

HISTORICAL PERSPECTIVE OF SECURITIES LAWS

M S SAHOO*

The two exclusive legislations that governed the securities market till early 1992 were the Capital Issues (Control) Act, 1947 (CICA) and the Securities Contracts (Regulation) Act, 1956 (SCRA). The CICA had its origin during the war in 1943 when the objective was to channel resources to support the war effort. Control of capital issues was introduced through the Defence of India Rules in May 1943 under the Defence of India Act, 1939. The control was retained after the war with some modifications as means of controlling the raising of capital by companies and to ensure that national resources were channeled into proper lines, i.e., for desirable purposes to serve goals and priorities of the government, and to protect the interests of investors. The relevant provisions in the Defence of India Rules were replaced by the Capital Issues (Continuance of Control) Act in April 1947. This Act was made permanent in 1956 and enacted as the Capital Issues (Control) Act, 1947. Under the Act, the Controller of Capital Issues was set up which granted approval for issue of securities and also determined the amount, type and price of the issue. This Act was, however, repealed in 1992 as a part of liberalization process to allow the companies to approach the market directly provided they issue securities in compliance with prescribed guidelines relating to disclosure and investor protection.

Though the stock exchanges were in operation, there was no legislation for their regulation till the Bombay Securities Contracts Control Act was enacted in 1925. This was, however, deficient in many respects. Under the constitution which came into force on January 26, 1950, stock exchanges and forward markets came under the exclusive authority of the Central Government. The Government appointed the A. D. Gorwala Committee in 1951 to formulate a legislation for the regulation of the stock exchanges and of contracts in securities. Following the recommendations of the Committee, the SCRA was enacted in 1956 to provide for direct and indirect control of virtually all aspects of securities trading and the running of stock exchanges and to prevent undesirable transactions in securities. It has undergone several modifications since its enactment and even today an amendment is awaiting approval of the Parliament. It gives Central Government regulatory jurisdiction over (a) stock exchanges through a process of recognition and continued supervision, (b) contracts in securities, and (c) listing of securities on stock exchanges. As a condition of recognition, a stock exchange complies with conditions prescribed by Central Government. Organised trading activity in securities is permitted on recognised stock exchanges.

The authorities have been quite sensitive to requirements of the development of securities market, so much so that the last decade (1992-2003) witnessed nine special legislative interventions, including two new enactments, namely the Securities and Exchange Board of India (SEBI) Act, 1992 and the Depositories Act, 1996. The SCRA, the SEBI Act and the Depositories Act were amended six, five and three times respectively during the same period. The developmental need was so urgent at times, that the last decade witnessed five ordinances relating to securities laws. Besides, a number of other legislations (the Income Tax Act, the Companies Act, the Indian Stamps Act, the Bankers' Book Evidence Act, the Benami Transactions (Prohibition) Act etc.) having bearing on securities markets have been amended in the recent past to complement amendments in securities laws.

The legal reforms began with the enactment of the SEBI Act, 1992, which established SEBI with statutory responsibilities to (i) protect the interest of investors in securities, (ii) promote the development of the securities market, and (iii) regulate the securities market. This was followed by repeal of the Capital Issues (Control) Act, 1947 in 1992 which paved way for market determined allocation of resources. Then followed the Securities Laws (Amendment) Act in 1995, which extended SEBI's jurisdiction over corporates in the issuance of capital and

* FCS, Chief General Manager, SEBI. The explanation and understanding provided in this paper are of the author and not necessarily of his employer.

transfer of securities, in addition to all intermediaries and persons associated with securities market. It empowered SEBI to appoint adjudicating officers to adjudicate wide range of violations and impose monetary penalties and provided for establishment of Securities Appellate Tribunals (SATs) to hear appeals against the orders of the adjudicating officers. Then followed the Depositories Act in 1996 to provide for the establishment of depositories in securities with the objective of ensuring free transferability of securities with speed, accuracy and security. It made securities of public limited companies freely transferable subject to certain exceptions; dematerialised the securities in the depository mode; and provided for maintenance of ownership records in a book entry form. The Depositories Related Laws (Amendment) Act, 1997 amended various legislations to facilitate dematerialization of securities. The Securities Laws (Amendment) Act, 1999 was enacted to provide a legal framework for trading of derivatives of securities and units of CIS. The Securities Laws (Second Amendment) Act, 1999 was enacted to empower SAT to deal with appeals against orders of SEBI under the Depositories Act and the SEBI Act, and against refusal of stock exchanges to list securities under the SCRA. The next intervention is the SEBI (Amendment) Act, 2002 which enhanced powers of SEBI substantially in respect of inspection, investigation and enforcement. The latest and the ninth legislative intervention namely the Securities Laws (Amendment) Bill, 2003 introduced in the monsoon session of the Parliament to amend the SCRA to provide for demutualisation of stock exchanges is awaiting approval. The approval to this bill is a matter of time as it is a money bill. This paper explains the provisions in these nine legislative interventions in a historical perspective.

A: Repeal of Capital Issues (Control) Act, 1957

It is believed that a liberalised securities market helps promote economic growth. The more liberalised a securities market is, the better is its impact on economic growth. Interventions in the securities market were originally designed to help governments expropriate much of the seigniorage and control and direct the flow of funds for favoured uses. These helped governments to tap savings on a low or even no-cost basis. Besides government used to allocate funds from the securities market to competing enterprises and decide the terms of allocation. The result was channelisation of resources to favoured uses rather than sound projects. In such circumstances accumulation of capital per se meant little, where rate of return on some investments were negative while extremely remunerative investment opportunities were foregone. This kept the average rate of return from investment lower than it would otherwise have been and, given the cost of savings, the resulting investment was less than optimum.

The implication of the above regime is illustrated in Figure 1. The vertical axis represents cost of capital and rate of return on investment and the horizontal axis represents the amount of capital raised from the securities market. With intervention, the demand for investment is represented by $D_d D$, which indicates lower average rate of return corresponding to sub-optimal resource allocation. As the level of investment increases to OD , the maximum permitted by the authorities, the average rate of return decreases as relatively less remunerative investments are approved. SS represents the supply of capital. This results in an investment of K . If, however, intervention is withdrawn, rate of return will go up causing a shift in demand for investment schedule to $D_1 D_1$, which will be downward sloping throughout. This would result in higher investment and consequently income. This would shift supply schedule of capital to $S_1 S_1$. The investment would further increase to K^* and rate of return would improve to r^* . Rate of return improves because removal of intervention rations out low yielding investments. As the cost of capital goes up, the entrepreneurs are likely to switch to less capital-intensive technologies. Such technologies may not only raise the average productivity of capital, but also represent appropriate technology provided by relative availability and cost of labour and capital in the economy. Letting rate of return be determined by the market mechanism would reduce or even eliminate the costs involved in credit rationing arrangements and thereby enhance the efficiency of the economy as a whole.

The allocation of resources by government, rather than by market, contributed to shrinkage of the securities market. When subject to effective expropriation through suppressed return on investment, people naturally seek a proper reward elsewhere, either through capital flight, through a retreat to underground or through the hoarding of goods. People keep their savings out of the markets. The underground sector allocates the resources, but relatively inefficiently.

As a part of the liberalisation process, the CICA was repealed by an Ordinance on May 29, 1992 paving way for market determined allocation of resources. With this the office of Controller of Capital Issues was abolished

and the cost of rationing the resources was saved. The Act earlier required a firm wishing to issue securities to obtain prior approval from the government, which also determined the amount, type and price of the issue. Now the eligible firms comply with the specified requirements and access the market to raise as much resources and at such terms as the market can bear. In the issues made through book building, the investors have freedom to subscribe for the securities at the prices they consider appropriate.

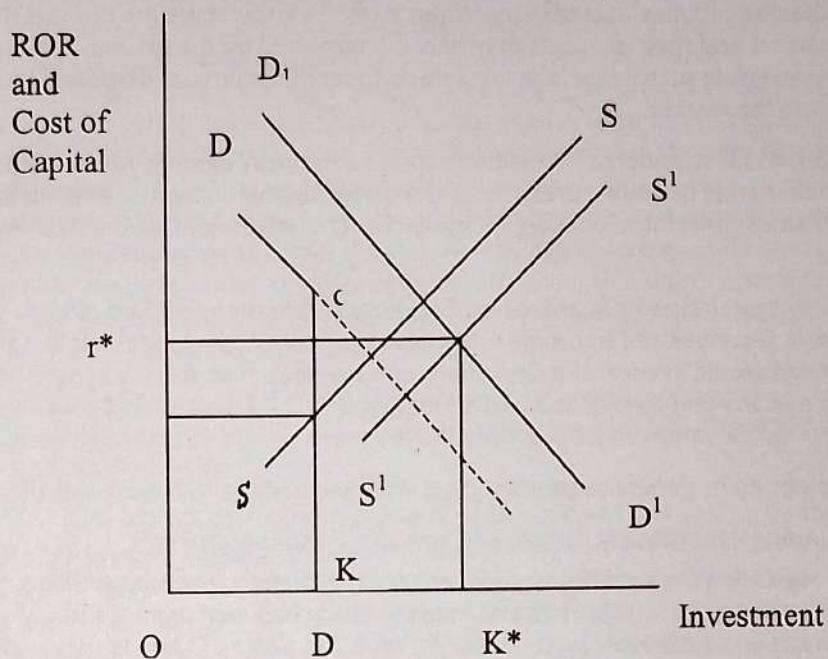


Figure 1: Effect of liberalisation of Securities Market

B. Enactment of the SEBI Act, 1992

Liberalisation does not mean scrapping of all codes and statutes. It rather means replacement of one set by another set of more liberal code / statute, which influence or prescribe the way the private sector agents should carry out their activities. In the context of securities market, the regulations are necessary for the following reasons:

- (i) The correction of identified market imperfections and failures. There are many potential market imperfections in securities market such as inadequate information, asymmetric information, difficulty in ascertaining the quality of contracts at the point of purchase, imprecise definitions of products and contracts, under-investment in information, agency costs and principal agent problems. In a regulation free environment, these imperfections impose costs on investors in securities. A high degree of information disclosure is required to make investors effective in the market place. If the regulation requires the issuer or intermediaries to provide necessary information, this adds cost to them but reduces cost on consumers.
- (ii) Substantial economies of scale to be derived from collective regulation and supervision of issuers and intermediaries. As investment contracts are long-term in nature and often involve a fiduciary role in a principal-agent relationship, there is need for continuous monitoring. In the absence of regulation and supervision by a specialist agency, which offers certain minimum standards, investors are required to spend time, effort and resources in investigating and monitoring issuers and intermediaries. This entails two types of costs: (a) substantial duplication and hence excessive social costs as all investors are duplicating the same process, (b) the loss of economies of scale that are derived through a specialist regulator/supervisor acquiring expertise and establishing effective authorization and monitoring system. In the

absence of such an agency, an occasional investor would find investigation and monitoring excessive and free-rider problem are likely to arise.

- (iii) Signaling minimum standards of quality enhances confidence in markets. With a known asymmetric information problem, risk averse investors may exit the market altogether. In its extreme form the market breaks down completely as potential investors know there are high and low quality products but they cannot distinguish them *ex ante*, while the issuers can make the distinction but are unable or unwilling to communicate the distinction with credibility. When investors know there are low quality products in the market, good issuers and their products may become tarnished by the generalized reputation of poor products and suppliers. In such a case, the regulator is to set minimum standards and thereby remove the bad products from the market.

With these objectives, it was considered necessary to create a statutory agency, which would ensure fair play in the market, develop fair market practices, prescribe and monitor conduct of issuers and intermediaries so that the securities market enables efficient allocation of resources. The enactment of the SEBI Act, 1992 was an attempt in this direction.

Constitution : The Act established a Board, called Securities and Exchange Board of India (SEBI), to protect the interests of investors in securities and to promote the development of and to regulate the securities market. It prescribed that the Board would consist of a Chairman, one member each from amongst the officials of the finance ministry, the law ministry and the RBI and two other members. In order to avoid conflict of interest, it was provided that a member shall be removed from office if he is appointed as a director of a company.

