

European SSAs – Explorer

European Agency & Supranational Strategy

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ESM: An in-depth analysis

The European Stability Mechanism (ESM) is a stronger structure than the EFSF by virtue of its paid-in capital. It is also a permanent and less complicated structure in our view. However, the fundamental issue remains – the times when the ESM will need to come to market will be the times when market conditions are most volatile.

- We view the key strengths as the following:
 - Paid-in capital.
 - Less complex structure than the EFSF.
 - Permanent mechanism.
- We see the key weaknesses as the following:
 - Correlation and reliance on the capital markets.
 - Still bound by national parliament approval for some decisions.
 - Voting groups can be created to block votes.
 - Conditionality of the programme defined on a case-by-case basis in the MoU.
 - Enforceability of capital calls.
- There are also issues that remain unanswered which may impact the operation of the ESM. These are as follows:
 - Pricing – we expect the ESM to trade at a premium to the EFSF.
 - The ESM will not have a banking licence or be a repo counterparty with the ECB for now.
 - Direct bank recapitalisation.
 - Paid-in share capital should be positive for the SSA market.
 - We expect the ESM to evolve as market conditions change.
 - There is still a legal challenge with the European Court of Justice outstanding.
- We provide a detailed explanation of the structure of the ESM going through the capital structure, the voting procedure, the support programmes available as well as its lending capacity, funding profile, status, accounting and rating agency treatment.
- Finally we compare the ESM and the EFSF.

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ESM: An in-depth analysis

The ESM is a stronger structure than the EFSF by virtue of its paid-in capital. It is also a permanent and less complicated structure, in our view. However, the fundamental issue remains – the times when the ESM will need to come to market will be the times when market conditions are most volatile.

In times of market stability the ESM's issuance needs will be limited and so bonds may have scarcity value. When an ESM member needs support the credit profile of the ESM becomes more risky and so investors are harder to find. The risk-on and risk-off phases in the market are therefore magnified through the ESM.

Strengths and Weaknesses

Strengths

Paid-in capital buffer

The paid-in capital does offer the ESM a buffer in the case of an imminent payment and this removes some of the pressure on the ESM to access the market. However this capital cannot be used for loans or for primary or secondary market purchases and so market access remains necessary for the ESM to provide support programmes to a country via loans or bond purchases.

Less complex structure than the EFSF

We think the credit structure of the ESM will make it more appealing to the investors base. The structure of the ESM is more straightforward than the EFSF in our view. Although the ESM's support programmes may be more involved and complex in terms of the options available, we think investors will find the share-capital structure easier to comprehend.

One aspect of the EFSF which proved quite complicated was the stepping-out factor, which means that different bonds have slightly different guarantee structures. In the case of the ESM all bonds will have the same structure as there is no stepping-out mechanism. In addition for the ESM all funding will be pooled and allocated as necessary. This should make it easier to create a liquid curve and tap issues if necessary.

Weaknesses

Correlation/reliance on the capital markets

One of the key problems we found with the construction of the EFSF was that when the EFSF was most required was likely to be a time of stress in the market – and therefore also a time of stress for the EFSF. We do not believe the ESM has resolved this issue. The paid-in share capital does provide a buffer but this capital cannot be used for loans or to purchase securities under an ESM programme for example. When a country requires support, the ESM would be required to access the market for funding and in certain circumstances individual countries may be required to make additional capital contributions.

As there is no stepping-out mechanism for the ESM, it is possible to create a scenario where a country has to receive a loan in order to pay the capital contribution to the ESM. In the EFSF when a country goes into a programme it becomes a stepping-out member and therefore does not continue to provide guarantees. In the case of the ESM even if a country goes into a programme it is still expected to make its capital contribution. This creates a circularity and reduces the credibility of the ESM's capital in our view.

ESM is not exempt from national parliamentary decisions

The ESM will continue to be bound by individual states' legal frameworks and parliaments. Exhibit 1 below shows the decisions and countries that require additional parliamentary approval. The most publicised legal decision so far is that of the German constitutional court, which ratified the ESM Treaty in September 2012 but stipulated that any increase of Germany's liability beyond €190 billion would need to be ratified by the German parliament.

This reduces the flexibility of the ESM especially in times of crisis where action may be curtailed – even if just from a timing perspective.

Exhibit 1: ESM capital share and parliament approval required for new aid programme

Country	% of Capital Share	Approval for new aid programmes
Germany	27.15	Simple Majority in the Bundestag
France	20.39	Only report to parliament
Italy	17.91	Government by decree. Requires approval by both chambers after 60 days
Spain	11.90	None
Netherlands	5.72	Only report to parliament
Belgium	3.48	Only report to parliament
Greece	2.82	Simple Majority
Portugal	2.78	Simple Majority
Finland	2.51	Absolute Majority in parliament
Ireland	1.80	Only report to parliament
Slovakia	1.59	Only report to parliament
Slovenia	0.82	Simple Majority
Luxembourg	0.43	Notification to budget committee
Cyprus	0.25	None
Estonia	0.19	Absolute Majority in parliament
Malta	0.07	Case by case

Source: Credit Suisse, ESM

Voting tactics – Germany, Netherlands and Finland can block any vote

The only option open to the smaller countries to block a vote is if they create a group of six. The ESM voting procedure can be blocked by any six members if they abstain from the meeting, based on the rule that a quorum of 2/3 of members is required. The second stipulation for a valid vote is that 2/3 of all voting rights must be present. This means, a group of countries whose share capital totals greater than 34% would be enough to block a vote. For example Germany, Netherlands and Finland would have enough voting rights or France and Italy together can block a voting procedure if they abstain.

