Guidelines on the model MoU concerning consultation, cooperation and the exchange of information related to the supervision of AIFMD entities
Guidelines on the model MoU concerning consultation, cooperation and the exchange of information related to the supervision of AIFMD entities

I. Scope

1. These guidelines lay down a model of the Memorandum of Understanding (MoU) that should be agreed between the EU and non-EU supervisory authorities in order to have the appropriate supervisory cooperation arrangements in place as required by the Directive 2011/61/EU of the European Parliament and the Council on Alternative Investment Fund Managers (AIFMD).

2. These guidelines apply to the EU competent authorities designated in accordance with Article 44 of the AIFMD, and shall apply as from the date of entry into force of AIFMD Level 2 measures.

3. These guidelines are without prejudice to existing or future cooperation arrangements in areas not relating to the AIFMD. These guidelines do not preclude the possibility to include in the scope of the MoU a commitment from EU authorities to cooperate with and provide assistance to non-EU authorities for the supervision of EU managers that market funds in the jurisdiction of the latter.

II. Purpose

4. The purpose of these guidelines is to ensure consistent application of the provisions of the delegated act adopted by the European Commission regarding the supervisory cooperation arrangements that are required in accordance with Articles 20(1)(d), 21(6)(a), 34(2), 35(11), 36(3), 37(15), 40(11) and 42(3) of the AIFMD.

III. Compliance and reporting obligations

Status of the guidelines

5. This document contains guidelines issued under Article 16 of the ESMA Regulation. In accordance with Article 16(3) of the ESMA Regulation EU competent authorities must make every effort to comply with guidelines and recommendations.

6. EU competent authorities should comply with the guidelines by using the model MoU as an initial benchmark for their bilateral MoUs with non-EU supervisory authorities concerning the cooperation arrangements required by the AIFMD.

Reporting requirements

7. EU competent authorities to whom these guidelines apply must notify ESMA whether they comply or intend to comply with the guidelines, with reasons for non-compliance, within two months of the date of publication by ESMA to jose.moncada@esma.europa.eu. In the absence of a response by this dead-
line, competent authorities will be considered as non-compliant. A template for notifications is available from the ESMA website.

IV. Guidelines on the model MoU concerning consultation, cooperation and the exchange of information related to the supervision of AIFMD entities

In accordance with Articles 34(3), 35(12), 36(4), 37(16), 40(12) and 42(4) of the AIFMD ESMA is entitled to develop guidelines to determine the conditions of application of the Level 2 measures adopted by the European Commission regarding the cooperation arrangements required in Articles 34(2), 35(11), 36(3), 37(15), 40(11) and 42(3) of the AIFMD. In addition, in accordance with Article 16 of the Regulation (EU) No 1095/2010 of 24 November 2010, establishing ESMA, ESMA is entitled to issue guidelines addressed to competent authorities with a view to establishing consistent, efficient and effective supervisory practices within the European System of Financial Supervisors and to ensuring the common, uniform and consistent application of Union law.

On 19 December 2012 the European Commission adopted the Regulation supplementing Directive 2011/61/EU of the European Parliament and of the Council with regard to the exemptions, general operating conditions, depositaries, leverage, transparency and supervision. This Regulation requires the cooperation arrangements to be in writing and to provide for the exchange of information for supervisory purposes and for enforcement purposes; the ability to obtain all information necessary for the performance of the duties provided for in the Directive; the ability to carry out an on-site inspection where required for the exercise of the EU competent authority's obligations under the AIFMD.

The Regulation establishes that on-site inspections should be performed directly by the EU competent authority or by the non-EU competent authority with the assistance of the EU competent authority. In addition, and in accordance with its national law, the non-EU competent authority should assist the EU competent authorities where it is necessary to enforce EU legislation breached by the entity established in the non-EU country.

In accordance with the Regulation, the cooperation arrangements should include an specific clause allowing for the transfer of information received by an EU competent authority from a supervisory authority in a third country to other EU competent authorities, to ESMA or to the ESRB in order to discharge their duties under the AIFMD.