Functions : In addition to its general responsibility, it was assigned the following specific responsibilities:

- (a) regulating the business in stock exchanges and any other securities markets,
- (b) registering and regulating the working of stock brokers, sub-brokers, share transfer agents, bankers to an issue, trustee of trust deeds, registrars to an issue, merchant bankers, underwriters, portfolio managers, investment advisors and such other intermediaries,
- (c) registering and regulating working of CIS, including mutual funds,
- (d) promoting and regulating self regulatory organizations (SROs),
- (e) prohibiting fraudulent and unfair trade practices relating to securities market,
- (f) promoting investor education and training of intermediaries,
- (g) prohibiting insider trading in securities,
- (h) regulating substantial acquisition of shares and takeover of companies,
- (i) calling for information from, undertaking inspection, conducting inquiries and audits of the stock exchanges, intermediaries and SROs,
- (j) performing such functions and exercising such powers under the SCRA as may be delegated by the Central Government, (This was done in the interest of integrated regulation. Then all the powers under the SCRA were exercisable by Central Government. Until SEBI stabilizes, it was considered desirable that important powers are not transferred from Central Government, but delegated to SEBI.)
- (k) levying fees or other charges for carrying the above purposes,
- (l) conducting research for the above purposes and
- (m) performing such other functions as may be prescribed.

The Board was empowered to delegate any of its powers and functions under the Act (except powers to make regulations) to any member, officer of the Board or any other person.

Autonomy and Accountability : The Central Government being accountable to Parliament, the SEBI Act granted powers of last resort to Central Government. It obligated SEBI, in exercise of its powers and performance of its functions, to be bound by the directions of the Central Government on questions of policy. Whether a question is one of policy or not shall be decided by the Central Government. Further, the Central Government

was empowered to supersede the Board for a period not exceeding six months if it is of the opinion that the Board is unable to discharge the functions and the duties under the Act on account of grave emergency, or the Board has persistently defaulted in complying with any directions issued by the Central Government under the Act and as a result of such default the financial position or the administration of the Board has deteriorated, or the circumstances exist which render it necessary in the public interest to do so. The Board was obligated to furnish to the Central Government such returns and statements and such particulars in regard to any proposed or existing programme for the promotion and development of the securities market, as the Central Government may, from time to time, require. The Board was also obligated to submit to Central Government a report in the prescribed form giving a true and full account of its activities, policy and programmes during the previous year within 60 days (increased to 90 days by 1995 amendment) of the end of each financial year. A copy of this report shall be laid before each house of parliament. While the Act empowered Central Government to make rules for carrying out the purposes of the Act, it empowered SEBI to make regulations, with the previous approval of Central Government, consistent with the Act and the rules, to carry out the purposes of the Act. In order to ensure accountability, it was provided that all the rules and regulations made under the Act shall be laid before each house of parliament. It was also provided that any person aggrieved by an order of the Board under the Act may prefer an appeal to the Central Government. The Act empowered Central Government to exempt, in public interest, any person or class of persons dealing in securities from the requirements of registration.

In the interest of autonomy of SEBI, it was empowered to levy fees or other charges for carrying on the purposes of the Act. This power to levy fees has been upheld by the Supreme Court in the matter of *BSE Brokers' Forum and others v. SEBI and Others*.

It was provided that no court shall take cognisance of any offence punishable under the Act or any rules or regulations made thereunder except on a complaint made by the Board with the approval of Central Government. It was further provided that no suit, prosecution or other legal proceedings shall lie against central government or any officer of the Central Government or any member, officer or other employee of the Board for anything which is in good faith done or intended to be done under this Act or the rules or regulations made thereunder.

Amendments in SCRA : All the powers under the SCRA were exercised by Central Government. The SEBI Act, however, created a Board to regulate the securities market. In the interest of integrated regulation of securities market, it was felt that only one agency (SEBI) as far as possible, should regulate the securities market. In order to do so, the SEBI Act transferred some of the powers of the Central Government under the SCRA to SEBI and empowered Central Government to delegate other powers, except power to make rules, under the SCRA to SEBI. In exercise of this power, Central Government has delegated almost all the powers under the SCRA by notifications issued in 1992 and 1994. All the powers under the Securities Contracts (Regulation) Rules, 1957 have also been transferred to SEBI in 1996.

Trading of government securities was not subject to any regulatory framework as these were not 'securities' under the SCRA. In order to develop the market for government securities, the definition of 'securities' was amended to include government securities within its ambit so that the whole regulatory framework applicable to trading of securities could apply to trading government securities also. Further, in order to avoid frequent amendments, which is time consuming, the SCRA was amended to empower Central Government to declare any other similar instrument to be securities.

C Securities Laws (Amendment) Act, 1995

In the light of experience gained with the working of the SEBI Act, 1992, it was considered desirable to expand the jurisdiction of SEBI, enhance its autonomy and empower it to take a variety of punitive actions in case of violations of the Act.

Composition of Board: As mentioned earlier, the SEBI Act made it obligatory for the central government to remove a member from the Board if he was appointed as a director of any company. This was presumably to ensure that a person would not be able to do justice to his roles as member of Board and as a member of board of directors of a company simultaneously. His interests as member of Board might clash with that of a director of a company. SEBI, being a quasi-judicial body, the members of the Board were not just expected to be impartial,

they should also appear impartial. This was precluding the appointment of people with adequate knowledge and experience in the area of securities market to Board as many of them were also involved with corporate management in various capacities. The amendment Act deleted the provision relating to disqualification of a member of Board on his being appointed as a director of a company from the statute. It inserted a new provision to make it obligatory for a member of Board, who is director of any company and who has any direct or indirect pecuniary interest in any matter coming up for consideration at a meeting of the Board, to disclose the nature of interest and refrain from participating in the deliberations or decisions of the Board with respect to that matter. Now the government can appoint people of eminence with experience in matters relating to securities market to Board. This was expected to improve the decision making potential of SEBI and enable Board to lead and guide more effectively the team of professionals working for SEBI.

Jurisdiction of SEBI: The Jurisdiction of SEBI was enlarged to register and regulate a few more intermediaries and other persons associated with the securities market. The amendment Act empowered SEBI to register and regulate the working of the intermediaries like depositories, custodians for securities and also certain other persons associated with the securities market like foreign institutional investors, credit rating agencies, venture capital funds etc. SEBI was also given blanket authority to regulate other intermediaries or persons, not named specifically in the statute, by specifying them through a notification. This obviated the need for amending SEBI Act every now and then to deal with a particular type of intermediary or a person associated with the securities market that may emerge in future.

Before the amendment Act, SEBI was being perceived as ineffective and toothless in protecting the interest of investors. This was essentially because SEBI did not have any power to control or regulate the issuers of securities. The SEBI Act listed all kinds of intermediaries to be registered and regulated by SEBI, but excluded the issuer of securities. As a result, SEBI could not directly regulate the issuers (Companies) on matters relating to issue and transfer of securities. In the absence of clear statutory mandate to SEBI to regulate issuers of securities which are governed by the Companies Act, 1956, SEBI was not able to compel the issuers to make adequate disclosures. It was rather directing its efforts only at the lead managers and merchant bankers who are intermediaries and signatories to prospectus requiring them to make adequate disclosures. Even this was being challenged in courts of law, as this was perceived beyond the jurisdiction of SEBI. This debilitating infirmity was done away with by the amendment Act which incorporated section 11A to SEBI's regulatory powers over corporates in the issuance of capital, transfer of securities and other related matters. SEBI can now specify by regulations the matters to be disclosed and the standards of disclosure required for the protection of investors in respect of issues made by bodies corporate.

Monetary Penalties : The SEBI Act originally provided for penalty of suspension and cancellation of a certificate of registration of an intermediary. Such suspension/cancellation led to cessation of business and affected innocent third parties, often adversely, who were dealing with the intermediary. Besides there were many persons other than intermediaries associated with the securities market on whom the penalty of suspension/cancellation had no bearing. In order to tackle this, the amendment Act provided for monetary penalties as an alternative mechanism to deal with capital market violations.

SEBI was empowered to adjudicate a wide range of violations and impose monetary penalties on any intermediary or other participants in the securities market. The amendment Act listed out a wide range of violations along with maximum penalties leviable. It provided for a highest penalty of Rs. 10 lakh and the violations listed were failure to submit any document, information or furnish any return, failure to maintain required books of accounts or records, carrying on any CIS without registration, failure to enter into agreement with clients, insider trading, brokers, failure to disclose substantial acquisition of shares and take-overs, etc. The amendment Act provided for three types of monetary penalties viz., - (a) a lump sum penalty for a specific violation of the Act, (b) a penalty for every day during which the violation continued, and (c) a multiple of the amount involved in the violation. The amount of penalty was determined, subject to the ceiling, by the adjudicating officer who would be guided by the factors including amount of disproportionate gain or unfair advantage wherever quantifiable made as a result of the default, the amount of loss caused to an investor or any group of investors as a result of default, and the repetitive nature of the default. It amended section 24 to provide that non-payment of penalty would be an offence punishable with fine or imprisonment under the Act.

The adjudicating officer is required to be appointed by SEBI. He shall not be an officer below the rank of a division chief of SEBI. He will hold an enquiry after giving a person reasonable opportunity of being heard for the purpose of determining if any violation has taken place and imposing penalty. To ensure fair enquiry and penalty, it was provided that appeal against the orders of adjudicating officers would lie to the SAT, which was also constituted by the amendment Act.

While the suspension or cancellation of registration continued to be regulated by regulations framed by SEBI and the appeal from the orders of the Board suspending or canceling a registration would lie to Central Government, the amendment Act provided that the monetary penalties would be imposed only in cases of violations listed in the Act by an adjudicating officer as per the Rules prescribed by the Central Government. Appeals from the orders of an adjudicating officer can be preferred to the SAT. The appeals against the orders of SAT can be preferred to the High Court.

Empowerment : The amendment Act inserted section 11B to empower SEBI to issue directions to all intermediaries and other persons associated with the securities market (i) in the interest of investors, (ii) in the interest of orderly development of the securities market, (iii) to prevent the affairs of any intermediary including a mutual fund from being conducted in a manner detrimental to the interest of investors or of the securities market, or (iv) to secure the proper management of any such entity. The Act also empowered SEBI to call for and furnish to any agency such information as necessary for efficient discharge of its functions. It vested SEBI with powers of a civil court under the Code of Civil Procedure, 1908 in respect of the following: (i) summon and enforce attendance of person and examine them on oath, (ii) inspect any books, register and other documents, (iii) discover and enforce production of books of accounts and other documents. These helped SEBI considerably to carry out investigations, conduct inquiries and inspections and levy fines against the erring intermediaries, issuers of securities and other persons associated with the securities market. SEBI was also empowered to call for information and conduct enquiries, audits and inspection of mutual funds, and other persons associated with the securities market, in addition to stock exchanges, self regulatory organizations and intermediaries provided earlier.

Autonomy of SEBI: The autonomy of SEBI was reinforced by the following provisions: (i) SEBI was vested with the powers of a civil court; (ii) Section 20A barred the jurisdiction of civil court in respect of actions or orders passed by SEBI. One can, however, prefer an appeal to the Central Government against the orders of SEBI and the jurisdiction of the High Court was not barred. This made SEBI's functioning independent of the lower civil courts and allowed quick disposal of cases by SEBI without being hamstrung by stay orders from civil courts; (iii) Section 23 was amended to extend the immunity from suit, prosecution or other legal proceedings to SEBI or any of its members, officers or employees in respect of action taken in good faith; (iv) Section 26 was amended to permit SEBI to file complaints in Courts under section 24 in respect of offences under the SEBI Act without previous sanction of the Central Government which was mandatory then even for filing routine prosecutions; (v) By amendment to section 28, the power of last resort of the Central Government to exempt any person or class of persons dealing with securities market from the requirement of registration with SEBI was withdrawn; (vi) Sections 29 and 30 were amended to provide that the conditions for grant of registration would be determined by Regulations and not by Rules; (vii) Section 30 was amended to provide that the SEBI can notify regulations without approval of the Central Government. These enabled SEBI to respond speedily to changing market conditions and enhanced its autonomy.

