

# PRINCIPLES FOR STABLE CAPITAL FLOWS AND FAIR DEBT RESTRUCTURING

## REPORT ON IMPLEMENTATION BY THE PRINCIPLES CONSULTATIVE GROUP

WITH COMPREHENSIVE UPDATE ON  
INVESTOR RELATIONS PROGRAMS  
AND DATA TRANSPARENCY

OCTOBER 2015

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TRANSPARENCY

COOPERATION

GOOD FAITH

FAIR TREATMENT

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## I. Overview

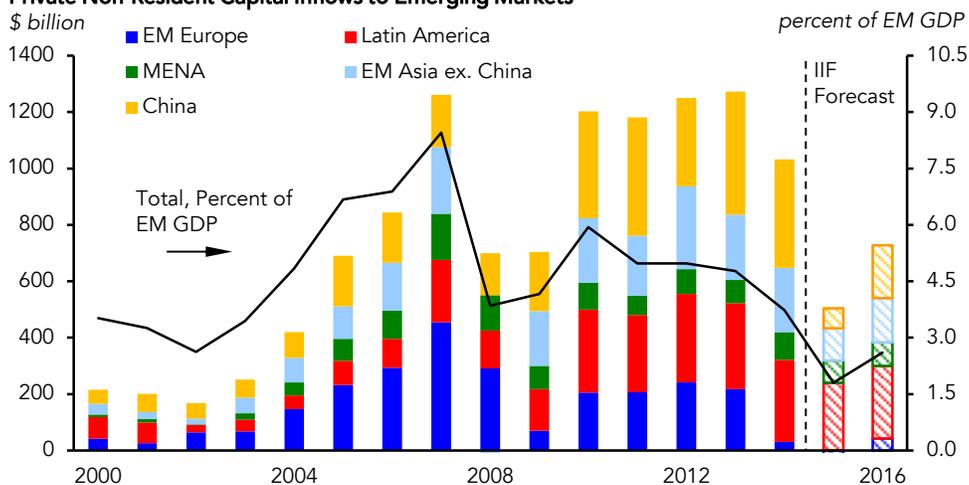
The global economic and financial environment has become more challenging for emerging market (EM) countries and their sovereign bond markets over the past year. EM countries have experienced a growth slowdown, hurt by sustained declines in commodity prices and slowing world trade, compounded by uncertainties in China's growth prospects. The recent substantial stress in equity and foreign exchange markets added pressure to the challenges faced by EM policymakers. The divergence in monetary policies between the US/UK and most other countries, together with growing divergence in economic growth between mature and emerging markets, has generated market uncertainty and volatility that will likely continue in the period ahead.

According to the latest estimates by the Institute of International Finance (IIF), private capital inflows to the 30 major emerging markets monitored by the IIF have weakened markedly this year, to \$548 billion this year, falling below 2008 levels (see Chart 1). The sharp decline in nonresident capital inflows is reminiscent of the 2008/09 financial crisis. However, the underlying factors leading to the pullback are fundamentally different. This year's decline has been driven by a sustained slowdown in EM growth, and in particular by uncertainty about China's economy amid continuing concerns about the impact of the Fed's eventual turn to raise U.S. interest rates.

In the midst of these challenging circumstances, the *Principles for Stable Capital Flows and Fair Debt Restructuring* continues to serve as a very useful framework for crisis prevention and resolution, particularly in the cases of sovereign debt restructuring in Greece, the Caribbean and Ukraine. The *Principles* essentially constitute a voluntary code of conduct between sovereign debt issuers and their private sector creditors, which was agreed to in 2004 and endorsed by the G20 Ministerial Meeting in Berlin in November 2004 (see Annex I). Until October 2010, the *Principles* applied only to sovereign issuers in emerging markets, but their applicability has since been broadened to encompass all sovereign issuers (on a voluntary basis) and non-sovereign entities in cases where the state plays a major role in influencing the legal parameters of the debt restructuring. The *Principles* incorporate voluntary, market-based, flexible guidelines for the behavior of sovereign debtors and private creditors with the aim of promoting and maintaining stable capital flows, financial stability and sustainable growth. The *Principles* promote crisis prevention through the pursuit

Chart 1

### Private Non-Resident Capital Inflows to Emerging Markets



Source: IIF.

of strong policies, data and policy transparency, and open communication and dialogue with creditors and investors —particularly through investor relations programs (IRPs). The *Principles* strive for effective crisis resolution through inter alia good-faith negotiations with representative groups of creditors and non-discriminatory treatment of all creditors. The *Principles* are monitored by two oversight bodies—the *Group of Trustees* and the *Principles Consultative Group (PCG)*, which includes senior officials from developed and emerging-market countries, as well as senior bankers and investors.

Since the *Principles* were launched in 2004, their effective implementation has helped safeguard access to private external financing during periods of global financial stress (see Box 1). Countries with strong policy performance and active IRPs have clearly done well relative to others both during the 2008-09 global financial crisis and since then.

In view of the evolving trends in global financial and sovereign debt markets, the PCG discussions on broader issues have continued to be extensive over the past year. The discussions covered the impact of global financial market developments, central bank policies, investor risk preferences on private capital flows to emerging markets and sovereign debt issuance by emerging market and frontier market countries. In addition, the PCG continued to closely follow the debate on the effective framework for sovereign debt restructuring and the implementation of the proposed contract reform that further strengthens the effectiveness of the contractual approach to sovereign debt restructuring. The PCG was updated on developments in the litigation by holdout creditors against Argentina before the U.S. courts and of their potential implications on the sovereign debt restructuring process, reviewed efforts to address the balance of payment overhang of the estates of the failed banks in Iceland, and examined the ongoing sovereign debt restructuring efforts by Ukraine and Grenada.

### Box 1. BENEFITS OF IMPLEMENTING THE *PRINCIPLES*

The *Principles*' greatest strength is derived from the incorporation of voluntary, market-based, flexible guidelines for the behaviors and actions of debtors and creditors, which have been developed by all concerned parties. The main benefit for the system as a whole is their proactive and growth-oriented focus given that the *Principles* are operative not only after a crisis has occurred, but also in the early stages and during periods of diminished market access.

The *Principles* also yield substantial shared benefits for sovereign issuers and their creditors. By emphasizing crisis prevention, the *Principles* can offer significant benefits to sovereign borrowers by helping them reduce debtor country vulnerabilities to economic or financial crises, as well as the frequency and severity of crises and the huge economic costs associated with such crises, by promoting:

- Information sharing and close consultations between debtors and their creditors to provide incentives for sound policy action in order to build market confidence, thus ensuring stable capital flows to these countries and preserving financial stability.
- Enhanced creditor–debtor communication by encouraging debtors to strengthen IR activity based on good market practices and encouraging investors to provide feedback. IR practices enable policymakers to make market-informed policy decisions; and
- Early corrective action through sound policy-making, stimulated in some cases by intensified IR or based on direct consultations between the debtor and its creditors.

In cases where debt restructuring is deemed unavoidable, the *Principles* encourage cooperation between debtors and creditors in an orderly process based on engagement and good-faith negotiations toward a fair resolution of debt-servicing difficulties. Such actions could accelerate a country's restoration of market access and economic growth.

Through these cooperative actions, the *Principles* have underpinned a sustainable and healthy flow of private capital to emerging-market economies, facilitating needed investment for long-term growth. In addition, cooperative action and enhanced creditor–debtor communication are consistent with the implementation of debt relief programs supported by multilateral organizations and public sector creditors, in particular, the Highly Indebted Poor Country (HIPC) Initiative and the Multilateral Debt Relief Initiative. New sovereign issuers in particular stand to benefit from the proactive implementation of enhanced data transparency and IR practices as recommended by the *Principles*. New issuers can attract investment through strengthened communication with creditors.

**Box 2. FRAMEWORK FOR MONITORING THE IMPLEMENTATION OF THE PRINCIPLES**

The *Principles* set forth a voluntary approach to debtor–creditor relations, designed to promote stable capital flows to emerging-market and other debtor countries through enhanced transparency, dialogue, good-faith negotiations, and equal treatment of creditors. The implementation of the *Principles* is based on the cooperation and partnership between issuers and investors that was evident during the discussion that led to their creation.

The **Group of Trustees** is the guardian of the *Principles*. The Group consists of 47 current and former leaders in global finance with exceptional experience and credibility. The Group has three co-chairs. The current co-chairs of the Group are **Axel Weber**, Chairman of UBS and former President of the Bundesbank; **Christian Noyer**, Governor of Banque de France; **Zhou Xiaochuan**, Governor of the People's Bank of China (see Annex III for the list of all members of the Group of Trustees). After over four years of service, Governor of Banco de México, **Agustín Guillermo Carstens** stepped down as a co-chair in April, 2015 but remains a Trustee.

The Trustees meet once a year to review the progress being made on the implementation of the *Principles* within the framework of the international financial architecture. The Group oversees the work of the **Principles Consultative Group (PCG)**, a select group of finance and central bank officials with senior representatives of the private financial community tasked with monitoring and encouraging the practical application of the *Principles*.

The PCG has 32 members, including finance ministry and central bank officials from a diverse group of emerging markets and senior representatives of the private financial community, many of whom were instrumental in the formulation of the *Principles* (see Annex IV for a list of the PCG members). The membership of the Group has increased since its first meeting in 2005 to represent more adequately the evolution of global finance in emerging markets and other debtor countries. The PCG maintains an appropriate balance between private and public sector members, as well as membership balanced in geographical scope. PCG meetings are held regularly to discuss implementation issues, country cases, and implications of developments in global capital markets. Members enrich PCG discussions with diverse experiences and perspectives.

The IIF supports both the PCG and the Group of Trustees as their secretariat. The IIF secretariat consults with members of the PCG as well as other market participants as to which country cases or regions to include in PCG discussions. It also prepares background material on international capital market developments, country issues, and other topics on the agenda.

## II. PCG Discussions on Regional and Country Circumstances

### a. Annual Meeting of the Group of Trustees

At their last annual meeting, on October 12, 2014, in Washington, D.C., on the occasion of the Annual Meetings of the IMF and the World Bank and the Annual Membership Meeting of the IIF, the Trustees took note of the comprehensive 2014 Report on the Implementation of the *Principles* provided to them by the PCG and welcomed the continued effectiveness of the PCG in providing constructive feedback to a range of authorities and private creditors over the past 12 months on the implementation of the *Principles*, policy options and adjustment needs.

In particular, the Trustees noted with satisfaction that the voluntary, market-based, flexible guidelines for the behavior of sovereign debtors and private creditors underlying the *Principles* continue to serve as a very useful framework for both crisis prevention and resolution with a view to promoting and maintaining stable capital flows and supporting financial stability and sustainable growth. They pointed out that the *Principles* promote crisis prevention through the pursuit of strong policies, data and policy transparency, and open communication and dialogue with creditors and investors (particularly through IRPs), and effective crisis resolution through inter alia good-faith negotiations for a fair debt restructuring deal with representative groups of creditors.

At the meeting, the ICMA model for aggregated collective action clauses (CACs) was presented to the Trustees. The Trustees welcomed ICMA's recommendations for aggregated CACs with robust aggregation clauses and creditor engagements provisions, including the model *pari passu* clause with an explicit indication of its coverage. Trustees welcomed the model aggregated CACs, which strengthen the effectiveness of the prevailing contractual approach to sovereign debt restructuring by facilitating high creditor participation in debt restructurings whilst reducing the potential incidence of holdout creditor disruption. The Trustees noted that the ICMA recommendations are fully consistent with the *Principles for Stable Capital Flows and Fair Debt Restructuring*.

The Trustees welcomed the review by the PCG of a number of recent country cases of sovereign debt restructuring in the Caribbean and elsewhere and its assessment of the lessons learned. The Trustees also noted the discussion by the PCG of the ongoing reflections and assessments in a number of fora of the modalities for sovereign debt restructuring and of possible refinements. In this context, the Trustees underscored the importance of the current contractual approach as embodied in the *Principles*. They also reaffirmed the central importance of good-faith negotiations with representative creditor committees in facilitating an early return to market access by debtors and the attainment of debt sustainability.

### b. Overview of PCG Discussions

Over the past year, the PCG continued its practice of holding conference calls to review developments in international capital and sovereign debt markets and in evolving country cases of sovereign debt restructurings. Additionally, the PCG discussed a number of potential debt restructuring cases involving countries that are undergoing economic adjustment.

In view of the evolving trends in global financial and sovereign debt markets, the PCG discussions on broader issues continued to be wide-ranging. First, the discussions covered the impact of the ample

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global liquidity, changes in investor risk appetites, the evolving process for the tapering of quantitative easing and the prospective normalization of the U.S. monetary policy on private capital flows to emerging markets and sovereign debt issuance by emerging market and frontier market countries.

Second, the PCG followed the evolving debate on the effective framework for sovereign debt restructuring in light of the early implementation of changes to the prevailing contractual approach, which would strengthen the framework's effectiveness through more robust creditor engagement clauses (see section c).

Finally, the PCG delved deeply into a number of country cases, including the ongoing sovereign debt restructuring efforts by Grenada and Ukraine, past country cases where sovereign debt issues and bank restructuring remain relevant (Greece and Iceland), as well as cases where debt restructuring issues could arise (Puerto Rico).

### **c. Evolving Framework for Sovereign Debt Restructuring**

The PCG discussed three important elements of the evolving framework for sovereign debt restructuring: a) the adoption by sovereign issuers of the ICMA recommendations for strengthened collective action, *pari passu* and creditor engagement clauses; b) industry efforts to promote broad understanding of the contractual reform, highlighting the benefits of its full implementation; and c) the ongoing review by the IMF of its lending framework in relation to sovereign debt restructuring with the aim of supporting its member countries in addressing debt sustainability problems more effectively. The validation of the prevailing contractual, market-based framework in sovereign debt restructuring has resulted in concrete proposals aiming at reducing the cost of crisis resolution through market-based solutions.

The ICMA sovereign debt contract reforms, including model aggregated collective action, *pari passu*, and creditor engagement clauses for inclusion in new sovereign bond contracts were released in August 2014. The PCG noted the endorsement by the IIF and the IMF as well as the G-20. The reform has been welcomed by authorities and commentators as a means of facilitating collective action and avoiding the type of disruption to sovereign debt restructurings that arise from litigation, as in the long-running dispute between Argentina and some of its creditors. Section III b provides a detailed update on the implementation of the ICMA contract reform.

