

# Financial Institutions

Credit Research • Financial Institutions • Europe

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## EC Proposals for Resolution Regime Implications for valuations of existing bank debt

### Senior: Positive

Relative to expectations in this regard, we believe that the proposals from the EC regarding resolution regime reform are positive for existing senior debt valuations in that **only new senior debt** will be exposed to losses outside a liquidation through the debt write-down resolution tool. We believe the general expectation was that the EC proposals in this regard would be applicable to existing senior debt as well, similar to the legislation passed in Germany in December that now governs the handling of distressed banks in that country.

### Subordinated: Neutral

It is unclear to us whether existing subordinated debt will be exposed to losses outside liquidation through the debt write-down resolution tool or whether it is only applicable to new debt, as is the case for senior debt. We lean towards an interpretation that it would apply to existing subordinated debt as well, which is largely in line with what market participants have expected in this regard by our reckoning. In any case, existing subordinated debt can still be exposed to losses outside a liquidation similar to those that can be achieved with the debt write-down tool under the proposed transfer powers within the suite of resolution powers.

### Covered bonds: Neutral

As expected, the proposals on debt write-down state that the debt write-down resolution tool should not apply to covered bonds. The safeguards to secured liabilities regarding the implications from the transfer powers will prevent the transfer of assets against which such covered bonds are secured unless the covered bonds are also transferred.

## EC Proposals for Resolution Regime

Following the publication on 20 October 2010 of a European crisis management framework for the financial sector<sup>1</sup>, the European Commission launched a [consultation](#) on technical details underpinning the framework. The Commission intends to come forward with a legislative proposal for a comprehensive framework for dealing with failing banks before the summer of 2011 (a proposal for a directive on crisis management was originally due in spring 2011). The deadline for contributions to this consultation is 3 March 2011.

<sup>1</sup> See our note: ["EU Framework for Crisis Management in the Financial Sector: Uncertainty Remains" \(21-Oct-10\)](#)

## Background and Description of the Concept

The change of resolution regimes for banks stems from regulators and politicians realising that the existing legal framework that governs the resolution of distressed banks provided limited options. The insolvency laws did not allow governments to support only certain bank activities or creditors. In other words, although governments mainly had an interest in protecting depositors and creditors that were key in the functioning of the banking system, the legal infrastructure did not allow for such preferential treatment of creditors in most countries. Additionally, the legal framework did not allow for any form of rapid restructuring of a bank's liability structure. Given the confidence sensitivity of the banks' business model, any restructuring needs to be executed very rapidly (i.e., in a matter of days) to ensure that bank operations are not permanently impaired. The bank insolvency laws in most countries did not facilitate such rapid restructuring. Given the lack of flexibility in the legal frameworks of countries in dealing with distressed banks, the governments were mainly left with the option of liquidating the entire bank or supporting the entire bank as a going concern through the provision of government funds, with governments choosing the latter route in most cases. However, the extent of such support placed a large burden on governments globally, and in Europe, it placed almost unsustainable additional pressure on the already stretched fiscal positions of some countries.

Governments and regulators thus realised during the crisis that the legal framework in dealing with distressed banks lacked flexibility and required fundamental changes to make the resolution of distressed banks more orderly and, of course, less costly from the government's perspective. This initiative is referred to as an introduction of resolution regimes and will provide governments with other options and tools in addition to the costly options of liquidation of the entire bank or the support of the entire bank as a going concern through government capital and funding support. The main formal driver behind this development is the G20, which called for the introduction of resolution regimes in their communiqué on 2 April 2009<sup>2</sup> and confirmed this stance in their most recent communication on 12 November 2010<sup>3</sup>.

The G-20 said in this regard: "We reaffirmed our view that no firm should be too big or too complicated to fail and that taxpayers should not bear the costs of resolution. We endorsed the policy framework, work processes, and timelines proposed by the FSB to reduce the moral hazard risks posed by systemically important financial institutions (SIFIs) and address the too-big-to fail problem. This requires a multi-pronged framework combining: a resolution framework and other measures to ensure that all financial institutions can be resolved safely, quickly and without destabilizing the financial system and exposing the taxpayers to the risk of loss; a requirement that SIFIs and initially in particular financial institutions that are globally systemic (G-SIFIs) should have higher loss absorbency capacity to reflect the greater risk that the failure of these firms poses to the global financial system; [...] we encourage further progress on the feasibility of contingent capital and other instruments. We encouraged the FSB, BCBS and other relevant bodies to complete their remaining work in accordance with the endorsed work processes and timelines in 2011 and 2012. In addition, we agreed that G-SIFIs should be subject to a sustained process of mandatory international recovery and resolution planning."

