

Proposed Rules

Federal Register

Vol. 60, No. 244

Wednesday, December 20, 1995

This section of the FEDERAL REGISTER contains notices to the public of the proposed issuance of rules and regulations. The purpose of these notices is to give interested persons an opportunity to participate in the rule making prior to the adoption of the final rules.

FEDERAL RESERVE SYSTEM

12 CFR Part 219

[Regulation S; Docket No. R-0906]

Reimbursement for Providing Financial Records; Recordkeeping Requirements for Certain Financial Records

AGENCY: Board of Governors of the Federal Reserve System.

ACTION: Proposed rule.

SUMMARY: The Board of Governors of the Federal Reserve System (Board) is proposing amendments to Subpart A of Regulation S, which implements the requirement under the Right to Financial Privacy Act (RFPA) that the Board establish the rates and conditions under which payment shall be made by a government authority to a financial institution for assembling or providing financial records pursuant to RFPA. These proposed amendments update the fees to be charged and streamlines the subpart generally.

DATES: Comments must be submitted on or before February 20, 1996.

ADDRESSES: Comments should refer to Docket No. R-0906, and may be mailed to William W. Wiles, Secretary, Board of Governors of the Federal Reserve System, 20th Street and Constitution Avenue, N.W., Washington, D.C. 20551. Comments also may be delivered to Room B-2222 of the Eccles Building between 8:45 a.m. and 5:15 p.m. weekdays, or to the guard station in the Eccles Building courtyard on 20th Street, N.W. (between Constitution Avenue and C Street) at any time. Comments received will be available for inspection in Room MP-500 of the Martin Building between 9:00 a.m. and 5:00 p.m. weekdays, except as provided in 12 CFR 261.8 of the Board's rules regarding availability of information.

FOR FURTHER INFORMATION CONTACT: Elaine M. Boutilier, Senior Counsel (202/452-2418), Legal Division, Board of Governors of the Federal Reserve System, Washington, DC 20551. For

users of the Telecommunication Device for the Deaf (TDD), please contact Dorothea Thompson (202/452-3544).

SUPPLEMENTARY INFORMATION:

Background

Section 1115 of the RFPA (12 U.S.C. 3415) requires the Board to establish, by regulation, the rates and conditions under which payment is made by a Government authority to a financial institution for searching for, reproducing, or transporting data required or requested under the RFPA. Shortly after the RFPA was adopted, the Board issued Regulation S (12 CFR 219) to implement this provision (44 FR 55812, September 28, 1979). No changes to the rates have been made since that time. In January 1995, the Board adopted a new Subpart B of Regulation S (to become effective on January 1, 1996¹) and designated this part of Regulation S as Subpart A. 60 FR 231 (January 3, 1995) No substantive changes were made to the newly designated Subpart A. Pursuant to section 303 of the Riegle Community Development and Regulatory Improvement Act of 1994, Pub. L. 103-325 (12 U.S.C. 4803), the Board has reviewed Subpart A of Regulation S and proposes to update it through these amendments. These amendments streamline the regulation by eliminating unnecessary provisions, and they update the rates to be paid and the exceptions to the provisions of this Subpart.

I. Definitions

The definitions in Subpart A reiterate the statutory definitions from the RFPA for the applicable terms of this Subpart. The definition for "directly incurred costs" has been removed and incorporated into the section concerning cost reimbursement.

II. Cost Reimbursement

This section has been streamlined and reorganized to place the rates in a separate Appendix A for clarity and ease of amendment when updating the rates. The proposed amendments also recognize that courts issuing orders or subpoenas in connection with grand jury proceedings must pay the rates set by Subpart A.

¹ In a rulemaking issued on August 24, 1995 (60 FR 44144), the effective date of Subpart B has been delayed until April 1, 1996.

III. Rates

The Board is particularly interested in receiving comments on the rates proposed in Appendix A. It is difficult to establish rates to be applied across all geographic regions and to all depository institutions, regardless of size. While recognizing this difficulty, the Board nevertheless proposes a uniform rate in the belief that administration of a complex fee schedule would be difficult.

