

# Public consultation on building a proportionate regulatory environment to support SME listing

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### Introduction

### 1. Background of this public consultation

Newly listed small and medium-sized enterprises (SMEs) are a key motor of new investment and job creation. Companies recently listed outstrip their privately-owned counterparts in terms of annual growth and workforce increase. The benefits of listing include a reduced dependency on bank financing, a higher degree of diversification of investors, easier access to additional equity capital and debt finance (through secondary offers) and higher public profile and brand recognition. In considering a listing, a firm needs to balance the economic advantages of being listed with both its initial and recurrent costs. From the investors' angle, small caps have a higher risk-return profile than large companies and allow for a higher level of portfolio diversification.

Despite the strong benefits of stock exchange listings, EU public markets for SMEs are struggling. Europe is producing only half of the SME IPOs that it generated before the financial crisis (300 on average from 2005-2007 vs. 172 in 2016). From 2005 to 2007, an average of EUR 11 billion was raised annually on European SME-dedicated Multilateral Trading Facilities (MTFs)<sup>2</sup> through initial public offerings (IPOs). This fell to EUR 2.8 billion on average from 2008 to 2015<sup>3</sup>. The situation is especially acute in some Central and Eastern Europe (CEE) Member States, where the market capitalisation of all listed companies can sometimes account for less than 10% of the GDP, and where the SME-dedicated MTF can sometimes count only one listed firm.

The funding gap at the IPO stage has wider consequences on the EU funding escalator. For example, ready access to public markets is an important consideration and can represent an "exit solution" for the investments of venture capital (VC) and private equity funds which back high growth companies at an early stage in their development. As the public markets for SMEs are weak, this deters VC funds from investing in the first place in SMEs. The low number of SME listings also decreases the number of

companies that may graduate one day to the main (regulated) markets. Beyond equity markets, bond issuances are still far from widespread for the vast majority of SMEs, despite a number of specialised bond MTFs for smaller companies established in recent years<sup>4</sup>.

### 2. The CMU Mid-term Review and the focus on public markets for SMEs

From the outset, facilitating access to finance for SMEs has been a key goal of the Capital Markets Union (CMU) in order to support jobs and growth in the EU. Since the publication of the Capital Markets Union Action Plan in 2015, many actions were taken to develop adequate sources of funding for SMEs through all their stages of development. For instance, the Commission has taken forward a comprehensive package of legislative and non-legislative measures to scale up Venture Capital financing in Europe.

In June 2017, the CMU Mid-term Review<sup>5</sup> raised the Commission's level of ambition and strengthened its focus on capital-raising by SMEs on public markets. The Commission is now setting in motion several legislative and non-legislative actions aiming to revive the public markets for high growth SMEs. These measures intend to build upon the creation of the 'SME Growth Market' concept, a new type of MTF introduced by Markets in Financial Instruments Directive II<sup>6</sup> (and applicable as of January 2018). The SME Growth Market framework was developed to acknowledge the special needs of SMEs entering the equity and bond market for the first time. Several EU Acts already refer to this new form of trading venues in order to provide alleviations and ease the listing of SMEs.

The Commission has committed to conducting an impact assessment that will explore whether targeted amendments to relevant EU legislation could deliver a more proportionate regulatory environment to support SME listing on public markets. The objective of this work is to further alleviate the administrative burden on listed SMEs and revive the local ecosystems surrounding SME-dedicated markets, while keeping investor protection and market integrity unharmed. This workstream also aims to enhance the SME Growth Markets' prospects of success.

In the context of the CMU, progress has already been made in easing capital-raising by SMEs on public markets. The revised Prospectus Regulation has created an alleviated 'EU Growth Prospectus'. The Commission is now working with the European Parliament, the Member States, and ESMA to put in place implementing measures on the content and format of this new form of prospectus.

However, more needs to be done on the regulatory side to ensure that SMEs can reap the full benefits of access to public markets, and especially to SME Growth Markets. In a resolution adopted on 19 January 2016, the European Parliament also called on the Commission and the Member States "to make active use of the SME Growth Market category in future financial services regulation". On 29 June 2017, the Council underlined that it 'welcome[d] the Commission's commitment to deliver a more proportionate regulatory environment to support SME listing on public markets, which – coupled with related non legislative actions – would further promote the development of equity capital markets across all Member States.

The Commission has therefore committed to exploring avenues to tailor and complement the provisions applicable to the future 'SME Growth Markets' and their issuers. While MiFID II legislation will enter into force in January 2018, the provisions of the Market Abuse Regulation (MAR)<sup>9</sup> are already applicable to MTFs which may seek registration as SME Growth Markets. Lessons can be drawn from the experience of these MTF issuers in order to identify ways to improve and complement the SME Growth Market framework. Apart from reviewing the scope of the SME Growth Market concept and one operational

provision (on tick sizes for SME Growth markets), this workstream does not entail revisiting the MiFID II /MiFIR<sup>10</sup> legislation.

### 3. Responding to this consultation and follow up to the consultation

In this context and in line with <u>Better Regulation principles</u>, the Commission has decided to launch an open public consultation designed to gather evidence on regulatory barriers to SME listings.

This consultation document contains two separate sections.

The **first section** aims to capture views from all stakeholders on the main challenges that SME-dedicated markets are currently facing. Stakeholders' responses will help identify the main drivers behind the downward trend of SME IPOs and bond issuances and estimate their scale. The replies will also help the Commission determine the priorities for policy actions (including regulatory ones).

The **second section** will allow the Commission to assess the impact of possible changes to EU legislation on the basis of proposals already put forward by stakeholders in the context of previous public consultations (the <u>CMU public consultation</u> (<u>Green Paper on building a Capital Markets Union</u>), the <u>Call for evidence on the EU regulatory framework for financial services</u> and the <u>Public consultation on the capital markets union mid-term review 20</u>17) and technical workshops held in 2016 and 2017. This second section is therefore narrowly framed around a number of well-defined issues. Stakeholders are also invited to draw the attention of the Commission to any further regulatory impediments that would not be mentioned in this second part and that could be tackled through this initiative. The results should provide a basis for concrete and coherent action, by way of a legislative action if required.

While responding to the regulatory barriers consulted on, two principles should be kept in mind. First, this review of regulatory barriers to SME listing should not undermine investor protection and market integrity or aim to modify core principles of EU acts that were crucial in restoring confidence in financial markets (e. g. the extension of the market abuse regime to MTFs under MAR). Second, the focus of this public consultation is on "SME Growth Markets" as created by MiFID II and the companies that can be listed on those trading venues.

- 1 For example, during the period 2006-2012, the annual turnover of companies listed on NASDAQ OMX's junior market First North grew by 25 %, compared to 10 % for private companies in the Nordics.
- 2 A Multilateral Trading Facility (MTF) is a trading venue where companies may list their financial instruments, with lower regulatory requirements than on main regulated markets.
- ${f 3}$  AFME, The shortage of Risk Capital for Europe's High Growth Businesses, 2017
- 4 OECD, Opportunities and Constraints of Market-based financing for SMEs, 2015
- 5 Communication from the Commission on the mid-term review of the capital markets union action plan (SWD(2017)224 final and SWD (2017)225 final 8 June 2017)
- 6 Directive 2014/65/EU of the European Parliament and of the Council of 15 May 2014 on markets in financial instruments
- 7 Regulation (EU) 2017/1129 of the European Parliament and of the Council of 14 June 2017 on the prospectus to be published when securities are offered to the public or admitted to trading on a regulated market
- 8 Council conclusions on the Commission Communication on the mid-term review of the Capital Markets Union Action Plan (11 July 2017)
- 9 Regulation (EU) No 596/2014 of the European Parliament and of the Council of 16 April 2014 on market abuse (market abuse regulation)

10	Regulation	(EU)	No	596/201	14 of	the	European	Parlia	ment	and	of the	Council	of 16	<u>April</u>	2014	on	market	abuse	(market	<u>a</u> buse
re	egulation)																			

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 <a href="mailto:fisma-listing-smes@ec.euopra.eu">fisma-listing-smes@ec.euopra.eu</a>.

