Contribution ID: 1e3e3f18-e4a8-475e-a8bb-77ee7b51a3d9

Date: 11/02/2022 12:40:46

Public consultation on the listing act: making public capital markets more attractive for EU companies and facilitating access to capital for SMEs

Fields marked with * are mandatory.

Introduction

This consultation is now available in 23 European Union official languages.

Please use the language selector at the top of this page to choose your language for this consultation.

Background for this consultation

EU capital markets remain underdeveloped in size, notably in comparison to capital markets in other major jurisdictions. In particular, EU companies make less use of capital markets for debt and equity financing than their peers in other jurisdictions around the world, with a negative impact on economic growth and macroeconomic resilience.

In recognition of these issues, the Commission's new capital markets union (CMU) action plan of September 2020 has as one of its main objectives to ensure that companies, and in particular small and medium-sized enterprises (SMEs), have unimpeded access to the most suitable form of financing. Given the underdevelopment of market-based finance in the EU, the Commission highlighted the need to support the access of businesses in particular to public markets. Specifically, in Action 2 of the action plan, the Commission announced that it will assess whether the rules governing companies' listing on public markets need to be further simplified. Furthermore, Commission President von der Leyen announced in her letter of intent addressed to Parliament and the Presidency of the Council on 15 September 2021 a legislative proposal for 2022 to facilitate SMEs' access to capital.

In order to inform its further initiatives in this area, the Commission has already taken a number of steps. The Commission has commissioned studies on the topic of how to improve the access to capital markets by companies in the EU and on the functioning of primary and secondary markets in the EU. Furthermore, in October 2020, the Commission set up a Technical Expert Stakeholder Group (TESG) on SMEs to monitor the functioning and success of SME growth markets. In May 2021, the TESG published their final report on the empowerment of EU capital markets for SMEs with twelve concrete recommendations to the Commission and Member States to help foster SMEs' access to public markets. They build on the work already undertaken by the High Level Forum on capital markets union (CMU HLF) and on ESMA's recently published MiFID II review report on the functioning of the regime for SME growth markets.

Structure of this consultation and how to respond

In line with the <u>better regulation principles</u>, the Commission is launching this public consultation to gather evidence in the form of stakeholders' views on the need to make listing on EU public markets more attractive for companies and on ways of doing so. A special focus is dedicated to SMEs and issuers listed on SME growth markets.

For the purposes of this consultation, the reference to SMEs should be understood as encompassing both SMEs as defined in the <u>Commission Recommendation 2003/361</u> and SMEs as defined in Article 4(1)(13) of <u>MiFID II</u>. The Commission Recommendation 2003/361 classifies as SMEs companies that employ fewer than 250 people and have a turnover not exceeding EUR 50 million and/or a balance sheet not exceeding EUR 43 million. MiFID II classifies SMEs as companies that had an average market capitalisation of less than EUR 200 million on the basis of end-year quotes for the previous three calendar years. The concept of SME growth markets was introduced by MiFID II as a new category of multilateral trading facilities (MTFs) to facilitate high-growth SMEs' access to public markets and increase their funding opportunities. In order to be registered as an SME growth market, an MTF must comply with the requirements laid down in Article 33 of MiFID II, including the rule that at least '50% of issuers are SMEs'.

This public consultation covers 7 general questions and is available in 23 official EU languages. Given its general nature it may be more suitable for the general public.

In parallel to this open public consultation, the Commission is launching a 12-week targeted consultation available in English only. In addition to the above-mentioned 7 general questions, the targeted consultation includes questions addressing more technical issues, which are likely to be more suitable for capital market practitioners, competent authorities and academics. As the general questions are asked in both questionnaires, we advise stakeholders to reply to only one of the two versions (either the targeted consultation or the open public consultation) to avoid unnecessary duplications. Please note that replies to both questionnaire will be equally considered.

Views are welcome from all stakeholders.

You are invited to provide feedback on the questions raised in this online questionnaire. We invite you to add any documents and/or data that you would deem useful to accompany your replies at the end of this questionnaire, and only through the questionnaire. Please explain your responses and, as far as possible, illustrate them with concrete examples and substantiate them numerically with supporting data and empirical evidence. This will allow further analytical elaboration.

