List of the questions raised for discussion by the Attorney-General's Department and the Department of Treasury in June 2011 "Options paper: a modernisation and harmonisation of the regulatory framework applying to insolvency practitioners in Australia"

QUESTIONS	MY COMMENTS
Standards for entry into the insolvency profession	
Are there any concerns with changing the academic requirements to remove the greater emphasis placed upon accounting skills over legal skills, while retaining a minimum level of study in each?	 Yes. 1. The current emphasis in the academic requirements of liquidators is not on "accounting skills" but on accounting studies. Such studies teach important aspects of business activity, including budgeting, economics, business management, breakeven analysis, financial ratios, business finance, costing methods, stock control, valuations, auditing, and taxes. 2. A liquidator or other external administrator is likely to require a solid understanding in these aspects of business, particularly in trade-on situations. 3. The present system, under which lawyers provide legal advice to liquidators as required, works well. It brings fresh, independent, expert minds to bear when needed, which enhances the integrity of external administration regimes. Would a liquidator whose professional qualification is that of a lawyer seek advice from another lawyer and give it the same status?
 Should the gaining of a Masters in Business Administration meet the qualification requirements for registration, if it did not otherwise meet legal and accounting study requirements? 	• No.

		I	
•	Should a minimum level of actual	•	Yes.
	experience in insolvency administration		
	remain a mandatory requirement for		
	registration as a practitioner?		
•	Should the experience requirements for	•	Yes.
	registered liquidators be reduced to two		
	years of full-time experience in five years?		
•	Should new market entrants be required to	•	Yes.
	complete some form of insolvency specific		
	education before practicing as registered		
	liquidators or registered trustees?		
•	Should ASIC be empowered to impose	•	Due to time constraints I am
	requirements on a registered liquidator as		unable to comment at this time.
	a condition of the registration? What types		
	of conditions should a regulator be		
	empowered to impose upon a new		
	registered liquidator's registration?		
•	Should a registered trustee face more	•	Due to time constraints I am
	streamlined entry requirements than those		unable to comment at this time.
	that exist for a standard applicant for		
	registration as a registered liquidator, and		
	vice versa?		
•	Is further formal training necessary to	•	Yes.
	ensure that practitioners that wish to		
	transition between the two professions are		
	able to fulfil their statutory obligations?		
Reg	sistration process for		
inso	olvency practitioners		
Disc	ussion questions		
•	Should an applicant seeking registration as	•	Yes.
	a registered liquidator or registered trustee		
	be required to be interviewed as part of		
	the registration process?		
•	Should an applicant seeking registration as	•	Yes.
	a registered liquidator or registered trustee		
	be required to sit an exam as part of the		
	registration process?		
•	Should a general 'fit and proper' person	•	Yes. Assuming that "fit and
	requirement be imposed for the		proper" refers to the person's
	registration of both personal and corporate		moral and mental qualities.
	insolvency practitioners?		
•	If the process for the registration of	•	Due to time constraints I am
	liquidators is aligned with the process for		unable to comment at this time.
	the registration of registered trustees,		
	what differences should be maintained		
	between the two registration processes?		

 Is it appropriate that the current fee for registration of liquidators be increased to reflect the amendments to registration processes? 	 Due to time constraints I am unable to comment at this time.
Should the official liquidator role be maintained?	• Yes.
What other aspects of the current Bankruptcy Act committee system might be amended?	I have no developed opinion.
If registration of a registered liquidator is for a defined period, what conditions should be required to be met for renewal of the registration to occur?	 1. That the liquidator has up-to-date knowledge of: current practices, principles, standards and laws in the field of corporate insolvency administration; and current laws relating to employment, business practices and business taxes. 2. That the liquidator is still a "fit and proper person" 3. That the person has not been found guilty of negligence, breach of duty, theft, fraud, etc., by a court or a recognized disciplinary authority.
Should the renewal process include a fee? Should the fee be commensurate merely with the administrative cost for completing the renewal or should the revenue raised by the fee be used to fund additional oversight of the insolvency market? Should the renewal fee be determined with reference to the numbers and nature of the administrations to which the practitioner is appointed?	Due to time constraints I am unable to comment at this time.
Remuneration framework for	
insolvency practitioners	
Integrity of the fee se	tting process

MY COMMENTS:

When the Options Paper refers to "clients" (para 162) it says that this term is used to refer to

"creditors and/or members, depending upon the nature of the relevant insolvency administration". This seems to me to be a huge oversimplification which hides some important elements present in many insolvency administrations.

