DEPARTMENT OF THE TREASURY

Agency Information Collection Activities; Proposed Collection; Comment Request; Bureau of Engraving and Printing Features of Interest Survey for Banknote Equipment Manufacturers

AGENCY: Bureau of Engraving and Printing, Department of the Treasury.

ACTION: Notice.

SUMMARY: The Department of the Treasury, as part of its continuing effort to reduce paperwork and respondent burden, invites the general public and other federal agencies to comment on the proposed information collections listed below, in accordance with the Paperwork Reduction Act of 1995.

DATES: Written comments must be received on or before August 26, 2022.

ADDRESSES: Send comments regarding the burden estimate, or any other aspect of the information collection, including suggestions for reducing the burden, to Crystal Johnson at Bureau of Engraving and Printing, BEP and CRM Customer Support, 14th and C Streets SW, Washington, DC 20228 or by emailing BEM_and_CRM_Customer_Support@bep.gov.

FOR FURTHER INFORMATION CONTACT: Copies of the submissions may be obtained from Crystal Johnson by emailing BEM_and_CRM_Customer_Support@bep.gov, calling (202) 664–3466, or viewing the entire information collection request at www.reginfo.gov.

SUPPLEMENTARY INFORMATION:

Title: Bureau of Engraving and Printing Features of Interest Survey for Banknote Equipment Manufacturers.

OMB Control Number: 1520–NEW.

Type of Review: Request for a new OMB Control Number.

Description: The Bureau of Engraving and Printing Feature of Interest Survey for Banknote Equipment Manufacturers (BEMs) is voluntarily completed by BEM companies to inform BEP’s efforts to develop features to be included in future Federal Reserve Note (FRN) redesigns. The survey gives BEM companies the opportunity to comment whether proposed features and/or FRN redesigns (a.k.a. Features of Interest) can be detected, validated, transported, and stored by their products. Banknote Equipment Manufacturers (BEMs) are companies that produce any type of equipment that handles banknotes for commercial purposes involving accept/reject decisions for FRNs.

Affected Public: Businesses or other for profits.

Estimated Number of Respondents: 50.

Frequency of Response: 3 per year.

Estimated Total Number of Annual Responses: 150.

Estimated Time per Response: 1 hour.

Estimated Total Annual Burden Hours: 150.

Request for Comments: Comments submitted in response to this notice will be summarized and included in the request for Office of Management and Budget approval. All comments will become a matter of public record.

Comments are invited on: (a) whether the collection of information is necessary for the proper performance of the functions of the agency, including whether the information shall have practical utility; (b) the accuracy of the agency’s estimate of the burden of the collection of information; (c) ways to enhance the quality, utility, and clarity of the information to be collected; (d) ways to minimize the burden of the collection of information on respondents, including through the use of technology; and (e) estimates of capital or start-up costs and costs of operation, maintenance, and purchase of services required to provide information.

Authority: 44 U.S.C. 3501 et seq.

Katherine A. Allen,
BEP PRA Clearance Officer.
[FR Doc. 2022–13594 Filed 6–24–22; 8:45 am]
BILLING CODE 4840–01–P

DEPARTMENT OF THE TREASURY

[Docket No. TREAS–DO–2022–0012]

Notice Seeking Public Comment on Additional Transparency for Secondary Market Transactions of Treasury Securities

AGENCY: Department of the Treasury.

ACTION: Notice and request for information.

SUMMARY: The Department of the Treasury (Treasury) is seeking public comment on additional post-trade transparency of data regarding secondary market transactions of Treasury securities, including potential benefits and risks of several examples of potential ways to build on existing public transparency.

DATES: Comments are due by August 26, 2022.

ADDRESSES: You may submit comments using any of the following methods:

Federal eRulemaking Portal: www.regulations.gov. Follow the instructions on the website for submitting comments.

Email: govsecreg@fiscal.treasury.gov. Include docket number TREAS–DO–2002–0012 in the subject line of the message.

All submissions should refer to docket number TREAS–DO–2022–0012. Please submit your comments using only one method, along with your full name and mailing address. We will post comments on www.regulations.gov and www.treasurydirect.gov. In general, comments received, including attachments and other supporting materials, are part of the public record and are available to the public. Do not submit any information in your comments or supporting materials that you consider confidential or inappropriate for public disclosure.