You are requested to read the <u>privacy statement attached to this consultation</u> for information on how your personal data and contribution will be dealt with.

The consultation will be open for 12 weeks.

Please note: In order to ensure a fair and transparent consultation process only responses received through our online questionnaire will be taken into account and included in the report summarising the responses. Should you have a problem completing this questionnaire or if you require particular assistance, please contact <u>fisma-listing-act@ec.europa.eu</u>.

More information on

- this consultation
- the targeted consultation running in parallel
- the consultation document

- SME listing on public markets
- the protection of personal data regime for this consultation

Your feedback

The current EU rules relevant for company listing consist of provisions contained in a number of legal acts, such as the Prospectus Regulation, the Market Abuse Regulation (MAR), the Market in Financial Instruments Directive (MiFID II), the Market in Financial Instruments Regulation (MiFIR), the Transparency Directive and the Listing Directive. These rules primarily aim at balancing the facilitation of companies' access to EU public markets with an adequate level of investor protection, while also pursuing a number of secondary or overarching objectives.

Question 1. In your view, has EU legislation relating to company listing been successful in achieving the following objectives?

	(achievement is very low)	2 (achievement is rather low)	3 (neutral)	4 (achievement is rather high)	5 (achievement is very high)	Don't know - No opinion - Not applicable
Ensuring adequate access to finance through EU capital markets	0	0	•	0	0	0
Providing an adequate level of investor protection	0	•	0	0	0	0
Creating markets that attract an adequate base of professional investors for companies listed in the EU	0	0	0	•	0	0
Creating markets that attract an adequate base of retail investors for companies listed in the EU	0	•	0	0	0	0
Providing a clear legal framework	0	•	0	0	0	0
Integrating EU capital markets	0	0	•	0	0	0

Please explain the reasoning of your answer to question 1:

4000 character(s) maximum

including spaces and line breaks, i.e. stricter than the MS Word characters counting method.

ST welcomes the Commission's efforts to facilitate SME access to capital market financing. We firmly believe that now, even more than before, it is pivotal to ensure a realistic diversity of funding sources for smaller businesses.

As the public listing in the EU still for different reasons still remains costly, the objectives should be to facilitate access to capital for SMEs by simplifying the listing process with targeted adjustments. A growing economy in need of new forms of financial intermediation to finance investments that are either too long-term or too risky for commercial banks is one of the most important drivers of capital markets growth. It is also now well understood that fostering the development of capital markets can itself be a strong spur to innovation and economic growth.

The intention to propose simplifications to listing requirements with a view to making public capital markets more attractive for companies is fully supported by the ST.

As noted by numerous stakeholders and recognised in the <u>CMU action plan</u>, public listing in the EU is currently too cumbersome and costly, especially for SMEs. The <u>Oxera report on primary and secondary equity markets in the EU</u> stated that the number of listings in the EU-28 declined by 12%, from 7,392 in 2010 to 6,538 in 2018, while GDP grew by 24% over the same period. As a corollary of this, EU public markets for capital remain depressed, notably in comparison to public markets in other jurisdictions with more developed financial markets overall. Weak EU capital markets negatively impact the funding structure and cost of capital of EU companies which currently over rely on credit when compared to other developed economies.

Question 2. In your opinion, how important are the below factors in explaining the lack of attractiveness of EU public markets?

a) Regulated markets:

	1 (not important)	2 (rather not important)	3 (neutral)	4 (rather important)	5 (very important)	Don't know - No opinion - Not applicable
Excessive compliance costs linked to regulatory requirements	0	0	0	•	0	0
Lack of flexibility for issuers due to regulatory constraints around certain shareholding structures and listing options	0	•	0	•	0	0
Lack of attractiveness of SMEs' securities	0	0	0	0	•	0
Lack of liquidity of securities	0	0	0	•	0	0
Other	0	0	0	0	0	•

Please explain the reasoning of your answer to question 2 a):

4000 character(s) maximum

including spaces and line breaks, i.e. stricter than the MS Word characters counting method.

Although a prospectus represents a cost to the issuer, it also brings benefits by reducing the asymmetry of information communicated to different market participants. To facilitate the access of SMEs to capital markets, it should strongly be considered lightening the obligation to draw up a prospectus in the case of a public offering of securities by companies whose securities are admitted to trading on SME Growth markets or seeking admission to such markets.