More information:

- on this consultation
- on the protection of personal data regime for this consultation

### 1. Information about you

*Are you replying as:
a private individual
an organisation or a company
a public authority or an international organisation
*First name and last name:
*Please specify if you are replying as:
a citizen (except retail investor)
a retail investor
*Name of your organisation:
*Name of the public authority:
Contact email address:
The information you provide here is for administrative purposes only and will not be published
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\*Is your organisation included in the Transparency Register? (If your organisation is not registered, <u>we invite you to register here</u>, although it is not compulsory to be registered to reply to this consultation. <u>Why a transparency register?</u>)

Yes

O No	
*If so, please indicate your Register ID number:	
*Type of organisation:	
Academic institution	Media
Company, SME, micro-enterprise, sole trader	Non-governmental organisation
Consultancy, law firm	Think tank
Consumer organisation	Trade union
Industry association	Other
*Please specify the type of organisation:	
* If you replied you were a company, SME, micro-o  A financial company  A non-financial company	enterprise, sole trader, please specify if you are:
Please indicate an estimate of your annual net to	ırnover
Please indicate an estimate of your number of er	nployees
Please indicate an estimate of your total balance	sheet
*Are you listed on an EU regulated market?  Yes  No	
*Are you listed on an EU Multilateral Trading Faci  Yes  No	lity (MTF)?

*Are you a private company considering a listing of its shares or bonds?
Yes
No
*Are you a private company that is not considering a listing of its shares or bonds?
Yes
© No
O 140
Would you define your private company in another way than these listed above? Please explain:
vivolid you define your private company in another way than these listed above? Flease explain.
*If you replied you were a listed non-financial company (either on a junior or regulated market), please specify your current market capitalisation:
Below EUR 10 million
Between EUR 10 and 50 million
Between EUR 50 and EUR 100 million
Between EUR 100 and EUR 200 million
Between EUR 200 and EUR 500 million
between EUR 500 million and EUR 1 billion
Above EUR 1 billion
*Type of public authority
International or European organisation
Regional or local authority
O Government or Ministry
<ul> <li>Regulatory authority, Supervisory authority or Central bank</li> </ul>
Other public authority
*Please specify the type of public authority:
*Where are you based and/or where do you carry out your activity?
Austria
Belgium
Bulgaria
© Croatia
© Cyprus
Czech Republic
Denmark

	Estonia
	Finland
	France
	Germany
	Greece
	Hungary
	Iceland
	Ireland
	Italy
	Latvia
	Liechtenstein
	Lithuania
	Luxembourg
	Malta
	Norway
	Poland
	Portugal
	Romania
	Slovakia
	Slovenia
	Spain
	Sweden
	Switzerland
	The Netherlands
	United Kingdom
	Other country
Plea	se specify your country:
	d of activity or sector (if applicable):
	ast 1 choice(s)
	Accounting and auditing
	Broker/market-maker/liquidity provider
	Investment bank
	Credit rating agencies
	Insurance
	Pension provision
	Investment management (e.g. hedge funds, private equity funds, venture capital funds, money market
	funds, securities)
	Market infrastructure operation (e.g. CCPs, CSDs, Stock exchanges)
	Financial research provider
	Other
	Not applicable

*P	lease specify your activity field(s) or sector(s):



### Important notice on the publication of responses

\*Contributions received are intended for publication on the Commission's website. Do you agree to your contribution being published?

(see specific privacy statement 2)

- Yes, I agree to my response being published under the name I indicate (name of your organisation /company/public authority or your name if your reply as an individual)
- No, I do not want my response to be published

### 2. Your opinion

### I. Questions on challenges faced by public markets for SMEs

Extensive research and exchanges with stakeholders showed that three main drivers seem to explain the sluggish activity of EU public markets for SMEs.

First, there is a weak pipeline of companies seeking a listing. Many SMEs would still consider that the burden of being listed (such as admission and ongoing compliance costs) outweighs the benefits and therefore would not even consider this possibility. The lack of business education and awareness on alternative sources of finance would also constrain the supply of companies seeking a listing. Moreover, some owners are reluctant to raise equity finance on public markets by fear of losing control of their business to new shareholders.

Second, the local ecosystems that are able to support companies at the IPO stage (i.e. the network of SME specialists surrounding the local exchanges) are under pressure in many Member States. IPOs and debt offerings on public markets are the result of joint efforts between SMEs and investment banks, research analysts, brokers, market-makers, investors, credit rating agencies, lawyers and accountants specialised in SMEs and who support those companies at the IPO stage and throughout the floatation process. The decline of ecosystems seems to be particularly acute for equity brokers specialising in SMEs. Due to regulatory and technological changes, equity trading is focusing on large caps, thus leading to a decline in the liquidity of SME shares. This low liquidity can deter investors from investing in SME shares in the first place and drives the cost of capital up for SMEs. As liquidity is weak, brokers specialised in SMEs also experience a decline in their brokerage fees. One consequence of this decline in local ecosystems is the rise in the costs of SME IPOs, as SMEs are compelled to rely on larger market players' services when going public.

Third, there is a lack of institutional and retail investors for SME financial instruments. Several factors might explain this situation, such as regulatory barriers to investments in SMEs, lack of visibility of SMEs towards investors, lower investor confidence in this asset class and lack of tax incentives. As a small

proportion of investment is effectively channelled into SME shares, there is little motivation for small companies to list their shares or bonds on a stock exchange.

In order to collect further evidence, the Commission is seeking general views on the main reasons behind the weakness of EU public markets for SMEs.

## Question 1. In your opinion, what is the importance of each of the factors listed below in explaining the weakness of EU SME-dedicated markets?

Please rate each proposal from 1 to 5, 1 standing for "not important factor" and 5 for "very important factor".

	(not important factor)	2	3	4	<b>5</b> (very important factor)	Don't know / no opinion / not relevant
Low number of companies coming to the public markets	0	0	0	0	×	0
Decline of local ecosystems	0	X	0	0	0	0
Lack of retail and institutional investors	0	0	0	0	X	0
Other (please specify below)	0	0	0	0	×	0

Please specify what other factor(s) explains the weakness of EU SME-dedicated markets:

The low number of companies may be a consequence of the weakness of SME-dedicated markets, rather than a cause of it. For example:

- SME owners especially of family businesses may be concerned about losing control over their business and succession. Indeed, as long as SME owners have reasonable succession within their family, they are reluctant to opt for listing
  - Overall, rules around taxation, labour legislation and business succession amongst others may act as disincentives for SMEs to grow. Thus on top of capital markets regulation, we invite the Commission to also look into non-capital market related (dis-)incentives for companies to grow, expand or internalize in the first place across Europe
- There may be a sufficient access to other forms of capital or debt. Especially if SME owners are seeking debt, bank financing remains an attractive alternative with less burdens
- Smaller businesses might not believe that the benefits of listing are appealing enough to justify any ensuing additional obligations, costs and hurdles
- Analysts providing good quality insights, information and reports on an issuer could bolster investors' investment appetite. However, if the ecosystem surrounding a market is weak, there may be an acute lack of research by brokers and analysts on small issuers. This issue, in particular, may be further exacerbated by MiFID II

Question 1.2 Please explain and describe the current situation of SME-dedicated markets in your own jurisdiction or countries of operations:

## Question 2. What are the main factors that can explain the low number of SMEs seeking an admission of their shares or bonds to trading on EU public markets?

Please rate each proposal by level of relevance from 1 to 5, 1 standing for "completely irrelevant" and 5 for "highly relevant".

