-caps statement that it is an offence to make a misrepresentation and replace it with a reminder of the obligation to file the Report.

Annex B to this notice includes a blackline of Item 10 indicating the proposed changes and the rationale for each change.

# *Information Requirements*

The table below describes the Proposed Amendments relating to certain information requirements in the Report.

Information Requirement	Proposed Changes					
Item 5 – Issuer Information & Item 6 – Investment Fund Issuer Information						
Item 5g) Public listing status	The Report requires filers to provide the names of all exchanges on which the issuer's securities are listed.					
Item 6e) Public listing status of the investment fund	We propose to amend each of these Items so that filers are only required to provide the name of the exchange on which the issuer's securities primarily trade. Filers					

will still only need to include the name of an exchange for which the issuer has applied for and received a listing.

We believe this amendment will reduce the burden on filers completing the Report for issuers with securities listed on multiple exchanges globally, while still providing information that is relevant for our analysis of exempt market activity.

# Item 9 – Directors, Executive Officers and Promoters of the Issuer

# **Issuer exemption category**

The Report contains an exemption from the information requirement of this Item for five categories of issuers and requires filers to consider and indicate whether each of the exemption categories is applicable to the issuer.

We propose to amend this Item so that filers are only required to indicate one of the applicable exemption categories.

We believe this amendment will reduce the burden on filers by limiting the time and analysis necessary to determine whether an exemption from information required by the Item is available.

# Schedule 1 - Purchaser Information

Details of exemption relied on if relying on section 2.3 [Accredited investor] of NI 45-106<sup>3</sup>

Schedule 1 to the Report requires filers to provide the paragraph number in the definition of "accredited investor" in section 1.1 of NI 45-106 that applies to the purchaser.

We propose to amend Schedule 1 to allow issuers distributing securities to non-individual permitted clients to indicate this without having to specify the applicable paragraph number in the definition of "accredited investor" in section 1.1 of NI 45-106.

We believe this amendment will reduce the burden on filers completing Schedule 1, particularly in circumstances where an issuer is distributing eligible foreign securities only to permitted clients, while still providing information about individual purchasers that

<sup>&</sup>lt;sup>3</sup> In Ontario, the accredited investor exemption is set out under subsection 73.3(2) of the Securities Act (Ontario).

will a work	ssist in our compliance programs and future policy
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#### Other Amendments

The Proposed Amendments also include other minor amendments that:

- reflect changes to how the Bank of Canada publishes foreign exchange rate data,
- reflect the Blanket Order Relief, except in Ontario where the relief has already been adopted,
- clarify certain instructions, and
- update the contact information of the securities regulatory authority or regulator in each local jurisdiction.

We have also included an amendment to the exemption section of NI 45-106 which clarifies the exemption granting authority in Alberta.

#### **Local Matters**

Annex D includes, where applicable, additional information that is relevant in a local jurisdiction only.

# **Request for Comments**

We welcome your comments on the Proposed Amendments.

Please submit your comments in writing on or before September 6, 2017. If you are not sending your comments by email, please send a CD containing the submissions (in Microsoft Word format).

Address your submission to the CSA as follows:

Alberta Securities Commission

Financial and Consumer Affairs Authority of Saskatchewan

Manitoba Securities Commission

**Ontario Securities Commission** 

Autorité des marchés financiers

Financial and Consumer Services Commission (New Brunswick)

Nova Scotia Securities Commission

Superintendent of Securities, Department of Justice and Public Safety, Prince Edward Island

Securities Commission of Newfoundland and Labrador

Superintendent of Securities, Yukon

Superintendent of Securities, Northwest Territories

Superintendent of Securities, Nunavut

Deliver your comments **only** to the addresses below. Your comments will be distributed to the other participating CSA jurisdictions.

