(6) "Convicted" includes a verdict, judgment, or plea of guilty, or a finding of guilt on a plea of nolo contendere, if such verdict, judgment, plea, or finding has not been reversed, set aside, or withdrawn, whether or not sentence has been imposed.

(7) "Dealer" means any person regularly engaged in the business of buying and selling securities for his own account, through a broker or otherwise, but does not include a bank, insurance company, or investment company, or any person insofar as he is engaged in investing, reinvesting or trading in securities, or in owning or holding securities, for his own account, either individually or in some fiduciary capacity, but not as a part of a regular business.

(8) "Director" means any director of a corporation or any person performing similar functions with respect to any organization, whether incorporated or unincorporated.

(9) "Exchange" means any organization, association, or group of persons, whether incorporated or unincorporated, which constitutes, maintains, or provides a market place or facilities for bringing together purchasers and sellers of securities or for otherwise performing with respect to securities the functions commonly performed by a stock exchange as that term is generally understood, and includes the market place and the market facilities maintained by such exchange.

(10) "Interstate commerce" means trade, commerce, transportation, or communication among the several States, or between any foreign country and any State, or between any State and any place or ship outside thereof.

(11) "Investment adviser" means any person who, for compensation, engages in the business of advising others, either directly or through publications or writings, as to the value of securities or as to the advisability of investing in, purchasing, or selling securities, or who, for compensation and as part of a regular business, issues or promulgates analyses or reports concerning securities; but does not include (A) a bank, or any holding company affiliate, as defined in the Banking Act of 1933, which is not an investment company; (B) any lawyer, accountant, engineer, or teacher whose performance of such services is solely incidental to the practice of his profession; (C) any broker whose performance of such services is solely incidental to the conduct of his brokerage business and who receives no special compensation therefor; (D) the publisher of any bona fide newspaper, news magazine or business or financial publication of general and regular circulation; (E) any person whose advice, analyses, or reports relate to no securities other than securities which are direct obligations of or obligations guaranteed as to principal or interest by the United States, or securities issued or guaranteed by corporations in which the United States has a direct or indirect interest which shall have been designated by the Secretary of the Treasury, pursuant to section 3 (a) (12) of the Securities Exchange Act of 1934, as exempted securities for the purposes of that Act; or (F) such other persons not within the intent of this paragraph, as the Commission may designate by rules and regulations or order.

(12) "Investment company", "affiliated person", and "insurance company" have the same meanings as in the Investment Company Act of 1940.

(13) "Investment counsel" means an investment adviser who is engaged primarily in rendering investment supervisory services.

(14) "Investment supervisory services" means the giving of continuous advice as to the investment of funds on the basis of the individual needs of each client. For the purposes of this paragraph the term "continuous advice" shall mean at least a quarterly review by the investment adviser of the investments of the client entrusted to his supervision.

(15) "Means or instrumentality of interstate commerce" includes any facility of a national securities exchange.


(17) "Person" means a natural person or a company.

(18) "Security" means any note, stock, treasury stock, bond, debenture, evidence of indebtedness, certificate of interest or participation in any profit-sharing agreement, collateral-trust certificate, preorganization certificate or subscription, transferable share, investment contract, voting-trust certificate, certificate of deposit for a security, fractional undivided interest in oil, gas, or other mineral rights, or, in general, any interest or instrument commonly known as a "security", or any certificate of interest or participation in, temporary or interim certificate for, receipt for, guaranty of, or warrant or right to subscribe to or purchase any of the foregoing.
(19) "State" means any State of the United States, the District of Columbia, Alaska, Hawaii, Puerto Rico, the Philippine Islands, the Canal Zone, the Virgin Islands, or any other possession of the United States.

(20) "Underwriter" means any person who has purchased from an issuer with a view to, or sells for an issuer in connection with, the distribution of any security, or participates or has a direct or indirect participation in any such undertaking, or participates or has a participation in the direct or indirect underwriting of any such undertaking; but such term shall not include a person whose interest is limited to a commission from an underwriter or dealer not in excess of the usual and customary distributor's or seller's commission. As used in this paragraph the term "issuer" shall include in addition to an issuer, any person directly or indirectly controlling or controlled by the issuer, or any person under direct or indirect common control with the issuer.


