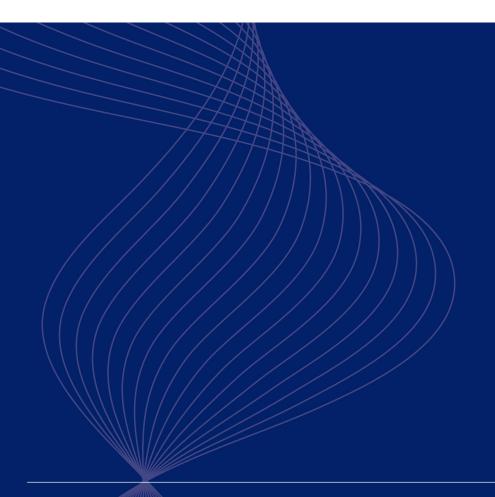


PRUDENTIAL PRACTICE GUIDE

Draft CPG 900 Resolution Planning

Integrated version

September 2022 May 2023



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About this guide

Prudential practice guides (PPGs) provide guidance on APRA's view of sound practice in particular areas. PPGs frequently discuss legal requirements from legislation, regulations or APRA's prudential standards, but do not themselves create enforceable requirements.

Prudential Standard CPS 900 Resolution Planning (CPS 900) requires entities that are significant financial institutions (SFIs), or those and non-SFIs that provide critical functions, to support APRA in the development and implementation maintenance of a bespoke resolution plan.

This PPG, Prudential Practice Guide CPG 900 Resolution Planning (CPG 900), provides guidance to support the implementation of CPS 900. It sets out the outcomes that APRA is seeking to achieve at each stage of the resolution planning process, and the factors that APRA will have regard to in developing a <u>bespoke</u> resolution plan for a particular entity.

This integrated version of CPG 900 maps APRA's guidance to the relevant paragraphs in CPS 900. Paragraphs from CPS 900, which are enforceable requirements, have been set out in blue boxes like this; the accompanying guidance follows below, outside the blue boxes.

Glossary

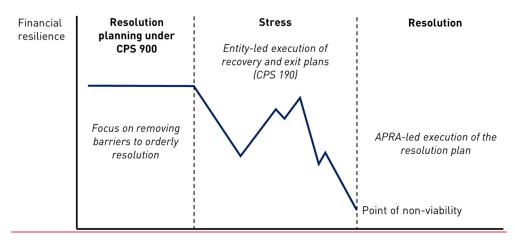
ADI	Authorised deposit-taking institution
APRA	Australian Prudential Regulation Authority
Beneficiaries	Beneficiaries are collectively depositors, insurance policyholders and superannuation fund members of APRA-regulated entities
CPS 190	Prudential Standard CPS 190 Financial Contingency <u>Recovery and Exit</u> Planning
CPS 900	Prudential Standard CPS 900 Resolution Planning
FMI	Financial market infrastructure
Non-SFI	Non-significant financial institution
PPG	Prudential practice guide
RSE	Registrable superannuation entity
RSE licensee	Registrable superannuation entity licensee as defined in s10(1) of the Superannuation Industry (Supervision) Act 1993
SFI	Significant financial institution

Resolution planning

- 13. APRA may determine a bespoke resolution plan for an APRA-regulated entity or a cohort of APRA-regulated entities, setting out the steps that APRA wouldmay take to protect beneficiaries and maintain financial system stability critical functions in the event of entity non-viability a resolution. This may include resolution options such as may include a solvent wind-down, transfer, or recapitalisation of the entity or entities.
- 14. An APRA-regulated entity must support APRA in the development and implementation maintenance of a resolution plan.
- 15. An APRA-regulated entity with overseas operations must support the development and maintenance of cross-border components of the resolution plan.
- 1. Resolution is the process of dealing with a failed managing an APRA-regulated entity that has become non-viable, led by APRA as the resolution authority. In the unlikelythis event that an APRA regulated entity fails, APRA's objective is to minimise any adverse impact onprotect depositors, insurance policyholders and superannuation fund members, while promoting (beneficiaries), minimise disruption to the financial stability (system and maintain critical functions (achieving an 'orderly failure). resolution'). Resolution plans set out the steps that APRA may take to resolve an entity in the event of non-viability.
- 1.2. For large and complex entities, this requires significant financial institutions (SFIs) and non-SFIs that provide critical functions, bespoke resolution planning in advance can be required to remove barriers to resolution (see Figure 1). CPS 900 sets out a framework for resolution planning that will be implemented on an entity-by-entity basis.