## **COORDINATION BETWEEN PUBLIC AND PRIVATE SECTOR CREDITORS—TRANSPARENCY AND COMPARABILITY OF TREATMENT**

Recent experiences in sovereign debt restructuring demonstrated the need for addressing the comparability of treatment issue—namely, how to treat different categories of public debt of a country in distress to improve the effectiveness and fairness of a debt operation in achieving debt sustainability. Recent experiences of debt relief have focused on certain types of debt (usually held by private creditors), which in certain cases form a small part of total public debt of a country, prompting private creditors to raise the issue of the efficiency of such a treatment.

In the context of the annual meeting of the IIF with the Paris Club of creditors that took place in June 2015, private and official creditors reviewed past experiences and the challenges ahead to ensure the efficiency of sovereign debt restructurings by strengthening coordination between public and private sector creditors.

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One of the principles of the Paris Club is comparable treatment, which encourages debtor countries not to grant a more favorable treatment to its other creditors than that negotiated with official bilateral counterparts within the Paris Club. In recognizing the emerging importance of some bilateral official creditors, the Paris Club has expanded its outreach in an effort to broaden acceptance of the guidelines for debt relief. Furthermore, we welcome the fact that for the first time the Paris Club and the private sector discussed the coordination and comparability of treatment across creditors.

The third element in the evolving framework for sovereign debt restructuring involves the ongoing review of the lending framework of the IMF aimed at supporting its member countries in their efforts to address debt sustainability problems more effectively. The IMF agenda in this regard includes issues surrounding the process of engagement during the restructuring period—both between the sovereign issuers and its creditors and among creditors themselves.

Although the collaborative, good-faith approach to resolving external private arrears embedded in the IMF's lending-into-arrears policy remains the most promising way to regain market access post-default, the IMF staff is currently reviewing the effectiveness of the lending-into-arrears policy in light of recent experience and the increased complexity of the creditor base.

The growing role and changing composition of official and private lending has called for a clearer framework for official as well as private sector involvement, which has informed the IMF's work over the past months, and will continue to do so in the new future. The IMF staff presented a new policy paper to its Board in June 2014 that highlighted some preliminary considerations for changes related to the treatment of sovereign debt issues in the IMF's lending framework under its exceptional access policy. As indicated below, the proposed changes address many of the concerns raised by market participants and reinforce the emphasis on strengthening the contractual approach.

In evaluating these developments, the PCG welcomed the emerging consensus that the prevailing contractual approach to sovereign debt restructuring is the preferred framework. The PCG also took note of the recommendations put forward to strengthen collective action clauses; encourage sovereign debtor's engagement with private creditors and the engagement by sovereign debtors with these committees in reaching debt restructuring agreements; and clarify the coverage of the *pari passu* clause. The PCG considered that all of these developments are fully consistent with the *Principles*, which remain the embodiment of the contractual approach and offer the best practices for an equitable and efficient sovereign debt restructuring. The PCG will continue to monitor the coverage and implementation of aggregated CACs and the *pari passu* clauses in sovereign bond issuance and debt restructurings.

#### **d. PCG Discussions on Country Cases**

Over the past year, the PCG discussed the ongoing sovereign debt restructuring efforts by Grenada and Ukraine, followed developments in past country cases where sovereign debt issues and bank restructuring remain relevant, notably in Greece and Iceland.

##### **GRENADA**

In early October, the government of Grenada launched an exchange offer that will restructure nearly \$252 million of U.S. dollar and E.C. dollar bonds due 2025.

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The restructuring terms were agreed in negotiation between Grenada and the Steering Committee of Grenada Bondholders. The parties agreed to a 50% principal reduction in two phases –an upfront 25% principal reduction, with the remaining 25% principal reduction contingent upon timely completion of the Sixth Review of Grenada's current IMF's Extended Credit Facility (ECF) program.

The new bonds will carry a coupon of 7% per annum with a maturity of 15 years, and equal amortization beginning in the second year. Grenada honored in full its arrears with private creditors as past due and accrued interest were 100% capitalized. As part of the agreement bondholders will receive a portion of revenues that may be generated by Grenada's Citizenship by Investment Program after expiration of the ECF arrangement. The new bonds will contain the ICMA-recommended collective action and *pari passu* clauses and a strong creditor engagement clause.

The Grenada Bondholder Group was cohesive and highly representative, controlling approximately 76% of the country's commercial bond debt stock, and 87% of the U.S. Dollar Bonds Due 2025. A cohesive creditor committee validated the importance of creditor committees in sovereign debt restructuring; the Grenada Bondholder Committee was able to achieve the best deal that was workable given the country situation.

In December 2014, the Government finalized an agreement with the Export-Import Bank of Taiwan Province of China (Eximbank) to restructure US\$36.5 million in debts to Eximbank. The agreement reduces the amount outstanding on the loan by 50 % (equivalent to 2 percent of GDP, or 62 percent in net present value (NPV) terms). The agreement put an end to Eximbank's legal proceedings in New York courts to recover payments outstanding since the 2005 debt restructuring.

The Paris Club has provided financing assurances for Grenada and has tentatively agreed to discuss the treatment of its claims during the fall of 2015. Kuwait has resumed new disbursements to finance existing projects and authorities have reportedly contacted all non-Paris Club bilateral official creditors to request a comprehensive restructuring of their claims on Grenada.

## UKRAINE

After 5 months of negotiation, Ukraine and the Ad Hoc Committee of Creditors reached agreement on September 23, 2015 on a restructuring deal for \$18 billion of identified Ukraine Eurobonds. The deal consists of i) 4 years of maturity extension, whereby holders of bonds due in 2015 will obtain notes due in 2019; ii) a uniform 7.75% coupon on all maturities of the extended bonds; iii) 20% nominal principal haircut (the most contentious element); and iv) GDP-linked instruments to enhance recovery value if Ukraine's economy performs better than benchmarks. Markets have reacted positively to the news, with the notes due in July 2017 jumping 8.9 cents to 64.5 cents on the dollar. The deal needs to be approved by all bondholders on a bond series by series basis, but the agreement by the Ad Hoc Committee of Creditors and a slightly better terms offered for the two bonds with the nearest maturities should help to mobilize high participation in the deal.

Ukraine has offered similar terms on Russia's \$3 billion Eurobonds maturing in December this year. According to repeated statements by Russian officials, it is very likely that Russia will not participate in the restructuring deal, either by insisting that the \$3 billion credit is official lending not subject to the PSI operation. Consequently, the IMF and Ukraine would have to come up with alternative measures to plug any financing gap caused by Russia's action. For private sector bondholders

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agreeing to the deal, it is important that documentation for the extended/restructured bonds contains well drafted *pari passu* and cross-default clauses excluding any references to possible Russia-triggered credit events.

Since debt relief for Ukraine from its Eurobond holders has been widely expected, the deal does not fundamentally change the economic prospects for Ukraine—we expect real GDP to shrink by 10-12% this year with foreign reserves still extremely low at \$14 billion at the end of 2015. However, the deal addresses a key condition in the IMF program and removes a distraction from the government, allowing it to focus on implementing the reform measures contained in the IMF program to lay the basis for a recovery--of course subject to potential disruption from the conflict in eastern Ukraine.

The agreement between Ukraine and its private creditors is welcome and underlines a key lesson that good faith negotiation can lead to a reasonable result when both the sovereign debtor and its private sector creditors are flexible and willing to compromise. Prematurely drawing a line in the sand (for example, accepting nothing but a 40% or 0% nominal haircut) can be counter-productive. Specifically, the alternative of insisting on precise restructuring measures as non-negotiable to comply with an IMF program (whose parameters depend on economic and financial forecasts) is not negotiating, but imposing unilateral demands on private creditors. This unilateral approach has been shown to entail high risk of litigation and prolonged exclusion from access to international capital markets.

## ICELAND

In late March 2015 the Icelandic authorities launched a consultation process with a number of institutions holding significant claims on the estates of the three large Icelandic banks that failed in 2008 – Kaupthing, Landsbanki and Glitnir. The consultation process was aimed at discussing proposals the government was considering for the settlement of the old banks consistent with the orderly strategy for the liberalization of capital controls in the country.

The consultation process culminated in the announcement on June 8, 2015 of voluntary arrangements on behalf of the estates designed to neutralize the balance of payments risks posed by the domestic assets in the estates. These proposals contemplate addressing these risks through a combination of the payment of a voluntary stability contribution, together with other measures designed to attenuate the release of domestic assets that have been trapped behind the capital controls. All other assets will be freely distributable to creditors once these proposals have been implemented.

These voluntary agreements need to be converted to a consensual restructuring of the obligations of each bank, in order to both distribute available cash and create solvent asset management companies to realize the remaining assets in the portfolio. The restructurings will be implemented via a composition, an Icelandic law process. Each of Glitnir, Kaupthing and Landsbanki will need to complete separate restructurings. The key benefit of composition is that it allows to bind all creditors, provided the required majority approves them. It effectively works as a collective action clause and provides legal certainty.

The three banks are focused on completing the restructurings by the end of 2015. The key external variable to achieving this objective is the formal acceptance by the Icelandic Central Bank of these

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restructuring proposals by way of granting an exemption from the capital controls. Completing by the end of the year is important because, in the event the restructurings are not completed by then, each bank would be subject to a one-time stability tax of 39% of total assets.

#### **e. International Capital Markets and Emerging Markets Roundtable**

The 2015 International Capital Markets and Emerging Markets Roundtable was held on April 19, 2015 and organized under the leadership of the co-chairs of the Group of Trustees. It was attended by 300 senior public officials from both mature and emerging market economies, leaders from the private financial sector, and representatives from international financial institutions. The Annual Roundtable included two panel discussions on ongoing key global policy issues of special relevance for both issuers and investors, and a keynote address by Valdis Dombrovskis, the European Commission's Vice President for the Euro and Social Dialogue. The first panel discussion covered the measures policymakers around the world can adopt to foster a revival of prudent financial globalization—vital to support growth in emerging market economies. The second panel focused on the set of policy and market measures needed to help allocate private capital towards long-term projects, such as infrastructure and especially in emerging markets. As in earlier years, the discussion among Roundtable participants was lively and insightful, and was highly appreciated by all participants, confirming the perception of the Roundtable as a major forum for informal annual discussions among public and private decision makers.

### **III. Sovereign Bond Contract Reform: Implementing the ICMA Model for Aggregated Collective Action Clauses, Model *Pari Passu* and Creditor Engagement Clauses**

#### **a. Industry Efforts to Promote Adoption of the ICMA Proposals**

Joint roundtable meetings organized by the IIF, ICMA and the Emerging Markets Trade Association (EMTA) were held on February 5 at Clifford Chance's offices in London and on March 2, 2015 at EMTA's offices in NYC. A Washington, DC panel on April 19, 2015 organized under the auspices of the IIF Committee on Sovereign Risk Management (CSRМ), coincided with the 2015 International Capital and Emerging Markets Roundtable. In the April 19 meeting, representatives from several international financial institutions and national governments from both mature and emerging market countries were in attendance. At these joint ICMA, IIF and EMTA meetings, buy-side market participants along with leading capital markets experts and legal professionals reviewed creditor engagement issues in the context of sovereign debt restructurings and consider possible options to encourage governments and market participants to embrace and promote the use of creditor engagement provisions in sovereign bond contracts.

Participants noted that taken as a whole, the three elements of the ICMA recommendations for strengthened sovereign contracts represent a balanced enhancement of CACs to strengthen the framework for sovereign debt restructuring while providing adequate safeguards to investor rights. Participants noted the reform does not shift the balance of power between sovereign debtors and its creditors, but rather shifts leverage from individual creditors to creditors as a group. As such, private sector participants stressed the importance of full adoption of the contract reform, including creditor engagement clauses.

At these meetings it was noted that implementation of the contractual reform, though encouraging, has been partial, with some issuances omitting the inclusion of creditor engagement clauses –

potentially weakening creditors' rights. Participants reviewed 16 recent sovereign debt restructurings and the role that creditor committees played. Twelve of these used committees successfully (with a 98.5% participation rate), contributing to orderly, timely and swift restructurings that preserve value. Of the remaining 4 issuers, Dominican Republic was an outlier in the sense that it was a successful restructuring without a committee, likely due to the very difficult nature of this restructuring and low participation rates. The experience of Argentina was also considered an outlier. From these discussions, the evidence shows that creditor committees work by adding integrity and building investor confidence and they are valued by the private investor community as a way to overcome collective action problems. As part of the ICMA-recommended clauses, creditor engagement clauses should be included in sovereign bond contracts.

## **b. Status of Implementation**

Concerning the implementation of the ICMA sovereign debt contract reform, the PCG noted that since October 2014, 80% of new foreign law sovereign issuances--based on nominal amount--have incorporated components of the proposed new clauses. Implementation significantly higher for issuances under NY law than English law (70% vs. 30%). In this regard, the PCG welcomed the issuance by the Republic of Kazakhstan (\$2.5 billion in October 2014) under English law. As the first sovereign issuance to include the ICMA recommendations in full, Kazakhstan's issuance effectively overcame the first-mover problem. As far as sovereign issuances governed under New York jurisdiction, Mexico led the market with the issuance of a 10-year benchmark bond. There has been no discernible pricing impact of the inclusion of ICMA CAC proposals on these bond issues. Implementation of the contractual reform is encouraging, but challenges in promoting full implementation of the ICMA recommendations remain.

Adoption of this enhanced framework is not without challenges. One important impediment to consider is that \$900 billion of outstanding bonds in foreign law will mature over the next 10 years. The PCG also noted the absence of appetite by sovereigns to undertake liability management exercises. While there might be liability management operations based on other considerations, the PCG encouraged issuers to take advantage of the opportunity to adopt the new CACs.

Since the publication of the reform proposals, a growing number of sovereign borrowers have adopted the new provisions. 73% of all new EM sovereign issuers have incorporated the aggregated CAC with a menu of voting procedures, 80% include the "single-limb" voting procedure that enables bonds to be restructured on the basis of a single vote across all affected instruments or a two-limb aggregated voting procedure and a series-by-series voting procedure. 63% of the new issue include the ICMA model *pari passu* clause that disavows the ratable payment interpretation by clarifying the scope of its interpretation.

The inclusion of creditor engagement clauses has made little progress as evidenced by their inclusion in only 20% of EM issuances since October 2014. Creditor engagement clauses provide clarity by setting out a sequence of actions to be followed by the sovereign debtor and its private creditors when the borrowing country is under stress, thus reducing the uncertainty which could undermine value of the sovereign bonds.