FOR FURTHER INFORMATION CONTACT: Fred Pietrangeli, Director, Office of Debt Management, Office of the Assistant Secretary for Financial Markets, at debtmanagement@treasury.gov or Fredrick.Pietrangeli@treasury.gov. Questions about submitting comments should be directed to Lori Santamorena, Government Securities Regulations Staff, at (202) 504–3632 or govsecreg@fiscal.treasury.gov.

SUPPLEMENTARY INFORMATION:

I. Background

Treasury, in consultation with other members of the Inter-Agency Working Group on Treasury Market Surveillance (IAWG),1 is exploring the possibility of additional post-trade transparency of data for secondary market cash transactions of Treasury securities (which we refer to as the “Treasury securities market” in this request for information).2 Providing additional insight into these transactions may enhance liquidity by fostering a greater understanding of market activity across market segments and supporting the smooth functioning of the Treasury securities market. Additional transparency may also promote greater competition in the Treasury securities

1 The IAWG members are Treasury, the Board of Governors of the Federal Reserve System (Federal Reserve Board), the Federal Reserve Bank of New York (FRBNY), the Securities and Exchange Commission (SEC), and the Commodity Futures Trading Commission (CFTC).

2 In addition, at the November 2021 U.S. Treasury Market Conference, Treasury Under Secretary for Domestic Finance Nellie Liang highlighted past improvements in data quality and transparency and noted Treasury “will consider ways to improve transparency about transactions, such as providing data at a higher frequency, building on lessons learned from the recent expanded reporting of weekly volumes and recognizing investors’ needs to be able to transact quickly in large quantities.”

market. However, based on the vital roles and unique structure of the Treasury securities market, careful consideration is necessary regarding how much and in what form information should be made available, so that market participants are not disincentivized from providing liquidity and one group of participants is not unduly favored over another.

Specifically, consideration is necessary given characteristics of the Treasury market structure that differ from other fixed-income markets, such as differences in market segmentation, overall volumes, individual trades sizes, types of market participants, and methods of execution. Treasury is interested in hearing from the public on the potential benefits and risks of several examples of potential ways to build on existing public transparency.

**IAWG Workstreams**

This request for information regarding additional post-trade transparency for secondary markets—cash transactions of Treasury securities is part of the ongoing work of the IAWG to strengthen the resilience of the Treasury market across all segments, including cash, futures, and financing. As the deepest and most liquid financial market in the world, the Treasury market serves several key functions, including enabling the financing of the federal government at the least cost, providing a safe and liquid asset to support the flow of capital and credit to households and businesses, and facilitating the flow of capital and credit to households and businesses.

In 2018, Treasury conducted an extensive market outreach and analysis to better understand the potential benefits and risks of additional public transparency for Treasury securities TRACE transaction data. Informed by that effort, FINRA, in consultation with Treasury and with the approval of the SEC, began publicly releasing weekly aggregate volumes, referred to as “TRACE Treasury Aggregate Statistics,” in March 2020 based on security type, interdealer or dealer-to-customer venue, remaining term to maturity, and whether the securities were the most recently auctioned (on-the-runs) or were more seasoned (off-the-runs). The following year, enhancements were made to the weekly aggregates, specifically releasing historical data since January 2019 and incorporating the 20-year sector to accommodate the re-introduction of the 20-year nominal coupon bond. Market feedback has indicated the current

**Timeline of Treasury TRACE Data Dissemination and Improving Data Quality**

Beginning in 2017, the Financial Industry Regulatory Authority (FINRA) required its members to report Treasury secondary market transactions through its Trade Reporting and Compliance Engine (TRACE) and shared this data with Treasury, the Federal Reserve Board, FRBNY, the SEC, and the CFTC.

In 2018, Treasury conducted extensive research on the current state and structure of the Treasury securities market, and created a market as a principle to guide public understanding of the quality and availability of Treasury market segments, including cash, funding, and derivatives. In referring to the March 2020 public release of the TRACE Treasury Aggregate Statistics, the Staff Progress Report noted that “given the positive feedback received on the release of this data, and the lack of negative market feedback, it is consistent with prior principles to explore increasing transparency further.”