	(completely irrelevant)	2	3	4	5 (highly relevant)	Don't know / no opinion / not relevant
Availability of alternative sources of financing for SMEs (including bank finance) for equity	0	×	0	0	0	0
Availability of alternative sources of financing for SMEs (including bank finance) for bonds	0	0	×	0	0	0
Lack of awareness of SMEs on the benefits of public markets for equity	0	0	0	X	0	0
Lack of awareness of SMEs on the benefits of public markets for bonds	0	0	0	×	0	0
High (admission and ongoing) compliance costs due to regulatory constraints for equity	0	0	0	0	×	0
High (admission and ongoing) compliance costs due to regulatory constraints for bonds	0	0	0	0	×	0
Lack of preparation from companies' management as regards the implication of a listing for equity	0	0	×	0	0	0
Lack of preparation from companies' management as regards the implication of a listing for bonds	×	0	0	0	0	0
Reluctance of SMEs' owners to relinquish a stake in the capital of their company	0	0	0	×	0	0
Other (please specify below)	0	0	0	X	0	0

Please specify what other factor(s) can explain the low number of SMEs seeking an admission of their shares or bonds to trading on EU public markets:

Although we have ranked the availability of alternative sources of finance as fairly low in terms of relevance, the case is opposite for certain specific markets. Some jurisdictions have a long-standing regulatory environment that permitted banks to invest in SMEs and a well-developed banking sector, which reduces the need and incentives for smaller businesses to opt for listing. Thus many SMEs are simply bank-financed, and capital market financing is only sought in cases where significant amounts of capital need to be raised.

This may disincentivise the development of fluid and strong capital markets. In turn, weak IPO markets further generate the need for a strong bank financing system, thereby leading to a self-reinforcing cycle.

2.1 Please illustrate by providing evidence from your own jurisdiction:							

## Question 3. What are the main factors that inhibit institutional and retail investments in SME shares and bonds?

Please rate each proposal by level of relevance from 1 to 5, 1 standing for "completely irrelevant" and 5 for "highly relevant".

	(completely irrelevant)	2	3	4	5 (highly relevant)	Don't know / no opinion / not relevant
Lack of visibility of SMEs (including lack of financial research and credit information) towards investors for equity	0	0	0	×	•	•
Lack of visibility of SMEs (including lack of financial research and credit information) towards investors for bonds	0	0	0	×	0	0
Differences in local accounting standards hindering cross-border investments	0	0	×	0	0	0
Regulatory constraints on investors as regards investments in SMEs	0	0	0	X	0	0
Lack of liquidity on SME shares and bond markets for equity	0	0	0	0	X	0
Lack of liquidity on SME shares and bond markets for bonds	0	0	0	0	X	0

Lack of investor confidence in listed SMEs	0	0	0	X	0	0
Lack of tax incentives	0	0	0	0	×	0
Other (please specify below)	0	0	0	X	0	0

Please specify what other factor(s) inhibit institutional and retail investments in SME shares and bonds:

A lot of insurance companies tend to direct their investments more into public bonds because of regulatory requirements for their amount of capital to match their investments. Investments in SMEs require more capital.

Overall and across the EU, we consider high costs with weak returns, together with a lack of appropriate/countervailing tax incentives as main reasons behind the relative lack of interest from institutional investors to invest in SME shares and bonds.

3.1	Please illustrate by providing evidence from your own jurisdiction:	

## Question 4. In your opinion, what participants of the ecosystems surrounding local exchanges for SMEs are declining the most?

Please rate each proposal by level of relevance from 1 to 5, 1 standing for "completely irrelevant" and 5 for "highly relevant". Some options might not be mutually exclusive.

	(completely irrelevant)	2	3	4	<b>5</b> (highly relevant)	Don't know / no opinion / not relevant
Brokers, market-makers, liquidity suppliers	0	0	0	0	0	X
Financial research providers	0	0	0	0	0	X
Credit Rating Agencies	0	0	0	0	0	X
Investor base	0	0	0	0	0	X
Investment banks	0	0	0	0	0	X

Boutiques specialised in SMEs and offering several services (brokerage, research, underwriting)	•	0	0	0	©	X
Legal and tax advisers	0	0	0	0	0	X
Accountants	0	0	X	0	0	0
Others (please specify below)	0	0	0	0	0	X

Please specify what other participants of the ecosystems surrounding local exchanges for SMEs are declining the most:

	pe, ECG and EGIA as accountants ar			_	and the second s	ption.
Please illusti	ate by providir	ng evidence f	rom your ow	n jurisdictio	n:	

## Question 5. What are the main reasons behind the decline of the ecosystems surrounding the local exchanges?

Please rate each proposal by level of relevance from 1 to 5, 1 standing for "completely irrelevant" and 5 for "highly relevant".

	<b>1</b> (completely irrelevant)	2	3	4	5 (highly relevant)	Don't know / no opinion / not relevant
Impact of low level of liquidity on brokers' business models for equity	0	0	0	0	0	X
Impact of low level of liquidity on brokers' business models for bonds	0	0	0	0	0	X
Impact of low level of investors' appetite for SME instruments for equity	0	0	0	0	0	X

Impact of low level of investors' appetite for SME instruments for bonds	0	0	0	0	0	×
Regulatory constraints on investment services providers specialised in SMEs	0	0	0	0	0	×
Lack of profitability of the SME segment for equity	0	0	0	0	0	×
Lack of profitability of the SME segment for bonds	0	0	0	0	0	×
Other (please specify below)	0	0	0	0	0	X

ounding the	e local exchan	ges:			
Please ill	ustrate by prov	riding evidenc	e from your ov	vn jurisdiction	:
Please ill	ustrate by prov	viding evidenc	e from your ov	vn jurisdiction	:
Please ill	ustrate by prov	viding evidenc	e from your ov	vn jurisdiction	:
Please ill	ustrate by prov	iding evidenc	e from your ov	vn jurisdiction	:

### II. Questions on specific regulatory barriers

The second part of the public consultation is divided into three sub-sections. The first sub-section identifies provisions that could be changed in order to encourage SME-dedicated MTFs to seek a registration as an 'SME Growth Market' (**A**.). The second sub-section examines provisions that could be potentially modified in order to alleviate the administrative burden on small issuers of debt and equity instruments, thus making the listing of companies on an SME Growth Market more attractive (**B**.). The last sub-section explores barriers that may put the local ecosystems surrounding the SME-dedicated markets (notably the brokerage ecosystem) under pressure (**C**.).

### A. Making a success of the 'SME Growth Market' concept

Criteria and requirements in relation to the 'SME Growth Market' should be set in a way that makes this segment attractive for issuers, investors and stock exchanges, while ensuring investor protection and market integrity. The Commission is seeking views to assess whether MiFID II rules on SME Growth Markets as currently framed are sufficiently well-calibrated to achieve their intended objectives.

### A1. Definition of an SME Growth Market and SME Growth Market issuer (MiFID II – Articles 4 and 33)

The criteria defining an SME Growth Market should be well-calibrated in order to facilitate the registration of SME-dedicated MTFs as SME Growth Markets. In turn, if the SME Growth Market framework is widely used, this will allow many SMEs across the EU to benefit from the regulatory incentives embedded in the EU legislation for those issuers and the potential further alleviations envisaged in this document (see subsection B. below).

An 'SME Growth Market' is currently defined as an MTF, where at least 50% of the issuers whose financial instruments are traded on the MTF are SMEs. MiFID defines an SME as a company 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'.

As regards the size threshold (i.e. EUR 200 million of market capitalisation), it should be noted that some EU Acts currently grant regulatory incentives to companies with a higher market capitalisation 11.

Furthermore, the definition of an SME under MiFID II does not correspond to the definition of small and midcaps used by asset managers of equity funds 12 and in indexes 13. If the market capitalisation threshold is set at a too low level, the SME Growth Markets risk capturing only smaller companies and this could reduce the interest of institutional investors in the shares traded on those trading venues. On the contrary, if the threshold is set at a too high level, this could create regulatory arbitrage opportunities for larger companies.

As regards the requirement of having at least 50% of SME issuers, it can be important to ensure that a proportion of large companies can be admitted to trading on SME Growth Markets so that a sufficient level of liquidity and profitability of those platforms is ensured. This allows successful companies that were SMEs at the time of the IPO but whose market capitalisation has increased beyond the EUR 200 million threshold to remain listed on an SME Growth Market. However, if the market capitalisation threshold (i.e. EUR 200 million) was raised to a significant extent, the question would arise whether the proportion of SMEs (at least 50%) should also be raised to avoid any regulatory arbitrage by non-SME issuers.