SEBI was armed with better weapons to regulate various participants in the securities market. The amendment Act provided that henceforth the conditions of registration shall be determined by Regulations and not under Rules as used to be before the amendment. The enactment of Rules under the Act is the prerogative of the Central Government and is a very time consuming process in contrast to Regulations which required only prior approval of Central Government. By this amendment, the requirement of prior approval was dispensed and the regulation making was brought within the exclusive domain of SEBI. This enabled SEBI to expeditiously notify and modify regulations to keep pace with rapidly changing market conditions, facilitate maintenance of market discipline, prudence and transparency and thereby strike on time.

Securities Appellate Tribunal : An efficient and effective system of regulation calls not only for firmness, but also for fairness. The amendment Act provided for establishment of one or more SATs to hear the appeals

from the orders of the adjudicating officers. Anybody not satisfied with the orders of the SAT can prefer an appeal to the High Court. This ensured fairness in the process of adjudication.

Amendments In SCRA: The amendment Act also amended SCRA. In the last few years there has been substantial improvements in the functioning of the securities market. However there were inadequate advanced risk management tools. In order to provide such tools and to deepen and strengthen the cash market, a need was felt for trading of derivatives like futures and options. But it was not possible in view of prohibitions in the SCRA. Its preamble stated that the Act was to prevent undesirable transactions in securities by regulating business of dealing therein, by prohibiting options, etc. Section 20 of the Act explicitly prohibited all options in securities. Section 16 of the Act empowered Central Government to prohibit by notification any type of transaction in any security. In exercise of this power, government by its notification in 1969 prohibited all forward trading in securities. Introduction of trading in derivatives required withdrawal of these prohibitions. The amendment Act withdrew the prohibitions by repealing section 20 of the SCRA and amending its preamble.

Traditionally the operations of the stock exchanges were limited to the area earmarked at the time of its recognition. This prevented an exchange from expanding its operations beyond the area, though it was considered desirable to introduce competition among the exchanges and technology permitted such expansion. The SCRA was amended to allow an exchange to establish additional trading floor outside its area of operation with approval of SEBI.

The SCRA, before the amendment, provided that SEBI could compel a company to list its securities on any stock exchange. Such coercion from authorities was not considered desirable in the liberalised market environment. This provision was removed from the SCRA.

The exchanges enter into listing agreements with the listed companies. The agreement casts a lot of obligations on the listed companies in the interest of investors. However, this agreement was not having any statutory backing. As a result, in cases of non-compliance with listing agreement, the exchanges used to suspend / withdraw trading of the security, which was not in the interest of investors. In order to provide statutory backing to listing agreement, which is being increasingly used to improve corporate governance, it was prescribed that where securities were listed on the application of any person, such person shall comply with the conditions of listing with the stock exchange.

The rules made under the SCRA used to be published before formal notification. Though this practice helped to consult the regulated and the public on the proposed rules, it was time consuming and the regulated could derive regulatory arbitrage before the new rule came to effect. The Amendment Act did away with the requirement of previous publication.

D. The Depositories Act, 1996

The system of transfer of ownership of securities prevailing till mid 1990s was grossly inefficient as every transfer was required to be accomplished by the physical movement of paper securities to the issuer for registration and the ownership was evidenced by the endorsement on the security certificate. The process of transfer in many cases took much longer time than two months stipulated in the Companies Act, 1956 or the SCRA. A significant proportion of transactions ended up as 'bad delivery' due to faulty compliance of paper work, mismatch of signatures on transfer deeds with the specimen records of the issuer or for other procedural reasons. Theft, forgery, mutilation of certificates and other irregularities were rampant. The inherent right of the issuer to refuse transfer of securities under section 108 of the Companies Act, 1956, along with huge paper work, printing of stationary, safe custody of securities, transportation and dispatch added to the cost of servicing paper securities, delay in settlement and restricted liquidity in securities and made investor grievance redressal time consuming and at times intractable. All these problems had not surfaced overnight but these were compounded by burgeoning trade volumes in secondary market and increasing dependence on securities market for financing trade and industry. This underscored the need for streamlining the transfer of ownership of securities which was sought to be accomplished by the Depositories Act, 1996. The Act provides a legal basis for establishment of depositories in securities with the objective of ensuring free transferability of securities with speed, accuracy and security by

(a) making the securities of public limited companies freely transferable; (b) dematerializing the securities in the depository mode; and (c) providing for maintenance of ownership records in a book entry form.

Legal Basis : The Depositories Act, 1996, read with section 12 of the SEBI Act, 1992, provides a legal basis for establishment of multiple depositories and entrusts them with responsibility of maintaining ownership records of securities and effecting transfer of securities through book entry only. The depositories render, through participants, any service connected with recording of:

- (a) allotment of securities; and
- (b) transfer of ownership of securities.

By fiction of law under section 10 of the Depositories Act, the depository is deemed to be registered owner of securities with the limited purpose of effecting transfer of ownership of security. In respect of securities held in a depository, the name of the depository appears in the records of the issuer as registered owner of securities. The depository has right to effect the transfer of securities and shall not have any other right associated with them. The owners of the securities become beneficial owners on the records of the depository in respect of the securities held in a depository. The beneficial owner has all the rights and liabilities associated with the securities. The depositories holding the securities maintain ownership records in the name of the each participant. Each such participant, as an agent of the depository, in turn, maintains ownership records of every beneficial owner in book entry form. The depository and participants have a principal and agent relationship and their relations are governed by the bye-laws of the depository and the agreement between them.

Both the depository and participant need to be registered with SEBI under section 12 of the SEBI Act, 1992, and are regulated by SEBI. Only a company formed and registered under the Companies Act, 1956 can be registered as a depository. However, before commencing business, the depository registered with SEBI has to obtain a certificate of commencement of business from SEBI. Such certificate is issued by SEBI on being fully satisfied that the depository has adequate systems and safeguards to ensure against manipulation of records and transactions. SEBI is empowered to suspend or cancel the certificate of registration of a depository as well as of the participants after giving a reasonable opportunity of hearing.

The ownership records of securities maintained by depositories/participants, whether maintained in the form of books or machine readable form, shall be accepted as *prima facie* evidence in legal proceedings. The depository is treated as if it were a bank under the Bankers' Books of Evidence Act, 1891.

The depository services shall be available in respect of the securities as may be specified by SEBI. The type of securities and the eligibility criteria for admission to the depository mode shall be determined by SEBI regulations. This provides the flexibility to SEBI, for example, to admit certain instruments like units of mutual funds and prohibit admission of certain securities like shares of private limited companies from depository mode.

Free Transferability of Securities : The securities of all public companies have been made freely transferable. The Act took away the companies' right to use discretion in effecting transfer of securities by deleting section 22A from the SCRA and by inserting section 111A in the Companies Act, 1956. These provisions, read with section 7 of the Depositories Act make the transfer of securities in any company, whether listed or not, other than a private company and a deemed public company, free and automatic. That is, once the agreed consideration is paid and the purchase transaction is settled, the buyer is automatically entitled to all the rights associated with the security. As soon as the intimation regarding delivery of security against the payment of cash (delivery v. payment) is received, the transfer will be effected by the depository or company and the transferee will enjoy all the rights and obligations associated with the security immediately. If the securities are in the depository mode, depository would effect the transfer on the basis of intimation (contract notes or some other suitable evidence) from the participants. If the securities are outside the depository mode, the company would effect the transfer on receipt of the transfer deed. For the securities in the depository mode, no transfer deed is required and other procedural requirements under section 108 of the Companies Act were dispensed with. The transferee in both the modes would be entitled to all the rights including voting rights and obligations associated with security.

However, if it is felt that the transfer of a security is in contravention of any of the provisions of the SEBI Act, 1992 or Regulations made thereunder or Sick Industrial Companies (Special Provisions) Act (SICA), 1985, the

Amendments in Other Acts: To provide for the smooth operation of the depositaries, the Depositories Act amended a few other Acts such as the Indian Stamps Act, 1989, the Companies Act, 1956, the Benami Transactions (Prohibition) Act, 1956, the Income-tax Act, 1961, the Securities and Contracts (Regulation) Act, 1956 and the Securities and Exchange Board of India Act, 1992. The major amendments in these Acts are discussed below:

An investor, before availing the services of a depository, shall enter into an agreement with a depository through a participant. The participants also required to enter into an agreement with the depository to act as the latter's agent. There will also be an agreement between the depository and the issuer of securities. The rights and obligations of depositaries, participants, issuers and investors would be governed by the agreement among them, the by-laws of the depository and the regulations of SEBI.

The depository shall record all transfers made within the depository mode on receipt of intimation from a participant. The type of intimation would be specified by SEBI regulations. The depository shall record all transfers made within the depository mode on receipt of intimation from a beneficial owner or a transferee of securities seeks to opt out of a depository in respect of any security, he shall inform the depository of his intention. The depository in turn shall make appropriate entries in its records and shall inform the depository the issuer. The issuer shall make arrangements for the issue of certificate of securities in its records and shall enter the name of the investor in its records as beneficial owner.

The depository shall thereafter enter the name of the investor in its records as beneficial owner. The depository as a registered owner in respect of that security and substitute in its records the certificates to the issuer. The issuer on receipt of certificates shall cancel them and inform the depository accordingly. An investor who holds physical securities and seeks to avail the services of a depository will surrender the certificates to the issuer. The issuer on receipt of certificates shall record the depository as registered owner of the securities. On receipt of such information, the depository shall enter in its records the names of allottees as the beneficial owners.

At the time of initial offer, if the investor opts to hold a security in the depository mode, the issuer shall be intimated concerned depository the details of allotment of securities and record the depository as registered owner of the securities. On receipt of such intimation, the depository shall make arrangements for the issue of certificate of securities in its records as beneficial owner.

At the time of initial offer to the investor to hold a security in the depository mode and vice versa, the freedom to switch from depository mode to non-depository mode and vice versa. The depository shall decide on whether or not to hold securities within the depository mode, if in depository mode, which depository system (non-depository mode) or opt for book entry system of recording ownership (depository mode). The system to give the option to the investors either to seek physical securities under the existing paper based obligation or opting for a depository based ownership records. At the time of fresh issue, the issuer is under present or opting for a depository based ownership records. Hence the issuer has given the option holding physical securities as at the time of initial offer, if the investor opts to hold a security in the depository mode and vice versa.

Supremacy of Investor: The investor has been given the option holding physical securities as at the time of initial offer, if the investor opts to hold a security in the depository mode and vice versa. The depository shall be against immobilization of securities. The Act envisages dematerialization of securities held by a depository mode as against immobilization of securities. The later refers to a situation when the depositories hold securities in physical form side by side with ownership records. In such a case physical movement of securities does not accompany the transfers but securities are in existence in the custody of the depository. What the Act envisages is that owners of securities shall be reflected through book entry system and this will not require a portion of securities is dematerialized and the other portion remains in physical form.

Partial Dematerialization of Securities: Section 9 of the Depositories Act provides that the securities held by a depository shall be dematerialized and be fungible. The Act envisages dematerialization of securities in the depository mode as a matter of convenience. After enquiry, if the CLB is satisfied of the contravention, it can direct the company/depository to make rectification in ownership records. In other words, transfer has to be effected immediately even if the transfer is contentious of SEBI Act, 1992 or SICA, 1985, subject to subsequent rectification by the CLB. Pending the completion of enquiry, CLB can suspend voting rights unless the voting rights in respect of transfer has also been suspended.