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<sup>2</sup> [http://www.financialstabilityboard.org/publications/r\\_0904c.pdf](http://www.financialstabilityboard.org/publications/r_0904c.pdf)

<sup>3</sup> <http://www.g20.utoronto.ca/2010/g20seoul-doc.pdf>

## Consultation Paper

The **consultation paper from the EC in this regard** is organised as follows:

- Scope and Authorities;
- Supervision, Preparation and Prevention;
- Early Intervention;
- Resolution tools, powers and mechanisms and ancillary provisions;
- Group Resolution;
- Financial arrangements; and
- Annexes on debt write-down and possible changes to company law.

In this report, we focus predominantly on the resolution tools, powers and mechanisms and ancillary provisions, debt write-down and implications for bank credit valuations.

### Scope and Authorities

This consultation focuses on measures for banks and investment firms. The Commission will report by the end of 2011 on appropriate measures for other kinds of financial institution, including insurers.

### Supervision, Preparation and Prevention & Early Intervention

For Supervision, the EC believes **supervisory stress tests** and **enhanced supervision** should complement other reforms to reduce risks in the financial system.

The EC believes that **recovery plans** are a necessary component of an effective crisis management regime. **Intra-group financial support** allowing transfer of assets within a group, including in situations where group entities are experiencing liquidity stress is another measure.

The EC consider that **early intervention powers** should be granted to the supervisors in those cases where any credit institution does not meet the requirements of the CRD or is likely to fail to meet the requirements of the CRD. These powers will include the power to prohibit distributions by the credit institution (including payments to hybrid instruments holders); the requirement to replace board members or managing directors; the requirement for a bank to divest itself of activities or business lines that pose an excessive risk to its financial soundness, amongst others.

# Resolution Tools, Powers and Mechanisms

## Conditions for Resolutions

In its consultation paper, the EC mentioned three options for possible trigger conditions for resolution, which might be adopted singly or in combination.

In our view, governments, through their resolution authorities, have **a lot of discretion for the implementation of these resolution powers.**

Under Option 1, a credit institution is failing or likely to fail if one or more of the following circumstances applies:

- (a) it has incurred or is likely to incur in losses that will deplete its equity;
- (b) the assets of the credit institution are or are likely to be less than its obligations; or
- (c) it is or is likely to be unable to pay its obligations in the normal course of business.

Under Option 2, a credit institution is failing or likely to fail if the credit institution no longer fulfils, or is likely to fail to fulfil, the financial conditions for authorization.

Under Option 3 a credit institution is failing or likely to fail if the credit institution no longer possesses, or is likely to fail to possess, sufficient Tier 1 instruments, as required under Chapter 2 of Title V of the CRD, to meet the requirements of Article 75 of the CRD.

In addition to a condition that the institution is failing or likely to fail, however this is defined, the EC suggests two supplementary conditions.

- The first is that no other measures<sup>4</sup> are likely to avert failure and restore the condition of the institution in a reasonable time frame. This should ensure that resolution is a “last resort.”
- The second, mentioned in the EC’s Communication of the 20 October 2010<sup>5</sup>, is that the application of resolution tool is necessary in the public interest. The EC suggests that the public interest should be defined by reference to a set of resolution objectives, based on financial stability, continuity of essential services, protection of public funds and protection of depositors.

## Resolution Objectives

Resolution authorities should use these powers in order to achieve certain resolution objectives. The following objectives were suggested:

- (a) to ensure the continuity of essential financial services;
- (b) to avoid adverse effects on financial stability, including by preventing contagion;
- (c) to protect public funds; and
- (d) to protect insured depositors.

Where the use of resolution tools or powers are not necessary with regard to the resolution objectives, the EC considers that a credit institution that is failing or is likely to fail should be liquidated under the applicable insolvency proceedings.