If a decision by mutual agreement cannot be reached, an emergency voting procedure could be employed where the EC and the ECB decide that such a decision is of systemic importance. An emergency procedure requires an 85% majority vote – the quorum rules apply to all votes. Germany, France and Italy could individually block an 85% majority vote. As Germany requires parliamentary approval its threshold is higher, in our view.

Germany or France individually could block a decision by qualified majority (80%).

Flexibility in regard to conditionality of programmes

The conditionality of the ESM programmes will be done on a case-by-case basis dependent on the level of support required. We know the greater the need for support the greater the conditionality, but there are few specific guidelines as to the conditionality of the PCCL vs. ECCL vs. macro-economic adjustment programme.

This gives the ESM a significant amount of flexibility which may be a positive for ESM members and we imagine it was designed thus. However from an investor perspective it does create a certain lack of transparency and can create difficulty in comparing programmes to different countries.

Enforcing payments of capital calls

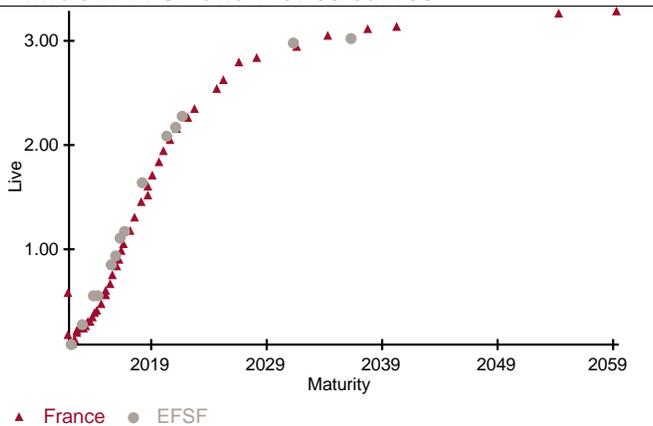
Should the ESM need to make a capital call, countries have committed to make these payments. The sanction for non-payment is that a country loses its voting rights. In the event where a country is considering non-payment of capital, we do not think that it would be unduly concerned about its voting rights. Of course the political fallout from such a decision would be significantly higher and we think this is likely to be a bigger deterrent to ESM members

ESM's impact on the market

ESM will trade tighter to the EFSF, but just

We see two factors driving pricing, which means the ESM should trade tighter than the EFSF – the paid-in capital creates an immediate buffer of €80 billion and the less complex structure of the ESM is easier for investors to understand, we believe. But we do not expect the ESM to have a significant funding advantage over the EFSF.

Exhibit 2: EFSF and France curves



Source: Credit Suisse Locus

Exhibit 3: EFSF versus EIB



Source: Credit Suisse Locus

The ESM's ability to fund will depend on market conditions, and the more the ESM has to fund, the greater the likelihood the market is in a risk-off phase. Now that the ESM is inaugurated, we expect any further lending programmes to go via the ESM rather than EFSF. Should Ireland, Portugal or Greece need additional lending, we expect that would also be channeled through the ESM. Therefore we think the lending commitments of the EFSF are effectively capped, which is not the case for the ESM. The issuance schedule of the EFSF will then be refinancing until the loans are repaid.

Exhibit 2 shows the EFSF and the French curves. The EFSF trades at a discount to France but only by a couple of basis points along the curve. As we expect the ESM to trade at a premium to the EFSF, we think the ESM will trade flat and potentially through the French curve.

Exhibit 3 shows the spread between the EFSF and the EIB in the 5-year point of the curve. We would expect the ESM to trade at a discount to the EIB but would expect this discount to be less than the EFSF. Effectively we would expect the ESM to trade between the EIB and the EFSF. The ESM and the EIB are both based on a capital structure, although the EIB has capital from the 27 members and provides project financing. The EIB is also a liquid and established issuer; therefore, we would expect the ESM to trade at a discount to it.

Repo counterparty – with banks but not with the ECB

The ESM is not eligible as a repo counterparty with the ECB but it can repo with private banks or with other market participants. At the August 2012 ECB press conference Draghi pointed to the ECB's legal opinion which states that the ESM would not be a suitable counterparty at the ECB. He has not deviated from this stand since.

Even with a banking licence the ESM would not be considered an eligible counterparty. A banking licence is different from being an ECB repo counterparty and it needs to be granted by governments. The ESM is not considered an eligible counterparty as this would violate the prohibition regarding monetary financing.

The ESM can initiate primary and secondary market purchase programmes but in order to do this will need to raise cash in the market. The inability to repo at the ECB means more pressure on the ESM to raise funds. This exposes the ESM to the volatility in the new issue market. Should the ESM have to raise significant amounts to fund secondary or primary market purchases, it is possible that this is a scenario in which there is significant volatility in the market and therefore capital market access may not be so easy. There is first-hand evidence of this from the EFSF, which at times has had difficulty tapping the market. We believe the ESM will face similar challenges.

Direct bank recapitalisation- in theory but not yet in practice

Direct bank recapitalisation can help break the link between a country's banking sector and the sovereign, but the ESM is not there yet. The market is likely to consider direct bank recapitalisation as positive for the sovereign whose banks are recapitalised – the liability is with the ESM and not on the sovereign's balance sheet. However, we think the actual implementation may not happen until 2014 and the debate about the issues in the intervening months may cause market volatility.

Direct bank recapitalisation means that the liability would not go via the sovereign's balance sheet but the liability would be shared among the ESM member states via the capital contribution key. This was first announced at the June 2012 summit and was a follow up to the announcement that Spain was applying for a bailout for its banking sector and to the market reacting negatively due to the impact on the Spanish sovereign's balance sheet.