The Secretary
Ontario Securities Commission
20 Queen Street West
22<sup>nd</sup> Floor
Toronto, Ontario M5H 3S8
Fax: 416-593-2318
comments@osc.gov.on.ca

Me Anne-Marie Beaudoin Corporate Secretary Autorité des marchés financiers 800, rue du Square-Victoria, 22<sup>e</sup> étage C.P. 246, tour de la Bourse Montréal, Québec H4Z 1G3 Fax: 514-864-6381 consultation-en-cours@lautorite.qc.ca

We cannot keep submissions confidential because securities legislation in certain provinces requires publication of a summary of the written comments received during the comment period. Please note that comments received will be made publicly available and posted on websites of the Alberta Securities Commission at <a href="www.albertasecurities.com">www.albertasecurities.com</a>, the Ontario Securities Commission at <a href="www.auww.osc.gov.on.ca">www.osc.gov.on.ca</a> and the Autorité des marchés financiers at <a href="www.lautorite.qc.ca">www.lautorite.qc.ca</a>, and may be posted on the websites of certain other securities regulatory authorities. You should not include personal information directly in the comments to be published. It is important that you state on whose behalf you are making the submission.

#### **Content of Annexes**

This notice contains the following annexes:

Annex A – Proposed amendments to National Instrument 45-106 *Prospectus Exemptions* 

Annex B – Proposed amendments to Item 10 – Certification of Form 45-106F1 *Report of Exemption Distribution* 

#### **Ouestions**

Please refer your questions to any of the following:

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# **Gloria Tsang**

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Securities Officer Office of the Yukon Superintendent of Securities Government of Yukon 867-667-5466 rhonda.horte@gov.yk.ca

# Jeff Mason

Superintendent of Securities Department of Justice Government of Nunavut 867-975-6591 jmason@gov.nu.ca

#### ANNEX A

# PROPOSED AMENDMENTS TO NATIONAL INSTRUMENT 45-106 PROSPECTUS EXEMPTIONS

- 1. National Instrument 45-106 Prospectus Exemptions is amended by this Instrument.
- 2. Subsection 7.1(3) is amended by adding "Alberta and" before "Ontario".
- 3. Form 45-106F1 Report of Exempt Distribution is amended
  - (a) in section 9, under the heading "A. General Instructions":
    - (i) by deleting "noon" wherever it occurs,
    - (ii) by replacing "recent closing" with "recent daily", and
    - (iii) by deleting "If the Bank of Canada no longer publishes a daily noon exchange rate and closing exchange rate, convert foreign currency using the daily single indicative exchange rate of the Bank of Canada in the same manner described in each of the three scenarios above.";
  - (b) by adding the following under the heading "B. Terms used in the form" before "permitted client":
    - "NRD" means National Registration Database;;
  - (c) by replacing the portion of the form that follows the text under the heading "B. Terms used in the form" and precedes Item 5 of the form with the following:

# Form 45-106F1 Report of Exempt Distribution

ITEM 1 - REPORT TYPE								
New report								
Amended report If amended, provide filing date of report that is being amended. (YYYY-MM-DD)								
ITEM 2 - PARTY CERTIFYING THE REPORT								
Indicate the party certifying the report (select only one). For guidance regarding whether an issuer is an investment fund, refer to section 1.1 of National Instrument 81-106 Investment Fund Continuous Disclosure and the companion policy to NI 81-106.								
Investment fund issuer								
Issuer (other tha	an an investment fund)							
Underwriter								
ITEM 3 – ISSUER NA	AME AND OTHER IDENT	TIFIERS						
Provide the following informat	tion about the issuer, or if the issuer	is an investment fund, about th	ne fund.					
Full leg	gal name							
Previous full leg	Previous full legal name							
If the issuer's name	If the issuer's name changed in the last 12 months, provide most recent previous legal name.							
	Website (if applicable)							
If the issuer has a legal entity i	identifier, provide below. Refer to Pa	rt B of the Instructions for the o	definition of "legal entity identif	ier".				
Legal entity	identifier							
T 4	T							
	RITER INFORMATION	/ C						
	g the report, provide the underwriter	s full legal name and firm INRL	) number.					
Full legal name								
Firm NRD number		(if applicable)						
If the underwriter does not have a firm NRD number, provide the head office contact information of the underwriter.								
Street address		7						
Municipality		Province/State						
Country		Postal code/Zip code						
Telephone number		Website		(if applicable)				