¹_APRA has powers to resolve <u>failing</u> banking and insurance entities through various Acts that it administers, including those introduced through the *Financial Sector Legislation Amendment (Crisis Resolution Powers and Other Measures) Act 2018.* For superannuation, <u>this includes these powers include</u> powers introduced through the *Treasury Laws Amendment (Your Future, Your Super) Act 2021.*

Figure 1. Indicative resolution lifecycle - entities subject to CPS 900



CPS 900 sets out certain requirements for entities to cooperate with APRA in resolution planning. Under CPS 900, APRA will develop a resolution plan, which sets out APRA's strategy for resolving an entity in the event of its failure. This could include, for example, plans to recapitalise, wind down or transfer operations. It is an important complement to a financial contingency plan, which sets out an entity's plan for managing risks to its financial viability.

- 3. The resolution plan is an important complement to an APRA-regulated entity's recovery and exit plan, required under Prudential Standard CPS 190 Recovery and Exit Planning (CPS 190). Recovery and exit plans set out the steps an entity itself would take to manage periods of stress, including actions to restore financial resilience or exit regulated activity in an orderly manner. A strong recovery and exit plan would reduce the likelihood of resolution.
- 4. While there can be commonalities between exit planning and resolution planning, there are important differences, as shown in Figure 2 below.

Figure 2. Comparing exit and resolution planning

Exit planning An entity determines how it would exit regulated activity prior to the point of non-viability (as required under CPS 190) Resolution planning APRA determines how to resolve the entity once it has become non-viable (as required under CPS 900)

<u>to regulated entities</u> when informed an entity is notified by APRA that it is commencing resolution planning. Prior to this, there are no requirements under CPS 900 that the entity would entities need to meet. Entities are not required to prepare for CPS 900 implementation ahead of APRA's notification.

2.6. There are six main stages components to the resolution planning process; the outcomes from each are set out in Table 1 below. Shading Darker shading has been used to differentiate the stages led by entities highlight key requirements of entities, and lighter shading represents actions taken by APRA.

Table 1. Stages Components of resolution planning

Stage-Component	Outcome
Critical functions assessment	APRA determines APRA may require an entity to undertake critical functions analysis. APRA will determine whether an entity has functions that could be important to financial system stability or the availability of essential financial services to a particular industry or community.
Identification of resolution options	APRA identifies options that could be used to support the orderly resolution of an entity and ensure the continuity of its critical functions.
Resolvability assessment	APRA may require an entity to assess the feasibility of resolution options, including identifying potential barriers to implementation.
Determination of resolution plan	APRA determines which options may be used in resolution, and sets out its resolution plan.
Pre-positioning and capabilities	APRA may require an entity to remove barriers to the execution of the resolution plan, and developoptions. An entity must establish and maintain necessarythe capabilities necessary to support the resolution plan.
Review and maintenance	Once the resolution plan has been <u>established</u> determined, an entity must undertake a regular review of <u>itsthe critical functions analysis and</u> resolvability assessment. <u>An entity must remain ready for the execution of the resolution plan ('resolvable')</u> .

- 3.7. The <u>development of a bespoke</u> resolution planning process would typically plan may occur over several years. APRA expects that the initial stages would be mainly focused on information gathering and assessment, providing for a gradual implementation of requirements under the standard.
- 8. The resolution planning process would typically involve frequent engagement between APRA staff and the regulated entity. APRA expects that engagements wouldentities to be open, cooperative and constructive, and that entities wouldto provide the all relevant information needed for APRA to make informed assessments.
- 4-9. In some instances, addressing barriers to an effective resolution could have impacts for entities within a group that are not directly APRA-regulated, particularly where there are interlinkages across the group.
- 5.10. Where an entity has overseas operations, CPS 900 requires the entity to support the development and maintenance of cross-border components of a resolution plan. APRA may establish a working group to facilitate the consideration of cross-border resolution issues information sharing and cooperation with overseas regulators, on cross-border components of the resolution plan.

Developing a resolution plan

Role of the Board

- 16. The Board of an APRA-regulated entity <u>must support APRA in resolution planning and</u> is ultimately responsible for ensuring <u>that</u> the entity <u>is resolvablemeets the</u> <u>requirements of this Prudential Standard.</u> The Board must ensure that there are clear roles and responsibilities at a senior executive level for the purpose of meeting the requirements in this Prudential Standard.
- 17. The Board must provide oversight of and approve, where applicable:
 - a) a resolvability assessment; and
 - b) a pre-positioning plan.
- 11. Once an APRA-regulated entity has been subject to CPS 900, the Board of the entity must ensure that the entity meets the requirements of this Prudential Standard. In practice, this would mean that the entity is ready for the execution of the resolution plan ('resolvable'). It would involve the Board overseeing the steps in preparing for resolution, including the implementation of pre-positioning actions and maintenance of capabilities necessary for resolution.
- 12. A prudent Board would ensure that the resolvability assessment and pre-positioning plan have been subject to rigorous review and challenge, including when these are updated over time. This could include an independent review, where considerations are complex or require specialist skills. Where APRA has concerns over the accuracy or completeness of an entity's resolvability assessment or pre-positioning plan, it may require an independent review at the APRA regulated entity's expense. In some circumstances, APRA may seek further assurance on the accuracy or completeness of an entity's resolvability assessment, by requiring an independent review.