In theory an ESM direct bank recapitalisation plan should be positive for the sovereign balance sheets of Spain and Ireland – Ireland was specifically referred to in the June statement. But there are some outstanding issues.

- An effective single supervisory mechanism (SSM) needs to be in place before the ESM can directly recapitalise individual banks.
- Germany, the Netherlands and Finland have expressed opposition to providing a direct recapitalisation to "legacy assets".
- How the bank resolution regime will be applied to bank recapitalisation from the ESM.

The framework for the SSM is being put in place. The ECB will be in a position to start this in January 2013, but Draghi has made clear that it will take a year before the ECB is up and running. We think that timeframe is ambitious, but assuming it is achieved, it still means that the direct bank recapitalisation will not affect Spain or Ireland's balance sheets till 2014.

The other question is what will be included in the bank recapitalisation programme and the debate regarding legacy assets is already ongoing. We find it difficult to see that other countries will be happy to accept liabilities of the Spanish or Irish banking sector. Germany, Netherlands and Finland have already made their feelings clear. The bank recapitalisation loans are available to facilitate "schemes to support asset separation and disposal". This makes the legacy asset issue more contentious, in our view. It is one thing to ask other countries to support loans to recapitalise a going concern but quite another to support a bad bank in run-off.

The third factor is how the direct bank recapitalisation programmes will work with bank resolution regimes. Recent discussions suggest that subordinated debt holders may be forced to take losses if a bank has to take capital from the ESM. This adds another layer of complexity to a programme going forward, but it's also not clear how or if this could be implemented retroactively for legacy assets.

All of these complexities also raise the issue of ultimately how successful the bank recapitalisation plan will eventually be in breaking the loop between sovereign and bank. We would caution the market is pricing in too much optimism at this stage.

Paid-in share capital positive for SSAs

The ESM will have €80 billion of paid-in capital that it will need to invest. The paid-in share capital will be invested in high quality assets and the ESM has already stated this would be mainly in the euro-denominated SSA (Supra, Sovereign and Agency) market. This should be positive for this asset class particularly for the new issue market. With another €34 billion of paid-in capital due in 2013, this buying is a longer term support to the SSAs, in our view.

It seems the investment will be divided into two tranches – a money market tranche and a medium- to long-term tranche. The ESM has started buying in the market but at the time of writing (24 October) has been investing in paper up to three years in maturity. Given the permanent nature of the ESM, we would expect that it will invest in longer-dated bonds as time passes. We also suspect that the ESM will not be able to invest its €32 billion immediately in the SSA market and so the funds could be supportive for the European government market in the short term.

Evolution – precedent suggests it will adapt to suit the environment

The ESM is the third step in the journey toward a permanent bailout mechanism for Europe. The first Europe being bi-lateral loans to Greece and the second the creation of the EFSF as the temporary bailout mechanism of the euro area.

This has not been a two-step process. The EFSF was seen as an improvement on direct loans as it allowed Europe to benefit from its combined creditor strength and issuance was moved to a joint platform. However, the EFSF has also had to adapt to the market environment and whereas it initially only provided loans the structure today provides for credit lines, primary and secondary market intervention as well as partial protection and co-investment funds.

We think the same is possible for the ESM. The direct bank recapitalisation programme is just one example of how the ESM is already evolving. We think as market conditions change, the ESM will also be forced to adapt to suit the needs of its members.

Legal challenge still outstanding

The ESM passed the legal challenge of the German constitutional court but faces a further challenge in the EU Court of Justice – the highest court of the European Union. The challenge is brought by Thomas Pringle, an independent member of the Irish Parliament who claims that the ESM violates EU law, in particular the no-bailout provision and that it also interferes too much in a sovereign's economic and monetary policy.

The EU court has decided to hear the case under an accelerated procedure and a ruling is expected by the end of the year. We are not European law experts, but the fact that the ESM passed the scrutiny of the German Constitutional Court is a good sign for the impending judgment, in our view.

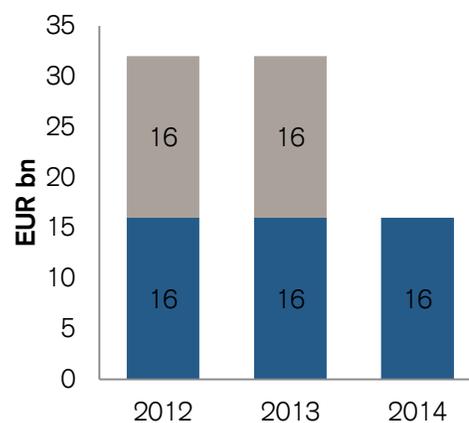
ESM Structure

Capital – paid-in and callable

The ESM has €700 billion of authorised capital stock, which is divided into seven million shares each with a face value of €100,000. There are 17 shareholders – the 17 member states of the euro area (from now referred to as ESM members). Of this capital €80 billion is paid-in capital and the remaining €620 billion is callable capital. Capital will be paid in by member states in five installments over the next three years. Two installments of €16 billion will be paid in 2012, two in 2013 and one in 2014. The first two installments were due within 15 days of the inauguration of the ESM and the ESM has confirmed they are now in place.

The ESM commits to keep in place a ratio of 15% between the paid-in capital and the outstanding amount of ESM issuance. Given the current paid-in capital of €32 billion, this implies an issuance threshold of €212 billion. To put this in context the EFSF is planning to issue €40.5 billion of bonds in 2012, having issued €16 billion in 2011. Should the ESM have additional issuance needs before the €80 billion of paid-in capital is deposited with the ESM the member states have agreed to accelerate the paid-in capital payments. Once all the paid-in capital has been paid up the ESM will have a maximum issuance capacity of €533 billion.