(b) No provision in this title shall apply to, or be deemed to include, the United States, a State or any political subdivision of a State, or any agency, authority or instrumentality of any one or more of the foregoing, or any corporation which is wholly owned directly or indirectly by any one or more of the foregoing, or any officer, agent, or employee of any of the foregoing acting as such in the course of his official duty, unless such provision makes specific reference thereto.

REGISTRATION OF INVESTMENT ADVISERS

Sec. 203. (a) Except as provided in subsection (b), it shall be unlawful for any investment adviser, unless registered under this section, to make use of the mails or any means or instrumentality of interstate commerce in connection with his or its business as an investment adviser.

(b) The provisions of subsection (a) shall not apply to—

(1) any investment adviser all of whose clients are residents of the State within which such investment adviser maintains his or its principal office and place of business, and who does not furnish advice or issue analyses or reports with respect to securities listed or admitted to unlisted trading privileges on any national securities exchange; 

(2) any investment adviser whose only clients are investment companies, and insurance companies; or

(3) any investment adviser who during the course of the preceding twelve months has had fewer than fifteen clients and who does not hold himself out generally to the public as an investment adviser.

(c) Any investment adviser, or any person who presently contemplates becoming an investment adviser, may register under this section by filing with the Commission an application for registration. Such application shall contain such of the following information, in such form and detail, as the Commission may be rules and regulations prescribe as necessary or appropriate in the public interest or for the protection of investors:

(1) information in respect of—

(A) the name and form of organization under which the investment adviser engages or intends to engage in business; the name of the State or other sovereign power under which such investment adviser is organized; the location of his or its principal business office and branch offices, if any; the names and addresses of his or its partners, officers, directors, and persons performing similar functions or, if such an investment adviser be an individual, of such individual; and the number of his or its employees;

(B) the education, the business affiliations for the past ten years, and the present business affiliations of such investment adviser and of his or its partners, officers, directors, and persons performing similar functions and of any controlling person thereof;

(C) the nature of the business of such investment adviser, including the manner of giving advice and rendering analyses or reports;

(D) the nature and scope of the authority of such investment adviser with respect to clients' funds and accounts;

(E) the basis or bases upon which such investment adviser is compensated; and

(F) whether such an investment adviser or any partner, officer, director, person performing similar function or controlling person thereof (i) within ten years of the filing of such application has been convicted of
any felony or misdemeanor of the character described in paragraph
(1) of subsection (d), or (ii) is permanently or temporarily enjoined by
an order, judgment, or decree of the character described in paragraph (2)
of subsection (d) and in each case the facts relating to such conviction
or injunction; and
(2) a statement as to whether such investment adviser is or is to become
an investment counsel.
Except as hereinafter provided, such registration shall become effective thirty
days after receipt of such application by the Commission, or in such shorter
period of time as the Commission may determine. Any amendment of an
application filed not more than fifteen days after the filing of such application shall
be deemed to have been filed with and as a part of such application. Any amend-
ment of an application filed more than fifteen days after the filing of such applica-
tion and before such application becomes effective shall be deemed a new applica-
tion incorporating by reference the unamended items of the earlier application.
Any amendment filed after the application has become effective shall become
effective thirty days after the filing thereof, or at such earlier date as the Commis-
ion may order.
(d) The Commission after hearing may by order deny registration to or revoke
or suspend the registration of an applicant under this section, if the Commission
finds that such denial, revocation, or suspension is in the public interest and
that such investment adviser or any partner, officer, director, person performing
similar function, or controlling person thereof—
(1) within ten years of the issuance of such order, has been convicted of
any felony or misdemeanor involving the purchase or sale of any security
or arising out of any conduct or practice of such investment adviser or
affiliated person as an investment adviser, underwriter, broker, or dealer,
or as an affiliated person or employee of any investment company, bank, or
insurance company:
(2) at the time of the issuance of such order, is permanently or temporarily
enjoined by order, judgment, or decree of any court of competent jurisdiction
from acting as an investment adviser, underwriter, broker, or dealer, or as
an affiliated person or employee of any investment company, bank, or
insurance company, or from engaging in or continuing any conduct or practice
in connection with any such activity or in connection with the purchase or
sale of any security; or
(3) has violated the provisions of section 207 of this title.
(e) The commencement of a proceeding to deny registration under this section
shall not operate to postpone the effective date of registration unless the Com-
mis-sion shall find that such postponement is necessary in the public interest and
shall so order, but no such order shall operate to postpone such effective date
for more than three months.
(f) Any successor to the business of an investment adviser registered under this
section shall be deemed likewise registered hereunder, if within thirty days from
its succession to such business it shall file an application for registration under
this section, unless and until the Commission, pursuant to subsection (d) of th's
section, shall deny registration to or revoke or suspend the registration of such
successor.
(g) Any person registered under this section may, upon such terms and condi-
tions as the Commission finds necessary in the public interest or for the protection
of investors, withdraw from registration by filing a written notice of withdrawal
with the Commission. If the Commission finds that any person registered under
this section, or who has pending an application for registration filed under this
section, is no longer in business or is not engaged in business as an investment
adviser, the Commission shall by order cancel the registration of such person.

