Public consultation on the revision of the non-financial reporting directive

Introduction

Background information on the Non-Financial Reporting Directive
The Non-Financial Reporting Directive – NFRD – (Directive 2014/95/EU) amendment to the Accounting Directive (Directive 2013/34/EU). It requires certain large companies to include a non-financial statement as part of their annual public reporting obligations. Companies under the scope of the NFRD had to report according its provisions for the first time in 2018 (for financial year 2017).

The NFRD applies to large Public Interest Entities with more than 500 employees. In practice it includes large listed companies, and large banks and insurance companies (whether listed or not) – all providing they have more than 500 employees.

The NFRD identifies four sustainability issues (environment, social and employee issues, human rights, and bribery and corruption) and with respect to those issues it requires companies to disclose information about their business model, policies (including implemented due diligence processes), outcomes, risks and risk management, and KPIs relevant to the business. It does not introduce or require the use of a non-financial reporting standard or framework, nor does it impose detailed disclosure requirements such as lists of indicators per sector.

The NFRD requires companies to disclose information "to the extent necessary for an understanding of the development, performance, position and impact of [the company's] activities." This means companies should disclose not only how sustainability issues may affect the company, but also how the company affects society and the environment. This is the so-called double materiality perspective.

In 2017, as required by the Directive, the Commission published non-binding guidelines for companies on how to report non-financial information. In June 2019, as part of the Sustainable Finance Action Plan, the Commission published additional guidelines on reporting climate-related information, which integrate the recommendations of the Task Force on Climate-related Financial Disclosures.

Current context
The non-financial information needs of users, in particular the investment community, are increasing very substantially and very quickly. The demand for better information from investee companies is driven partly by investors needing to better understand financial risks resulting from the sustainability crises we face, and partly by the growth in financial products that actively seek to address environmental and social problems. In addition, some forthcoming EU legislation, including the regulation on sustainability disclosures in the financial services sector (Regulation (EU) 2019/2088), and the regulation on a classification system (taxonomy) of sustainable economic activities, can only fully meet their objectives if more and better non-financial information is available from investee companies. The taxonomy regulation will require companies under the scope of the NFRD to disclose certain indicators of the proportion of their activities that are classified as sustainable according to the taxonomy.

The feedback received in the online public consultation on corporate reporting carried out in 2018 in the context of a fitness check that is currently being finalised by the Commission services, confirms that the non-financial information currently disclosed by companies does not adequately meet the needs of the intended users. The following problems have been identified:

1. There is inadequate publicly available information about how non-financial issues, and sustainability issues in particular, impact companies, and about how companies themselves impact society and the environment. In particular:
    a. Reported non-financial information is not sufficiently comparable or reliable.

   b. Companies do not report all non-financial information that users think is necessary, and many companies report information that users do not think is relevant.
   c. Some companies from which investors and other users want non-financial information do not report such information.
   d. It is hard for investors and other users to find non-financial information even when it is reported.
2. Companies incur unnecessary and avoidable costs related to reporting non-financial information. Companies face uncertainty and complexity when deciding what non-financial information to report, and how and where to report such information. In the case of some financial sector companies, this complexity may also arise from different disclosure requirements contained in different pieces of EU legislation. Companies are under pressure to respond to additional demands for non-financial information from sustainability rating agencies, data providers and civil society, irrespective of the information that they publish as a result of the NFRD.

In its resolution on sustainable finance in May 2018, the European Parliament called for the further development of reporting requirements in the framework of the NFRD. In December 2019, in its conclusions on the Capital Markets Union, the Council stressed the importance of reliable, comparable and relevant information on sustainability risks, opportunities and impacts, and called on the Commission to consider the development of a European non-financial reporting standard. In addition, ESMA recently published a report on undue short-term pressure on corporations where it recommends the Commission to amend the NFRD provisions.

In its Communication on the European Green Deal, the Commission committed to review the Non-Financial Reporting Directive in 2020 as part of the strategy to strengthen the foundations for sustainable investment. Meeting the objectives of the European Green Deal will require additional investments across all sectors of the economy, the bulk of which will need to come from the private sector. In this sense review of the NFRD is part of the effort to scale up sustainable finance by improving transparency.

The European Green Deal also stressed that sustainability should be more broadly embedded into the corporate governance framework, as many companies still focus too much on short-term financial performance compared to their long-term development and sustainability aspects. As part of the Sustainable Finance Action Plan, work is being undertaken to prepare a possible action in this area.

In addition, to ensure appropriate management of environmental risks and mitigation opportunities, and reduce related transaction costs, the Commission will also support businesses and other stakeholders in developing standardized natural capital accounting practices within the EU and internationally.

This consultation is open until 11 June 2020.

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 fisma-non-financial-reporting@ec.europa.eu.

More information:

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

About you

Language of my contribution

- English

I am giving my contribution as

- Academic/research institution
- Business association
- Company/business organisation
- Consumer organisation
- EU citizen
- Environmental organisation
- Non-EU citizen
- Non-governmental organisation (NGO)
- Public authority
- Trade union
- Other

First name

Surname

Email (this won't be published)

Scope

- International
- Local
- National
- Regional

Organisation name

Ministry of Finance (The Netherlands), in accordance with the Dutch Ministry of Justice and Security, Ministry of Foreign Affairs, Ministry of Economic Affairs and Climate Policy, and Ministry of Infrastructure and Water Management

Organisation size

- Micro (1 to 9 employees)
- Small (10 to 49 employees)
- Medium (50 to 249 employees)
- Large (250 or more)

Transparency register number

N.A.

