



Economic Inclusion:

Meeting the Financial Needs of Low- and Moderate-Income Consumers Through Financial Service Centers

Presented to:
**FDIC Advisory Committee
on Economic Inclusion**

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I. Introduction

Non-bank financial service centers (FSCs) have been providing financial services to millions of consumers for more than 70 years-forging real relationships with the communities and customers they serve. These services are provided with the highest degree of customer service and respect, resulting in extraordinary levels of customer satisfaction. FSCs also provide a gateway to the banking system for many of these individuals.

Financial Service Centers of America (FiSCA) is the trade association representing the expanding FSC industry. FiSCA's membership is nationwide and provides an extensive array of consumer financial services. Our breadth and depth of experience places us in a unique position to assist the FDIC Advisory Committee on Economic Inclusion (ComE-IN) in understanding and serving low- and moderate-income consumers.

FiSCA is in agreement with the FDIC and the Advisory Committee on the need for "economic inclusion." Where the industry and millions of FSC customers depart from the conventional wisdom of those who make policy is the policy makers' focus on the predisposition that the best mechanism for economic inclusion is through direct relationships with banks. FSCs do not believe that low- and moderate-income consumers are "economically excluded" or "financially illiterate" simply because they choose to satisfy their financial needs with providers other than banks. In fact, the success of FSCs bears out almost three decades of research by the Federal Reserve System which shows that millions of low- and moderate-income consumers have little or no interest in direct banking relationships.

It is FiSCA's goal that the Advisory Committee will come to better understand the FSC industry and will recognize that integrating the industry into a comprehensive national plan for "economic inclusion" is a better alternative than attempting to force consumers into a "one-size-fits-all" strategy.

FiSCA further submits that the Advisory Committee can take revolutionary steps by engaging in meaningful dialogue which will lead to actions that will enhance the delivery of financial services to consumers. The first step would be to adopt the 10 proposals set forth in Section XI (Calls to Action) of this presentation.

II. Financial Service Centers: Serving 30 Million Customers

The Financial Service Center industry is a formidable national, and economically significant, force that plays an integral role in the financial framework of millions of American households. Through its **13,000 locations** nationwide, the industry conducts more than **350 million transactions** each year, providing an estimated **\$106 billion in various products and services to an estimated 30 million customers**. Those transactions include more than \$58.3 billion in check cashing transactions, \$17.6 billion in money orders sold, \$8.3 billion in wire remittances, \$13.2 billion in payday advances, and \$5.4 billion in sales of pre-paid stored-value cards. (*Attachment 1*).



III. FiSCA Customer Survey: A Powerful Testimonial of Satisfaction

Consumers choose to utilize FSCs because the products and services match their needs and they are highly satisfied with the way in which their transactions are conducted. Through a national customer satisfaction survey of the FSC industry conducted by Cypress Research Group in 2006 (*Attachment 2*), the data collected underscored that:

- **8 in 10** of customers *rated most features* of their experience at member financial service centers as either *‘excellent’ or ‘very good’*;
- **92%** of survey respondents rated the *overall value* of the money of the services received from *good to excellent*;
- **95%** of respondents rated the *overall quality* of services received as *good to excellent*;
- **75%** indicated that stores *clearly communicate all costs* of products and services;
- **63%** had been *customers* of the location *for at least one year*, while *one-in-five* (21%) had been customers for *five or more years*.

This data provides a powerful testimonial from the customers themselves, who utilize FSCs.

Furthermore, in October of 2007, Synergistics Research Corporation, an independent, nationally recognized provider of consumer research for the banking industry, concluded: “The unbanked choose to use FSCs because of convenience, the right services and the right price . . . (they) exist because they serve people’s needs . . . the unbanked choose FSCs because of the unique product mix, immediate access to cash”

IV. Our Customers: Their Real Financial Needs

Research on FSC customers is extensive. The most significant finding from that research is that, for these customers, access to their money is a real issue. Tying up access to their cash through minimum balance requirements, mandatory deposit amounts, or other restrictions, is not an option, although often required by banks and traditional financial institutions. High fees charged by banks for services, particularly penalty charges, further alienate these consumers and place any related services out of reach.