Forty three percent of emerging markets sovereign bonds are subject to a fiscal agency agreement. Generally, in a fiscal agency agreement each bondholder retains the right to contractual remedies

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**Table 1**  
**Legal Features of Select Emerging Market Issuances (Post October 2014)**

Issue Date	Maturity	Years to Maturity	Issuer	Description
10/06/2014	10/14/24	10.147	Kazakhstan	3.875% Senior Notes due '24
10/21/2014	10/28/24	10.147	<a href="#">Romania</a>	2.875% Medium-Term Nts due '24
10/21/2014	02/26/44	29.758	Colombia	5.625% Global Bonds due '44
10/21/2014	02/26/24	9.467	<a href="#">Colombia</a>	4.000% Global Bonds due '24
10/30/2014	11/18/50	36.556	<a href="#">Republic of Peru</a>	5.625% Sr Unsecurd Nts due '50
11/06/2014	11/06/2024		Vietnam	4.8% Global Bond due '24
11/10/2014			<a href="#">Mexico</a>	
12/10/2014			Ethiopia	6.625% Global Notes due '24
01/06/2015	01/20/40	25.364	<a href="#">Philippines</a>	3.950% Global Bonds due '40
01/07/2015	04/16/43	28.667	Republic of Turkey	4.875% Global Bonds due '43
01/08/2015	01/15/25	10.147	Indonesia Republic	4.125% Senior Bonds due '25
01/08/2015	01/15/45	30.439	Indonesia Republic	5.125% Senior Bonds due '45
01/12/2015	01/30/25	10.167	Mexico	3.600% Global Bonds due '25
01/12/2015	01/23/46	31.453	Mexico	4.600% Global MTNs due '46
01/21/2015	06/15/45	30.822	<a href="#">Colombia</a>	5.000% Global Bonds due '45
02/24/2015			Ivory Coast	6.625% Global Bond due '26 '27 '28
02/26/2015	03/06/24	9.133	Mexico	1.625% Global Bonds due '24
02/26/2015	03/06/45	30.439	Mexico	3.000% Global Bonds due '45
03/12/2015			<a href="#">Panama</a>	3.75% Global Bonds due '25
03/19/2015	03/19/20	5.072	Republica del Ecuador	10.500% Sr Unsecurd Nts due '20
03/19/2015	03/26/35	20.292	Bulgaria	3.125% Medium-Term Nts due '35
03/19/2015	03/26/27	12.175	Bulgaria	2.625% Medium-Term Nts due '27
03/19/2015	03/26/22	7.103	Bulgaria	2.000% Medium-Term Nts due '22
03/19/2015	11/18/50	36.167	Republic of Peru	5.625% Global Bonds due '50
03/20/2015			Costa Rica	
03/23/2015	06/15/45	30.664	<a href="#">Colombia</a>	5.000% Global Bonds due '45
03/30/2015	05/10/27	12.267	Poland	0.875% Medium-Term Nts due '27
04/08/2015	03/15/15	101.372	Mexico	4.000% Notes due '15
04/08/2015	04/14/26	11.161	Republic of Turkey	4.250% Global Bonds due '26
05/26/2015			Republic of Egypt	Global Medium Term Note Programme

\* Reflects a combined score of the Gerin office at the Banco Central do Brasil and the IRU office at the National Treasury.



in the event of a default. A slightly larger number of sovereign bond issuers (57%) opted to appoint a Trustee to represent and protect the interest of the bondholders.

Sovereign bonds governed under English law are more likely to include creditor engagement clauses, but these clauses are also observed in a handful of issuances governed under New York law.

#### **IV. Investor Relations and Data Transparency**

Since the launch of the *Principles for Stable Capital Flows and Fair Debt Restructuring* in 2004, a growing number of sovereign borrowers have recognized the importance of active investor relations (IR) programs and strong data dissemination practices as tools to strengthen their relationship with the investor community. The emphasis of these programs on data and policy transparency and proactive dialogue between sovereign debt issuers and investors is fundamental to crisis prevention and resolution. The *Principles* are built on good market practices by both issuers and investors and are complemented by the support of these practices by other agencies and international financial institutions, including the IMF and the World Bank. Under the current market environment, and particularly with the prospective normalization of U.S. monetary policy, emerging markets would face pressures in attracting private capital inflows. Enhancing IR and data transparency practices would play an important role in attracting capital flows and maintaining the stability of sovereign debt markets.

Regular, proactive investor relations programs have enabled government debt managers and central bank officials to understand and communicate better with their investor base, address concerns and questions, and make market-informed policies. They have also made it possible for investors to become better informed about the current economic developments and prospects as well as the issuing country's key economic policies and objectives. By helping sovereign debt issuers to build trust and long-term relationships with their investors during periods of calm financial markets, IR programs have proven to be helpful instruments for authorities to navigate turbulent periods, as the experience with the 2008-09 global financial crisis and subsequent periods of market volatility have demonstrated. As such, they are key elements of the *Principles*.

Emerging market sovereign debtors have made enormous strides over the past several years in enhancing their IR and data dissemination practices. These practices cover a range of activities and communication channels, and they entail different levels of intensity and formality in dealing with investors. A number of the relatively more advanced emerging market countries with comparatively heavy reliance on bond issuance in international capital markets have found it useful to establish formal investor relations programs (IRPs). These programs involve the establishment of specialized units with expert and identifiable staff and dedicated official websites that facilitate communication and interaction with investors. Out of the 40 countries monitored by the IIF, the number of countries with IRPs has increased from 5 in 2004 to 14 by 2013. Korea discontinued its official IR website in 2012, though it continues to be highly transparent in economic data provision. The countries with IRPs are listed in Table 2.

The IIF monitors and assesses the IR and data dissemination practices of most emerging market and developing countries from different geographical regions, including sub-Saharan Africa. The number of countries covered has increased since the IIF's first assessment in 2005, from 30 major issuers to 38 by 2011 and to 40 by 2015, with Paraguay's practices being assessed against the IIF's best practices for the first time.

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The usefulness of effective IR practices and data transparency is not limited only to emerging market and developing economies. They can be equally useful to all sovereign debt issuers. Yet, in practice, very few advanced countries have formal IRPs as data and policy transparency is instead achieved through open communication and dialogue between the authorities of these countries and their investors --who tend to be predominantly financial institutions, institutional investors and large asset managers. Foreign investors are also increasing their exposure to emerging and frontier markets and to new issuers among developing countries.

Country	IR Program Launching Year	Location
Mexico	1995	Ministry of Finance and Public Credit
Brazil	April 1999 2001	Banco Central do Brasil The National Treasury
The Philippines	July 2001	Bangko Sentral ng Pilipinas
Turkey	August 2005	Prime Ministry Undersecretariat of Treasury
Indonesia	February 2006	Bank Indonesia
Peru	April 2006	Ministry of Economy and Finance
Morocco	December 2007	Ministry of Economy and Finance
Colombia	2008 / Upgraded 2010	Directorate of Public Credit, Ministry of Finance and Public Credit
Chile	Upgraded 2009	Ministry of Finance
Poland	February 2009	Ministry of Finance
The Dominican Republic	September 2009	Public Credit Directory, Ministry of Finance
Panama	April 2011	Ministry of Economy and Finance
Uruguay	April 2011	Public Credit Directory, Ministry of Economy and Finance
South Africa	June 2011	National Treasury

### **a. IIF Assessments of IR and Data Dissemination Practices**

The IIF's deep involvement with investor relations and data transparency practices in emerging market economies dates back to the mid-1990s. Leveraging on its vast private sector membership, the IIF has developed a set of 20 criteria for the evaluation of IR practices and a set of 23 criteria for the evaluation of the data dissemination practices of emerging market sovereign debt issuers. These criteria are listed in Tables 3 and 4. Each country is assigned a weighted score based on the number of criteria it meets and the weights of each of these criteria ranging from 0 to 3. Partial credit is not awarded. Scores are fulfilled in a binary fashion, wherein evidence of satisfaction of the criterion guarantees full credit, while no evidence results in a zero [0] score. A detailed description of the evaluation criteria is provided in Appendices A and B, while the best practices for investor relations are summarized in Annex V.

The criteria used reflect the areas that are of high importance to investors. Out of the 20 criteria used for IR practices and data transparency, 7 carry a weight of 3 and include factors such as the existence of a formal investor relations unit with dedicated staff, subscription to the IMF's Special Data Dissemination Standards (SDDS), effective transparency of market-related data, and the availability of forward looking policy information. Similarly, among the 23 assessment criteria for data dissemination practices, 6 carry a weight of 3 and include factors such as the availability of time series data and the adoption of accrual accounting for central government finance statistics, and the availability of time series data on central government debt and its amortization schedule.

The IIF reviews periodically with market participants the relative importance of countries' investor relations and data dissemination practices in their investment decisions. The IIF routinely seeks the feedback of selected members of the IIF Council on Asset and Investment Management (CAIM) Working Group and the IIF Committee on Sovereign Risk Management (CSRМ). The investor's feedback confirmed that the relative importance of the criteria used in broad terms and suggested stronger relative weighting in the overall index for IR practices and data transparency of subscription to the IMF's SDDS and the archiving on the official websites of investor presentations in conference calls or road shows made by the authorities. The 2015 evaluations have also benefitted from comments from selected investors.

## **a. IIF Assessments Results**

The 2015 IIF assessment covers the IR and data dissemination practices of 40 emerging market economies that are most active in international debt capital markets. The full scoring of each country covered in the IIF IR and data dissemination indices is shown in Tables 3 and 4.

The IR and data transparency rankings in 2015 indicate welcome improvements in the scores of several emerging markets relative to 2014. The most noteworthy improvements relate to Panama and Belize. Panama increased its ranking by six points to a score of 38 (out of 42) as a result of progress in the criteria related to the availability of central bank and government agency websites in English, and the availability of both historical and forward-looking policy information. Belize increased its ranking by four points to a score of 11 as a result of progress in the criteria related to reciprocal links on relevant websites and the availability of archived presentations to investors. Other notable improvements include Costa Rica—which rose two points to 18—for progress in the criteria related to the presentation of macroeconomic data in a market-friendly format, Tunisia—which rose three points to 11—for meeting the criteria related to reciprocal links on relevant websites and the presentation of macroeconomic data in a market-friendly format, and Vietnam—which rose three points to nine—for fulfilling the criteria related to the availability of central bank and government agency websites in English.

Overall, the 2015 rankings of IR and data transparency practices indicate that 16 out of the 40 countries attained fairly high scores in the top quartile (32-42), while 15 countries had scores in the lowest quartile (0-11). Indonesia, Mexico, Turkey and Uruguay remain at the top tier with a maximum score of 42. They were followed by Brazil, Chile, Peru, South Africa, Panama, the Philippines and Poland in second place (with scores of 38-41 out of 42), and by a third group of countries that comprised Dominican Republic, Hungary, and Colombia (32-36 out of 42). While Colombia remains

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in the top quartile of scores, its grade eased from 35 to 32 as a result of the discontinuation of non-deal roadshow presentations and web-based communication with investors on the Investor Relations Colombia's website.

The 2015 data dissemination rankings remained broadly unchanged relative to 2014, with only a couple of minor adjustments. Belize and Gabon's data dissemination scores eased by one point as a result of difficulties in meeting the criteria for dissemination of central government operations on a monthly basis. In addition, Tanzania and Zambia's scores slid by two points as both countries fell short of fulfilling the IIF best practice of central government operations timeliness. While the data dissemination point totals for four countries declined marginally in 2015, 20 countries still rank in the top quartile (33-44) and only 4 countries in the lowest quartile (0-11). Overall, Turkey continued to be the top performer with the highest score of 44, followed by a broad range of countries in the second tier (Chile, Brazil, Dominican Republic, Indonesia, South Africa, and Uruguay) with scores ranging from 41 to 42. The third tier of top performers (with scores from 37-40) includes Peru, Croatia, Hungary, Mexico, Poland, Morocco, Bulgaria, Egypt, and Russia. All these countries continue to set preeminent examples in data dissemination practices in their respective regions.

While the 2015 data dissemination rankings remain relatively the same as in 2014, it has been announced that authorities from both China and Panama are currently working, in coordination with the IMF, towards adhering to the Fund's SDDS, which upon implementation will increase the IIF data dissemination rankings for the two respective countries.

According to a recent paper by the IMF (WP/14/127), investor relations programs can play a critical role in facilitating the monitoring of sovereign primary and secondary markets, changes in investor risk appetites, improving the issuing country's market perception and increasing the likelihood of a successful rollover of maturing bonds at reasonable yields. This constitutes a major incentive for EMs to either expand or institute new investor relations programs, drawing on the best practices of other emerging market borrowers with more advanced IR programs.

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**TABLE 3**  
**Overall Assessment of Investor Relations and Data Transparency Practices (Prioritized)**

Investor Relations Practices Criteria		Investor Relations Office/Staff		Investor Relations Website			Dissemination of Macroeconomic Data and Policy Information			
		Presence of Institutionalized Investor Relations Activities	Investor Relations Staff Identifiable and Reachable through Website(s)	Central Bank and Government Agency Website(s) Available in English	Reciprocal Links to Central Bank, Ministry of Finance, and Other Government Agency Websites	Investors Able to Register for Website Subscription	Country Subscribes to SDDS	Effective Data Transparency of User-Relevant Data	Macro-economic Data Presented in User-Friendly Format	Historical Policy Information Available
	Weight	2	3	3	1	1	3	3	2	2
Country	Score									
Belize	11	0	0	3	1	0	0	1	0	0
Brazil*	41	2	3	3	1	1	3	3	2	2
Brazil (Gerin)	41	2	3	3	1	1	3	3	2	2
Brazil (Treasury)	41	2	3	3	1	1	3	3	2	2
Bulgaria	23	0	0	3	1	0	3	3	2	2
Chile	41	2	3	3	1	1	3	3	2	2
China	10	0	0	3	0	0	0	0	2	0
Colombia	32	2	3	3	1	1	3	2	0	2
Costa Rica	18	0	3	0	1	1	3	1	2	0
Croatia	15	0	0	3	1	0	3	3	2	0
Dom. Rep.	36	2	3	3	1	1	0	3	2	0
Ecuador	6	0	0	0	0	0	3	2	0	0
Egypt	15	0	0	3	0	0	3	2	0	2
Gabon	2	0	0	0	0	0	0	1	0	0
Ghana	8	0	0	3	0	0	0	0	0	2
Hungary	35	2	3	3	0	1	3	3	2	2
Indonesia	42	2	3	3	1	1	3	3	2	2
Kenya	10	0	0	3	1	0	0	1	0	2
Korea, South	28	2	0	3	1	0	3	2	2	2
Lebanon	27	0	0	3	1	1	0	2	2	2
Malaysia	19	0	0	3	1	0	3	2	2	2
Mexico	42	2	3	3	1	1	3	3	2	2
Morocco	23	2	3	3	1	1	3	1	2	0
Nigeria	11	0	0	3	0	0	0	0	0	0
Pakistan	21	0	0	3	1	1	0	2	2	2
Panama	38	2	3	3	1	1	0	2	2	2
Paraguay	9	0	0	0	0	0	0	1	0	1
Peru	41	2	3	3	1	1	3	3	2	2
Philippines	38	2	3	3	1	1	3	2	0	2
Poland	38	2	3	3	1	1	3	3	2	2
Romania	20	0	0	3	0	0	3	1	0	2
Russia	26	0	0	3	1	1	3	3	2	2
South Africa	41	2	3	3	1	1	3	3	2	2
Tanzania	4	0	0	3	0	0	0	0	0	0
Thailand	23	0	0	3	1	1	3	2	0	2
Tunisia	11	0	0	0	1	0	3	2	2	0
Turkey	42	2	3	3	1	1	3	3	2	2
Ukraine	10	0	0	0	0	0	3	1	0	0
Uruguay	42	2	3	3	1	1	3	3	2	2
Venezuela	6	0	0	0	1	1	0	2	0	0
Vietnam	9	0	0	3	0	0	0	0	0	0
Zambia	4	0	0	3	0	0	0	0	0	0

\* Reflects a combined score of the Gerin office at the Banco Central do Brasil and the IRU office at the National Treasury.