(d) in Item 5(a), by deleting "For more information on finding NAICS industry code go to Statistics Canada's NAICS industry search tool.";

- (e) in Item 5(g), by replacing "If the issuer is publicly listed, provide the names of all exchanges on which its securities are listed. Include only the names of exchanges for which the issuer has applied for and received a listing, which excludes, for example, automated trading systems." with "If the issuer is publicly listed, provide the name of the exchange on which the issuer's securities primarily trade. Only provide the name of an exchange and not a trading facility such as, for example, an automated trading system.";
- (f) in Item 5(g), by replacing "Exchange names" with "Exchange name";
- (g) in Item 6(e), by replacing "If the investment fund is publicly listed, provide the names of all exchanges on which its securities are listed. Include only the names of exchanges for which the investment fund has applied for and received a listing, which excludes, for example, automated trading systems." with "If the investment fund is publicly listed, provide the name of the exchange on which the investment fund's securities primarily trade. Only provide the name of an exchange and not a trading facility such as, for example, an automated trading system.";
- (h) in Item 6(e), by replacing "Exchange names" with "Exchange name";
- (i) in Item 7, by adding "in connection with the distribution" after "or finder's fees";
- (j) in Item 7, by replacing "should" with "must";
- (k) in Item 7(e), by replacing "Security code" with "Convertible/exchangeable security code";
- (l) in Item 9, by replacing "(select all that apply)" with "(Select the one that applies if more than one applies, select only one.)";
- (m)in Item 9, by adding "only" before "eligible foreign securities";
- (n) by replacing Item 10 with the following:

# ITEM 10 - CERTIFICATION

Provide the following certification and business contact information of an officer, director or agent of the issuer or underwriter. If the issuer or underwriter is not a company, an individual who performs functions similar to that of a director or officer may certify the report. For example, if the issuer is a trust, the report may be certified by the issuer's trustee. If the issuer is an investment fund, a director or officer of the investment fund manager (or, if the investment fund manager is not a company, an individual who performs similar functions) may certify the report if the director or officer has been authorized to do so by the investment fund.

The certification may be delegated, but only to an agent that has been authorized by an officer or director of the issuer or underwriter to prepare and certify the report on behalf of the issuer or underwriter.

If the individual completing and filing the report is different from the individual certifying the report, provide his or her name and contact details in Item 11.

The signature on the report must be in typed form rather than handwritten form. The report may include an electronic signature provided the name of the signatory is also in typed form.

Securities legislation requires an issuer or underwriter that makes a distribution of securities under certain prospectus exemptions to file a completed report of exempt distribution.

By completing the information below, I certify, on behalf of the issuer/underwriter/investment fund manager, to the securities regulatory authority or regulator, as applicable, that I have reviewed this report and to my knowledge, having exercised reasonable diligence, the information provided in this report is true and, to the extent required, complete.

Name of issuer/underwriter/ investment fund manager/agent					
Full legal name					
·	Family name	First given name		Secondary given names	
Title					
Telephone number		Email address			
Signature		Date			
•		•	YYYY	MM	DD

- (o) in paragraph e)2. of Schedule 1, by replacing "(select only one)" with "(Select only one if the purchaser is a permitted client that is not an individual, "NIPC" can be selected instead of the paragraph number.)";
- (p) except in Ontario, in Schedule 1, by adding the following below the heading "f) Other information" and before "1. Is the purchaser a registrant? (Y/N)":

Paragraphs f)1. and f)2. do not apply if one or more of the following apply:

- (a) the issuer is a foreign public issuer;
- (b) the issuer is a wholly owned subsidiary of a foreign public issuer;
- (c) the issuer is distributing only eligible foreign securities only to permitted clients.;
- (q) in Ontario, in paragraph f) of Schedule 1, by replacing "In Ontario, clauses" with "Paragraphs":