In order to fulfil the obligation to have the cooperation arrangements in place with the relevant authorities as required by Articles 20(1)(d), 21(6)(a), 34(1)(b), 35(2)(a), 36(1)(b), 37(7)(d), 40(2)(a) and 42(1)(b) of the AIFMD, competent authorities should sign an MoU concerning consultation, cooperation and the exchange of information related to the supervision of AIFMD entities with the authorities responsible for the supervision of these entities, as laid down in these guidelines.

These guidelines lay down the model of that MoU that should serve as initial benchmark for the negotiations with non-EU authorities. The text of the model MoU set out in the annex of these guidelines may need to be adapted or supplemented in the course of bilateral negotiations between ESMA and the non-EU authorities. In addition, once the negotiations with ESMA are concluded and the MoU is signed between the EU and non-EU authorities, nothing would prevent EU and non-EU competent authorities from engaging in negotiations later on to further expand the content and scope of the MoU beyond the requirements of the AIFMD.
The MoU should be complementary to the IOSCO Multilateral Memorandum of Understanding Concerning Consultation and Cooperation and the Exchange of Information of 2002 (revised in 2012). This implies that, in order for it to be considered that both the European competent authority and the non-EU supervisory authority, have cooperation arrangements in place as required by the AIFMD, both authorities should be signatories to both the MoU set out in these guidelines and the multilateral MoU of 2002 (signatories in Appendix A of the MMoU), or another MoU providing for an equivalent degree of cooperation.

Annex – Model MoU

In view of the growing globalization of the world’s financial markets and the increase in cross-border operations and activities of Managers of alternative investment funds, the [insert name of the non-EU authority] and the following authorities:

- Autoriteit Financiële Markten (The Netherlands)
- Autorité des marchés financiers (France)
- Bundesanstalt für Finanzdienstleistungsaufsicht (Germany)
- Central Bank of Ireland (Ireland)
- Comissão do Mercado de Valores Mobiliários (Portugal)
- Comisión Nacional del Mercado de Valores (Spain)
- Romanian National Securities Commission (Romania)
- Commissione Nazionale per le Società e la Borsa (Italy)
- Commission de Surveillance du Secteur Financier (Luxembourg)
- Cyprus Securities and Exchange Commission (Cyprus)
- Czech National Bank (Czech Republic)
- Finansinspektionen (Sweden)
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- Polish Financial Supervision Authority (Poland)
- Financial Services Authority (United Kingdom)
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- Bank of Lithuania (Lithuania)
- Malta Financial Services Authority (Malta)
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- Pénzügyi Szervezetek Állami Felügyelete (Hungary)
- Agencija za trg vrednostnih papirjev (Slovenia)
- Fjármálaeftirlitið (Iceland)
- Finanstilsynet (Norway)
- Finanzmarktaufsicht (Liechtenstein)

- Other competent authorities designated as competent authorities in accordance with Article 44 of the AIFMD which intend to sign the Memorandum.

have reached this Memorandum of Understanding (MoU) regarding mutual assistance in the supervision and oversight of Managers of alternative investment funds, its delegates and depositaries that operate on a cross-border basis in the jurisdictions of the signatories of these MoU. The Authorities express, through this MoU, their willingness to cooperate with each other in the interest of fulfilling their respective regulatory mandates, particularly in the areas of investor protection, fostering market and financial integrity, and maintaining confidence and systemic stability.

**Article 1. Definitions**

For the purpose of this MoU:

a) “Authority” means a signatory to this MoU or any successor.

b) “Requested Authority” means the Authority to whom a request is made under this MoU; and

c) “Requesting Authority” means the Authority making a request under this MoU.
d) “EU competent authority”: means any authority appointed in an EU Member State in accordance with Article 44 of the AIFMD for the supervision of Managers, delegates, depositaries and, where applicable, Covered Funds.¹


f) “Manager” means a legal person whose regular business is managing one or more Covered Funds in accordance with the AIFMD.