**TABLE 4**  
**Assessment of Data Dissemination Practices (Prioritized)**

Elements in Data Dissemination Practices		Central Government Operations (CGO) **							Central Government Debt (CGD) ***			
		SDDS Subscriber*	CGO Periodicity	CGO Timeliness	Time Series Availability	Domestic and External Financing Availability	MGFS 1986 (Cash Accounting)	GFSM 2001 or Transition Towards GFSM 2001 (Accrual Accounting)	CGD Timeliness	CGD Debt Periodicity	Time Series Availability	Domestic and External Debt Breakdown Availability
	Weight	2	1	2	3	1	1	3	2	1	3	1
Country	Score											
Belize	15	1	0	0	3	0	0	0	0	1	3	1
Brazil	41	2	1	2	3	1	1	0	2	1	3	1
Bulgaria	37	2	1	2	3	1	1	3	2	1	3	1
Chile	42	2	1	2	3	1	1	3	2	1	3	1
China	8	1	1	2	0	0	0	3	0	0	0	1
Colombia	34	2	1	2	3	1	1	0	2	1	3	1
Costa Rica	26	2	1	2	0	1	1	0	2	1	3	1
Croatia	39	2	1	0	3	1	1	3	2	1	3	1
Dom. Rep.	41	1	1	2	3	1	1	3	2	1	3	1
Ecuador	33	2	1	2	3	1	1	0	2	1	3	1
Egypt	37	2	0	2	3	1	1	3	2	1	3	1
Gabon	15	1	0	0	0	1	0	0	2	1	0	1
Ghana	12	1	1	0	3	1	1	0	2	1	0	0
Hungary	39	2	1	2	3	1	1	3	2	1	3	1
Indonesia	41	2	1	2	3	1	1	3	2	1	3	1
Kenya	25	1	1	0	3	1	1	0	2	1	3	1
Korea, South	31	2	1	2	3	1	1	0	2	1	3	1
Lebanon	26	1	1	2	3	1	1	0	2	1	3	1
Malaysia	26	2	1	2	3	1	1	0	2	1	3	1
Mexico	39	2	1	2	3	1	1	0	2	1	3	1
Morocco	38	2	1	2	3	1	1	0	2	1	3	1
Nigeria	16	1	1	2	0	1	1	0	2	1	0	0
Pakistan	30	1	1	0	3	1	1	3	2	1	3	1
Panama	28	1	1	1	3	1	1	0	2	1	3	1
Paraguay	10	1	1	0	0	0	1	0	2	1	0	
Peru	40	2	1	2	3	1	1	3	2	1	3	1
Philippines	30	2	1	2	3	1	0	0	2	1	0	1
Poland	39	2	1	2	3	1	1	3	2	1	3	1
Romania	35	2	1	2	3	1	1	0	2	1	3	1
Russia	37	2	1	0	3	1	1	3	2	1	3	1
South Africa	41	2	1	2	0	1	1	3	2	1	3	1
Tanzania	17	1	1	0	3	1	1	0	2	1	3	1
Thailand	35	2	1	2	3	1	0	3	2	1	3	1
Tunisia	30	2	1	2	3	1	1	0	2	1	3	1
Turkey	44	2	1	2	3	1	1	3	2	1	3	1
Ukraine	27	2	1	2	3	1	1	0	2	1	3	1
Uruguay	41	2	1	2	3	1	1	0	2	1	3	1
Venezuela	33	1	1	0	3	1	1	0	2	0	3	1
Vietnam	4	1	0	0	0	0	0	0	0	0	0	0
Zambia	8	1	1	0	0	1	1	0	0	1	0	1

\* Countries subscribing to the IMF Data Dissemination Standard (SDDS).

\*\* Central Government Operations (CGO):

Timeliness: 1 month after the end of the reference period

Periodicity: Monthly

MGFS 1986: Identifies countries that use classification of fiscal statistics according to the IMF's *A Manual of Government Finance Statistics, 1986* (MGFS 1986).

GFSM 2001: Identifies if government accounting follows the definition and classification of the IMF's *Government Finance Statistics Manual, 2001* (GFSM 2001).

\*\*\* Central Government Debt (CGD):

Timeliness: 1 quarter after the end of the reference period

Periodicity: Quarterly

Amortization Schedule for GDP: Preferably, dissemination of government debt service presented at least annually for a period of at least five years from the effective date of the debt data.

Annual data should be supplemented with quarterly data at least for the year immediately ahead.

**TABLE 4**  
**Assessment of Data Dissemination Practices (Prioritized) - continued**

Central Government Debt (CGD)***				External Debt****								Country
Contingent Liabilities Availability	Term Break-down Done by Original Maturity	Amortization Schedule Disseminated at least Every 3 Months	Amortization Schedule Presents Contingent Liabilities	External Debt Timeliness	External Debt Periodicity	Time Series Availability	Resident's Holdings of Public Debt Issued Internationally	Non-Resident's Holdings of Public Debt Issued Domestically	Non-Resident's Holdings of Private Debt Issued Domestically	Amortization Schedule Disseminated at least Every 6 Months	Amortization Schedule Presents Private and Public Sector Separation	
2	1	3	2	2	1	3	1	2	2	3	2	
												Country
0	0	0	0	2	1	3	0	0	0	0	0	Belize
2	1	3	2	2	1	3	1	2	2	3	2	Brazil
2	1	3	0	2	1	3	1	2	2	0	0	Bulgaria
2	1	3	2	2	1	3	1	0	2	3	2	Chile
0	0	0	0	0	0	0	0	0	0	0	0	China
2	1	3	0	2	1	3	1	2	2	0	0	Colombia
2	1	0	2	2	1	3	1	0	0	0	0	Costa Rica
2	1	3	0	2	1	3	0	2	2	3	2	Croatia
2	1	3	2	2	1	3	1	2	2	3	0	Dom. Rep.
2	1	3	0	2	1	3	0	2	2	0	0	Ecuador
2	1	3	0	2	1	3	1	0	0	3	2	Egypt
0	1	3	0	2	1	0	0	0	2	0	0	Gabon
0	1	0	0	0	1	0	0	0	0	0	0	Ghana
2	1	3	0	2	1	3	1	2	2	2	0	Hungary
2	1	3	0	2	1	3	0	2	2	3	2	Indonesia
2	0	0	0	0	1	3	1	0	2	0	2	Kenya
2	1	3	0	2	1	3	0	2	0	0	0	Korea, South
0	1	3	0	2	1	3	0	0	0	0	0	Lebanon
2	1	0	0	2	1	3	0	0	0	0	0	Malaysia
2	1	3	0	2	1	3	1	2	2	3	2	Mexico
2	1	3	2	2	1	3	0	2	2	3	0	Morocco
0	1	3	0	2	1	0	0	0	0	0	0	Nigeria
2	1	0	0	2	1	3	0	2	2	0	0	Pakistan
0	1	3	0	2	1	3	0	0	0	3	0	Panama
0	1	0	0	2	1		0	0	0	0	0	Paraguay
0	1	3	0	2	1	3	1	2	2	3	2	Peru
2	1	3	0	2	1	3	1	2	2	0	0	Philippines
2	1	3	0	2	1	3	1	2	2	0	2	Poland
2	1	0	0	2	1	3	0	2	2	3	2	Romania
0	1	3	0	2	1	3	0	2	2	3	2	Russia
2	1	3	2	2	1	3	1	2	2	3	2	South Africa
0	0	0	0	2	1	0	0	0	0	0	0	Tanzania
2	1	0	0	2	1	3	0	2	0	3	2	Thailand
2	1	0	0	2	1	3	0	2	2	0	0	Tunisia
2	1	3	2	2	1	3	1	2	2	3	2	Turkey
2	1	0	0	2	1	0	0	2	2	0	0	Ukraine
2	1	3	2	2	1	3	1	2	2	3	2	Uruguay
2	1	3	0	2	1	3	1	2	2	3	0	Venezuela
0	0	0	0	2	1	0	0	0	0	0	0	Vietnam
0	0	0	0	0	0	0	0	2	0	0	0	Zambia

Timeliness: 1 quarter after the end of the reference period

Periodicity: Quarterly

\*\*\*\* External Debt:

Timeliness: 1 quarter after the end of the reference period

Periodicity: Quarterly

Preferably, amortization payments presented at least annually for a period of at least five years from the effective date of the debt data.

Annual data should be supplemented with quarterly data at least for the year immediately ahead.

Timeliness: 1 quarter after the end of the reference period



## APPENDIX A. EVALUATION CRITERIA FOR INVESTOR RELATIONS PROGRAMS

Described in this section are the 20 criteria that have been used to assess IR practices in this report, as well as the three key categories of data dissemination.

### 1. Presence of institutionalized IR activities

A formal Investor Relations Program (IRP) is characterized by an Investor Relations Office (IRO), designated IR officers, and an IR website. The office may be an independent entity or a department within another financial agency, such as the Ministry of Finance (or Treasury), or Central Bank. Most IROs maintain a separate website; however, in some cases IRO's share a website with another government agency. In some cases a country can have institutionalized IR activities without having a formal IRP. The country must have these functions built into the existing framework of the Central Bank, Ministry of Finance, or government agency responsible for debt management. There must be staff responsible for communication with investors who fulfill these duties and are recognized by investors as reliable and accessible.

### 2. IR staff identifiable and reachable through website(s)

One or more official websites must contain contact information of at least one individual identified as an IR staff member and available to receive investor questions or comments. The information should be clearly marked and easy to access. The appropriate official may be either a designated IR officer or responsible for investor communications as one of his or her core duties. General information for webmasters or staff listings of those who are not responsible for IR functions does not meet this criterion.

### 3. Central bank and government agency websites available in English

An IRO website in English is sufficient to meet this criterion. If there is not an IRO website, both the Central Bank and Ministry of Finance (or Treasury) websites must be in English.

Ideally, the statistics agency website and other additional government agency websites will be published in English, but it is not a requirement to meet this criterion.

### 4. Reciprocal links to IRO, Central Bank, and Ministry of Finance websites

Key websites include the IRO, Central Bank, and Ministry of Finance (or Treasury) websites. This criterion is not met if one agency website contains links, but others do not reciprocate.

Additional links to government agencies such as the debt management agency or national statistics office are recommended but not required to meet this criterion.

### 5. Investors able to register for website subscription

Investors can register on the IRO, Central Bank, or Ministry of Finance (or Treasury) website to subscribe to the website and receive relevant information such as data releases, policy information, or notices about roadshows or conference calls on a regular basis via email.

### 6. Country subscribes to SDDS

The country must subscribe to the IMF's SDDS, which was established by the IMF to guide members that have or that might seek access to international capital markets in the provision of their economic and financial data to the public. The SDDS identifies four dimensions of data

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dissemination: (1) data coverage, periodicity, and timeliness; (2) access by the public; (3) integrity of the disseminated data; and (4) quality of the disseminated data. For each dimension, the SDDS prescribes two to four monitorable elements—good practices that can be observed, or monitored, by the users of statistics.

### **7. Effective data transparency of key elements**

Country authorities must disseminate key data related to central government operations, central government debt, and external debt in a timely manner. This criterion is directly associated with the performance in the IIF data transparency index. The effectiveness of dissemination has been evaluated on a 3-point scale, with the maximum points awarded to countries with the highest levels of data transparency.

### **8. Macroeconomic data presented in user-friendly format**

To qualify for this criterion, data are presented in a format that can be easily manipulated in Microsoft Excel. Some data should be available in time series. Policy information is provided on one or more websites in a clear, succinct format that delivers the central points that authorities are seeking to convey. Countries must provide data and policy information on one or more websites in English.

### **9. Historic policy information available**

Investors are able to locate recent retrospective policy information for various areas of data per the IMF's SDDS.

### **10. Forward-looking policy information available**

Investors are able to identify the country's economic policy planning through the presentation of comprehensive economic outlook reports for the relevant period. This includes the identification of monetary and fiscal policy objectives, as well as assumptions of the economic variables relevant for the individual country. The presentation of the country's debt management strategy is encouraged but not required to meet this criterion.

### **11. Structural information available**

Information on structural factors (e.g., legal, regulatory, governance frameworks) supported by the data must be available as appropriate.

### **12. Active investor contact list**

Country authorities maintain a list of investors to meet this criterion. Ideally, authorities update and maintain their investor contact lists at least twice annually and the officials from one or more government agencies should distribute policy and macroeconomic information to the investor list via email at least every two weeks.

### **13. Web-based communication with investors**

Authorities respond to investor queries or concerns via e-mail or via an HTML-based feedback mechanism. To meet this criterion, either a general email box, specific email address or HTML-based form must be provided on the IRO, Central Bank, or Ministry of Finance (or Treasury) websites. Responses should be received within 36 hours to fulfill this criterion.

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#### **14. Bilateral meetings with investors**

Country authorities conduct bilateral meetings with investors on a regular basis. The meetings may be held domestically or abroad.

#### **15. Non-deal roadshow(s)**

Country authorities must conduct one or more non-deal roadshows annually.

#### **16. Investor conference call(s)**

Country authorities conduct regular investor conference calls on key economic data and policies at least every quarter. To qualify for this criterion, the call must be public. Investors should be invited via email and/or an announcement on a government agency website. The call should be led by the IRO head and senior department heads, with involvement of senior policymakers such as the Undersecretary of Finance or Deputy Governor of the Central Bank as needed. "Closed" calls, meaning that only a small group of investors is invited and the date and time of the call is not published on the website, do not qualify for this criteria.