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<sup>4</sup> Such as fresh capital rising by the ailing institutions or asset disposal, and excluding public support measures

<sup>5</sup> [http://ec.europa.eu/internal\\_market/bank/docs/crisis-management/framework/com2010\\_579\\_en.pdf](http://ec.europa.eu/internal_market/bank/docs/crisis-management/framework/com2010_579_en.pdf)

## General Principles Governing Resolution

The EC suggests that when applying the resolution tools and exercising the resolution powers, resolution authorities should take all appropriate measures to ensure that:

- (a) shareholders first bear the losses of the credit institution;
- (b) unsecured creditors bear the residual losses;
- (c) where appropriate, senior management of the credit institution is replaced and bear losses in accordance with its responsibility;
- (d) creditors of the same class are treated in fair and equitable manner, and no creditor incurs greater losses that would be incurred under liquidation; and
- (e) interference with property rights does not contravene the European Convention on Human Rights and fundamental freedoms, including as they result from the constitutional conventions common to member states.

## Resolution Tools: General

The following Resolution Tools were proposed the in the consultation paper:

- (a) the sale of business tool;
- (b) the bridge bank tool;
- (c) the asset separation tool; and
- (d) the debt write-down and the debt-to-equity conversion tool.

The use of these tools is without prejudice to the application of state aid rules, where applicable.

### **Sales of Business Tool**

Under the sales of business tool resolution, authorities would be able to effect a sale of the credit institution or the whole or part of its assets and liabilities to one or more purchasers on commercial terms, without requiring the consent of the shareholders or complying with procedural requirements that would otherwise apply.

The process must be open, transparent, unconditional, non-discriminatory, and free from any conflict of interest and does not confer any unfair advantage on any potential acquirer. The resolution authority should establish that the sale of the business is less costly compared to alternative options (e.g., partial or total liquidation).

### **Bridge Bank Tool**

Under this tool, resolution authorities would be able to transfer all or part of the business of the credit institution to a bridge bank.

A "bridge bank" means a company or other legal person that is wholly owned by one or more public authorities (which may include the resolution authority). It is suggested that the resolution authorities would specify the contents of the constitutional documents of the bridge bank.

### **Asset Separation Tool**

The purpose of the asset separation tool would be to enable resolution authorities to transfer certain assets of a credit institution to an asset management vehicle for the purpose of facilitating the use or ensuring the effectiveness of another resolution tool. In this context, an "asset management vehicle" refers to a legal entity that is wholly owned by one or more public authorities (which may include the resolution authority).

The Asset Separation Tool would be used in the following way. First, in order to address concerns about moral hazard associated with the use of this tool that might otherwise arise, it should only be used in conjunction with another resolution tool. Then, the selected assets should be transferred to an asset management vehicle for fair consideration. Lastly, the resolution authority should appoint asset managers to manage the assets transferred to the asset management vehicle with the objective of maximising their value through eventual sale, while avoiding conflicts of interest, and in accordance with any other objectives imposed by the resolution authority.

Shareholders of the affected credit institution, and its creditors, should not have any rights over the asset management vehicle or its assets.

### Debt Write-down Tool

The EC considers that a mechanism which that enable resolution authorities to write down the claims of some or all of the unsecured creditors of a failing institution and, possibly, to convert debt claims to equity, would offer a valuable additional resolution tool that would allow authorities greater flexibility in their response to the failure of large, complex financial institutions.

The consultation paper mentions that, "It is important to note that this consultation concerns possible future legislative changes which would be subject to a full impact assessment, appropriate transitional provisions and transitional periods of sufficient length and designed in such a way so as to avoid any market instability or unintended consequences."

With regard to which debt might be affected, the consultation paper specifically states in this respect that: "It is **not envisaged to apply** measures ultimately adopted in this area to **any debt currently in issue** [emphasis added]."

Subsequently, the EC clarifies further its view in this respect saying that, "In addition to the power to write off equity and write down or convert subordinated debt that is outlined above, **resolution authorities could be given a statutory power, exercisable in conjunction with the core power** [emphasis added, core power referring to statutory power to write off all equity, and either write off subordinated debt or convert it into an equity claim] when an institution meets the trigger conditions for entry into resolution, to write down by a discretionary amount or convert to an equity claim, **all senior debt** [emphasis added] deemed necessary to ensure the credit institution is returned to solvency." The EC thus intends to apply the new Debt Write-down Tool to only **new senior debt**.