The prospectus shall, however, be comprehensive otherwise there is a risk that investors will request the information they no longer find in the prospectus directly from the issuer via parallel channels (e.g. during road shows). So drastic changes to the basic concepts should absolutely be avoided, otherwise it is entailing a high degree of uncertainty to market participants, along with new compliance costs.

b) SME growth markets:

	1 (not important)	2 (rather not important)	3 (neutral)	4 (rather important)	5 (very important)	Don't know - No opinion - Not applicable
Excessive compliance costs linked to regulatory requirements	0	0	0	•	0	0
Lack of flexibility for issuers due to regulatory constraints around certain shareholding structures and listing options	•	•	0	•	0	0
Lack of attractiveness of SMEs' securities	0	•	0	0	0	0
Lack of liquidity of securities	0	0	0	•	0	0
Other	0	0	0	0	0	•

Please explain the reasoning of your answer to question 2 b):

4000 character(s) maximum

incl	uding spaces and line breaks, i.e. stricter than the MS Word characters counting method.									
	See answer to question 2a.									

c) Other markets (e.g. other MTFs, OTFs):

	1 (not important)	2 (rather not important)	3 (neutral)	4 (rather important)	5 (very important)	Don't know - No opinion - Not applicable
Excessive compliance costs linked to regulatory requirements	0	0	0	0	0	•
Lack of flexibility for issuers due to regulatory constraints around certain shareholding structures and listing options	0	•	0	0	0	•
Lack of attractiveness of SMEs' securities	0	0	0	0	0	•
Lack of liquidity of securities	0	0	0	0	0	•
Other	0	0	0	0	0	0

Please explain the reasoning of your answer to question 2 c):

4000 character(s) maximum

including spaces and line breaks, i.e. stricter than the MS Word characters counting method.

N/A.

Companies, in particular SMEs, do not consider listing in the EU as an easy and affordable means of financing and may also find it difficult to stay listed due to on-going listing requirements and costs. More specifically, the new CMU action plan identified factors such as high administrative burden, high costs of listing and compliance with listing rules once listed as discouraging for many companies, especially SMEs, from accessing public markets. When taking a decision on whether or not to go public, companies weigh expected benefits against costs of listing. If costs are higher than benefits or if alternative sources of financing offer a less costly option, companies will not seek accessing public markets. This de facto limits the range of available funding options for companies willing to scale up and grow.

Question 3. In your view, what is the relative importance of each of the below costs in respect to the overall cost of an initial public offering (IPO)?

a) Direct costs:

	1 (very low)	2 (rather low)	3 (neutral)	4 (rather high)	5 (very high)	Don't know - No opinion - Not applicable
Fees charged by the issuer's legal advisers for all tasks linked to the preparation of the IPO (e. g. drawing- up the prospectus, liaising with the relevant competent authorities and stock exchanges etc.)				•		

Fees charged by the issuer's auditors in connection with the IPO				•	•	•
Fees and commissions charged by the banks for the coordination, book building, underwriting, placing, marketing and the roadshow				•		•
Fees charged by the relevant stock exchange in connection with the IPO	©	•	©	©	©	•
Fees charged by the competent authority approving the IPO prospectus	©	•	©	©	©	•
Fees charged by the listing and paying agents	©	©	©	©	©	•
Other direct costs	0	0	0	0	0	•

b) Indirect costs:

	1 (very low)	2 (rather low)	3 (neutral)	4 (rather high)	5 (very high)	Don't know - No opinion - Not applicable
The potential underpricing of the shares during the IPO by investment banks	•	•	•	•	•	•
Cost of efforts required to comply with the regulatory requirements associated with the listing process	©	©	•	•	•	•
Other indirect costs	0	0	0	0	0	•

Please explain the reasoning of your answer to question 3:

4000 character(s) maximum

including spaces and line breaks, i.e. stricter than the MS Word characters counting method.

ST is of the view that targeted adjustments in particular to facilitate SME's access to capital markets would be useful. By fostering access of SMEs to the European Growth markets by lightening the associated regulatory burden with respect to prospectus would also result in better functioning governance framework and investor relations for these companies.