#### **17. Archives of investor presentations and/or conference call related materials available on websites**

Relevant official websites must contain an archive of materials presented to investors at roadshows, conference calls, or other meetings or seminars. Materials may include conference call replay and associated documents, investor presentations, and transcripts of speeches by key policymakers.

#### **18. Investor feedback reflected in policy decisions**

To fulfill this criterion, senior policymakers should have taken market input into account in their policy decisions. This criterion has been assessed on the basis of survey responses by country authorities and does not account for investor perceptions of whether feedback has been reflected in policy decisions.

#### **19. Senior policymakers' participation in IR activities**

Participation by senior policymakers (Minister, Central Bank Governor, or one of their deputies) is necessary when appropriate. Increasing involvement of senior policymakers is particularly significant at times of diminishing market confidence. To meet this criterion senior policymakers must be involved in at least two of the following three activities: (1) conference calls, (2) bilateral meetings, and (3) non-deal roadshows.

#### **20. Regular self-assessment of IR activities**

Country authorities must conduct regular self-assessments of their IR efforts on an annual basis to identify successes and gaps. The self-assessment may be conducted through a survey distributed to the entire investor base or to a representative sample of the investor base.

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## DATA DISSEMINATION PRACTICES

We have assessed countries on the basis of 23 elements of data dissemination. In addition to a country's subscription to the SDDS or General Data Dissemination System (GDDS), these elements capture six categories in the area of central government operations, eight categories in the area of central government debt, and eight categories in the external debt area. One critical area not covered in this report is financial sector information. Despite much progress—especially by the IMF and the World Bank—to assess financial sector vulnerabilities through Financial Sector Assessment Programs (FSAPs), few emerging markets have reporting systems in place that would allow regular dissemination of key financial sector indicators to the marketplace. At the same time, investors have expressed concern about the cross country comparability of data, for example, due to a lack of uniform definition of key data. Therefore, we have not attempted to capture data release in this important area.

### Central government operations

Elements of timeliness and periodicity have been evaluated against the prescribed and encouraged elements set by the SDDS and IIF standards for central government operations. Special emphasis has been placed on compliance with encouraged data provision in this area.

With the introduction of the IMF's Government Finance Statistics Manual in 2001 (GFSM 2001), countries have gradually incorporated an accrual-based reporting system for the presentation of central government operations data. However, this methodology is significantly more time consuming, and progress has been modest. Moreover, the statistical expertise varies across countries. In our assessments, we have documented the progress toward the adoption of the GFSM 2001.

We also have identified countries that have adopted a formal process toward implementation.

### Central government debt

Individual assessments describe the current practices for the release of central government debt data assessed against the prescribed and encouraged elements of the SDDS and IIF standards for central government debt. In addition, we have placed special emphasis on data dissemination practices for government debt service projections. The IMF and IIF standards encourage quarterly reporting of interest and amortization on medium- and long-term debt for the next four quarters and then annually thereafter. Similarly, reporting of data on short-term debt falling due on a quarterly basis is encouraged.

We have identified instances in which amortization schedules are presented in a timely fashion, either as part of a particular report or in a section of the fiscal authority's website. Whenever the information is not presented in periodic publications available to the public, we have benefited from direct consultation with agencies involved in the compilation of fiscal statistics. Indeed, several countries are ready to provide the calendar of future debt payments upon request.

### External debt

Disclosure of external debt data can be evaluated based on the criteria established by the IMF's SDDS and IIF data standards. Most countries covered in this exercise follow the template set by the SDDS with three levels of disaggregation: (1) by institutional sector, (2) by short-term and long-term maturities on an original maturity basis, and (3) by instrument. We also have reviewed the dissemination practices for the provision of more comprehensive and timely information in areas that are not prescribed by those standards, including the availability of

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debt amortization schedules, the relevant breakdowns by institutional sector, and the timely availability of those schedules.

In the case of external debt amortization schedules, our assessment of dissemination practices shows that Central Banks usually prepare and release this information. However, provision of central government debt data varies considerably across countries; in some cases, analysts will search hard to locate the schedule. Also, countries rarely meet the IIF's encouraged element of providing quarterly data for at least the immediate 12-month period.

Some data categories, which are neither prescribed nor encouraged by the IMF's SDDS, are nevertheless provided on an ad hoc basis. For example, ratings agencies often use external debt ratios as indicators of debt sustainability. We have identified cases in which countries disclose this information on an ad hoc basis outside of the SDDS framework.

Additional aspects explored in the individual country assessments include the identification of resident holdings of public debt issued internationally, the non-resident holdings of public debt issued domestically, and the non-resident holdings of private debt issued domestically.

## **APPENDIX B. DIFFERENCES BETWEEN INVESTOR RELATIONS OFFICES AND INVESTMENT PROMOTION AGENCIES**

Investment Promotion Agencies (IPAs) and Investor Relations Offices (IROs) share many elements, but are unique in purpose. Proactive investor relations (IR) practices by an IRO support investment in the public sector through the management of sovereign debt instruments, while IPAs promote private sector investment. One cannot be viewed as a substitute for the other; due to their unique approach and goals, it is recommended that IROs and IPAs function separately.

While they are both government agencies designed to provide information to investors, the information they provide and the investors they target are quite different. Both convey targeted information to prospective investors via websites and in response to investment inquiries.

IPAs help to facilitate foreign direct investment (FDI) by advertising investment opportunities to multinational corporations interested in making overseas investments. IPAs help match foreign private companies and local private companies. Operationally, IPAs utilize traditional marketing and advertising techniques such as slogans and branding.

In contrast, IROs are defined by their straightforward approach. IROs can be located within the Ministry of Finance or the Central Bank. If a country does not have an institutionalized IRO, the function of communicating with investors is typically carried out by the debt management office or the government agency responsible for sovereign debt management. IROs are designed to be an institutionalized communication channel between sovereign debt issuers and investors. It is important that the information conveyed to investors be delivered directly by government officials as opposed to third-party analysts. The purpose is to establish open two-way communication that promotes trust between the policymakers and investors.

On a day-to-day basis, IROs facilitate the communication between investors and country authorities. In addition, IROs play a broader role in increasing the stability of the financial system. The financial crises that have occurred over the past decade have galvanized actions by the

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international financial community to limit the severity and frequency of such crises, as well as to bolster the financial system more broadly. IROs have proven to be important pillars for helping avoid crises and are also crucial building blocks for a more effective approach to managing them.

An increasing number of emerging market authorities and market participants agree that IR programs are proven vehicles for advancing dialogue with investors, building on the delivery of data on key economic variables, and improving financial policies and performance. Regular, proactive strategies of IR programs enable country authorities to understand and communicate more effectively with their investor base, address concerns or questions, and shape market-informed policies.

Regular interaction with key officials regarding economic data, financial policies, and economic performance enables investors to make sound lending and investment decisions and provide feedback to country authorities. Such programs can also help authorities navigate through turbulent periods of market sentiment. When market conditions deteriorate, IROs allow policymakers to distinguish themselves within their asset class. Conversely, IROs strengthen the ability of investors to assess and manage risks.

### **Press and IR**

The press office and IRO need to coordinate their activities because the message of both of these offices has to be consistent. A press office and an IRO can benefit from working closely together, as a press release from the press office may also be circulated by the IRO. A press release issued by the press office is not a substitute for IR. Sophisticated investors require a more detailed explanation of recent developments and policies. Following a press release, it is important for the IRO to be prepared to provide more detailed information on request.

Several authorities have explored co-mingling press and IR functions. Press and IR should be kept separate as the job of the IRO is to establish two-way communication with investors. Press officers deliver information in only one direction and do not need to be tuned into the market. The scope of a press office is far-reaching, while the focus of an IRO is specific to debt investors.

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## ANNEX I. THE PRINCIPLES FOR STABLE CAPITAL FLOWS AND FAIR DEBT RESTRUCTURING<sup>1</sup>

### PREFACE

Since the mid-1990s, sovereign debtors and their private sector creditors have generally sought to put in place policies and procedures likely to promote and maintain sustained market access.

Most issuers have recognized the importance of implementing sound economic and financial policies (including monetary, exchange rate and debt management policies), as well as developing domestic public support for those policies. Equally important are policies that preserve the rule of law and, in particular, maintain the sanctity of contracts, as well as other measures needed to advance an open investment environment. In maintaining sound policies, debtors have been guided by internationally accepted standards and codes to strengthen financial stability and to enhance transparency by providing timely economic and financial data.

For their part, most creditors make investment and lending decisions on their own merit, accept full responsibility for these decisions, and do not expect official sector bailouts. As part of this process, creditors have sought to implement good practices in risk management, including thorough analysis of a borrowing country's implementation of sound economic and financial policies, as well as adherence to key standards and codes.

More recently in a significant step toward strengthening the resilience of the system, most debtors and their creditors have opted for the voluntary inclusion of collective action clauses (CACs) in international bond terms and conditions. These bonds have provided for amending payment terms through supermajority voting and for limiting precipitous legal actions through higher acceleration hurdles; a few bonds have also included provisions for debtor-creditor engagement.

In a growing number of cases, both issuers and creditors have pursued effective, two-way communication through robust investor relations programs (IRPs). This communication includes information and data on the issuer's key economic and financial policies and performance, with creditors providing feedback.

These *Principles* outline actions and behaviour of private sector creditors and emerging market sovereign debtors to promote and maintain stable private capital flows to emerging market economies in the context of growth and financial stability. They are based on extensive and broadly based discussions among private creditors and sovereign emerging market issuers. Because individual cases will invariably involve different circumstances, the *Principles* should be applied flexibly on a case-by-case basis, and are strictly voluntary. Accordingly, no party is legally bound by any of the provisions of these *Principles*, whether as a matter of contract, comity, or otherwise. Moreover, nothing in these *Principles* (or in any party's endorsement thereof) shall be deemed to constitute a waiver of any such party's legal rights.

The *Principles* build on the progress since the mid-1990s to identify effective measures in order to shore up crisis prevention and encourage their continued implementation. The *Principles* promote

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<sup>1</sup>During the annual meeting of the *Group of Trustees* on October 10, 2010, the Trustees agreed to broaden the applicability of the *Principles* to go beyond the traditional emerging market sovereign issuers to encompass on a voluntary basis all sovereign issuers, as well as cases of debt restructuring in which the state plays a major role in influencing the legal and other key parameters of debt restructuring, based on the recommendation of a PCG Working Group on the Applicability of the *Principles*. The *Group of Trustees* also agreed to drop the reference to emerging markets from the title of the *Principles*. For more details, see Annex II of the October 2010 Report of the PCG on the 2010 Implementation of the Principles for Stable Capital Flows and Fair Debt Restructuring.

early crisis containment through information disclosure, debtor-creditor consultations, and course correction before problems become unmanageable. They also support creditor actions that can help to minimize market contagion. In cases where the debtor can no longer fulfil its payment obligations, the *Principles* outline a process for market-based restructuring based on negotiations between the borrowing country and its creditors that involve shared information, are conducted in good faith, and seek to achieve a fair outcome for all parties. Such a process maximizes the likelihood that market access will be restored as soon as possible under sustainable macroeconomic conditions.

## PRINCIPLES

### 1. Transparency and Timely Flow of Information

*General disclosure practice.* Issuers should ensure through disclosure of relevant information that creditors are in a position to make informed assessments of their economic and financial situation, including overall levels of indebtedness. Such disclosure is important in order to establish a common understanding of the country's balance of payments outlook and to allow creditors to make informed and prudent risk management and investment decisions.

*Specific disclosure practice.* In the context of a restructuring, the debtor should disclose to all affected creditors maturity and interest rate structures of all external financial sovereign obligations, including the proposed treatment of such obligations; and the central aspects, including assumptions, of its economic policies and programs. The debtor should inform creditors regarding agreements reached with other creditors, the IMF, and the Paris Club, as appropriate. Confidentiality of material non-public information must be ensured.

### 2. Close Debtor-Creditor Dialogue and Cooperation to Avoid Restructuring

*Regular dialogue.* Debtors and creditors should engage in a regular dialogue regarding information and data on key economic and financial policies and performance. IRPs have emerged as a proven vehicle, and countries should implement such programs.

*Best practices for investor relations.* Communication techniques should include creating an investor relations office with a qualified core staff; disseminating accurate and timely data/information through e-mail or investor relations websites; establishing formal channels of communication between policymakers and investors through bilateral meetings, investor teleconferences, and videoconferences; and maintaining a comprehensive list of contact information for relevant market participants. Investors are encouraged to participate in IRPs and provide feedback on such information and data. Debtors and investors should collaborate to refine these techniques over time.

*Policy action and feedback.* Borrowing countries should implement economic and financial policies, including structural measures, so as to ensure macroeconomic stability, promote sustainable economic growth, and thereby bolster market confidence. It is vital that political support for these measures be developed. Countries should closely monitor the effectiveness of policies, strengthen them as necessary, and seek investor feedback as warranted.

*Consultations:* Building on IRPs, debtors should consult with creditors to explore alternative market-based approaches to address debt-service problems before default occurs. The goal of such consultations is to avoid misunderstanding about policy directions, build market confidence on the strength of policy measures, and support continuous market access. Consultations will not focus on specific financial transactions, and their precise format will depend on existing circumstances.

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In any event, participants must not take advantage of such consultations to gain a commercial benefit for trading purposes. Applicable legal restrictions regarding material non-public information must be observed.

*Creditors' support of debtor reform efforts.* As efforts to consult with investors and to upgrade policies take hold, the creditor community should consider, to the extent consistent with their business objectives and legal obligations, appropriate requests for the voluntary, temporary maintenance of trade and inter-bank advances, and/or the rollover of short-term maturities on public and private sector obligations, if necessary to support a borrowing country's efforts to avoid a broad debt restructuring. The prospects of a favorable response to such requests will be enhanced by the commitment to a strong adjustment program, but will also depend in part on continued interest payments on inter-bank advances and continued service of other debt.

### 3. Good-Faith Actions

*Voluntary, good-faith process.* When a restructuring becomes inevitable, debtors and creditors should engage in a restructuring process that is voluntary and based on good faith. Such a process is based on sound policies that seek to establish conditions for renewed market access on a timely basis, viable macroeconomic growth, and balance of payments sustainability in the medium term. Debtors and creditors agree that timely good faith negotiations are the preferred course of action toward these goals, potentially limiting litigation risk. They should cooperate in order to identify the best means for, placing the country on a sustainable balance of payments path, while also preserving and protecting asset values during the restructuring process. In this context, debtors and creditors strongly encourage the IMF to implement fully its policies for lending into arrears to private creditors where IMF programs are in place, including the criteria for good-faith negotiations.