The needs of low- and moderate income consumers are both basic and easy to identify: 1) immediate liquidity for paper checks (paycheck, benefits check, etc.); 2) the ability to pay bills, rent, etc., often at the last minute to avoid additional fees; 3) the ability to send money to relatives in other states and/or other countries; 4) a safe place to keep whatever cash remains after the first three transactions; and 5) access to small dollar, short-term, unsecured credit. Life in the modern economy gives rise to two additional needs: the ability to build or rehabilitate credit histories, and a form of digital currency to participate in the Internet economy.

These consumers also need access to these services at times and locations that are convenient to them, and that suit non-traditional work schedules that leave little free time. They need the services to be provided in languages they can understand – frequently more than just English or Spanish – by staff that makes them feel comfortable and that reflects the culture, customs and colors of the neighborhood. They need products and services tailored to their unique needs, preferences and economic circumstances, rather than being served “stripped-down” versions of what is designed for more affluent consumers.



V. Financial Service Centers: An Industry Responsive to Consumer Needs

Multiple independent studies have underscored that FSCs serve consumer needs well and provide direct access as deeply-integrated members of the local communities they serve. They provide flexible hours of operation to accommodate residents' varying work schedules. Many locations are open seven days a week, even 24 hours per day. They know the language(s) of the community and they offer a more family-friendly environment than do banks or traditional financial institutions.

A survey conducted on behalf of the U.S. Department of Treasury confirmed that FSCs:

- Offer a wide range of financial services and perform transactions that are needed by the “underbanked” population;
- Are convenient for their customers, because they are open more days and for longer hours than most banks; and
- Offer convenient locations and provide services using the language preferences of their consumers.¹

More recently, an analysis conducted by Synergistics Research Corporation of consumer opinions of FSC products and services cited similar reasons for the success of the industry. According to the study, 77% of consumers select FSCs for their convenient locations; 70% cite convenient hours; and 64% note that FSCs provide “less hassle” than banks. (*Attachment 3*).

The Financial Service Center industry has been successful because it satisfies the most fundamental needs of its customers. These are:

- *Liquidity:*
Banks expect and require that consumers operate on a deposit account relationship basis. That means they must put money into accounts before they can obtain services, and that they cannot draw down their accounts to a zero balance. Although widely misperceived as “free,” the reality is that monthly maintenance fees, minimum balance requirements, per check charges, non-sufficient funds charges, courtesy overdraft fees, and the like combine to make bank services anything but free. Many low- to moderate-income individuals and families cannot afford to leave funds in an account. From time to time, they need all of their money for necessities. FSCs make 100% of those funds available immediately, without overdraft or low-balance fees and penalties.
- *Access (Convenience):*
Low- to moderate-income consumers need convenience of access in the communities where they live and work. Demanding life-styles that may involve multiple jobs, variable work hours, family demands, childcare timetables and other issues mean that consumers need to conduct financial transactions where and when it is convenient, and in a safe environment where they feel comfortable and respected. FSCs maintain stores in the communities where these consumers work and live, offering flexible hours in stores that are accommodating.

¹ The Center for Financial Services Innovation, BAI Webinar, September 20, 2007: “Check Cashing: A Good Acquisition Strategy for the Underbanked” by Jennifer Tescher, Director, Page 8; referencing the study conducted by Dove Consulting on behalf of the U.S. Department of Treasury, “Survey of Non-Bank Financial Institutions”, April 4, 2000.



- *Service*

Hardworking customers are pressed for time and need fast service, as well as trustworthy and reliable information. They also need much more than access to cash in order to function. FSCs provide a full range of services, from bill payments, debit cards, money transfers, transit system access cards, ATM access and a variety of other services. FSCs provide excellent service with fast moving lines, cashiers who speak the languages of the community, and who understand customers' needs and concerns.

- *Transparency*

Low- and moderate-income consumers need to manage tight budgets and cannot be subject to surprise fees and incomprehensible charges. When money is tight, an unexpected charge can be catastrophic. Unlike banks, all fees charged by FSCs are posted and known up front – there are no surprises. All fees are paid at the time of the transaction, at the point of sale.

We note that former New York State Superintendent of Banks Diana Taylor, in an October, 2005 address to FiSCA, recognized that FSCs are located “. . . where people have varying levels of comfort with the banking system for a broad range of reasons, from cultural to educational to personal preference. MSBs provide an alternative to banks - easy to access, and convenient in terms of cost, proximity to their markets and hours of operation. In addition, an MSB location may provide a wide variety other services.”