Country of origin

- Netherlands

Field of activity or sector (if applicable):

- Audit, assurance and accounting
- Banking
- Insurance
- Investment
- Pension provision

- Investment management (e.g. hedge funds, private equity funds, venture capital funds, money market funds, securities)
- Credit rating agencies
- Providers of ESG data and ratings
- Market infrastructure operation (e.g. CCPs, CSDs, Stock exchanges)
- Social entrepreneurship
- Production, manufacturing or services not covered by any of the above
- categories
- Other
- Not applicable

Please specify your activity field(s) or sector(s):

N.A.

Please choose one of the following options:

- My organisation is a preparer of non-financial information (or represents such organisations).
- My organisation is a user of non-financial information (or represents such organisations).
- My organisation is both a preparer and a user of non-financial information (or represents such organisations).
- My organisation is neither a preparer nor a user of non-financial information (nor does it represent organisations that are preparers or users of such information).
- Don't know / no opinion / not relevant

Please choose one of the following options:

- My organisation is a preparer of non-financial information (or represents such organisations).
- My organisation is a user of non-financial information (or represents such organisations).
- My organisation is both a preparer and a user of non-financial information (or represents such organisations).
- My organisation is neither a preparer nor a user of non-financial information (nor does it represent organisations that are preparers or users of such information).
- Don't know / no opinion / not relevant

Are you (or do you represent companies that are) currently under the scope of the provisions of the NFRD?

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

Publication privacy settings

The Commission will publish the responses to this public consultation. You can choose whether you would like your details to be made public or to remain anonymous.

- Anonymous. Only your type of respondent, country of origin and contribution will be published. All other personal details (name, organisation name and size, transparency register number) will not be published.
- Public. Your personal details (name, organisation name and size, transparency register number, country of origin) will be published with your contribution.

- I agree with the personal data protection provisions

1. Quality and scope of non-financial information to be disclosed

The feedback received from the online public consultation on corporate reporting carried out in 2018 suggests that there are some significant problems regarding the non-financial information currently disclosed by companies pursuant to Directive 2014/95/EU ("the Non-Financial Reporting Directive" or NFRD) Likewise, ESMA's 2018 Activity Report gathers evidence that shows there is significant room for improvement in the disclosure practices under the NFRD.

Question 1. To what extent do you agree or disagree with the following statements about possible problems with regard to non-financial reporting?
Please rate as follows:
1= totally disagree, 2= mostly disagree, 3= partially disagree and partially agree, 4= mostly agree, 5= totally agree, or don't know/ no opinion/ not relevant

Please rate the following statements:
- The lack of comparability of non-financial information reported by companies pursuant to the NFRD is a significant problem.
- The limited reliability of non-financial information reported by companies pursuant to the NFRD is a significant problem.
- Companies reporting pursuant to the NFRD do not disclose all relevant non-financial information needed by different user groups.

Article 19a of the Accounting Directive (which was introduced into the Accounting Directive by the NFRD) currently requires companies to disclose information about four non-financial matters, if deemed material by the particular company:

i. environment,
ii. social and employee issues,
iii. human rights,
iv. bribery and corruption.

These correspond to the "sustainability factors" defined in Article 2(24) of Regulation (UE) 2019/2088 on sustainability related disclosures in the financial services sector.

Question 2. Do you consider that companies reporting pursuant to the NFRD should be required to disclose information about other non-financial matters in addition to those currently set-out in Article 19a?

For each of the four non-financial matters identified in Article 19a of the Accounting Directive, and subject to the company's own materiality assessment, companies are required to disclose information about their business model, policies (including implemented due diligence processes), outcomes, risks and risk management (including risks linked to their business relationships), and key performance indicators (KPIs) relevant to the business.

Question 3. Are there additional categories of non-financial information related to a company's governance and management procedures, including related metrics where relevant, (for example, scenario analyses, targets, more forward-looking information, or how the company aims to contribute to society through its business activities) that companies should disclose in order to enable users of their reports to understand the development, performance, position and impacts of the company?

Investment in intangible assets currently represents the majority of investment carried out by the private sector in advanced economies. There is a long-standing debate about the need for better reporting of intangible investments in company reports, including in relation to sustainability[1]. Irrespective of the potential future changes to accounting standards, it is likely to remain the case that a significant proportion of intangible assets will fail to meet the definition of an asset or the criteria for recognition as an intangible asset in the financial statements. The Accounting Directive currently makes no explicit reference to intangible assets in the Articles concerning the management report, other than the requirement to report about activities in the field of research and development in Article 19(2)(b).

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[1] The European Financial Reporting Advisory Group (EFRAG) is currently carrying out a research project on this topic. The United Kingdom's Financial Reporting Council issued a consultation document about business reporting of intangibles in 2019.

Question 4 In light of the importance of intangibles in the economy, do you consider that companies should be required to disclose additional nonfinancial information regarding intangible assets or related factors (e.g. intellectual property, software, customer retention, human capital, etc.)?

- o Yes
- o No
- o Don't know / no opinion / not relevant

In addition to the provisions of the NFRD, several other EU legislative acts require disclosures of sustainability-related information for financial sector entities:

- The Regulation on prudential requirements for credit institutions requires certain banks to disclose ESG risks as of 28 June 2022.
- The Regulation on sustainability related disclosures in the financial services sector requires financial market participants to disclose their policies on the integration of sustainability risks in their investment decision-making process and the adverse impacts of investment decisions on sustainability factors, as of 10 March 2021.
- The Regulation establishing a framework to facilitate sustainable investment (the Sustainable Finance Taxonomy) creates new reporting obligations including for companies subject to the NFRD, starting in December 2021.

Question 5. To what extent do you think that the current disclosure requirements of the NFRD ensure that investee companies report the information that financial sector companies will need to meet their new disclosure requirements?