*Sanctity of contracts.* Subject to their voluntary amendment, contractual rights must remain fully enforceable to ensure the integrity of the negotiating and restructuring process. In cases where program negotiations with the IMF are underway or a program is in place, debtors and creditors rely upon the IMF in its traditional role as guardian of the system to support the debtor's reasonable efforts to avoid default.

*Vehicles for restructurings.* The appropriate format and role of negotiation vehicles such as a creditor committee or another representative creditor group (hereafter referred to as a "creditor committee") should be determined flexibly and on a case-by-case basis. Structured, early negotiations with a creditor committee should take place when a default has occurred in order to ensure that the terms for amending existing debt contracts and/or a voluntary debt exchange are consistent with market realities and the restoration of growth and market access and take into account existing CAC provisions. If a creditor committee is formed, both creditors and the debtor should cooperate in its establishment.

*Creditor committee policies and practices.* If a creditor committee is formed, it should adopt rules and practices, including appropriate mechanisms to protect material non-public information; coordinate across affected instruments and with other affected creditor classes with a view to form a single committee; be a forum for the debtor to present its economic program and financing proposals; collect and analyze economic data; gather, evaluate, and disseminate creditor input on financing proposals; and generally act as a communication link between the debtor and the creditor community. Past experience also demonstrates that, when a creditor committee has been formed, debtors have borne the reasonable costs of a single creditor committee. Creditors and debtors agree jointly what constitute reasonable costs based on generally accepted practices.

*Debtor and creditor actions during restructuring.* Debtors should resume, to the extent feasible, partial debt service as a sign of good faith and resume full payment of principal and interest as conditions allow. Debtors and creditors recognize in that context that typically during a restructuring,

trade lines are fully serviced and maintained. Debtors should avoid additional exchange controls on outflows, except for temporary periods in exceptional circumstances. Regardless of the specific restructuring mechanics and procedures used (i.e. amendment of existing instruments or exchange for new ones; pre-default consultations or post-default committee negotiations), restructuring terms should be subject to a constructive dialogue focused on achieving a critical mass of market support before final terms are announced. Debtors should retain legal and/or financial advisors.

#### **4. Fair Treatment**

*Avoiding unfair discrimination among affected creditors.* The borrowing country should avoid unfair discrimination among affected creditors. This includes seeking rescheduling from all official bilateral creditors. In line with general practice, such credits as short-term trade related facilities and interbank advances should be excluded from the restructuring agreement and treated separately if needed.

*Fairness of voting.* Bonds, loans, and other financial instruments owned or controlled by the sovereign should not influence the outcome of a vote among creditors on a restructuring.

## ANNEX II. ADDENDUM TO THE PRINCIPLES FOR STABLE CAPITAL FLOWS AND FAIR DEBT RESTRUCTURING<sup>1</sup>

This *Addendum* presents the recommendations of the *Joint Public-Private Committee on Strengthening the Framework for Sovereign Debt Crisis Prevention and Resolution*, endorsed by the *Group of Trustees of the Principles* on October 14, 2012, at its 2012 Annual Meeting in Tokyo. The *Joint Committee* was set up under the auspices of the Co-Chairs of the *Group of Trustees* in March 2012 to assess the recent experience with sovereign debt crisis prevention, management, and resolution in the Euro Area and elsewhere, draw appropriate lessons, and make recommendations on the strengthening of the existing framework for sovereign debt crisis prevention and resolution as embodied in the guidelines of the *Principles for Stable Capital Flows and Fair Debt Restructuring*. The recommendations included in the *Addendum* complement the *Principles* and provide amplification of the practical guidance for the implementation of the guidelines underlying the *Principles* to make them more practically relevant to the circumstances faced by mature market countries, including those that are members of currency unions.

### 1. Overall Assessment

The guidelines underlying the *Principles for Stable Capital Flows and Fair Debt Restructuring* remain an appropriate, relevant, and effective framework for sovereign debt crisis prevention and resolution. Their fundamental emphasis on sound policies and data and policy transparency by debtors is of critical importance in crisis prevention. Moreover, the underlying guidelines for voluntary, cooperative, market-based procedures for debtor-creditor dialogue and good-faith debt restructuring negotiations remain an essential cornerstone of sovereign debt crisis management and resolution and should continue to guide the interactions between sovereign issuers and their creditors. Such a cooperative approach would facilitate an early restoration of market access, which is of critical importance in achieving debt sustainability over time, and allow the official sector to gradually reduce its exceptional financial assistance to the countries under official sector-supported reform programs.

### 2. Data and Policy Transparency for Crisis Prevention

Sovereign debtors should pursue sound fiscal and growth-enhancing structural policies, consistent with macroeconomic and financial stability and public debt sustainability.

Sovereign debt issuers should ensure that they release on a timely basis comprehensive relevant data and other information related *inter alia* to their fiscal developments and debt positions (including, when appropriate, contingent liabilities) and on current and future policy plans. These data should be consistent with established accepted standards and norms (i.e. budget data should be released also on an accrual basis, not only cash basis) and verified by authorized domestic and regional agencies, especially with regard to their accuracy, comprehensiveness, and comparability over time.

Effective sovereign debt crisis prevention is a shared responsibility that requires—besides data and policy transparency and open dialogue with creditors by the sovereign debtors—sustained

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<sup>1</sup>The *Addendum to the Principles* outlines the recommendation of the *Joint Public-Private Committee on the Strengthening of the Framework for Sovereign Debt Crisis Prevention and Resolution*, set up in March 2012 under the aegis of the four Co-Chairs of the *Group of Trustees* and the two Co-Chairs of the *IIF Special Committee on Financial Crisis Prevention and Resolution* to assess the recent experience with sovereign debt crisis prevention, management, and resolution in the Euro Area and elsewhere; draw appropriate lessons; and make recommendations for the strengthening of the existing framework for sovereign debt crisis prevention and resolution, as embodied in the guidelines of the *Principles*. The *Group of Trustees* endorsed the *Addendum to the Principles* at its Annual Meeting on October 14, 2012, in Tokyo, Japan. For the complete *Joint Committee* report and its recommendations, please refer to the *2012 Report on Implementation by the Principles Consultative Group*.

surveillance efforts by regional and international institutions and private sector groups, actions by regulatory agencies, accounting and other international standard setters, as well as vigilance and enhanced risk management by private creditors and market participants in general.

The effectiveness and timeliness of surveillance by regional and international institutions of the consistency between policy plans and actual execution and of national policies with regional commitments and undertakings for countries that are members of currency unions are critical for promoting sustainable policies and market confidence. Clarity and transparency of information on actual economic trends and prospects are essential for facilitating effective risk management by market participants and efficient functioning of sovereign debt markets.

Private creditors and market participants are responsible for formulating accurate and appropriate assessments of underlying trends in market risks, and the credit and sovereign risks of individual issuers, thus ensuring a realistic pricing of sovereign debt instruments. In this context, private creditors and market participants should undertake their own due diligence, drawing *inter alia* on all available information from the sovereign issuers themselves and the assessments by regional and international financial institutions. The assessment of current economic and financial developments and the identification of underlying or emerging risks by private sector groups such as the IIF's *Market Monitoring Group* can also play a useful and constructive role in this process.

Regulatory agencies should take care in setting capital and other requirements for covered financial institutions to avoid distortions in market signals and biasing risk management practices.

Responsible and realistic assessments and timely analysis by ratings agencies can also provide useful complementary information to market participants, investors, and issuers and enhance crisis prevention.

### **3. Close Debtor-Creditor Dialogue and Cooperation for Crisis Prevention**

Mature market country issuers should consider implementing the best practices for investor relations that have evolved. The adherence of emerging market borrowers to these best practices are reviewed annually by the IIF and summarized in the annual Implementation Report of the *Principles* issued by the *Principles Consultative Group*.

Enhancement of investor relations under Investor Relations Programs facilitates timely data and policy transparency and a regular dialogue between sovereign issuers and their creditors and establishes an effective channel of communication and feedback. The experience over the past few years has demonstrated the value and contribution of IRPs in enhancing market confidence and maintaining market access even during periods of market tensions and turbulence.

Sovereign debt issuers in both mature and emerging market countries should incorporate in new bond issues, denominated in a foreign or a common regional currency, CACs with appropriate aggregation clauses, with comprehensive coverage of their terms and conditions in the bond documentation and easy access to this information by all investors. Issuers of domestic bonds denominated in local currency may also consider such arrangements. Appropriately designed aggregation clauses would allow bond holders across all outstanding issues of government securities to collectively decide on whether to accept potential offers from issuers to modify existing bond terms and conditions. The use of CACs inclusive of aggregation clauses can facilitate voluntary debt restructuring by reducing the chances of a small minority of bond holders acquiring blocking positions in a bond series and imposing demands for preferential treatment.

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## **4. Good-Faith Actions in Cases of Debt Restructuring**

### **(a) Voluntary Good-Faith Process**

Good-faith negotiations remain the most effective framework for reaching voluntary debt restructuring agreements among sovereign debtors and their diversified private creditor community, particularly in the complex cases of mature market issuers that are members of currency unions. Such a framework has proved to be efficient in facilitating appropriate agreements on crisis resolution, while containing the adverse impact on market confidence and other disruptions and concerns caused by spillover and contagion risks.

Sovereign issuers and their creditors should strive to reach and effectively implement voluntary agreements on a timely basis to help minimize adverse market reactions and contagion effects. In this context, debtors and creditors should be cognizant of the potential adverse effects of the interaction between sovereign debt and capital markets, to the detriment of the interests of all parties. With the increased sophistication, integration, and complexity of capital markets, for both emerging market and mature economy countries, the interaction between developments in sovereign debt markets, changes in the regulatory framework and banking system practices give rise to major dynamics with significant implications for credit expansion, risk practices, market access by sovereign debtors, and macroeconomic developments.

The dynamics and incentives for debtors and issuers to engage in good-faith negotiations are strongly influenced by the existing accounting and regulatory standards and their interaction across types of financial institutions and jurisdictions. The standard-setting bodies responsible for accounting and supervision rules, as well as the interpretation bodies, should be cognizant of the need to minimize inconsistencies between accounting and supervision practices and conflicts across jurisdictions and types of covered financial institutions.

The early restoration of market access is of critical importance in achieving debt sustainability over time. Early re-accessing of capital markets at reasonable costs is also essential for allowing sovereign debtors to reduce and eliminate their reliance on exceptional IMF financing and financial support from their official bilateral partners, such as is the case under currency unions or regional arrangements.

### **(b) Debtor and Creditor Actions During Debt Restructuring**

To facilitate good-faith negotiations, sovereign issuers, and regional institutions in case of regional arrangements, should engage in enhanced data and policy transparency and dialogue with their private creditors at an early stage, should a debt resolution become necessary. The early release of information on the scale of the adjustment needs and the range and scale of the envisaged corrective policies by the sovereign issuers themselves or in the context of adjustment programs supported by the IMF and/or regional institutions would help minimize adverse market reaction and contagion risks and facilitate continued or early resumption of market access. The sanctity of contracts should be respected. Modifications to these contracts should be avoided wherever possible as a matter of principle.

In the debt restructuring process, an early discussion is necessary between the representative private creditor committee and the sovereign debtor, in close consultation with the official sector, on the overall multi-year macroeconomic framework and objectives, including the broad fiscal policy targets and the underlying outlook for output growth and public debt under alternative assumptions on the debt restructuring. Such a discussion is important in facilitating an effective voluntary debt restructuring agreement on a fair burden sharing, thus promoting high private sector participation, restored market access, renewed output growth, and debt sustainability.

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It should be recognized that the attainment of debt sustainability over time is a dynamic, complex process that depends critically on the quality and market credibility of actual and prospective adjustment policies undertaken by the debtor, the direction of macroeconomic policies, the terms and volume of financial support or debt relief provided by official and private creditors, and the prospects for the continuation or resumption of market access at reasonable terms. As such, the debt sustainability analysis entails judgments and assessments that are often not easily amenable to quantitative rules and that require revisions as macroeconomic parameters evolve. The contributions toward achieving debt sustainability by private creditors as well as other creditors should be considered simultaneously, with no one creditor group considered as a residual source of funding on an *ex ante* basis.

In this context, the IMF has a very important role to play by providing objective analysis and information on macroeconomic policies and prospects and on the sovereign debtor's medium-term funding needs, consistent with debt sustainability considerations.

### **(c) Creditor Committee Policies and Practices**

Private creditors should organize themselves in a broadly based representative creditor committee as early as possible in the debt restructuring process, certainly before debt default, which should be avoided if possible. Sovereign issuers should interact and engage in negotiations with their private creditors through the representative creditor committee and should consult with the creditor committee as part of the process of fulfilling the requirement under IMF policy of lending to debtors in arrears to make good-faith efforts to reach understandings with their creditors. Such a framework would be more conducive to reaching a voluntary agreement on debt restructuring and facilitate market access.

Private creditors that are members of the creditor committee negotiating with the sovereign debtor should abide by established ethical standards and *inter alia* respect the confidentiality of any material non-public information that may become available during this process and notably commit not to use confidential information from the negotiations for trading purposes.

This process will be aided in cases of countries that require financial assistance from multiple official bilateral creditors, as is usually the case for countries that are members of currency unions, by the formulation of timely and effective procedures for reaching understandings on the scale, terms, and conditionality of any envisaged financial assistance from these creditors so as to facilitate the negotiations between the sovereign debtor and the private creditor committee.

In line with the evolving practice, the sovereign debtor would be expected to cover reasonable costs incurred by a single private creditor committee for the legal and financial advisor fees, consistent with agreed parameters.

### **(d) Tools for Debt Restructurings**

Sovereign issuers and their creditors should introduce CACs and possibly other options to enhance the credit quality of the new debt instruments used under debt restructuring exercises so as to enhance the prospects for high voluntary creditor participation. Retroactive legal changes to unilaterally modify the terms and conditions of financial contracts may undermine the integrity of financial markets and the sanctity of contracts and should be avoided.

However, in exceptional cases and after a voluntary debt exchange agreement has been reached, such modifications of the governing legal framework to introduce a collective action mechanism on a timely basis with terms and thresholds consistent with market practices may be necessary in facilitating a voluntary debt exchange and achieving a fair outcome for all bond holders.