ANNUAL AND OTHER REPORTS

Sec. 204. Every investment adviser registered under section 203 of this title
shall file with the Commission such annual and special reports, in such form as the
Commission by rules and regulations may prescribe for the purpose of keeping
reasonably current the information contained in the registration application.

INVESTMENT ADVISORY CONTRACTS

Sec. 205. No investment adviser registered under section 203 shall make use
of the mails or any means or instrumentality of interstate commerce, directly or
or indirectly, to enter into, extend, or renew any investment advisory contract,
or in any way to perform any investment advisory contract entered into, extended, or renewed on or after the effective date of this title, if such contract—

1. provides for compensation to the investment adviser on the basis of a share of capital gains upon or capital appreciation of the funds or any portion of the funds of the client;

2. fails to provide, in substance, that no assignment of such contract shall be made by the investment adviser without the consent of the other party to the contract; or

3. fails to provide, in substance, that the investment adviser, if a partnership, will notify the other party to the contract of any change in the membership of such partnership within a reasonable time after such change.

As used in this section, "investment advisory contract" means any contract or agreement whereby a person agrees to act as investment adviser or to manage any investment or trading account for a person other than an investment company. Paragraph (1) of this section shall not be construed to prohibit an investment advisory contract which provides for compensation based upon the total value of a fund averaged over a definite period, or as of definite dates, or taken as of a definite date.

PROHIBITED TRANSACTIONS BY REGISTERED INVESTMENT ADVISERS

Sec. 206. It shall be unlawful for any investment adviser registered under section 203, by use of the mails or any means or instrumentality of interstate commerce, directly or indirectly—

1. to employ any device, scheme, or artifice to defraud any client or prospective client;

2. to engage in any transaction, practice, or course of business which operates as a fraud or deceit upon any client or prospective client;

3. knowingly to sell any security to or purchase any security from any client, or to effect any purchase or sale of any security for the account of any client, without disclosing to such client in writing before the completion of such sale or purchase whether he is acting as a dealer for his own account, as a broker for such customer, or as a broker for some other person, and obtaining the consent of the client thereto.

MATERIAL MISSTATEMENTS

Sec. 207. It shall be unlawful for any person willfully to make any untrue statement of a material fact in any registration application or report filed with the Commission under section 203 or 204, or willfully to omit to state in any such application or report any material fact which is required to be stated therein.

UNLAWFUL REPRESENTATIONS

Sec. 208. (a) It shall be unlawful for any person registered under section 203 of this title to represent or imply in any manner whatsoever that such person has been sponsored, recommended, or approved, or that his abilities or qualifications have in any respect been passed upon by the United States or any agency or any officer thereof.

(b) No provision of subsection (a) shall be construed to prohibit a statement that a person is registered under this title or under the Securities Exchange Act of 1934, if such statement is true in fact and if the effect of such registration is not misrepresented.

(c) It shall be unlawful for any person registered under section 203 of this title to represent that he or it is an investment counsel or to use the name investment counsel as descriptive of his or its business unless his or its registration application as amended or as supplemented by the most recent report on file with the Commission states that such person is or is about to become an investment counsel.

