EUROPEAN PARLIAMENT

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A6-0494/2008

10.12.2008

***I REPORT

on the proposal for a directive of the European Parliament and of the Council amending Directive 94/19/EC on Deposit Guarantee Schemes as regards the coverage level and the payout delay (COM(2008)0661 - C6-0361/2008 - 2008/0199(COD))

Committee on Economic and Monetary Affairs

Rapporteur: Christian Ehler

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EN EN

Symbols for procedures

- * Consultation procedure *majority of the votes cast*
- **I Cooperation procedure (first reading)

 majority of the votes cast
- **II Cooperation procedure (second reading)

 majority of the votes cast, to approve the common position

 majority of Parliament's component Members, to reject or amend
 the common position
- *** Assent procedure

 majority of Parliament's component Members except in cases

 covered by Articles 105, 107, 161 and 300 of the EC Treaty and

 Article 7 of the EU Treaty
- ***I Codecision procedure (first reading)

 majority of the votes cast
- ***II Codecision procedure (second reading)

 majority of the votes cast, to approve the common position

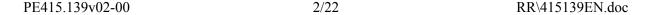
 majority of Parliament's component Members, to reject or amend
 the common position
- ***III Codecision procedure (third reading)

 majority of the votes cast, to approve the joint text

(The type of procedure depends on the legal basis proposed by the Commission.)

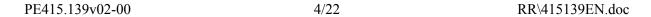
Amendments to a legislative text

In amendments by Parliament, amended text is highlighted in *bold italics*. In the case of amending acts, passages in an existing provision that the Commission has left unchanged, but that Parliament wishes to amend, are highlighted in **bold**. Any deletions that Parliament wishes to make in passages of this kind are indicated thus: [...]. Highlighting in *normal italics* is an indication for the relevant departments showing parts of the legislative text for which a correction is proposed, to assist preparation of the final text (for instance, obvious errors or omissions in a given language version). Suggested corrections of this kind are subject to the agreement of the departments concerned.



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DRAFT EUROPEAN PARLIAMENT LEGISLATIVE RESOLUTION

on the proposal for a directive of the European Parliament and of the Council amending Directive 94/19/EC on Deposit Guarantee Schemes as regards the coverage level and the payout delay

(COM(2008)0661 - C6-0361/2008 - 2008/0199(COD))

(Codecision procedure: first reading)

The European Parliament,

- having regard to the Commission proposal to the European Parliament and the Council (COM(2008)0661),
- having regard to Article 251(2) and Article 47(2) of the EC Treaty, pursuant to which the Commission submitted the proposal to Parliament (C6-0361/2008),
- having regard to Rule 51 of its Rules of Procedure,
- having regard to the report of the Committee on Economic and Monetary Affairs (A6-0494/2008),
- 1. Approves the Commission proposal as amended;
- 2. Calls on the Commission to refer the matter to Parliament again if it intends to amend the proposal substantially or replace it with another text;
- 3. Instructs its President to forward its position to the Council and the Commission.

Amendment 1

Proposal for a directive – amending act Recital 3

Text proposed by the Commission

(3) The current minimum coverage level provided for in Directive 94/19/EC is set at EUR 20 000 with the option for Member States to determine a higher coverage. However, this has proved to be not adequate for a large number of deposits in the Community. In order to maintain depositors' confidence, the minimum coverage level should be *raised*.

Amendment

(3) The current minimum coverage level provided for in Directive 94/19/EC is set at EUR 20 000 with the option for Member States to determine a higher coverage. However, this has proved to be not adequate for a large number of deposits in the Community. In order to maintain depositors' confidence and greater stability on the financial markets, the minimum coverage level should be increased at EUR 50 000. By 31 December 2009, coverage of the aggregate deposits of each

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depositor shall be increased to EUR 100 000, or equivalent, unless a Commission impact assessment, submitted to the European Parliament and the Council by 30 April 2009, concludes that such an increase is not appropriate and is not financially viable for all Member States in order to ensure consumer protection and financial market stability. The maintenance of institutional guarantee, the possibility of full coverage of certain deposits including temporarily increased account balances and exchange rates arrangements for non Euro-zone currencies shall be ensured.