Exhibit 4: Paid-in share capital



Source: Credit Suisse, ESM

The ESM members agree to “irrevocably and unconditionally” commit to contributing the authorised capital on a timely basis. Should a member state apply for financial assistance from the ESM it still has an obligation to pay its authorised share capital contribution. Should a country fail to pay capital due, then its voting rights are suspended until the capital due is paid.

The liability of an ESM member is limited, in all circumstances to the amount of authorised capital that it subscribes to, at issue price.

Capital call for authorised unpaid capital

- If the amount of paid-in capital is reduced through absorption of losses, then an additional capital call is made. This may also be necessary to maintain the 15% ratio of paid-in capital to issuance. The Board of Directors may call authorised unpaid capital via a simple majority decision.
- To prevent insolvency of the ESM, the Managing Director has the authority to call authorised unpaid capital in order to ensure that the ESM has sufficient funds to meet any creditor payments. In such a scenario the ESM members have “irrevocably and unconditionally” committed to paying in their contribution within a period of seven days but a country is limited to the total amount of authorised share capital that it holds.
- The Board of Governors of the ESM may call authorised unpaid capital at any time and set the payment timeframe. This decision must be voted on by mutual agreement of the members.

Increase in the authorised capital stock

- The Board of Governors regularly reviews the authorised capital with regard to the issuance and lending needs of the ESM and the quality of the capital stock. Based on this review it might decide to change the authorised capital stock. Any decision to increase the authorised capital stock may have to be approved by national parliaments.
- If a new country joins the euro area it will automatically become part of the ESM. In such a scenario the capital stock of the ESM will be adjusted to reflect the capital weighting of the new country. The current contribution key is in Appendix 1.

The paid-in share capital of the ESM is loss-absorbing capital only. Importantly the paid-in capital of the ESM is not allowed to be used to purchase bonds (in either the primary or the secondary market) and/or available to lend out. It will be used to buy highly rated liquid assets for investment purposes only.

The ESM will also have a reserve fund. Any net income generated by the ESM through its operations (funding differential and income on paid-in capital) and the proceeds of any financial sanctions on ESM members under surveillance will be paid into the reserve fund.

The waterfall structure of the ESM is such that losses are first charged against the reserve fund, second against the paid-in capital and then against the callable capital.

Governance Structure

The ESM has a Managing Director (Klaus Regling), a Board of Governors and a Board of Directors. The composition of both boards is shown in Exhibit 5

Exhibit 5: Board structure of the ESM

	Board of Governors	Board of Directors
Voting members	Finance Minister from each euro area member state and one alternate	One Director and one alternate director from each country
Observers	European Commissioner for Economic and Monetary Affairs ECB president President of the Euro Group Non-euro area members participating on an ad-hoc basis in a stability support operation when said is discussed	European Commission may appoint a non-voting observer ECB may appoint a non-voting observer Non-euro area members participating on an ad-hoc basis in a stability support operation when said is discussed Other persons or representatives of institutions or organisations as invited
Voting	Mutual agreement Qualified majority	Qualified majority Simple majority
Chairperson	President of the Euro Group or Chairperson elected from the Board of Governors members	

Source: ESM, Credit Suisse

Voting Arrangements

For all decisions a quorum of 2/3 of the ESM members and voting rights representing at least 2/3 of the voting rights (based on share allocation) must be present.

Voting decisions of the ESM can be taken on the basis of mutual agreement, qualified majority or simple majority. If an ESM member does not pay its required capital contribution (either paid-in or callable) then it is not able to exercise any of its voting rights and the voting thresholds will be adjusted to reflect the reduction in votes.

One other type of vote is an emergency procedure. This is a decision regarding ESM stability support that needs to be taken to preserve economic and financial stability where both the EC and the ECB conclude that failure to do so would create systemic risk. Under an emergency procedure a qualified majority of 85% of the votes cast is required.

Mutual agreement is the unanimity of the members that participate in a vote. Importantly if a country abstains, this does not prevent a vote being passed by mutual consent (assuming the quorum conditions are met). The Board of Governors makes the following decisions by mutual agreement.

- Make capital calls and set the timeframe for payment. The exception to this is when the level of paid-in capital falls due to the absorption of losses. In this case the Board of Directors may call in authorised capital by a simple majority decision.
- Change in the authorised capital stock.
- Adapt maximum lending volume of the ESM.
- Grant stability support to an ESM member, as well as the nature and the amount of support.
- Bestow mandate on the EU and the ECB to negotiate terms and conditions of a support programme.
- Change pricing policy and pricing guidelines of financial support.
- Agree changes in the capital key.
- Change the list of financial assistance instruments that the ESM can grant.
- Decide on the transfer method between the EFSF and the ESM.
- Approve the application of new members to the ESM.
- Make adaptations to the ESM Treaty that may arise from a new member joining.
- Delegate tasks to the Board of Directors.
- Cancel or transfer contents of the emergency reserve fund and/or paid-in capital.
- Issuance of new shares not at par.

Qualified majority requires the necessary quorum and 80% of the votes cast. The Board of Governors makes decisions other than the ones mentioned above on the basis of a qualified majority. The Board of Directors makes its decisions on a qualified majority basis. In the case where the Board of Governors delegates a decision to the Board of Directors the voting rule of the Board of Governors will be applied.

Simple majority requires the necessary quorum and a majority of the votes cast. If the Board of Directors calls in authorised unpaid capital this is done via a simple majority decision.

