#### Varazdin Development and Entrepreneurship Agency

in cooperation with

# Russian State Social University University North

Faculty of Management University of Warsaw
Faculty of Law, Economics and Social Sciences Sale - Mohammed V University in Rabat



## **Economic and Social Development**

34<sup>th</sup> International Scientific Conference on Economic and Social Development – XVIII International Social Congress (ISC-2018)

## **Book of Proceedings**

#### **Editors:**

Aleksander Maloletko, Natasa Rupcic, Zoltan Baracskai











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# INSOLVENT BUSINESS RESCUE IN MODERN RUSSIA: LESSONS FOR NEW LEGISLATIVE APPROACHES

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#### **ABSTRACT**

The paper deals with the analysis of existing and perspective business restructuring opportunities in Russia by examining the main features of Russian Insolvency Law, including the conduct of insolvency proceedings, the role and methodology of financial analysis as a basis for choosing strategy and tactics of corporate rescue. Special attention is devoted to the empirical study or effectiveness of insolvency system in Russia based including recent statistical data analysis. The main factors caused prevalence of liquidation procedures over rehabilitation legal mechanisms are determined. As a result of research, the paper presents the main directions of systemic transformation of the Russian insolvency institution through legislation amendments i.e. development of professional standards for financial analysis within procedures, introducing the option for direct commencement of restructuring procedure, measures for insolvency prevention, advanced training and independent certification of business rescue managers, increase motivation of corporate rescue by changing the concept of insolvency administrators remuneration.

**Keywords:** Insolvency (Bankruptcy) Regulation in Russia, Business Rescue, Financial Analysis, Rehabilitation and Liquidation Procedures, Efficiency of Insolvency System, Insolvency Administrator

#### 1. INTRODUCTION

Legal regulation of insolvency system is usually based on certain balance between liquidation and rehabilitation procedures. The concept of enhancing the role of rehabilitation procedures is accepted by the majority of jurisdictions in the world and represents the global look at the goals and possibilities of bankruptcy. "A good insolvency framework" is defined by the World Bank as the one with clear rules, that efficiently rehabilitates viable companies and liquidates non-viable ones by providing entrepreneurs and lenders with tools to evaluate the consequences of a worst-case scenario (Doing business 2018). In Russia the majority of indebted companies within insolvency proceedings are subject to be liquidated. Russian Insolvency Law assumes the possibility of conducting 4 types of proceedings: Supervision (Receivership), Financial Rehabilitation, External Administration, Liquidation (Winding Up). After the first obligatory procedure for all corporate debtors (Supervision) liquidation procedure is usually introduced by the court (Table 1).

Table following on the next page

Table 1. The amount of insolvency proceedings in Russia in 2008-2017 (Unified Federal Register of Bankruptcy Information (UFRBI), Statistical reports of the Russian commercial courts' activity in 2014-2017)

Type of procedure, number of cases	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
Financial Rehabilitation	48	53	91	94	92	67	22	36	41	29
Positive result of Financial Rehabilitation (obligations have been settled)	6	2	6	7	3	4	4	0	1	3
External Administration	579	604	908	986	922	803	381	413	365	334
Positive result of External Administration (solvency has been restored)	40	11	14	13	25	15	18	14	12	15
Liquidation	1391 6	1547 3	1600 9	1279 4	1407 2	1314 4	1509 6	1491 6	1412 7	1414 2
Composition	126	127	255	376	563	585	358	417	497	477

The purpose of the research is to define the reasons of such actual lack of recovered companies and to identify the main drivers and conditions for turning the situation around.

#### 2. LITERATURE REVIEW

Insolvency legislative framework and issues of management of insolvent business under bankruptcy proceedings in different jurisdictions has been studied by many national legal specialists (Wessels and Madaus, 2017; Richter, 2011; Finch & Milman, 2017; Lowitzsch (ed), 2007; Giorgini & Vallens (ed), 2015; Karelina & Erlikh, 2012). Economic aspects of insolvency and bankruptcy are described by such researchers as Armour (2001), Onakoya and Olotu (2017), Belcher (1997), while in Russia rescue aspects are examined by crisis management specialists such as Lvova & Bobyleva (2012), Kovan (2017), Lvova (2014), Kozhevina & Miratov (2017). However Russian insolvency legal framework is not fully integrated into the global system though certain European insolvency regulation principles are tend to be implemented (Wood, 2007). It is worldwide recognized that the legislative insolvency system should be amended to better facilitate business restructuring (Omar, 2016).