- o Not at all
- o To some extent but not much
- o To a reasonable extent
- o To a very great extent
- o Don't know / no opinion / not relevant

In order to ensure that the financial service sector can comply with the new disclosure requirements there might be scope for better aligning the information required to investees and the one financial sector entities need to report themselves, e.g. as regards sustainability impacts.

Question 6. How do you find the interaction between different pieces of legislation?
You can provide as many answers as you want.

- It works well
- There is an overlap
- There are gaps
- There is a need to streamline
- It does not work at all
- Don't know / no opinion / not relevant

Question 7. In order to ensure better alignment of reporting obligations of investees and investors, should the legal provisions related to non-financial reporting define environmental matters on the basis of the six objectives set out in the taxonomy regulation: (1) climate change mitigation; (2) climate change adaptation; (3) sustainable use and protection of water and marine resources; (4) transition to a circular economy (5) pollution prevention and control; (6) protection and restoration of biodiversity and ecosystems?

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

Please provide any comments or explanations to justify your answers to questions 1 to 7:
5000 character(s) maximum

We recognize that broadening the scope of non-financial matters could lead to more transparency and comparability, since reporting companies would be required to provide (additional) data on these matters. The Netherlands is of the opinion that the thematic scope of the SDGs framework should be used to determine the operational scope of non-financial information to be disclosed under the framework of the NFRD. They provide specific goals and targets to assess impact, offer an easy to understand and easy to communicate framework for reporting by various actors and include a call for businesses to integrate sustainability into their reporting cycle. Harmonized non-financial reporting strengthens the market position of innovative sustainable businesses and has added value for the use in sustainable public procurement. However, the additional financial and administrative burden for reporting companies of increased transparency and comparability by broadening the scope must be weighed against the added value for society and the environment at large. Therefore, if the Commission decides to propose to broaden the scope, we look forward to the cost analysis in the impact assessment of the proposal.

It is important that the interaction between different pieces of legislation is closely monitored, for instance with the taxonomy regulation (EU 2018/0178/COD), the disclosure regulation (EU 2018/0179/COD) and the follow-up on the outcomes of the study on due diligence requirements through the supply chain from the CION. In order to comply with the taxonomy regulation, NFRD-eligible companies already have to measure and report on quite a number of non-financial indicators. For reasons of administrative burden and consistency in non-financial metrics, we would like to see the NFRD build on the indicators and thresholds developed in the taxonomy. With regard to the effectiveness we should prevent accumulation and overlapping of legislation.

2. Standardisation

Note: in this section, the word "standard" is used for simplicity. This should not be read as a suggestion that all relevant reporting requirements must be specified in a single normative document. Rather, "standard" is merely used as a shorthand that could encompass a consistent and comprehensive set of standards. Reporting standards define what information companies should report and how such information should be prepared and presented.

A requirement that all companies falling within the scope of the NFRD report in accordance with a common non-financial reporting standard may help to address some of the problems identified in section 1 (comparability, reliability and relevance).

Question 8. In your opinion, to what extent would a requirement on companies to apply a common standard for non-financial information resolve the problems identified?

- Not at all
- To some extent but not much
- To a reasonable extent
- To a very great extent
- Don’t know / no opinion / not relevant

Question 9. In your opinion, is it necessary that a standard applied by a company under the scope of the Non-Financial Reporting Directive should include sector-specific elements?

- Yes
- No
- Don’t know / no opinion / not relevant

A number of non-financial reporting frameworks and standards already exist. Some, including the standards of the Global Reporting Initiative (GRI), the framework of the International Integrated Reporting Council (IIRC), and the standards of the Sustainability Accounting Standards Board (SASB), aim to cover most or all relevant non-financial issues.

Question 10. To what extent would the application of one of the following standards or frameworks, applied on its own, resolve the problems identified while also enabling companies to comprehensively meet the current disclosure requirements of the Non-Financial Reporting Directive, taking into account the double-materiality perspective (see section 3)?:
Please rate as follows:
1= not at all, 2= to some extent but not much, 3= to a reasonable extent, 4= to a very great extent

Please rate the following standards or frameworks:

- Global Reporting Initiative
- Sustainability Accounting Standards Board
- International Integrated Reporting Framework

Question 10.1 Do you consider that other standard(s) or framework(s), applied on their own, would resolve the problems identified while also enabling companies to comprehensively meet the current disclosure requirements of the NFRD?

- Yes
- No
- Don’t know / no opinion / not relevant

Question 10.2 Please specify which other standard(s) or framework(s) you consider, applied on their own, would resolve the problems identified while also enabling companies to meet the comprehensively current disclosure requirements of the NFRD, and to what extent:
Please rate as follows:
1= not at all, 2= to some extent but not much, 3= to a reasonable extent, 4= to a very great extent

On 5 December 2019, the Economic and Financial Affairs Council adopted conclusions on deepening the Capital Markets Union, in which it invited the Commission to “consider the development of a European non-financial reporting standard taking into account international initiatives”. Most existing frameworks and standards focus on individual or a limited set of non-financial issues. Examples include the recommendations of the Task Force on Climate-related Financial Disclosures (TCFD), the UN Guiding Principles Reporting Framework (human rights), the questionnaires of the CDP (formerly the Carbon Disclosure Project), and the standards of the Carbon Disclosure Standards Board (CDSB). Several approaches have also been developed at EU level in the environmental area, including the Organisation Environmental Footprint and reporting under the Eco-Management and Audit Scheme (EMAS).

Question 11. If there were to be a common European non-financial reporting standard applied by companies under the scope of the NFRD, to what extent do you think it would be important that such a standard should incorporate the principles and content of the following existing standards and frameworks?

Please rate as follows:
1= not at all, 2= to some extent but not much, 3= to a reasonable extent, 4= to a very great extent, N.A.