g) “Covered Fund” means a collective investment undertaking, including investment compartments thereof, which: (i) raises capital from a number of investors, with a view to investing it in accordance with a defined investment policy for the benefit of those investors; and (ii) is not a UCITS;

h) “UCITS” means an undertaking for collective investment in transferable securities authorised in accordance with Article 5 of Directive 2009/65/EC.

i) “Delegate” means an entity to which a Manager delegates the tasks of carrying out the portfolio management or risk management of one or more Covered Funds under its management in accordance with Article 20 of the AIFMD.

j) “Depositary” means an entity appointed to perform the depositary functions of a Covered Fund in accordance with Article 21 of the AIFMD.

k) “Operate on a cross-border basis” means the following situations: when a) EU Managers manage non-EU Covered Funds, b) EU Managers market non-EU Covered Funds in an EU Member State, c) non-EU Managers market EU and/or non-EU Covered Funds in an EU Member State, d) EU Managers marketing non-EU Covered Funds in the EU with a passport, e) non-EU Managers managing EU Covered Funds in the EU, f) non-EU Managers marketing EU Covered Funds in the EU with a passport, g) non-EU Managers marketing non-EU Covered Funds in the EU with a passport. Insofar as there is a link to the activity of the Managers and the Covered Funds, the MoU also covers delegates and depositaries as defined in letters i) and j) of this Article.

l) “Covered Entity” means a Manager, Covered Fund where applicable, and, insofar as there is a link to the Manager and the Covered Fund, delegates and depositaries as defined in letters i) and j) of this Article, including the persons employed by such entities.

m) “Cross-border on-site visit” means any regulatory visit by one Authority to the premises of a Covered Entity located in the other Authority’s jurisdiction, for the purposes of on-going supervision.

n) “Governmental Entity” means the Ministry of Finance, the Central Bank and any other national prudential authority in the jurisdiction of the relevant Authority.

¹ Some EU Member States have more than one competent authority designated to carry out the duties provided under the AIFMD.
o) “Local Authority” means the Authority in whose jurisdiction a Covered Entity operates.

p) “Emergency Situation” means the occurrence of an event that could materially impair the financial or operational condition of a Covered Entity, AIF investors or the markets, independently from a decision of the European Council within the meaning of Article 18 of the ESMA Regulation (Regulation 1095/2010/EU).

Article 2. General provisions

1) This MOU is a statement of intent to consult, cooperate and exchange information in connection with the supervision and oversight of Covered Entities that operate on a cross-border basis in the jurisdictions of the signatories, in a manner consistent with, and permitted by, the laws and requirements that govern the Authorities. The Authorities anticipate that cooperation will be primarily achieved through on-going, informal, oral consultations, supplemented by more in-depth, ad hoc cooperation. The provisions of this MoU are intended to support such informal and oral communication as well as to facilitate the written exchange of non-public information where necessary.

2) This MoU does not create any legally binding obligations, confer any rights, or supersede domestic laws. This MoU does not confer upon any person the right or ability directly or indirectly to obtain, suppress, or exclude any information or to challenge the execution of a request for assistance under this MoU.

3) This MoU does not intend to limit an Authority to taking solely those measures described herein in fulfilment of its supervisory or oversight functions. In particular, this MoU does not affect any right of any Authority to communicate with, or obtain information or documents from, any person or Covered Entity subject to its jurisdiction that is established in the territory of the other Authority.

4) This MoU complements, but does not alter the terms and conditions of the IOSCO Multilateral Memorandum of Understanding Concerning Consultation and Cooperation and the Exchange of Information, to which the Authorities are signatories, which also covers information-sharing in the context of enforcement investigations; and any of the existing arrangements concerning cooperation in securities matters between the signatories.

5) The Authorities will, within the framework of this MoU, provide one another with the fullest cooperation permissible under the law in relation to the supervision and oversight of Covered Entities. Following consultation, cooperation may be denied:

   a) Where the cooperation would require an authority to act in a manner that would violate domestic law;

   b) Where a request for assistance is not made in accordance with the terms of the MoU; or

   c) On the grounds of the national public interest.