#### 3. REASONS FOR BAD PERFORMANCE OF REORGANIZATION PROCEEDINGS

Nowadays there is a few number of business rescue cases within insolvency proceedings (less than 2.5% of all insolvencies). The considerations below could explain the prevalence of liquidation procedures in Russia:

- The majority of liquidation procedures are initiated in respect of missing debtors or "assetless" companies, which can only be liquidated as a result of bankruptcy proceedings. According to statistical data, in 40% of cases the inventoried debtor's assets cost zero at the moment of bankruptcy procedure commencement and 60% have zero assets after its value appraisal during the court proceedings (UFRBI, 2017).
- The Insolvency Law is usually enforced when it is already impossible to restore solvency. The insolvency system is still perceived only as liquidation activities. Bankruptcy proceedings are not considered as a possible way of reorganization to get through the crisis. This is why companies try to delay the moment of going under the Insolvency Law, unfortunately they do it when there is no possibility to relaunch business. This conclusion is also confirmed by the empirical study: debtors rarely exercise their right to appeal to the

court: for example, in 2017 54% of petitions were filed by creditors and only 39% by debtors (the rest amount was felid by authorized tax creditors).

- The low outcome of reorganization procedures. In practice a great part of successfully rescued businesses under insolvency proceedings refers to large "strategic companies" which have privileged conditions and usually receive state financial aid during rehabilitation due to their high social impact. The major economic area where rehabilitation procedures are applied more often is cons
- The insolvency proceedings are managed by low qualified administrators and the analytical procedures for conducting financial analysis are underdeveloped.

These factors stipulate the necessity of insolvency system modernization by the directions suggested below.

# 4. NEW LEGAL FRAMEWORK OF FINANCIAL ANALYSIS CONDUCTING WITHIN INSOLVENCY PROCEDURE

According to the Russian legislation the first bankruptcy procedure is Supervision (Receivership) oriented towards guaranteeing the safety of debtor's assets carrying out financial analysis of distressed company which must guarantee adequate decision-making regards the following:

- expediency of winding up of the indebted enterprise or attempt of its rescue;
- strategy and tactics of business rescue;
- absence (or presence) of indicators of suspicious transactions and criminal actions of the debtor.

In practice insolvency administrators often do not perform well during solving these tasks. The following main reasons can be defined:

- low professional qualification of insolvency administrators which is not enough to apply modern methodology of analysis or make appropriate conclusions from financial ratios calculations:
- formal approach to the financial analysis approved by the court when it is not considered as a powerful tool for further decision-making process;
- corruption component in the professional activity of the insolvency administrators when they depend on certain parties within bankruptcy case and make gratuitous conclusions;
- low quality of information for analysis which can be limited or falsified.

Nowadays the Russian Federal Standard Draft "Rules of the debtor's financial analysis conducting by insolvency administrator" has been developed in Russia. The goal of the Standard is to overcome existing shortcomings in the execution and using the results of the analysis. The active role in the Standard Draft development was played by the authors of this paper (Bobyleva, Lvova et al., 2015). In accordance with the Standard Draft basic financial analysis within the obligatory procedure of Supervision is divided into two stages. The first stage includes the performance of the following goals:

- 1. identifying external and internal factors that led the debtor to insolvency and the possibility (or impossibility) of their overcoming;
- 2. analysis of debtor's assets and liabilities, financial results of its entrepreneurship activity, determination of sufficiency of debtor's property to cover expenses of the court insolvency proceedings, detection of the fact of performance (or non-performance) of the business activity of the debtor;
- 3. identification of the presence (or absence) of basis for the debtor's transactions avoidance.

If the fact of failure of the debtor's main activity and (or) the lack of the debtor's intention (expediency) to continue the main activity in future is established at the first stage, the conclusion of impossibility to restore solvency is made, the transition to Winding up procedure is substantiated. The first stage is completed. If the fact of continuation of the debtor's activity or its intention to continue business activities in future is established at the first stage, the conclusion of possibility to restore solvency is made and the second stage of analysis should be conducted. The second stage considers evaluation of possibility (or impossibility) of the debtor's break-even activities and restoration of its solvency. The second stage is completed by choosing of further appropriate bankruptcy procedure. The content of financial analysis in Supervision procedure includes the following elements:

#### 1. The first stage:

- a) a) the analysis of current operations;
- b) the analysis of investment activity;
- c) the analysis of financial activity;
- d) analysis of debtor's transactions for identification of the existence (or absence) basis for transaction avoidance;
- e) working out the conclusion about impossibility to restore solvency and necessity for transition to bankruptcy proceedings is substantiated.

#### 2. The second stage:

- a) the evaluation of possibility or impossibility of debtors' break-even activities;
- b) the analysis of possibilities to restore of solvency;
- c) choosing of further appropriate bankruptcy procedure.