- 11 For instance, the alleviated 'EU Growth Prospectus', created by the revised Prospectus Regulation, is available (beyond SMEs) to companies listed on an SME Growth Market with a market capitalisation up to EUR 500 million.
- 12 See classification of Equity Funds by EFAMA
- 13 For instance, the median capitalisation of companies in the Morgan Stanley Capital International (MSCI) micro caps index is EUR 100 million; EUR 1 billion for companies included in the small caps index and EUR 6.4 billion in the midcaps index (Source:

MiddleNext, The 2017 Small & Mid Cap Outlook).

### Question 6. Given the considerations mentioned above, do you consider that the criteria used to define an SME Growth Market should be modified?

An SME Growth Market is defined as a MTF,	where at least 50% of	the issuers whose t	financial instruments	are traded on
it are SMEs with a market capitalisation below	v FUR 200 million			

60	Yes

O No

Don't know / no opinion / not relevant
6.1 Please explain your reasoning:
Question 7. Should the market capitalisation threshold of EUR 200 million defining SMEs under MiFID II be:
raised (please specify an appropriate market capitalisation threshold)
<ul> <li>decreased (please specify an appropriate market capitalisation threshold)</li> </ul>
left unchanged
replaced by another criterion (Please specify below – e.g. turnover, number of employees)
<ul><li>Other (please specify below)</li><li>Don't know / no opinion / not relevant</li></ul>
Bont know / no opinion / not relevant
Please specify what other proposal you would have regarding the market capitalisation threshold of EUR 200 million defining SMEs under MiFID II:
7.1 Please explain your reasoning. Where relevant, please specify appropriate market capitalisation thresholds or criteria to define an SME for the purpose of SME Growth Markets:
Question 8. Bearing in mind your answer to the previous question, should the proportion of SMEs on SME Growth Markets (currently 50%) be:
© Below 25%
Between 25%-49%
Unchanged (50%)
Between 51%-74%
75% or above
V Don't know / no oninion / not relevant

8.1 Please explain your reasoning:
A2. Definition of an SME debt issuer for the purpose of an SME Growth Market (MiFID II – Article 4)
There are several markets across the EU specialised in SME bonds 14. SMEs tapping the bond markets have an annual turnover between EUR 19 million and EUR 400 million and the typical minimum issuance size is around EUR 17 million 15.
An issuer that has no equity instrument traded on any trading venue shall be deemed an SME according to level 2 of MiFID II 16 if it meets at least two of the following three criteria according to its last annual or consolidated account: (i) an average number of employees during the financial year of less than 250; (ii) a total balance sheet not exceeding EUR 43 million and (iii) an annual net turnover not exceeding EUR 50 million. Given these provisions, SME bond markets could face difficulty in registering as SME Growth Markets, as their issuers could most likely not meet the criteria set in MiFID II level 2, despite their relatively small size.
14 SME Finance Guide, Association for Financial Markets in Europe (AFME), 2015 15 Art. 77 of the Commission Delegated Regulation (EU) 2017/565 16 An SME Growth Market is defined as a MTF where at least 50% of the issuers whose financial instruments are traded on it are SMEs with a market capitalisation below EUR 200 million
Question 9. Should the criteria used to define an SME Growth Market non-equity issuer be modified?
O Yes
O No
X Don't know / no opinion / not relevant
9.1 Please explain your reasoning.  If you answered affirmatively, please provide appropriate criteria (turnover, outstanding
issues of debt securities, size of the bond issuance) and thresholds to define an SME Growth Market debt issuer:
Crown Market debt leader.

### A3. Key adviser requirements

The vast majority of SME-dedicated MTFs across the EU require their issuers to be assisted by a key adviser 17, i.e. a market professional approved by the exchange. The key adviser plays a prominent role by assessing the company's suitability for the market, bridging the information gap between quoted SMEs and investors and upholding the reputation and integrity of the market. A 'key adviser' on SME Growth Markets could boost investor confidence in securities listed on those trading venues that have no such requirements at the moment.

However, the role of a key adviser can vary greatly from one SME-dedicated MTF to another. For instance, some markets do not require issuers to have a key adviser for SME listing (due to the costs of such advisers for SMEs).

## Question 10. Please indicate whether or not you agree with the following statements regarding minimum requirements and obligations of key advisers for firms listed on SME Growth Markets:

Please rate each proposal from 1 to 5, 1 standing for "completely disagree" and 5 for "fully agree".

	(completely disagree)	2	3	4	<b>5</b> (fully agree)	Don't know / no opinion / not relevant
A key adviser should be imposed for equity issuers on an SME Growth Market	©	0	X	0	0	0
A key adviser should be imposed for bond issuers on an SME Growth Market	0	0	×	0	0	0
A key adviser should be mandatory during the whole period an SME is listed	×	0	0	0	0	0
A key adviser should only be mandatory during a limited period after the first listing of a firm (please specify below the relevant period (1 year, 3 years;)	0	0	X	0	0	0
Minimum requirements regarding the mission and obligations of key advisers on SME Growth Markets should be imposed at the EU level (Please specify)	•	0	0	X	0	0

<sup>17</sup> The name of this key adviser can vary from one MTF to another: Nominated Adviser or NOMAD, certified adviser, authorised adviser, listing sponsor...

Minimum requirements regarding the mission and obligations of key advisers on SME Growth Markets should be imposed by individual stock exchanges

10.1 Please explain your reasoning and provide supporting evidence on the costs associated with the appointment of a key adviser. If appropriate, please specify the mission and obligations that should be placed on key advisers at EU level:

We feel that minimum EU-level requirements should be established for advisors, in order to foster the development and integration of a true European capital market. This would ensure a minimum level of standardization and quality in SME dedicated trading venues across the EU, which is conducive to investor confidence and helps prevent the concentration of markets in specific regions.

An advisor's role is particularly pertinent in the IPO stage, where they guide and support a company through the application process, and assists in compliance with the listing requirements. After the IPO stage, the advisor remains relevant at least for the first 1-3 years in communication with other market actors, helping the issuer comply with ongoing rules, regulations and obligations (e.g. insider trading prevention) stemming from being listed. Moreover, the key advisor could be retained to provide research – particularly important in a time where smaller issuers are insufficiently covered by analysts. In these areas in particular, a minimum EU-level clarification of the advisor's mission and obligations is helpful. Trading venues could, at their own discretion, add additional obligations to better tailor advisors' role for the needs of the local market.

We do not take a position as to whether or not there should be a EU-level obligation to have key advisors for all issuers. However, if the Commission chooses to go down this route, the advisor should be for both equity and bond issuers, mandatory only for a limited period after the initial listing, and its role should evolve (see paragraph above). Once listed, the issuer will, in time, get accustomed to its listing related obligations and compliance.

### A4. Delisting rules on SME Growth Markets

Delisting refers to cancelling a company's authorisation to be listed on a stock exchange. Delisting can be mandatory or voluntary. A mandatory delisting follows a decision of the stock exchange when the listing requirements are no longer met by a company. A voluntary delisting may be decided by a controlling shareholder, either after enhancement of control by a 'historical' controlling stakeholder or by a new owner after a takeover bid or a merger. In general, such delisting decisions usually give rise to a 'squeeze out' procedure 19. Voluntary delisting may also be decided by the management's company, and results in the company continuing as an unquoted company with the same shareholder register.

Voluntary delisting can be an important part of the regulatory landscape for investors and SMEs. The rules on delisting can vary from country to country or from market to market and investors can be deterred from investing in the first place (especially in a cross-border context) if they anticipate difficulties in gaining full control of a listed SME and in delisting its shares. Likewise, some companies can be deterred from going public because they consider a listing of their shares to be a 'one-way ticket' and that they cannot go back to their previous (unlisted) situation. However, even if a decision to delist taken by the management's company is based on sensible grounds, this raises some fundamental investor protection issues .

<sup>18</sup> It should be noted that the <u>Takeover Bid Directive (Directive 2004/25/EC)</u> does not apply to financial instruments traded on multilateral trading facilities, including SME Growth markets.