Even though the EC states that the Debt Write-down Tool would not apply to "any debt currently in issue", we think this statement might potentially only refer to senior debt. Several statements in the consultation paper suggest to us that existing subordinated debt can be impacted by the Debt Write-down Tool. First, the EC states in the document when it starts discussing the Debt Write-down Tool in more detail that, "**Resolution authorities could be given a statutory power, exercisable when an institution meets the trigger conditions for entry into resolution, to write off all equity, and either write off subordinated debt or convert it into an equity claim** [emphasis added]. However, in some cases this will not be sufficient to ensure that an institution in difficulty returns to viability so as to maintain market and creditor confidence when the markets next open." (This suggests to us that the two alternative proposals for additional debt write-down specifically apply to new senior debt as mentioned above). Second, the EC adds that, "An alternative [ ] would be for resolution authorities to require credit institutions to issue a fixed volume of 'bail-in able' debt which, in addition to the power to write off all equity, and either **write off existing subordinated debt** [emphasis added] or convert it into an equity claim, could written down or converted into equity on a statutory trigger." (The reference to existing subordinated debt suggests that write-down on subordinated is not applicable only to new bonds). Last, the EC states as regards the compliance with the ranking in the capital shortfall by stating that. " [ ] equity should be wiped out before any debt is written

down, and **subordinated debt should be written down completely** [emphasis added] before senior debt holders bear any losses.” (This would be impossible to adhere to if certain subordinated bonds cannot be written down).

The EC suggests two potential approaches for the Debt Write-down Tool: **1)** A “comprehensive” approach, which aims to make a broad range of senior creditors face the real risk associated with bank failure and **2)** a “targeted” approach, which aims to create a more focused tool for resolving in particular, institutions that have been assessed as likely to prove difficult to resolve with traditional resolution tools at a time of fast-moving idiosyncratic or systemic crisis.

1) As regards the comprehensive approach in addition to the power to write off equity and write down or convert subordinated debt that is outlined above, resolution authorities could be given a statutory power to write down by a discretionary amount<sup>6</sup> or convert to an equity claim, **all senior debt deemed necessary** to ensure the credit institution is returned to solvency.

**Such a power would only apply to new debt issued** (or existing debt contracts renewed or rolled over) after the power enters into force. It would be exercisable in principle in relation to all senior debt, and resolution authorities would have a discretion as to which classes of debt would be written down or converted in a particular case, the extent of the “haircut” and, where relevant, the rate of conversion.

Interestingly enough the EC states, “The exercise of that discretion might take into account, among other things the **systemic risks of writing down certain creditors** [emphasis added].” In this respect, the EC mentions some **potential exclusions: 1)** swap; **2)** repo and derivatives counterparties and other trade creditors; **3)** **short-term debt** (defined by a specified maximum maturity); and **4)** **retail and wholesale deposits** and secured debt (including covered bonds). Although senior debt ranks equal to deposits in a liquidation under current rules in Europe, the debt write down feature will thus expose senior bondholders to losses outside a liquidation while depositors are protected.

The EC also adds, “It is also questionable whether the power could in practice be exercised to **claims that are covered by master netting agreements** [emphasis added] (even if uncollateralised). However, to prevent further withdrawal of liquidity, measures would be needed to ensure that acceleration or termination rights under excluded claims were not triggered by the use of this tool.”

The EC seems to suggest that, going forward, senior bondholders could receive different payouts when the resolution regime applies. In this regard, it stated that, “[ ] it must be recognised that **a power to write down some, but not all senior debt in resolution** [emphasis added] - with some senior liabilities either excluded entirely from the regime or excluded through exercise of discretion by the resolution authority on a case-by-case basis – would subvert the normal rankings and the principle of *pari passu* treatment of creditors within the same class.”

The EC goes on to say that, “to encourage the availability of funding to the newly restored institution, creditors that provided (unsecured) **funds in the period immediately following the resolution could receive temporary (or permanent) 'super senior' status** [emphasis added].”

This potential differentiated treatment among senior bondholders is in line with the proposals made by the US-based Federal Deposit Insurance Corporation (FDIC) on 12 October 2009<sup>7</sup>. At the time the FDIC said, “Specifically, this section [Treatment of Similarly Situated Creditors] would put creditors of a potential covered financial company on notice that bond holders of such an entity that hold **certain unsecured senior debt with a term**

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<sup>6</sup> Possibly with a fixed upper cap

<sup>7</sup> <http://www.fdic.gov/news/news/press/2010/pr10224a.pdf>

**of more than 360 days will not receive additional payments compared to other general creditors** [emphasis added] such as general trade creditors or any general or senior liability of the covered financial company, nor will exceptions be made for favorable treatment of holders of subordinated debt, shareholders or other equity holders.”