Proposals should be related to lightening the obligations to draw up a prospectus in case of offers of securities to the public, by companies whose securities are admitted to trading on SME Growth markets or seeking admission to such markets. Such offers are typically carried out nationally. For example proposals to amend MiFID II to require issuers seeking to offer securities to the public in SME Growth Markets to publish an information document enabling investors to make an informed assessment of the financial position and prospects of the issuer, and the rights attaching to its securities.

In addition to reducing the costs and resources associated to the production of an offer prospectus, such an amendment would further differentiate the regulatory intensity between growth markets and regulated markets.

After their initial listing, companies continue to incur a number of costs that derive from being listed. These costs can be both indirect such as those derived from compliance and regulation requirements and direct such as fees paid to the listing venue. In some cases companies may choose to voluntarily delist in order to avoid these costs which can be viewed as excessive, especially for SMEs.

Question 4. In your view, what is the relative importance of each of the below costs in respect to the overall costs that a company incurs while being listed?

a) Direct costs:

	1 (very low)	2 (rather low)	3 (neutral)	4 (rather high)	5 (very high)	Don't know - No opinion - Not applicable
Ongoing fees due by the issuer to the listing venue for the continued admission of its securities to trading on the listing venue	•	•	©	©	•	•
Ongoing fees due by the issuer to its paying agent	0	©	0	0	0	•
Ongoing legal fees due by the issuer to its legal advisors (if post-IPO external legal support is necessary to ensure compliance with listing regulations)				•		•

Fees due by the issuer to auditors if, post-IPO, extra auditor work is necessary to ensure compliance with listing regulation	©	•	©	•	©	•
Corporate governance costs	0	0	•	•	0	•
Other direct costs (e.g. costs for extra headcount, costs allocated to investors' relationships, development and maintenance of a website)				•		•

Please specify to what other direct costs you refer in your answer to question 4 a):

2000 character(s) maximum

including spaces and line breaks, i.e. stricter than the MS Word characters counting method.

Of high importance will be to reduce all prospectus costs for SMEs because all increased costs will be seen in the performance of the SMEs. To mention, better functioning governance framework and investor relations are generally advantageous for a company.

b) Indirect costs:

	1 (very low)	2 (rather low)	3 (neutral)	4 (rather high)	5 (very high)	Don't know - No opinion - Not applicable
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Increased risk of litigation due to investor base and increased scrutiny and supervision derived from being listed	•		•	•	•	•
Risk of being sanctioned for non-compliance with regulation	•	•	•	•	•	•
Other indirect costs	0	0	0	0	0	•

Please explain the reasoning of your answer to question 4:

4000 character(s) maximum

including spaces and line breaks, i.e. stricter than the MS Word characters counting method.

There are no differences in the amount of shareholder litigation between listed and non-listed companies, so the risk of imposing a sanction due to breach of compliance with the regulation is relatively high in Finland.

In order to comply with all regulatory requirements such as those included in the <u>MAR</u> or the <u>Prospectus Regulation</u>, companies have to invest time and resources. This may be seen as a disproportionate burden compared to the advantages this may bring in terms of investors protection.

Question 5.1 In your view, does compliance with IPO listing requirements create a burden disproportionate with the investor protection objectives that these rules are meant to achieve?

Yes

No

Don't know / no opinion / not applicable

Please explain the reasoning of your answer to question 5.1:

4000 character(s) maximum

including spaces and line breaks, i.e. stricter than the MS Word characters counting method.

An outstanding criteria for an efficient capital markets union in the EU will be a level playing field in terms of regulatory requirements between listed and non-listed entities and the overarching principle for guiding any future listing act. By streamlining the listing requirements to some extent without jeopardizing the investor protection should also be taking as a guiding principle.

I general, EU law should, wherever possible, avoid introducing additional reporting requirements only for listed entites, as it is likely to discourage SMEs from seeking to list on public markets and to accelerate the de-listing trends that can be observed in the EU.

5.2 In your view, does compliance with post-IPO listing requirements create a burden disproportionate with the investor protection objectives that these rules are meant to achieve?