<sup>19</sup> Squeeze-outs can be described as transactions in which the controlling shareholder exercises a legal right to buy out the shares of the minority.

### Question 11. In your opinion, are there merits in imposing minimum requirements at EU level for the delisting of SME Growth Market Issuers?

Completely disagree
Rather disagree
<ul><li>Neutral</li></ul>
Rather agree
X Fully agree
Don't know / no opinion / not relevant

### 11.1 Please explain your reasoning.

If you answered affirmatively, please indicate the scope (mandatory, voluntary delisting at the management's and/or controlling shareholders' initiative) and the features of such minimum requirements:

EU-level requirements are necessary to ensure that at least some degree of common rules, standards and quality apply across trading venues in the EU. Only this way can the Commission achieve the objectives of the CMU-project – truly integrated European capital markets.

Minimum requirements for mandatory delisting are sensible, given that common standards and obligations for issuers and trading venues alike lead to a level-playing-field across Europe. In the case of voluntary delisting, we see no need to impose EU-level requirements and would leave this at the discretion of the local markets and issuers.

Accountancy Europe, ECG and EGIAN prefer not to indicate specific features of such a minimum regime. These should be based on a careful impact analysis and assessment of existing best practices across Europe. Having said that, controlling shareholders should have a say in the process under any minimum requirement scheme.

#### **A5. Transfer of listings**

Small caps listed on regulated markets can find it increasingly difficult to comply with some regulatory requirements (such as the Transparency Directive\_20, the Shareholders Rights Directive\_21). Furthermore, many midcaps on regulated markets can feel that their market capitalisation makes them candidates for SME Growth Markets. In such a case, quoted SMEs may consider a voluntary transfer of their shares from a regulated market to a market with a lighter regulatory burden (i.e. the future SME Growth Markets). However, such transfers may imply some investor protection issues\_22 and can be difficult to organise for SMEs. In addition, the legal framework of such transfers can vary from one Member State to another.

- 21 Directive 2007/36/EC as regards the encouragement of long-term shareholder engagement
- 22 For instance, some institutional investors may be prohibited from holding shares listed on MTFs.

Question 12. In your opinion, are there merits in introducing harmonised rules at EU level on voluntary transfer of listing from a regulated market to an SME Growth Market?

	Completely	disagree
-		

<sup>20 &</sup>lt;u>Directive 2004/109/EC of the European Parliament and of the Council on the harmonisation of transparency requirements in</u> relation to information about issuers whose securities are admitted to trading on a regulated market

Rather disagree

Rather agree	
Fully agree	
On't know / no opinion / not relevant	
12.1 Please explain your reasoning.	
you answered affirmatively, please indicate examples of rules and their purpose:	

X Neutral

On the other hand, SME Growth Markets should only be a step in the growth path of SMEs. When their capitalisation has grown, SME Growth Markets issuers should be encouraged to graduate to a main /regulated market, in order to benefit from greater liquidity, investor pool, and credibility. This would also help avoid situations of regulatory arbitrage where large corporates remain listed on SME-dedicated exchanges for the purpose of benefiting from exemptions. The question arises if the transfer of SME Growth Markets issuers to regulated markets should be required or incentivised (through regulatory measures) when those issuers have reached a certain size.

## Question 13. In your opinion, should the transfer of issuers from an SME Growth Market to a regulated market be:

Please rate each proposal from 1 to 5, 1 standing for "completely disagree" and 5 for "fully agree".

	(completely disagree)	2	3	4	5 (fully agree)	Don't know / no opinion / not relevant
required when the issuer exceeds some thresholds (such as the market capitalisation)	X	0	0	0	0	0
incentivised through regulatory measures when they exceed some thresholds (such as the market capitalisation)	0	0	0	X	0	•
always left to the discretion of issuers and not required or incentivised by regulatory measures	X	0	0	0	0	0
Other (please specify below)	×	0	0	0	0	0

|--|

Please specify what other possibility you would see for the transfer of issuers from an SME Growth Market to a regulated market:

13.1 Please explain your reasoning and supporting arguments/evidence. When relevant, please indicate appropriate thresholds or possible incentives for SME Growth Market issuers to move to a regulated market:

As SME-dedicated markets are, primarily, designed and tailored for a specific group of businesses, it is reasonable to have some rules in place that ensure a degree of standard company profiles. But in turn, the issuer is best placed to assess its own needs and objectives. Therefore, we consider incentivizing transfer of issuers through regulatory measures as a balanced compromise option, rather than imposing a hard-law requirement.

Moreover, when any given market capitalization threshold for regulatory incentives is exceeded, a two-year phase-out period should apply.

### B. Alleviating the administrative burden on SME Growth Market issuers

Disclosure and transparency rules are the hallmarks of sound and fair market places. From the perspective of SMEs, those rules can be seen as burdensome and costly. It is critical to ensure that the benefits of being listed continue to outweigh the costs. If the standards are too strict, the resulting compliance costs may discourage listings by SMEs. On the contrary, if the standards are too lax, investor protection and confidence may be jeopardised and some investors might choose not to invest in SME securities. The objective of this sub-section B is to identify scope for reducing obligations placed on the future SME Growth Markets issuers while maintaining a high level of investor protection and market integrity on those markets.

### Question 14. Please indicate whether you agree with the statements below:

### Regulatory alleviations should be restricted to

Please rate each proposal from 1 to 5, 1 standing for "completely disagree" and 5 for "fully agree".

	<b>1</b> (completely disagree)	2	3	4	5 (fully agree)	Don't know / no opinion / not relevant
SMEs listed on SME Growth Markets	0	0	0	X	0	©
All SME Growth Markets issuers	0	0	0	X	0	©

No regulatory alleviations should be granted for any kind of firm	X		0	0	0	©
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### 14.1 Please explain your reasoning:

As a starting point, the same rules should apply to all issuers listed on a given trading venue category. Regulatory alleviations are one of the largest incentives for issuers listing on SME Growth Markets in the first place, and should be allowed for all issuers listed on them.

## Question 15. For each of the provisions listed below, please indicate how burdensome the EU regulation associated with equity and bond listings on SME dedicated markets is:

Please rate each proposal from 1 to 5, 1 standing for "not burdensome at all" and 5 for "very burdensome".

	<b>1</b> (not burdensome at all)	2	3	4	5 (very burdensome)	Don't know / no opinion / not relevant
Management's transactions	©	0	X	0	0	0
Insider lists	0	0	0	X	0	0
Justification of the delay in disclosing inside information	0	0	X	0	0	0
Market soundings	0	0	X	0	0	0
Disclosure of inside information by non-equity issuers	0	X	0	0	0	0
Half-yearly reports for SME Growth Market issuers	0	0	0	X	0	0
Other (please specify below)	0	0	X	0	0	0
Don't know / no opinion / not relevant	0	0	0	0	0	×

Please specify for what other provisions the EU regulation associated with equity and bond listings on SME dedicated markets is somehow burdensome:

### 15.1 Please explain your reasoning:

Accountancy Europe, ECG and EGIAN are aware of the burdens caused by insider list disclosures and half yearly reports on smaller issuers in particular. It is in these two areas that we see more room for alleviations, in particular.

Having said that, the question of the applicable accounting standards should also be addressed in this context. A priori, developing a well-integrated capital market is incompatible with retaining the use of national GAAP for listed companies.

We are aware that full IFRS are perceived to be overly complex and burdensome for smaller issuers to apply. To a degree, the complexity of the IFRS stems from the complexity of the company applying it and the underlying economics of its business model. Nevertheless, there is also room for a more proportionate application of the IFRS as far as smaller issuers are concerned.

We understand that the Commission has been in a dialogue with the IASB in order to develop an accounting solution for SME Growth Market issuers. This work stream appears to be leading to some form of toolbox to help issuers better understand the IFRS and their application.

We fear that such a toolbox may not be sufficient, and instead invite the Commission and the IASB to continue their work to develop an IFRS regime that is more appropriate for SMEs. Ideally, such an IFRS regime has the potential to be scaled down, made proportionate and tailored for smaller companies, with the aim of reducing disclosure burdens.