However, the EC clearly specifies that **the ranking in the capital waterfall should be respected** when the Debt Write-down Tool is used. The EC specifically states, “As a matter of principle, the design and exercise of a debt write down power should preserve as far as possible the ranking of claims on insolvency. For this reason, equity should be wiped out before any debt is written down, and subordinated debt should be written down completely before senior debt holders bear any losses.”

On potential financial institutions that could be impacted by the Debt Write-down Tool **the EC seems to suggest that in all likelihood the Systematically Important Financial Institutions (SIFIs) are more likely to be impacted by the Debt Write-down Tool**. In this respect, the EC states that, “In practice, such a tool might be most useful in the case of systemically important institutions which are considered to be **‘too big to fail’**, or in a generalised situation of stress where there is unlikely to be a large pool of potential third party purchasers.”

Lastly, the EC seems to suggest that bonds issued under the jurisdiction of a country outside the European Union should include a clause recognizing this statutory power. They state in this respect, “To ensure that the power could be exercised effectively in relation to debt that is booked in or governed by the law of a third country, new debt issued by EU credit institutions would be required to include a clause recognising the statutory power. This contractual recognition should minimise the risk that any write down pursuant to the power would not be recognized or enforced by foreign courts.”

2) For the targeted approach, the EC proposes to require credit institutions to issue a fixed volume of “bail-in able” debt, which, in addition to the power to write off all equity and either write off existing subordinated debt or convert it into an equity claim, could be written down or converted into equity on a **statutory trigger**.

Such debt would need to include a contractual term that would specify that the relevant government through its resolution authority could use a statutory power to write down the debt when the institution meets the trigger conditions for entry into resolution. The amount of the write-down or conversion rate could be either specified in the instrument, or it could be left to the discretion of the government through the resolution authorities (subject to the principle that the affected debt holder should be “no worse off than in liquidation”).

The requirement could include a fixed minimum<sup>8</sup> for all institutions (for example as a percentage of total liabilities) and the power for authorities to increase it further in the event that resolution plans identify impediments to resolution by other means. The EC adds, “Additionally, the bulk of issuance could be **restricted solely to SIFIs** [emphasis added].”

As regards the interaction between the Debt Write-down Tool and Contingent Capital the EC states that: “More generally, enhanced regulatory requirements such as contingent capital can complement additional resolution tools by making the likelihood and impact of a resolution much smaller. In a non-zero failure regulatory regime, enhanced prevention can complement the need to be prepared with a wide set of resolution tools which adequately address the too big to fail problem. While forms of contingent capital and bail-in debt may in theory be complementary, **any coexisting regimes, if developed, would need to be coordinated** [emphasis added].” We read this statement as a mixed endorsement by the EC of contingent capital.

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<sup>8</sup> The public interventions during the crisis ranked between 4 and 19 per cent in terms of risk weighted assets

## Resolution Powers

The EC considers that in order to apply the resolution tools, governments through their resolution authorities would need the following resolution powers<sup>9</sup>:

- (a) the power to take control of the affected credit institution;
- (b) the power to transfer shares and other instruments of ownership issued by an affected credit institution. For the purposes of this power, instruments of ownership should include instruments that confer ownership in mutual associations, instruments that are convertible into or give the right to acquire shares or instruments of ownership, instruments representing interests in shares or instrument of ownership;
- (c) the power to transfer debt instruments issued by an affected credit institution. For the purposes of this power, “debt instruments” would encompass bonds and other forms of transferable debt, any instrument creating or acknowledging a debt, and instruments giving rights to acquire debt instruments;
- (d) the power to transfer to another undertaking or person specified rights, assets and liabilities of a credit institution to which resolution tools are applied;
- (e) the power to write off or cancel the shares or other instruments of ownership issued by the affected credit institution;
- (f) the power to reduce or write off the claims of unsecured creditors of an affected credit institution;
- (g) the power to convert certain debt instruments or other non-core Tier 1 instruments issued by an affected credit institution or an affiliate into shares or other instruments of ownership in that credit institution or in a parent credit institution or parent financial holding company;
- (h) the power to require the conversion of debt instruments that contain a contractual term for conversion on an official action or decision that an institution is failing or that intervention by resolution authorities is or is likely to be necessary;
- (i) the power to remove or replace the senior management of an affected credit institution; and
- (j) the power to issue new shares.

