



FEDERAL RESERVE BANK
OF DALLAS

WILLIAM H. WALLACE
FIRST VICE PRESIDENT
AND CHIEF OPERATING OFFICER

June 13, 1990

DALLAS, TEXAS 75222

Circular 90-32

TO: The Chief Operating Officer of
each financial institution in the
Eleventh Federal Reserve District

SUBJECT

Changes to the Uniform Opening and Closing Hours for Transfer of
Funds and Securities

DETAILS

The Federal Reserve Board of Governors has established the following changes to the operating hours for the Fedwire funds transfer and book-entry securities transfer services. These changes will become effective August 1, 1990.

- Establish a 5:00 p.m. Central Time or 4:00 p.m. Mountain Time uniform deadline for third-party funds transfers.
- Establish a 7:30 a.m. Central Time or 6:30 a.m. Mountain Time uniform opening of the funds transfer and book-entry securities transfer services.
- Conform the book-entry securities service closing time in the Twelfth District with that in all other districts.

ATTACHMENTS

The text of the Board's press release announcing the changes is attached.

MORE INFORMATION

For more information about transfer of funds changes, please contact Jonnie Miller at (214) 651-6290, Vinton Myers at (214) 698-4349, or Larry Ripley at (214) 651-6118. For more information about book-entry securities transfer changes, please contact Bob Feil at the Dallas Office at (214) 651-6690, John Bullock at the San Antonio Office at (512) 224-2141 and Luke Richards at the Houston Office at (713) 652-1544.

Sincerely yours,

For additional copies of any circular please contact the Public Affairs Department at (214) 651-6289. Banks and others are encouraged to use the following incoming WATS numbers in contacting this Bank (800) 442-7140 (intrastate) and (800) 527-9200 (interstate).

FEDERAL RESERVE press release



For immediate release

April 30, 1990

The Federal Reserve Board today announced establishment of uniform operating hours for the Fedwire funds transfer and book-entry securities transfer services.

The following changes, which become effective August 1, 1990, will:

- Establish a 6:00 p.m. Eastern Time uniform deadline for third-party funds transfers;
- Conform the book-entry securities service closing time in the Twelfth District with that in all other districts; and
- Establish an 8:30 a.m. Eastern Time uniform opening of the funds transfer and book-entry securities transfer services.

These changes are intended to promote competitive equity and increase the efficiency of financial markets.

The Board's notice is attached.

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Attachment

FEDERAL RESERVE SYSTEM
[Docket R-0676]
Federal Reserve Bank Services

AGENCY: Board of Governors of the Federal Reserve System.

ACTION: Final Action.

SUMMARY: The Board is adopting the following changes to the Fedwire operating schedule, effective August 1, 1990, to:

1) establish a 6:00 p.m.¹ uniform deadline for third-party funds transfers; 2) conform the book-entry securities service closing time in the Twelfth District with that in all other districts; and 3) establish an 8:30 a.m. uniform opening of the funds and book-entry securities transfer services. Uniform operating hours will promote competitive equity and increase the efficiency of financial markets.

EFFECTIVE DATE: August 1, 1990.

FOR FURTHER INFORMATION: For information regarding Fedwire funds transfer operating hours, contact Bruce J. Summers, Associate Director (202/452-2231), Louise L. Roseman, Assistant Director (202/452-3874), or Tina Slater, Senior Financial Services Analyst (202/452-2539), Division of Federal Reserve Bank Operations. For information regarding Fedwire book-entry securities transfer operating hours, contact Bruce J. Summers, Associate Director (202/452-2231), Gerald D. Manypenny, Manager (202/452-3954), or Felicia Cataldo (202/452-2223) Financial Services Analyst, Division

¹All times referenced in this notice are Eastern Time.

of Federal Reserve Bank Operations. For the hearing impaired only: Telecommunications Device for the Deaf, Earnestine Hill or Dorothea Thompson (202/452-3544).

SUPPLEMENTARY INFORMATION:

In October, 1989, the Board issued for comment proposals to establish uniform Fedwire operating hours (54 FR 41681, October 11, 1989). The proposals were intended to promote competitive equity and increase the efficiency of financial markets. Included were proposals to: 1) establish a uniform deadline for all third-party funds transfers, 2) segment the settlement period for the funds transfer service, 3) close the book-entry securities transfer service in the Twelfth District consistent with the rest of the nation, and 4) establish a uniform opening time for the funds transfer and book-entry securities transfer services.