**Release of Weekly Aggregates Provides Helpful Information without Negative Implications for Liquidity**

Since receiving the TRACE data, Treasury has coordinated with other IAWG members and FINRA to understand how to improve the quality of the TRACE data, principally to better inform the official sector, but also in consideration of potential additional public transparency. FINRA has taken several actions to improve the quality and coverage of the TRACE data, including requiring large alternative trading systems (ATS) to identify non-FINRA member subscribers (such as principal trading firms) on transaction reports, clarifying the exclusion of auction transactions, and requiring FINRA members to separately report transactions that occur within discrete trading sessions on ATSs, thereby more clearly identifying who is trading with whom in certain instances.

In addition, in consultation with Treasury, FINRA solicited comments in December 2020 on potential enhancements to the transaction data reported to TRACE. The potential changes to TRACE reporting of Treasury securities transactions would (1) require more granular timestamps where applicable, (2) shorten the reporting timeframe from end-of-day to within 60 minutes in most cases, (3) standardize price reporting, including separating ATS fees, and (4) introduce new modifiers to identify non-ATS venues, methods of execution, trading units within a firm executing a trade, multi-leg trading strategies, and methods used to clear and settle transactions.

Furthermore, in October 2021 the Federal Reserve Board adopted a proposal to require certain depository institutions to report Treasury securities transactions to TRACE beginning in September 2022. Reporting by

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1. Staff Progress Report (Staff Progress Report), IAWG staff proposed “transparency that fosters public confidence, fair trading, and a liquid market” as a principle to guide public policy decisions in the Treasury securities market, and created a workstream on improving data quality and availability.

2. Staff Progress Report described variations in data quality and availability for various

3. Id.


10. Id.

11. Effective April 1, 2019, large alternative trading systems were required to identify non-FINRA member subscribers on counterparty roles in TRACE reports to be used for regulatory purposes and not made public. See FINRA Regulatory Notice 18–34, available at https://www.finra.org/rules-guidance/notices/18-34.


15. Id.

Recent FINRA Actions

Regarding data quality, in May 2022 FINRA filed with the SEC a proposal to amend its rules for reporting transactions to TRACE, requiring that (1) timestamps for most electronic transactions are reported at the finest increment captured by the execution system, and (2) transactions are generally reported as soon as practicable but no later than 60 minutes.17

Regarding additional transparency, also in May 2022, the FINRA Board of Governors approved the submission to the SEC of a proposal to publish aggregated transaction information on Treasury securities more frequently, in response to a request from Treasury.18

II. Solicitation for Comments

Treasury is seeking public comment on additional post-trade transparency in the Treasury securities market, including potential benefits and risks of several options to build on existing public transparency.

Any additional transparency should take into consideration the differences among security types and trading venues. For example, on-the-run fixed-rate nominal Treasury securities are actively traded, accounting for an average of about 60% of the weekly volume for all Treasury securities,19 with a significant portion occurring on electronic interdealer platforms. In contrast, other Treasury securities, including off-the-run fixed-rate nominal securities, are more often traded between dealers and customers, in larger individual trade sizes, and are more likely to use voice-based methods or electronic request-for-quote. In addition, further differences exist between fixed-rate nominal coupon, bills, floating rate notes (FRN), Treasury inflation-protected securities (TIPS), and STRIPS (Separate Trading of Registered Interest and Principal of Securities).

Other considerations for the design of additional transparency include the timing of reporting of transactions to TRACE and the potential for subsequent revisions to reports. Under current FINRA rules, FINRA members must generally report transactions by the end of the day. As stated above, FINRA’s recent proposal would reduce this timeframe to 60 minutes. In some instances, transactions may be reported late or revised after the reporting timeframe. The current weekly aggregate statistics are released with a lag of two business days to incorporate most of these late or revised transactions. However, after the weekly aggregate statistics are published, they are not amended to incorporate additional late transactions or revisions. If transaction data were released with a shorter delay, additional consideration would need to be given to the potential effects or treatment of late or revised transactions.

Another consideration when evaluating the benefits and risks of additional transparency is measuring liquidity. One common definition of liquidity in the Treasury securities market is the ability to both transact continuously and trade in large quantities at minimal cost.20 Measuring liquidity generally relies on observing a collection of price and quantity metrics, such as the quoted spread between bid and offer prices, the depth of resting orders in a central-limit order book, the replenishment rate of central-limit book orders, or the price impact in response to large net flows. Treasury is also interested in additional perspectives on how best to measure liquidity in the Treasury securities market and how liquidity is likely to change with additional transparency of transactions.