Amendment 2

Proposal for a directive – amending act Recital 5

Text proposed by the Commission

(5) The payout period of three months currently provided for, which can be extended to 9 months, runs counter to the need to maintain depositors' confidence and does not meet their needs. Therefore, the payout delay should be reduced to a period of *three* days, and from the date on which the deposit-guarantee scheme concerned has received the relevant information. Furthermore, in the cases where payout is triggered by a determination of the competent authorities, the decision period of 21 days currently provided for should be reduced to 3 days in order not to impede rapid payout.

Amendment

(5) The payout period of three months currently provided for, which can be extended to 9 months, runs counter to the need to maintain depositors' confidence and does not meet their needs. Therefore, the payout delay should be reduced to a period of 14 days, covering the analysis of data and the implementation of the payout decision, and from the date on which the deposit-guarantee scheme concerned has received the relevant information. Furthermore, in the cases where payout is triggered by a determination of the competent authorities, the decision period of 21 days currently provided for should be reduced to 3 days in order not to impede rapid payout. *In the event that the* continuity of banking services and access to monies is not deliverable emergency payouts should be established for the allocation of necessary liquid assets, which ensures appropriate payments of up to at least EUR 1 000 within three days of application. The applications and

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enquiries for emergency payouts shall be able to be carried out in those region, in which the bank is located or had branches.

Amendment 3

Proposal for a directive – amending act Recital 5 a (new)

Text proposed by the Commission

Amendment

(5a) Deposits may be considered unavailable once early intervention or reorganisation measures have been unsuccessful. This should not prevent competent authorities from making further restructuring efforts during the pay-out period.

Amendment 4

Proposal for a directive – amending act Recital 6

Text proposed by the Commission

(6) The possibility of discretionary exclusions of certain categories of depositors set out in Annex I to Directive 94/19/EC has led to a variety of categories of beneficiaries that have to be identified during the payout procedure. This has proven to be difficult for the enforcement of arrangements between home and host country schemes (topping up) and to delay payout and should therefore be discontinued. In addition most of the exclusions currently provided for concern public entities and financial institutions. An increased protection should, however, benefit depositors who as a matter of principle do not dispose of a lot of financial expertise. Therefore protection should be limited to retail depositors, whilst maintaining the option for Member

Amendment

(6) The possibility of discretionary exclusions of certain categories of depositors set out in Annex I to Directive 94/19/EC has led to a variety of categories of beneficiaries that have to be identified during the payout procedure. This has proven to be difficult for the enforcement of arrangements between home and host country schemes (topping up) and to delay payout and should therefore be discontinued. In addition most of the exclusions currently provided for concern public entities and financial institutions. An increased protection should, however, benefit depositors who as a matter of principle do not dispose of a lot of financial expertise. The option for Member States to extend *the* protection to other categories of depositors should be

States to extend *that* protection to other categories of depositors.

maintained.

Justification

Necessary adjustment to the amended legal text.

Amendment 5

Proposal for a directive – amending act Recital 7

Text proposed by the Commission

(7) Member States should ensure that deposit-guarantee schemes have adequate funds available to meet their needs.

Amendment

(7) Member States should ensure that deposit-guarantee schemes have adequate funds available to meet their needs. The deposit-guarantee scheme should be empowered to raise finance for the purposes of underpinning the continuity of banking services and access to monies and should stand as a creditor in the normal sequence of insolvency.

Amendment 6

Proposal for a directive – amending act Recital 9

Text proposed by the Commission

Amendment

(9) In particular, power should be conferred on the Commission to adjust the coverage level. Since this measure is of general scope and is designed to amend a non-essential element of Directive 94/19/EC, it must be adopted in accordance with the regulatory procedure with scrutiny provided for in Article 5a of Decision 1999/468/EC.

Justification

deleted

Necessary adjustment to the amended legal text.

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Amendment 7

Proposal for a directive – amending act Recital 10

Text proposed by the Commission

Amendment

(10) When, on the imperative grounds of urgency that occur if the confidence of depositors in the safety of the financial markets is at issue, the normal time-limits for the regulatory procedure with scrutiny cannot be complied with, the Commission should be able to apply the urgency procedure provided for in Article 5a(6) of Decision 1999/468/EC for the adoption of a temporary increase of the coverage level.

Justification

deleted

Necessary adjustment to the amended legal text.

Amendment 8

Proposal for a directive – amending act Article 1 – point 1 a (new) Directive 94/19/EC Article 1 – point 3 – point ii

Text proposed by the Commission

Amendment

(1a) Point (3)(ii) of Article 1 is replaced by the following:

"(ii) a judicial authority has made a ruling for reasons which are directly related to the credit institution's financial circumstances which has the effect of suspending depositors' ability to make claims for restoring due and payable deposits against it, should that occur before the [...] determination has been made in accordance with point (i);".

Amendment 9

Proposal for a directive – amending act Article 1 – point 2 – subpoint a Directive 94/19/EC Article 4 – paragraph 5

Text proposed by the Commission

5. In the cases referred to in paragraphs 1 to 4, Member States *shall ensure that Deposit-guarantee Schemes cooperate with each other*.

Amendment

5. In the cases referred to in paragraphs 1 to 4, Member States and their deposit guarantee schemes shall enter into agreements concerning the deposit guarantee schemes' respective obligations. In addition, the Commission shall, by 31st December 2009, suggest measures relating to the procedures, the exchange of all relevant information and the interaction of all participants in the event of a possible cross-border crisis.

Amendment 10

Proposal for a directive – amending act Article 1 – point 2 – subpoint b Directive 94/19/EC Article 4 – paragraph 6

Text proposed by the Commission

6. The Commission shall review the functioning of this Article and, if appropriate, propose amendments thereto.

Amendment

6. The Commission shall review the functioning of this Article *every two years or whenever urgency demands* and, if appropriate, propose amendments thereto.

Amendment 11

Proposal for a directive – amending act Article 1 – point 3 Directive 94/19/EC Article 7 – paragraphs 1, 2 and 3

Text proposed by the Commission

(a) Paragraphs 1, 2 *and 3* are replaced by the following:

Amendment

(a) Paragraphs 1 *and* 2 are replaced by the following:

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- 1. Deposit-guarantee schemes shall stipulate that the aggregate deposits of each depositor must be covered up to at least EUR 50 000 in the event of deposits' being unavailable.
- By 31 December 2009 at the latest coverage shall be increased to at least EUR 100 000.

- 2. Member States may provide that certain deposits, listed in Annex I, be excluded from the guarantee or be granted a lower level of guarantee provided that the payment to all depositors is carried out within the deadline set out to in Article 10(1).
- 3. This Directive shall cover depositors who are natural persons acting for purposes other than their trade, business or profession.
- **Amendment 12**

Proposal for a directive – amending act Article 1 – point 3 – subpoint d Directive 94/19/EC Article 7 – paragraph 6

Text proposed by the Commission

6. The Commission may adjust the amount referred to in paragraph 1, taking account in particular of developments in

- 1. Deposit-guarantee schemes shall stipulate that the aggregate deposits of each depositor must be covered up to at least EUR 50 000 in the event of deposits' being unavailable.
- By 31 December 2009, coverage of the aggregate deposits of each depositor shall be increased to EUR 100 000, or equivalent, unless a Commission impact assessment, submitted to the European Parliament and the Council by 30 April 2009, concludes that such an increase is not appropriate and is not financially viable for all Member States in order to ensure consumer protection and financial market stability. The maintenance of institutional guarantee, the possibility of full coverage of certain deposits including temporarily increased account balances and exchange rates arrangements for non Euro-zone currencies shall be ensured.
- 2. Member States may provide that certain deposits, listed in Annex I, be excluded from the guarantee or be granted a lower level of guarantee provided that the payment to all depositors is carried out within the deadline set out to in Article 10(1).

Amendment

deleted

the banking sector and the economic and monetary situation in the Community.

That measure, designed to amend nonessential elements of this Directive, shall be adopted in accordance with the regulatory procedure with scrutiny referred to in Article 7a(2).

Justification

Further changes should be carried out in normal procedure. The annual review by the Commission will ensure that action can be taken in time.

Amendment 13

Proposal for a directive – amending act Article 1 – point 3 – subpoint d Directive 94/19/EC Article 7 – paragraph 7

Text proposed by the Commission

Amendment

7. The Commission may, for a period not exceeding 18 months, decide upon a temporary increase of the amount referred to in paragraph 1.

That measure, designed to amend nonessential elements of this Directive, shall be adopted in accordance with the regulatory procedure with scrutiny referred to in Article 7a(3).

Justification

deleted

Further changes should be carried out in normal procedure. The annual review by the Commission will ensure that action can be taken in time.

Amendment 14

Proposal for a directive – amending act Article 1 – point 4 Directive 94/19/EC Article 7 a – paragraph 1

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Text proposed by the Commission

Amendment

1. The Commission shall be assisted by the European Banking Committee established by Commission Decision 2004/10/EC*.

deleted

* OJ L 3, 7.1.2004, p. 36.

Justification

Necessary adjustment to the amended legal text.

Amendment 15

Proposal for a directive – amending act Article 1 – point 4 Directive 94/19/EC Article 7a – paragraph 2

Text proposed by the Commission

Amendment

2. Where reference is made to this paragraph, Article 5a(1) to (4), and Article 7 of Decision 1999/468/EC** shall apply, having regard to the provisions of Article 8 thereof.

deleted

** OJ L 184, 17.7.1999, p. 23.

Justification

Further changes should be carried out in normal procedure. The annual review by the Commission will ensure that action can be taken in time.

Amendment 16

Proposal for a directive – amending act Article 1 – point 4 Directive 94/19/EC Article 7a – paragraph 3

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Text proposed by the Commission

Amendment

3. Where reference is made to this paragraph, Article 5a(1), (2), (4) and (6), and Article 7 of Decision 1999/468/EC shall apply, having regard to the provisions of Article 8 thereof.

deleted

Justification

Further changes should be carried out in normal procedure. The annual review by the Commission will ensure that action can be taken in time.

Amendment 17

Proposal for a directive – amending act Article 1 – point 4 a (new) Directive 94/19/EC Article 9 – paragraph 1 – subparagraph 1

Text proposed by the Commission

Amendment

- (4a) In Article 9(1), the first subparagraph is replaced by the following:
- "1. Member States shall ensure that credit institutions make available to actual and intending depositors the information necessary for the identification of the deposit-guarantee scheme of which the institution and its branches are members within the Community or any alternative arrangement provided for in Article 3(1), second subparagraph, or Article 3 (4). The depositors shall be informed of the provisions of the deposit-guarantee scheme or any alternative arrangement applicable, including the amount and scope of the cover offered by the guarantee scheme. When a deposit is not guaranteed by a deposit-guarantee scheme in accordance with Article 7, the credit institution shall inform its depositors accordingly. All information shall be made available in a readily

comprehensible manner."

Amendment 18

Proposal for a directive – amending act Article 1 – point 5 – subpoint a Directive 94/19/EC Article 10 – paragraph 1 – subparagraph 1

Text proposed by the Commission

1. Member States shall ensure that accurate data on depositors and deposits, which are necessary for the verification of claims, are made available to the deposit-guarantee scheme *when* the competent authorities *make* the determination referred to in point 3(i) of Article 1 or the judicial authority *makes* the ruling referred to in point 3(ii) of that Article.

Amendment

1. Member States shall ensure that accurate data on depositors and deposits, which are necessary for the verification of claims, are made available *without undue delay* to the deposit-guarantee scheme *once* the competent authorities *have made* the determination referred to in point 3(i) of Article 1 or the judicial authority *has made* the ruling referred to in point 3(ii) of that Article.

JustificationThe amendments facilitate a more proportionate and practical approach to the provision of depositor data once a credit institution has been declared in default. An obligation to submit data simultaneous to a determination of default would require real time data transfer which would prove significantly burdensome. These proposals should ensure greater accuracy of the data supplied and a higher level of legal certainty.

Amendment 19

Proposal for a directive – amending act Article 1 – point 5 – subpoint a Directive 94/19/EC Article 10 – paragraph 1 – subparagraph 2

Text proposed by the Commission

Deposit-guarantee schemes shall be in a position to pay duly verified claims by depositors in respect of unavailable Amendment

In the event that the continuity of banking services and access to monies is not deliverable, deposit-guarantee schemes

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deposits within *three days* of the date on which the data referred to in the first subparagraph have been made available to them.

shall be in a position to pay duly verified claims by depositors in respect of unavailable deposits within 14 days of the date on which the data referred to in the first subparagraph have been made available to them. Two years after the coming into force of the Directive, the Commission shall assess whether a further reduction to 10 days, without limitation of the scope of coverage, can be proposed.

Amendment 20

Proposal for a directive – amending act Article 1 – point 5 – subpoint a Directive 94/19/EC Article 10 – paragraph 1 – subparagraph 2 a (new)

Text proposed by the Commission

Amendment

In the event that the continuity of banking services and access to monies is not deliverable, Member States in cooperation with deposit-guarantee schemes shall make arrangements for ensuring emergency payouts of appropriate amounts upon application of the affected depositor of up to at least EUR 1 000 within three days or less after the application.

Amendment 21

Proposal for a directive – amending act Article 1 – point 6 Directive 94/19/EC Article 12 – paragraph 1

Text proposed by the Commission

1. By 31 December 2009 at the latest, the Commission shall submit to the European Parliament and to the Council a report on a harmonisation of the funding mechanisms of deposit-guarantee schemes and the

Amendment

The Commission shall submit to the European Parliament and to the Council by 31st December 2009, a report on:

 possible introduction of a Community deposit-guarantee scheme, together with any appropriate proposals.

- the harmonisation of the funding mechanisms of deposit-guarantee schemes addressing, in particular, the effects of such harmonisation in the event of a cross-border crisis, in regard to the availability of the compensation payouts of the deposit and in regard to fair competition, and the costs of such harmonisation;
- standards for better early-risk warning;
- possible models for introducing riskbased contributions;
- the benefits of a possible introduction of a community deposit guarantee scheme. This shall cover the impact of diverging legislations as regards set-off, where a depositor's credit is balanced against its debts, on the efficiency of the system and possible distortions, taking into account cross-border winding-up.
- the specific needs of SMEs and local authorities as regards deposit guarantee coverage levels.

If necessary, the Commission shall submit appropriate proposals to amend this Directive."

Amendment 22

Proposal for a directive – amending act Article 1 – point 7 – subpoint a Directive 94/19/EC Annex I – points 1 to 9

Text proposed by the Commission

Amendment

(a) points 1 to 9 are deleted;

deleted

Justification

The deletion of the modification of the annex is in line with maintaining the Directive's

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original scope.

Amendment 23

Proposal for a directive – amending act Article 1 – point 7 – subpoint b Directive 94/19/EC Annex I – point 11

Text proposed by the Commission

Amendment

(b) point 11 is deleted;

deleted

Justification

The deletion of the modification of the annex is in line with maintaining the Directive's original scope.

Amendment 24

Proposal for a directive – amending act Article 1 – point 7 – subpoint b a Directive 94/19/EC Annex I – point 13 – indent 2

Text proposed by the Commission

Amendment

(ca) In point 13, the second indent is replaced by the following:

"- euro."

Justification

The name of the European currency is "euro".

Amendment 25

Proposal for a directive – amending act Article 1 – point 7 – subpoint c Directive 94/19/EC Annex I – point 14

Text proposed by the Commission

Amendment

(c) point 14 is deleted.

deleted

Justification

The deletion of the modification of the annex is in line with maintaining the Directive's original scope.

EXPLANATORY STATEMENT

The current crisis of confidence in the financial markets showed that also the current standards of deposit guarantee are not considered as sufficient.

At the end of the year 2007, the Parliament passed a resolution, which asks for extensive inquiries regarding:

- the different funding mechanisms,
- the interaction of all participants in case of a cross-border crisis,
- an equalisation of burdens in cross-border crisis situations, as well as
- the implementation of an improved early risk warning and the possibility of introducing risk-based contributions.