6) No domestic banking secrecy, blocking laws or regulations should prevent an Authority from providing assistance to other Authority.
7) The Authorities will periodically review the functioning and effectiveness of the cooperation arrangements between the Authorities with a view, inter alia, to expanding or altering the scope or operation of this MoU should that be judged necessary.

8) To facilitate cooperation under this MoU, the Authorities hereby designate contact persons as set forth in Appendix A.

**Article 3. Scope of cooperation**

1) The Authorities recognize the importance of close communication concerning Covered Entities, and intend to consult at the staff level where appropriate regarding: (i) general supervisory issues, including with respect to regulatory, oversight or other program developments; (ii) issues relevant to the operations, activities, and regulation of Covered Entities; and (iii) any other areas of mutual supervisory interest.

2) Cooperation will be most useful in, but is not limited to, the following circumstances where issues of regulatory concern may arise:

   a) The initial application of a Covered Entity for authorization, registration or exemption from registration in another jurisdiction;

   b) The on-going oversight of a Covered Entity; or

   c) Regulatory approvals or supervisory actions taken in relation to a Covered Entity by one Authority that may impact the operations of the entity in the other jurisdiction.

   d) Enforcement actions taken against a Covered Entity

3) **Notification.** Each Authority will inform the other Authority as soon as practicable of

   a) Any known material event that could adversely impact a Covered Entity; and

   b) Enforcement or regulatory actions or sanctions, including the revocation, suspension or modification of relevant licenses or registration, concerning or related to a Covered Entity which may have, in its reasonable opinion, material effect on the Covered Entity.

4) **Exchange of Information.** To supplement informal consultations, each Authority intends to provide the other Authority, upon written request, with assistance in obtaining information not otherwise available to the Requesting Authority, and, where needed, interpreting such information so as to enable the Requesting Authority to assess compliance with its laws and regulations. The information covered by this paragraph includes, without limitation, information such as:

   a) Information that would permit the Requesting Authority verify that the Covered Entities covered by this MoU comply with the relevant obligations and requirements of the national law of the Requesting Authority.

   b) Information relevant for monitoring and responding to the potential implications of the activities of an individual Manager, or Managers collectively, for the stability of
systemically relevant financial institutions and the orderly functioning of markets in which Managers are active.

c) Information relevant to the financial and operational condition of a Covered Entity, including, for example, reports of capital reserves, liquidity or other prudential measures, and internal control procedures;

d) Relevant regulatory information and filings that a Covered Entity is required to submit to an Authority including, for example: interim and annual financial statements and early warning notices;

e) Regulatory reports prepared by an Authority, including for example: examination reports, findings, or information drawn from such reports regarding Covered Entities.

Article 4. Cross-border on-site visits

1) Authorities should discuss and reach understanding on the terms regarding cross-border on-site visits, taking into full account each other’s sovereignty, legal framework and statutory obligations, in particular, in determining the respective roles and responsibilities of the Authorities. The Authorities will act in accordance with the following procedure before conducting a cross-border on-site visit.

   a) The Authorities will consult with a view to reaching an understanding on the intended timeframe for and scope of any cross-border on-site visit. The local authority shall decide whether the visiting officials shall be accompanied by its officials during the visit.

   b) When establishing the scope of any proposed visit, the Authority seeking to conduct the visit will give due and full consideration to the supervisory activities of the other Authority and any information that was made available or is capable of being made available by that Authority.

   c) The Authorities will assist each other in reviewing, interpreting and analysing the contents of public and non-public documents and obtaining information from directors and senior management of Covered Entities or any other relevant person.

Article 5. Execution of requests for assistance

1) To the extent possible, a request for written information pursuant to Article 3.4 should be made in writing, and addressed to the relevant contact person identified in Appendix A. A request generally should specify the following:

   a) The information sought by the Requesting Authority, including specific questions to be asked and an indication of any sensitivity about the request;

   b) A concise description of the facts underlying the request and the supervisory purpose for which the information is sought, including the applicable regulations and relevant provisions behind the supervisory activity; and

   c) The desired time period for reply and, where appropriate, the urgency thereof.
2) In Emergency Situations, the Authorities will endeavour to notify each other of the Emergency Situation and communicate information to the other as would be appropriate in the particular circumstances, taking into account all relevant factors, including the status of efforts to address the Emergency Situation. During Emergency Situations, requests for information may be made in any form, including orally, provided such communication is confirmed in writing as promptly as possible following such notification.