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## 5. Fair and Comparable Treatment of All Creditors

Sovereign issuers should treat fairly and provide comparable treatment to all creditors so as to avoid discrimination against any individual or groups of creditors. No creditor or creditor group should be excluded *ex ante* from participating in debt restructuring. Any exceptions to this principle should be discussed and agreed to among all creditors on the basis of adequate justification. Broad creditor participation in debt restructuring operations is essential to ensure a fair burden sharing, including the impact of the provision of new financial assistance, as well as to avoid any new or intensify existing subordination of the claims by some classes of creditors.

Fair treatment of all creditors is in the interest of both issuers and creditors. It lessens the burden on all creditors and, by avoiding discrimination, encourages creditors to participate voluntarily in debt resolution and minimizes any adverse impact on the investor demand for existing or new issues of sovereign debt by the issuer undergoing debt restructuring or similar debtors in the region or fellow members of currency unions. Reduced demand for sovereign debt by private investors, and/or delayed resumption of market access by the sovereign debtor due to subordination concerns, increase the potential burden on official creditors and international or regional institutions to provide financial support to the adjusting country in larger volume and/or over a longer period of time than would otherwise be necessary.

**ANNEX III. MEMBERS OF THE GROUP OF TRUSTEES OF THE PRINCIPLES****Co-Chairmen****Mr. Christian Noyer**

Governor  
*Banque de France*

**Dr. Zhou Xiaochuan**

Governor  
*People's Bank of China*

**Dr. Axel Weber**

Chairman, Board of Directors  
*UBS AG*

**Members****Dr. Agustín Guillermo Carstens**

Governor  
*Banco de México*

**Mr. Rodrigo Vergara**

Governor  
*Central Bank of Chile*

**Mr. Jaime Caruana**

General Manager  
*Bank for International Settlements*

**Mr. Már Guðmundsson**

Governor  
*Central Bank of Iceland*

**Dr. Zeti Akhtar Aziz**

Governor  
*Bank Negara Malaysia*

**Mr. William Rhodes**

First Vice Chairman Emeritus of the IIF Board  
Senior Advisor, *Citigroup, Inc.*  
President & CEO, *William R. Rhodes Global Advisors, LLC*

**Mr. Fabio Panetta**

Member of the Governing Board  
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## ANNEX V. IIF BEST PRACTICES FOR INVESTOR RELATIONS<sup>1</sup>

This section expands on the best practices developed in the Institute of International Finance (IIF) Action Plan of 2002. The best practices build on the key elements of the 2002 list. A central feature of a successful investors relations program (IRP) is the country's direct communication with market participants. The "Strengthened Investor Relations Best Practices" highlights the importance of formal communication channels between countries' authorities and market participants. In the countries' efforts to formulate market-informed macroeconomic policies, IR provides the opportunity to obtain investors' feedback in the formulation of economic policies. The new best practices also stress the need for continuous self-assessment. These best practices incorporate the following elements:

### IRO/IR Staff

The Investor Relations Office (IRO) is the first and formal point of contact between market participants and authorities. It is a "one-stop shop" through which authorities can provide investors relevant data and information from the diversity of official sources, and investors can access relevant policymakers and provide policy feedback. It is important to have a designated IR officer, or IRO; however, the location of the office is not important (i.e., within the Treasury, Central Bank, or Ministry of Finance).

The job of the IRO staff is a dynamic one. The staff:

- Facilitate two-way communication channels with investors through emails, conference calls, and the IR website.
- Brief senior policymakers about market feedback and concerns, overall market sentiment with respect to asset class and general global environment, and anticipated market reactions to policy changes under consideration.
- Disseminate relevant macroeconomic data and policy information (see below) to market participants and answer questions about the data, information, and other related issues.
- Coordinate access of data and information from various official institutions and develop a network of officers in various government agencies and the Central Bank who can answer investor queries.
- Coordinate access of market participants to senior policymakers.
- Coordinate internally the country's "message" and convey this message to investors.
- Present a coordinated and streamlined message and explain any changes in policies or data.
- Maintain credibility by acknowledging weaknesses in policies and the economic situation at investor briefings but should not serve as an advertising campaign for the government.

Both corporate and sovereign IR officials have identified proximity to senior policymakers as one of the most crucial aspects of an IRO. Commitment by senior policymakers at the highest level is crucial to the effective functioning of an IRO. At the same time, it is important that the IRO and its staff be insulated from changes in the political environment.

The core staff should have an understanding of market practices as well as economic policies and should be able to articulate those to both policymakers and investors. Regular contacts with investors also help the IRO staff develop a "fabric of trust" and anticipate and reduce vulnerability to shifts in market perception. In addition, regular use of outside market sources should enable IRO staff

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<sup>1</sup>The Strengthened Investor Relations Best Practices are presented in the report *Investor Relations: An Approach to Effective Communication and Enhanced Transparency – 2005 Assessment of Key Borrowing Countries*, published by the Institute of International Finance in December 2005.

to gauge investor perceptions and shape an effective communication strategy. As investor confidence begins to slip, more direct involvement of senior policymakers in the IR process may be required.

## IR Website

All IRPs should have, as an essential component, a regularly updated, state-of-the-art website.

The IR website is a vehicle for providing relevant data and information to investors in a user-friendly format. It is a tool to most efficiently convey a country's policy objectives to the market with an option for seeking feedback and answering questions. It enables IRO staff to survey investors regarding future policy direction or to conduct self-assessments. To be effective, an IR website needs to present information simply and in a format that is well-organized, user-friendly, and easy to navigate. It should have the following components:

- Information on economic data and policies as defined below. These data should be in a format that can be manipulated by investors.
- Archived PowerPoint presentations or audio/video streaming of investor teleconferences or videoconferences.
- Links to websites for various official agencies and reciprocal links to their own website on those agencies' sites.
- Registration for investors who would like to be included in IR activities.
- Frequently asked questions (FAQs).
- Contact information for the IRO and relevant IR staff.

## Dissemination of Macroeconomic Data and Policy Information

The IRO is responsible for coordinating and collecting market-relevant data and information to be disseminated to investors through the IR website or by email to an investor contact list. To be effective, the IR staff should execute this function using the following operating principles:

- **Timely and regular dissemination data releases and policy information.** Use a release calendar to notify the market of upcoming releases well in advance. This will help dispel market rumors that may emerge from lack of information.
- **Limited general information.** Rather, provide specific, tailored interpretations that give insights into the information. This is particularly important when the information is negative or during difficult circumstances arising from higher risk aversion by market participants or challenging domestic economic or political conditions.
- **Clear and user-friendly format.** Provide data in a Microsoft Excel format that can be manipulated, as opposed to providing PDF and Word formats. In addition, present data in a time series of at least two years, as opposed to just current data and previous period data. The highest level of "market-friendliness" is the ability for investors to specify parameters such as time period and currency to obtain tailor-made time series that can be downloaded into Excel. Quality data in categories most useful to the market are preferred over large quantities of data that are less useful. In terms of data provision, special efforts should be made regarding forward-looking information. The IRO should "defend" or explain forecasts provided in a timely manner. IROs should let investors know if there have been any changes in the technical definitions of data or revisions made to the data.

The following types of information—core statistics for fundamental economic analysis—should be disseminated regularly to investors through the IR website or to a comprehensive "investor list" via email notification:

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- **Data on economic performance** based on the international data standards as they pertain to the International Monetary Fund's (IMF's) encouraged special data dissemination standard (SDDS). This requires timely provision of statistics of the real sector as well as of the fiscal, external, and financial sector statistics. These data should be supplemented as necessary by methodological notes. The IRO website should contain an indexed archive of the data or links to other government sites where the data are available.
- **Data for the 15 core indicators for financial sector soundness as identified by the IMF.** The IRO website also should contain an indexed archive of this information.
- **Forward-looking information on economic policies** such as budget projections, monetary policy targets, and structural factors (e.g., legal, regulatory, governance frameworks) supported by the data as appropriate. The IRO website also should contain an indexed archive of this information.

### Additional Key Data

Market participants have highlighted the crucial importance of the availability of market-relevant data not currently prescribed by the SDDS but crucial for adequate economic assessment in three key areas: (1) central government operations, (2) central government debt, and (3) external debt. A detailed description of the encouraged and prescribed elements of these data is provided by the IMF and IIF standards.

- **Central government operations.** Tracking data for central government operations allows for a more timely analysis of a country's fiscal position than general government or public sector data.
- **Central government debt.** The assessment of debt sustainability is an integral feature of the country risk assessment. Disclosure of debt service schedules and currency breakdowns are needed to provide a more accurate picture of countries' future payment obligations. Countries also are encouraged to disseminate information that reflects liabilities of the central government in a comprehensive fashion and, where relevant, debt of other entities that is guaranteed by the central government. Disclosure of such information can help identify fiscal risks under different scenarios at an early stage.
- **External debt.** As demonstrated by previous crises, a country's debt profile can influence its resilience to external shocks. The availability of assets and liabilities of the private and public sector held by non-residents provides a picture of potential balance sheet vulnerabilities in domestic sectors. To carry out an adequate assessment of a country's international position, investors attach importance to the availability of non-resident holdings of private and public debt issued domestically as well as the resident holdings of external debt issued internationally.

### IR Contact List

The IRO should develop and maintain a comprehensive list of contact information for investors, analysts, rating agencies, and other market participants who regularly track the country. This list should be supplemented with contact information for institutions that have key relationships with local financial institutions. The list should be maintained regularly and can be enhanced to target specific investors, if appropriate. Countries should maintain comprehensive contact lists so that they know, at any given time, who their investors are and so can evaluate how certain types of creditors will behave during times of vulnerability.

### Feedback and Communication Channels

Feedback mechanisms are essential to foster two-way communication between investors and policymakers. Formal, regular channels should be created for responding to questions from investors, encouraging feedback about concerns, and communicating this information to key policymakers to enable them to make market-informed policy decisions.

These channels could be established through:

- Teleconferences or webcasts with investors.
- Bilateral meetings between investors and senior policymakers.
- Phone or email contacts via the IRO.
- Interactive deal/non-deal roadshows.

**Teleconferences or Internet-based webcasts** should be led by senior “decision makers” such as the undersecretary of finance or deputy governor of the Central Bank and can be moderated by the head of the IRO. Teleconferences/webcasts on key economic data and policies should be conducted on a quarterly basis, at a minimum. In addition, issue-oriented conference calls that are not part of the regular framework can help address questions and dispel rumors related to specific events or policy decisions.

Investors should be alerted about upcoming teleconferences/webcasts via email and should be provided with relevant information in advance to facilitate feedback and questions and to enable policymakers to focus on key issues. Policymakers should understand and communicate in the “language” of the investor community. Presentations should be uncomplicated and “forward-looking.” Teleconferences and webcasts should be recorded for replay, and any associated material provided in advance to investors should be archived on the IRO website. To provide a level playing field, policymakers should provide the same information to all investors.

**Investors value face-to-face interaction with senior policymakers through bilateral meetings.** They should be able to **directly contact IRO staff via email or phone** to ask specific questions or to arrange meetings with senior policymakers. If the IRO staff is unable to process the request directly, it should coordinate with counterparts in other government agencies, ensuring that it can respond to investors in a timely manner. Non-deal roadshows to key financial capitals (conducted on a semi-annual basis or as opportunities arise) also are an important tool to foster dialogue. High-level interactions become even more important when a country faces difficult times.

### Times of Diminishing Market Confidence

Issuers who support the *Principles* agree that countries accustomed to dealing proactively with market participants will have a head start in stepping up the consultation process with market participants in response to signs of eroding market confidence. Such swings in market sentiment may be attributed to challenging economic and political prospects or contagion from developments in other emerging markets.

As market confidence begins to diminish, authorities should intensify consultations with market participants. IR staff can help deflect contagion by providing investors with a better understanding of policy goals and prospects, respond to investor inquiries, and in effect help investors differentiate among countries within the same asset class. IRO staff are capable of independently responding to contagion risk, in contrast to government policies put in place under challenging conditions that require the support of their authors. In cases where challenging domestic conditions exist, the involvement of senior policymakers in the IR process is essential to adding credibility to policies. Under these circumstances, policymakers at the most senior level should make exceptional efforts to help alleviate market uncertainty by explaining the rationale of economic measures undertaken and demonstrate their preparedness to take market feedback into account when formulating additional action. The frequency of economic data and policy information provided to investors should be maintained or intensified—not reduced.

Teleconferences or webcasts with investors should become more frequent and led directly by finance ministers, Central Bank governors, or other senior policy officials as necessary. In such

circumstances, an appropriate tool for engaging in a direct dialogue with investors may be through interactive non-deal roadshows in key financial capitals. The roadshow should be conducted by senior policymakers from all appropriate official agencies.

### Regular Self-Assessment

IROs should conduct annual assessments to ensure they are providing the best possible services to policymakers and investors, including providing timely, accurate, and relevant information, reaching all targeted investor groups, receiving and effectively processing feedback, and using the most optimal technology to reach out to investors. IRO staff can conduct self-assessments or use outside consultants such as the IIF's Sovereign Investor Relations Advisory Service (SIRAS). Investor surveys on the IRO website or to the investor contact list also would be useful. To be effective, IRO activities can be benchmarked against IIF IR best practices or other guideposts, such as corporate IRO best practices.

### Press and IR

Several authorities have explored co-mingling press and IR functions in a single IRO. While the thrust of these functions is similar, as they both involve communicating with the external environment, the key differences between them provide convincing arguments that they should be kept separate.

- **Audience.** IR staff must deal daily with market participants who track a country's economic performance and policies on a regular basis. These investors and creditors are sophisticated in their knowledge, and they demand specific detail about the environment and outlook for economic policies and data. The press, on the other hand, is more interested in "big-picture" information that would appeal to its own audience rather than in technical details.
  - **Content.** Investors require market-relevant information or data on economic policies that conform to international standards, forward-looking information on economic policies such as budget projections and monetary policy targets, and information on legal and regulatory frameworks. This information must be tailored to reflect the different requirements of various investor groups, such as bondholders, in both domestic and international capital markets, as well as equity investors. Press content focuses more on broad issues related to economic policy or political developments that do not require technical explanation or a detailed understanding of policy formulation.
  - **Staff.** The skill set of IR staff differs significantly from that of press relations staff. Most importantly, to effectively communicate with market participants, IR officers must be able to speak in the language of the market (i.e., have an in-depth technical understanding not only of a country's economic performance and policies but also of how markets operate). They must be able to answer investor queries and provide market feedback to senior policymakers. While press relations staff must have a basic understanding of economic performance and policies, their skills should mostly be focused on public relations and dealing with press contacts, as well as "managing" both positive and negative political developments.
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## ANNEX VI. IIF BEST PRACTICES FOR FORMATION AND OPERATION OF CREDITOR COMMITTEES

### I. Introduction

The best practices for the formation and operation of Creditor Committees are based on extensive discussions among members of the IIF's Working Group on Crisis Resolution. Additionally, these best practices have been broadly endorsed by the *Principles Consultative Group*. The PCG consists of senior officials from a broad cross section of emerging market economies and senior bankers and investors involved in emerging markets finance, many of whom have been involved in the formulation of the *Principles for Stable Capital Flows and Fair Debt Restructuring*. This Group has been engaged in both encouraging and monitoring the practical application of the *Principles* through assessments of a variety of country cases. The PCG's input has been important in the shaping of these best practices in order to encourage participation from debtors who support the *Principles*. The *Principles* recommend the use of Creditor Committees in cases in which a debtor defaults on its debt to private creditors and investors. In fact, the key advantage of Creditor Committees for debtors has been that endorsement of the terms of a debt restructuring by the Committee signals acceptability of the deal to the wider creditor community and ensures the support of a "critical mass" of creditors and investors.