A. Reproduction

The rates proposed for reproduction are the same rates used by the Board to charge requesters seeking documents under the Freedom of Information Act (FOIA). The Board establishes its FOIA fees based upon the actual costs of making such reproductions and believes that these costs are similar to those incurred by other entities. The Board welcomes comments on the appropriateness of the proposed fees and any suggested alternative methods of determining the fees.

B. Search and Processing

The proposed fees for search and processing are separated into two categories—clerical/technical and manager/supervisory. Any search for sensitive customer records is likely to involve both clerical staff and managerial staff, who are paid at different levels. The rates set for this reimbursement were calculated using the 1994 Bank Cash Compensation Survey done by the Bank Administration Institute. Based upon the job descriptions in the Cash Compensation Survey, the position of Supervisor, Bookkeeping was used to calculate the managerial rate. The calculation was made based upon the total compensation (with bonus) for all banks on a national average (\$27,600) divided by 2080 hours, adjusted up by 25% to cover benefits, and further adjusted by 3% for inflation since 1994. The clerical rate was calculated in the same way, but using an average of the two job positions of Clerk II (Bookkeeping and Operations @ \$18,100) and Clerk I (Bookkeeping and Operations @ \$15,100). The Board is very interested in receiving comments on the rates and the method of calculation.

IV. Exceptions

This section has been updated to reflect changes in the exceptions listed by the RFPA.

V. Conditions for Payment and Payment Procedures

No substantive changes have been made to these two sections.

Regulatory Flexibility Act

Pursuant to 5 U.S.C. 605, the Board certifies that this proposed rule, if adopted, will not have a significant economic impact on a substantial number of small entities. The proposed rule confers a benefit on financial institutions, including small financial institutions, by providing for reimbursement of certain costs incurred in complying with a requirement to assemble and produce financial records.

Paperwork Reduction Act

In accordance with section 3506 of the Paperwork Reduction Act of 1995 (44 U.S.C. Ch. 35; 5 CFR 1320 Appendix A.1), the Board reviewed the proposed rule under the authority delegated to the Board by the Office of Management and Budget. Comments on the collections of information should be sent to the Office of Management and Budget, Paperwork Reduction Project (7100-0203), Washington, DC 20503, with copies of such comments to be sent to Mary M. McLaughlin, Federal Reserve Board Clearance Officer, Division of Research and Statistics, Mail Stop 97, Board of Governors of the Federal Reserve System, Washington, DC 20551.

The Right to Financial Privacy Act mandates that each financial institution maintain a record of instances in which it releases a consumer's financial information to a government agency. Generally, the institution may not release records until the government agency has notified the consumer of its intent to request the record, together with the reason for the request. Normally, the agency may not obtain records unless it has a subpoena, a search warrant, or an authorization from the consumer.

The Federal Reserve may not conduct or sponsor, and an organization is not required to respond to, this information collection unless it displays a currently valid OMB control number. The OMB control number for the Recordkeeping and Disclosure Requirements in Connection with the Right to Financial Privacy Act is 7100-0203.

Because the records would be maintained at banks, no issue of confidentiality under the Freedom of Information Act arises.

This proposed regulation, 12 CFR 219, has no effect upon the paperwork burden associated with the Recordkeeping and Disclosure Requirements in Connection with the Right to Financial Privacy Act. That hour burden is estimated to be 22 minutes per response. It is estimated that the frequency of response at state member banks is 30 responses per year. Thus the annual hour burden across the 975 state member banks is estimated to be 10,725 hours. Based on an hourly cost of \$20, the annual cost to the public is estimated to be \$214,500.

List of Subjects in 12 CFR Part 219

Banks, banking, Currency, Federal Reserve System, Foreign banking, Reporting and recordkeeping requirements.

For the reasons set out in the preamble, 12 CFR Part 219, as amended at 60 FR 231 and 44144 effective April 1, 1996, is proposed to be amended as set forth below.

