STRATEGY FOR IMPLEMENTATION OF
SOLVENCY II IN SERBIA

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1. Implementation of Solvency II in the European Union

In the past period, insurance activity in the European Union (EU) was regulated by a number of directives within the Solvency I supervisory regime aimed at gradual harmonisation of the rules governing the pursuit of insurance business. While it brought numerous benefits, the Solvency I regime also had some downsides, in particular it failed to: sufficiently incentivize insurance/reinsurance undertakings (hereinafter: undertakings) to adequately manage risks and investments, remove all impediments to timely supervisory intervention, ensure adequate allocation of capital and pay sufficient attention to group supervision.

With a view to improving the Solvency I regime, a new directive – Directive 2009/138/EC of the European Parliament and of the Council on the taking-up and pursuit of the business of Insurance and Reinsurance (hereinafter: Solvency II) was adopted, to be applied as of 1 January 2016, following a multi-year transitional period allowed for alignment with new regulatory requirements. Solvency II repeals 14 directives (commonly referred to as Solvency I) and provides for a maximum harmonisation regime, thereby ensuring greater convergence within the internal market of insurance services in the EU.

Solvency II is based on three pillars:

1) Quantitative requirements,
2) Qualitative requirements,
3) Transparency.

Quantitative requirements provide for harmonisation of standards for marked-based valuation of assets and liabilities. Technical provisions, representing the undertaking’s liability to insured persons, are determined as the sum of a best estimate (probability weighted average of future cash-flows taking account of the time value of money) and a risk margin (risk add-on). Eligible own funds are also established, including capital, classified according to their quality in meeting capital requirements. Solvency II establishes two tiers of capital requirements allowing for timely supervisory intervention: solvency capital requirement (SCR) and minimum capital requirement (MCR). SCR, which may be calculated in accordance with a standard formula or an internal model, is conceptualised so as to cover all quantifiable risks in an undertaking’s operation and ensure that an undertaking can withstand during one year a one-in-200-year event (Value-at-Risk measure calibrated to a 99.5% confidence level over a one-year time horizon). MCR is calculated according to a linear formula with the set absolute minimum values (Value-at-Risk measure calibrated to a 85% confidence level over a one-year time horizon). Also, Solvency II introduces a prudent person principle for asset investment, i.e. given that capital requirements take into account market risks, it allows undertakings to freely allocate their investments, as long as the investment is made in the best interest of policy holders and beneficiaries.

Qualitative requirements include fit and proper criteria applicable to all persons who effectively run the undertaking or have other key functions in the undertaking, as well as qualitative requirements relating to the key functions, own risk and solvency assessment (ORSA) and the manner of conducting supervision while respecting the principle of proportionality, i.e. taking into account the nature, scale and complexity of the business of the undertaking concerned, its size and organisational structure, as well as the scale and types of insurance business carried out. Solvency II mandates the setting up of key functions in the undertaking including risk management, system of internal controls, compliance, internal audit and actuarial function, introducing also special conditions regarding outsourcing. Solvency II imposes regular ORSA as part of an undertaking’s business strategy, in order to anticipate overall solvency needs, meet the requirements concerning capital adequacy and technical provisions, as well as detect any deviation of an undertaking’s risk profile from SCR. Solvency II lays the foundation for convergence of national supervisory practices toward supervision based on assessment of risks to which an undertaking is exposed or may be exposed in its operation, in the form of off- or on-site supervision and imposing of supervisory measures.

Transparency is ensured by supply of relevant information to the supervisor and by the mandated public disclosures. Qualitative and quantitative information is made available to the supervisor through the Regular Supervisory Report (RSR) and quantitative reporting templates (QRT), and it is planned to
harmonise supervisory reporting formats across the financial sector (XBRL taxonomy). Undertakings also disclose the most relevant business information in the Solvency and Financial Condition Report (SFCR).

Special attention is paid to group supervision. Groups are viewed as consolidated entities subject to consolidated supervision. Solvency II establishes the manner of group supervision, the scope of work of group supervisors and relation with other supervisors within the college of supervisors, especially with regard to exchange of data and coordination of activities.

During more than a decade-long development of a new insurance regulatory regime for the EU, six quantitative impact studies (QIS) were conducted to analyse the effects of the new regulations, primarily of quantitative requirements, on the EU’s insurance sector.

On 16 April 2014, the European Parliament and European Council adopted the Omnibus II Directive amending Solvency II, a new regime effective as of 1 January 2016. Solvency II lays down Level 1 rules regulating insurance business across the EU, which member states transpose into their national legislation.

Under Solvency II, the European Commission is in charge of adopting delegated or implementing acts directly applicable in the EU member states, which ensure full harmonisation of rules governing the insurance business. Technical standards concerning purely technical matters are adopted by the European Commission at the proposal of the European Insurance and Occupational Pensions Authority (EIOPA). These acts and implementing measures represent Level 2 rules regulating insurance business in the EU.