Amendment to the Indian Stamps Act : Section 8A was inserted in the Indian Stamps Act to provide for the following:

- (i) At the time of issue of securities, shares or otherwise, the Issuer shall pay the Stamp duty on the total amount of the security issued by it, whether through a depository or direct to Investors, even though there will be no physical securities (instrument) which can be stamped (executed).
- (ii) Entry into depository involves change of registered ownership as the investor becomes the beneficial owner and the depository becomes the registered owner in respect of the security. As it involves change in registered ownership, it attracts stamp duty under the existing provisions. The new section 8A, however, exempted such change of registered ownership of shares from an investor to a depository from the stamp duty.
- (iii) All transactions of securities involving change in registered ownership and/or beneficial ownership of shares within the depository mode shall not attract any stamp duty.
- (iv) If an investor opts to exit from the depository and seeks the issue of physical certificate of securities from the issuer, the issue of such certificates shall attract stamp duty as is payable on the issue of duplicate certificates.
- (v) All transactions outside the depository mode shall attract stamp duty as at present.

Amendments to the Income Tax Act : Sub-section 2A was inserted in section 45 to provide that the depositories as well as the participants would not be liable to pay any capital gains tax in respect of profits or gains arising from transfer securities held in depositories and transacted from time to time since these securities are held on behalf of the beneficial owners. In other words, inter-se transfer of securities between the participants in the books of a depository as well as between the depositories in the records of an issuer shall not be treated as transfer unless it involves change in beneficial ownership. If it involves any change in the beneficial ownership, only the beneficial owner shall be chargeable to capital gains tax, not the registered owner.

Due to fungible characteristic of the securities, while calculating capital gains tax, the cost of acquisition of securities shall not be determined with reference to cost of acquisition of specific identifiable securities, but be ascertained on the principle of first in first out. That is, the securities acquired first by the beneficial owner would be deemed to have been transferred first irrespective of the intention of the investor. This principle would be applicable only in respect of securities held in a depository.

Amendment to the Companies Act : Section 83 of the Companies Act was deleted. This did away with the mandatory requirement of each company limited by shares to distinguish the shares by distinguishing numbers, in order to introduce the concept of fungibility. The abolition of section 83, however, did not prohibit a company from having distinct numbers, although there was no mandatory requirement to that effect.

Section 108 was amended to provide that the provisions of section 108 shall apply to transfer of securities effected outside the depository mode. The provisions of section 108 shall not apply to transfers of securities effected within the depository mode.

Section 111 was amended to provide that the provisions of section 111 shall apply to a private company and a deemed public company. The new section 111A was inserted to govern the transfer of securities of a public limited company. The shares or debentures and any interest therein of a company were made freely transferable and all the rights and obligations associated with them immediately accrue to the transferee. However, if the transfer violates any of the provisions of the SEBI Act, 1992 or SICA, 1985, the depository, company, participant, investor or SEBI can make an application to the CLB. The CLB, pending completion of enquiry may make an interim order to suspend the voting rights in respect of those securities, and on completion of the enquiry, may direct the company or depository to rectify the register or records if transfer is in violation of the aforesaid provisions. During the pendency of the application with CLB, the economic rights accrue to the transferee and the transferee has a right to transfer the securities further and such further transferee shall be entitled to voting rights also.

E. The Depository Related Laws (Amendment) Act, 1997

While amending the Depositories Act, 1996, this amendment Act amended the Companies Act, 1956, the Indian Stamp Act, 1899, the State Bank of India Act, 1955, the State Bank of India (Subsidiary Banks) Act, 1959, the Industrial Development Bank of India Act, 1964, the Banking Companies (Acquisition and Transfer of Undertakings) Act, 1970, and the Banking Companies (Acquisition and Transfer of Undertakings) Act, 1980 to facilitate dematerialization of securities. The Act amended the Depositories Act to provide that the provision of the Companies Act relating to securities held in trust shall not apply to a depository in respect of such securities, even though the depository is the registered owner of the securities. It restored section 83 in the Companies Act relating to distinct numbers for securities. However, the securities held in a depository may not have distinct numbers. It amended section 111A to restrict free transferability of securities provided originally in the Depositories Act, 1996. It provided that if a company refuses to register securities within 2 months, the transferee can appeal before the CLB for registration of securities in his favour. It also provided that if the transfer is in violation of any law for the time being in force, the depository, depository participant, company, SEBI or investor may apply to CLB within 2 months for rectification of register or records. It amended the Indian Stamp Act to exempt stamp duty on transfer of beneficial ownership of units of mutual funds dealt with by a depository. (Subsequently the stamp duty was exempted on transfer of beneficial ownership of debt securities.)

F. Securities Laws (Amendment) Act, 1999

This Act has inserted provisions relating to derivatives, units of CIS and delegation of powers under the SCRA to RBI.

Derivatives : Despite withdrawal of prohibitions on derivatives by the Securities Laws (Amendment) Act, 1995, the market for derivatives, however, did not take off, as there was no regulatory framework to govern trading of derivatives. SEBI set up a 24 member Committee under the Chairmanship of Dr. L. C. Gupta on 18th November 1996 to develop appropriate regulatory framework for derivatives trading in India. The Committee submitted its report on March 17, 1998 recommending among others, that the derivatives may be declared as securities under section 2(h) (ii)(a) of the SCRA, so that the regulatory framework applicable to trading of securities could govern trading of derivatives also. Section 2 (h) of the SCRA, which provides an inclusive definition of 'securities', empowers Central Government to declare "such other" instruments as "securities". Government, however, did not declare derivatives to be securities, rather amended the SCRA, to explicitly define securities to include derivatives, probably because it's power to declare any instruments as "securities" was limited by the words "such other".

The Securities Contracts (Regulation) Amendment Bill, 1998 was introduced in the Lok Sabha on 4th July 1998 proposing to expand the definition of "securities" to include derivatives within its ambit so that trading in derivatives could be introduced and regulated under the SCRA. The Bill was referred to the Standing Committee on Finance (SCF) on 10th July 1998 for examination and report thereon. The Committee submitted its report on 17th March 1999. The committee was of the opinion that the introduction of derivatives, if implemented with proper safeguards and risk containment measures, will certainly give a fillip to the sagging market, result in enhanced investment activity and instill greater confidence among the investors/participants. The Committee after having examined the Bill and being convinced of the needs and objectives of the Bill approved the same for enactment by Parliament with certain modifications. The Bill, however, lapsed following the dissolution of 12th Lok Sabha. A fresh bill, the Securities Laws (Amendment) Bill 1999 was introduced in the Lok Sabha on 28th October 1999 incorporating the amendments proposed in the Securities Contracts Regulation (Amendment) Bill, 1998 as well as the modifications suggested by the SCF. This Bill was converted into an Act on 16th December 1999.

The Act inserted clause (aa) in section 2 to define derivatives to include: (a) a security derived from a debt instrument, share, loan whether secured or unsecured, risk instrument or contract for differences or any other form of security, and (b) a contract which derives its value from the prices, or index of prices, of underlying securities. It also inserted sub-clause (ia) in section 2 (h) to include derivatives within the ambit of securities. Since derivative contracts are generally cash settled, these may be classified as wagers. The trading in wagers being null and void under section 30 of the Indian Contracts Act 1872, it may be difficult to enforce derivatives

contracts. In order to avoid such legal uncertainties, a new section 18A was inserted to provide that notwithstanding anything contained in any other law for the time being in force, contracts in derivatives shall be legal and valid if such contracts are traded on a recognised stock exchange and settled on its clearing house in accordance with rules and bye-laws of such stock exchange. Section 23 was amended to provide that any body who enters into contract in contravention of section 18A shall be punishable.

By a notification issued on 1st March 2000, Government lifted the three-decade-old prohibition on forward trading in securities by rescinding 1969 notification. This prohibition was imposed by government in exercise of its powers under section 16 of the SCRA by a notification issued on 27th June 1969 in order to curb certain unhealthy trends that had developed in the securities market at that time and to prevent undesirable speculation. In the changed financial environment, the relevance of this prohibition had vastly reduced. Through appropriate amendments in the byelaws of the stock exchanges, carry forward transactions in securities were permitted. Similarly, periodic amendments to the aforesaid notification were made to permit repo transactions in government securities by authorised intermediaries. Even though the notification of 1969 was in force, exceptions had been carved out in course of time as market needs changed and some form of forward trading (carry forward/ready forward) was prevalent.

The provisions in the SCRA and the regulatory framework developed thereunder govern the trading in securities. The amendments of the SCRA to include derivatives within the ambit of "securities" in the SCRA made trading in derivatives possible within the framework of that Act.

Collective Investment Scheme : During mid 1990s, many companies especially plantation companies had been raising capital from investors through schemes, which were in the form of CIS. Though SEBI is authorised under the SEBI Act, 1992 to register and regulate CIS, there was no suitable regulatory framework to allow an orderly development of market for units/instruments by them. Since SEBI's jurisdiction is limited to protect the interests of investors in securities, it could not take steps to protect the interests of investors in CIS units which were not securities. In order to allow for this and to strengthen the hands of SEBI to protect interests of investors in plantation companies, the Act amended the definition of "securities" to include within its ambit the units or any other instruments issued by any CIS to the investors in such schemes. The Act empowered the Central Government to make rules to provide for the requirements, which shall be complied with by CIS for the purpose of getting their units listed on any stock exchange. Such rules have been incorporated in the Securities Contracts (Regulation) Rules. This is aimed at an orderly development of market for these units while protecting the interest of investors therein. The Act also inserted a definition of the CIS in the SEBI Act, 1992. The CIS was defined to mean any scheme or arrangement made or offered by any company under which (a) the contributions, or payments made by the investors, by whatever name called, are pooled and utilised solely for the purposes of the scheme or arrangement; (b) the contributions or payments are made to such scheme or arrangement by the investors with a view to receive profits, income, produce or property whether movable or immovable from such scheme or arrangement; (c) the property, contribution or investment forming part of scheme or arrangement, whether identifiable or not, is managed on behalf of the investors; and (d) the investors do not have day to day control over the management and operation of the scheme or arrangement. The CIS, however, does not include any scheme or arrangement (a) made or offered by a cooperative society, (b) under which deposits are accepted by non banking financial companies, (c) being a contract of insurance, (d) providing for any Scheme, Pension Scheme or the Insurance Scheme framed under the Employees Provident Fund and Miscellaneous Provision Act, 1952, (e) under which deposits are accepted under section 58A of the Companies Act, 1956, (f) under which deposits are accepted by a company declared as Nidhi or mutual benefit society under section 620A of the Companies Act, 1956, (g) falling within the meaning of Chit business as defined in clause (d) of section 2 of the Chit Fund Act, 1982 and (h) under which contributions made are in the nature of subscriptions to a mutual fund.

Delegation of Powers to RBI : The Government had power to delegate regulatory authority to SEBI. To provide additional flexibility, the Act amended section 29A of the SCRA so as to empower the Central Government to delegate powers to RBI also along with SEBI, to enable the former to regulate transactions under the SCRA as may be necessary. Now the Central Government, SEBI, and the RBI depending on their jurisdiction as may be mutually agreed upon can exercise the powers under the Act.

With the repeal of the 1969 notification in 2000, the then prevailing regulatory framework, which governed repo transactions, disappeared. It was, therefore, necessary to work out an arrangement whereby the regulators could regulate such transactions. In pursuance to this and in exercise of its newly acquired power, Central Government issued a notification on 2nd March 2000 delineating the areas of responsibility between RBI and SEBI. In terms of this notification, the powers exercisable by Central Government under section 16 of the SCRA in relation to the contracts in government securities, gold related securities, money market securities and in securities derived from these securities and in relation to ready forward contracts in bonds, debentures, debenture stock, securitised debt and other debt securities shall also be exercised by RBI. Such contracts, if executed on stock exchanges, shall, however, be regulated by (i) the rules and regulations or the byelaws made under the SCRA, or the SEBI Act or the directions issued by SEBI under these Acts, (ii) the provisions contained in the notifications issued by RBI under the SCRA, and (iii) the rules or regulations or directions issued by RBI under the RBI Act, 1934, the Banking Regulations Act, 1949 or the Foreign Exchange Regulation Act, 1973.