Such an accounting and reporting solution should be discussed, devised and implemented within the existing (full) IFRS framework. In addition, any EU-specific solutions should be avoided.

We acknowledge that such an endeavor would be a long-term project requiring years of work, especially now that the IASB's Disclosure Initiative appears to not have offered appropriate solutions for proportionate IFRS for listed SMEs. In the meantime, allowing for the use of national GAAP is a practical temporary solution, but this should be accompanied by issuers disclosing the known main differences between the IFRS and the national GAAP they are using for their financial statements.

#### On half-yearly reports

In the multiple choice table above we marked half-yearly reports as a fairly high level 4 burden. However, in our response to Question 23 we elaborate why, nevertheless, we consider them to add meaningful value, and why their benefits outweigh the costs.

For each of the following questions in sub-section B, you will be asked to provide cost estimates for the provisions you identified as burdensome, as well as estimate the reduction in costs for the alleviations you identified as meaningful.

### **B1. Management's transactions (Market Abuse Regulation – Art. 19)**

Under MAR, the Person Discharging Managerial Responsibilities (PDMR) or associated person must notify the issuer (either on a regulated market or an SME Growth Market) and the competent authority of every transaction conducted for their own account relating to those financial instruments, no later than three business days after the transaction. The obligation to disclose a manager's transaction only applies once the PDMR's transactions have reached a cumulative EUR 5,000 within a calendar year (with no netting). A national competent authority may decide to increase the threshold to EUR 20,000.

Issuers must ensure that transactions by PDMRs and persons closely associated with are publicly disclosed promptly and no later than three business days after the transaction. Alternatively, national laws may provide that a competent authority may itself make the information public.

Question 16. Does the management's transactions regime represent a significant administrative burden for SME Growth Markets issuers and their managers?

	Completely disagree
	Rather disagree
	Neutral
	Rather agree
	Fully agree
X	Don't know / no opinion / not relevant

16.1 Please explain your reasoning and provide supporting evidence, notably in terms of costs (one-off and ongoing costs)/time spent (number of hours)/number of people needed (in full-time equivalent):

Please indicate the appropriate threshold for proposal 17 b)

Please explain your reasoning for proposal 17 b) and provide supporting arguments /evidence, in particular in terms of savings/reduction in costs, or in terms of additional costs, that any change of the currently applicable rules may induce:
17 c) The national competent authorities (NCA) should always be made responsible for making public the managers' transactions
□ I support
I don't support
Don't know / no opinion / not relevant
Please explain your reasoning for proposal 17 c) and provide supporting arguments /evidence, in particular in terms of savings/reduction in costs, or in terms of additional costs, that any change of the currently applicable rules may induce:
17 d) The trading venue should be made responsible for making public the managers' transaction
□ I support
I don't support
Non't know / no opinion / not relevant
Please explain your reasoning for proposal 17 d) and provide supporting arguments /evidence, in particular in terms of savings/reduction in costs, or in terms of additional costs, that any change of the currently applicable rules may induce:

should start as of the date the transactions have been notified to issuers (and not as from the date of transactions)
<ul> <li>□ I support</li> <li>□ I don't support</li> <li>X Don't know / no opinion / not relevant</li> </ul>
Please indicate the appropriate time period length for proposal 17 e)
Please explain your reasoning for proposal 17 e) and provide supporting arguments /evidence, in particular in terms of savings/reduction in costs, or in terms of additional costs, that any change of the currently applicable rules may induce:
17 f) Is there any other change or clarification to the management's transactions regime for SME Growth Markets that you would support?  Please explain your reasoning and provide supporting arguments/evidence, in particular in terms of savings/reduction in costs, or in terms of additional costs, that any change of the currently applicable rules may induce:
B2. Insider lists (Market Abuse Regulation – Art. 18)

17 e) The time limit for issuers to make management's transactions public (or notify the NCA when the latter is made responsible for making the manager's transaction public)

regularly updated and transmitted to the National Competent Authority (NCA) whenever requested. Lists must be retained for at least five years.

Issuers must draw up a list of all persons who have access to inside information. The 'insider list' must be

The Market Abuse Regulation already provides for alleviations for SME Growth Markets Issuers (Art. 18(6) of MAR). Those issuers are exempt from keeping insider lists on an ongoing basis, as long as (i) the

issuer takes all reasonable steps to ensure that any person with access to information acknowledges the legal and regulatory duties which follow and is aware of sanctions applicable, and (ii) the issuer is able to provide the NCA, on request, with the insider list.

Question 18. What is the impact of the alleviation provided by MAR for SME Growth Market issuers as regards insider lists? Please illustrate and quantify, notably in terms of reduction in costs (one-off and ongoing) /in time spent (number of hours)/in number of people needed (in full-time equivalent) resulting from the alleviation:

In 2011, a study from EIM (Effects of possible changes to the Market Abuse Directive, p.39) estimated that for an SME, the annual average cost related to insider lists was at EUR 945 per year (and 21 hours spent per issuer and per year). In 2015, a study from Europe Economics (Data gathering and Cost Analysis on Daft Technical standards relating to MAR, p.59-60) estimated the one-off compliance costs for technical standards on insider lists at between EUR 300 and EUR 600 for a small issuer and between EUR 3.300 and EUR 5.800 for a medium-sized issuer. The annual ongoing compliance costs were estimated at between EUR 600 and 800 for a small issuer and between EUR 3.300 and 5.500 per year for a medium-sized issuer.

### Question 19. Please indicate whether you agree with the statements below:

### SME Growth Market issuers should be:

Please rate each proposal from 1 to 5, 1 standing for "completely disagree" and 5 for "fully agree".

	<b>1</b> (completely disagree)	2	3	4	5 (fully agree)	Don't know / no opinion / not relevant
Obliged to maintain insider lists on an ongoing basis	0	0	0	0	0	X
Obliged to submit insider lists when requested by the NCA (as provided by MAR)	0	0	0	0	0	X
Obliged to maintain a list of 'permanent insiders' (i.e. persons who have a 'regular access to insider information')	0	0	0	0	0	X

	Exempted from keeping insider lists	0	0	0	0	0	X		
	Would you have any other proposal as regards insisder lists for SME Growth Market ssuers?								
ра	19.1 Please explain your reasoning and provide supporting arguments/evidence, in particular in terms of savings/reduction in costs, or in terms of additional costs, that any change of the currently applicable rules may induce:								

## B3. Justification of the delay in disclosing inside information (Market Abuse Regulation – Art.17)

An issuer shall disclose the inside information concerning its financial instruments as soon as possible. The issuer can delay the disclosure of this information in certain cases in order to avoid harming its legitimate interests. However, once it discloses inside information, it must inform its NCA and justify the delay. Depending on the option chosen by the Member State, this written explanation justifying the delay should be provided: (i) in all circumstances, or (ii) only when the national competent authority requests it.

The <u>implementing legislation of MAR</u> (Commission Implementing Regulation (EU) 2016/1055) requires that issuers deciding to delay the announcement of inside information record and document in writing a list of information ('disclosure record'), including – amongst many other facts and figures – the time and date when such information came to exist, when the decision was taken to delay its disclosure, the identity of the persons who adopted the decision and are responsible for constantly monitoring the conditions of the delay, and the manner in which the prerequisite conditions for such delay were met.

### Question 20. Please indicate whether you agree with the following statements:

Please rate each proposal from 1 to 5, 1 standing for "completely disagree" and 5 for "fully agree".

	(completely disagree)	2	3	4	5 (fully agree)	Don't know / no opinion / not relevant
The written explanation justifying the delay to communicate inside information by SME Growth Market issuers should be submitted only upon request from the NCA	©	•	0	0	•	X
SME Growth Market issuers should be exempted from the obligation of keeping a 'disclosure record'	0	0	0	0	0	×

20.1 Please explain your reasoning and illustrate the impact in terms of cost (one-off and ongoing costs)/time spent (number of hours)/number of people needed (in full-time equivalent):

In 2011, a study from EIM (Effects of possible changes to the Market Abuse Directive, p.39) considered
that, for an SME, the annual average costs related to administrative burdens related to reporting decision
to delayed disclosure was estimated at EUR 1,755 per year (and 39 hours spent per issuer per year). For
another cost estimate, see also: Europe Economics, Data gathering and Cost Analysis on Daft Technical
standards relating to MAR, p.51.