Please rate the following standards or frameworks:
- Global Reporting Initiative
- Sustainability Accounting Standards Board
- International Integrated Reporting Framework
- Task Force on Climate-related Financial Disclosures (TCFD)
- UN Guiding Principles Reporting Framework (human rights)
- CDP
- Carbon Disclosure Standards Board (CDSB)
- Organisation Environmental Footprint (OEF)
- Eco-Management and Audit Scheme (EMAS)

Question 11.1 Do you consider that the principles and content of other existing standard(s) or framework(s) should be incorporated in a potential common European non-financial reporting standard?

- ○ Yes
- ○ No
- ○ Don't know / no opinion / not relevant

Question 11.2 Please specify the existing standard(s) or framework(s), whose principles and content should be incorporated in a potential common European non-financial reporting standard, and to what extent:

Please rate as follows:
1= not at all, 2= to some extent but not much, 3= to a reasonable extent, 4= to a very great extent, N.A.

Provide name and please rate of other standards or frameworks:
- N.A.

Question 12. If your organisation *fully* applies any non-financial reporting standard or framework when reporting under the provisions of the NFRD, please indicate the recurring annual cost of applying that standard or framework (including costs of retrieving, analysing and reporting the information):

Provide name of standard or framework including estimated costs:
- N.A.

Small and Medium-Sized Enterprises (SMEs) often do not have the technical expertise nor resources necessary to prepare reports in accordance with state-of-the-art, sophisticated standards. This may imply that requiring SMEs to apply the same standards as large companies may be a disproportionate burden for SMEs. At the same time, many SMEs are under increasing pressure to provide certain non-financial information to other businesses, in particular if they are suppliers of large companies. In addition, financial institutions are increasingly likely to request certain non-financial information from companies to whom they provide capital, including SMEs. In this respect, SMEs that do not provide non-financial information may experience a negative impact on their commercial opportunities as suppliers of larger companies or on their access to capital, and may not be able to benefit from new sustainable investment opportunities.

Question 13. In your opinion, would it be useful for there to be a simplified standard and/or reporting format for SMEs?

- ○ Yes
- ○ No
- ○ Don't know / no opinion / not relevant

Question 14. To what extent do you think that a simplified standard for SMEs would be an effective means of limiting the burden on SMEs arising from information demands they may receive from other companies, including financial institutions?

- Not at all
- To some extent but not much
- To a reasonable extent
- To a very great extent
- Don't know / no opinion / not relevant

Question 15. If the EU were to develop a simplified standard for SMEs, do you think that the use of such a simplified standard by SMEs should be mandatory or voluntary?

- Mandatory
- Voluntary
- Don't know / no opinion / not relevant

In the responses to the Commission's public consultation on public corporate reporting carried out in 2018, just over half of the respondents believed that integrated reporting could contribute to a more efficient allocation of capital and agreed that the EU should encourage integrated reporting.

Question 16. In light of these responses, to what extent do you agree that the body responsible for developing a European non-financial reporting standard should also have expertise in the field of financial reporting in order to ensure "connectivity" or integration between financial and non-financial information?

- Not at all
- To some extent but not much
- To a reasonable extent
- To a very great extent
- Don't know / no opinion / not relevant

Question 17. The key stakeholder groups with an interest in and contributing to the elaboration of financial reporting standards have historically been investors, preparers of financial reports (companies) and auditors/ accountants.

To what extent to do you think that these groups should also be involved in the process of developing a European non-financial reporting standard?
Please rate as follows:
1= not at all, 2= to some extent but not much, 3= to a reasonable extent, 4= to a very great extent, N.A.

Please rate the following groups:
- Investors
- Preparers
- Auditors/accountants

Question 18. In addition to the stakeholders referred to in the previous question, to what extent to do you consider that the following stakeholders should be involved in the process of developing a European non-financial reporting standard?
Please rate as follows:
1= not at all, 2= to some extent but not much, 3= to a reasonable extent, 4= to a very great extent, N.A.

Please rate the following groups:
- Civil society representatives/NGOs
- Academics

Question 18.1 Do you consider that other stakeholder(s) should be involved in the process of developing a European non-financial reporting standard?

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

Question 18.2 Please specify which other stakeholder(s) you consider should be involved in the process of developing a European non-financial reporting standard and to what extent:
Please rate as follows:
1= not at all, 2= to some extent but not much, 3= to a reasonable extent, 4= to a very great extent, N.A.

Please provide the name and the other stakeholder(s):
- N/A

Question 19. To what extent should the following European public bodies or authorities be involved in the process of developing a European nonfinancial reporting standard?
Please rate as follows:
1= not at all, 2= to some extent but not much, 3= to a reasonable extent, 4= to a very great extent, N.A.

Please rate the following European public bodies or authorities:
- European Securities Markets Authority (ESMA)
- European Banking Authority (EBA)
- European Insurance and Occupational
- Pensions Authority (EIOPA)
- European Central Bank (ECB)
- European Environment Agency (EEA)
- Platform on Sustainable Finance

Question 19.1 Do you consider that other European public bodies or authorities should be involved in the process of developing a European non-financial reporting standard?

- Yes
- No
- Don’t know / no opinion / not relevant

Question 19.2 Please specify which other European public bodies or authorities you consider should be involved in the process of developing a European non-financial reporting standard and to what extent:
Please rate as follows:
1= not at all, 2= to some extent but not much, 3= to a reasonable extent, 4= to a very great extent, N.A.

Please provide the name and the other stakeholder(s):
- N/A

Question 20. To what extent should the following national authorities or bodies be involved in the process of developing a European non-financial reporting standard?
Please rate as follows:
1= not at all, 2= to some extent but not much, 3= to a reasonable extent, 4= to a very great extent, N.A.