Uniform Third-Party Funds Transfer Deadline.² The current Fedwire operating schedule establishes a 5:00 p.m. deadline for all interdistrict third-party funds transfers;

²The "third-party" deadline applies to all regular funds transfers (type code 10) and all funds transfers with immediate advice (type code 12), regardless of whether these transfers include third-party information. Settlement transactions (type code 16) are transfers to adjust a reserve position, or to make or to adjust for net settlement transactions. Type code 16 messages can be originated at any time during Fedwire operating hours; however, after the third-party deadline, settlement transactions may not contain third-party information unless the third-party information relates to a respondent subject to reserve requirements (whether or not such respondent actually maintains reserves) or to a participant in the Clearing House Interbank Payments System (CHIPS).

however, the schedule allows districts the flexibility to establish later deadlines for intradistrict third-party funds transfers. Under this schedule, five districts allow depository institutions to send intradistrict third-party transfers after 5:00 p.m. (until 5:30 p.m. in one district and until 6:00 p.m. in four districts). This situation creates competitive inequities for depository institutions in other districts, especially since the New York money market is closed to other districts at 5:00 p.m. but is open to New York institutions until 6:00 p.m. In addition, West Coast depository institutions view the current 5:00 p.m. interdistrict deadline as restrictive since it occurs relatively early in the West Coast business day; a later interdistrict third-party deadline would be more consistent with the business day in the Pacific time zone.

The Board proposed to eliminate the distinction between interdistrict and intradistrict third-party funds transfers by establishing a uniform 6:00 p.m. deadline for all third-party funds transfers. Under the proposal, the third-party funds transfer deadline would initially be extended to 5:45 p.m. for the eight districts that currently observe a 5:00 or 5:30 p.m. intradistrict deadline. The proposal indicated that a Systemwide 6:00 p.m. third-party deadline would be established after a six-month transition, barring adverse experience such as undesirable congestion of funds transfers late in the day which might lead to an increase in Fedwire extensions.

Overall, the commenters strongly supported a uniform third-party funds transfer deadline, indicating that it would eliminate the competitive advantage enjoyed by institutions in those districts that maintain later intradistrict deadlines. Several commenters also said that a uniform deadline would improve the efficiency of operations by eliminating those institutions' need to prioritize interdistrict transfers ahead of intradistrict transfers. Of those commenters that specified a preferred uniform third-party deadline, the majority favored 6:00 p.m.

On the issue of phasing-in the third-party funds transfer deadline, the commenters were divided as to the benefits of moving within a six-month period from a 5:45 p.m. to a 6:00 p.m. third-party deadline. Many commenters believed that a 5:45 p.m. transition time would not give an accurate picture of likely changes in funds transfer traffic patterns, because institutions in districts that currently have a 6:00 p.m. intradistrict deadline would continue to prioritize interdistrict transfers until a uniform third-party deadline were fully implemented.

Some commenters (generally from districts that currently provide a 60- to 90-minute settlement period) expressed concern that a 30-minute settlement period, from the 6:00 p.m. third-party deadline to the 6:30 p.m. Fedwire close, would not provide adequate time to manage their reserve positions and settle their accounts and could result in increased volatility in the federal funds market during this period. In analyzing these concerns, the Board

reviewed the current message volume in each district during the settlement period. Data indicate that the volume of settlement transfers processed during this period, including volume in those districts that provide a 90-minute settlement period, is relatively low. Most depository institutions send their settlement transfers earlier in the day, rather than waiting until the end of the day when interest rates are more volatile. Therefore, while market volatility may in fact increase in the final 30 minutes, the Board believes that the net impact on most depository institutions would be minimal. Further, depository institutions in four districts (New York, Philadelphia, Cleveland, and San Francisco) have operated successfully for some time with a 30-minute settlement period. The Board therefore believes that moving directly to a 6:00 p.m. third-party deadline should not pose appreciable risk to depository institutions' ability to settle in an orderly and timely fashion.

