Brussels Commentary

European Banking Union

Binder/Gortsos/Lackhoff/Ohler



Binder / Gortsos / Lackhoff / Ohler Brussels Commentary on the European Banking Union

European Banking Union

Brussels Commentary

edited by

Jens-Hinrich Binder Christos V. Gortsos Klaus Lackhoff Christoph Ohler

2022



Published by

Nomos Verlagsgesellschaft mbH & Co. KG, Waldseestraße 3-5, 76530 Baden-Baden, Germany, email: vertrieb@nomos.de

Co-published by

Verlag C.H.Beck oHG, Wilhelmstraße 9, 80801 München, Germany, email: bestellung@beck.de

and

Hart Publishing, Kemp House, Chawley Park, Cumnor Hill, Oxford, OX2 9PH, United Kingdom, online at: www.hartpub.co.uk

Published in North America by Hart Publishing, An Imprint of Bloomsbury Publishing 1385 Broadway, New York, NY 10018, USA

> ISBN 978 3 8487 3488 7 (NOMOS Print) ISBN 978 3 8452 7848 3 (NOMOS ePDF) ISBN 978 3 406 71456 6 (C.H.BECK) ISBN 978 1 5099 6389 8 (HART)

> > First Edition 2022

 $^{\odot}$ Nomos Verlagsgesellschaft mbH & Co. KG, Baden-Baden 2022. Overall responsibility for manufacturing (printing and production) lies with Nomos Verlagsgesellschaft mbH & Co. KG.

This work is subject to copyright. All rights are reserved, whether the whole or part of the material is concerned, specifically those of translation, reprinting, re-use of illustrations, broadcasting, reproduction by photocopying machine or similar means, and storage in data banks. Under § 54 of the German Copyright Law where copies are made for other than private use a fee is payable to »Verwertungsgesellschaft Wort«, Munich, Germany.

Preface

The initiative for setting up the present book dates back to 2016, just after the Banking Union (BU) became operational. The literature on this field was already significant – and since then has, indeed, exponentially increased, as manifested by the list of references in the commented articles. Nevertheless, it was our firm belief that a systematic, article-by-article Commentary of the Single Supervisory Mechanism Regulation (SSMR) and the Single Resolution Mechanism Regulation (SRMR), as well as of the acts adopted in this relation by the European Central Bank (ECB) and the Single Resolution Board (SRB) would be of value for academics, supervisors, regulators, resolution authorities and practitioners who may wish to refer to it.

The delay in the publication of this demanding work on the two main pillars of the BU (the third still missing) was mainly due to the substantial amendment, in 2019, in the course of the so-called first "Banking Package", of the SRMR, as well as of the Capital Requirements Regulation and Directive (CRR and CRD IV, respectively) and of the Bank Recovery and Resolution Directive (BRRD), which constitute the largest part of the single market component of the European banking regulatory law. In order to cover these changes in the Commentary – which have substantially affected, directly or indirectly, the content and interpretation of the SSMR and the SRMR, the publication was postponed.

However, developments are constant. New delegated and implementing acts, as well as guidelines and recommendations have been adopted by September 2021, which in principle is the cut-off date for information included in this Commentary, while others are in the making. In that respect, the possibility is not excluded that at the time readers keep this book in their hands, some provisions may have been supplemented by new ones or even amended.

This Commentary benefits from the invaluable work of many distinguished colleagues, practitioners and academics alike, who have contributed thereto with their insightful analyses. We are indebted to them and wish to cordially thank them for the value they added to this book, as well as for their patience as regards the delays in its finalisation.

In the preparation of the manuscripts for publication, valuable assistance has been provided by Mr Raphael Reiss, Ms Claire Marshall and Mr Armin Pezhhan, student research assistants at the Chair of Private Law, Company Law, Banking and Securities Law, Eberhard-Karls-University, Tübingen.