Please rate the following European public bodies or authorities:
- National accounting standards-setters
- Environmental authorities

Question 20.1 Do you consider that other national authorities or bodies should be involved in the process of developing a European non-financial reporting standard?

- Yes
- No
- Don’t know / no opinion / not relevant

Question 20.2 Please specify which other national authorities or bodies you consider should be involved in the process of developing a European non-financial reporting standard and to what extent:
Please rate as follows:
1= not at all, 2= to some extent but not much, 3= to a reasonable extent, 4= to a very great extent, N.A.

Please provide the name and the other stakeholder(s):
- N/A

Please provide any comments or explanations to justify your answers to questions 8 to 20:

5000 character(s) maximum

Standardization of reporting frameworks decreases the financial and administrative burden on reporting companies and increases the (international) comparability between companies. The increase in comparability further increases the quality of non-financial information, since stakeholders would be better equipped to hold organisations accountable for their performance on non-financial matters. Therefore, we support moving towards more standardization in reporting of non-financial information and suggest the EU also continues to try to realize a broader international standard in order to ensure a global level playing field.

All relevant stakeholders, including relevant international organizations, investors, companies, accountants and auditors (national accounting standards-setters), academics, environmental authorities and civil society, should be involved by way of consultations about draft standards. Cooperation, knowledge and experience on standardization should be sought in the field of non-financial information as well as in the field of financial information.

The standard for reporting of non-financial information should align with existing international frameworks and standards currently in use by European and international companies. These include the UN Guiding Principles Reporting Framework, the OECD Guidelines for Multinational Enterprises, and the risk management framework of the Task Force on Climate-related Financial Disclosures. Furthermore, it is important that the organization responsible for developing this framework is independent and has an established reputation.

3. Application of the principle of materiality

The NFRD requires companies to disclose information "to the extent necessary for an understanding of the development, performance, position and impact of [the company's] activities." This materiality principle implies that companies reporting pursuant to the NFRD must disclose (i) how sustainability issues may affect the development, performance and position of the company; and (ii) how the company impacts society and the environment. This is the double-materiality perspective (see also the Commission's non-binding guidelines on reporting climate-related). The two "directions" of materiality are distinct although there can information, section 2.2, page 4 be feedbacks from one to the other. For example, a company that with severe impacts on the environment or society may incur reputational or legal risks that undermine its financial performance.

'Material' information is defined in Article 2(16) of the Accounting Directive as "the status of information where its omission or misstatement could reasonably be expected to influence decisions that users make on the basis of the financial statements of the undertaking. The materiality of individual items shall be assessed in the context of other similar items." This definition is geared towards financial reporting, which is principally intended to serve the needs of investors and other creditors. By contrast, non-financial information serves the needs of a broader set of stakeholders, as it relates not only to the increasing impact of non-financial matters on the financial performance of the company, but also to its impacts on society and the environment. This may imply the need to provide an alternative definition of materiality for application in the context of non-financial reporting, or at least additional guidance on this issue.

Question 21. Do you think that the definition of materiality set-out in Article 2 (16) of the Accounting Directive is relevant for the purposes of determining which information is necessary to understand a company's development, performance and position?

- Not at all
- To some extent but not much
- To a reasonable extent
- To a very great extent
- Don't know / no opinion / not relevant

Question 22. Do you think that the definition of materiality set-out in Article 2 (16) of the Accounting Directive is relevant for the purposes of determining which information is necessary to understand a company's impacts on society and the environment?

- Not at all
- To some extent but not much
- To a reasonable extent
- To a very great extent
- Don't know / no opinion / not relevant

Question 23. Do you think that the definition of materiality set-out in Article 2 (16) of the Accounting Directive is relevant for the purposes of determining which information is necessary to understand a company's development, performance and position?

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

Question 23.1 If you do think there is a need to clarify the concept of 'material' non-financial information, how would you suggest to do so?
5000 character(s) maximum

Question 24. Should companies reporting under the NFRD be required to disclose their materiality assessment process?

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

Please provide any comments or explanations to justify your answers to questions 21 to 24:
5000 character(s) maximum

We recognize the need to clarify the concept of 'material' non-financial information in light of the double materiality principle. 'Material' should more explicitly refer not only to how society and the environment impacts the company but also how the company impacts society and the environment.

Additionally, further guidance should be developed by the Commission to help companies understand what is expected in light of an alternative definition of material information and the explicit mention of the double materiality principle.

Research by the Dutch Authority for the Financial Markets shows that companies more often report on the impact the relevant themes (environment, social and employee matters etc.) have on the company, and less often on the impact the company has on these relevant themes. The double impact regarding how the company impacts society and the environment should also include the description of the due diligence processes implemented with respect for human and labor rights and the environment, in line with the OECD Guidelines for Multinational Enterprises and UN Guiding Principles for Business and Human Rights.

4. Assurance

The NFRD requires that the statutory auditor or audit firm checks whether the non-financial statement has been provided if a firm falls within the scope of the Directive.

Article 34 of the Accounting Directive requires that the financial statements are audited, and that the statutory auditor or audit firm express an opinion whether the management report (i) is consistent with the financial statements for the same financial year; and (ii) has been prepared in accordance with the applicable legal requirements. Article 34 of the Accounting Directive also requires the statutory auditor or audit firm to state whether it has identified material misstatements in the management report and to give an indication of the nature of such material misstatements. However, the non-financial statement published pursuant to the NFRD – whether contained in the management report or a separate report – is explicitly excluded from the scope of Article 34 of the Accounting Directive. Consequently, the NFRD does not require any assurance of the content of the non-financial statement.