Article 6. Cooperation on enforcement

The Requested Authority should, as far as its national law permits, assist the requesting Authority where it is necessary to enforce the AIFMD, its implementing measures or the national legislation breached by a Covered Entity established in its jurisdiction. In particular, the Requested Authority should provide to the Requesting Authority its assistance in at least the following situations:

(a) when the Requesting Authority has required a Covered Entity established in the jurisdiction of the Requested Authority to cease any practice that is contrary to the provisions adopted in the implementation of the AIFMD and its implementing measures;

(b) when the Requesting Authority has requested the freezing or the sequestration of assets of a Covered Fund that is established in the jurisdiction of the Requested Authority;

(c) when the Requesting Authority has requested the temporary prohibition of professional activity in relation to a Covered Entity established in the jurisdiction of the Requested Authority;

(d) when the Requesting Authority has adopted any type of measure to ensure that Covered Entities established in the jurisdiction of the Requested Authority continue to comply with the requirements of the AIFMD and its implementing measures;

(e) when, in the interest of the investors or of the public, the Requesting Authority has required the suspension of the issue, repurchase or redemption of units or shares of Covered Funds established in the jurisdiction of the Requested Authority; and

(f) when the Requesting Authority has imposed sanctions on a Covered Entity established in the jurisdiction of the Requested Authority as a consequence of a breach of the rules of the AIFMD and its implementing measures.

Article 7. Permissible uses of information.

1) The Requesting Authority may use non-public information obtained under this MoU solely for the purpose of supervising Covered Entities and seeking to ensure compliance with the laws or regulations of the Requesting Authority, including assessing and identifying systemic risk in the financial markets or the risk of disorderly markets.

2) This MoU is intended to complement, but should not alter the terms and conditions of the existing arrangements between Authorities concerning cooperation in securities matters, including the IOSCO MMoU. The Authorities recognize that while information is not to be gathered under this MoU for enforcement purposes, subsequently the Authorities may want to use the information for law enforcement purposes. In such cases, further use of the information
should be governed by the terms and conditions of the IOSCO MMoU or another MoU providing an equivalent degree of cooperation in enforcement matters.

**Article 8. Confidentiality and onward sharing of information.**

1) Except for disclosures in accordance with the MoU, including permissible uses of information under the previous points, each Authority will keep confidential to the extent permitted by law information shared under this MoU, requests made under this MoU, the contents of such requests, and any other matters arising under this MoU. The terms of this MoU are not confidential.

2) To the extent legally permissible, the Requesting Authority will notify the Requested Authority of any legally enforceable demand from a third party for non-public information that has been furnished under this MoU. Prior to compliance with the demand, the Requesting Authority intends to assert all appropriate legal exemptions or privileges with respect to such information as may be available.

3) In certain circumstances, and as required by law, it may become necessary for the Requesting Authority to share information obtained under this MoU with other Governmental Entities in its jurisdiction. In these circumstances and to the extent permitted by law:

   a) The Requesting Authority will notify the Requested Authority.
   
   b) Prior to passing on the information, the Requested Authority will receive adequate assurances concerning the Governmental Entity’s use and confidential treatment of the information, including, as necessary, assurances that the information will not be shared with other parties without getting the prior consent of the Requested Authority.

4) Except as provided in paragraph 2, the Requesting Authority must obtain the prior consent of the Requested Authority before disclosing non-public information received under this MoU to any non-signatory to this MoU. If consent is not obtained from the Requested Authority, the Authorities will discuss the reasons for withholding approval of such use and the circumstances, if any, under which the intended use by the Requesting Authority might be allowed.