John D. Hawke, former Comptroller of the Currency said in October 2004 “. . . the OCC recognizes the important role that check cashers and similar money services businesses (MSBs) play in providing financial services to segments of our society that do not have access to the banking system. Check cashers generally offer convenience, neighborhood locations and a variety of financial services that appeal to certain consumers.”

Although former Comptroller Hawke was on the right track, he was incorrect when he stated that MSB customers do not have access to the banking system. It needs to be understood that: 1) a large percentage (58%) of FSC customers have bank accounts (*Attachment 2*), and many more could, but choose not to open accounts; and 2) many of these customers live and/or work in the vicinity of banks, yet still choose to conduct business at FSCs.

VI. Financial Service Centers: Developing Innovative Products and Services

In its dynamic evolution over 70 years, the Financial Service Center industry has, time and time again, developed innovative new products and services to meet the fundamental needs of customers, building on the basic services of check cashing, money orders and money transfers. The industry has seamlessly integrated new technologies into its product and service offerings, enabling customers to conduct transactions rapidly and securely. This allows low- and moderate-income consumers to enjoy benefits that would otherwise not be available to them. Through the entrepreneurial initiative of FSC owners, consumers now have widespread access to financial products and services that otherwise simply would not exist.

Some of the products and services pioneered by the Financial Service Center industry include:



- ***Debit Cards/Stored-Value Cards***

In 2001, FiSCA members realized that their customers could benefit from a secure mechanism to handle the proceeds of their check cashing transactions. This need was not being met through programs offering Electronic Transfer Accounts and First Accounts, and banks were still not providing low-cost accounts to these consumers. In order to fill the need, FiSCA, at its own expense, partnered with NetSpend Corporation to pioneer and develop a stored-value card. Offered as a branded Visa or MasterCard, the NetSpend card acts as a virtual bank account, allowing consumers to park funds until they are needed. These cards also allow consumers access to electronic commerce. Commonplace now, this product was unheard of six years ago. Thousands of FSCs currently offer the NetSpend and other stored-value cards. Through this mechanism, customers have loaded billions of dollars of cash into virtual bank accounts.

- ***Electronic Financial Services***

Decades ago, FSCs facilitated the complex process of wiring money to relatives in distant places. Later, FSCs pioneered the development and use of electronic bill payments, enabling consumers to pay bills electronically, often at the last minute, thereby avoiding costly late fees and penalties. The Financial Service Center industry was also at the forefront of the electronic delivery of government benefits (EBT) and other services. Not only did this type of service increase convenience and ease for consumers, it guaranteed immediate delivery of payments and remittances.

- ***Bank/Credit Union and Financial Service Center Alliances***

In several states throughout the country, the Financial Service Center industry has entered into partnerships with credit unions and banks, enabling members of credit unions, and banked customers, to make deposits and withdrawals at FSC locations. Additionally, in New York, check cashers pioneered the PayNet Payroll Network, which provides check cashing services free of charge to employees of local companies, in coordination with banks.

VII. Financial Service Centers: Innovations in Consumer Empowerment

In addition to product offerings, FiSCA members have proactively pioneered and implemented programs designed to advance the overall financial well being of low- and moderate-income consumers. This “three-legged stool” is known as the FiSCA Consumer Empowerment Program. The FiSCA Consumer Empowerment Program includes:

- ***Savings***

FiSCA spearheaded and initiated a National Savings Program. It negotiated a revolutionary mechanism, through which consumers can establish a no fee, FDIC-insured, savings account through their NetSpend Card. Then, they can transfer money back and forth between the Card and their savings account at no cost. The Card is currently offering participants in the Savings Program a 5% annual yield on deposits, far more than cardholders could obtain at banks. The accounts require no minimum monthly balance to maintain. No other card product offered by on the market incorporates a savings element.



The FiSCA Savings Program has already accounted for the “economic inclusion” of tens of thousands of customers who have deposited approximately **\$44 million** into savings accounts. Further, while FiSCA pioneered the development of the Savings Program to be offered through its members, the program has been expanded, and other businesses, such as convenience stores, now offer the Program, increasing the numbers of low- and moderate-income consumers who have access to the no-fee, no minimum balance savings account that can be accessed without ever entering a bank.