Question 25. Given that non-financial information is increasingly important to investors and other users, are the current differences in the assurance requirements between financial and non-financial information justifiable and appropriate?

- ○ Not at all
- ○ To some extent but not much
- ○ To a reasonable extent
- ○ To a very great extent
- ○ Don't know / no opinion / not relevant

Question 26. Should EU law impose stronger assurance requirements for non-financial information reported by companies falling within the scope of the NFRD?

- ○ Yes
- ○ No
- ○ Don't know / no opinion / not relevant

There are two types of assurance engagement a practitioner can perform:

- Reasonable assurance reduces the risk of the engagement to an acceptably low level in the given circumstances. The conclusion is usually provided in a positive form of expression and states an opinion on the measurement of the subject matter against previously defined criteria.
- Limited assurance engagements provide a lower level of assurance than the reasonable assurance engagements. The conclusion is usually provided in a negative form of expression by stating that no matter has been identified by the practitioner to conclude that the subject matter is materially misstated.

Question 27. If EU law were to require assurance of non-financial information published pursuant to the NFRD, do you think that it should require a reasonable or limited assurance engagement on the non-financial information published?

- ○ Reasonable
- ○ Limited
- ○ Don't know / no opinion / not relevant

Question 28. If EU law were to require assurance of non-financial information published pursuant to the NFRD, should the assurance provider assess the reporting company's materiality assessment process?

- ○ Yes
- ○ No
- ○ Don't know / no opinion / not relevant

Question 29. If assurance of non-financial information was required by EU law, should the assurance provider be required to identify and publish the key engagement risks, their response to these risks and any related key observations (if applicable)?

- ○ Yes
- ○ No
- ○ Don't know / no opinion / not relevant

Question 30. If assurance of non-financial information was required by EU law, do you think that assurance engagements should be performed based on a common assurance standard?

- ○ Yes
- ○ No
- ○ Don't know / no opinion / not relevant

Question 30.1 If you answered yes in reply to the previous question, please explain whether there is an existing assurance standard that could be used for this purpose or whether a new standard would need to be developed:

5000 character(s) maximum

Question 31. Do you think that an assurance requirement for non-financial information is dependent on companies reporting against a specific nonfinancial reporting standard?

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

Question 32. Do you publish non-financial information that is assured?

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

Question 32.1 If you do publish non-financial information and that information is assured, please indicate the annual costs of such assurance:

5000 character(s) maximum

Question 32.2 If you provided an answer to the previous question, please describe the scope of the assurance services provided (issues covered, reasonable/limited, etc.):

5000 character(s) maximum

Please provide any comments or explanations to justify your answers to questions 25 to 32:

5000 character(s) maximum

We recognize the importance of non-financial information and the potential benefits of assurance for improving the quality of non-financial information. In the Netherlands accountants provide assurance on the presence of non-financial information in the management report and its compatibility with the financial statements. Above, the accountant states if the report on NFI contains material inaccuracies from the perspective of the knowledge and understanding of the company and its environment that the accountant obtained during his investigation of the annual financial statements. Any assurance requirements to be added to the Directive on NFI should be proportional to the size of businesses. Where costs and benefits of (additional) assurance are proportional, the possible gradual integration of (additional) assurance requirements for non-financial information should be explored. A system of gradually growing assurance can be introduced as more robust metrics get developed. The added value to society and the environment of assurance requirements for non-financial information should be weighed against the additional financial and administrative burden for reporting companies. Therefore, if the Commission decides to propose any form of assurance, we look forward to the cost analysis in the impact assessment of the proposal.

A difference in assurance requirements between financial and non-financial information is justifiable and appropriate, since the character of the non-financial information differs from the character of financial information. These differences relate amongst others to the following:

- The field of non-financial information is broader than the field of financial information. This means that additional expertise/ specialists need to be involved in the audit of non-financial information. It is therefore likely more difficult and expensive to form a complete opinion on all financial and non-financial information in a single statement of the auditor.
- Many basic principles that play an important role in the approach of an audit of financial information, don't exist for non-financial information. For instance, the quantitative non-financial information is not reported in a single currency, there is no system like double-entry bookkeeping, there is no closed system of values that adds up to the same totals (like assets, capital and reserves), and the registrations are often stand-alone.
- For non-financial information the qualitative information is as important as the quantitative information.

5. Digitisation

The EU has introduced a structured data standard, the European Single Electronic Format (ESEF) under the Transparency Directive. With effect from 1 January 2020 listed companies in the EU shall report their annual financial reports in XHTML (audited financial statements, management report and issuer's responsibility statements). Additionally, if the consolidated financial statements are prepared in IFRS, the XHTML document should also be tagged using iXBRL elements specified in the ESEF taxonomy. This allows the information to be machine-readable. This is expected to produce a number of benefits, including cost saving for users of annual financial reports, greater speed, reliability and accuracy of data handling, improved analysis, and better quality of information and decision-making.

Additionally, the Commission is exploring opportunities to establish a single access point for public corporate information. In this respect, the Commission expects the High-level Forum on CMU to examine this topic and formulate recommendations from the Capital Markets angle in the coming months.

Question 33. To what extent do you agree or disagree with the following statements regarding digitalisation of non-financial information?
Please rate as follows:
1= totally disagree, 2= mostly disagree, 3= partially disagree and partially agree, 4= mostly agree, 5= totally agree, Don't know/ no opinion/ not relevant

Please rate the following statements:
- It would be useful to require the tagging of reports containing non-financial information to make them machine-readable.
- The tagging of non-financial information would only be possible if reporting is done against standards.
- All reports containing nonfinancial information should be available through a single access point.

Question 34. Do you think that the costs of introducing tagging of non-financial information would be proportionate to the benefits this would produce?