ENFORCEMENT OF TITLE

Sec. 209. (a) Whenever it shall appear to the Commission, either upon complaint or otherwise, that the provisions of this title or of any rule or regulation prescribed under the authority thereof, have been or are about to be violated by any person, it may in its discretion require, and in any event shall permit, such person to file with it a statement in writing, under oath or otherwise, as to all the facts and circumstances relevant to such violation, and may otherwise investigate all such facts and circumstances.
(b) For the purposes of any investigation or any proceeding under this title, any member of the Commission or any officer thereof designated by it is empowered to administer oaths and affirmations, subpoena witnesses, compel their attendance, take evidence, and require the production of any books, papers, correspondence, memoranda, contracts, agreements, or other records which are relevant or material to the inquiry. Such attendance of witnesses and the production of any such records may be required from any place in any State or in any Territory or other place subject to the jurisdiction of the United States at any designated place of hearing.

(c) In case of contumacy by, or refusal to obey a subpoena issued to any person, the Commission may invoke the aid of any court of the United States within the jurisdiction of which such investigation or proceeding is carried on, or where such person resides or carries on business, in requiring the attendance and testimony of witnesses and the production of books, papers, correspondence, memoranda, contracts, agreements, and other records. And such court may issue an order requiring such person to appear before the Commission or member or officer designated by the Commission, there to produce records, if so ordered, or to give testimony touching the matter under investigation or in question; and any failure to obey such order of the court may be punished by such court as a contempt thereof. All process in any such case may be served in the judicial district whereof such person is an inhabitant or wherever he may be found. Any person who without just cause shall fail or refuse to attend and testify or to answer any lawful inquiry or to produce books, papers, correspondence, memoranda, contracts, agreements, or other records, if in his or its power so to do, in obedience to the subpoena of the Commission, shall be guilty of a misdemeanor, and upon conviction shall be subject to a fine of not more than $1,000 or to imprisonment for a term of not more than one year, or both.

(d) No person shall be excused from attending and testifying or from producing books, papers, correspondence, memoranda, contracts, agreements, or other records and documents before the Commission, or in obedience to the subpoena of the Commission or any member thereof or any officer designated by it, or in any cause or proceeding instituted by the Commission, on the ground that the testimony or evidence, documentary or otherwise, required of him may tend to incriminate him or subject him to a penalty or forfeiture; but no individual shall be prosecuted or subject to any penalty or forfeiture for or on account of any transaction, matter, or thing concerning which he is compelled to testify or produce evidence, documentary or otherwise, after having claimed his privilege against self-incrimination, except that such individual so testifying shall not be exempt from prosecution and punishment for perjury committed in so testifying.

(e) Whenever it shall appear to the Commission that any person has engaged or is about to engage in any act or practice constituting a violation of any provision of this title, or of any rule, regulation, or order hereunder, it may in its discretion bring an action in the proper district court of the United States, or the proper United States court of any Territory or other place subject to the jurisdiction of the United States, to enjoin such acts or practices and to enforce compliance with this title or any rule, regulation, or order hereunder. Upon a showing that such person has engaged or is about to engage in any such act or practice, a permanent or temporary injunction or decree or restraining order shall be granted without bond. The Commission may transmit such evidence as may be available concerning any violation of the provisions of this title, or of any rule, regulation, or order hereunder, to the Attorney General, who, in his discretion, may institute the appropriate criminal proceedings under this title.

**Publicity**

Sec. 210. (a) The information contained in any registration application or report or amendment thereto filed with the Commission pursuant to any provision of this title shall be made available to the public, unless and except insofar as the Commission, by rules and regulations upon its own motion, or by order upon application, finds that public disclosure is neither necessary nor appropriate in the public interest or for the protection of investors. Photostatic or other copies of information contained in documents filed with the Commission under this title and made available to the public shall be furnished to any person at such reasonable charge and under such reasonable limitations as the Commission shall prescribe.

(b) Subject to the provisions of subsections (c) and (e), of section 209, the Commission shall not make public the fact that any investigation under this title is being conducted, nor shall it make public the results of any such investigation, or
any facts ascertained during any such investigation, except that the provisions of this subsection shall not apply—
(1) in the case of any hearing which is public under the provisions of section 212; or
(2) in the case of a resolution or request from either House of Congress.

(e) No provision of this title shall be construed to require, or to authorize the Commission to require any investment adviser engaged in rendering investment supervisory services to disclose the identity, investments, or affairs of any client of such investment adviser, except as disclosure may be necessary or appropriate in a particular proceeding or investigation having as its object the enforcement of a provision or provisions of this title.