▪ ***Financial Education***

Current financial education programs do not adequately target the needs of many low- and moderate-income consumers because they teach about products and services these consumers do not use, or which are not accessible to them. They do not appropriately address the day-to-day financial realities and needs of these consumers. In recognizing this fact, FiSCA recently commissioned the development of the first of its kind “audience appropriate” financial education program which better reflects the demonstrated needs, preferences and behaviors of these low- and moderate-income consumers who choose to use FSCs. The program will also provide educational materials that apply when consumers are ready to transition to banks and/or credit unions. In addition to delivering this financial education program through FiSCA member locations across the country, it will also be designed for delivery through wider channels, such as cable television.

▪ ***Credit Building***

The need for a credit rating that is recognized by home and auto lenders, insurance companies, employers and others, is fundamental. Millions of Americans do not maintain traditional credit relationships and, therefore, are unable to develop credit files. As a result, they are unable to obtain badly needed credit. However, these same people pay rent, utility and other bills on a monthly basis without fail. Earlier this month, FiSCA announced a new partnership with PRBC® (Payment Reporting Builds Credit). PRBC is an FCRA-compliant credit bureau that enables consumers to build a credit file and score, based on their history of making rent and other recurring bill payments, that can be used to demonstrate creditworthiness when applying for housing, credit, insurance, and employment. PRBC has been qualified as a “Community Development Service” for Financial Institutions by the Federal Reserve Board, Office of the Comptroller of the Currency, Office of Thrift Supervision, Federal Deposit Insurance Corporation, and the New York State Banking Department. Through the credit scores provided by the FiSCA/PRBC Credit Building Program, it is anticipated that customers will get needed auto, mortgage and other loans at prevailing rates, get better rates on insurance products, and enjoy other benefits not previously available to them.

VIII. Financial Service Centers: Leaders in Compliance

“Check cashers have set the standard for the financial services industry in the fight against money laundering, financial crimes and terrorism.” James F. Sloan, former Director of FinCEN

As this Advisory Committee is well aware, the MSB industry is subject to many of the same core Bank Secrecy Act (BSA) requirements as banks and other financial institutions. These requirements include currency transaction reporting for qualifying transactions in excess of \$10,000, suspicious activity reporting, monetary instrument sales record-keeping for money order and travelers check sales, and recording requirements for electronic money transfers.



Check cashers and MSBs are now required to be registered with the Treasury Department, and are required under Section 352 of the USA PATRIOT Act to have compliance programs including written anti-money laundering (AML) policies and procedures, appointment of a compliance officer, employee training programs, and independent compliance examinations.

The Financial Service Center industry has taken great measures to ensure wide-scale compliance. In 1993 FiSCA issued two compliance manuals for the industry: The *FiSCA Compliance Manual* and a corresponding *FiSCA Employee Handbook*. These manuals were the first of their kind for the non-bank financial institution industry. They were highly praised by FinCEN and utilized by IRS as guidance materials in connection with Title 31 examination procedures. The manuals, which pre-dated USA PATRIOT Act requirements by nearly a decade, have been periodically updated and supplemented based on amendments to the BSA.

Following the September 11, 2001 terrorist attacks and enactment of the USA PATRIOT Act, FiSCA issued a *Model Anti-Money Laundering Compliance Program* to assist the industry in meeting new requirements under the Act. The *Model Compliance Program* provides guidance to MSBs for development of internal AML policies and procedures, and employee training programs.

In the Fall of 2004, FiSCA launched an Internet-based compliance training and examination program, which includes courses for both MSB tellers and compliance officers. The program is the first of its kind for the MSB industry; providing comprehensive and uniform training to those employees on the front line. The courses include training on the identification of structured transactions and other financial crimes particular to the services and products offered by check cashers/money remitter agents. To date, approximately 20,000 MSB employees throughout the U.S. have sat for the on-line courses and examination.

IX. Financial Service Centers and Banks

“MSBs play a vital role in the national economy, providing financial services to individuals who are not otherwise part of the mainstream financial system” and “[i]t is absolutely not OCC’s intent that national banks should be forced to sever their relationships with money service businesses.” Julie L. Williams, former Acting Comptroller of the Currency, March 25, 2005.

Notwithstanding this well known quote from Julie L. Williams, the former Acting Comptroller of the Currency, it is well-known that for the past several years, the check cashing/MSB industry has experienced an epidemic of bank account closures resulting from undue regulatory pressure on the banks that serve the industry. The “bank discontinuance” trend endangers the legitimate, regulated MSB industry and its ability to deliver financial services and products. The MSB and banking industries representatives have come to understand that the account termination problem stems, in part, from a misperception among federal bank regulators and their examiners that MSBs are high risk accounts. Due to these pressures, banks have been required to direct more and more resources towards MSB customer compliance oversight. As a result of these increasing costs and regulatory pressures, many banks have simply decided to terminate accounts for their MSB customers. With the limited number of banks willing to serve the industry, a tenuous relationship exists in which a major decision by any one of a very small number of banks could create enormous chaos, the damage from which would directly impact customers. Furthermore, there is unfairness inherent in this discriminatory “redlining” of an entire industry.



The MSB industry suffers greatly from the misperception that it presents an inordinately “high risk” for money laundering activity as compared with other financial institutions or businesses. This is not the case. In fact, in October of 2002, former FinCEN Director James Sloan, appearing at FiSCA’s Annual Conference in Washington, DC, expressly stated that check cashers “do not represent a heightened risk for money laundering.”

Furthermore, there are few actual cases involving check cashers and money laundering. Since 9/11, FinCEN has assessed a total of \$35,000 in civil penalties against two check cashers for BSA violations – yet during the same period it has assessed many millions of dollars in penalties against banks and other financial institutions. Citing recent examples, BSA violations involving depositories frequently involve tens of millions of dollars. Since the passage of the USA PATRIOT Act, IRS has dramatically increased the number and scope of Title 31 examinations of check cashers. Nonetheless, there has not been a corresponding increase in BSA violations found within the check cashing industry.

Efforts by FinCEN and the federal bank regulatory agencies have had little or no success in reversing the trend of blanket bank discontinuance. It has become clear that there is a need for federal legislation to relieve the regulatory burdens on banks serving the MSB sector. Indeed, over the past 18 months, representatives of FiSCA, the American Bankers Association, and other key MSB and banking organizations, have been working together to arrive at a solution to bank discontinuance.

These efforts recently culminated in the proposal of a bill specifically designed to provide regulatory relief. The main component of the bill would reduce the regulatory burden on banks by relieving them of a duty to act as the “functional regulator” of their MSB customers. This would be achieved by implementing a new process whereby an MSB would provide baseline compliance information to its bank (*i.e.*, proof of federal MSB registration and state licensure) and would then certify to its bank that it maintains an appropriate four-part BSA/AML program under 31 CFR 103.125 – leaving the business of MSB compliance regulation to the IRS and state functional regulators.

X. The Matter of Small Dollar, Short-Term Loans

In response to an acknowledged enormous consumer demand for small dollar credit, mono-line payday advance companies and many FSCs have met this need primarily by offering small dollar, short-term loans, commonly known as payday loans. Since the development of this product, approximately 75% of the states have passed laws permitting lenders to make payday loans.

In 2006, 150 million payday loans were made, of which approximately 21%, or 32.4 million, were made by FSCs. (*Attachment 1*). The fastest-growing segment of the industry, Internet and loan-by-phone providers, represented nearly 12% of the volume of all loans made. Some experts estimate that these mostly unregulated providers have a growth rate of 40%. In fact, these Internet and loan-by-phone providers are operating even in states where the product is not locally permitted by law. These figures clearly support the growing consumer demand.

There have been substantive issues raised by consumer advocates about the payday loan product. Are they really too costly? Are they a road to financial ruin? Are there areas for reform? Are there palatable changes that could still meet the consumer’s needs and remain a viable product to the provider? Unfortunately, most of the public and media discourse and debate have been incendiary and contentious -- facts are replaced by anecdotes.



In order to explore the evolution and development of the small dollar loan product, there needs to be an instrument for dialogue among all interested groups. The dialogue cannot occur in the current adversarial climate. To begin this dialogue, leadership is required. In the meantime, the need for small dollar, short-term loans exists and will continue to expand, and even where the product is not permitted under state law, Internet and other illegal and/or unlawful sources will continue to respond to the need. The Financial Service Center industry is proposing the creation of a task force composed of regulators, industry representatives and consumer groups, to explore the facts and to resolve issues in an atmosphere of constructive dialogue.

XI. Calls to Action: 10 Proposals to the Advisory Committee

FSCs have been meeting the financial needs of millions of low- and moderate- income consumers with the highest degree of customer service and respect for 70 years – forging real relationships with the communities and customers they serve. This puts our industry at the very heart of the charter of this Advisory Committee, and provides the Committee with an opportunity to influence and utilize an already existing, direct conduit to the consumers for whom this Committee was created.

FSCs are located in the communities where these individuals work and live, they provide products and services daily that generate the highest customer satisfaction, and they have the framework, motivation and ability to expand access to financial services to meet new, as well as existing demands. Not only would the structure, knowledge and network of this industry be helpful to the Advisory Committee in reaching its objectives, it is the key to any program that seeks to engage these consumers.

It is in this spirit of a common goal – to serve low- to moderate-income consumers – that FiSCA puts forth the following 10 Calls to Action, in the form of proposed resolutions. Therefore, we ask that the Advisory Committee **RESOLVE**, to recommend:

- 1. To include the Financial Service Center industry, represented by FiSCA, as a partner on the Advisory Committee, as a first step toward a productive dialogue addressing financial services to low- and moderate-income consumers;***
- 2. To encourage the use of the Financial Service Center network as a ready-made delivery channel to reach low- and moderate-income consumers;***
- 3. To provide banks the direction, incentive and motivation to make banking services available to Financial Service Centers;***
- 4. To actively support the Bank Discontinuance Bill when it is introduced and to otherwise work to end bank discontinuance;***
- 5. To dispel the myths about the compliance burdens and risks posed by MSBs and replace them with the facts;***



6. *To expand access to credit by endorsing, by all available means, and encouraging the use by banks of alternative credit scores such as those developed by PRBC;*
7. *To promote and encourage the expansion of savings programs such as the FiSCA/NetSpend National Savings Program, in order to encourage low- and moderate-income consumers to take advantage of these savings opportunities;*
8. *To promote and encourage the expansion of partnerships and alliances between banks, credit unions and Financial Service Centers;*
9. *To promote, encourage and support financial education programs that reflect demonstrated needs and preferences and are designed for low- and moderate-income consumers who use Financial Service Centers; and*
10. *To form a “Small Loan Task Force” comprised of regulators, consumer advocates and providers from within the Financial Service Center industry in order to foster constructive dialogue about the best ways to ensure the availability of small dollar, short-term loans and other forms of credit, while still ensuring that consumers have protections from lending abuses.*

XII. Conclusion

The proven size and scope of the Financial Service Center industry, which has for more than 70 years provided convenient and innovative services to low- and moderate-income consumers, virtually mandates that the industry be included in any program to deliver financial services to these consumers. One need look no further than the market studies that consistently report high customer satisfaction with the products and services available at FSCs.

The failure to recognize the role and value of FSCs in providing financial services to low- and moderate-income consumers is a disservice to these consumers, and to the industry itself, which has time and again proven to be a responsible provider of financial services. Until now, the most significant barrier to inclusion of FSCs in the “mainstream” financial services industry has been the unchecked dissemination of often irresponsible allegations that are not always supported by facts. This Advisory Committee can change the course of this dialogue, and play an instrumental role in assisting the FDIC in its efforts to provide innovative leadership to the financial services community, by embracing the 10 Proposals contained in FiSCA’s Calls to Action submitted herein. In so doing, all members of the financial services community, including banks and FSCs, will benefit. Real recognition by the FDIC of the contribution of FSCs will give the industry further impetus and endorsement as an outlet for the delivery of financial services. That recognition will also benefit the low- and moderate-income consumers who utilize those services, which is the true mission of the Advisory Committee. The Advisory Committee would be thereby taking the first step in evolving and effecting real change, in perception and in fact.



Attachments

1. ***“Survey of Key FiSCA Member Organizations on Transaction Volumes”***, by Patricia J. Cirillo, Ph.D., Cypress Research Group, October, 2007
2. ***“Survey of Customers of FiSCA Member Organizations”***, by Patricia J. Cirillo, Ph.D., Cypress Research Group, September, 2006
3. ***“Making Dollars and Sense: The State of the Market”***, by William McCracken, CEO, Synergistics Research Corporation, October 6, 2007