### **B4. Market soundings (Market Abuse Regulation – Art. 11)**

Market soundings are a communication of information, prior to the announcement of a transaction, in order to gauge the interest of potential investors in a possible transaction and the conditions relating to it such as its potential size or pricing, to one or more potential investors $\frac{23}{2}$ .

The market sounding rules could raise issues for SME issuers, in particular when they issue some privately placed bonds. Private placement transactions of debt instruments can sometimes take the form of listed bonds. This is the case notably in France ('Euro-PP' when issued in a listed bond format), in Italy (the so-called 'Mini-bond' markets) and in Spain (on the Mercado Alternativo de Renta Fija – 'MARF'). In general, such transactions are not subject to a prospectus requirement because they rely on the 'qualified investors' or high denomination bond exemptions. However, they do fall under the scope of market sounding rules as the privately placed bonds are admitted to trading on an MTF.

When a privately placed bond transaction is prepared, the goal is not to contact a few selected investors to identify certain specific terms of a transaction with a view to maximising its chances of success, but rather to identify potential investors with whom all the terms of the privately placed bond transaction (including contractual terms) will be negotiated. In the past, some Member States established an 'accepted market practice' (under the Market Abuse Directive) recognising that private placements of bonds were outside the scope of market sounding rules<sup>24</sup>.

23 Article 11 only applies to discussions regarding transactions in Article 2.1 of MAR, which provides that MAR applies to financial instruments admitted to trading on either a regulated market, an MTF or an OTF or for which a request for admission to trading on such a venue has been made.

24 See 'Norme professionnelle AMAFI relative aux sondages de marché et aux tests investisseur' in France.

Completely disagree

## Question 21. Should private placement of bonds on SME Growth Markets be exempted from market sounding rules when investors are involved in the negotiations of the issuance?

	Rattlet disagree
	Neutral
	Rather agree
	Fully agree
X	Don't know / no opinion / not relevant
21.	.1 Please explain and illustrate your reasoning, notably in terms of costs (one-off and
ongo	oing costs)/time spent (number of hours)/number of people needed (in full-time
ongo	
ongo	oing costs)/time spent (number of hours)/number of people needed (in full-time
ongo	oing costs)/time spent (number of hours)/number of people needed (in full-time
ongo	oing costs)/time spent (number of hours)/number of people needed (in full-time
ongo	oing costs)/time spent (number of hours)/number of people needed (in full-time

### **B5.** Disclosure of inside information for SME Growth Markets Issuers of bonds only

MAR has extended the scope of the market abuse regime to MTFs, including those where debt instruments are traded. Some market participants underline that plain vanilla bonds are less exposed to risks of market abuse due to the nature of the instrument. While the prices of equity financial instruments can be influenced by the publication of (negative or positive) inside information about the firm, the key variables that would impact the price of the plain vanilla bonds would be market risk, liquidity risk and credit risk. Bondholders would not be able to act on those variables while the only factor that could be influenced by the issuer is the likelihood of default. As a consequence, some stakeholders have argued that the disclosure of all inside information (either positive or negative) for debt issuers only would be burdensome and not justified.

### Question 22. Please indicate whether you agree with the following statements:

### SME Growth markets issuers that only issue plain vanilla bonds should:

Please rate each proposal from 1 to 5, 1 standing for "completely disagree" and 5 for "fully agree".

	(completely disagree)	2	3	4	5 (fully agree)	Don't know / no opinion / not relevant
have the same disclosure requirements as equity issuers on SME Growth markets	0	0	0	©	0	X
disclose only information that is likely to impair their ability to repay their debt	0	0	©	©	0	X

22.1 Please explain your reasoning and provide supporting arguments/evidence, in particular in terms of savings/reduction in costs, or in terms of additional costs, that any change of the currently applicable rules may induce:

See cost estimates	on technical means	for disclosure for	public disclosure	e of inside inforn	nation and delays
(Europe Economics	s, Data gathering and	d Cost Analysis or	n Daft Technical	standards relati	ng to MAR, p.51).

### **B6. Half-yearly reports for SME Growth Market Issuers**

The level 2 of MiFID II (Delegated Regulation (EU) 2017/565 Article 78(2) point g.) requires SME Growth Markets issuers to publish annual financial reports within six months after the end of each financial year and half-yearly financial reports within four months after the end of the first six months of each financial year. MiFID II does not prescribe the form that such financial reporting should take. Financial reporting provided on a half-yearly basis is usually welcomed by investors and contributes to attracting interest in the company. In practice, the vast majority of SME-dedicated markets already ask for the publication of both annual and half-yearly reports. However, some market participants have indicated that the publication of such half-yearly information represents a time-consuming and costly obligation for SMEs.

### Question 23. Should the obligation of SME Growth Market issuers to publish halfyearly report be?

You may select several answers.

X M	landatory for SME Growth Markets equity issuers
X Ma	andatory for SME Growth Markets debt issuers
	eft to the discretion of the trading venue (through its listing rules) for SME Growth Markets equity issuers
	eft to the discretion of the trading venue (through its listing rules) for SME Growth Markets debt issuers
R	Removed for all the SME Growth Market equity issuers
R	Removed for all the SME Growth Market debt issuers
	Other (please specify below)
	On't know / no opinion / not relevant
Plea	se specify what other possibility you would see for the obligation of SME Growth t issuers to publish half-yearly report:
Plea	se specify what other possibility you would see for the obligation of SME Growth
Plea	se specify what other possibility you would see for the obligation of SME Growth
Plea	se specify what other possibility you would see for the obligation of SME Growth
Plea	se specify what other possibility you would see for the obligation of SME Growth
Plea	se specify what other possibility you would see for the obligation of SME Growth

23.1 Please explain and illustrate your reasoning, notably in terms of costs/time spent (number of hours)/number of people needed (in full-time equivalent):

In Question 15 we listed half-yearly reports as a fairly high (level 4) burden. However, we see several strong benefits to publishing half-yearly reports that outweigh the costs and burdens, including:

- A more frequent publication of relevant financial information that would attract more investors
- The extra degree of discipline this puts on the effectiveness of the financial reporting and internal management information systems
- A better control of liquidity and solvency positions

Mandatory EU-wide obligation for SME Growth Market issuers to publish half-yearly reports would ensure a common, robust standard across all SME-dedicated trading venues in Europe. This is conducive to the CMU's objective of cross-border capital market integration.

### C. Fostering the local ecosystems for SME Growth Markets and enhancing liquidity

Public markets for SMEs need to be supported by a healthy ecosystem (i.e. a network of brokers, equity analysts, credit rating agencies, investors specialised in SMEs) that can bring small firms seeking a listing to the market and support them after the IPO. The decline of those local ecosystems that can cater to SMEs' specific needs impedes the functioning and deepening of public markets and reduces the willingness of SMEs to seek a listing. One reason behind this decline of ecosystems is often attributed to the low level of liquidity on SME-dedicated markets that can deter institutional investors from investing in SME shares and undermine the brokers' business model. As a consequence, this sub-section places a strong focus on how to foster liquidity on SME Growth Markets.

MiFID II (Art. 49 of MiFID II in combination with Art. 18(5).) requires trading venues (including SME Growth Markets) to adopt minimum tick sizes (i.e. the minimum increment in which a security can be traded) in relation to equity and certain equity-like instruments, in order to ensure the orderly functioning of the markets and mitigate the risk of an ever-decreasing tick size. The level 2 of MiFID II specifies the minimum tick size regime which applies to those instruments depending on their liquidity and price level.