RULES, REGULATIONS, AND ORDERS

SEC. 211. (a) The Commission shall have authority from time to time to make, issue, amend, and rescind such rules and regulations and such orders as are necessary or appropriate to the exercise of the powers conferred upon the Commission elsewhere in this title. For the purposes of its rules or regulations the Commission may classify persons and matters within its jurisdiction and prescribe different requirements for different classes of persons or matters.

(b) Subject to the provisions of the Federal Register Act and regulations prescribed under the authority thereof, the rules and regulations of the Commission under this title, and amendments thereof, shall be effective upon publication in the manner which the Commission shall prescribe, or upon such later date as may be provided in such rules and regulations.

(c) Orders of the Commission under this title shall be issued only after appropriate notice and opportunity for hearing. Notice to the parties to a proceeding before the Commission shall be given by personal service upon each party or by registered mail or confirmed telegraphic notice to the party's last known business address. Notice to interested persons, if any, other than parties may be given in the same manner or by publication in the Federal Register.

(d) No provision of this title imposing any liability shall apply to any act done or omitted in good faith in conformity with any rule, regulation, or order of the Commission, notwithstanding that such rule, regulation, or order at the time when such act or omission occurred, was not in effect or was not in conformity with such rule, regulation, or order.

CEUR, REGULATIONS, AND ORDERS

SEC. 212. Hearings may be public and may be held before the Commission, any member or members thereof, or any officer or officers of the Commission designated by it and appropriate records thereof shall be kept.

COURT REVIEW OF ORDERS

SEC. 213. (a) Any person or party aggrieved by an order issued by the Commission under this title may obtain a review of such order in the circuit court of appeals of the United States within any circuit wherein such person resides or has his principal place of business, or in the United States Court of Appeals for the District of Columbia, by filing in such court, within sixty days after the entry of such order, a written petition praying that the order of the Commission be modified or set aside in whole or in part. A copy of such petition shall be forthwith served upon any member of the Commission, or upon any officer thereof designated by the Commission for that purpose, and thereupon the Commission shall certify and file in the court a transcript of the record upon which the order complained of was entered. Upon the filing of such transcript such court shall have exclusive jurisdiction to affirm, modify, or set aside such order, in whole or in part. No objection to the order of the Commission shall be considered by the court unless such objection shall have been urged before the Commission or unless there were reasonable grounds for failure to do so. The findings of the Commission as to the facts, if supported by substantial evidence, shall be conclusive. If application is made to the court for leave to adduce additional evidence, and it is shown to the satisfaction of the court that such additional evidence is material and that there were reasonable grounds for failure to adduce such evidence in the proceeding before the Commission, the court may order such additional evidence to be taken before the Commission and to be adduced upon the hearing in such manner and upon such terms and conditions as to the court may seem proper. The Commission may modify its findings as to the facts by reason of the additional evidence so taken, and it shall file with the court such modified or new
findings, which, if supported by substantial evidence, shall be conclusive, and its recommendation, if any, for the modification or setting aside of the original order. The judgment and decree of the court affirming, modifying, or setting aside, in whole or in part, any such order of the Commission shall be final, subject to review by the Supreme Court of the United States upon certiorari or certification as provided in sections 239 and 240 of the Judicial Code, as amended.

(b) The commencement of proceedings under subsection (a) shall not, unless specifically ordered by the court, operate as a stay of the Commission's order.

JURISDICTION OF OFFENSES AND SUITS

SEC. 214. The district courts of the United States and the United States courts of any Territory or other place subject to the jurisdiction of the United States shall have jurisdiction of violations of this title or the rules, regulations, or orders thereunder, and, concurrently with State and Territorial courts, of all suits in equity to enjoin any violation of this title or the rules, regulations, or orders thereunder. Any criminal proceeding may be brought in the district wherein any act or transaction constituting the violation occurred. Any suit or action to enjoin any violation of this title or rules, regulations, or orders thereunder, may be brought in any such district or in the district wherein the defendant is an inhabitant or transacts business, and process in such cases may be served in any district of which the defendant is an inhabitant or transacts business or wherever the defendant may be found. Judgments and decrees so rendered shall be subject to review as provided in sections 128 and 240 of the Judicial Code, as amended, and section 7, as amended, of the Act entitled "An Act to establish a court of appeals for the District of Columbia"; approved February 9, 1893. No costs shall be assessed for or against the Commission in any proceeding under this title brought by or against the Commission in any court.