More generally, Treasury seeks feedback on security characteristics, market structure features, and other factors when considering additional transparency, as well as specific recommendations to help ensure the public release of information appropriately balances the benefits and risks.

Responses to the following topics will help inform Treasury’s policy perspectives on additional post-trade transparency:

1.1 What are the main benefits of additional transparency of data regarding transactions in the Treasury securities market? Please elaborate on the benefits. How should the benefits be measured?

1.2 What are the main risks of additional transparency of data regarding transactions in the Treasury securities market? Please elaborate on the risks. How should the risks be measured?

1.3 In what ways would additional transparency further increase public confidence in the Treasury securities market?

1.4 What types of market participants would benefit from additional transparency? Would some market participants derive greater benefit from additional transparency relative to others? If yes, please elaborate on the types of market participants and the specific benefits. 

1.5 What types of market participants would be harmed more from additional transparency? Would some market participants derive greater

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19 Treasury staff calculations based on the publicly available TRACE Treasury Aggregate Statistics for 2021.
harm from additional transparency relative to others? If yes, please elaborate on the types of market participants and the specific harms.

1.6 In what form (e.g., granularity of data, aggregation of data, frequency of release, time of day, data format, etc.) would public release of Treasury securities transactions market data best balance the potential benefits and harms? Please elaborate.

2. Considerations for Additional Public Transparency as it Relates to Market Resilience

2.1 How would additional transparency improve Treasury securities market resilience?

2.2 Please provide specific examples, if applicable, of how additional transparency would have helped improve or hurt market resilience during recent periods of market volatility such as the October 2014 flash rally, the September 2019 repo market pressures, and the March 2020 COVID–19 pandemic-related dislocations.21

2.3 How could additional transparency incentivize intermediation or otherwise improve Treasury securities market liquidity, if at all? Please provide specific examples of how additional transparency could improve market liquidity.

2.4 How could additional transparency disincentivize intermediation or otherwise impair Treasury securities market liquidity, if at all?

3. Considerations for Additional Public Transparency as it Relates to Market Liquidity

3.1 How would you define liquidity in the Treasury securities market?

3.2 What data or metrics should be used to measure liquidity in the Treasury securities market?

3.3 How could additional transparency impact intermediation or otherwise improve Treasury securities market liquidity, if at all? Please provide specific examples of how additional transparency could improve market liquidity.

3.4 How could additional transparency disincentivize intermediation or otherwise impair Treasury securities market liquidity, if at all?

3.5 How should additional transparency vary, if at all, based on (a) security type (i.e., fixed-rate nominal coupons, bills, FRNs, TIPS, and STRIPs), (b) on-the-run or off-the-run status, (c) maturity, or (d) other security characteristics including, but not limited to, average trading volumes or trade size?

3.6 What pricing information would be the most beneficial to release, such as end-of-day prices, volume-weighted average prices, or transaction-level prices? What pricing information would be most harmful to release? Please explain your reasoning and how such information would be of use.

3.7 If price information is aggregated for release, how should the pricing information be calculated, such as for a weighted average? Is there a certain time of day that prices should be captured, or is there a certain time range to calculate averages (e.g., volume-weighted prices by tenor from 9 a.m. to 3.30 p.m.)? Is there a preference for yield or price or some other pricing convention? Please be specific by security type.

3.8 What types of transactions (e.g., swap box, basis, affiliate, and others) should be identified separately due to a different pricing convention that could result in prices appearing to be different from the prevailing market price if not properly identified? How should these trades be identified and represented in the data for public dissemination? What is your view on including indicators for transactions using a different pricing methodology? Should the pricing of different types of transactions be converted to comparable prices? Please elaborate on the benefits and risks.

4. Examples of Additional Transparency

Note the examples presented in this section are designed to illustrate a range of possible degrees of transparency to better understand market participants views on the benefits and risks of additional transparency. These illustrative examples are not the only options for levels of transparency. If market participants have other views, please elaborate.

4.1 Example A. For each individual CUSIP, daily average prices, trade count, and traded volumes could be released. Please comment on the benefits and risks of this example.