While lower tick sizes would contribute to the reduction in trading costs, tick sizes also have an impact on the spread between sellers and buyers of securities and consequently may influence the incentives of intermediaries (brokers) to trade those instruments and earn income from their activity. In the US, the low tick sizes are seen as a potential reason behind the erosion of the ecosystem for listing SMEs, since they allegedly undermined the business models of the mid-cap brokers. This is why a new pilot project of larger tick sizes for smaller caps has been introduced in the US. Based on the preliminary results of this pilot programme, the US Treasury has recently recommended that the Securities Exchange Commission evaluate allowing issuers, in consultation with their listing exchange, to determine the tick size for trading of their stock across all exchanges<sup>26</sup>.

In the EU, SME Growth Markets can decide to establish larger tick sizes than those specified by the MiFID II framework. However, in practice, this may be challenging for SME Growth Markets to depart from the minimum EU requirements and establish higher tick size standards<sup>27</sup>.

#### 26 US Treasury, A Financial System That Creates Economic Opportunities, October 2017

27 If a trading venue adopts higher tick sizes than those provided by the EU legislation, this decision only applies to the trading venue concerned and does not prevent other trading venues that quote the same shares to adopt lower tick sizes (in the limit of the minimum tick sizes requirements specified by MiFID II). Furthermore, it can be difficult for an SME Growth Markets to justify higher tick sizes than the EU minimum requirements towards its clients.

## Question 24. Which of the following options best reflect your opinion on the impact that the minimum tick size regime provided by MiFID II would have on the liquidity and spreads of shares traded on SME Growth Markets:

	No impact	Lead to minor increase	Lead to significant increase	Lead to minor decrease	Lead to significant decrease	Don't know / no opinion / not relevant
Impact of the minimum tick size regime on the liquidity of shares traded on SME Growth Markets	•	•	•	•	•	X
Inpact of the minimum tick size regime on the spreads of shares	0	0	0	0	©	×

.1 Please explain yo	our reasoning and	orovide suppo	rtina evider	nce:	

### Question 25. Please indicate whether you agree with the following statements:

Please rate each proposal from 1 to 5, 1 standing for "completely disagree" and 5 for "fully agree".

traded on SME Growth Markets

	(completely disagree)	2	3	4	5 (fully agree)	Don't know / no opinion / not relevant
Market operators should be given the flexibility not to apply the minimum EU tick size regime on their SME Growth Markets	0	0	0	0	0	X
Market operators should be given another form of flexibility as regards the EU minimum tick size regime on their SME Growth Markets	•	0	0	0	0	X

## C2. Creating a liquidity provision contract available for all SME Growth Market Issuers across the EU (MAR - Accepted Market Practice – Art. 11)

MAR prohibits market manipulation. Some practices are not qualified as market abuses where the transaction, order or behaviour was carried out for legitimate reasons and in accordance with an accepted market practice ('AMP') formally established by a national regulator.

For an accepted market practice to be established a national regulator must notify ESMA. ESMA then issues an opinion assessing whether the AMP would threaten market confidence in the EU's financial market. For the time being, only five Member States have tried to make liquidity provision contract recognised as an AMP under MAR. It means that liquidity provision contracts can still be qualified as a manipulative practice by certain competent authorities in other Members States. As a result, in 23 Member States, some SME Growth Markets issuers are deprived from the possibility to establish a liquidity contract with an investment firm. However, this mechanism could improve the liquidity of SME shares and attract the interest of new investors for SME shares, while creating more business opportunities for midcaps brokers.

to M. be m	estion 26. Building on the ESMA's opinion ('Points for convergence in relation AR accepted market practices on liquidity contracts' in May 2017), would there exists in creating an EU framework on liquidity contracts that would be able for all SME Growth Market issuers across the EU?
0	Yes
	No
X	Don't know / no opinion / not relevant

an	26.1 Please explain your reasoning and provide supporting arguments/evidence. If you iswered affirmatively, please describe the conditions for such EU framework for uidity contracts:	

### C3. Free float requirement on SME Growth Markets

Other

When an SME goes public, it is likely that there will be a low level of free float (i.e. the percentage of shares that can be freely traded)<sup>28</sup>. Limited free float may contribute to the low level of liquidity as it may limit the opportunities of day-to-day trading. To mitigate this risk, the listing rules of several SME-dedicated markets require companies to comply with free float requirements (expressed in a percentage of shares or in a fixed amount of capital, for instance) and/or a minimum capitalisation threshold before admitting SME shares to trading. Other SME-dedicated markets do not impose such requirements as this can make the listing unattractive for the company's owners. Currently MiFID II does not impose that SME Growth Markets impose a minimum free float (and/or a minimum capitalisation) criteria.

28 This can be explained by different factors: (i) the smaller capitalisation of SMEs limits the total number of shares available to trade; (ii) smaller size also means that institutional investors' holdings tend to be large compared to the total number of shares issued and the 'buy and hold' strategy generally followed by those investors further reduces the available free float (iii) the percentage of shares in public hands can also be limited by the significant stake in the ownership that the company's founders retain.

## Question 27. Which of the following options best reflects your opinion on the application of a rule on minimum free float:

- A rule on minimum free float should be introduced in the EU legislation with criteria and thresholds determined at EU level
- A rule on minimum free float should be introduced by the EU legislation with criteria and thresholds left to the discretion of the SME Growth Market operator (through its listing rules)
- No rule on minimum free float should be introduced in the EU legislation
- Other (please specify below)

C5. Credit assessments and ratings for SME bond issuers
Credit assessments and ratings can facilitate SME access to bond markets. They contain valuable information for participants in corporate bond markets, influencing profoundly investment decisions. They help investors assess credit risk and hence price in the probability of default. Therefore, many institutional investors have concentration limits in their portfolios based on credit assessments and ratings and require bonds to be rated, preferably by a Credit Rating Agency (CRA) – as regulated by the Credit Rating Agencies Regulation.
However, many SMEs seeking to issue bonds are not rated by CRAs. The costs SMEs have to bear for obtaining a rating from a CRA can be disproportionately high when compared to the average size of the issue. In the past, investment banks operating in some Member States used to issue "unsolicited ratings on SMEs". This practice increased the transparency and visibility of SMEs towards some institutional investors but was not compatible with the CRA regulation, as those investment banks were not registered as CRA. The Commission is seeking views on whether some market players should be allowed to publish "unsolicited credit ratings" on SME Growth Market issuers, provided that those ratings would not be used by institutional investors (such as insurance companies and credit institutions) for regulatory purposes.  Question 29. Which steps could be taken to facilitate SME bond issuances on SME Growth Markets without incurring high costs for assessing creditworthiness
Question 30. What would be the risks associated with a more flexible approach to 'unsolicited credit ratings' by market players other than CRAs and what might be done to mitigate them?
General questions:

Question 31. Please indicate the areas and provisions where policy action would be most needed and have most impact to foster SME listings of shares and bonds on SME Growth Markets:

Please rate each proposal from 1 to 5, 1 standing for "no positive impact" and 5 for "very significant positive impact".

	(no positive impact)	2	3	4	(very significant positive impact)	Don't know / no opinion / not relevant
Criteria to define an SME Growth Market	0	0	0	©	X	0
Market capitalisation threshold defining an SME debt issuer	0	0	©	©	X	0
Key adviser requirement	©	0	0	X	©	©
Delisting rules on SME Growth Markets	0	0	©	0	©	×
Transfer of listings from a regulated market to an SME Growth Markets	0	0	©	0	©	×
Transfer of listings from an SME Growth Market to a regulated market	0	0	©	0	©	×
Management's transactions	0	0	0	0	0	X
Insider lists	0	0	0	0	0	×
Justification of the delay in disclosing inside information	0	0	0	0	0	×
Market soundings	0	0	0	0	0	×
Disclosure of inside information for bond issuers	0	0	0	0	©	×
Half-yearly reports for SME Growth Market issuers	0	0	X	0	0	0
Tick size regime for SME Growth Markets	0	0	0	0	0	×
Liquidity provision contracts	0	0	0	0	0	X
Free float requirements	0	0	0	0	0	X

Institutional investors' participation in SME shares and bonds	0	0	0	0	0	X
Credit assessments and ratings for SME bond issuers	0	0	0	0	0	X

Question 32. You are kindly invited to make additional comments on this consultation if you consider that some areas have not been covered above. Please include examples and evidence:	•

### 3. 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) here: