

ECONOMIC PERSPECTIVES

A research publication by DZ BANK AG

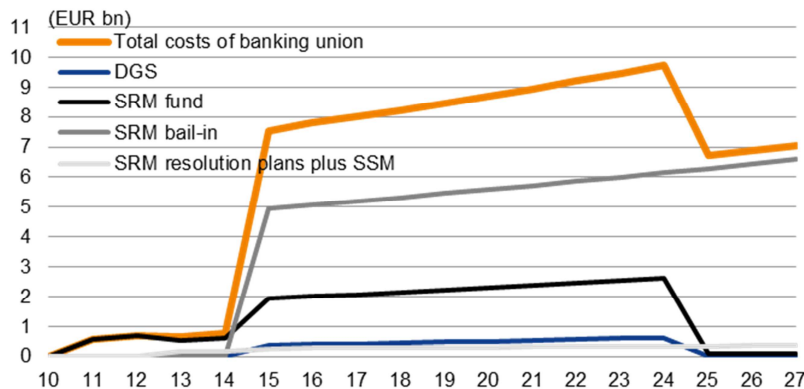
Banking union as cost driver

European banking union will inflict heavy additional costs on banks in Germany

In spring 2012 the EU Commission President, José Manuel Barroso, called for the creation of a European banking union. Since then much of the legal framework for the union has been fleshed out by the politicians. Although final agreement has yet to be reached on a single resolution mechanism, it is already clear that banking union will entail heavy costs for financial institutions. From 2015 onwards the banks will be hit by a tidal wave of costs that will impair their earnings for years to come. At its height this will mean an additional cost burden of around EUR 10 billion for banks in Germany.

This study looks at the costs of banking union for financial institutions in Germany and considers the ways in which the banks and the markets may react to it.

COSTS OF BANKING UNION FOR BANKS IN GERMANY



DGS = deposit guarantee scheme; SRM = single resolution mechanism; SSM = single supervisory mechanism

Source: Federal Agency for Financial Market Stabilisation (FSMA), own calculations

MACROECONOMICS

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1. INTRODUCTION

In order to enhance the stability of the banking sector, in late May 2012 the EU Commission President, José Manuel Barroso, called for the creation of a European banking union consisting of three core components:

- » a single European deposit guarantee system,
- » a single resolution mechanism (SRM) for banks, and
- » a single EU supervisory mechanism.



Michael Stappel

Since then a great deal of progress has been made in the consultation and co-ordination process for the new regulatory regime. In mid-September 2013, for instance, the European Parliament approved the establishment of a European bank supervisory system presided over by the ECB. Preparations are well under way and, if all goes to plan, the ECB will begin directly supervising around 130 financial institutions this autumn. In late 2013 the EU member states and the European Parliament also reached agreement on a reform of the deposit guarantee system. Admittedly, there is to be no collective European DGS, nor any interlinking of national schemes. However, it was agreed to introduce uniform standards designed to ensure that all such schemes are suitably endowed. Deposit guarantee schemes will also be obliged to reimburse depositors quickly in the event of a bank failure.

Work on hammering out the banking union regime is well advanced

By contrast, the EU Council and the European Parliament have not yet reached accord on the SRM. There is general consensus on certain aspects, such as the obligation to draw up recovery and resolution plans, the definition of a hierarchy of responsibility ('liability cascade') for failing banks, and the target level of funding for a bank resolution fund. On other issues, however, further talks are needed. These issues include the length of time available to the bank resolution fund to build up its resources to the target level, and whether the resolution fund should initially remain divided up into national "compartments". Another question requiring further clarification is: which institution will decide whether a bank is to be resolved or not?

Further talks needed on the new SRM

2. COST ANALYSIS

Although some work remains to be done, the general contours of the European banking union are settled enough to facilitate a rough estimate of the attendant costs. The direct cost drivers associated with banking union include the mandatory bank contributions to the new resolution fund and deposit guarantee schemes, and the supervisory fees levied by the ECB. Bureaucratic expenses will arise from the resolution plan that every bank will have to draw up and regularly update, and from meeting the requirements of the new supervisory authority. In addition, the banks can expect to see their funding costs rise as a result of the bail-in provisions introduced as part of the new SRM.

Bail-in rules will make funding more expensive

BANKING UNION AS COST DRIVER

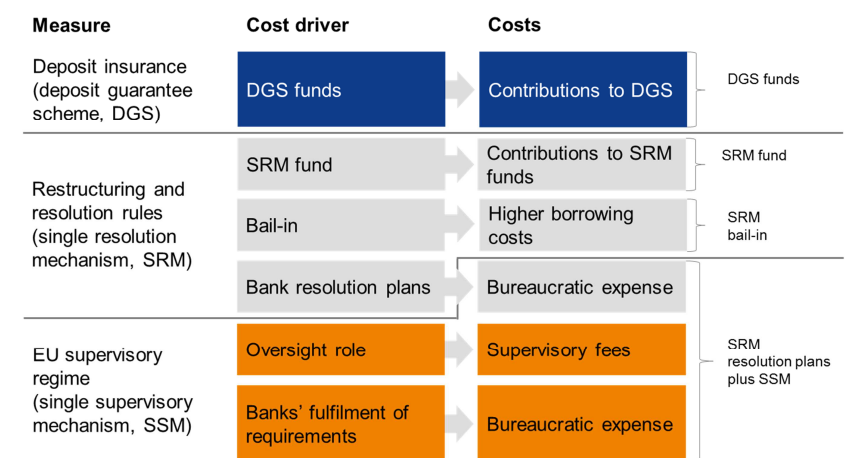


Chart: DZ BANK Research and Economics

2.1 Deposit guarantee

Under the terms of the agreement reached last December between the European Parliament and the EU member states, over the next ten years national deposit guarantee funds are to be boosted to a target level of at least 0.8% of the deposits that are covered. Banks will have to pay at least 70% of the amounts owed to such funds in real cash on time, deferring no more than 30% of their deposit guarantee obligations. Assuming that the current negative deposit growth will correct itself and move back in line with the 3.3% long-term average growth trend by the end of 2015, the initial result in Germany will be an increase in required deposit guarantee scheme funding to around EUR 17.2 billion. If we assume that this same average growth trend is sustained throughout the ten-year capital accumulation phase, by end-2024 the deposit scheme funding requirement will reach EUR 23.1 billion.

Target EU deposit guarantee funding level likely to exceed EUR 23 billion by end-2024.

ASSUMED* DEPOSIT GROWTH IN GERMANY



*+3.3% growth from end-2015 (equal to average growth from 2000 to 2013)

Source: Deutsche Bundesbank, own calculations

In order to reach 70% of the required funding level by the end of 2024, each year the German banks will have to pay in 0.034% of the total deposits covered by the scheme. During its ten-year accumulation period the banks' additional annual contributions will rise from EUR 0.7 billion to EUR 1.0 billion. The monies thus set aside will be deemed to earn 3.1% interest – a rate which may seem rather high in today's low interest rate environment, but which corresponds to the average long-term yield on German bearer bonds. If the present low interest rate phase extends well into the deposit guarantee scheme's accumulation period, the rate of interest actually paid on the scheme's assets will probably be lower. In this eventuality the banks will have to make even larger annual contributions if they are to attain the target level by the end of 2024. And all this assumes that, during this time, there are no bank failures giving rise to depositor compensation claims and thereby setting back the process of accumulating the deposit guarantee scheme capital so that, once again, even larger bank contributions are required. Once the scheme has reached its target capitalisation, the annual contributions required of the banks will shrink dramatically. From that point onwards, any further rises in the target level caused by growth in deposit volumes will necessitate only slight increases in bank contributions. In other words, the extra costs to the banks resulting from the reform of the deposit guarantee system will arise principally during the initial accumulation period of the prescribed deposit guarantee reserve.

Extra costs caused by deposit guarantee reform arising mainly during the initial accumulation period

ACCUMULATION OF THE DEPOSIT GUARANTEE FUND IN GERMANY

	Covered deposits	Required guarantee scheme funding	Annual contributions by the banks	Funding level achieved
	EUR billion	EUR billion	EUR billion	EUR billion
2015	2,155	17.2	0.73	5.7
2016	2,226	17.8	0.75	6.7
2017	2,299	18.4	0.78	7.6
2018	2,375	19.0	0.80	8.7
2019	2,454	19.6	0.83	9.8
2020	2,535	20.3	0.86	10.9
2021	2,618	20.9	0.89	12.1
2022	2,705	21.6	0.92	13.4
2023	2,794	22.4	0.95	14.7
2024	2,886	23.1	0.98	16.2
2025	2,981	23.8	0.05	16.7
2026	3,080	24.6	0.05	17.3
2027	3,181	25.4	0.05	18.4

Provisional agreement reached between European Parliament and EU member states in December 2013: deposit guarantee scheme target funding to reach 0.8% of covered deposits, to be accumulated by means of annual contributions over a ten-year period consisting of 70% cash (plus 30% payment obligations). Assumptions: annual growth of covered deposit volume = 3.3% (average for 2000 to 2013); scheme funds to earn interest at 3.1% from 2015 (average yield on German bearer bonds for 2003 to 2013) and administrative expense of 0.1% p.a.; own calculations

2.2 Single resolution mechanism

A much greater increase in costs will come from the single resolution mechanism. Whereas there was already a deposit guarantee system before the banking and financial crisis broke out, the idea of a resolution fund financed by contributions from

Sharp rise in costs due to the new single resolution mechanism

the banks is brand new. In Germany a restructuring fund alimented by the bank levy was introduced in 2011. Having generated annual tax takes ranging from just over EUR 500 million to nearly EUR 700 million since then, the bank levy has so far failed to perform as it had been expected to when introduced (EUR 1.2 billion per annum).

GERMAN BANK LEVY

	2011	2012	2013
Amount raised by the German bank levy (EUR m)	590	692	520

Source: Federal Agency for Financial Market Stabilisation (FSMA)

SRM contributions much higher than bank levy

Once Germany's restructuring fund has been converted into the European resolution fund, however, contributions can be expected to be much higher. The Council proposal of December 2013 envisages endowing the resolution fund to the tune of 1.0% of the volume of covered deposits, to be accumulated over a ten-year period by means of contributions from the banks. Based on the same assumptions made above for the deposit guarantee scheme, the initial figure for the German share of the capitalisation target is EUR 21.5 billion, growing to EUR 28.9 billion by the end of the accumulation period. In order to accrue this level of capital, banks in Germany will have to make annual contributions equivalent to 0.09% of their covered deposits. Over the ten years until the resolution fund is fully endowed, total annual contributions by the banks will climb from EUR 2.0 billion to EUR 2.6 billion. Provided that no capital is drained out of the pot by compensation claims, from 2025 onwards the contribution will then shrink to a bare minimum.

Future SRM contributions will be considerably greater than the previous bank levy

ACCUMULATION OF THE RESOLUTION FUND – GERMAN SHARE OF 10-YEAR BUILD-UP

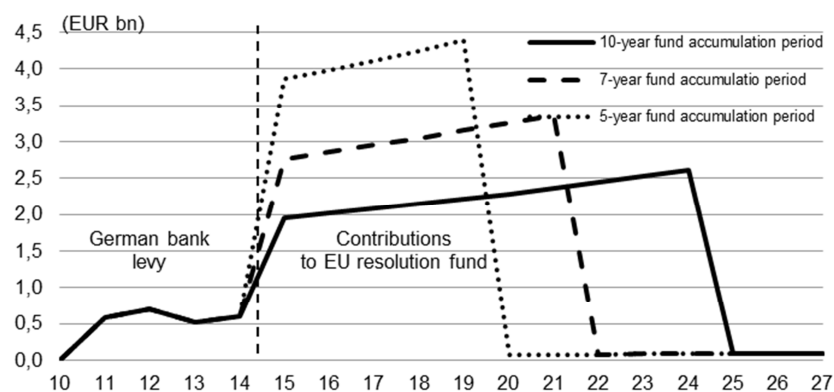
	Covered deposits in Germany	Required SRM funding, German share	Annual contribution, German banks	Funding level achieved, German share
	EUR billion	EUR billion	EUR billion	EUR billion
2015	2,155	21.5	1.95	4.3
2016	2,226	22.3	2.01	6.5
2017	2,299	23.0	2.08	8.8
2018	2,375	23.8	2.15	11.2
2019	2,454	24.5	2.22	13.7
2020	2,535	25.3	2.29	16.4
2021	2,618	26.2	2.37	19.3
2022	2,705	27.0	2.44	22.3
2023	2,794	27.9	2.52	25.5
2024	2,886	28.9	2.61	28.9
2025	2,981	29.8	0.09	29.8
2026	3,080	30.8	0.09	30.8
2027	3,181	31.8	0.09	31.8

Proposal by the Council of the European Union, December 2013: target resolution fund capitalisation to be 1.0% of covered deposits, accumulated by means of annual contributions over a period of ten years to 2024. Assumptions: annual growth of covered deposit volume = 3.3% (average for 2000 to 2013); contributed funds to earn interest at 3.1% from 2016 (average yield on German bearer bonds for 2003 to 2013) and administrative expense of 0.1% p.a.; own calculations

The issues requiring further negotiation between the European Parliament and the member states include a number of points which will help to determine the size of the banks' contributions to the future EU resolution fund. Foremost among these is the length of time allowed for the resolution fund to attain its envisaged capacity. For instance, the European Parliament is considering proposals to force the pace at which the resolution fund is built up. To do this would, however, require larger annual contributions. By our calculations, if the accumulation period were shortened to seven years, the annual contribution would have to be increased to 0.128% of covered deposits; shortening it to five years would require an annual contribution equivalent to 0.179% of covered deposits. Adopting this course of action would increase total annual contributions by banks in Germany to EUR 3.4 billion or EUR 4.4 billion respectively by the end of the shortened accumulation period.

Shortening the resolution fund's accumulation period would mean much larger annual contributions

GERMAN CONTRIBUTION TO THE EU RESOLUTION FUND



Source: Federal Agency for Financial Market Stabilisation (FSMA) (bank levy), own calculations

Bail-in increases funding costs

Under the new rescue and resolution rules, a bail-in mechanism will kick in before there is any recourse to the resolution fund. This mechanism involves activating an SRM bank rescue plan under which first shareholders, then creditors and finally savers with deposit balances in excess of EUR 100,000 are bailed in. Monies from the resolution fund may only be tapped for use in bank failures once at least 8% of the bank's debts are covered by investor and saver liability. For shareholders, creditors (holders of bank-issued securities) and large-scale savers, the bail-in mechanism increases the exposure to investment risks. To compensate for this heightened risk, banks will be obliged to pay investors a risk premium if they are to carry on raising the capital they require after the new bail-in rules have been introduced. The European Commission estimates the resultant increase in overall funding costs for banks in Europe at between 4.7 and 15 basis points.

Bail-in increases investment risks for shareholders, creditors and large-scale savers

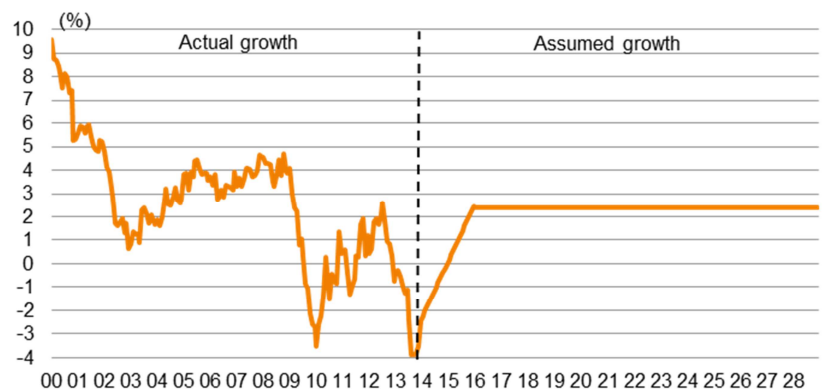
European Commission estimate: bank funding costs in Europe to go up by between 4.7 to 15.0 basis points

In Germany the total volume of bank funding capital was around EUR 4.9 trillion at the end of 2013 (not including interbank deposits), a decrease from the total for 2012. Assuming that the growth rate for bank funding capital will move back in line

Assuming 2.4% growth, volume of funding capital set to reach EUR 6.7 trillion by the end of 2015

with its long-term average rate of +2.4% by the end of 2015 and sustain that growth rate thereafter, total funding capital will reach EUR 6.7 trillion by the end of 2027.

ASSUMED GROWTH OF BANK FUNDING CAPITAL* IN GERMANY



*Customer deposits, bank bonds, capital; not including interbank deposits; 2.4% growth from the end of 2015 onwards (in line with average growth for 2000 to 2013)

Source: Deutsche Bundesbank, own calculations

If we take a moderate assumption of just under 10 basis points for the increase in funding costs for banks in Germany, this equates to some EUR 5.0 billion of additional interest expenditure for them in 2015. Based on the assumed rates of business growth, over the period to 2027 the extra costs will rise to EUR 6.6 billion. Even on this rather cautious estimate, the higher cost of borrowing is therefore clearly the largest single cost driver of banking union.

Rise in funding costs is the main cost driver of banking union

Expensive bank resolution plans

It has already been agreed that, in future, European banks will be obliged to draw up recovery and resolution plans. The UK Financial Services Authority conducted a survey on the costs incurred by banks in producing these plans. Depending on the size of the institution concerned, the British survey respondents reported recurring costs of between £8,000 and £7 million per institution, not including the one-off costs of compiling the plans in the first instance. Assuming a similar level of costs for the production of recovery and resolution plans by banks in Germany, the country's banking sector as a whole will have an additional annual cost burden in excess of EUR 100 million.

2.3 European SSM

Costs of a similar order of magnitude will be incurred by banks in Germany in the form of the annual supervisory fees levied by the ECB in exchange for performing the role of overseeing the single supervisory mechanism. The ECB is planning to take on some 1,000 or so additional staff to enable it to discharge its new duties. The fee model designed to pass on the relevant personnel and material costs is currently being devised by the ECB and will subsequently be submitted for consideration. Although no details are yet known, we can expect to see banks in Germany pick up as much as one-quarter of the overall costs of ECB supervision,

ECB planning to take on around 1,000 extra employees to cope with its new duties

Banks in Germany account for up to one-quarter of total ECB supervisory fee income

since this is roughly the share (24.7% as at 31.12.2013) of the aggregated total assets of the banks in the eurozone for which they account. To this must be added the internal costs incurred by the banks in meeting the requirements of the new supervisory regime. These will arise, for example, through the need for regular reporting and stress tests and the attendant retooling of IT systems and training of personnel.

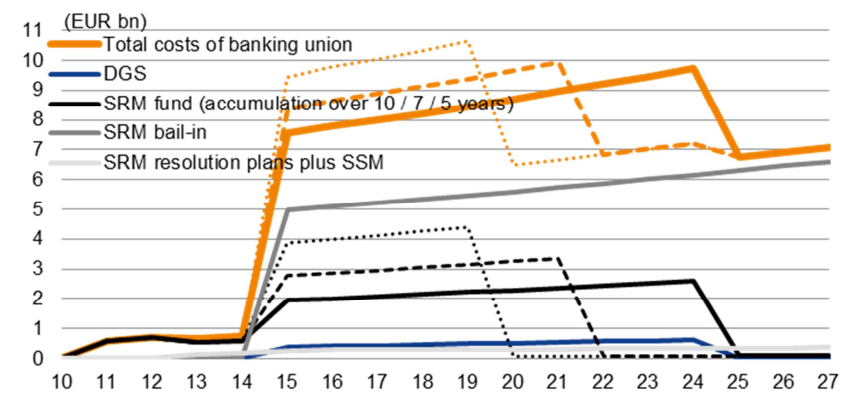
2.4 Total costs

Expressed in euros, the combined annual bill for bank resolution plans, new supervisory fees and the additional internal administrative burden (SRM resolution plans plus SSM) is likely to come in somewhere at the lower end of the nine-figure range. Although these costs will account for a substantial portion of the future increase in administrative costs, they will be relatively insignificant compared with the banks' contributions to the deposit guarantee scheme and the SRM fund and with the higher costs of borrowing caused by the SRM bail-in.

Adding together all the costs caused by banking union reveals that a tidal wave of costs is due to hit the banks in Germany from 2015 onwards. This will subside only after the end of the accumulation periods for the deposit guarantee scheme and the resolution fund – although even this is contingent on there being no major bank collapses requiring large-scale draw-downs of DGS or SRM monies.

Banks braced for a tidal wave of costs from 2015 onwards

COSTS OF BANKING UNION FOR BANKS IN GERMANY



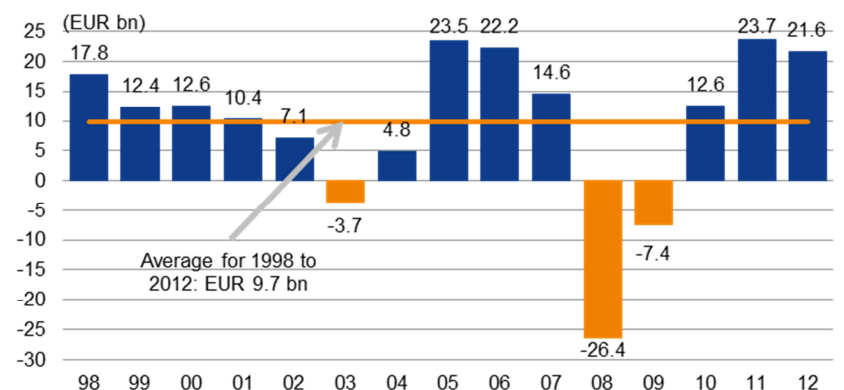
DGS = deposit guarantee schemes; SRM = single resolution mechanism; SSM = single supervisory mechanism

Source: Federal Agency for Financial Market Stabilisation (FSMA), own calculations

In general we can expect to see bank profits considerably impaired for many years to come. Depending on the exact length of the accumulation period assumed for the build-up of the resolution fund, at their height the additional annual costs imposed by banking union will be somewhere between EUR 9.7 billion and EUR 10.6 billion – in other words, equal to or even more than the long-term average profits of the banks in Germany.

At their height, the additional costs imposed by banking union could reach EUR 9.7–10.6 billion

ANNUAL PROFITS* OF BANKS IN GERMANY



*after tax Source: Deutsche Bundesbank, own calculations

3. CONSEQUENCES FOR BANKS AND MARKETS

Cost pressures in the banking sector are mounting – and not only because of banking union. Financial institutions are also being burdened by other bank regulatory measures, such as Basel III or the proposed introduction of a financial transaction tax. But the main cost drivers are the tighter capital adequacy requirements and the stricter rules on liquidity. To counter these mounting cost pressures banks might conceivably resort to a number of strategies, singly or in combination:

- » evasion strategy;
- » offset strategy;
- » pass-on strategy.

Evasion strategy

(Certain lines of business scaled down, focus shifted to new lines of business)

Since the main cost drivers of banking union – deposit guarantee scheme, resolution fund, bail-in – affect the banks' overall funding activities, an evasion strategy is scarcely possible. That said, the different funding options open to banks will be affected to varying degrees. The largest risk premiums are likely to be applied to bank debt securities that are subject to bail-in, and banks can be expected to explore other avenues for at least some of their refinancing needs. Above all, competition for customer deposits is likely to become even more intense.

Offset strategy

(Cutting costs in other areas / looking for other sources of income)

Experience shows that banks find it difficult to open up new sources of income in what is a largely saturated market. Banks will therefore attempt, wherever possible, to further reduce their administrative costs in a bid to offset the higher costs induced by banking regulation. The biggest net cost reductions are likely to come from the ongoing transformation of distribution structures and the associated shrinkage of branch networks.

Banks are also braced for Basel III and the proposed financial transaction tax

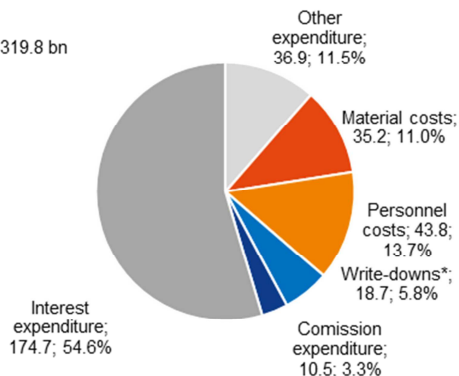
Competition for customer deposits likely to intensify still further

Banks are most likely to cut their costs by shedding branches

EXPENDITURE OF BANKS IN GERMANY (EUR bn)

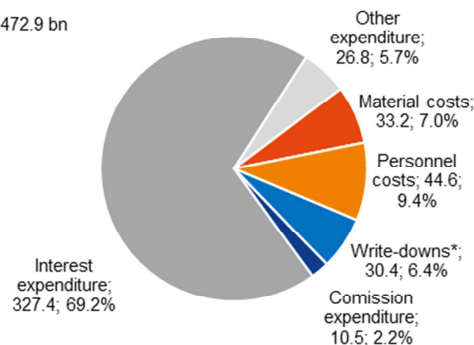
2012

total:
EUR 319.8 bn



2007

total:
EUR 472.9 bn



*write-downs on claims and receivables, securities, equity participations
Source: Deutsche Bundesbank, own calculations

Compared with interest expenditure, administrative costs are secondary. In 2012 the total figure for personnel and material costs was around EUR 79 billion. Despite today's extremely low interest rates, administrative costs still account for less than one-quarter of the banks' total expenditure. In more normal interest rate environments, administrative costs make up an even smaller proportion (2007: 16.4%). This means there is only limited scope for offsetting regulatory cost increases by reducing administrative outlays. Even so, we will probably see the changes in distribution structures accelerate and more and more bank mergers.

Only limited scope for offsetting regulatory costs via personnel and material costs

BANK ADMINISTRATIVE COSTS AND BRANCH NETWORK SHRINKAGE IN GERMANY

	No. of banks	Bank offices*	Employees	Administrative costs (EUR bn)
2007	2,012	39,988	662,650	77.8
2008	1,970	39,629	657,850	75.1
2009	1,935	38,862	646,650	78.7
2010	1,920	38,383	642,050	76.8
2011	1,899	37,926	637,700	76.7
2012	1,869	36,440	633,650	79.0

*Head offices plus branch offices
Source: Deutsche Bundesbank

Pass-on strategy

(Higher costs passed on to borrowers, depositors and other customers)

For the reasons mentioned above, European banks will probably be unable to do much (if anything) to avoid or offset the increase in costs ushered in by the new regulatory regime. Which means their profits will come under pressure – at a time when financial institutions are more reliant than ever on their earning power, obliged as they are to stock up their loan loss provisions and boost their capital resources in order to satisfy the requirements laid down in Basel III¹. However, banks can manage to do all of this only if their profits are large enough to bolster their reserves while at the same time attracting new investors.

Banking union puts pressure on banking sector profits

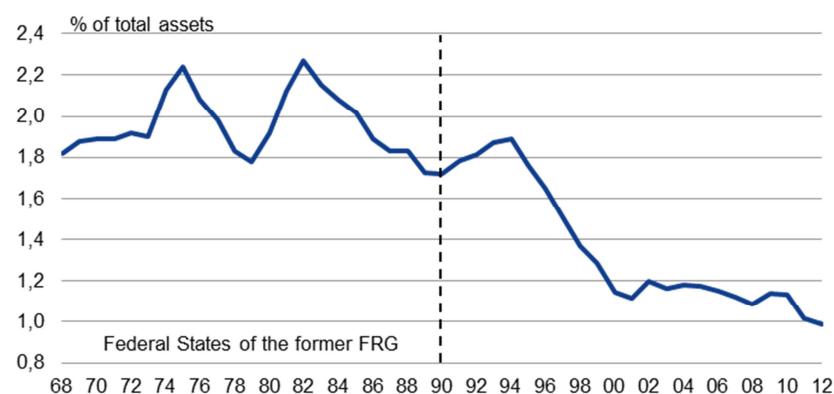
¹On this subject, cf. our study "Bankenregulierung: Basel III und die Kreditversorgung der Wirtschaft" (available in German only) in our Economic Perspectives Special of 4 March 2013

Thus, notwithstanding all their efforts to make savings, the banks will find themselves obliged to pass on the higher costs they face to their own customers. Their success in doing this will depend first and foremost on the competitive environment. Where there is little competition, terms and conditions can be tightened and prices hiked without fear of losing too many customers to one's rivals. By contrast, in a fiercely contested market a rise in costs squeezes the profit margin. However, if the sector's profit situation is so tight that it is no longer possible to generate a suitable return on equity while setting aside adequate provisions, most providers will factor the cost increase into their pricing considerations.

The ability to pass on costs will depend on earning power and the competitive environment

The banking sector is a highly competitive industry. This is shown by the decline in the net interest income registered by banks from around 2% of total assets in the mid-1990s to barely 1% in more recent years.

NET INTEREST INCOME* OF BANKS IN GERMANY



*Interest income minus interest expenditure as % of average total assets (until 1998: business volume)
Source: Deutsche Bundesbank

The narrower margins are in lendings and deposit business. Credit business with major corporate clients, for example, generates especially meagre margins. Already fierce, competition to attract savers has further intensified now that the banking and financial crisis has highlighted the importance of a bank's own customer deposits for its refinancing and liquidity needs.

Fierce competition in deposit and credit business

In spite of the fierce competition, therefore, a substantial portion of the higher costs caused by the new regulatory regime is likely to be passed on to the customer. As already shown, the costs of banking union alone are equal to or greater than the long-term average annual profits of the banks. To these must be added considerable costs in connection with Basel III and other regulatory measures. Since the banks can do little to avoid the costs of banking union or to offset them by making savings in other areas, they will factor the remaining cost pressures into their product pricing considerations. This is the only way to ensure that banks retain enough earning power for the urgently needed build-up of capital resources under Basel III.

Banks can do little to avoid the costs of banking union, and savings in other areas will offset only part of those costs

The costs of banking union are most likely to be passed on in deposit and credit business. It seems safe to assume that banks will factor their higher deposit

Costs likely to be passed on in deposit and credit business

guarantee contributions into their savings account products. That said, factoring in such costs completely would lower the average interest paid on covered deposits over the ten-year DGS accumulation period by only three to four basis points. And loan interest rates would need to rise by only a limited margin to cover the residual costs of banking union.

4. CONCLUSION

European banking union will trigger a tidal wave of additional costs that the banks will have to meet from 2015 onwards. Depending on the final decision on the length of the SRM fund accumulation period, at its height this wave will involve extra costs in Germany of somewhere between EUR 9.7 billion and EUR 10.6 billion per year – equivalent to or in excess of the sector's long-term average annual profits! There is very little scope for avoiding these costs, and only a small portion of them can be offset by savings made in other areas (chiefly by shedding branch offices as part of the transformation of distribution structures).

Bank profits are being weighed down not only by the extra costs associated with banking union, but also by other regulatory issues such as Basel III and the planned financial transaction tax. This profit squeeze and the need to build up capital resources to meet the Basel III requirements mean that banks will be forced to factor any costs that cannot be offset by their expenditure-cutting efforts into their product pricing calculations. Seen in isolation, banking union should have only limited impact in terms of passing on costs by modifying the terms and conditions of deposit and lending business. However, banks must avoid overburdening their credit operations by factoring in all the other regulatory costs they face. This means they will have to exploit every last bit of any remaining room for manoeuvre in product design and management in order to keep overall cost increases in check and to pass them on equitably. This will apply to the bank supervisory authority, for example: the costs of direct ECB supervision should largely be borne by the institutions supervised by the ECB. At the same time, the increase in capacity at the ECB should lead to a decrease in capacity at the national supervisory authorities.

There is also some room for manoeuvre with regard to the resolution fund. Here, an “equitable” distribution of costs would involve recognising thoroughly tried-and-tested institutional guarantee systems for what they are and exempting banks that belong to those systems from the requirement to contribute to the SRM fund, since they will never have recourse to SRM compensation payments on their behalf. And talk of shortening the resolution fund's accumulation period is another red herring: to do so would drive the annual contributions for the next few years even higher than they are. Halving the accumulation period would double the annual contributions. A better idea would be to lengthen the accumulation period, because this would mean spreading the costs over a longer timescale. Otherwise there is a serious risk that the costs of banking union will peak at a time when banks are required to build up their own capital resources while simultaneously lending to finance steady growth in the real economy. If this build-up of additional costs over the next few years poses real problems for banks in Germany, how much more challenging might it prove for the countries of southern Europe with their beleaguered banking sectors and fragile economies.

Cost pressures triggered by banking union in Germany will reach EUR 10–11 billion at their height

Any room for manoeuvre must be exploited to keep overall cost increases in check and to pass them on equitably

The shorter the accumulation period, the higher the annual contribution until target funding levels are reached

Risk factor: the costs of banking union will peak at a time when banks are required to build up their capital resources while simultaneously financing steady economic growth

IMPRINT

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