In a voluntary corporate insolvency appointment the liquidator or administrator appointed at the first instance is engaged by the directors. So, especially in the case of small enterprises, the liquidator or administrator will tend to think of the **directors** or, perhaps **the directors' accountant or lawyer,** as his/her client. The insolvency practitioner has been approached by the directors (directly or indirectly) to assist with a problem that they have.

In such a case the liquidator's fee is likely to be set by the directors or their advisers. For example, the company's lawyer or public accountant will contact two or more insolvency practitioners and ask them for advice on what to do and a "quote" on a fee – essentially a "fixed" fee - to carry out the work.

The competition that keeps down insolvency administration fees occurs at this point. It is in fact a tender process. The winner, once appointed, then has the task of convincing those who have the power to approve or cut the fee (the creditors) that the fee is reasonable. In this scenario, that tends to be the nature of the insolvency practitioners relationship with creditors.

Often overlooked in discussions about the fee setting process in insolvency administration is the downside of competition. Although a tender process keeps fees down, what is the cost to the integrity of our insolvency laws? An analogy of sorts exists in the building industry, where fierce competition has encouraged quotes that are only achievable by the use of fake contracting agreements (to reduce employment costs), the fraudulent retention of tax monies, and the use of phoenix companies. In the insolvency industry the push for cheap fees is likely to encourage tasks being cut, and the easiest tasks to cut are those to do with the investigation and reporting of offences and misconduct.

Inquiries and discussions about fees (including the discussion in the Options Paper) usually overlook the fact that our laws and our regulators charge and entrust liquidators with being part of the white-collar police force. The amount of work liquidators are expected to carry out in this area – in investigations, collecting evidence, reporting and prosecution support – is considerable. If liquidators do not meet this obligation, the insolvency laws are not enforced. Through regulatory guides and the like the ASIC has almost "privatized" the enforcement of insolvency laws. And, where the liquidator does this work, creditors often pay for it.

"Justice" has become another important client for the liquidator to consider. Lower liquidation fees could be achieved, and justice might be better served, if a much greater part of this function was handed back to the ASIC or given to another government-funded police force.

Discussion questions	
Should the Corporations Act be amended to include a provision that aligns with the	 Due to time constraints I am unable to comment at this time.
Bankruptcy Act prohibition upon	

practitioners making any arrangement	
whereby a benefit is received, either	
directly or indirectly, in addition to the	
remuneration to which he or she is	
entitled? Should such a prohibition be	
clarified to provide that this extends to	
charging disbursements with a profit	
component that may benefit, directly or	
indirectly, the practitioner?	
Are the current requirements for the	• No.
provision of information to creditors to	• Yes.
assist them in assessing costs appropriate?	 As much as makes sense.
Should this information be provided in a	
standard form? Should these requirements	
be aligned between corporate and personal	
insolvency?	
What could be done to address concerns	Due to time constraints I am
about cross subsidisation?	unable to comment at this time.
What could be done to address concerns	 Due to time constraints I am
about inappropriate use of disbursements?	unable to comment at this time.
Should all fee approval be required to be	• Yes.
subject to a cap set by creditors in an	• No.
external administration or bankruptcy? Is it	
unreasonable to expect that an insolvency	
practitioner go back to the creditors in	
order to seek an increase on the initial	
remuneration cap?	
Should a group of creditors (or a single	 Due to time constraints I am
creditor) that successfully challenge an	unable to comment at this time.
insolvency practitioners' remuneration,	
receive an increased priority in relation to	
the savings that may result?	
Should a registered liquidator, under any	 Due to time constraints I am
circumstances, be able to exercise a casting	unable to comment at this time.
vote on a motion regarding his or her	
remuneration or removal?	
Communication and	
monitoring	
Discussion questions	
What amendments should be made to	Due to time constraints I am
provide creditors with more information or	unable to comment at this time.
power to monitor the progress of a winding	
up, administration or bankruptcy?	
Should creditors have largely the same	• Yes.
rights to information and tools to monitor a	
ingines to information and tools to monitor a	