The EC believes it is important that, subject to the provision of adequate compensation, resolution authorities should be able to exercise the resolution powers without complying with any procedural requirements, or receiving any consent from the creditors or shareholders of the credit institution to which the resolution tools are applied, that would otherwise apply by virtue of EU or national law.

We refer to b) to d) as “Transfer Powers.”

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<sup>9</sup> The powers suggested in (e) to (h) to write off shares and write down or convert debt should be available in connection with the use of all resolution tools (and are not proposed only for the purpose of the possible debt write down tool)

## Safeguards

The provisions suggested in this section are intended to safeguard the interests of counterparties under netting agreements and the security rights of investors. The objective is to prevent resolution authorities from "cherry picking" rights and liabilities under such protected arrangements. They must either all be transferred together, or not at all.

Below, we focus specifically on the safeguards for security holders, although there is protection for counterparties, financial collateral, set-off and netting arrangements, trading, clearing and settlement systems.

### **Appropriate protection for security arrangements**

The EC considers that the appropriate safeguards for liabilities secured under a security arrangement should prevent:

- the transfer of assets against which the liability is secured unless that liability and benefit of the security are also transferred;
- the transfer of a secured liability unless the benefit of the security are also transferred;
- the transfer of the benefit unless the secured liability is also transferred; and
- the modification or termination a security arrangement through the use of ancillary powers, if the effect of that modification or termination is that the liability ceases to be secured.

### **Partial transfers: Compensation for third parties**

An EU framework should require member states to put in place arrangements to ensure that where a resolution authority transfers some, but not all, of the property, rights or liabilities of a credit institution to another entity, creditors receive adequate compensation. This principle should apply both in the case of partial transfers from a credit institution to a bridge bank or a private sector purchaser, and partial transfers from a bridge bank to a private sector purchaser.

The compensation arrangements under consideration should include provision for the appointment of an independent valuer to determine which creditors, if any, should be paid compensation and the amount of compensation that should be paid to each such creditor. That assessment should take into account the treatment that each creditor or class of creditor would have received if the credit institution had entered insolvency at the time of (and instead of) the partial transfer being made.

# Implications from Resolution Regime Reform

## **Resolution regimes expose bondholders to losses outside liquidation**

Resolution Regime reform will enable governments to enforce losses on to bondholders in distressed banks outside of traditional liquidation through the suite of resolution tools and related powers, including involuntary debt-for-equity swaps, principal write-downs or transfers to other legal entities. We believe that the use of these tools and related parties will likely have negative consequences for bondholders, and in particular for subordinated bondholders, relative to the current status quo. During the banking crisis, and particularly in the early stages of the crisis before legal reform in this regard in countries like the UK, Germany and Ireland, bondholders were only exposed to principal losses in a liquidation of the entire bank under the combination of the current insolvency regimes (in most countries) and the terms and conditions of the bonds.

## **Loss of alignment of interest of bondholders with those creditors the government has an interest to protect**

Although the current limited powers of governments to deal with distressed banks can be viewed as inappropriate from a taxpayer's perspective, it has benefited bondholders very materially. During the crisis, governments and regulatory authorities were left with the only option of either letting the bank collapse (e.g., Lehman Brothers) or to support the entire bank as a going concern. Supporting the entire bank as a going concern meant that bondholders, including the most subordinated bondholders, benefited very profoundly. As long as the bank remained a going concern, there was no risk of any principal loss absorption to bondholders. The combination of the legal infrastructure and the terms and conditions of the bonds did not provide the government with any rights to enforce losses to such bondholders on an involuntary basis. Expressed differently, bondholders had a very strong alignment with the interest of the creditors (like depositors and interbank creditors) that governments had a strong interest to protect.

Resolution regimes remove this alignment of interest given the powers of the government effectively to support certain operations and related creditors while leaving other creditors, particularly more junior creditors, in a position where they will absorb losses.