5) The Authorities intend that the sharing or disclosure of non-public information, including but not limited to deliberative and consultative materials, pursuant to the terms of this MoU, will not constitute a waiver of privilege or confidentiality of such information.

**Article 9. Special rules on onward sharing of information in the EU internal market.**

1) Article 8 does not apply in all cases where the EU competent authorities are required to share information with other EU competent authorities as defined in Article 1(d), the ESRB and ESMA under the AIFMD. In particular, Article 8 does not apply in the following circumstances:

   a. In accordance with Article 25(2) of the AIFMD, an EU competent authority may need to share information received from a non-EU authority with other EU competent authorities where a Manager under its responsibility or a Covered Fund managed by that Manager could potentially constitute an important source of counterparty risk to a
credit institution or other systemically relevant institutions in other EU Member States.

b. In accordance with Article 50(4) of the AIFMD, the EU competent authority of the Member State of reference of a non-EU Manager\(^2\) shall forward the information received from non-EU authorities in relation to that non-EU Manager to the competent authority of the host Member States, as defined in Article 4(1)(r) of the AIFMD.

c. In accordance with Article 53 of the AIFMD, an EU competent authority shall communicate information to other EU competent authorities, the ESRB or ESMA, where this is relevant for monitoring and responding to the potential implications of the activities of individual Manager or Managers collectively for the stability of systemically relevant financial institutions and the orderly functioning of markets on which the Managers are active.

2) In the cases mentioned in paragraph 1, the following conditions would apply:

a. In accordance with Article 47 (3) of the AIFMD, all the information exchanged between the EU competent authorities, the ESRB and ESMA shall be considered confidential, except where the Requested Authority states at the time of communication that such information may be disclosed or where such disclosure is necessary for legal proceedings.

b. The EU competent authorities, ESMA and the ESRB shall only use the information for the purposes envisaged in the AIFMD and in accordance with the founding regulations of ESMA and the ESRB.

**Article 10. Termination of the MoU; Successor authorities**

1) If a signatory wishes to terminate the MoU, it shall give written notice to the counterparty. ESMA would coordinate the action of EU authorities in this regard. Cooperation in accordance with this MoU will continue until the expiration of 30 days after an Authority gives written notice to the others. If either Authority gives such notice, cooperation will continue with respect to all requests for assistance that were made under the MoU before the effective date of notification until the Requesting Authority terminates the matter for which assistance was requested. In the event of termination of this MoU, information obtained under this MoU will continue to be treated in a manner prescribed under Article 7.

2) Where the relevant functions of a signatory to this MoU are transferred or assigned to another authority or authorities, the terms of this MoU shall apply to the successor authority or authorities performing those relevant functions without the need for any further amendment to this MoU or for the successor to become a signatory to the MoU. This shall not affect the right of the successor authority and its counterparty to terminate the MOU as provided hereunder if it wishes to do so.

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\(^2\) The Member State of reference is the EU Member State in charge of the authorisation of a non-EU Manager in accordance with Article 37 of the AIFMD.
**Article 9. Entry into force**

This MoU enters into force on [add date].

**Signatures**

<table>
<thead>
<tr>
<th>[name of the non-EU authority]</th>
<th>Autoriteit Financiële Markten (The Netherlands)</th>
<th>Autorité des marchés financiers (France)</th>
<th>Bundesanstalt für Finanzdienstleistungsaufsicht (Germany)</th>
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Finanzmarktaufsicht (Lichtenstein) | Other competent authorities designated as competent authorities in accordance with Article 44 of the AIFMD

## Appendix A. Contact person

The contact persons will be the following:

<table>
<thead>
<tr>
<th>Authority</th>
<th>Name of the contact person</th>
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<td>[name of the non-EU authority]</td>
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<td>Finanstilsynet</td>
<td>Norway</td>
<td></td>
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<tr>
<td>Finanzmarktaufsicht</td>
<td>Lichtenstein</td>
<td></td>
</tr>
<tr>
<td><strong>Other competent authorities designated as competent authorities in accordance with Article 44 of the AIFMD</strong></td>
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