The Board carefully considered commenters' concerns that a 6:00 p.m. third-party funds transfer deadline would cause institutions to initiate transfers later in the day, particularly in light of the Board's recent proposals to reduce further payments system risk. Several commenters indicated, however, that uniform operating hours are a prerequisite to implementing daylight overdraft pricing, because uniform hours would facilitate the efficient movement of funds and would provide a standard basis for calculating overdraft charges. Commenters also

believed that funds transfer volume would shift later in the day if daylight overdrafts were priced. Although it has not yet taken action on these payments system risk proposals, the Board believes that by introducing a uniform 6:00 p.m. third-party deadline now, rather than later, depository institutions would have time to gain experience with new, uniform hours and be able to adjust better to any volume shifts that this change might create.

Since any extension to the new funds transfer third-party deadline would likely cause an extension to the final funds transfer closing time due to the shorter settlement period, some commenters suggested that the Federal Reserve Banks should extend the third-party deadline only under very restrictive circumstances. The Federal Reserve believes it is important to minimize the frequency of Fedwire extensions, and will continue to scrutinize extension requests to ensure that extensions are granted only in appropriate circumstances.

After considering the issues raised by commenters, the Board has adopted a uniform third-party deadline of 6:00 p.m. for both interdistrict and intradistrict third-party funds transfers, without first moving to the 5:45 p.m. transition time.³ A transition period would not provide an accurate measure of the effect of the final proposed closing

³The deadline for off-line funds transfer requests would be 5:30 p.m., to allow for completion of processing by the 6:00 p.m. deadline.

time because institutions would continue to need to prioritize interdistrict traffic until a uniform third-party deadline was in place. In addition, the experience of institutions in the four districts that currently observe an intradistrict third-party deadline of 6:00 p.m. suggests that institutions can successfully manage their reserve positions within a 30-minute settlement period. Moving directly to a 6:00 p.m. third-party deadline also would establish uniformity more quickly and would preclude the need for depository institutions to change their operations and notify their customers twice within a six-month period.

Most commenters indicated that 60-days notice would provide sufficient time to implement a new third-party funds transfer deadline. The Board has provided, however, 90-days notice to facilitate an orderly conversion directly to a 6:00 p.m. third-party deadline.

Segmented-Settlement Period. The Board proposed restricting the last 15 minutes of the 30-minute settlement period to transfers sent to a receiving institution for its own account (and not for the account of a respondent institution), to facilitate a more orderly settlement of end-of-day reserve positions, especially in connection with a later interdistrict third-party transfer deadline. Overall, commenters were divided as to the benefits of this proposal. Several commenters indicated that there were no significant benefits to a segmented settlement period and that restricting receipt of transfers by affiliates and respondents in the last 15 minutes would further impede

their ability to settle their accounts. Other commenters believed that a segmented settlement period would unnecessarily complicate the processing of funds transfers because new edit criteria and type codes would be needed to monitor respondent settlement activity, requiring changes to programs and operating procedures for both depository institutions and Reserve Banks.

Commenters supporting this proposal noted that, in contrast to transfers sent or received on its own behalf, a correspondent bank may not be able to predict accurately transfers involving its respondent accounts, thereby complicating its reserve account management. Since respondent institutions are generally sellers of federal funds, rather than buyers, they typically send, rather than receive, settlement transfers. To control the timing of settlement transfers sent on behalf of respondent institutions, correspondent institutions can establish an internal deadline for respondents that is earlier than the Fedwire deadline.

The Board has not adopted a segmented settlement period, due to the lack of strong industry support for this change and due to the specific concerns expressed by some commenters. Reserve Banks will monitor closely the implications of the revised operating hours on reserve account management, so that the Board can determine whether segmenting the settlement period should be reconsidered at a later date.

Book-Entry Securities Closing Time. Currently, the book-entry securities transfer service is scheduled to close nationwide at 2:30 p.m. for both interdistrict and intradistrict transfers, at 2:45 p.m. for dealer turnaround, and at 3:00 p.m. for reversal transactions.⁴ The Twelfth District, however, remains open for intradistrict securities transfers until 5:30 p.m., with a 6:00 p.m. closing time for intradistrict reversals. The Board proposed to conform the Twelfth District book-entry securities transfer service closing time with the closing time observed in other districts and sought comment on whether the current Twelfth District deadlines led to competitive inequities for institutions in other districts.

Commenters generally did not believe that the later Twelfth District deadlines have an adverse competitive effect on institutions in other districts. While commenters recognized that time zone differences shorten the effective business day for West Coast institutions, the majority of commenters, including the Twelfth District commercial bank commenters that addressed this proposal, supported a uniform national closing time. Several Twelfth District commenters indicated that the uniform closing of the book-entry service nationwide would improve the efficiency of a national service and be essential in an environment in which the

⁴To allow for completion of processing, Reserve Banks generally establish earlier deadlines for off-line book-entry securities transfer requests.

Federal Reserve priced daylight overdrafts. Based on its analysis of the comments, the Board has established book-entry securities transfer closing times in the Twelfth District that conform to those of the other districts.

In the context of this proposal, some commenters suggested that the Federal Reserve adopt a later book-entry closing time Systemwide because the Reserve Banks routinely extend the scheduled closing times to accommodate peak afternoon securities transfer volume. The Board will study the broader issue of book-entry closing times in light of evolving secondary market practices and other Federal Reserve initiatives.

Uniform Opening Times. Under the current operating schedule, Reserve Banks exercise flexibility in setting the opening times for the funds and book-entry securities transfer services. The funds transfer operating schedule currently provides that each district open for processing no later than 9:00 a.m.; eight districts regularly begin funds transfer operations as early as 8:00 a.m. The opening times for the Federal Reserve's book-entry securities transfer service are even more disparate, ranging from 7:45 a.m. to 11:00 a.m. The Board proposed the adoption of uniform opening times for the funds transfer and book-entry securities transfer services, and requested comment on whether both services should open at 8:30 a.m., or whether the book-entry securities transfer service opening time should be later than that for the funds transfer service.

The Board had adopted a uniform 8:30 a.m. opening time for both the funds and securities transfer services.⁵ Most commenters stated that these national services should have uniform operating hours. Further, a uniform operating schedule is consistent with the goal of providing a consistent level of service nationwide, and would facilitate a more efficient national federal funds market. If the Board were to adopt its recent proposal to price daylight overdrafts, uniform opening times would be necessary. It should be noted that adoption of uniform operating hours does not preclude Reserve Banks from opening the Fedwire service earlier on a discretionary basis in order to facilitate special market needs for the transfer of funds or securities.

On the question of whether the book-entry securities transfer service should open at the same time as, or later than, the funds transfer service, several commenters indicated that if the Federal Reserve were to price daylight overdrafts, the funds transfer service should open earlier than the book-entry securities transfer service so that depository institutions could arrange for covering funds prior to receiving securities. Although the proposal included a discussion of why it may be preferable to open the funds transfer service earlier, the majority of

⁵Reserve Banks may establish later opening times for off-line funds and book-entry securities transfer requests.

commenters that addressed this question supported the same opening time for the funds and book-entry securities transfer services. Comments supporting the same opening time for both services included virtually all comments from money center banks and institutions clearing securities for primary dealers, as well as the majority of comments from regional banks, that addressed this issue.

The continuing evolution of the payments system and financial markets may lead to further changes to operating hours, such as earlier in the day opening of Fedwire, currently under review by Board and Reserve Bank staff. The Board believes that adoption of uniform operating hours would be an important step towards facilitating such changes.

Competitive Impact Analysis. The Board recently formalized its procedures for assessing the competitive impact of changes that have a substantial effect on payments system participants.⁶ Under these procedures, the Board will assess whether the proposed change would have a direct and material adverse effect on the ability of other service providers to compete effectively with the Federal Reserve in providing similar services due to differing legal powers or

⁶These procedures are described in the Board's policy statement titled "The Federal Reserve in the Payments System," which was revised in March 1990 (55 FR 11648, March 29, 1990).

constraints or due to a dominant market position of the Federal Reserve deriving from such legal differences.

The Board believes that the actions taken in this notice do not have a direct and material adverse effect on the ability of other service providers to compete effectively with the Federal Reserve in providing similar services. Other funds and securities transfer systems determine their operating hours. Indeed, the CHIPS opening time is currently earlier than the newly adopted Fedwire opening time. In addition, the adoption of the 6:00 p.m. third-party funds transfer closing time takes into account the need of CHIPS participants to transfer funds over Fedwire after the closing time of CHIPS. Therefore, the Board believes that the adoption of these uniform operating hours would not adversely affect the participants in other systems, such as CHIPS. Moreover, one of the primary objectives of adoption of these uniform operating hours proposal is to promote competitive equity among institutions that provide funds and book-entry securities transfer services via Fedwire to the public.

By order of the Board of Governors of the Federal Reserve System, April 30, 1990.

(signed) William W. Wiles

William W. Wiles
Secretary of the Board