According to the results of the analysis in the first bankruptcy procedure, the insolvency administrator should prepare:

- 1. the report about debtor's financial position;
- 2. the report about existence or absence basis for challenging the debtor's transactions;
- 3. the conclusion about evaluation of possibility (or impossibility) of the debtor's break-even activities and restoration of its solvency substantiation and grounds for the next bankruptcy procedure.

Nowadays there is a broad discussion about the necessity of procedure of Supervision. Usually it takes 6 months and causes the delays in bankruptcy proceedings taking into account the low quality of the main tasks performance at this stage. This position is reflected in the Law Draft "On business debt restructuring during insolvency proceedings" which allows to reduce time of carrying out Supervision for the majority of the companies. It is explained by the fact that the number of debtors which are not intended to continue operations is usually higher. In any case, either the Supervision procedure will still be valid or cancelled after the Law Draft adoption, the requirement of financial analysis conduct will remain it any case. Thus, the above mentioned professional Standard should be adopted to establish universal approach, principles and rules of financial analysis.

#### 5. SYSTEMIC TRANSFORMATION OF THE INSOLVENCY INSTITUTION

Nowadays there are the first steps towards systemic modernization of the existing insolvency institution are realized by the authorities. These attempts to transform bankruptcy into debt recovery tool should be appreciated positively but some important drawbacks can be considered during this process. Some extended directions of this reform should also be emphasized.

# 5.1. Changes in legislation: introduction in the Bankruptcy Law the possibility to apply directly for reorganization

The first steps have already made in this direction: since 2017 the Law Draft "On business debt restructuring during insolvency proceedings" have been considering the Russian State Duma (Restructuring Law Draft, 2017). Similar to U.S. Bankruptcy Code and legislation of some other countries, the Russian Draft Law stipulates that two types of application may be submitted to the court: the one for the restructuring procedure commencement and application for being declared bankrupt and liquidated. In the same time this Law Draft contains many shortcomings. For example, the possibility of reorganization is limited mainly by debt restructuring (this is even reflected in the title of the Law Draft) which indeed is only one kind of business rescue tools. Such approach reduces possibilities of reorganization, does not stimulate the use of a set of administrative, financial and economic technologies of rescue acquired by practice. The Law Draft contains some provisions similar to global practice but does not into account the specifics of Russian economic conditions. Some articles in the Law Draft seem controversial. In particular, the offered duration of Financial Rehabilitation process is up to five years. The main argument for this period is the experience of other countries. For example, in France the period of reorganization plan implementation can last up to ten and even fifteen (for some groups of debtors) years; according to the legislation of the United States, Spain, Belgium the period of business reorganization is also up to five years and can be extended. For Russia such period of business rescue seems extremely long: very few projects have such a long cycle in modern innovative economy while the moratorium on payment creditors' claims within all period of reorganization plan implementation can seriously undermine a financial position of creditors, lead to depreciation of debts and break balance between interests of creditors and debtors. Probably, such period of rehabilitation in Russia is acceptable for companies-giants, "strategic enterprises" but, in our opinion, it can be rather an exception from the rules, than a universal rule. This point of view is confirmed by the results of empirical study of England and Wales insolvencies conducted by Walton, Umfreville and Jacobs (2018). Companies Voluntary Arrangements (CVAs) is applied for rescue of small business and "should last no longer than 3 years without good reason" (Walton, Umfreville and Jacobs, 2018).

#### 5.2. The insolvency prevention

The current Insolvency Law contains the special chapter called "Bankruptcy Prevention". Although the idea corresponds to the concept of supporting of distressed companies and avoiding bankruptcy, the content of the chapter is mainly declarative: it only says that all interested parties, including authorities, should take measures for prevention of company's bankruptcy. The chapter does not show any tools for the insolvency prevention except direct financial help. Other possibilities, such as guarantees of federal or municipal authorities, restructuring of debts, development of financial rehabilitation plan, using of swaps and other financial tools are not considered. Directors duties in the shadow of insolvency should be articulated more clearly and fully to include a requirement to address financial distress early. Nowadays some banks are making attempts to prevent insolvency of their borrowers by participation in management upon the occurrence of the first signs of financial distress. The idea is very perspective because usually banks can suggest debt restructuring, support distressed company with advanced managerial and financial techniques. In the same time banks are in the very beginning of the process: covenants under which the lender can interfere in the borrower's management process are usually not defined in the credit contract both with the extent of possible participation. Preventive restructuring is aimed at avoiding bankruptcy and can include urgent operative tools to stop crisis (restructuring of assets, liabilities, management system) and strategic measures to increase business sustainability (informal workouts i.e. assignments of payments delay, changes in the capital structure, mergers and acquisitions, business processes reengineering, etc.).