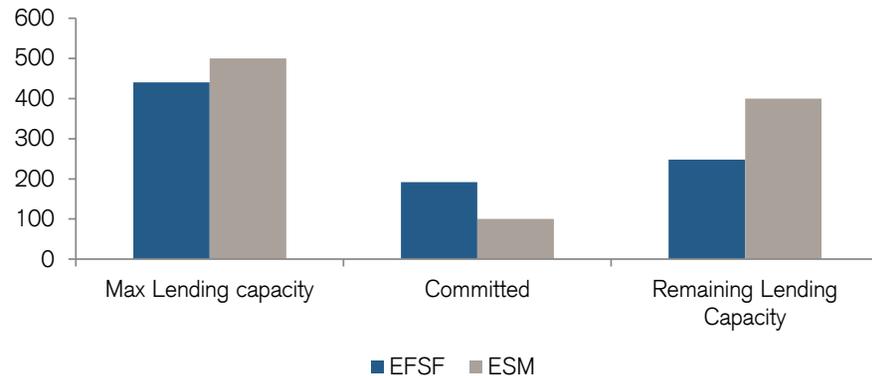
Lending capacity

The ESM has a lending capacity of €500 billion. The combined lending capacity of the EFSF and the ESM is capped at €700 billion.

Currently the EFSF has committed €192 billion in lending to Ireland, Portugal and Greece and up to €100 billion to Spain for the bank recapitalisation programme. The lending capacity of the EFSF is €440 billion, so there is €148 billion still available that could be used up to July 2013. The €100 billion of bank recapitalisation is to be transferred from the EFSF to the ESM. In Exhibit 6 we have shown this as an ESM commitment.

The EFSF will continue to finance its current lending commitments to Ireland, Portugal and Greece, until the loans mature, but after July 2013 will not take on any additional lending. Any further lending would be via the ESM. The EFSF bonds will continue to exist and will not be funged into ESM bonds.

Exhibit 6: Lending commitments of EFSF and ESM



Source: Credit Suisse, EFSF, ESM

How the ESM operates

There is a basic framework for all support applications: a country submits a request (becoming a beneficiary member), an assessment is made, the request considered, if agreed to, the conditionality is set and the aid granted.

In summary the process is as follows

- Application – a member state makes a request for aid to the Board of Governors.
- Assessment – the ECB and the European Commission (EC) carry out a risk assessment as to the financial stability of the euro area as whole, the sustainability of public debt of the beneficiary member and the financing needs.
- Proposal – a proposal for financial assistance is submitted to the Board of Governors by the Managing Director.
- Approval – Once the Memorandum of Understanding (MoU) has been agreed with the beneficiary member the support programme can be approved by the ESM.
- Granting of support – support is made available to the beneficiary member. For loans that may be in the form of a single or multiple tranches.
- Monitoring – once support has been granted, the EC in liaison with the ECB and the ESA (European Supervisory Agency), where necessary, shall monitor conditionality with the MoU. The ESM also puts in place a warning system to ensure timely payments.

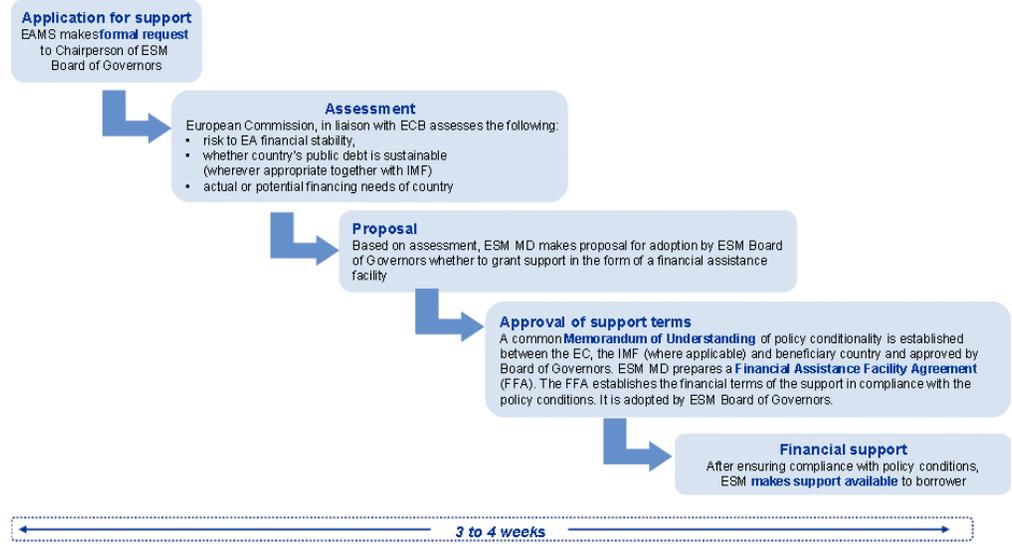
The conditionality relating to a stability support programme will be set out in the MoU. This will be done on a case-by-case basis and the conditions in the MoU will reflect the type of assistance that is to be granted. The MoU shall, however, be consistent with other measures of economy policy co-ordination that are already in place under other treaties of the EU.

For all programmes the EC, in liaison with the ECB and the relevant SSA, will be responsible for monitoring that the beneficiary ESM member is complying with the conditions of the MoU. This will involve regular reporting back to the Board of Directors of the ESM. If a country is not found to be compliant with the conditions of the MoU, the ESM may withhold any further disbursement of support.

In all programmes the ESM shall also establish a warning system to ensure that payments due to the ESM are received in a timely manner.