Last but not least, we wish to thank our publisher for having accepted to include our book in the *Brussels Commentary* series, and in particular, Dr. Matthias Knopik, for his substantial contribution to its successful publication.

February 2022

Jens-Hinrich Binder Christos Gortsos Klaus Lackhoff Christoph Ohler

CONTENTS

Preface		V
Authors		X
Abbreviation	ons	XV
List of Case	es	XX
	SINGLE SUPERVISORY MECHANISM REGULATION	
Aut 1	Cubicat mattan and acons]
Art. 1 Art. 2	Subject matter and scope	
AII. Z	Definitions Auticle 2 SSM Examples Decadation	13
	Article 2 SSM Framework Regulation Definitions	13
Art. 3	Cooperation	23
Art. 4	Tasks conferred on the ECB	37
Art. 5	Macro-prudential tasks and tools	85
711 t. 3	Arts. 103–105 SSM Framework Regulation	89
Art. 6	Cooperation within the SSM	92
Art. 7	Close cooperation with the competent authorities of participating Member States) 2
7111.7	whose currency is not the euro	133
Art. 8	International relations	141
Art. 9	Supervisory and investigatory powers	146
Art. 10	Request for information	158
Art. 11	General investigations	171
Art. 12	On-site inspections	177
Art. 13	Authorisation by a judicial authority	178
Art. 14	Authorisation	189
Art. 15	Assessment of acquisitions of qualifying holdings	215
Art. 16	Supervisory powers	235
Art. 17	Powers of host authorities and cooperation on supervision on a consolidated basis	251
	Arts. 8–17 SSM Framework Regulation	252
Art. 18	Administrative penalties	264
Art. 19	Independence	277
Art. 20	Accountability and reporting	288
Art. 21	National parliaments	302
Art. 22	Due process for adopting supervisory decisions	307
Art. 23	Reporting of violations	318
Art. 24	Administrative Board of Review	321
Art. 25	Separation from monetary policy function	341
Art. 26	Supervisory board	354
Art. 27	Professional secrecy and exchange of information	381
Art. 28	Resources	404
Art. 29	Budget and annual accounts	409
Art. 30	Supervisory fees	413
Art. 31	Staff and staff exchange	421
Art. 32	Review	428
Art. 33	Transitional provisions	445
Art. 34	Entry into force	451
	SINGLE RESOLUTION MECHANISM REGULATION	
Δrt 1	Subject matter	453
Art. 1 Art. 2	Subject matter	453
Art. 3	Scope	463
Art. 3 Art. 4	Definitions Participating Member States	403
Art. 5	Participating Member States	483
Art. 6	General Principles	497
1111.0	General Emicipies	コン/

Contents

Art. 7	Division of tasks within the SRM	506
Art. 8	Resolution plans drawn up by the Board	518
Art. 9	Resolution plans drawn up by national resolution authorities	534
Art. 10	Assessment of resolvability	537
Art. 10a	Power to Prohibit Certain Distributions	552
Art. 11	Simplified obligations for certain institutions	562
	Minimum requirements	573
Art. 13	Early intervention	608
Art. 14	Resolution Objectives	619
Art. 15	General principles governing resolution	631
Art. 16	Resolution of financial institutions and parent undertakings	648
Art. 17	Order of priority of claims	653
Art. 18	Resolution procedure	666
Art. 19	State aid and Fund aid	690
Art. 20	Valuation for the purposes of resolution	699 717
Art. 21 Art. 22	General principles of resolution tools	732
Art. 23	Resolution Scheme	738
Art. 23	Sale of business tool	741
Art. 25	Bridge Institution Tool	754
Art. 26	Asset separation tool	763
Art. 27	Bail-in tool	767
Art. 28	Monitoring by the Board	847
Art. 29	Implementation of decisions under this Regulation	854
Art. 30	Obligation to cooperate and information exchange within the SRM	881
Art. 31	Cooperation within the SRM	895
Art. 32	Consultation of, and cooperation with, non-participating Member States and third	0,0
	countries	918
Art. 33	Recognition and enforcement of third-country resolution proceedings	921
Art. 34	Requests for information	927
Art. 35	General investigations	932
Art. 36	On-site inspections	935
Art. 37	Authorisation by a judicial authority	936
Art. 38	Fines	941
Art. 39	Periodic penalty payments	946
Art. 40	Hearing of the persons subject to the proceedings	947
Art. 41	Disclosure, nature, enforcement and allocations of fines and periodic penalty	
	payments	948
Art. 42	Legal status	950
Art. 43	Composition	953
Art. 44	Compliance with Union law	955
Art. 45	Accountability	955
Art. 46	National parliaments	965
Art. 47	Independence	968
Art. 48	Seat	973
Art. 49	Participation in plenary sessions	975
Art. 50	Tasks	980
Art. 51	Meeting of the plenary session of the Board	988
Art. 52 Art. 53	General provisions on the decision-making process	994 997
Art. 54	Participation in the executive sessions Tasks	1002
Art. 55		1002
Art. 56		1010
Art. 57		1016
Art. 58		1023
Art. 59		1020
Art. 60		1035
Art. 61		1041
Art. 62		1047
Art. 63		1054
Art. 64		1061
Art. 65		1069