RBI and SEBI have also issued consequential notifications on 2nd March 2000 specifying the regulatory framework in their respective areas. In terms of RBI notification, no person can enter into any (a) contract for the sale or purchase of government securities, gold related securities and money market securities other than spot delivery contract or such other contracts traded on a recognised stock exchange as is permissible under the SCRA, rules and byelaws of such stock exchange, and (b) ready forward contracts in bonds, debentures, debentures stock, securities debt, and other debt securities. Ready forward contracts may, however, be entered into by permitted persons in all government securities put through the Subsidiary General Ledger Account held with RBI in accordance with terms and conditions as may be specified by RBI. SEBI by its notification has prohibited all contracts in securities other than such spot delivery contract or contract for cash or hand delivery or special delivery or contract in derivatives as is permissible under the SCRA or the SEBI Act and rules and regulations made thereunder and rules, regulations and byelaws of a recognised stock exchange.

G. The Securities Laws (Second Amendment) Act, 1999

The SCRA provided the right of appeal before the Central Government against refusal, omission or failure by a stock exchange to list the securities of any public company. The SEBI Act, 1992 provided for two kinds of appeals. Under section 20 of the Act, any person aggrieved by any order of the SEBI under the Act or rules or regulations made thereunder, may prefer an appeal to the Central Government. Accordingly, the Central Government had notified the SEBI (Appeal to the Central Government) Rules, 1993 and constituted an Appellate Authority for disposal of appeals. Section 15K of the Act provided for establishment of one or more SATs to hear appeals from orders of adjudicating officer of SEBI imposing monetary penalty as per Rules framed by the Central Government. Government has accordingly established a SAT at Mumbai to hear appeals from the orders of adjudicating officers. Under section 23 of the Depositories Act, 1996, any person aggrieved by an order of SEBI under the Depositories Act 1996 or Rules and Regulations made thereunder may prefer an appeal to the Central Government. Accordingly, the Central Government had notified the Depositories (Appeal to the Central Government) Rules, 1998 and constituted an Appellate Authority for disposal of appeals. Thus the Central Government was conferred with powers to dispose of appeals in respect of all matters (except disposal of appeals against the orders of adjudicating officer under the SEBI Act, 1992) under all the three Acts.

In addition, the Central Government was empowered to issue directions to SEBI and make rules under these Acts. It was empowered to approve / amend / make rules / byelaws / regulations of the stock exchanges. Further, Central Government was represented on the management of SEBI as well as of the stock exchanges. The powers of the Central Government to issue directions and to make rules and appoint members of the SEBI as well as all governing bodies of the stock exchanges were perceived as compromising on its appellate powers. The Appellate Authorities appointed by the government under the SEBI Act and the Depositories Act had been receiving and disposing of appeals in accordance with the Rules. However, since government constituted these, their orders were perceived at times as orders of the government. When an order of SEBI was struck down, even on merits, there was a feeling that SEBI's autonomy as the regulator has been compromised. In order to remove such misgivings and impart transparency and impartiality to the process of disposal of appeals and to make the administration of penal provisions in the securities laws by the regulators more accountable and impartial, the Securities Laws (Second Amendment) Act 1999 amended all the three Acts to transfer appellate functions from the Central Government to an independent body, SAT.

The Amendment Act freezed section 22 of the SCRA and inserted a new section 22A to provide for right of appeal before SAT against refusal, omission or failure by a stock exchange to list the securities of any public company within 15 days of such refusal, omission or failure. An obligation was cast on SAT to dispose off appeals as expeditiously as possible, and to endeavour to dispose of finally within six months. Section 23 was amended to provide penalty for failure to comply with orders of SAT. Similar amendments were effected in the SEBI Act, 1992 and the Depositories Act 1996. Section 15K of the SEBI Act was amended to expand jurisdiction of SAT to deal with appeals also under any other law. Section 15T was amended to empower SAT to deal with appeals from any person aggrieved by an order of SEBI as well as of an adjudicating officer under the SEBI Act. Section 20 of the SEBI Act, which provided for appeals to Central Government, was freezed. Section 23 of the Depositories Act, 1996, which provided for appeals to the Central Government, was also freezed. A new section 23A was inserted to provide for appeals to SAT under the Act. Hence, all appeals, namely the appeals against the orders of SEBI under the SEBI Act and the Depositories Act, appeals against the orders of the adjudicating officers under the SEBI Act, and appeals against refusal of stock exchanges to list securities were allowed to be preferred to SAT. It was further provided that any person aggrieved by the order of SAT may prefer appeal to High Court within 60 days.

Provisions were made in all three Acts to provide for appearance of the appellant in person or through one or more chartered accountants or company secretaries or cost accountants or legal practitioners or any of its officers before a SAT.

Central government was empowered to make rules to provide for the form in which an appeal may be filed before the SAT and the fees payable in respect of such appeals. Consequently, the SEBI (Appeal to the Central Government) Rules, 1993 and the Depositories (Appeal to the Central Government) Rules, 1998 were repealed. Government notified on 18th February 2000 three Appeal Rules, Viz. (a) Securities Appellate Tribunal (Procedure) Rules, 2000 under the SEBI Act, 1992, (b) The Depositories (Appeal to Securities Appellate Tribunal) Rules, 2000 under the Depositories Act, 1996, and (c) The Securities Contracts (Regulation) (Appeal to Securities Appellate Tribunal) Rules, 2000 under the SCRA. These rules provide for fees, form and procedure for filing appeal and the process of their disposal by the SAT. The appeals (except appeals against adjudication orders under the SEBI Act) under all three Acts need to be accompanied by a fee of Rs. 5,000/- only. The appeals against the adjudication orders need to be accompanied by a fee of Rs. 500/- if the penalty imposed is less than Rs. 10,000/-, Rs. 1,200/- if the penalty imposed is more than Rs. 10,000/- but less than Rs. 1,00,000/- and an additional Rs. 1,000/- for every additional one lakh of penalty or fraction thereof.

H. SEBI (Amendment) Act, 2002

While responding to a calling attention motion in early March, 2001 by the leader of the opposition on extreme volatility in the stock markets, Finance Minister had proposed legislative changes to further strengthen the provisions in the SEBI Act, 1992 to ensure investor protection. In pursuance to this, the SEBI (Amendment) Act, 2002 was enacted to make provisions to (i) strengthen the Securities Appellate Tribunal (SAT) and the SEBI in terms of organisational structure and institutional capacity, (ii) enhance powers of SEBI substantially, particularly in respect of inspection, investigation and enforcement, and (iii) strengthen penal framework by prescribing a few more offences in the SEBI Act and enhancing the monetary penalties for various offences.

Strengthening Organisations : Before the Amendment Act, 2002, SEBI consisted of a Chairman and five other members to be appointed by the Central Government. Of the five members, three represented Ministry of Finance, Ministry of Law and the RBI. In view of the growing importance of the securities markets in the economy and the responsibilities of the SEBI under the SEBI Act, it was necessary to strengthen it further. The Amendment Act strengthened it by increasing the number of members from five to eight, providing for at least three whole time members and substituting the representation of the Ministry of Law by the Ministry dealing with administration of the Companies Act, 1956. SEBI would now benefit from the expertise of three additional members, full time attention of at least three additional members, and the representation of the Department of Company Affairs whose operations have bearing on the working of the securities market.

The SEBI Act provides for establishment of one or more SATs to hear appeals against the orders of SEBI. Prior to this amendment, the SAT consisted of one person called the Presiding Officer. Since it hears appeals against the orders of SEBI which is a very high powered statutory body and which is strengthened further by this

amendment, and in the interests of objectivity and potential work load, it was necessary to strengthen the SAT. The Amendment Act converted the SAT to a three member body consisting of a presiding officer and two other members to be appointed by the Central Government. It enhanced the level of the SAT by prescribing higher eligibility criteria for appointment of the presiding officer and the members. It provided that only a sitting or retired judge of the Supreme Court or a sitting or retired Chief Justice of a High Court would be eligible to be appointed as presiding officer of the SAT and such appointment shall be made in consultation with the Chief Justice of India or his nominee. The presiding officer will hold the office for a term of five years or until he attains the age of sixty eight years, whichever is earlier. It further provided that a person shall be qualified for appointment as member of the SAT if he is a person of ability, integrity and standing, who has shown capacity in dealing with problems relating to securities market and has qualification and experience of corporate law, securities laws, finance, economics or accountancy. A member of SAT can hold office for a term of five years or until he attains the age of sixty two years, whichever is earlier. A member of SEBI or a senior officer of SEBI at the level Executive Director shall not be eligible to be appointed as a member or Presiding Officer of the SAT during the tenure of his office with the SEBI or within two years from the date on which he ceases to hold such office. This will avoid conflict of interest in the sense that an official of SEBI responsible for a particular order should not uphold the order as a member of the SAT. Any person aggrieved by any decision or order of the SAT can prefer an appeal before the Supreme Court (it was High Court earlier) only on a question of law.

Empowering SEBI : The Amendment Act conferred on SEBI a lot of additional powers to deal with any kind of market misconduct and protect the investors in securities. For example, it can now prevent issue of any offer document if it has any misgivings about the antecedents of promoters / companies concerned. Under the amended provisions, SEBI can now:

- (i) call for information and record from any bank or any other authority or board or corporation established or constituted by or under any Central, State or Provincial Act in respect of transactions in securities which are under investigation or enquiry by SEBI;
- (ii) conduct inspection of any book or register or other document or record of any listed public company; If, however, the said company is not a registered intermediary, SEBI can inspect only if it has reasonable grounds to believe that such company has been indulging in insider trading or fraudulent and unfair trade practices relating to securities market.
- (iii) issue commissions for examination of witnesses or documents while exercising powers to call for information or conduct inspection;
- (iv) take any of the following measures in the interest of investors or securities market, either pending investigation or inquiry or on completion of such investigation or inquiry, but after giving an opportunity of hearing -
 - (a) suspend trading of a security in a recognised stock exchange;
 - (b) restrain persons from accessing the securities market and prohibit any person associated with securities market from buying, selling or dealing in securities;
 - (c) suspend any office bearer of a stock exchange or self-regulatory organisation from holding such position;
 - (d) impound and retain the proceeds or securities in respect of any transaction which is under investigation;
 - (e) attach for a period not exceeding one month, with the prior approval of a magistrate, one or more bank accounts of any intermediary or any person associated with the securities market in any manner involved in violation of any of the provisions of the Act or rules or regulations made thereunder; and
 - (f) direct any intermediary or any person associated with the securities market in any manner not to dispose of or alienate an asset forming part of any transaction which is under investigation.

In case of a listed public company, which is not a registered intermediary, the SEBI can exercise its powers of impounding and retaining proceeds or securities, attaching bank accounts or directing non-alienation of assets only if it has reasonable grounds to believe that the company has been indulging in insider trading or fraudulent and unfair trade practices relating to securities market.

- (v) prohibit, for the protection of investors, any company from issuing any offer document including a prospectus or advertisement soliciting money from the public for the issue of securities, and specify the conditions subject to which such offer documents can be issued;
- (vi) specify the requirements for listing and transfer of securities; and
- (vii) pass an order requiring a person to cease and desist from committing or causing a particular violation of any of the provisions of the SEBI Act, or any rules or regulations made thereunder, if it finds, after an enquiry, that such person has violated or likely to violate the said provisions. In case of a listed public company, which is not a registered intermediary, the SEBI can exercise this powers only if it has reasonable grounds to believe that the company has been indulging in insider trading or market manipulation.