Exhibit 7: ESM process for granting support

ESM Investors Presentation



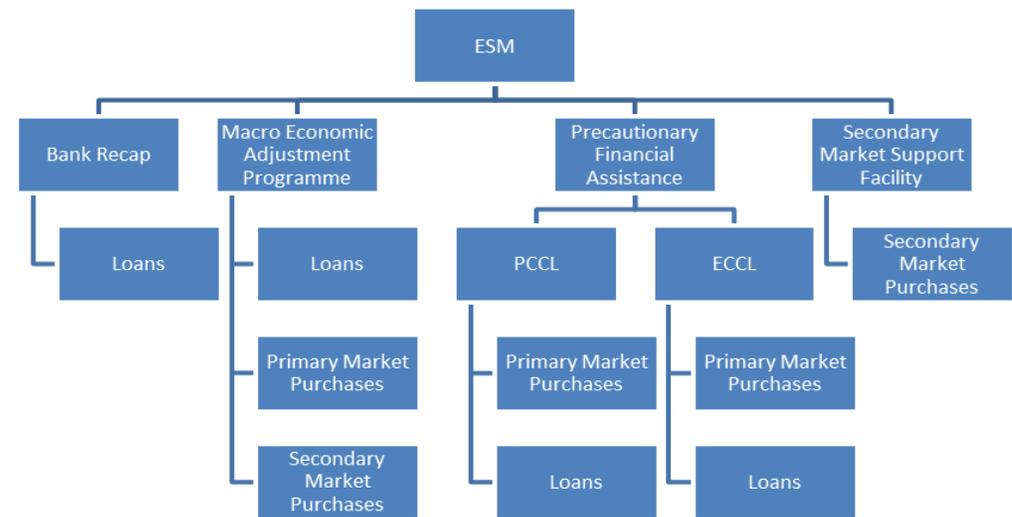
Source: ESM

ESM lending programmes

An ESM member can apply to the ESM for various different support programmes ranging from a full macro adjustment programme to a Secondary Market Support Facility. Within each of these support packages there are a number of different tools that can be used. In Exhibit 8 we show the four ESM programmes and highlight the tools that can be used under each programme. The four programmes are:

- Bank recapitalisation.
- Precautionary financial assistance programme (PFA).
- Macro-economic adjustment programme.
- Secondary market support facility (SMPF).

Exhibit 8: ESM support programmes and tools available under each



Source: Credit Suisse, ESM

- **Bank recapitalisation:** The ESM may provide loans to an ESM member state to recapitalise financial institutions in that member state. This support programme only offers a loan, which would be channeled to the financial institution or institutions via the beneficiary ESM member state. Assistance can be provided to a member state for bank recapitalisation outside the confines of a macro adjustment programme. A MoU will be in place that defines the conditionality attached to the loan.

In order to be eligible for a loan to recapitalise a bank or banks, the member state needs to adhere to the following criteria

- The financial institution in question is unable to raise capital from the private sector.
- The financial institution in question is systemically important and its collapse could prove a threat to the member state itself or the euro area as a whole.
- The ESM member taking the loan has the ability to repay it and is able to demonstrate a stable fiscal and macroeconomic policy record. The size of the loan should not affect the sustainability of the ESM member requesting the loan.

An issue still to be resolved is whether the ESM will have the ability to recapitalise banks directly. The statement following the euro area summit on 29 June 2012 laid down the framework for the ESM to have the potential to recapitalise directly as long as an effective single supervisory mechanism (SSM) is in place. A subsequent joint statement from Germany, the Netherlands and Finland in September raised some doubt over those countries' willingness to support legacy assets of banks in Ireland and Spain. This is one stumbling block but the greater hurdle may be the implementation of the single supervisor for European banks. The ECB will be the single supervisor effective 1 January 2013 but the ECB has stated that it could take up to a year to be up and running. Therefore we do not expect the ESM to be in a position to provide direct recapitalisation for the banking sector until 2014.

The EC, in liaison with the ECB and the ESA shall monitor compliance with the MoU for the programme. The ESA will have the right to conduct on-site inspections of financial institutions that benefit from any support and if necessary bring in other experts such as the external auditors. There will also be a review of the supervisory practices employed by the beneficiary ESM member.

- **Precautionary financial assistance programme (PFA):** assistance through this programme can be provided through a Precautionary Conditioned Credit Line (PCCL) or an Enhanced Conditions Credit Line (ECCL). Both of these programmes can be drawn down by either a loan or primary market purchases. The credit lines are both available for a period of one year and are renewable twice for six months each time. So in effect the credit line can have a lifeline of 24 months. A PCCL is appropriate when a country is still fundamentally sound and qualifies under the following criteria.
 - Adherence to the commitments under the stability and growth pact.
 - Sustainable general government debt.
 - Adherence to the conditions of an excessive imbalance procedure (EIP).
 - Track record of access to capital markets.
 - A sustainable external position.
 - No bank solvency problems that might pose systemic risk.

In the case where a member state does not comply with all of the criteria above but where the financial situation is sound, then an ECCL is appropriate. We expect Spain to be considered eligible for an ECCL rather than a PCCL.

Once a credit line has been activated, the member state can draw down funds at any time during the timeline of the credit line but must give the ESM one-week notice. The tranche size of the loan or the primary market purchases limit is set out when the decision to grant a credit line is made. If a credit line is not drawn down, the ESM may, through review of the surveillance reports, decide to withdraw the credit line. If a country does not comply with the policy conditions, then the credit line may be closed and the country may have to ask for a full macroeconomic adjustment programme.

If a PFA is drawn down, the ESM member is subject to Enhanced Surveillance. This means that the ESM member will be subject to regular reviews carried out by the EC in liaison with the ECB and the ESA where appropriate. The EC presents quarterly reports to the Board of Directors.