Furthermore, the Parliament made clear that a significant scope for the shortening of deadlines in case of compensation is seen and that an increased minimum level of depositor protection is desired.

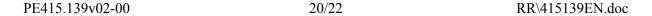
The submitted Commission Proposal presents Amendments regarding:

- payout deadlines,
- the amount covered,
- the scope of cover of deposit guarantee,
- cost sharing,
- cross-border cooperation.

In addition, the Commission shall be obliged to work out reports rather respective proposals for law amendments on the funding mechanisms as well as for joint deposit guarantee schemes.

In the Rapporteur's view, the Commission Proposal shows particularly the following problems:

- The deadline for payouts was assessed short. A payout within three days is not possible. Comparisons with other systems are not comprehensible since the responsibilities are differently delivered and the guarantee schemes are differently organised. In the Rapporteur's view, a too short and unrealistic deadline will impair the consumer's confidence even more in case of a crisis. In order to provide people shortly with the necessary liquidity and, at the same time, to ensure a proper processing of the guarantee cases, the Rapporteur demands to make arrangements for emergency payouts within three days.
- The Commission Proposal has been submitted without an Impact Assessment. Since the current situation on the financial market requires immediate action, this renouncement seems to be acceptable. However, it is arguable why the further increase of amount covered until the end of the following year should not be linked to a submission of an Impact Assessment.





- In future, the Commission wants to work with the help of the comitology procedure in case of increasing the amount covered. Given the achieved coverage of the average deposits with amount covered of 50 000 Euros rather 100 000 Euros of 80 % rather 90%, this procedure does not seem to be necessary. Also, the Directive and the amount covered will be annually reviewed. In the Rapporteur's view, a necessary amendment can therefore be assured in a normal procedure.
- The obligation to cross-border cooperation was integrated, however, given dates of review are missing as well as the definition of activities to be taken in case of a crisis, as demanded from the European Parliament in the previous year.
- The scope of application of the Directive was limited to private investors through the Commission proposal. The Commission considers that small and medium sized enterprises no longer need to be protected under the European regulation. Given the importance for the economic situation in the Member States and the labour market in Europe, these enterprises need to be further included and protected.
- Furthermore, the considerations that, in future, funding mechanisms shall only be submitted within more than twelve months are regarded to be problematic. In apprehension of difficulties in the compliance with new payout deadlines through single guarantee schemes, the workings on the review need to be accelerated. The Rapporteur proposes a draft by the end of April 2009.

PROCEDURE

Title	Deposit Guarantee Schemes as regards the coverage level and the payout delay	
References	COM(2008)0661 - C6-0361/2008 - 2008/0199(COD)	
Date submitted to Parliament	15.10.2008	
Committee responsible Date announced in plenary	ECON 23.10.2008	
Committee(s) asked for opinion(s) Date announced in plenary	IMCO JURI 23.10.2008 23.10.2008	
Not delivering opinions Date of decision	IMCO JURI 5.11.2008 3.11.2008	
Rapporteur(s) Date appointed	Christian Ehler 13.10.2008	
Discussed in committee	4.11.2008 17.11.2008	
Date adopted	8.12.2008	
Result of final vote	+: 30 -: 3 0: 0	
Members present for the final vote	Mariela Velichkova Baeva, Paolo Bartolozzi, Zsolt László Becsey, Pervenche Berès, Sharon Bowles, Manuel António dos Santos, Elisa Ferreira, José Manuel García-Margallo y Marfil, Jean-Paul Gauzès, Donata Gottardi, Louis Grech, Gunnar Hökmark, Wolf Klinz, Christoph Konrad, Guntars Krasts, Andrea Losco, Astrid Lulling, Gay Mitchell, John Purvis, Antolín Sánchez Presedo, Margarita Starkevičiūtė, Ivo Strejček, Cornelis Visser	
Substitute(s) present for the final vote	Daniel Dăianu, Harald Ettl, Werner Langen, Alain Lipietz, Vladimír Maňka, Thomas Mann, Margaritis Schinas, Lars Wohlin	
Substitute(s) under Rule 178(2) present for the final vote	Herbert Bösch, Gary Titley	