PART 219—REIMBURSEMENT FOR PROVIDING FINANCIAL RECORDS; RECORDKEEPING REQUIREMENTS FOR CERTAIN FINANCIAL RECORDS (REGULATION)

Subpart A—Reimbursement to Financial Institutions for Providing Financial Records

1. The authority citation for Subpart A continues to read as follows:

Authority: 12 U.S.C. 3415

2. Subpart A is amended by revising §§ 219.2 through 219.6 to read as follows:

§ 219.2 Definitions.

For the purposes of this subpart, the following definitions shall apply:

Customer means any person or authorized representative of that person who uses any service of a financial institution, or for whom a financial institution acts or has acted as a fiduciary in relation to an account maintained in the person's name. Customer does not include corporations or partnerships comprised of more than five persons.

Financial institution means any office of a bank, savings bank, card issuer as defined in section 103 of the Consumers Credit Protection Act (15 U.S.C. 1602(n)), industrial loan company, trust company, savings association, building and loan, or homestead association (including cooperative banks), credit union, or consumer finance institution, located in any State or territory of the United States, the District of Columbia,

Puerto Rico, Guam, American Samoa, or the Virgin Islands.

Financial record means an original or copy of, or information known to have been derived from, any record held by a financial institution pertaining to a customer's relationship with the financial institution.

Government authority means any agency or department of the United States, or any officer, employee or agent thereof.

Person means an individual or a partnership of five or fewer individuals.

§ 219.3 Cost reimbursement.

(a) *Fees payable.* Except as provided in § 219.4, a government authority, or a court issuing an order or subpoena in connection with grand jury proceedings, seeking access to financial records pertaining to a customer shall reimburse the financial institution for reasonably necessary costs directly incurred in searching for, reproducing or transporting books, papers, records, or other data as set forth in this section. The reimbursement schedule for a financial institution is set forth in Appendix A to this section. If a financial institution has financial records that are stored at an independent storage facility that charges a fee to search for, reproduce, or transport particular records requested, these costs are considered to be directly incurred by the financial institution and may be included in the reimbursement.

(b) *Search and processing costs.* (1) Reimbursement of search and processing costs shall cover the total amount of personnel time spent in locating, retrieving, reproducing, and preparing financial records for shipment. Search and processing costs shall not cover analysis of material or legal advice.

(2) If itemized separately, search and processing costs may include the actual cost of extracting information stored by computer in the format in which it is normally produced, based on computer time and necessary supplies; however, personnel time for computer search may be paid for only at the rates specified in Appendix A to this section.

(c) *Reproduction costs.* The reimbursement rates for reproduction costs for requested documents are set forth in Appendix A to this section. Copies of photographs, films, computer tapes, and other materials not listed in Appendix A to this section are reimbursed at actual cost.

(d) *Transportation costs.* Reimbursement for transportation costs shall be for the reasonably necessary costs directly incurred to transport personnel to locate and retrieve the

requested information, and to convey such material to the place of examination.

**Appendix A to § 219.3—
Reimbursement Schedule**

Reproduction:	
Photocopy, per page15
Paper copies of microfiche, per frame15
Duplicate microfiche, per microfiche30
Computer diskette	5.00
Search and Processing:	
Clerical/Technical, hourly rate ...	11.00
Manager/Supervisory, hourly rate	17.00

§ 219.4 Exceptions.

A financial institution is not entitled to reimbursement under this subpart for costs incurred in assembling or providing financial records or information related to:

(a) *Security interests, bankruptcy claims, debt collection.* Any financial records provided as an incident to perfecting a security interest, proving a claim in bankruptcy, or otherwise collecting on a debt owing either to the financial institution itself or in its role as a fiduciary.

(b) *Government loan programs.* Financial records that are necessary to permit the appropriate government authority to carry out its responsibilities under a government loan, loan guaranty or loan insurance program.

(c) *Nonidentifiable information.* Financial records that are not identified with or identifiable as being derived from the financial records of a particular customer.

(d) *Financial supervisory agencies.* Financial records disclosed to a financial supervisory agency in the exercise of its supervisory, regulatory, or monetary functions with respect to a financial institution.

(e) *Internal Revenue summons.* Financial records disclosed in accordance with procedures authorized by the Internal Revenue Code.

