

**Congress of the United States**  
**House of Representatives**

COMMITTEE ON OVERSIGHT AND GOVERNMENT REFORM

2157 RAYBURN HOUSE OFFICE BUILDING

WASHINGTON, DC 20515-6143

MAJORITY (202) 225-5074

MINORITY (202) 225-5051

<http://oversight.house.gov>

June 8, 2016

The Honorable Martin J. Gruenberg  
Chairman  
Federal Deposit Insurance Corporation  
550 17th Street NW  
Washington, D.C. 20429

Dear Mr. Chairman:

On June 16, 2015, the Committee requested information to help us understand the apparent freeze on industrial loan company (ILC) applications and approvals following the sunset of Section 603 of the Dodd-Frank Wall Street Reform and Consumer Protection Act in 2010.<sup>1</sup> Section 603 extended the Federal Deposit Insurance Corporation's (FDIC's) moratorium on new ILC applications until July 21, 2013. The moratorium was originally put in place on July 28, 2006.<sup>2</sup> On November 19, 2015, Ranking Member Cummings and I met with you to discuss ILCs and de novo banks. The FDIC's response to the Committee's request for information, and the information you provided during that meeting, was insufficient to answer the Committee's questions about the general decline of all de novo bank applications and approvals.

As the Committee noted in a letter on February 29, 2016, the FDIC's response was insufficient due, in part, to the fact that approximately 650 of 675 pages provided to the Committee at that time were publicly available documents.<sup>3</sup> In response to that letter, the FDIC provided 942 additional pages of documents, of which approximately 540 are publicly available.<sup>4</sup> Further, the FDIC allowed Committee staff to review approximately 3,227 additional documents in camera. It is our understanding that the FDIC will provide key documents identified by staff during the in camera review sessions.

---

<sup>1</sup> Pub. L. No. 111-203, 124 Stat. 1376.

<sup>2</sup> *Id.* at § 603. See also FDIC, FDIC PLACES SIX-MONTH MORATORIUM ON INDUSTRIAL LOAN COMPANY APPLICATIONS AND NOTICES (2006), available at <https://www.fdic.gov/news/news/press/2006/pr06073a.html> (last visited on May 23, 2016).

<sup>3</sup> Letter from the Hon. Jason Chaffetz, Chairman, H. Comm. on Oversight and Government Reform to the Hon. Martin Gruenberg, Chairman, FDIC (Feb. 29, 2016).

<sup>4</sup> These items include FDIC regulations, FDIC Manuals, public orders of de novo bank applications, citations to the United States Code and Board Resolutions.

The Committee has also identified additional documents and information that will help us understand the decrease in ILC and de novo bank applications and approvals over the past few years. Please provide the following documents and information as soon as possible, but no later than 5:00 p.m. on June 22, 2016:

1. Documents sufficient to identify all pre-file meetings for potential de novo and ILC applications from January 1, 2008, to June 1, 2016, including the date of each meeting, the name of the potential applicant, and whether that pre-file meeting led to a filed application and if so, the date the application was filed and its current status.
2. Documents sufficient to identify all denials of de novo and ILC applications from January 1, 2008, to June 1, 2016, including the date of the initial application and date of the denial.
3. Documents sufficient to identify all withdrawals of de novo and ILC applications from January 1, 2008, to June 1, 2016, including the date of the initial application and date of the withdrawal.
4. Documents referring or relating to how and when the FDIC considers an application “substantially complete.”
5. Documents sufficient to show the median approval time from pre-file meeting to application approval status.
6. Documents sufficient to identify all de novo banks from January 1, 2008, to June 1, 2016, including documents that identify those that became de novo banks by conversion (going from credit union to bank), formation (by purchasing the assets and acquiring a closing or failing bank), and true “new” banks (started absent a pre-existing institution).
7. All documents and communications referring or relating to pre-filing meetings; including, but not limited to, communications between or among any employee, board member, or agent of the FDIC, from January 1, 2008, to June 1, 2016.
8. All documents and communications referring or relating to denial of applications; including, but not limited to, communications between or among any employee, board member, or agent of the FDIC, from January 1, 2008, to June 1, 2016.
9. All documents and communications referring or relating to “substantially complete” applications; including, but not limited to, communications between or among any employee, board member, or agent of the FDIC referring or relating to whether an ILC or de novo application should be considered “substantially complete,” from January 1, 2008, to June 1, 2016.