Contents

Art. 66	Anti-fraud measures	1075
Introduction	to Arts. 67–74 SRMR	1079
Art. 67	General provisions	1088
Art. 68	Requirement to establish resolution financing arrangements	1095
Art. 69	Target level	1097
Art. 70	Ex-ante contributions	1100
Art. 71	Extraordinary <i>ex-post</i> contributions	1109
Art. 72	Voluntary borrowing between resolution financing arrangements	1112
Art. 73	Alternative funding means	1114
Art. 74	Access to financial facility	1115
Art. 75	Investments	1123
Art. 76	Mission of the Fund	1129
Art. 77	Use of the Fund	1136
Art. 78	Mutualisation of national financing arrangements in the case of group resolution	
	involving institutions in non-participating Member States	1140
Art. 79	Use of deposit guarantee schemes in the context of resolution	1141
Art. 80	Privileges and immunities	1148
Art. 81	Language arrangements	1150
Art. 82	Staff	1153
Art. 83	Staff exchange	1156
Art. 84	Internal committees	1162
Art. 85	Appeal Panel	1163
Art. 86	Actions before the Court of Justice	1173
Art. 87	Liability of the Board	1178
Art. 88	Professional secrecy and exchange of information	1187
Art. 89	Data protection	1190
Art. 90	Access to documents	1195
Art. 91	Protection of classified and sensitive non-classified information	1199
Art. 92	Court of Auditors	1202
Art. 93	Exercise of the delegation	1206
Art. 94	Review	1209
Art. 95	Amendment to Regulation (EU) No 1093/2010	1219
Art. 96	Replacement of national resolution financing arrangements	1222
Art. 97	Headquarters Agreement and operating conditions	1223
Art. 98	Start of the Board's activities	1224
Art. 99	Entry into force	1226
T 1		1001
index		1231

Kern Alexander

Prof. Dr. Kern Alexander is Professor of International financial law and banking regulation at the Faculty of Law, University of Zurich and is a Director of Studies at Queens' College, University of Cambridge. He is the founder of the Research Network of Sustainable and also Co-Director of the bank governance programme at the University of Oxford.

Martina Almhofer

Mag. Dr. Martina Almhofer, LL.M. BSc is Assistant Professor (post doc) at the Institute for European and International Law at Vienna University of Economics and Business. Previously, she has worked as a Legal Counsel in the Supervisory Law Division of the ECB Legal Services.

Fabian Amtenbrink

Prof. Dr. Fabian Amtenbrink is Professor of European Union Law at the Erasmus School of Law, Erasmus University Rotterdam, where he also serves as Vice Dean and Director of Research. He is co-founder and member of the academic board of the Erasmus Center for Economic and Financial Governance and a frequent visiting professor at the College of Europe in Bruges.