(f) *Federally required reports.* Financial records required to be reported in accordance with any federal statute or rule promulgated thereunder.

(g) *Government civil or criminal litigation.* Financial records sought by a government authority under the Federal Rules of Civil or Criminal Procedure or comparable rules of other courts in connection with litigation to which the government authority and the customer are parties.

(h) *Administrative agency subpoenas.* Financial records sought by a government authority pursuant to an administrative subpoena issued by an

administrative law judge in an adjudicatory proceeding subject to 5 U.S.C. 554, and to which the government authority and the customer are parties.

(i) *Investigation of financial institution or its noncustomer.* Financial records sought by a government authority in connection with a lawful proceeding, investigation, examination, or inspection directed at the financial institution in possession of such records, or at an entity that is not a customer as defined in § 219.2.

(j) *General Accounting Office requests.* Financial records sought by the General Accounting Office pursuant to an authorized proceeding, investigation, examination, or audit directed at a government authority.

(k) *Federal Housing Finance Board requests.* Financial records or information sought by the Federal Housing Finance Board (FHFB) or any of the Federal home loan banks in the exercise of the FHFB's authority to extend credit to financial institutions or others.

(l) *Department of Veterans Affairs.* The disclosure of the name and address of any customer to the Department of Veterans Affairs where such disclosure is necessary to, and used solely for, the proper administration of benefits programs under laws administered by that Department.

§ 219.5 Conditions for payment.

(a) *Direct costs.* Payment shall be made only for costs that are both directly incurred and reasonably necessary to provide requested material. Search and processing, reproduction, and transportation costs shall be considered separately when determining whether the costs are reasonably necessary.

(b) *Compliance with legal process, request, or authorization.* No payment may be made to a financial institution until it satisfactorily complies with the legal process, the formal written request, or the customer authorization. When the legal process or formal written request is withdrawn, or the customer authorization is revoked, or where the customer successfully challenges disclosure to a grand jury or government authority, the financial institution shall be reimbursed for the reasonably necessary costs incurred in assembling the requested financial records prior to the time the financial institution is notified of such event.

(c) *Itemized bill or invoice.* No reimbursement is required unless a financial institution submits an itemized bill or invoice specifically

detailing its search and processing, reproduction, and transportation costs.

§ 219.6 Payment procedures.

(a) *Notice to submit invoice.* Promptly following a service of legal process or request, the court or government authority shall notify the financial institution that it must submit an itemized bill or invoice in order to obtain payment and shall furnish an address for this purpose.

(b) *Special notice.* If a grand jury or government authority withdraws the legal process or formal written request, or if the customer revokes the authorization, or if the legal process or request has been successfully challenged by the customer, the grand jury or government authority shall promptly notify the financial institution of these facts, and shall also notify the financial institution that it must submit an itemized bill or invoice in order to obtain payment of costs incurred prior to the time of the notice to the financial institution receives this notice.

3. Section 219.7 is removed.

By order of the Board of Governors of the Federal Reserve System, December 13, 1995.
William W. Wiles,

Secretary of the Board.

[FR Doc. 95-30725 Filed 12-19-95; 8:45 am]

BILLING CODE 6210-01-P

DEPARTMENT OF TRANSPORTATION

Federal Aviation Administration

14 CFR Part 71

[Airspace Docket No. 95-ACE-17]

Proposed Amendment to Class E Airspace; Muscatine, IA

AGENCY: Federal Aviation Administration (FAA), DOT.

ACTION: Notice of proposed rulemaking.

SUMMARY: This notice proposes to amend the Class E airspace area at Muscatine Municipal Airport, Muscatine, IA. The development of a new Standard Instrument Approach Procedure (SIAP) based on the relocated Port City Very High Frequency Omnidirectional Range/Distance Measuring Equipment (VOR/DME), has made the proposal necessary. The intended effect of this proposal is to provide additional controlled airspace for aircraft executing the SIAP at Muscatine Municipal Airport.

DATES: Comments must be received on or before January 19, 1996.

ADDRESSES: Send comments on the proposal in triplicate to: Manager, Air