VALIDITY OF CONTRACTS

SEC. 215. (a) Any condition, stipulation, or provision binding any person to waive compliance with any provision of this title or with any rule, regulation, or order thereunder shall be void.

(b) Every contract made in violation of any provision of this title and every contract heretofore or hereafter made, the performance of which involves the violation of, or the continuance of any relationship or practice in violation of any provision of this title, or any rule, regulation, or order thereunder, shall be void (1) as regards the rights of any person who, in violation of any such provision, rule, regulation, or order, shall have made or engaged in the performance of any such contract, and (2) as regards the rights of any person who, not being a party to such contract, shall have acquired any right thereunder with actual knowledge of the facts by reason of which the making or performance of such contract was in violation of any such provision.

ANNUAL REPORTS OF COMMISSION

SEC. 216. The Commission shall submit annually a report to the Congress covering the work of the Commission for the preceding year and including such information, data, and recommendations for further legislation in connection with the matters covered by this title as it may find advisable.

PENALTIES

SEC. 217. Any person who willfully violates any provision of this title shall, upon conviction, be fined not more than $10,000, imprisoned for not more than two years, or both.

EMPLOYEES OF THE COMMISSION

SEC. 218. For the purposes of this title, the Commission may select, employ, and fix the compensation of such attorneys, examiners, and other experts as shall be necessary for the transaction of the business of the Commission in respect of this title without regard to the provisions of other laws applicable to the employment and compensation of officers or employees of the United States; and the Commission may, subject to the civil-service laws, appoint such other officers and employees as are necessary in the execution of the functions of the Commission and fix their salaries in accordance with the Classification Act of 1923, as amended.
SEPARABILITY OF PROVISIONS

Sec. 219. If any provision of this title or the application of such provision to any person or circumstances shall be held invalid, the remainder of the title and the application of such provision to persons or circumstances other than those to which it is held invalid shall not be affected thereby.

SHORT TITLE

Sec. 220. This title may be cited as the "Investment Advisers Act of 1940".

EFFECTIVE DATE

Sec. 221. This title shall become effective on November 1, 1940.

The Chairman. Judge Healy, we will be glad to hear you at this time, sir.

STATEMENT OF ROBERT E. HEALY, COMMISSIONER, SECURITIES AND EXCHANGE COMMISSION, WASHINGTON, D. C.

Mr. Healy. Mr. Chairman and members of the committee, my name is Robert E. Healy. I am a member of the Securities and Exchange Commission.

I had general supervision of the study of investment trusts and investment companies. I appear here on behalf of the Commission and I am authorized to say that the Commission favors the passage of this bill in its present form and respectfully urges upon the committee a favorable report and the passage of the bill at this session.

Mr. Cole. You refer to "this bill," Judge. Which one are you referring to, S. 4108?

Mr. Healy. S. 4108 and H. R. 10065.

The study was authorized by the Public Utility Holding Company Act of 1935. It was not only authorized, we were ordered to make it.

We organized the study about as follows: I was given a very general supervision of it. We put a man named Paul Gourrich who had a background of many years' experience, as statistician and analyst, in charge of it. Under him, in charge of the legal side, was David Schenker, and on the financial side was a man named Spratt, who had had many years' experience as an investment banker and who had had some connection with trusts. Unfortunately, Gourrich's health broke down. He resigned. Spratt had to submit to an operation; developed pneumonia and died. The result is that Schenker for some time has carried three loads. That helps to explain the delay of the Commission in getting its report in this matter to Congress.

The first thing that we did was to prepare some questionnaires. Then it was suggested to the various parts of the industry that they get up some informal committees. They did that. I think the organizations were rather loose ones. Their representatives came and talked with us. Finally it got to a point where they found no particular objections to the questionnaires, so we sent them out.

By the end of 1937 the Commission had received replies from about 700 trusts and companies of all types, and from about 400 investment advisers, or investment counselors, as they are sometimes called. In addition, we sent some men into the field. They made field studies of about 60 companies which had been acquired and absorbed by two large investment companies during the period 1927 to 1935. These two were The Equity Corporation, in which David Milton is an out-