Jens-Hinrich Binder

Prof. Dr. Jens-Hinrich Binder, LL.M. is Professor of private law, company law, banking and securities law at Eberhard Karls University, Tübingen. He is also Co-Director of the Tübingen Research Center on the Determinants of Economic Activity (TRIDEA), and a fellow academic Member of the European Banking Institute (EBI). He has been visiting Professor at Università Cattolica del Sacro Cuore, Milan, and Radboud University Nijmegen.

Seraina Neva Grünewald

Prof. Dr. Seraina Grünewald is Professor of European and Comparative Financial Law at Radboud University Nijmegen. She is a member of the Academic Board of the European Banking Institute and of the Sustainable Finance Lab in the Netherlands. She is also affiliated as an academic fellow with the EUSFiL Jean Monnet Centre of Excellence at the University of Genoa and with the interdisciplinary University Research Priority Programme Financial Market Regulation at the University of Zurich.

Christos V. Gortsos

Prof. Dr. Christos V. Gortsos is Professor of public economic law at the Law School of the National and Kapodistrian University of Athens. *Inter alia*, he is also Vice-President of the Board of Appeal of the European Supervisory Authorities, Member of the European Parliament's expert group on banking resolution and President of the Academic Board of the European Banking Institute (EBI). In the winter semester of the academic year 2017-2018 he was a Bernard Braudel Senior Fellow at the Law Department of the European University Institute in Florence. His work focuses on international and EU monetary and financial law (regulation), as well as on central banking law.

Georg Gruber

Dr. Georg Gruber is Head of the SSM Secretariat Division at the European Central Bank.

Elke Gurlit

Prof. Dr. Elke Gurlit is Professor of public law, comparative law, and European law at the Faculty of Law and Economics at Johannes Gutenberg University of Mainz. She was a Judge at the Staatsgerichtshof Bremen, Germany. Her main research topics are information law, administrative law and financial market regulation.

Christos Hadjiemmanuil

Prof. Christos Hadjiemmanuil is a Visiting Professor at LSE Law School, as well as a Professor of International and European monetary and financial institutions at the University of Piraeus. He is a member of the Athens Bar Association.

Matthias Haentjens

Prof. Dr. Matthias Haentjens, LL.M., is a full Professor of law at Leiden Law School and director of the Hazelhoff Centre for Financial Law since 2012. Prior to joining Leiden Law School, he was an attorney with De Brauw Blackstone Westbroek. He was a visiting scholar at Université de Paris II (Panthéon-Assas), Harvard Law School, New York University School of Law and Ghent University. He has been a member of the Expert Group on Securities and Claims at the European Commission, of the Consultative Working Group on Investment Management at ESMA, and a short-term consultant with the World Bank. Since 2016, he has been appointed a deputy judge in the Court of Amsterdam.

Janina Heinz

Dr. Janina Heinz is Counsel at Freshfields Bruckhaus Deringer Rechtsanwälte Steuerberater PartG mbB, Frankfurt am Main. In a previous role, she worked at the European Central Bank as legal counsel in the Supervisory Law Division of DG Legal Services.

Ann-Katrin Kaufhold

Prof. Dr. Ann-Katrin Kaufhold holds the chair of constitutional and administrative law at Ludwig-Maximilians-University Munich. Her research focuses on financial market law, esp. financial supervision, and sustainable finance regulation.

Klaus Lackhoff

Dr. Klaus Lackhoff, M.Iur.Eur. (Saarbrücken), LL.M. (Iowa), worked for more than 15 years in an international law firm before joining the ECB in 2015 as Head of Section in the Supervisory Law Division. In private practice, he advised on banking supervisory issues and a broad range of financing transactions (e.g. IPOs, asset and structured finance transactions). He was involved in the preparation of the ECB for its supervisory tasks and the drafting of the SSM Framework Regulation. At the ECB he leads a team of lawyers dealing, in particular, with CRR related matters.