liquidation, administration, bankruptcy or controlling trusteeship? • Are there any impediments to insolvency practitioners communicating with creditors electronically? • If the statutory frameworks are aligned, are there any modifications necessary to account for the practical differences between the bankruptcy and corporate insolvency frameworks?	 Due to time constraints I am unable to comment at this time. Yes. Obviously there is a huge difference between a non-business bankruptcy and a large corporate external administration. Beyond that I am unable to comment at this time.
Would support from at least 25 per cent of creditors be an appropriate threshold in corporate insolvency for requiring a creditors meeting to be held? Given the larger numbers and quantum of claims, would a lower threshold (for example, 10 per cent) be more appropriate? What rules should apply in relation to who bears the costs of holding a meeting of creditors?	Due to time constraints I am unable to comment at this time. Yes God'its as bould not be a second or
• If liquidators are required to provide all information reasonably requested by a creditor regarding a liquidation or administration and creditors have improved powers to require the calling of meetings, is there any need for default annual meetings, written updates or creditors' meetings at the completion of a winding-up? Could these requirements be amended to a requirement for the practitioner to raise the option of having such updates and meetings with creditors (for consideration and voting) as a default reporting arrangement?	 Yes. Creditors should not have to ask for information. They should have a right to receive it, and external administrators should have a legal duty to provide it. Creditors must be informed about meetings that are being held. No.
Should the role of the COI be given greater prominence in the corporate and personal insolvency systems? If so, how might this occur?	Due to time constraints I am unable to comment at this time.
 Should the rules governing COIs be aligned between corporate and personal insolvency? Are there any specific aspects of COI law that should be otherwise reformed? 	Due to time constraints I am unable to comment at this time.
Should creditors be able to make a binding resolution on a liquidator? If yes, should there be any role for the Court to overrule	Yes.Yes.Yes. Commercial decisions that

that resolution (for example, where the Court believes that the resolution is not in the best interests of the creditors as a whole)? Should there be any limit on the type of areas that creditors are able to pass a binding resolution? Funds handling and record keeping	have traditionally been the province of liquidators should remain so.
Discussion questions	
 Should the rules governing record keeping, accounting, audits and funds handling in corporate and personal insolvency be aligned? If so, how should this occur? 	 Due to time constraints I am unable to comment at this time
 If aligned rules on accounts reporting are introduced, what should be the content, form and frequency of the accounts required? 	 Due to time constraints I am unable to comment at this time.
Are there other record keeping, accounting, audits and funds handling rules that should be mandated for personal and corporate insolvency, in addition to those that currently exist?	• Yes. I believe that the current law which allows liquidators in a creditors voluntary liquidation to destroy their own records of a liquidation soon after the winding up is finalized ought to be repealed. Sec 542(1) contains the phrase "all books of the company and of the liquidator". The reference to the books of the liquidator should be removed. For more comments see http://insolvencyresources.com.au/blog/2010/05/24/retaining-books-and-records-post-liquidation/
If amendments are made to the personal and corporate law to align the powers of the regulators (in certain circumstances) to freeze the accounts of insolvency practitioners, in what circumstances should the regulators be able to issue an account freezing notice to a bank?	Due to time constraints I am unable to comment at this time.
Should the issuing of an account freezing notice require an application to the Courts? For how long should a freezing notice have effect?	Due to time constraints I am unable to comment at this time.
At what level should the penalties that	Due to time constraints I am