- (r) in Ontario, in paragraph f) of Schedule 1, by adding "only" before "eligible foreign securities";
- (s) by deleting paragraph f)3. of Schedule 1 and replacing it with the following:
  - 3. Full legal name of any person compensated for the distribution to the purchaser. If a person compensated is a registered firm, provide the firm NRD number only. (Note: the names must be consistent with the names of the persons compensated as provided in Item 8.); and
- (t) by replacing the portion of the Form after the heading "Questions:" with the following:

Refer any questions to:

# **Alberta Securities Commission**

Suite 600, 250 – 5th Street SW Calgary, Alberta T2P 0R4 Telephone: 403-297-6454

Toll free in Canada: 1-877-355-0585

Facsimile: 403-297-2082

Public official contact regarding indirect collection of information: FOIP Coordinator

#### **British Columbia Securities Commission**

P.O. Box 10142, Pacific Centre

701 West Georgia Street

Vancouver, British Columbia V7Y 1L2

Inquiries: 604-899-6854

Toll free in Canada: 1-800-373-6393

Facsimile: 604-899-6581

Email: FOI-privacy@bcsc.bc.ca

Public official contact regarding indirect collection of information: FOI Inquiries

#### The Manitoba Securities Commission

500 – 400 St. Mary Avenue Winnipeg, Manitoba R3C 4K5 Telephone: 204-945-2561

Toll free in Manitoba: 1-800-655-5244

Facsimile: 204-945-0330

Public official contact regarding indirect collection of information: Director

# Financial and Consumer Services Commission (New Brunswick)

85 Charlotte Street, Suite 300

Saint John, New Brunswick E2L 2J2

Telephone: 506-658-3060

Toll free in Canada: 1-866-933-2222

Facsimile: 506-658-3059 Email: info@fcnb.ca

Public official contact regarding indirect collection of information: Chief Executive

Officer and Privacy Officer

# **Government of Newfoundland and Labrador Financial Services Regulation Division**

P.O. Box 8700

Confederation Building 2nd Floor, West Block

Prince Philip Drive

St. John's, Newfoundland and Labrador A1B 4J6

Attention: Director of Securities

Telephone: 709-729-4189 Facsimile: 709-729-6187

Public official contact regarding indirect collection of information: Superintendent of

Securities

# Government of the Northwest Territories Office of the Superintendent of Securities

P.O. Box 1320

Yellowknife, Northwest Territories X1A 2L9

Telephone: 867-767-9305 Facsimile: 867-873-0243

Public official contact regarding indirect collection of information: Superintendent of

Securities

#### **Nova Scotia Securities Commission**

Suite 400, 5251 Duke Street

Duke Tower P.O. Box 458

Halifax, Nova Scotia B3J 2P8 Telephone: 902-424-7768 Facsimile: 902-424-4625

Public official contact regarding indirect collection of information: Executive

Director

# **Government of Nunavut**

# **Department of Justice**

Legal Registries Division

P.O. Box 1000, Station 570

1st Floor, Brown Building

Iqaluit, Nunavut X0A 0H0

Telephone: 867-975-6590 Facsimile: 867-975-6594

Public official contact regarding indirect collection of information: Superintendent of

Securities

# **Ontario Securities Commission**

20 Queen Street West, 22<sup>nd</sup> Floor

Toronto, Ontario M5H 3S8 Telephone: 416-593-8314

Toll free in Canada: 1-877-785-1555

Facsimile: 416-593-8122

Email: exemptmarketfilings@osc.gov.on.ca

Public official contact regarding indirect collection of information: Inquiries Officer

#### **Prince Edward Island Securities Office**

95 Rochford Street, 4th Floor Shaw Building

P.O. Box 2000

Charlottetown, Prince Edward Island C1A 7N8

Telephone: 902-368-4569 Facsimile: 902-368-5283

Public official contact regarding indirect collection of information: Superintendent of

Securities

#### Autorité des marchés financiers

800, rue du Square-Victoria, 22<sup>e</sup> étage

C.P. 246, tour de la Bourse

Montréal, Québec H4Z 1G3

Telephone: 514-395-0337 or 1-877-525-0337

Facsimile: 514-873-6155 (For filing purposes only) Facsimile: 514-864-6381 (For privacy requests only)