- Yes
- No
- Don't know / no opinion / not applicable

Please explain the reasoning of your answer to question 5.2:

4000 character(s) maximum

including spaces and line breaks, i.e. stricter than the MS Word characters counting method.

Taking high level investor protection as the main goal, auditors assurance and requirements, post-IPO disclosure duties and corporate governance requirements are critical items in reaching this goal. By streamlining the listing requirements to some extent without jeopardizing the investor protection should also be taking as a guiding principle in the goal setting.

Public markets are not flexible enough to accommodate companies' financing needs. This lack of flexibility may be driven by regulatory constraints (e.g. concerning the ability of companies owners to retain control of their business when going public by issuing shares with multiple voting rights), as well as by the lack of legal clarity in relevant legislation (e.g. the conditions under which a company may seek dual listing). Regulatory constraints or legal uncertainty may discourage the use of public markets by firms that find requirements inadequate or unclear.

Question 6. In your view, would the below measures, aimed at improving the flexibility for issuers, increase EU companies' propensity to access public markets?

	Yes	No	Don't know - No opinion - Not applicable	
Allow issuers to use shares with multiple voting rights when going public	0	0	•	

Clarify conditions around dual listing	0	0	•
Lower minimum free float requirements	0	0	•
Eliminate minimum free float requirements	0	0	•
Other	0	0	•

Please explain the reasoning of your answer to question 6:

4000 character(s) maximum

including spaces and line breaks, i.e. stricter than the MS Word characters counting method.

N/A.

The lack of available company research and insufficient liquidity discourage investors from investing in some listed securities. Many securities issued by SMEs in the EU are characterised by lower liquidity and higher illiquidity premium, which may be the direct result of how these companies are perceived by investors, in particular institutional investors, who do not find them sufficiently attractive. Furthermore, institutional investors may fear reputational risk when investing in companies listed on multilateral trading facilities, including SME growth markets, given the lack of minimum corporate governance requirements for issuers on those venues.

Question 7. In your view, what are the main factors that explain why the level of institutional and retail investments in SME shares and bonds remains low in the EU?

	1 (not important)	2 (rather not important)	3 (neutral)	4 (rather important)	5 (very important)	Don't know - No opinion - Not applicable
Lack of visibility and attractiveness of SMEs towards investors leading to a lack of liquidity for SME shares and bonds	0	0	0	•	0	0
Lack of investor confidence in listed SMEs	0	0	0	•	0	0
Lack of tax incentives	0	0	•	0	0	0
Lack of retail participation in public capital markets (especially in SME growth markets)	•	•	0	0	•	•
Other	0	0	0	0	0	•

Please explain the reasoning of your answer to question 7:

4000 character(s) maximum

including spaces and line breaks, i.e. stricter than the MS Word characters counting method.

ST would like to express our strong support for the Commission's efforts in this area, and call on ambitious and far-reaching reforms to simplify prospectuses for SMEs. In particular, ST urges the Commission to carefully consider, item-by-item, what information is genuinely vital for prospectuses. access to capital market is an essential element to facilitate the financing of EU corporates. This is of particular importance for SMEs, for which access to capital markets is costly and banking finance is still dominating for the SMEs.

Additional information

Should you wish to provide additional information (e.g. a position paper, report) or raise specific points not covered by the questionnaire, you can upload your additional document(s) below. Please make sure you do not include any personal data in the file you upload if you want to remain anonymous.

The maximum file size is 1 MB.

You can upload several files.

Only files of the type pdf,txt,doc,docx,odt,rtf are allowed

Useful links

More on this consultation (https://ec.europa.eu/info/publications/finance-consultations-2021-listing-act_en)

Consultation document (https://ec.europa.eu/info/files/2021-listing-act-consultation-document_en)

More on the targeted consultation running in parallel (https://ec.europa.eu/info/publications/finance-consultations-2021-listing-act-targeted_en)

More on SME listing on public markets (https://ec.europa.eu/info/business-economy-euro/banking-and-finance/financial-markets/securities-markets/sme-listing-public-markets_en)

Specific privacy statement (https://ec.europa.eu/info/law/better-regulation/specific-privacy-statement_en)

More on the Transparency register (http://ec.europa.eu/transparencyregister/public/homePage.do?locale=en)

Contact

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