apply to breaches of the funds handling,	unable to commant at this time
	unable to comment at this time.
record keeping, retention of books, and	
audit provisions in the Corporations Act	
and the Bankruptcy Act be set to provide a	
greater deterrent to potential offenders?	
Will increasing the penalties make	• Yes.
practitioners more likely to pay greater	
attention to these requirements?	
Are there additional civil obligations and	Due to time constraints I am
criminal offences that should be provided	unable to comment at this time.
for in respect of these areas?	anable to comment at this time.
	Due to time constraints I am
If civil or criminal penalties are applied for	
the lodgement of inaccurate annual	unable to comment at this time.
reports, under what circumstances should	
those penalties apply?	
Should late lodgement, non-lodgement or	 Allowance should be made for
false lodgement of accounts be a statutory	the occasional late lodgement
basis for removal? If so, by what process	and non-lodgement. Habitual
might removal take place?	late lodgement and non-
	lodgement should be a basis for
	removal.
Insurance requirements for	
incolvency practitioners	
insolvency practitioners	
Discussion questions	
Is there a benefit for insolvency	Due to time constraints I am
practitioners, creditors or other	unable to comment at this time.
stakeholders in aligning the insurance	
requirements for liquidators and registered	
trustees?	
If the criminal penalty for not complying	Due to time constraints I am
with insurance requirements is increased,	unable to comment at this time.
at what level should the penalty be set to	
at what level should the penalty be set to provide a sufficient deterrence against	
at what level should the penalty be set to provide a sufficient deterrence against breach?	unable to comment at this time.
 at what level should the penalty be set to provide a sufficient deterrence against breach? Should a fidelity fund be established? If so, 	 unable to comment at this time. Due to time constraints I am
 at what level should the penalty be set to provide a sufficient deterrence against breach? Should a fidelity fund be established? If so, how should such a fund be operated and 	unable to comment at this time.
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to either the Committee's or the CALDB's	unable to comment at this time.
systems of disciplining practitioners to	
improve their operation?	
Do you think that aligning the disciplinary	Due to time constraints I am
frameworks will provide for more	unable to comment at this time.
consistent and improved outcomes for	
practitioners and other stakeholders	
between personal and corporate	
insolvency?	
If a Committee structure is adopted for	
registered liquidators:	
 Should there be any amendments 	Due to time constraints I
to the framework that underpins	am unable to comment
the current personal insolvency	at this time.
committee system?	
 Should the statutory framework for 	o Due to time constraints I
the committee system currently in	am unable to comment
the Bankruptcy Act be replicated in	at this time.
the Corporations legislation?	
 Should ASIC be statutorily required 	o Due to time constraints I
to provide a show-cause notice to	am unable to comment
the practitioner before establishing	at this time.
a committee?	
 Should the committee consist of a 	It should also include a "public
 Should the committee consist of a member of ASIC, a member of the 	It should also include a "public advocate" representative.
	-
member of ASIC, a member of the	-
member of ASIC, a member of the IPA, and an appointee of the Minister?	advocate" representative.
member of ASIC, a member of the IPA, and an appointee of the Minister? • Should there be a time limit for	advocate" representative. o Due to time constraints I
member of ASIC, a member of the IPA, and an appointee of the Minister? • Should there be a time limit for decisions by the committee? Should	o Due to time constraints I am unable to comment
member of ASIC, a member of the IPA, and an appointee of the Minister? Should there be a time limit for decisions by the committee? Should it be aligned with the current time	advocate" representative. o Due to time constraints I
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decisions?	
Should a committee constituted under the	• Yes.
	• 165.
Bankruptcy Act be empowered to summon	
a third party to appear at a hearing to give	
evidence and be cross examined?	V
Should mechanisms be put in place to	• Yes.
impose sanctions on practitioners or	
witnesses who fail to attend or provide	
books to a Committee or Board?	
Should the Bankruptcy Act be amended to	 Due to time constraints I am
provide ITSA with the express power to	unable to comment at this time.
seek to deregister a registered trustee	
where the trustee is no longer 'fit and	
proper'?	
 If the regulatory frameworks are amended 	 Due to time constraints I am
to expand the powers of ASIC and ITSA to	unable to comment at this time.
discipline insolvency practitioners directly,	
what minor breaches should those powers	
extend to?	
Would the suggested amendments to	Due to time constraints I am
enhance the powers of the court breach	unable to comment at this time.
considerations of natural justice?	
Should the nature of the role of registered	• No.
liquidators and registered trustees as	
officers of the court, as well as their	
inherent fiduciary duties, mean that it is	
reasonable to empower the Court to direct	
them to stand aside where there are	
serious allegations that have yet to be	
resolved?	
Domoval and raplacement of	
Removal and replacement of	
insolvency practitioners	
Discussion questions	
-	
Should an initial creditors' meeting in a	• No.
compulsory winding up at which creditors	
would have the right to replace or appoint	
a new liquidator be mandated?	
If an initial creditors' meeting were	
mandated for court-ordered windings up:	
 Should there be an exception for 	Due to time constraints I am
assetless administrations?	unable to comment at this time.
assettess autililisti ations:	unable to comment at this time.
 Should approval of the appointed 	Due to time constraints I am
registered liquidator be able to be	unable to comment at this time.
obtained through a mail out? If	and to comment at this time.
confirmation/replacement of	
commination/replacement of	