#### 5.3. Training and certification of business rescue administrators

Professional qualification of insolvency administrators is crucial for the successful implementation of reorganizational procedures. Today the Russian Law determines the following requirements to the potential insolvency administrator without differentiation for reorganization and liquidation: Russian citizenship, higher professional education, experience of executive position work for one year and the internship as the insolvency administrator's assistant in the bankruptcy proceedings for two years, being certified specialist after passing the standard qualification exam. In practice these requirements do not guarantee high professionalism of insolvency administrators. One can see that the particular profile of a high education is not specified, having engaged in practical activity as an intern for the short period is not enough to get the special skills of managing the indebted business, there is no specialization of insolvency administrators on carrying out particular proceedings. The restrictions, which do not allow foreigners to be insolvency administrators in Russia, impede the integration of Russia into world economic and legal system. From our point of view, it is necessary to develop special training program for such "rescue managers" completed by the subsequent certification. In the same time the requirements to the qualification exam should be tightened to make the exam more effective and objective. Similar to insolvency administrators such certified "rescue managers" may form self-regulated professional associations. It will contribute to improving the activities, increasing professional level, strengthening control for such managers within business rescue process. The practice of systemic refresher training exists in Association of the Certified Accountants or Auditors, gives good results and should become an obligatory condition to continue professional activity as an administrator within insolvency proceedings.

#### 5.4. Motivation of business rescue activities

Nowadays the salary of insolvency administrators depends on the type of the bankruptcy procedure and includes fixed minimum (special for each procedure) plus percentage from the book value of the debtor's assets. The highest fixed remuneration per month is supposed for insolvency administrator in External Administration (45 000 Rub (640 Euro)), the lowest – for the Financial Rehabilitation procedure (15 000 Rub, (210 Euro)). Despite the fact that the fixed part is small in both cases, the legislators set the maximum sum for an external administrator to demonstrate the proper priority of reorganization in the bankruptcy system and high level of responsibility. In practice salary of insolvency administrators can be even low: in 2017 average remuneration was 176 000 Rub (2 325 Euro) per one case which lasts no less than 6 months (average length of the first obligatory Supervision procedure) (UFRBI, 2018). Insolvency Law establishes correlation between "the book value of assets as of the last balance sheet date before the procedure commencement date" and insolvency administrators' salary. Such approach has some disadvantages. In particular the book value of assets in distressed companies can be considerably overestimated or underestimated (assets can be "hidden"). So, it does not reflect the real volume of insolvency administrator's work and the remuneration based on this factor will not motivate the administrator to work better but will only stimulate him to choose the most indebted businesses. Moreover, the remuneration in this case depends on the size of distressed company and is not related to the results of work. Foreign experience demonstrates certain achievements in the area of qualification and remuneration of insolvency administrators within general restructuring orientation of the insolvency legislation. For example, in Germany there are no certain requirements to qualification of insolvency administrator but in practice it is a lawyer working with indebted companies and highly appreciated by the court, having specific

experience of dealing with business in the concrete economic industry and similar scale. In Poland insolvency administrator can get up to 5% of assets value after sale of the business and up to 10% of the revenue of restored business (Lowitzsch (ed), 2007). Thus, the system of remuneration and control over insolvency administrators should also be reformed to make their salary dependent on the results, i.e. solvency restoration instead of "the book value of assets".

#### 6. CONCLUSION

In recent years of financial and economic crises in Russia, the understanding has come that bankruptcy of any company gives "the effect of multiplicator" for economy, can trigger "default waterfall". This effect is more significant on emerging markets because of financial instability of many companies. One of the main tasks of this research was to develop recommendations for making business rescue procedures more applicable. A few number of business rescue cases within insolvency proceedings is caused by certain problems in this area: assetless or "letterbox" debtors, deliberate bankruptcies which are practically unprovable, formal approach to financial analysis of the debtor, mistakes in cash flow calculation within restructuring plans, absence of real crisis management skills of insolvency administrators, etc. The necessity of strengthening of the Insolvency Law rehabilitation orientation has been commonly recognized in Russia. The Law Draft "On business debt restructuring during insolvency proceedings" seems as a perspective way to harmonize with foreign practice and to increase restructurings by cancelation of the first "technical" Supervision procedure, change in voting for rehabilitation plan, forming opportunities of preliminary negotiations between creditors and the debtor. Modernization of the insolvency institute in Russia should include adoption of new Federal Standard for debtor's financial analysis by the insolvency administrator and updated requirements for the insolvency administrator's profession. Strengthening of the business rescue role within the insolvency process should be achieved by systemic transformation of the insolvency institution through legislation amendment i.e. introducing the possibility for quick start of the restructuring (reorganization) procedure, measures for insolvency prevention, advanced training and independent certification of business rescue managers, motivation of corporate renewal activities.

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