## **Likelihood of state support to a bank will be much lower post implementation of resolution regimes**

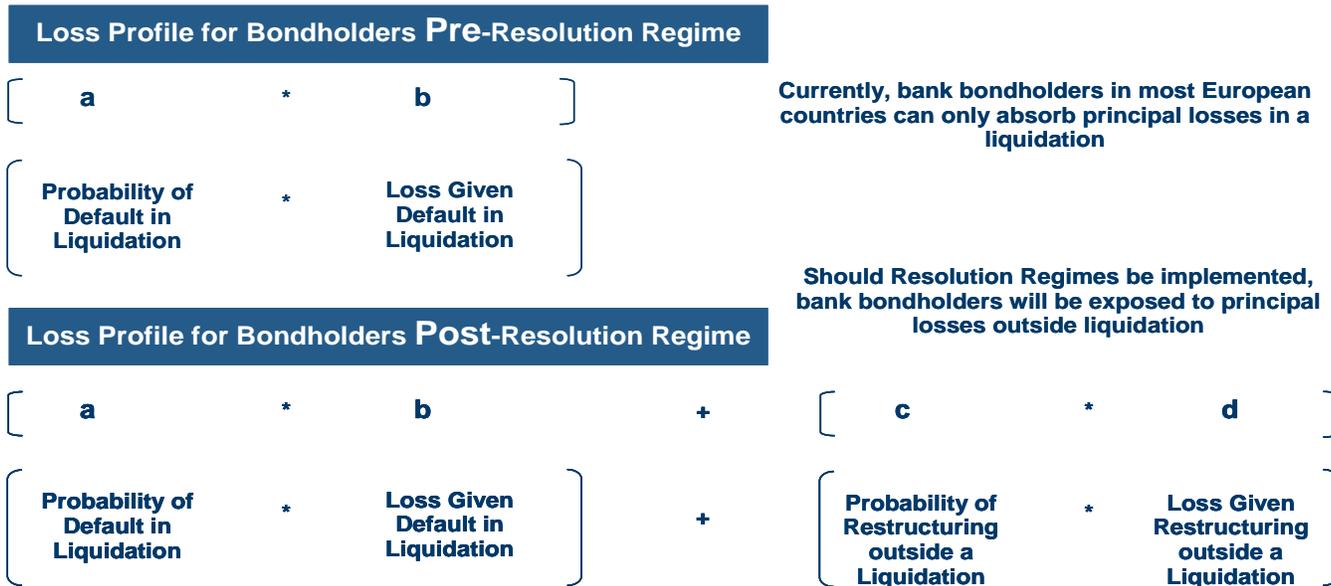
The range of alternative options available to governments in dealing with distressed banks will thus result in a lower likelihood of state support to distressed banks. The above resolution tools and related transfer powers will allow the governments' considerable flexibility to deal with a distressed bank without the need to inject taxpayer funds. The government can move the creditors that it would like to protect (like depositors and interbank creditors) into a separate legal entity, leaving bondholders exposed in the original legal entity to absorb losses. Additionally, the government can create capital in the bank by reducing the principal claim of bondholders or involuntarily swapping the bondholders into equity.

## **Mathematical expression of the impact of resolution regimes**

The equation of the cost of bank credit will thus be meaningfully affected by the introduction of resolution regimes. The extent of the impact will depend on how significant the reform will be and the extent and range of powers given to governments to deal with distressed banks. However, based on the most probable outcome for government powers under resolution regimes, the current credit equation of loss given default multiplied by the probability of default becomes somewhat redundant. This is because a default in banks could only occur in an eventual liquidation, whereas bank bondholders will also be exposed to loss absorption outside liquidation through the restructuring powers provided under the suite of tools under the new resolution regimes. We have expressed this below in Exhibit 1.

It is clear that losses on bank bonds, particularly subordinated bonds, will be much more likely given bank distress following implementation of these resolution regimes. However, it should be considered against the opposing factor that the probability of bank distress going forward will be much lower under the Basel III regulatory reform, which will ensure increased liquidity pools, better matched funding profiles and strengthened capital positions.