registered liquidations occurred by	
postal vote in court ordered	
liquidations, should this mechanism	
also replace the opportunity to	
replace a practitioner provided via	
initial meetings in other kinds of	
corporate insolvency?	
 Should creditors in corporate insolvencies 	Due to time constraints I am
be generally empowered to remove a	unable to comment at this time.
registered liquidator by resolution in the	
same way as under personal insolvency	
law?	
 What effect, if any, would the 	Due to time constraints I am
potential for removal be expected	unable to comment at this time.
to have on remuneration	
arrangements?	
 Does the current scheme for the 	Due to time constraints I am
removal of a registered trustee	unable to comment at this time.
provided sufficient and clear	
protections against abuses of	
process?	
If creditors are empowered to remove a	Due to time constraints I am
liquidator in a creditors' voluntary winding	unable to comment at this time.
up (subsequent to the first meeting),	
should members have any corresponding	
right in a members' voluntary winding up?	
Is there a need to facilitate the transfer of	• Yes.
the books of the administration from an	Due to time constraints I am
outgoing insolvency practitioner to his or	unable to comment at this time.
her replacement? What barriers, if any, are	
there to the implementation of such a	
reform?	
Are any other amendments necessary to	Due to time constraints I am
assist creditors to use any new power to	unable to comment at this time.
remove a registered liquidator? What other	
administrative arrangements would be	
required to ensure a smooth transition	
from one registered liquidator to another?	
Regulator powers	
Discussion questions	
Are there unjustified divergences between	Due to time constraints I am
the powers and roles of the insolvency	unable to comment at this time.
regulators?	and to comment at this time.
Should a creditor in a corporate insolvency	Due to time constraints I am
have any right to request that ASIC	unable to comment at this time.
undertake a review of specified kinds of	and to comment at this time.
decision by a liquidator?	
uccision by a inquidator:	