4.2 Example B. Adding to Example A, transaction-level details could be released for on-the-run nominal coupons. Please comment on the benefits and risks of this example, including whether transactions above a certain dollar value should disclose the actual trade size or be subject to caps or additional delays. What specific caps or delays would be preferable, if any?

4.3 Example C. Adding to Example B, transaction-level details could be released for every Treasury security. Please comment on the benefits and risks of this example, including whether volume caps or delays should be tailored to different segments based on the different liquidity characteristics of Treasury securities in those segments.

4.4 Are there other examples that Treasury should consider, or modifications to Examples A, B, and C? Please elaborate.

4.5 In addition to the examples above, what are your views on providing transaction-level data with anonymized participant identification, with a significant lag, that could either be available to the public or only be available to academic institutions for the purpose of research?

4.6 Please indicate which of the above examples you most prefer, or if you prefer an outcome not represented in these examples. Please elaborate.

4.7 What are the potential benefits and risks of gradually phasing in additional transparency over time? What lessons can be drawn about phasing from the implementation of additional transparency in other markets? What would be your recommendation for a phase-in schedule?

5. Volumes and Price Considerations and Scope

5.1 Please describe how volume data could be adjusted for large trade sizes if the data is publicly disseminated. For example, should large trades be excluded from aggregates, or large volumes capped if provided at a transaction level as is done for transparency of certain other fixed-income securities? If so, please elaborate on how this should be different for on-the-run versus off-the-run securities, security type, or maturity segment.

5.2 Pre- and post-auction volume-issued volumes through the end of the auction day are currently excluded from the weekly data release. What are your views on continuing to exclude this data or separately identifying pre- or post-auction when-issued volumes?

5.3 How should additional transparency vary, if at all, based on (a) security type (i.e., fixed-rate nominal coupons, bills, FRNs, TIPS, and STRIPs), (b) on-the-run or off-the-run status, (c) maturity, or (d) other security characteristics including, but not limited to, average trading volumes or trade size?

5.4 What pricing information would be the most beneficial to release, such as end-of-day prices, volume-weighted average prices, or transaction-level prices? What pricing information would be most harmful to release? Please explain your reasoning and how such information would be of use.

5.5 If price information is aggregated for release, how should the pricing information be calculated, such as for a weighted average? Is there a certain time of day that prices should be captured, or is there a certain time range to calculate averages (e.g., volume-weighted prices by tenor from 9 a.m. to 3.30 p.m.)? Is there a preference for yield or price or some other pricing convention? Please be specific by security type.

5.6 What types of transactions (e.g., swap box, basis, affiliate, and others) should be identified separately due to a different pricing convention that could result in prices appearing to be different from the prevailing market price if not properly identified? How should these trades be identified and represented in the data for public dissemination? What is your view on including indicators for transactions using a different pricing methodology? Should the pricing of different types of transactions be converted to comparable prices? Please elaborate on the benefits and risks.

6. Other Trade Characteristics

6.1 What additional trade details should be released, such as counterparty types, whether a trade occurs on an ATS, the type of trading venue or venue name, the direction (buy or sell), the trading protocol (e.g., request-for-quote, central limit order book, etc.), or any other details that may be considered? What are the benefits and risks of releasing such additional information?

6.2 The current release provides volume aggregates. How do your views change on what, if any, trade details should be released if the data is disseminated at the transaction level?

6.3 When a trade involves two or more reporting counterparties, should the transaction reports be matched and consolidated before dissemination so that a trade is only reported once? Should only one side of each trade be released? What should be done for a
trade with multiple counterparties (a so-called "one-to-many" trade)?

6.4 Should trades in different market segments or on different venues be displayed differently? For example, the interdealer market often operates on a microsecond level, often through automated trading on electronic centralized order books. In contrast, the dealer-to-customer market, while utilizing electronic trading more than in the past, still exhibits a significant amount of manual or voice-based trades. Should these transactions be treated or displayed differently, and if so, why and in what way?

II. Verification of Publication of Meeting Notice—UCR Executive Director
The UCR Executive Director will verify the publication of the meeting notice on the UCR website and distribution to the UCR contact list via email followed by the subsequent publication of the notice in the Federal Register.