- ○ Not at all
- ○ To some extent but not much
- ○ To a reasonable extent
- ○ To a very great extent
- ○ Don't know / no opinion / not relevant

Question 35 Please provide any other comments you may have regarding the digitalisation of sustainability information:
5000 character(s) maximum

N.A.

Please provide any comments or explanations to justify your answers to questions 33 to 35:
5000 character(s) maximum

N.A.

6. Structure and location of non-financial information

The default requirement of the NFRD is that companies under scope shall include their non-financial statement in their annual management report. However, the NFRD also allows Member States to allow companies to disclose the required non-financial information in a separate report under certain conditions, and most Member States took up that option when transposing the Directive. Companies can be allowed by national legislation to publish such a report up to six months after the balance sheet date.

The publication of non-financial information in a separate report has a number of consequences, including:

- separate reports that include non-financial information are out of the legal mandate of the national competent authorities, whose mandate over periodic reports is limited to the annual and semi-annual financial reports (which include the management report).
- separate reports that include non-financial information are not required to be filed in the Officially Appointed Mechanisms (OAMs) designated by Member States pursuant to Article 21(2) of the Transparency Directive.

Question 36. Other consequences may arise from the publication of the non-financial statement as part of a separate report. To what extent do you agree with the following statements:
Please rate as follows:
1= not at all, 2= to some extent but not much, 3= to a reasonable extent, 4= to a very great extent, N.A.

Please rate the following statements:
- The option to publish the non-financial statement as part of a separate report creates a significant problem because the non-financial information reported by companies is hard to find (e.g. it may increase search costs for investors, analysts, ratings agencies and data aggregators).
- The publication of financial and non-financial information in different reports creates the perception that the information reported in the separate report is of secondary importance and does not necessarily have implications in the performance of the company.

Question 37. Do you believe that companies should be required to disclose all necessary non-financial information in the management report?

- ○ Yes
- ○ No
- ○ Don’t know / no opinion / not relevant

Question 38. If companies are allowed to publish the required non-financial information in a report that is separate from the management report, to what extent do you agree with the following approaches?
Please rate as follows:
1= totally disagree, 2= mostly disagree, 3= partially disagree and partially agree, 4= mostly agree, 5= totally agree, Don’t know/ no opinion/ not relevant

Please rate the following approaches:
- Legislation should be amended to ensure proper supervision of information published in separate reports.
- Legislation should be amended to require companies to file the separate report with Officially Appointed Mechanisms (OAMs).
- Legislation should be amended to ensure the same publication date for management report and the separate report.

Question 38.1 Please provide any comments regarding the location of reported non-financial information:
5000 character(s) maximum

N.A.

Question 39. Do you consider that the current segregation of non-financial information in separate non-financial and corporate governance statements within the management report provides for effective communication with users of company reports?

- ○ Not at all
- ○ To some extent but not much
- ○ To a reasonable extent
- ○ To a very great extent
- ○ Don't know / no opinion / not relevant

Please provide any comments or explanations to justify your answers to questions 36 to 39:

5000 character(s) maximum

In the Netherlands all material non-financial information must be disclosed in the management report. We believe there is added value to disclosing all non-financial information in the management report. The reason for this is that the inclusion of the non-financial information in the management report can be helpful in forming an opinion on the various organisational aspects that are important for the long-term objectives of the organisation. It also provides more clarity for the users of the information, as all information regarding a company can be found in one document.

7. Personal scope (which companies should disclose)

The NFRD currently applies to large Public-Interest Entities (PIEs) with more than 500 employees. In practice this means large companies with securities listed in EU regulated markets, large banks (whether listed or not) and large insurance companies (whether listed or not) – all provided that they have more than 500 employees.

The Accounting Directive defines large undertakings as those that exceed at least two of the three following criteria:

a. balance sheet total: EUR 20 000 000;
b. net turnover: EUR 40 000 000;
c. average number of employees during the financial year: 250.

Some Member States have extended the personal scope of the NFRD by lowering the threshold to 250 employees, in effect capturing all large PIEs.

Companies that are a subsidiary of another company are exempt from the reporting requirements of the NFRD if their parent company publishes the necessary non-financial information at consolidated level in accordance with the NFRD.

There are a number of potential arguments to support the extension of the personal scope of the NFRD:

- Changes in the legislative framework: following the adoption of the Regulation on sustainability-related disclosure in the financial services sector and of the Taxonomy Regulation, investors may require non-financial information from a broader range of investees in order to comply with their own sustainability-related reporting requirements.
- Large unlisted companies can have significant impacts on society and the environment. There may therefore be no a priori reason to differentiate between listed and non-listed companies in this respect. In addition, the difference in treatment between listed and non-listed companies in this regard may serve as a disincentive for companies to become listed, and therefore undermine the attractiveness of capital markets.
- Exempting PIEs that are subsidiaries limits the information about impacts on society and the environment, thus undermining the ability of stakeholders of such exempted subsidiaries to hold them accountable for their impacts on society and the environment, especially at local and national level.

Question 40. If the scope of the NFRD were to be broadened to other categories of PIEs, to what extent would you agree with the following approaches?

Please rate as follows:
1= totally disagree, 2= mostly disagree, 3= partially disagree and partially agree, 4= mostly agree, 5= totally agree, Don't know/ no opinion/ not relevant

Please rate the following approaches:

- Expand scope to include all EU companies with securities listed in regulated markets, regardless of their size.
- Expand scope to include all large public interest entities (aligning the size criteria with the definition of large undertakings set out in the Accounting Directive: 250 instead of 500 employee threshold).
- Expand scope to include all public interest entities, regardless of their size.