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•	If ASIC was to be empowered, what types of decisions should ASIC be able to review?	Due to time constraints I am unable to comment at this time.
•	The expansion of ASIC's current functions to include such a review power would have some cost. Given the Government's cost recovery policy how should any expansion of powers be funded?	Due to time constraints I am unable to comment at this time.
•	Should ASIC and ITSA be given more flexibility to communicate to a complainant (or creditors generally) information obtained by it in relation to the conduct of an external administration?	• Yes.
•	Should regulators be able to require a practitioner to sit an examination to test ongoing compliance with the knowledge or skills requirements for registration? Should such a power be extended to enabling regulators to require persons acting under delegation from practitioners to sit an examination?	Yes. Yes.
•	What powers might be appropriate to provide to regulators to facilitate (if necessary) the rights of creditors to call meetings and to ensure such meetings are held in a transparent manner — in particular in relation to the assessment of votes for and against the retention of the current insolvency practitioner?	Due to time constraints I am unable to comment at this time.
•	Does section 536 of the Corporations Act, as currently applied by the Court, provide for the appropriate supervision of registered liquidators by ASIC?	Due to time constraints I am unable to comment at this time.
•	Should ASIC be able to share information with the IPA for disciplinary purposes?	Due to time constraints I am unable to comment at this time.
•	Should ITSA and ASIC be empowered to impose conditions across the market? If so, what types of conditions should the regulator be empowered to impose?	Due to time constraints I am unable to comment at this time.
•	If a new Ombudsman or external dispute resolution scheme were established:	
	 Should the new body be a statutory body (for example, the Superannuation Complaints Tribunal) or a private body (for example, the Financial Ombudsman 	Due to time constraints I am unable to comment at this time.

Service)?	
 Should any new body have the ability to hear disputes in both corporate and personal insolvency? Should the new entity be independent of the two regulators? 	Due to time constraints I am unable to comment at this time.
o If the body is a statutory entity, what functions of ITSA or ASIC should be given to the new body? Should the body have power to obtain information or to inspect the records of an organisation relevant to the complaint? If the new body is privately run, what protections would need to be put in place to achieve this?	Due to time constraints I am unable to comment at this time.
 How should the new body be funded? Should there be any charge to the complainant to investigate a complaint or should it be funded through an industry levy? 	Due to time constraints I am unable to comment at this time.
 Should the body have an explicit educative role? 	Due to time constraints I am unable to comment at this time.
 Should the body have the right to deal with systemic issues or commence its own investigation? If the body is a private entity, what powers should it be given to achieve those objectives? 	Due to time constraints I am unable to comment at this time.
 What types of disputes should the body be able to hear and deal with? Should the body be able to review remuneration? Should this be done through independent cost assessors? 	Due to time constraints I am unable to comment at this time.
Specific issues for small	
business	
Discussion questions	
 Are any statutory reforms required to assist regulators to provide improved regulation in relation to interconnected personal and corporate insolvencies? Are improvements needed in relation to their capacity to share information and cooperate? 	Due to time constraints I am unable to comment at this time.
If the scope of the AA Fund is broadened to allow for the funding of registered trustees	Due to time constraints I am

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to investigate and report on corporate law breaches, which Corporations Act breaches in particular should be provided for?	unable to comment at this time.
 Should the scope of the AA Fund be broadened to allow for loans to registered liquidators to properly carry out their fiduciary and statutory duties? 	 Due to time constraints I am unable to comment at this time.
 Should section 305 of the Bankruptcy Act also be expanded to provide for the funding of investigations into corporate law breaches? 	 Due to time constraints I am unable to comment at this time.
 What steps might be taken to improve efficiency in relation to related personal and corporate insolvencies while appropriately addressing conflicts of interest? 	Due to time constraints I am unable to comment at this time.
 What other amendments can be made to assist creditors and directors of small corporates to better engage with the corporate insolvency system? 	•
 Is there a case for automatic disqualification of directors after a company failure? If so, how many repeated failures should trigger disqualification? Should there be a threshold for failures to trigger disqualification (for example, where less than 50 cents in a dollar are returned to creditors)? Over what period must the failures occur? 	 Yes. Two. Due to time constraints I am unable to comment at this time. Due to time constraints I am unable to comment at this time.
 Should a registered liquidator be able to assign actions which vest personally in the liquidator? If so, should a registered trustee be likewise able to assign rights of action? 	Due to time constraints I am unable to comment at this time.
Should ASIC be able to automatically disqualify a director of an insolvent company who has not taken reasonable steps to ensure that the company has maintained its financial records?	• Yes.