Level 3 rules are EIOPA-adopted guidelines. These guidelines ensure consistent implementation of rules and cooperation between member states. While guidelines are not mandatory, any deviation from them must be duly justified.
2. Insurance sector in the Republic of Serbia

In addition to its primary objective of achieving and maintaining price stability, the National Bank of Serbia (NBS) also contributes to preserving and strengthening the stability of the financial system. One of the tools the NBS applies in pursuing this objective is acting in its capacity of a regulator and supervisor of the major part of the Republic of Serbia’s financial sector, including the insurance industry.

After banking, insurance is the second most important segment of the financial sector of the Republic of Serbia. In 2015, total insurance premium per capita equalled EUR 93 and total premiums made up 2.0% of GDP. The Serbian insurance market is currently dominated by non-life insurance, but life insurance has enjoyed long-term growth and its premiums have been steadily rising, reaching almost one fourth of total premiums in 2015.

At end-2015 the Serbian insurance market comprised 24 undertakings, 20 insurers and four reinsurers. Of the insurance undertakings, five were exclusive life insurers, nine exclusive non-life insurers, while six provided both life and non-life insurance. The breakdown by ownership shows that 18 undertakings were in majority foreign ownership, mostly EU-based. The majority of undertakings in Serbia are subsidiaries belonging to Austrian, Slovenian, Italian, French and Croatian insurance groups.

Serbia’s insurance sector has so far significantly converged to that of the EU, which is particularly evident from the rules on the pursuit of insurance business, entry into the domestic market and operation of the EU-based subsidiaries, transfer of specific knowledge from parent companies, development of new insurance products in the Republic of Serbia, continuous development of life insurance, as well as improvement of protection of insurance beneficiaries. Further convergence of the Serbian insurance sector to that of the EU will be conditioned by the general economic situation and further improvement of the regulatory framework and insurance practice in the Republic of Serbia.
3. Legal framework in the Republic of Serbia and Solvency II

At the NBS’s proposal, on 18 December 2014 the National Assembly of the Republic of Serbia adopted the new Insurance Law, which aligned the domestic legislation with the Solvency I regime, while implementing also some requirements of Solvency II. Namely, considering that Solvency II underwent amendments in 2014 and that implementing acts and measures were not yet adopted at that time, selected requirements from the Directive were transposed into the Insurance Law, particularly qualitative requirements under Pillar 2. The Insurance Law became effective on 27 June 2015, by which time the NBS had adopted 14 supporting decisions\(^1\), and the Serbian Government issued a decree\(^2\) regulating in detail some of the issues relevant for the pursuit of insurance business. Thus the foundation was laid for the development and improvement of insurance business and protection of insurance service beneficiaries in the Republic of Serbia.

The Insurance Law and the supporting secondary legislation regulate the establishment of an undertaking and the start-up of insurance business, i.e. issuance of a license to carry on insurance/reinsurance activities in accordance with Solvency II. They further prescribe the conditions for carrying on insurance business including, among other, fit and proper requirements for prospective qualified holders and members of management, as well as requirements for an efficient governance system. They lay down the rules for valuation of an undertaking’s assets and liabilities, primarily technical provisions for coverage of all liabilities under the insurance contract and requirements regarding capital adequacy. Liberalisation of insurance sector, in terms of freedom to establish branches and freedom to provide insurance services is also envisaged, as of the date of Serbia’s EU accession. The legislation implements Solvency II requirements in terms of an undertaking’s obligation to supply adequate information to the prospective policyholder, prior to contract conclusion and during contract term, while prescribing the minimum content of such information. Supervision of a group of undertakings, which did not exist previously, was also introduced. Reorganisation and liquidation of undertakings are largely harmonised with the rules applied in the EU (the Law on Bankruptcy and Liquidation of Banks and Insurance Companies adopted by the National Assembly of the Republic of Serbia on 3 February 2015).

The Decision on the System of Governance in an Insurance/Reinsurance Undertaking defines, for the first time in the Republic of Serbia, qualitative requirements of Solvency II pertaining to key functions (risk management, system of internal controls, actuarial function and internal audit), ORSA (in 2015 undertakings conducted for the first time their own assessment of risks and solvency) and outsourcing. The Decision on the Contents of the Opinion of the Certified Actuary prescribed the obligation to issue opinion on technical provisions, premium and reinsurance in line with Solvency II requirements, i.e. the contents of the opinion of a certified actuary.

The Decision on the Conditions and Manner of Supervision of Operations of Insurance/Reinsurance Undertakings and Other Supervised Entities in the Insurance Business specifies requirements for setting up risk-based supervision in line with the EIOPA guidelines on the supervisory process.

The Decision on Implementing Provisions of the Insurance Law relating to the Issuance of License to Carry on Insurance/Reinsurance Activities and Specific Approvals of the National Bank of Serbia regulates in detail fit and proper requirements for persons who are to manage/supervise an undertaking and acquirers of a qualifying holding in an undertaking, in accordance with Solvency II and EIOPA


\(^2\) The Decree on Risks That May be Insured/Reinsured with a Foreign Insurance/Reinsurance Undertaking.
guidelines, while the fit and proper requirements for actuaries are aligned with Solvency II criteria via the Decision on Actuary Certification and Further Professional Education.