Question 41. If the scope of the NFRD were to be broadened to non-PIEs, to what extent would you agree with the following approaches?
Please rate as follows:
1= totally disagree, 2= mostly disagree, 3= partially disagree and partially agree, 4= mostly agree, 5= totally agree, Don't know/ no opinion/ not relevant

Please rate the following approaches:

- Expand the scope to include large non-listed companies.
- Remove the exemption for companies that are subsidiaries of a parent company that reports nonfinancial information at group level in accordance with the NFRD.
- Expand the scope to include large companies established in the EU but listed outside the EU.
- Expand the scope to include large companies not established in the EU that are listed in EU regulated markets.
- Expand scope to include all limited liability companies regardless of their size.

Question 42. If companies were required to disclose non-listed non-financial information, do you consider that there should be a specific competent authority in charge of supervising their compliance with that obligation?

- ○ Yes
- ○ No
- ○ Don't know / no opinion / not relevant

Question 42.1 If you consider that there should be a specific competent authority in charge of supervising non-listed companies' compliance with the obligation of disclosing non-financial information, please specify who in your opinion should carry out this task (National Competent Authorities, European Supervisory Authorities, other...) and how:
5000 character(s) maximum

Due to the nature of their activities, credit institutions and insurance undertakings have larger balance sheets than non-financial corporations. Hence, the vast majority of such institutions will exceed the balance sheet threshold in the definition of large undertakings set-out in the Accounting Directive. Moreover, the application of some public disclosure requirement of EU prudential regulation for credit institutions and insurance undertakings is defined based on various size thresholds.

For example:

- the includes in Regulation on prudential requirements for credit institutions and investment firms its definition of large credit institutions those with a total value of assets equal to or greater than EUR 30 billion;
- the same Regulation defines small and non-complex institutions as those that have EUR 5 billion or less total assets;
- the consultation paper published by EIOPA in October 2019 proposes to revise article 4 thresholds of Solvency II (below which entities are excluded from the scope of Solvency II), doubling the thresholds related to the technical provisions (from EUR 25M provisions to EUR

50M) and allowing Member States to set the threshold referring to premium income between the current EUR 5M and until a maximum of EUR 25M.

Question 43. To what extent do you agree with the following statements relating to possible changes of the personal scope of the NFRD for financial institutions?
Please rate as follows:
1= totally disagree, 2= mostly disagree, 3= partially disagree and partially agree, 4= mostly agree, 5= totally agree, Don't know/ no opinion/ not relevant

Please rate the following statements:
- The threshold criteria for determining which banks have to comply with the NFRD provisions should be different from those used by Non-Financial Corporates.
- The threshold criteria for determining which insurance undertakings have to comply with the NFRD provisions should be different from those used by Non-Financial Corporates.

Please provide any comments or explanations to justify your answers to questions 40 to 43:
5000 character(s) maximum

We support the inclusion of all large companies and all listed companies under the revised directive. A level playing field needs to be ensured when considering revising the criteria for companies to be included under the reporting directive.

We support a simplified framework for voluntary reporting by SMEs, requiring that any non-financial information SMEs decide to report on is in accordance with the adopted standard that is adapted to the size of these companies. This would stimulate uniformity, while avoiding mandatory administrative costs and green washing.

For further enlargement to medium sized companies, it is necessary to first evaluate the enlargement to all large and all listed companies. When the amendment of the NFRD will also include the adoption of a standard, the effects of the use of that standard should first be evaluated. To determine the level of information required for medium sized enterprises, reporting by all large and all listed companies according to the adopted standard should be evaluated. The extent of the information required should be proportional to the size of the companies. Medium sized companies should report on a lower level than large companies.

With any extension of the scope of the NFRD, the additional costs and administrative burden should be proportionate with foreseen benefits for society and the environment. Therefore if the Commission decides to propose an extension of the scope, we look forward to the cost analysis in the impact assessment of the proposal.

8. Simplification and reduction of administrative burdens for companies

Question 44. Does your company publish non-financial information pursuant to the NFRD?

- ○ Yes
- ○ No
- ○ Don't know / no opinion / not relevant

Question 44.1 If your company publishes non-financial information pursuant to the NFRD, please state how much time the employees of your company spend per year carrying out this task, including time of retrieving, analyzing and reporting the information?

Please provide your answer in terms of full-time-equivalents (FTEs, 1 FTE = 1 employee working 40h a week during 250 working days per year). Please provide your answer for reports published in 2019, covering financial year 2018.

5000 character(s) maximum

Question 44.2 Please state the total cost per year of any external services, excluding the cost of any assurance or audit services, that you contracted to assist your company to comply with the requirements of the Non-Financial Reporting Directive. Please provide your answer for reports published in 2019, covering financial year 2018.

5000 character(s) maximum

The majority of Member States have transposed the NFRD requirements into national legislation making very few changes to the wording of the legal provisions. Therefore, in the majority of the national legal frameworks, companies are required to comply with national legislation that is quite high level, not very prescriptive and do not require the use of any particular reporting standard.

Question 45 To what extent do you agree with the following statements?
Please rate as follows:
1= totally disagree, 2= mostly disagree, 3= partially disagree and partially agree, 4= mostly agree, 5= totally agree, Don't know/ no opinion/ not relevant

Please rate the following statements:

- Companies reporting pursuant to the NFRD face uncertainty and complexity when deciding what nonfinancial information to report, and how and where to report such information.
- Companies are under pressure to respond to individual demands for nonfinancial information from sustainability rating agencies, data providers and civil society, irrespective of the information that they publish as a result of the NFRD.
- Companies reporting pursuant to the NFRD have difficulty in getting the information they need from business partners, including suppliers, in order to meet their disclosure requirements.

Please provide any comments or explanations to justify your answers to questions 44 to 45:
5000 character(s) maximum

N.A.