Christoph Ohler

Prof. Dr. Christoph Ohler, LL.M.(Brügge) is full professor for public law, European law, public international law and international economic law at the Friedrich-Schiller University of Jena. His focus of research is on EMU and Banking Union.

Chryssa Papathanassiou

Dr. Chryssa Papathanassiou, LL.M (Yale) is a lawyer admitted to practice in Athens and New York. Her publications focus on financial market infrastructures, banking supervision, and governance. In her recent project, she analyses the evidence of leasing in ancient silver mines. She leads the supervisory cooperation team at ECB Banking Supervision. She is an external university lecturer at the European Business School (EBS) in Wiesbaden, Germany.

Mikulas Prokop

Mikulas Prokop is a Legal Counsel at the European Central Bank.

Georgios Psaroudakis

Georgios Psaroudakis is Associate Professor of Commercial Law at the Faculty of Law, Aristotle University of Thessaloniki. He has studied at the Universities of Athens, Oxford and Hamburg. He has published widely (in Greek, English and German), mostly in the areas of corporate, financial and insolvency law. He has chaired or participated at law drafting committees on financial and corporate law, and since 2021 he is chairing the Insolvency Administration Committee established under Greek law. He is also working on the law of bank supervision and resolution at the Bank of Greece.

René Smits

René Smits is a Professor Emeritus of the Law of the Economic and Monetary Union (EMU) at the University of Amsterdam, consultant on EMU law & EU banking regulation, Member of the Administrative Board of Review of the ECB and assessor at the Belgian Competition Authority (BCA). He worked for De Nederlandsche Bank N.V. (the Dutch central bank) in Amsterdam for 24 years, where he was general counsel (1989-2001), responsible for legal advice, with a focus on EU banking directives, the IMF and the preparations for monetary union (the introduction of the single currency). He also was a member of the Legal Committee of the European System of Central Banks. Later, he worked for the competition authority of the Netherlands.

Emiliano Tornese

Emiliano Tornese is Deputy Head of Unit "Resolution and Deposit Insurance" in the European Commission's DG for Financial Stability, Financial Services and Capital Markets Union. In that capacity, he is involved in the negotiations on the completion of the Banking Union, EDIS and ESM backstop. He has been involved with the preparation and negotiation of the BRRD and TLAC implementation, and with the preparation, negotiation and launch of the Single Resolution Mechanism. He is also Part-time Professor at the Florence School of Banking and Finance, based at the European University Institute, and Visiting Professor at the College of Europe, Bruges.

Andreas Witte

Dr. iur. Andreas Witte; M.Jur., M.Sc. (Oxon), Dipl.-Jur., Wirtschaftsjurist (Bayreuth) joined the Directorate General Legal Services at the European Central Bank in 2014. During 2011-2014 he worked in the Banking Supervision Department of the Deutsche Bundesbank. For a list of his publications, see www.andreaswitte.com.

Karl-Philipp Wojcik

Dr. Karl-Philipp Wojcik has been the General Counsel to the EU Single Resolution Board in Brussels since 2020, after having joined the European Commission as a Member of its Legal Service in 2010. He graduated in Law from the universities of Münster, Paris I Panthéon-Sorbonne (Licence en droit international) and Cologne (Ph.D.), followed executive education at Harvard Kennedy School and qualified for the bar in Germany. Karl-Philipp Wojcik lectures in law at the University of Bonn as well as at the University of Bologna. His publications focus on EU and national law, in particular on EU constitutional and judicial law, EU financial services law, as well as private and company law.

Georgios Zagouras

Dr. Georgios Zagouras is a syndic at the European Central Bank. He is a university lecturer at the Philipps-Universität Marburg and the European Business School (EBS) in Wiesbaden. He is also a member of the ECB's Staff Committee and a Board Member of IPSO.