The Honorable Martin J. Gruenberg

June 8, 2016

Page 3

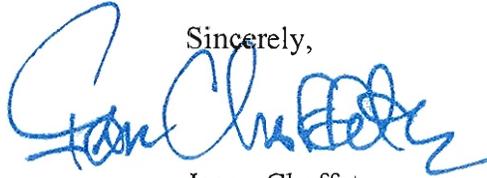
10. All documents and communications referring or relating to the FDIC's change in policies indicated in Financial Institution Letter (FIL) 50-2009 and FIL-24-2016; including, but not limited to, communications between or among any employee, board member, or agent of the FDIC, from January 1, 2008, to June 1, 2016.
11. All documents and information identified by staff during the in camera review.

An attachment to this letter provides additional information about responding to the Committee's request. When producing documents to the Committee, please deliver production sets to the Majority staff in room 2157 of the Rayburn House Office Building and the Minority staff in room 2471 of the Rayburn House Office Building. The Committee prefers, if possible, to receive all documents in electronic format.

The Committee on Oversight and Government Reform is the principal investigative committee in the U.S. House of Representatives. Pursuant to House Rule X, the Committee has authority to investigate "any matter" at "any time."

If you have questions about this request, please contact Corey Cooke of the Majority staff at (202) 225-5074. Thank you for your prompt attention to this matter.

Sincerely,



Jason Chaffetz  
Chairman

Enclosure

cc: The Honorable Elijah E. Cummings, Ranking Member

## Responding to Committee Document Requests

1. In complying with this request, you are required to produce all responsive documents that are in your possession, custody, or control, whether held by you or your past or present agents, employees, and representatives acting on your behalf. You should also produce documents that you have a legal right to obtain, that you have a right to copy or to which you have access, as well as documents that you have placed in the temporary possession, custody, or control of any third party. Requested records, documents, data or information should not be destroyed, modified, removed, transferred or otherwise made inaccessible to the Committee.
2. In the event that any entity, organization or individual denoted in this request has been, or is also known by any other name than that herein denoted, the request shall be read also to include that alternative identification.
3. The Committee's preference is to receive documents in electronic form (i.e., CD, memory stick, or thumb drive) in lieu of paper productions.
4. Documents produced in electronic format should also be organized, identified, and indexed electronically.
5. Electronic document productions should be prepared according to the following standards:
  - (a) The production should consist of single page Tagged Image File ("TIF"), files accompanied by a Concordance-format load file, an Opticon reference file, and a file defining the fields and character lengths of the load file.
  - (b) Document numbers in the load file should match document Bates numbers and TIF file names.
  - (c) If the production is completed through a series of multiple partial productions, field names and file order in all load files should match.
  - (d) All electronic documents produced to the Committee should include the following fields of metadata specific to each document:  
  
BEGDOC, ENDDOC, TEXT, BEGATTACH, ENDATTACH,  
PAGECOUNT, CUSTODIAN, RECORDTYPE, DATE, TIME, SENTDATE,  
SENTTIME, BEGINDATE, BEGINTIME, ENDDATE, ENDTIME, AUTHOR, FROM,  
CC, TO, BCC, SUBJECT, TITLE, FILENAME, FILEEXT, FILESIZE,  
DATECREATED, TIMECREATED, DATELASTMOD, TIMELASTMOD,  
INTMSGID, INTMSGHEADER, NATIVELINK, INTFILPATH, EXCEPTION,  
BEGATTACH.
6. Documents produced to the Committee should include an index describing the contents of the production. To the extent more than one CD, hard drive, memory stick, thumb drive, box or folder is produced, each CD, hard drive, memory stick, thumb drive, box or folder should contain an index describing its contents.

7. Documents produced in response to this request shall be produced together with copies of file labels, dividers or identifying markers with which they were associated when the request was served.
8. When you produce documents, you should identify the paragraph in the Committee's schedule to which the documents respond.
9. It shall not be a basis for refusal to produce documents that any other person or entity also possesses non-identical or identical copies of the same documents.
10. If any of the requested information is only reasonably available in machine-readable form (such as on a computer server, hard drive, or computer backup tape), you should consult with the Committee staff to determine the appropriate format in which to produce the information.
11. If compliance with the request cannot be made in full by the specified return date, compliance shall be made to the extent possible by that date. An explanation of why full compliance is not possible shall be provided along with any partial production.
12. In the event that a document is withheld on the basis of privilege, provide a privilege log containing the following information concerning any such document: (a) the privilege asserted; (b) the type of document; (c) the general subject matter; (d) the date, author and addressee; and (e) the relationship of the author and addressee to each other.
13. If any document responsive to this request was, but no longer is, in your possession, custody, or control, identify the document (stating its date, author, subject and recipients) and explain the circumstances under which the document ceased to be in your possession, custody, or control.
14. If a date or other descriptive detail set forth in this request referring to a document is inaccurate, but the actual date or other descriptive detail is known to you or is otherwise apparent from the context of the request, you are required to produce all documents which would be responsive as if the date or other descriptive detail were correct.
15. Unless otherwise specified, the time period covered by this request is from January 1, 2009 to the present.
16. This request is continuing in nature and applies to any newly-discovered information. Any record, document, compilation of data or information, not produced because it has not been located or discovered by the return date, shall be produced immediately upon subsequent location or discovery.
17. All documents shall be Bates-stamped sequentially and produced sequentially.
18. Two sets of documents shall be delivered, one set to the Majority Staff and one set to the Minority Staff. When documents are produced to the Committee, production sets shall be delivered to the Majority Staff in Room 2157 of the Rayburn House Office Building and the Minority Staff in Room 2471 of the Rayburn House Office Building.

19. Upon completion of the document production, you should submit a written certification, signed by you or your counsel, stating that: (1) a diligent search has been completed of all documents in your possession, custody, or control which reasonably could contain responsive documents; and (2) all documents located during the search that are responsive have been produced to the Committee.

### **Definitions**

1. The term “document” means any written, recorded, or graphic matter of any nature whatsoever, regardless of how recorded, and whether original or copy, including, but not limited to, the following: memoranda, reports, expense reports, books, manuals, instructions, financial reports, working papers, records, notes, letters, notices, confirmations, telegrams, receipts, appraisals, pamphlets, magazines, newspapers, prospectuses, inter-office and intra-office communications, electronic mail (e-mail), contracts, cables, notations of any type of conversation, telephone call, meeting or other communication, bulletins, printed matter, computer printouts, teletypes, invoices, transcripts, diaries, analyses, returns, summaries, minutes, bills, accounts, estimates, projections, comparisons, messages, correspondence, press releases, circulars, financial statements, reviews, opinions, offers, studies and investigations, questionnaires and surveys, and work sheets (and all drafts, preliminary versions, alterations, modifications, revisions, changes, and amendments of any of the foregoing, as well as any attachments or appendices thereto), and graphic or oral records or representations of any kind (including without limitation, photographs, charts, graphs, microfiche, microfilm, videotape, recordings and motion pictures), and electronic, mechanical, and electric records or representations of any kind (including, without limitation, tapes, cassettes, disks, and recordings) and other written, printed, typed, or other graphic or recorded matter of any kind or nature, however produced or reproduced, and whether preserved in writing, film, tape, disk, videotape or otherwise. A document bearing any notation not a part of the original text is to be considered a separate document. A draft or non-identical copy is a separate document within the meaning of this term.
2. The term “communication” means each manner or means of disclosure or exchange of information, regardless of means utilized, whether oral, electronic, by document or otherwise, and whether in a meeting, by telephone, facsimile, email (desktop or mobile device), text message, instant message, MMS or SMS message, regular mail, telexes, releases, or otherwise.
3. The terms “and” and “or” shall be construed broadly and either conjunctively or disjunctively to bring within the scope of this request any information which might otherwise be construed to be outside its scope. The singular includes plural number, and vice versa. The masculine includes the feminine and neuter genders.
4. The terms “person” or “persons” mean natural persons, firms, partnerships, associations, corporations, subsidiaries, divisions, departments, joint ventures, proprietorships, syndicates, or other legal, business or government entities, and all subsidiaries, affiliates, divisions, departments, branches, or other units thereof.

5. The term “identify,” when used in a question about individuals, means to provide the following information: (a) the individual's complete name and title; and (b) the individual's business address and phone number.
6. The term “referring or relating,” with respect to any given subject, means anything that constitutes, contains, embodies, reflects, identifies, states, refers to, deals with or is pertinent to that subject in any manner whatsoever.
7. The term “employee” means agent, borrowed employee, casual employee, consultant, contractor, de facto employee, independent contractor, joint adventurer, loaned employee, part-time employee, permanent employee, provisional employee, subcontractor, or any other type of service provider.