In addition, SEBI was armed with powers of investigation. If SEBI has reasonable grounds to believe that the transactions in securities are being dealt in a manner detrimental to the investors or the securities market or any intermediary or any person associated with the securities market has violated any of the provisions of the SEBI Act or the rules or the regulations made or directions issued by SEBI thereunder, it can appoint a person as investigating authority to investigate the affairs of such intermediary or persons associated with the securities market. In order to provide required teeth to the investigating authority, it has been provided that any person failing to produce any document or information to the investigating authority or appear before the investigating authority or sign the notes of examination shall be punishable with imprisonment or with fine or with both. Further, if the investigating authority has reasonable grounds to believe that the books, registers or documents or records of or relating any intermediary or any person associated with securities market in any manner, may be destroyed, mutilated, altered or falsified or secreted, he can obtain an authorisation from a Magistrate to (a) enter the place or places where such books or records are kept, (b) search the place or places and (c) seize the books or records, as considered necessary for investigation. Such authorisation would not be available to investigating authority in case of books or documents of any listed public company, which is not a registered intermediary, unless such company indulges in insider trading or market manipulation. Such search and seizure shall be carried out in accordance with the provisions of the Code of Criminal Procedure, 1973. The investigating authority can keep such record and documents in his custody till the conclusion of the investigation.

Strengthening Penal Framework : Section 11 of the SEBI Act, 1992 enjoins upon SEBI to take measures to provide for prohibiting insider trading in securities and fraudulent and unfair trade practices relating to securities markets, regulating substantial acquisition of shares and takeover of companies etc. However, these terms were not explained and these activities were not expressly forbidden in the Act. In order to clarify the matter, the Amendment Act added a new chapter, Chapter VA, relating to prohibition of manipulative and deceptive devices, insider trading and substantial acquisition of securities or control and empowered SEBI to regulate these practices by regulations. It now provides that it shall be unlawful for any person, directly or indirectly –

- (a) to use or employ any manipulative or deceptive device or contrivance in contravention of regulations in connection with the issue, purchase or sale of any securities listed or proposed to be listed;
- (b) to employ any device, scheme or artifice to defraud in connection with issue or dealing in securities which are listed or proposed to be listed;
- (c) to engage in any act, practice, course of business which operates or would operate as a fraud or deceit upon any person, in connection with the issue, dealing in securities which are listed or proposed to be listed, in contravention of the provisions of the Act, or the rules or the regulations made thereunder;
- (d) to engage in insider trading;
- (e) to deal in securities while in possession of material or non-public information or communicate such material or non-public information to any other person, in a manner which is in contravention of the provisions of the Act, or the rules or the regulations made thereunder; and
- (f) to acquire control or securities beyond threshold limit of a company, whose securities are listed or proposed to be listed, in contravention of the regulations made under the SEBI Act.

In order to equip SEBI with wherewithal to bring all types of culprits to book to ensure orderly development of market, the Amendment Act prescribed a few more offences along with associated penalties and enhanced

penalties for the offences committed under the Act from a maximum of Rs. 5 lakh to a maximum of Rs. 25 crore or three times the amount of profit made out of violation, whichever is higher, and from imprisonment of one year to 10 years. Such enhanced punishment should serve as enough deterrent for the potential violators of law. Table 1 illustrates the scheme of penalties.

All the violations under section 15 shall be adjudicated by an adjudicating officer appointed by SEBI. The Amendment Act, however, provides that all sums realised by way of penalties would be credited to Consolidated Fund of India instead of SEBI. This is probably to avoid conflict of interest that SEBI may impose higher penalty when it needs more funds.

The Amendment Act empowered the SAT and the Courts to compound offences. They can compound any offence under the SEBI Act, not being an offence punishable with imprisonment only, or with imprisonment and also with fine, either before or after the institution of the proceeding.

In order to reduce delays, avoid unnecessary litigation and get cooperation of the accused, Central Government has been empowered to grant immunity, before institution of prosecution, to any person from prosecution for any offence under the SEBI Act or rules or regulations made thereunder or from the imposition of any penalty under the Act with respect to alleged violation. Such immunity can be granted only if SEBI recommends it and the person makes a full and true disclosure in respect of the alleged violation. If any person to whom immunity has been granted does not comply with the conditions on which immunity was granted or had given false evidence, the immunity can be withdrawn and on such withdrawal, the accused would face normal prosecution / penalty.

Any offence punishable under the Act or any rules or regulations made thereunder shall be tried by a 'court of session' instead of 'a metropolitan magistrate or a judicial magistrate of the first class' as provided earlier.

Table 1

Scheme of Penalties under the SEBI (Amendment) Act, 2002

Section	Violations	Penalty	
		Before Amendment	After Amendment
11C(6)	Failure to produce books, records, etc. or furnish information or appear before the investigating authority or to sign the note of any examination by investigating authority	New provision	Imprisonment for a term which may extend to one year or fine which may extend to Rs. 1 crore or both and a further fine which may extend to Rs. 5 lakh for every day after the first during which the failure or refusal continues
15A(a)	Failure by any person to furnish any document, return or report to SEBI required under the Act or any rules or regulations made there under	Not exceeding Rs.1.5 lakh / Failure	Rs. 1 lakh for each day during which such failure continues or Rs. 1 crore, whichever is less
15A(b)	Failure by any person to file any return or furnish any information, books or other documents within the time specified in the regulations	Not exceeding Rs. 5,000 for each day during which such failure continues	
15A(c)	Failure by any person to maintain books of accounts or records required under the Act or any rules or regulations made thereunder.	Not exceeding Rs. 10,000 for each day during which such failure continues	

Section	Violations	Penalty	
		Before Amendment	After Amendment
15B	Failure by an intermediary to enter into agreement with clients required under the Act	Not exceeding Rs. 5 lakh / Failure	
15C	Failure by an intermediary to redress the grievances of Investors after having been called upon by SEBI to do so	Not exceeding Rs. 10,000 / Failure	
15C	Failure by a listed company to redress the grievances of Investors after having been called upon by SEBI to do so	New provision	
15D(a)	Sponsoring or carrying on any CIS, including mutual funds, by any person, without obtaining a certificate of registration from SEBI	Not exceeding Rs. 10,000 for each day during which he carries on any such CIS or Rs. 10 lakh, whichever is higher	Rs. 1 lakh for each day during which he sponsors or carries on any such CIS or Rs. 1 crore, whichever is less
15D(b)	Failure by a registered CIS to comply with terms and conditions of registration	Not exceeding Rs. 10,000 for each day during which such failure continues or Rs. 10 lakh, whichever is higher	
15D(c)	Failure by a registered CIS to apply for listing of its schemes as provided in the regulations	Not exceeding Rs. 5,000 for each day during which such failure continues or Rs. 5 lakh, whichever is higher	
15D(d)	Failure by a registered CIS to despatch unit certificates in the manner provided in the regulations	Not exceeding Rs. 1,000 for each day during which such failure continues	
15D(e)	Failure by a registered CIS to refund application monies within the period specified in the regulations	Not exceeding Rs. 1,000 for each day during which such failure continues	
15D(f)	Failure by a registered CIS to invest money in the manner or within the period specified in the regulations	Not exceeding Rs. 5 lakh / Failure	
15E	Failure by any asset management company of a registered mutual fund to observe rules and regulations	Not exceeding Rs. 5 lakh / Failure	

Section	Violations	Penalty	
		Before Amendment	After Amendment
15F(a)	Failure by a registered stock broker to issue contract notes in the manner specified by the exchange	Not exceeding five times the amount for which the contract note was required to be issued	No change
15F(b)	Failure by a registered stock broker to deliver any security or make payment of the amount due to investor in the manner specified in the regulations	Not exceeding Rs. 5,000 for each day during which such failure continues	Rs. 1 lakh for each day during which such failure continues or Rs. 1 crore, whichever is less
15F(c)	Charging brokerage in excess of the amount specified in the regulations by a registered stock broker	Not exceeding Rs. 5,000 or five times the amount of brokerage charged in excess of the specified brokerage, whichever is higher	Rs. 1 lakh or five times the amount of brokerage charged in excess of the specified brokerage, whichever is higher
15G	Insider trading	Not exceeding Rs. 5 lakh	Rs. 25 crore or three times the amount of profits made out of insider trading, whichever is higher
15H	Failure by any person to disclose the aggregate shareholding in the body corporate or make public announcement as required under the Act or rules or regulations	Not exceeding Rs. 5 lakh	Rs. 25 crore or three times the amount of profits made out of such failure, whichever is higher
15H	Failure by any person to make a public offer or make payment of consideration to shareholders who sold their shares pursuant to the letter of offer, as required under the Act or rules or regulations	New provision	
15HA	Indulging in fraudulent and unfair trade practices relating to securities	New provision	Penalty which may extend up to Rs. 1 crore
15HB	Failure to comply with any provision of the Act, the rules or regulations made or directions issued by SEBI thereunder for which no separate penalty has been provided	New provision	
24(1)	Contravenes or attempts to contravene or abets the contravention of the provisions of the Act or of any rules or regulations made thereunder	Imprisonment for a term which may extend to one year, or fine, or both	Imprisonment for a term which may extend to ten years, or fine which may extend to Rs. 25 crore, or both

Section	Violations	Penalty	
		Before Amendment	After Amendment
24(2)	Failure to pay the penalty imposed by adjudicating officer or to comply with any of his directions or order.	Imprisonment for a term which shall not be less than one month but which may extend to 3 years, or fine which shall not be less than Rs. 2,000 but which may extend to Rs. 10,000, or both	Imprisonment for a term which shall not be less than one month but which may extend to 10 years, or fine which shall not be less than Rs. 25 crore or both

I. The Securities Laws (Amendment) Bill, 2003

The Securities Laws (Amendment) Bill, 2003 was introduced in the monsoon session of the Parliament to provide for (a) demutualisation and corporatisation of the stock exchanges, (b) fill up certain identified regulatory gaps such as units of mutual funds, delisting of securities, clearing corporation, protection of client assets etc. for which there were no statutory provisions, and (c) strengthen penal framework. The Bill has been referred to Standing Committee on Finance for Examination.

Demutualisation of Exchanges

Historically the exchanges were formed as 'mutual' organisations. They are generally "not-for-profit" and tax exempted entities. The trading members who provide broking services, also own, control and manage such exchanges for their common benefit, but do not distribute the profits among themselves. In contrast, in a "demutual" exchange, three separate sets of people own the exchange, manage it and use its services. The exchanges frame and enforce rules, which may not always, further the public interest (interest of investors and society) and the private interest (interests of trading members) simultaneously. Theoretically, public interest gets precedence in a demutualised exchange while private interest gets precedence in a mutual exchange in formulation and implementation of the rules. As the self (private interest) sometimes gets precedence over regulation (public interest), mutual exchanges do not offer an effective model for self-regulatory organisations. Besides addressing this malaise, the demutualisation offers several advantages. The limitations of a mutual structure has been realised time and again by the exchanges and the regulators. Recent happenings, particularly the 2001 stock market scam, made it clear that failure of the 'mutual' stock exchanges to resolve conflict of interest satisfactorily contributed to undesirable transactions in securities, which the SCRA aims to prevent. In order to address the malaise, the Finance Minister in March 2001 proposed corporatisation of stock exchanges by which ownership, management, and trading membership would be segregated from each other. The Joint Parliamentary Committee on the Stock Market Scam called for expeditious corporatisation and demutualisation of the stock exchanges. The implementation of this proposal, however, required amendments in the SCRA. The Securities Laws (Amendment) Bill, 2003 proposes these amendments.

The SCRA permits different structures for stock exchanges. That is why some exchanges are association of persons, some are company limited by shares, and some others are company limited by guarantee. Since the law permits any form for a stock exchange, it may not be possible to mandate a particular form for all exchanges. Similarly, the SCRA does not prohibit brokers from owning and managing an exchange. It may not, therefore, be possible to mandate a demutualised structure for all exchanges. In order to mandate these, the Bill seeks to amend the SCRA to specify that only a corporate entity can be a stock exchange and the exchange must be demutualised. The process of demutualisation involves segregation ownership, management and trading rights. However, the process of corporatisation would involve offering shares to public, including brokers. It is possible that the brokers subscribe for the shares and in terms of their rights under the Companies Act, get themselves elected to the board of directors. It may so happen that a stock exchange has only broker shareholders in the general body and broker directors in the governing body. Thus, even though an exchange is corporatised, it would

not be demutualised, as the same set of people would be owning and managing the exchange and also trading on the exchange. The Bill, therefore, seeks to restrict the participation of broker-shareholders in the general body as well as in the management of the exchange.