The best practice principles for the formation and operation of Creditor Committees are based on established practices of the traditional London Club and adapted to the world of capital markets. As such, these principles aim to reflect the impact securities laws may have on both the Committee's operations and creditor-debtor interactions. They also reflect experience gained in corporate restructurings.

Going forward, support from other key bond investors should also be sought. The best practice principles should also be explained in order to facilitate supportive official sector policies. It is important to stress that negotiations in good faith should remain the essence of debt restructurings. A move away from good-faith negotiations between issuers, creditors, and investors on the basis of a limited number of exceptions is inconsistent with the international understandings that have been historically at the heart of sovereign debt restructurings. Such negotiations are also the operational consequences of the restoration of Collective Action Clauses (CACs) which have been welcomed by the G7 and the IMF.

### II. The Role of Good Faith Negotiations and Creditor Committees in the *Principles*

#### General Guidelines for Sovereign Debt Restructurings

The *Principles* provide general guidelines that lay the basis for a voluntary, good-faith debt restructuring process. Paramount among these guidelines is the notion of good-faith negotiations between a debtor and its creditors; the *Principles* put these two parties at the center of the negotiation process. The *Principles* recognize the sovereignty of the debtor while upholding the sanctity of contracts during debt restructurings.

#### Good Faith

The *Principles* place great importance on good-faith negotiations as a key element of the debt restructuring process. They call on creditors and debtors to "engage in a restructuring process that is voluntary and based on good faith. Such a process is based on sound policies that seek to establish conditions for renewed market access on a timely basis, viable macroeconomic growth, and balance of payments sustainability in the medium term." The *Principles* add that "debtors and

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creditors agree that timely good-faith negotiations are the preferred course of action toward these goals, potentially limiting litigation risk." Such negotiations are thus at the heart of the restructuring process, including the operation of Creditor Committees.

However, it is very difficult to come to a precise definition of "good faith" and is neither wise nor practical to seek an exhaustive set of criteria to evaluate this principle. We agree that, rather than defining the principle itself, the most productive approach is for any participant in the negotiation process to indicate when it believes that actions of another party have *not* been conducted in good faith.

### **Creditors and Debtors at the Center of the Negotiation Process**

As a joint product of issuers and investors, the *Principles* aim that the final result of the restructuring process should be obtained through cooperative interaction between the debtor and its creditors. (See above section on good faith.) The *Principles* also maintain that "regardless of the specific restructuring mechanics and procedures used (i.e. amendment of existing instruments or exchange for new ones; pre-default consultations or post-default committee negotiations), restructuring terms should be subject to a constructive dialogue focused on achieving a critical mass of market support before final terms are announced."

### **Sovereignty of the Debtor**

The *Principles* recognize the sovereign nature of the debtor. They emphasize the importance of putting a country back on a sustainable balance of payments path, while preserving and protecting asset values during the restructuring process. At the same time, they also uphold the sanctity of contracts between sovereign debtors and creditors, stating that, "subject to their voluntary amendment, contractual rights must remain fully enforceable to ensure the integrity of the negotiating and restructuring process."

### **The Role of Creditor Committees in the Principles**

The *Principles* support debtor-creditor negotiations as the preferred way forward in cases which require a debt restructuring. They also articulate the role of Creditor Committees in such negotiations, especially in cases of default.

Under the sub-principle "vehicles for restructuring" the *Principles* state:

*"The appropriate format and role of negotiation vehicles such as a creditor committee or another representative creditor group (hereafter referred to as a "creditor committee") should be determined flexibly and on a case-by-case basis. Structured, early negotiations with a creditor committee should take place when a default has occurred in order to ensure that the terms for amending existing debt contracts and/or a voluntary debt exchange are consistent with market realities and the restoration of growth and market access and take into account existing CAC provisions. If a creditor committee is formed, both creditors and the debtor should cooperate in its establishment."*

Recent experience has been mixed, with authorities taking different approaches that were not in all cases seen by creditors as fully consistent with the *Principles*. All of the cases have been complex, involving a diverse set of market participants, instruments and currencies. In many occasions, creditors have organized themselves into Creditor Committees at an early stage. In some cases, debtors have negotiated in good faith with Creditor Committees to reach restructuring agreements. In others, ad hoc Committees have been formed; debtors have preferred to consult with these Committees as well as with other creditors on a bilateral basis toward the formulation of an exchange offer. In some cases, the approach by sovereigns has been seen by creditors as coercive. In such instances, the spontaneous formation of Creditor Committees has been frequently resisted

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by the debtor country with the argument that the situation does not call for a Committee or that the Committee is not representative.

As the *Principles* will be reviewed from time to time and possibly updated, the circumstances under which Creditor Committees are the best avenue for a restructuring may be reviewed. For example, in one recent case, the restructuring with the private sector was preceded by a restructuring with the Paris Club with the usual request for comparability of treatment. The *Principles* do not "require" negotiations with a Committee in non-default cases but the question has been raised whether a Committee approach should be preferred in circumstances in which a restructuring is mandated by the Paris Club. This seems to be a logical consequence of the comparability of treatment principle.

If a Creditor Committee is formed, the *Principles* provide guidelines in order to enhance its effectiveness. They stipulate that Creditor Committee "should

- Adopt rules and practices, including appropriate mechanisms to protect material non-public information;
- Coordinate across affected instruments and with other affected creditor classes with a view to form a single Committee;
- Be a forum for the debtor to present its economic program and financing proposals;
- Collect and analyze economic data;
- Gather, evaluate, and disseminate creditor input on financing proposals; and
- Generally act as a communication link between the debtor and the creditor community."

In addition, in October 2004 the International Primary Market Association (IPMA)<sup>1</sup> released standard collective action clauses for fiscal agency agreements under English law that contain provisions for the appointment of a single Creditor Committee.

### III. Best Practice Principles for Creditor Committees

#### 1. Key Concerns regarding Creditor Committees

Over the past few years, establishing Creditor Committees has faced certain hurdles. On the one hand, debtors have in some cases objected to recognizing Creditor Committees for various reasons: either, because they were not involved in the formation of the Committee, had reservations regarding certain Committee members with whom they did not want to negotiate, questioned the Committee's representativeness, or because they simply did not want to negotiate with creditors and investors. On the other hand, some members of the creditor community have been reluctant to join Creditor Committees if they saw it as constraining their range of options.

Perceptions by some issuers that the Committee process is slow-moving and causes delay in the resolution of a debt problem have also been cited as a reason that they have favored a unilateral approach. When considering such an approach, issuers should be aware that refusal to negotiate may result in low participation and expensive lawsuits, and as a result possible constraints on market access.

Much of the debate has centered on the issue of "representativeness" of a Creditor Committee. In some cases, issuers' legal advisors have questioned whether Committee members have secured mandates from other members of the creditor community in order to represent them. Such a request goes against the grain of reality, however. Historically, members of Creditor Committees

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<sup>1</sup>On July 1, 2005, IPMA merged with the International Securities Market Association (ISMA). The combined entity is known as the International Capital Market Association (ICMA).

have not “represented” other creditors and investors but they have reflected the views of the creditor community during the negotiations with a view toward attracting a critical mass of support for negotiated restructuring terms. In a small number of cases, a group of creditors and investors, in particular fund managers, have appointed a representative to the Committee to negotiate on their behalf.

Representativeness has also been interpreted to mean sufficient diversity of creditors and investors. Diversity in turn has caused concerns in some quarters that Creditor Committees are cumbersome to deal with especially since different members of the creditor community may have divergent interests because they may have purchased credit default swaps or other protections, or because they may have acquired instruments on the secondary market and thus are not original holders.

In today’s market, a Committee having a diversity of creditors and investors would mean having banks, fund managers, hedge funds, and retail investors either represented and/or directly involved. However, debtors have objected that some types of creditors and investors who would need to have representativeness are not capable structurally of maintaining the needed confidentiality and obeying the applicable insider trading rules.

While confidentiality was protected by unwritten rules in the 1980s and 1990s, today’s world of securities offerings has set higher standards.

One issue relates to the type of information a debtor can release ahead of an offering. Unregistered offerings are speedier and lower cost options but the release of the “wrong” type of information may delay or prohibit the debtor from proceeding with an unregistered form, and instead a registered offering may be required.

The other issue is that securities laws (in most jurisdictions) preclude trading on non-public material information and a Committee is likely to come in contact with such information. This is a concern for creditors, investors, and debtors. For creditors and investors, the “stop trading” rules of some previous restructurings are not feasible. For the debtor who may bear many of the negative consequences of information leaks and insider trading, a “no trading” rule may be preferred for Committee members.

As a possible solution, a “code of conduct” has been used in a few cases in the sovereign context but cues have been taken in particular from corporate restructurings. Such a code is an agreement between the debtor and the Creditor Committee on a range of issues. It imposes simple restrictions on confidential information on both sides and offers more flexibility on trading for Committee members who commit to complying with insider trading rules.

The best practice principles articulated below address these key concerns as well as other issues with the aim to develop a better basis for Creditor Committees to be acceptable to issuers and protect the rights of creditors and investors.

## **2. Creditor Committee Best Practice Principles**

### **A. Initial Formation**

The initiative of forming a Creditor Committee can be taken through various approaches: the debtor can ask for a Committee to be formed – this has occurred in a few cases; the debtor and its creditors and investors (hereafter called “the creditor community”<sup>2</sup>) agree to form a Committee – this has been the most common case; or the creditor community initiates the formation of a Committee that reflects their interests.

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<sup>2</sup> The “creditor community” includes banks, fund managers, hedge funds, and retail investors.

## **B. Cooperation and Trust**

1. In order for the negotiations to proceed in an orderly manner, an element of trust must be developed between the debtor and the members of the Committee, as well as among Committee members themselves.
2. The *Principles* call on the debtor, and the creditor community to cooperate in the formation of the Committee. It is thus important to be aware of certain sensitivities a debtor may have regarding individual creditors and investors.

## **C. Diversity of the Creditor Community**

1. The Committee should consist of creditors and investors who can reflect the interests of the range of members of the creditor community affected in the negotiation process.
2. Diversity of Committee members should encompass not only financial instruments and investment strategies but also regional differences. The latter is particularly useful in order to consider differential tax treatments and regulatory differences that may help design options to facilitate the participation of the creditor community in different jurisdictions in the restructuring.
3. In order to facilitate participation by hedge funds and asset managers who may face conflicts of interest when they come into contact with material non-public information or other constraints (staffing, for example), an external representative could be appointed by either an individual fund or a group of fund creditors and investors, if considered necessary. Such an individual should have appropriate restructuring experience (as described below) and operate under his terms of reference. This representative would be bound by confidentiality parameters (see below) and only would provide the necessary information that his clients need in order to make decisions regarding the restructuring negotiations.
4. The Committee should be of a manageable size but Committee membership should not be limited only to “large” creditors and investors. At the same time, the Committee as a whole should hold or represent a substantial amount of claims and include a diverse set of creditors and investors (see *Diversity* above).
5. A Committee must have credibility with the debtor and be able to signal that it has influence with a critical mass of all creditors and investors.

## **D. Speed of Process:**

1. The creditor community should work closely with the debtor toward the formation of the Committee, recognizing that this process can be initiated through different channels. There should be a presumption that speed is of the essence.
  2. Creditors and investors should consider approaches to internal coordination that expedite rather than delay the process.
  3. Creditors, investors, and the debtor should agree on the negotiation process that should be followed, including the nature and sequence of the discussions. Such an understanding, which of course should not delay the actual negotiations, could help inform the IMF, for example if judgments on lending into arrears need to be made.
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4. Committee members should take into account the time commitment they must set aside from their day-to-day work in order to participate in restructuring negotiations. To ensure continuity, it is important that a particular creditor or investor be represented by the same individual throughout the restructuring process.

5. Effective Committee leadership will be key to ensuring an efficient Committee process.

### **E. Confidentiality**

1. The members of the Committee, the debtor, and advisory firms should consider agreeing on and signing a 'code of conduct.'

2. Any information not already in the public domain is considered confidential.

3. Under the code, parties have to refrain from disclosing confidential information to any one other than a list of related parties (provided they also subject themselves to the code) unless required by law.

4. Under the code, parties could issue periodic press releases that comply with applicable securities law to "share information with the market." Information must not be released that either "conditions the market" for an offering or that could be seen as deceptive.

5. Legal advisors to parties should advise on what information can be released.

6. Committee members should implement Chinese Walls or similar measures to ensure that those who make trading decisions are not in the possession of confidential information that is shared in the context of a restructuring negotiation.

7. Negotiations should take place directly between the debtor and creditors, without the participation of multilateral or bilateral organizations. Both debtor and creditors should avoid commenting on the negotiations.

### **F. Restructuring Experience**

1. The "tool kit" of at least some of the Committee members' experience should include practical skills in sovereign and/or non-sovereign restructurings.

2. Creditors and investors who are new to the asset class should not be excluded for lack of experience, in particular if their claims are substantial.

3. Committee members should consider the feasibility of particular restructuring proposals they aim to advance with the debtor.

### **G. Legal Advisors**

1. The law firm representing the Committee should have ample debt restructuring experience.

2. If the firm has business relationships with Committee firms, in particular those with sizable shares of the outstanding debt, potential conflicts of interest should be addressed internally.

### **H. Logistical Support**

1. Creditor Committee members should share responsibilities for providing facilities and staff to arrange meetings and for handling communications with the debtor as well as other members of the creditor community not on the Committee.

2. The clearing system should be leveraged as a communication tool in cases where substantial amount of debt is held at the retail level.

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