Email: financementdessocietes@lautorite.qc.ca (For corporate finance issuers);

fonds\_dinvestissement@lautorite.qc.ca (For investment fund issuers)

Public official contact regarding indirect collection of information: Corporate

Secretary

# Financial and Consumer Affairs Authority of Saskatchewan

Suite 601 - 1919 Saskatchewan Drive Regina, Saskatchewan S4P 4H2

Telephone: 306-787-5842 Facsimile: 306-787-5899

Public official contact regarding indirect collection of information: Director

# Office of the Superintendent of Securities Government of Yukon Department of Community Services

307 Black Street, 1<sup>st</sup> Floor

P.O. Box 2703, C-6

Whitehorse, Yukon Y1A 2C6 Telephone: 867-667-5466 Facsimile: 867-393-6251 Email: securities@gov.yk.ca

Public official contact regarding indirect collection of information: Superintendent of

Securities.

4. This Instrument comes into force on ●.

#### **ANNEX B**

#### Proposed amendments to Item 10 - Certification of Form 45-106F1 Report of Exempt Distribution

# Permitting authorized agents to sign

 This addresses the practical reality that law firms and other filing agents often prepare and file the report.

# Revising what is being certified to "true and, to the extent required, complete"

 This provides a more fulsome certification standard while addressing concerns with certifying completeness when: 1) not all parts of the report are applicable, and 2) in some cases, filers can only select one option when multiple options may apply and there is limited ability to include additional notes in the report.

#### ITEM 10 - CERTIFICATION

Provide the following certification and business contact information of an officer-or, director or agent of the issuer or underwriter. If the issuer or underwriter is not a company, an individual who performs functions similar to that of a director or officer may certify the report. For example, if the issuer is a trust, the report may be certified by the issuer's trustee. If the issuer is an investment fund, a director or officer of the investment fund manager (or, if the investment fund manager is not a company, an individual who performs similar functions) may certify the report if the director or officer has been authorized to do so by the investment fund.

The certification may not be delegated but only to an agent or other individual preparing that has been authorized by an officer or director of the issuer or underwriter to prepare and certify the report on behalf of the issuer or underwriter.

If the individual completing and filing the report is different from the individual certifying the report, provide their his or her name and contact details in Item 11.

The signature on the report must be in typed form rather than handwritten form. The report may include an electronic signature provided the name of the signatory is also in typed form.

#### IT IS AN OFFENCE TO MAKE A MISREPRESENTATION IN THIS REPORT

Securities legislation requires an issuer or underwriter that makes a distribution of securities under certain prospectus exemptions to file a completed report of exempt distribution.

By completing the information below, I certify, on behalf of the issuer/underwriter/investment fund manager, to the securities regulatory authority or regulator, that, as applicable, that I have reviewed this report and to my knowledge, having exercised reasonable diligence, the information provided in this report is true and, to the extent required, complete,

- I have read and understand this report; and
  - all of the information provided in this report is true.

Name of issuer/underwriter/
investment fund
manager/agent

Full legal name

Family name

First given name

Secondary given names

Title

Name of issuer/underwriter/
investment fund manager

Telephone number

Signature

Date

YYYY

MM

DD

Adopting a corporate-style signature block, such that the name of the issuer/underwriter/investment fund manager/agent appears first and, below that, the name of the person signing

• This clarifies that in signing the certification, the individual certifying the report is doing so on behalf of the issuer/underwriter/investment fund manager/agent.

#### Replacing the statement "IT IS AN OFFENCE TO MAKE A MISREPRESENTATION IN THIS REPORT" with a new statement that provides a reminder of the obligation to file the report

• The new statement is intended to serve as a "pause and reminder" to the individual certifying the report of the obligation to file a completed report, thereby deterring misleading and untrue statements and enhancing the integrity of the data collected through the report.

#### Including a knowledge qualifier

 This is intended to address stakeholder concerns that the certification does not have a knowledge qualifier, as found in the certification in several other CSA forms, and to acknowledge the due diligence defence in securities legislation.