The Bill makes it mandatory that all stock exchanges, if not corporatised and demutualised, shall be corporatised and demutualised on and from a date appointed by SEBI. It obligates the exchanges to submit a scheme for corporatisation and demutualization to SEBI for approval. SEBI shall not approve any scheme of demutualization and corporatisation if the issue of shares for a lawful consideration or payment of dividend or provision of trading rights in lieu of membership card of the members of an exchange is proposed out of any reserves or assets of the exchange. If a scheme is approved, it shall be published immediately and shall be binding on all persons and authorities. SEBI may reject a scheme after giving a reasonable opportunity of hearing the concerned exchange and the persons. Any person aggrieved by an order of SEBI can prefer an appeal before SAT.

While approving the scheme, SEBI may, by order, restrict (a) voting rights of the broker shareholders, (b) the rights of shareholders or brokers to appoint the representatives on governing boards, and (c) the maximum number of broker directors on the governing board, which shall not exceed one fourth of the total strength of the governing board. Such order shall be published in the official gazette. Within 12 months of this publication, the concerned stock exchange shall, either by fresh issue of equity shares to the public or in any other manner as may be specified by SEBI, ensure that at least 51% of its equity shares is held by public other than shareholders having trading rights. SEBI may extend this period by another 12 months in public interest.

If an exchange is not corporatised and demutualised or fails to submit a scheme for the same or the scheme is rejected by SEBI, the recognition granted to such exchange shall stand withdrawn.

Regulatory Gaps

In view of so many regulators and so many statutes governing securities market, it is quite natural that there are regulatory gaps and overlaps. The Bill seeks to remove a few regulatory gaps.

Units of Mutual Funds : Units of mutual funds (MFs) resemble securities. They represent the interest of the unit holder in the specific scheme just as securities represent the interest of the holder in the issuer. The unit holder has similar rights as a security holder has on the future performance of any underlying asset or group of assets. Special kinds of units (units of assured return schemes), which represent the rights of investors on a fixed income flow over the future years or a fixed maturity value at the end of a specified period, are similar to debentures issued by companies. The units are issued, dematerialised, listed, traded on exchanges in a manner similar to any other security. These are transferred from one holder to another or sold back to the issuer, at pre-specified or market determined values, just like shares, debentures and other securities are. The holders of units and securities have the same need for safety, liquidity and return. Despite such close similarities between units and securities, they are not explicitly treated legally at par. While the trading of securities issued by corporates is governed by SCRA and regulatory framework developed thereunder, while trading of units are not subject to similar regulatory framework. In fact, trading of units is not subject to any regulatory framework. This presents a case of regulatory gap and this is one of the reasons why the secondary market for units has not developed appreciably. The easiest way to develop the market for units of MFs and protect the investors investing in them is to consider the units to be securities so that the regulatory framework applicable to trading of securities would also apply to trading of units and SEBI which has the responsibility to protect the interests of investors in securities, can protect the interest of holders of units of MFs also. Since the jurisdiction of SEBI is limited to securities market and the units of MFs are not explicitly recognised as securities in law, the actions of SEBI in protecting the interests of investors in units of MFs and developing a market for them is being challenged before the courts of law. In an appeal before SAT, an appellant contended that he was not covered by the Rules as he was not dealing in securities, but in units of MFs which are not securities and hence the SEBI had no powers, authority or jurisdiction to conduct any enquiry or impose any penalty on him. While disagreeing with this, the SAT considered the units of MFs to be securities in view of the object and purpose underlying the SEBI Act. This judicial pronouncement needs to be codified in law. The Bill, therefore, proposes to expand the definition of 'securities' to include units or any such instrument issued to the investors under any mutual fund scheme.

Delisting of Securities : Listing and delisting are two sides of the same coin. There is a substantial body of law that governs listing. The Companies Act makes it mandatory for a company issuing shares to public to list its securities on a stock exchange. The SCRA obliges the company to comply with the conditions of listing. It also allows a company to prefer an appeal before Securities Appellate Tribunal if a stock exchange refuses listing. The SCRA prescribe requirements for listing on a stock exchange. It also regulates suspension and withdrawal of trading. So much care and concern about listing. Even there are provisions about suspension of listing in statutes, rules and regulations. Unfortunately, delisting does not find place in any statute, rules or regulations. It was so far being regulated through a circular of SEBI, now by guidelines. Since the delisting is at least as important as listing, it is necessary that both have same level of legal backing.

Since no such statutory provision exists, doubts are raised if delisting is at all permissible under the laws. It is argued in some circles that delisting should not be permitted at all. They argue that it is the intention of legislature, as there are statutes and rules to govern listing, but no statute/rule provides for delisting. It is probably considered that listing is so sacrosanct that once a security is listed, it should not be delisted. An investor subscribes to an issue on the basis of the contents in the prospectus which may state that the security would be listed on stock exchanges. Once he subscribes to the issue, he takes an irreversible decision, as the promises in the prospectus are irreversible. Hence if one considers investors interest to be predominant and sole factor, there should not be any delisting of securities. Another school argues that listing agreement is essentially a contract between a company and an Exchange. Like any contractual relations, it must have also a way to terminate the relationship in certain circumstances. If there is a way to get in, there must be also a way to get out. Should the exchange and the company consider terminating their relationship, after taking care of interest of the affected investors, they should be permitted to do so. In view of pros and cons of delisting, it may not be desirable to put an absolute ban on delisting but it may be regulated. The statute and rules must provide a framework for delisting, as it provides for listing. If it is in the interest of investors, it must be permitted. If it is not in the interest of investors, delisting may be allowed only if investors are adequately protected.

The Bill proposes a framework for voluntary and compulsory delisting. A stock exchange may delist securities, after giving the concerned company an opportunity of hearing, if (a) the company has incurred losses or its networth has been reduced to less than its paid up capital, (b) the securities have not been traded continuously, (c) the company has failed to comply with listing agreement or provisions of any law, (d) the company fails to redress complaints of investors, (e) the company or its promoters or directors indulge in insider trading or unfair trade practices in securities, (f) the promoters or directors or persons in management indulge in malpractices, (g) the addresses of promoters or directors are not known or false, (h) trading in securities has remained suspended for more than six months, and (i) public shareholding has come below the limits specified in the listing agreement. The Bill empowers SEBI to specify additional grounds on which securities may be delisted. A listed company or an aggrieved investor can file an appeal before SAT against the decision of the exchange delisting the securities. The Bill allows a company to delist its securities from an exchange. It can, however, do so only after it has obtained prior approval of the holders of securities by a special resolution passed at a general meeting, given an opportunity to the shareholders to exit at a fair price, and complied with such conditions as may be prescribed by the Exchange or SEBI.

Clearing Corporation : The securities laws do not explicitly recognise existence of clearing corporation. They talk only about trading and not about settlement, which is left to byelaws of the exchanges. The byelaws are supposed to provide for clearing house (not clearing corporation) for settlement of securities transactions. The anonymous order book ushered in by screen based trading system does not allow participants to assess the counter party risk. It is, therefore, necessary that the exchanges use a clearing corporation to provide novation and settlement guarantee.

The Bill inserts a new section to provide that an exchange may, with the approval of SEBI, transfer the duties and functions of a clearing house to a clearing corporation for the purpose of the periodical settlement of contracts and differences thereunder, and the delivery of and payment for securities. SEBI shall approve such transfer if it is in public interest or in the interest of trade. Every clearing corporation must be a company and its byelaws must be approved by SEBI. The various provisions in the SCRA such as grant and withdrawal of recognition, supersession of management, suspension of business etc. applicable to stock exchanges shall, *mutatis mutandis*, apply to clearing corporations.

Client Assets : The intermediaries handle the money and the securities on behalf of clients and hold these in their custody on their behalf. They have generally been advised by SEBI to segregate their assets from those of their clients and not commingle the assets of the clients. At times, the intermediaries like depositories hold the assets as registered owner on behalf of beneficial owners. However, there is a doubt if the assets of the clients can be attached in case of insolvency of the intermediaries. There is no statutory backing to protect the investors in case of insolvency of intermediaries. In order to provide this protection of assets held in trust on behalf of investors, the Bill proposes that an investor can entrust the money or securities to any intermediary (stock broker, sub-broker, share transfer agent, banker to an issue, trustee of trust deed, registrar to an issue, merchant banker, underwriter, portfolio manager, Investment adviser, depository, depository participant, custodian of securities, FIIS, credit rating agencies and such other intermediary) to be dealt or held on behalf of and at the instance of the investor. The intermediary shall hold such assets in trust and shall not have any right, title or interest of any nature therein. He shall deal with such assets as directed by the investor and shall be accountable for the same. Such assets shall not form part of assets of the intermediary and no authority can attach or seize such assets. If a broker or sub-broker fails to segregate the assets of the client or clients or uses the assets of a client for self or any other client, he can be penalized by an adjudicating officer up to Rs. 1 crore.

Scheme of Penalty

The securities market is an integral part of the economy. It has the potential to destabilise other sectors. It is, therefore, necessary that the penalty for offences in the securities market is deterrent. The first step in this regard is to make all the offences in the securities market cognisable, as a few offences under the SCRA are. Accordingly the Bill proposes to make all the offences listed in section 23 cognisable.

The penalty prescribed under the SCRA is ridiculously low. Many of the offences under the SCRA attract a penalty of Rs. 1,000, on conviction. For example, non-compliance of listing agreement, which can put investors to untold miseries and make a mockery of corporate governance norms, can be punished upto Rs. 1,000. Listing agreement can be effectively used to discipline a listed company, if its non-compliance invites a deterrent penalty. Accordingly, the Bill proposes increase penalty from Rs. 1,000 to an imprisonment upto 10 years or fine upto Rs. 25 crore or both. The Bill empowers SAT and Courts to compound any offence punishable under the SCRA, not being an offence punishable with imprisonment only, or with imprisonment and also with fine, either before or after institution of any proceeding.

The Bill lists out a wide range of violations along with maximum penalties leviable. It empowers SEBI to appoint an officer not below the rank of a division chief of SEBI to be an adjudicating officer. He will hold an enquiry after giving the person concerned a reasonable opportunity of being heard for the purpose of imposing penalty under sections 23A to 23F. While adjudging the quantum of penalty, the adjudicating officer shall have due regard to amount of disproportionate gain or unfair advantage wherever quantifiable made as a result of the default, the amount of loss caused to an investor or any group of investors as a result of default, the repetitive nature of the default and seriousness of the offence or violation. Table 2 presents the penalties envisaged in the Bill for different violations.

Table 2

Penalties proposed in the Securities Laws (Amendment) Bill, 2003

Section	Offence	Penalty
23(1)	Various offences	Imprisonment upto 10 years or fine upto Rs. 25 crore or both
23A	Failure to furnish information, books etc. or maintain books, records etc. as required under listing agreement or byelaws of an exchange	Rs. 1 lakh for each day during which such failure continues or Rs. 1 crore, whichever is less
23B	Failure to enter into an agreement with client	

Section	Offence	Penalty
23C	Failure to redress the grievances of investors by a broker, sub-broker, a listed or proposed to be listed company, after being called upon to do so by SEBI or Exchange	
23D	Failure by a broker or sub-broker to segregate assets of clients or uses the assets of a client for self or another client	Penalty not exceeding Rs. 1 crore
23E	Failure to comply with listing agreement or delisting norms by a person or company managing CIS or Mutual fund	Penalty not exceeding Rs. 25 crore
23F	Dematerialisation in excess of the listed securities	
23G	Failure or neglect by an Exchange to furnish periodical returns or to comply with any direction of SEBI	
23H	Failure to comply with any provisions of the Act, rules, articles or byelaws of exchange or directions issued by SEBI, for which no separate penalty has been prescribed	Penalty not exceeding Rs. 1 crore

The Bill provides that non-payment of penalty imposed by an adjudicating officer or non-compliance with any of his orders or directions would be an offence punishable with imprisonment for a term between one month and ten years, or with fine upto Rs. 25 crore or with both. All sums realized by way of penalties shall be credited to Consolidated Fund of India.