- **Macro adjustment programme:** The macro adjustment programme is the most comprehensive programme that an ESM member state can request. A macro-economic adjustment programme is relevant for an ESM member that has essentially lost market access either through the lack of demand or the cost of funding. Although a loan may be the most obvious form of assistance it is also possible that a country under a macro-economic adjustment programme can receive aid partly or entirely through primary market purchases. In the case where an ESM loan has been granted and as long as the ESM member state is continuing to comply with the MoU, it may also have access to a secondary market support facility. In the operation of the primary and secondary market purchases, the following have been stipulated.
 - Primary market purchases are to be conducted at market prices and are limited to 50% of the final issued amount.
 - For secondary market purchases the Board of Directors will establish a pro-tempore intervention cap. A technical sub-committee shall be established to decide on the implementation of the purchases.

Once purchases have begun, the management of the portfolio is the same for both primary market purchases and secondary market purchases.

- Bonds can be sold if the beneficiary ESM member has stabilised and regained market access and the selling of the stock would not cause market disruption.
- Bonds can be held to maturity.
- Bonds can be sold back to the ESM member that issued them.
- Bonds can be used for repos to support the liquidity management of the ESM.

The EC together with the ECB and the IMF (if involved) shall be responsible for the compliance with the MoU. In that regard the ESM beneficiary member is obliged to give the EC its full co-operation in regard to information required to assess compliance with the MoU

- **Secondary Market Support Facility (SMPF).** This facility is open to countries that are already under a macro-economic adjustment programme, where a loan from the ESM has been granted, or to countries that are not in a programme but are experiencing financial market disruption. The conditions for the secondary market support facility are similar to the precautionary financial assistance programme whereby the country must have sustainable general government debt and a sustainable external position. Also important is that the country does not pose a systemic threat to the euro area through its financial institutions. Countries must also respect the commitments of the Stability and Growth pact as well as the EIP in order to be eligible.

A country that is not under a macro-economic adjustment programme must also sign a MoU which details the conditions attached to the SMPF. In order to implement the programme the Board of Directors shall apply temporary intervention caps. A technical sub-committee is set up to decide on the actual procedure and how the purchases will be carried out. The sub-committee’s proposal shall be approved by the Board of Directors. In order to stop the programme the beneficiary member must request that it is terminated.

Diversified funding strategy

The ESM will apply a “diversified funding strategy” and will have short- and long-term funding programmes. The funding instruments are listed in Exhibit 9. The ESM will focus on building a euro-denominated benchmark curve. However, it can also issue in other currencies. Any non-euro issuance would be swapped back to euros.

Exhibit 9: Funding instruments

T-bills	Capital Markets
Unsecured money market transactions	Benchmark bonds (1-30Y)
Commercial paper	Promissory notes
Money market promissory notes	Registered notes
Repo transactions	

Source: Credit Suisse

The maturity of loans granted by the ESM is decided on a case-by-case basis and therefore the funding decisions will be made accordingly and are also a function of market demand. Recently the EFSF has issued a 10-year bond (28 August 2012), which was undersubscribed but a more recent 5-year bond (15 October 2012) was oversubscribed. Indicating again the reliance on the vagaries of the capital markets.

We believe the ESM will be in position to come to the market by the beginning of 2013 if not before. And we would expect it to initially look at the 3Y, 5Y, 7Y and 10Y benchmark points given the aim of creating euro benchmark curves. In regard to accessing the market that is essentially dependent on requests for support. The ESM was inaugurated on October 8 and will need some time to carry out investor roadshows and also to allow investors to do their credit work.. The ESM has stated that pre-funding in regard to secondary market purchases is not yet under consideration. In regard to the bank recapitalisation programme for Spain, that will be done via bonds issued directly to the FROB and therefore will not require issuance in the market.

In the FAQs it is stated that the ESM’s funding portfolio will be liquid instruments with a “simple, plain vanilla structure”. However, one thing that has still not been decided is whether the ESM will be able to provide partial risk protection certificates or co-investment funds. Both of these products were incorporated into the EFSF’s armoury. This issue is still under debate for the ESM. We did not view the partial risk protection certificates as a positive development for the EFSF on the basis that at the times it would need to be redeemed are likely to be the times it is least able to be redeemed due to correlation and contagion. We believe the same fundamental issue applies to ESM.

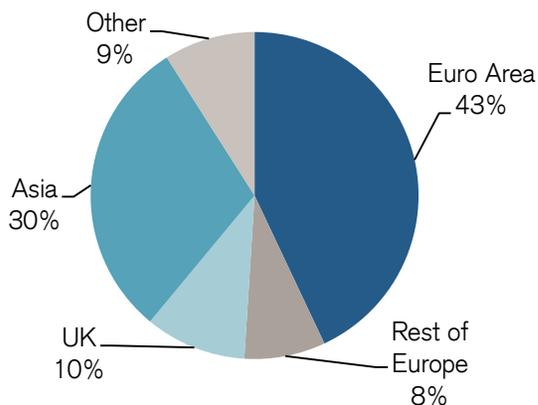
The German Debt Management Agency has acted as the issuance agency for the EFSF and will continue to do so for the ESM. Issuance can be done via syndications, auctions, private placements and new lines.

Investor base

The ESM will be categorised as an SSA and is one of the issuers included in the Credit Suisse EASI (Agency and Supranational) index. We expect investors that have bought EFSF bonds will also buy ESM bonds. The bonds will be an integral part of the SSA universe and will also be used by investors who are looking for a pick-up to European governments. We believe this is particularly true in a “grab for yield” environment where there is a shortage of triple-A-rated assets.