**Exhibit 1: Function of the Cost of Bank Credit Pre and Post Resolution Regimes**



Source: Credit Suisse

**Subordinated bondholders most exposed, probability of default no longer equal to that of senior bondholders**

We believe that junior bondholders will be most negatively impacted by the introduction of resolution regimes. Junior bondholders in most countries have the benefit that it is impossible to default on junior bonds without defaulting on senior bonds. Non-payment of interest on principal of Lower Tier 2 subordinated bonds allowed the holders to commence procedures for liquidation of the entire bank. In essence, junior bondholders thus gained the most from the going support that was provided by governments to distressed banks, as these junior ranking bonds had the most to lose in the alternative to liquidation.

The resolution tools of transferring powers and debt write-down and conversion tool will allow governments to treat junior bondholders differently from other creditors. This can be done by leaving subordinated bondholders exposed in a bad bank while the rest of the creditors are transferred to a good bank that is supported as going concern. Alternatively, the haircut of principal or involuntary swaps of debt into equity will first be applied to junior bonds before senior debt will be affected. On that basis, the differentiation between senior and subordinated bonds in terms of cost of credit should no longer be purely on grounds of recovery, but also based on a higher probability of default (or loss absorbency) on subordinated debt relative to senior debt. Resolution regimes will remove the aspect of equal probability of default of subordinated bonds relative to senior bonds.

Under the EC proposals, senior bonds would also potentially have loss absorption risk outside liquidation under the debt write-down proposals. However, the debt write-down proposal is clear that subordinated debt should be fully written down (in addition to equity) before senior debt will be impacted in this regard.

### **Existing versus New debt**

With regard to senior debt, the EC consultation paper indicates that the debt write-down resolution tool will only apply to new debt. However, it is unclear whether this is also the case for subordinated debt as explained in the section called “Debt write-down tool”.

The transfer power under the suite of Resolution powers proposed by the EC will, however, be applicable to existing and new debt. With regard to subordinated debt, loss absorption similar to that under the debt write-down tool can effectively be achieved by the transfer power. The equity and subordinated debt can be retained in the existing legal entity while all the other assets and liabilities of the bank are moved to a separate legal entity (i.e., bridge bank or “good bank”). The only safeguard based on the proposal for such bondholders would be that they would be entitled to not receive a less favorable treatment following partial transfer of assets and liabilities than what they would have received should the bank have entered insolvency. (See Partial Transfers: Compensation for third parties in this regard.) In such instance, it would not be difficult to argue successfully that sub debt would have received a recovery of zero in a liquidation given the low loss attachment point in the capital structure and hence this safeguard is thus of limited value for a subordinated bondholder. Although senior bondholders can be left in the remaining entity with the subordinated debt, the safeguard of at least a similar treatment as in liquidation is much more supportive for senior bondholders, particularly as deposits rank similar to senior debt in liquidations in most European countries.

## **Implications on existing valuations relative to expectations**

### **Senior: Positive**

We believe that today’s proposals from the EC regarding resolution regime reform are positive for existing senior debt valuations in that only new senior debt will be exposed to losses outside a liquidation through the debt write-down resolution tool. We believe the expectation was generally that the EC proposals in this regard would be applicable to existing senior debt as well, similar to the legislation passed in Germany in December that now governs the handling of distressed banks in that country.

This positive implication is reduced because of market participants’ general expectation that governments in Europe will, in most cases, not use powers to write down senior debt because of negative consequences for funding access for such a country’s banks. This was recently evident in Ireland in the case of Anglo Irish Bank, whereas in the UK, the government went as far as to guarantee existing senior debt in the case of Northern Rock and Bradford & Bingley.

### **Subordinated: Neutral**

It is unclear to us whether existing subordinated debt will be exposed to losses outside a liquidation through the debt write-down resolution tool based on our read of the consultation document or whether it will only be applicable to new debt, as is the case for senior debt. We lean towards an interpretation that it would apply to existing subordinated debt as well, which is largely in line with what market participants expected in this regard by our reckoning. In any case, existing subordinated debt can still be exposed to losses outside liquidation under the transfer powers under the proposed resolution powers similar to those that can be achieved with the debt write-down tool. The transfer power under the suite of proposed resolution tools and powers will apply to existing debt as well.

### **Covered bonds: Neutral**

As expected, the proposals on debt write-down state that the debt write-down resolution tool should not apply to covered bonds. The safeguards to secured liabilities regarding implications from the transfer powers will prevent the transfer of assets against which such covered bonds are secured unless the covered bonds are also transferred.

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## Disclosure Appendix

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