To ensure fair enquiry and penalty, the Bill provides that appeal against the orders or decision of SEBI rejecting the scheme of demutualisation submitted by an exchange, of an adjudicating officer imposing monetary penalty or of an Exchange regarding listing or delisting of securities can be preferred before SAT. Any person aggrieved by an order of SAT can prefer an appeal before Supreme Court only on a question of law.

The Bill provides that that no court shall take cognisance of any offence punishable under the Act or any rules made thereunder except on a complaint made by Central / State Government, SEBI, a stock exchange or a person. Any offence punishable under the Act shall be tried by a 'Court of Session' instead of 'a Presidency Magistrate or a Magistrate of the First Class' as provided now.

The amendment Bill inserts section 12A to empower SEBI to issue directions to any stock exchange, clearing corporation, any agency or person providing trading, clearing or settlement facility in respect of securities and to any company whose securities are listed or proposed to be listed on a stock exchange. Such directions can be made only being satisfied after inquiry that it is (i) in the interest of investors or orderly development of securities market, (ii) to prevent the affairs of any exchange, clearing corporation etc. from being conducted in a manner detrimental to the interest of investors or of the securities market, or (iii) to secure the proper management of any such entity.

Other Amendments

The amendment Bill also proposes the following amendments:

Derivatives : It amends the definition of 'derivatives' to include swap, options and hybrid instruments and other contracts for differences. These are not securities as such and not based on underlying securities, but can be traded and regulated under SCRA, if these are considered derivatives and consequently securities. This will help the market for these instruments to develop.

Spot Transactions : Market has moved to T+2 rolling settlement in April 2003 and is scheduled to move to T+1 by April 2004. Since T+2 is as good as spot transactions, there is no need to allow spot transactions or exempt them from the regulatory framework. Besides, the spot transactions have been alleged misused for manipulative purposes. It may, therefore, be desirable to regulate spot transactions. The Bill proposes to withdraw

the exemption for spot transactions in general. It grants the exemption only in respect specified types of spot transactions from the regulatory framework. It also empowers Central Government to regulate spot transactions, including exempted transactions, in the interest of trade or public interest.

Depositories Act : The Bill amends the Depositories Act to provide that any person aggrieved by an order of SAT can prefer an appeal before Supreme Court on a question of law arising out of the order.

Further Reforms

Nine special legislative interventions since 1992 indicate generosity of authorities. This has built up expectations of the market participants. This is a perfect example of more we get, more we ask or expect. The following further changes in law could be considered:

Regulatory Issues

There are several statutes regulating different aspects of the securities market. The four main legislations are: the SEBI Act, 1992, the Companies Act, 1956, the SCRA, 1956, and the Depositories Act, 1996. The larger the number of laws, higher is the scope for inconsistency among them and the possibility of regulatory overlaps and gaps. For example, listing is provided for in the Companies Act, SCRA and SEBI Act, while law does not provide for delisting, clearing corporation etc. as on date.

There are also as many regulators as the number of laws. The responsibility for supervision and development of the securities market is shared by Department of Economic Affairs, Department of Company Affairs, RBI and SEBI. In view of involvement of so many regulators, there is scope for confusion among the regulators and the regulated, regulatory gaps and overlaps, and duplicate and inconsistent regulations. For example, no regulator regulated CIS till it assumed scandalous dimensions when it was explicitly assigned to SEBI. Similarly, there is hesitation among regulators to regulate private placement of securities.

Not only the regulatory jurisdiction among different agencies is blurred, but also there is no statutory provision to provide for regulatory cooperation / sharing information among the domestic regulators and between overseas and domestic regulators. Powers of the regulator to assist / seek assistance from overseas regulators or to enter into MOUs or other co-operation arrangements with them to deal with cross border misconduct are not explicitly provided in any legislation, though these are also not forbidden.

The protection of the interests of investors requires consolidation of all laws relating to securities market into a single piece of legislation, preferably called the Securities Act which should prevail over general laws. The administration of the Act may be assigned to one agency with clearly defined regulatory jurisdiction and accountability. And the agency works in close coordination with other regulators, domestic or foreign.

If a regulator is also a participant in the market, it may not always be possible to avoid conflict of interest. For example, RBI, which is manager of the monetary policy, acts as regulator for government securities market, and also participates in the market simultaneously as manager of government debt, issuer of securities, merchant banker to issue, registrar and transfer agent, clearing and settlement agent, depository for securities, provider of trading platform, and subscriber to securities. The decisions relating to debt management, interest rate and regulation of market should be taken independently to avoid perceived conflict of interest.

The SROs are expected to share the responsibility with the regulator in framing and administering regulations. However, the SROs have not developed appreciably in India. Most of the associations of intermediaries like, AMFI, AMBI do not exactly regulate, though promote the activities of their members. The stock exchanges are seen as adequate to deal with conflict of interest objectively. The imminent demutualisation should address this. This requires approval to the Securities Laws (Amendment) Bill, 2003.

While formulating regulations, no conscious effort is made to estimate cost of compliance of regulations and if the benefits from regulation outweigh the costs of regulation. There has also not been any study to estimate the cost of regulation / compliance. In order to prevent over regulation, it is necessary that the regulators are mandated to explicitly take into account the costs of regulation.

There is no provision in law requiring regulator to consult the regulated while formulating regulations. SEBI has, however, recently instituted a consultative process before framing regulations. All major policy / regulatory proposals are evolved through a committee comprising of experts and market participants and are posted on SEBI web site for comments from market participants and public. This needs to be codified.

Penal Provisions

The SEC lets off the offenders who simply pay up without admitting to an offence. This prevents every case being locked up in a Court. Given the number of cases pending in the Indian Courts and intangible nature of securities market offences, SEBI requires similar facilities if the offenders are to be punished on priority. This would help to bring all the co-accused to book or solve difficult cases if one accused provides lead by agreeing to plea bargain in exchange of a lenient sentence.

The SEBI Act provides for two alternative types of punishment. They are: (a) suspension or cancellation of certificates of registration to be imposed by SEBI, or (b) monetary penalty to be imposed by an adjudicating officer. These two types of punishments are mutually exclusive. If a violation is assigned to an adjudicating officer for adjudication or monetary penalty is imposed, penalty of suspension or cancellation of certificate of registration can not be imposed and vice-versa. This happens because SEBI does not have power to impose monetary penalty and the adjudicating officer does not have power to suspend or cancel a certificate of registration. A corollary of this is that mind is made up about the type of punishment to be imposed on the erring party when the alleged violation is referred to an adjudicating officer for adjudication or taken up by SEBI for imposition of suspension or cancellation of registration, that is, at a stage when the nature and gravity of the violation has not been fully ascertained. What would, therefore, be desirable is to authorise the adjudicating officers to try all offences under the SEBI Act, rather all securities laws, and award all types of penalties so that SEBI can concentrate on developmental and regulatory work.

Investor Protection

Investors are the backbone of the securities market. Protection of their interest is essential for sustenance of their interest in securities and hence development of market.

The consumer fora provide an expeditious remedy to a consumer who has suffered loss on account of deficiency in goods/services purchased by him. A system ombudsman is working well in the banking and insurance sector. A similar arrangement is called for redressal of investor grievances.

The investor forum as well as other authorities should have power to dispose off the cases summarily and to award compensation to the investor. It is not enough if the culprit is punished. The culprit needs to be punished in an exemplary manner, while investor should have means to recover his loss caused by the culprit. The law should empower the authorities not only to levy penalties, but also award compensation to investor.

The depositors are protected up to Rs. 1 lakh in the event of liquidation/bankruptcy of a bank. This protects innocent depositors and thereby contributes to the stability of the financial system. A similar mechanism may be instituted to compensate an investor up to Rs. 5 lakh if he suffers a loss on account of the failure of the system or mischief by any market participant. An organisation called Securities Investor Protection Corporation operates in the USA to provide similar protection to investors.

A large number of shares in the hands of a large number of shareholders is essential for sustenance of a continuous market for listed securities to provide liquidity to investors and to discover fair prices. To ensure this, a public company seeking listing of its securities on a stock exchange is required to offer at least 10% of securities to public. This framework suffers from following limitations: (i) 10% offer to public is too low to prevent price manipulation. (ii) The public offer is of no consequence unless the public are actually allotted shares. Even allotment has no meaning, unless sizeable number of shares remains in the hands of public to provide a continuous market. The law should speak in terms of allotment to public and public holding. (iii) The units of CIS are securities. But there is a different standard for listing of units of CIS. The same requirement (10% + 20 lakh + Rs. 100 crore or 25%, as the case may be) as applicable to listing of securities, should also apply to listing of units of CIS. The units of MFs are being considered as securities and are being traded like securities on exchanges. The

requirement of public holding may apply to units of MFs as well. The investors in securities – shares, units of CIS or units of MFs – have need for same level of protection and hence the conditions of listing for all kinds of securities should be uniform. (iv) There should not be any discrimination between a government company and a non-government company. The powers of the stock exchange to relax this requirement in respect of a government company needs to be withdrawn. The powers of SEBI to relax or waive strict enforcement of listing requirement may also be withdrawn. (v) The words 'public' or 'offer to public' have not been defined. The Rules permit 10% public offer subject to the condition that 60% of the issue is allocated to QIBs. Since QIBs are part of public, allocating 60% to QIBs would automatically constitute 60% public offer and the retail public would not get any share. Or, if 60% of public offer of 10% is allocated to QIBs, the retail public would be left with just 4%. It is, therefore, necessary to define 'public' and other terms and explicitly exclude allocation to QIBs from the public offer.

To ensure availability of reasonable floating stock on continuous basis, the listing agreement requires a company to maintain the minimum level of non-promoter holding at the level of public shareholding as required at the time of listing. If, however, the non-promoter holding of an listed company as on April 1, 2001 was less than that is required at the time of initial listing, the company was required raise the level of non-public holding to at least 10% within one year. This arrangement prescribes different standards for continued listing for companies listed before April 2001 and for companies listed thereafter. A company listed before April 2001 can have non-promoter holding of at least 10%, if as on April 1, 2001 it had non-promoter holding less than that is required at the time of initial listing. Otherwise it will have non-promoter holding as required at the time of initial listing, which may be 60% if it was listed before 1993. A company listed after April 2001 would maintain a minimum level of non-promoter holding at the level of public holding as required at the time of listing, that is, at 10% plus 20 lakh securities plus Rs. 100 crore or 25%, as the case may be. Thus existing listed and would be listed companies and consequently investors in these companies are treated differently.

Non-promoter holding required at the time of listing is quite vague as it has changed over time. If we follow the listing agreement, the companies listed before 1993 would maintain non-promoter holding at 60%, the companies listed between 1993 and 2001 would maintain at 25% and the companies listed after 2001 would maintain at 10% + 20 lakh + Rs. 100 crore or 25%, as the case may be. If minimum non-promoter holding is prescribed in the interest of investors and investors in all companies are to be treated uniformly, regulation has to be uniform and all companies should be required to maintain non-promoter holding of 10% + 20 lakh + Rs. 100 crore or 25%, as the case may be.

The confidence of the investors can be maintained and enhanced by making provision for professional intermediation services. Industry/SROs/Regulators have made a modest beginning, but not adequate given the dimensions of the market. There must be a formal and adequate arrangement to equip the personnel working with the intermediaries with the skills required to operate in the securities market. Probably an institute like ICSI or ICAI is necessary for securities market.

An investor normally deals in securities through an intermediary, whose acts of omission and commission can cause loss to him. In order for the investor to choose the right intermediary through whom he may transact business, it may be useful to help him in taking informed decision by making details of intermediaries available to him. Even, the intermediaries may be rated and their ratings are disseminated.

The sustenance of investors' interest and confidence in the securities market depends crucially on corporate governance. An investor, however, is generally not equipped to form an idea about the level of corporate governance in a company. As he is helped by credit rating in respect of his investments in debt instruments, he needs to be helped by a summary figure such as corporate governance index in respect of his investments in the concerned company.