Certain elements of quantitative requirements under Pillar 1 of Solvency II, such as data quality, segmentation, comparison against experience and adequacy of technical provisions are prescribed by the Decision on Technical Provisions.
4. Main objectives and stages of implementation of Solvency II in Serbia

Adoption of a set of regulations governing insurance business in the Republic of Serbia in late 2014 and first half of 2015 created the preconditions for the convergence of the Serbian insurance sector toward the developed insurance sector of the EU. In the preparatory stage for Solvency II implementation in 2014 and 2015, certain provisions of Solvency II were transposed into provisions of the Insurance Law and the supporting secondary legislation, which led to a significant compliance with qualitative requirements of Solvency II.

The ensuing implementation stages will take into account the level of compliance achieved so far, the current level of development of the insurance sector in the Republic of Serbia and the analysis of impact of Solvency II implementation on the domestic insurance market.

4.1 Stage I – Compliance analysis

The first stage of implementation, to be completed by end-Q1 2017, will include the assessment of compliance of the national insurance legislation with Solvency II.

In particular, it will be analysed how the Serbian insurance sector is affected by Article 4 of Solvency II envisaging the exemption of very small insurers.

The capacity and readiness of undertakings to implement new regulatory requirements in accordance with Solvency II will also be analysed.

The results of the analysis will help to identify legislative gaps and/or needs for amendment in order to achieve full compliance with Solvency II.

4.2 Stage II – Impact assessment

The second stage, to be completed by end-H1 2021, will include the assessment of the impact of Solvency II implementation on the Serbian insurance sector.

The impact assessment will also include quantitative studies about the impact of Solvency II Pillar 1 requirements on capital adequacy and technical provisions of undertakings and the overall insurance sector. In the defined period, minimum two impact studies will be conducted:

– The first quantitative impact study (QIS 1) will be carried out in 2018 in order to test the impact of quantitative requirements under Pillar 1 of Solvency II on capital adequacy and technical provisions on undertakings on an individual basis, with data as at 31 December 2017, as well as in order to assess the level of preparedness and capacities of undertakings for the implementation of quantitative requirements of Solvency II and to identify key areas where the existing regulatory framework needs to be further improved.

– The second quantitative impact study (QIS 2) will be conducted in 2019, with data as at 31 December 2018, in order to test the impact of the full application of quantitative requirements under Pillar 1 of Solvency II on capital adequacy and technical provisions of undertakings (and groups of undertakings) and to assess the possibilities for a phased implementation of certain requirements under Pillar 1 and for additional evaluation of the progress made in terms of the readiness and capacities of undertakings to implement Solvency II.

After defining the proposals for implementation of requirements under Pillar 1 of Solvency II it will be possible to conduct additional impact studies in 2020 and 2021 in order to further test and improve
the proposals and timeframe for the phased implementation of Solvency II and to further improve the readiness and capacities of undertakings to implement the new regulatory framework.

4.3 Stage III – Harmonisation of the regulatory framework

Drafting and preparing proposals of the pieces of legislation that are necessary for setting up a new regulatory framework for the pursuance of insurance and reinsurance business in the Republic of Serbia will rely on the results of a detailed compliance analysis and the conducted quantitative impact studies. This stage will also include drafting amendments to the Insurance Law, by no later than end-H1 2021 and the supporting secondary legislation, by no later than end-2021, that will transpose the Solvency II framework in the Republic of Serbia, in the part relating to the carrying out of insurance/reinsurance activities and supervision of insurance/reinsurance undertakings and groups of undertakings. Also, by end-Q3 2021 at the latest, the Law on Bankruptcy and Liquidation of Banks and Insurance Undertakings will be amended in the part relating to reorganisation and liquidation/bankruptcy of insurance/reinsurance undertakings in the Republic of Serbia, with a view to transposing Solvency II.

The final result of this stage will be drafts and proposals of regulations which will ensure full compliance with Solvency II requirements, with a caveat that some provisions will be applicable as of the date of the Republic of Serbia’s EU accession.
5. Transparency and cooperation in the process of implementation of Solvency II

The Strategy for Implementation of Solvency II in Serbia and any amendments thereof will be published on the NBS website and made available to all interested parties.

Taking into account the importance and complexity of the Solvency II implementation process, the NBS will review the Strategy annually and amend it as needed, responding to new circumstances and challenges, particularly in the light of Serbia’s EU accession process and recommendations issued by the European Commission.

The organisational unit within the NBS responsible for Solvency II implementation and the coordination processes is the Insurance Department, which will be supported in its work by other organisational units. The Department will report to the NBS Executive Board on the implementation of Solvency II at least once a year.

In the process of implementation of Solvency II the NBS will cooperate with all interested parties, particularly the Ministry of Finance, Deposit Insurance Agency, Association of Serbian Insurers, Serbian Association of Actuaries, etc.

The wider public will also have the opportunity to be involved in the Solvency II implementation process, bearing in mind that draft regulations will be subject to a public debate and that important information about the implementation of Solvency II in the Republic of Serbia will be made available on the NBS website.