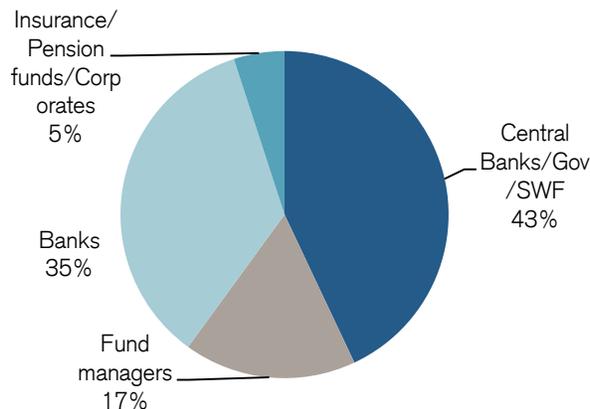
The geographic and investor-type breakdowns for the EFSF's most recent issue (1.125% October 2017) are shown in Exhibit 10 and Exhibit 11. We would expect to see a similar breakdown for the EFSF.

Exhibit 10: EFSF October 2017 geographic breakdown of investor base



Source: EFSF

Exhibit 11: EFSF October 2017 breakdown by investor type



Source: EFSF

Status

The ESM is an intergovernmental organisation under public international law.

The ESM will have preferred creditor status – similar to the IMF, however, the ESM has accepted junior creditor status to the IMF. Other states that provide bilateral loans to an ESM member under support in co-operation with the ESM shall also be supported in a claim for preferred creditor status.

An exception to the preferred credit status is the loan to Spain for the bank recapitalisation programme. As this was granted from the EFSF and was originally pari passu it shall retain this status even when transferred to the ESM. A further exception to this is a financial assistance programme that is outstanding when the ESM Treaty was signed. We understand this to mean that should Ireland, Portugal or Greece receive assistance from the ESM under their current programmes the ESM would be pari passu. Should these countries need a second (or third in the case of Greece) programme, this would come from the ESM, in our view, and a new MoU would need to be signed.

One question in regard to the preferred creditor status is the potential this may have to create legal subordination for other creditors. By virtue of the fact that the preferred creditor state is written in the ESM Treaty that may create a different status to the IMF, for example, where the preferred creditor status is implicit rather than explicit.

Accounting treatment and risk weighting

Loans granted by the ESM will not increase the government debt of an ESM member state. This is in contrast to the EFSF where the guarantee structure means that when disbursements are made they are considered contingent liabilities of the lending member state and so are consolidated on the government balance sheet and increase government debt.

Eurostat has made a provisional ruling on the ESM and has deemed it to be a European international institution which means that “debt incurred by the ESM on the markets will be recorded as ESM debt”. In addition, for a country that borrows from the ESM, the debt will be recorded as “debt due to the ESM and not to other EAMS”.

The paid-in capital is considered an increase in equity for the participating Member State and the callable capital is considered a contingent liability of the government and so has no impact on government accounts. If capital is called to cover ESM losses in the case where a beneficiary ESM member does not repay its debt Eurostat would consider that as a capital transfer and therefore an expenditure of government.

The ESM will have a 0% risk weighting.

Rating agency views

Moody's and Fitch both rate the ESM with a triple-A rating. Moody's has a negative outlook, while Fitch has a stable outlook. S&P has not published a rating view on the ESM.

For both rating agencies the lower leverage and high capitalisation of the ESM contribute to the high rating. This is relevant in the decision regarding the banking licence of the ESM but also of the coinsurance certificate. Any widening of the current mandate of the ESM that would materially change its credit profile may also have an impact on its rating.

Comparison to the EFSF

Exhibit 12: ESM and EFSF compared

	EFSF	ESM
Differences	Temporary mechanism due to end in July 2013 Guarantee structure Members step out if they are under a programme Pari passu with other senior creditors Loans are consolidated on the lender's balance sheet Private company under Luxembourg law Voting by mutual agreement	Permanent bailout mechanism of the EFSF Share capital No stepping out of programme country members Preferred creditor status junior to the IMF Loans do not appear on the lender member's balance sheet Inter-governmental institution under international law Voting decision by mutual agreement, qualified majority or simple majority depending on the decision
Similarities	Provide support programmes under strict conditionality Shareholders are the 17 Euro area member states	Provide support programmes under strict conditionality Shareholders are the 17 Euro area member states

Source: Credit Suisse

Appendix I

Exhibit 13: ESM contribution key and subscriptions to the authorised capital stock

	ESM key (%)	Number of Shares	Capital Subscription (EUR bn)	Paid-in Capital (EUR bn)	Paid-in Capital due per tranche (EUR Bn)
Kingdom of Belgium	3.4771	243,397	24.34	2.78	0.56
Federal Republic of Germany	27.1464	1,900,248	190.02	21.72	4.34
Republic of Estonia	0.186	13,020	1.30	0.15	0.03
Ireland	1.5922	111,454	11.15	1.27	0.25
Hellenic Republic	2.8167	197,169	19.72	2.25	0.45
Kingdom of Spain	11.9037	833,259	83.33	9.52	1.90
French Republic	20.3859	1,427,013	142.70	16.31	3.26
Italian Republic	17.9137	1,253,959	125.40	14.33	2.87
Republic of Cyprus	0.1962	13,734	1.37	0.16	0.03
Grand Duchy of Luxembourg	0.2504	17,528	1.75	0.20	0.04
Malta	0.0731	5,117	0.51	0.06	0.01
Kingdom of the Netherlands	5.717	400,190	40.02	4.57	0.91
Republic of Austria	2.7834	194,838	19.48	2.23	0.45
Portuguese Republic	2.5092	175,644	17.56	2.01	0.40
Republic of Slovenia	0.4276	29,932	2.99	0.34	0.07
Slovak Republic	0.824	57,680	5.77	0.66	0.13
Republic of Finland	1.7974	125,818	12.58	1.44	0.29
	100	7,000,000	700.00	80.00	16.00

Source: ESM, Credit Suisse

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