III. Review and Approval of Subcommittee Agenda and Setting of Ground Rules—UCR Audit Subcommittee Chair
For Discussion and Possible Audit Subcommittee Action—The agenda will be reviewed, and the Subcommittee will consider adoption.

IV. Review and Approval of Subcommittee Minutes from the April 14, 2022 Meeting—UCR Audit Subcommittee Chair
For Discussion and Possible Subcommittee Action—Draft minutes from the April 14, 2022 Subcommittee meeting via teleconference will be reviewed. The Subcommittee will consider action to approve.

V. Additional Compliance Evaluation Tools for the Annual State Audit Progress Report—UCR Audit Subcommittee Chair
For Discussion and Possible Subcommittee Action—The UCR Audit Subcommittee Chair will lead a discussion regarding the current evaluation process for the participating states’ audit programs as required by the UCR Agreement. The Subcommittee will discuss options to require states to review and close all bracket 5 and 6 unregistered motor carriers. The Subcommittee may take action to approve and recommend to the UCR Board such requirement as discussed by the Subcommittee.

VI. Potential revisions to the UCR Handbook—UCR Audit Subcommittee Chair and UCR Executive Director
For Discussion and Possible Subcommittee Action—The UCR Audit Subcommittee Chair and UCR Executive Director will lead a discussion regarding potential revisions and clarifications to the language in the UCR Handbook pertaining to the usage of the term "operated" as it relates to a motor carrier beginning operations. An update on other proposed revisions to the UCR Handbook will also be presented and discussed. The Subcommittee may take action to approve proposed revisions to the UCR Handbook and recommend the revisions to the UCR Board.

VII. Motor Carriers Operating Without an Active USDOT Number—UCR Audit Subcommittee Chair
The UCR Audit Subcommittee Vice-Chair will lead a discussion on how often a 49 CFR Section 392.9b (Prohibited Transportation) violation occurs and how to contact operators to remedy the problem.

VIII. State Compliance Review Program—UCR Audit Subcommittee Vice-Chair and UCR Depository Manager
The UCR Audit Subcommittee Chair and the UCR Depository Manager will lead a discussion on program objectives and states scheduled for review in 2022.

IX. Open Discussion Regarding Ways and Means to Increase UCR Registration Percentages—UCR Audit Subcommittee Chair and UCR Audit Subcommittee Vice-Chair
The UCR Audit Subcommittee Chair and UCR Audit Subcommittee Vice-Chair will lead a discussion to share state resources (auditors and other contacts), leveraging partner relationships, auditing tools and other ideas to increase UCR registration percentages to promote improving fairness within the industry.

X. Maximizing the Value of the SHB and Enforcement Efficiency Tools—UCR Audit Subcommittee Chair, UCR Audit Subcommittee Vice-Chair and DSL Transportation Services, Inc. (DSL)
The UCR Audit Subcommittee Chair, UCR Audit Subcommittee Vice-Chair and DSL will provide an update on the value achieved by utilizing the Shadow MCMIS and other tools in the National Registration System (NRS). The discussion will highlight the financial value to the states by businesses for UCR compliance, commercial registration, IFTA, intrastate, and interstate operating authority.

XI. Future Virtual Audit Training Sessions for State Auditors—UCR Audit Subcommittee Chair, UCR Audit Subcommittee Vice-Chair and DSL
The UCR Audit Subcommittee Chair, UCR Audit Subcommittee Vice-Chair and DSL will lead a discussion regarding the value of providing a series of 30-minute virtual audit training sessions.

XII. Future Audit Subcommittee Meetings—UCR Audit Subcommittee Chair and UCR Audit Subcommittee Vice-Chair
The UCR Audit Subcommittee Chair and UCR Audit Subcommittee Vice-Chair will lead a discussion regarding future virtual and in-person meetings.

XIII. Other Items—UCR Audit Subcommittee Chair
The UCR Audit Subcommittee Chair will call for any other items Subcommittee members would like to discuss.

XIV. Adjournment—UCR Audit Subcommittee Chair
The UCR Audit Subcommittee Chair will adjourn the meeting.

The agenda will be available no later than 5 p.m. Eastern time, June 22, 2022 at: https://plan.ucr.gov.

CONTACT PERSON FOR MORE INFORMATION:
Elizabeth Leaman, Chair, Unified Carrier Registration Plan Board of...