Critical functions

- 18. An APRA-regulated entity must support APRA in the determination of whether it provides any critical functions, if required by APRA.
- 19. This may include the identification of all material business activities of the entity, and an assessment of whether any of these activities are critical functions based on theirAPRA may require an APRA-regulated entity to undertake critical functions analysis, taking into account the systemic impact, customer impact and the substitutability by other providers if functions were to cease. An APRA-regulated entity may also be required to identify shared services, including those provided by third parties, upon which critical functions depend.

- 6.13. The first phase early stages of the bespoke resolution planning process would typically involve APRA determining whether an assessment of entity provides critical functions. Critical functions refer to any function functions that an individual entity provides that are important to financial system stability or the availability of essential financial services to a particular industry or community.²
- 7.14. The critical functions assessment This is a foundational step in resolution planning; an orderly resolution would protect depositors, insurance policyholders and superannuation fund members (beneficiaries), and avoid significant disruption to financial stability and the supplyprovision of critical functions.
- 8.15. Identifying critical functions is a complex judgement, which relies on a range of quantitative and qualitative information. To inform its judgement_determination, APRA would typically providemay require entities with an information request and ask that entities to complete a self-assessment_critical functions analysis against key criteria. Good practice would be to provide supporting information to explain any justifications against the criteria, where appropriate.
- 9.16. Table 2 Table 2 below sets out APRA's key areas of focus in assessing determining critical functions, which; this would form the basis of APRA's information requests. Functions that do not have a material impact on financial stability, industries or communities, or those that can be substituted with a minimum of time and cost would be unlikely to be considered critical.

Table 2. Indicators of critical functions

Factor	KeyExample considerations for a function to be defined as "critical"
Systemic impact	 The function is highly interconnected with other participants. There would be a significant impact on market confidence or operation if the function ceased. There is potential for contagion to other market participants if the function ceased.
Industry or community impact	 The entity provides highly concentratedessential services to a large proportion of customers in a particular geographical region or community. The entity provides specialised or unique services critical to a particular industry.
Substitutability	The market is highly concentrated.

²_Critical functions are distinct from critical operations. Critical operations are defined in draft Prudential Standard CPS 230 Operational Risk (CPS 230) and relate toas processes that would be important for a particular undertaken by an APRA-regulated entity to ensure it could continue to provideor its own business services through a disruptionservice provider which, if disrupted beyond tolerance levels, would have a material adverse impact on its beneficiaries or other customers, or its role in the financial system.

Factor	KeyExample considerations for a function to be defined as "critical"
	 There are no clear substitutes, either alternative providers or different products.
	The function cannot be quickly substituted with minimal disruption.
	 There are barriers to entry for new providers, such as contractual arrangements, infrastructure or expertise.

- 10.17. APRA's approach to assessing determining critical functions includes a focus on specific industry and community impacts. This is important since some industries or communities may be particularly reliant on the financial services of individual entities. For example, the failure non-viability of an insurer that provides builders warranty public liability insurance could have significant industry impacts for the real economy, if new construction projects were unable to proceed due to lack of insurance cover. In contrast, a small residential mortgage portfolio with a high degree of substitutability is unlikely to be considered a critical function.
- 18. Entities may also be required to identify any shared services that are vital to the provision of critical functions. In simple terms, these are services which, if they were to cease, would prevent an entity from providing its critical functions. Where required, entities would be expected to undertake a comprehensive mapping of critical functions to shared services (provided within a regulated entity, from a group service provider or a third-party provider). Some common examples of shared services include IT systems, legal services or administrative services.
- 41.19. Ahead of finalising its critical functions assessment determination, APRA would communicate its findings to an entity. This provides an opportunity for entities to clarify conclusions or provide further information, where appropriate.

Resolution options

12.20. Following an assessment of critical functions Under CPS 900, APRA would then identify credible resolution options to support the orderly resolution of an entity. There are a range of potential options, depending on the industry an entity operates in and its particular risk characteristics. Some key examples are set out in Table 3 below.

Internationally, these services are commonly referred to as 'critical shared services'. See, for example, Recovery and resolution planning for SIFI (fsb.org).

⁴ Some of these shared services may be provided by material service providers. Material service providers are defined in CPS 230.

Table 3. Potential Example resolution options

Option	Likely application	Desired outcome
Recapitalisation	The largest and/or most complex entities, with significant critical functions-1	The conversion of hybrid capital instruments into equity, to restore viability using private, rather than public, funds.
Transfer	Small to medium-sized entities, typically with limited critical functions-	The transfer of all, or part, of an APRA-regulated entity to another party.
Wind-down or run-off	Entities with no critical functions.	Ceasing certain business activities with minimal adverse impact on customers, counterparties or the wider financial system.

Resolvability assessment

- 20. APRA may require an APRA-regulated entity to conduct a resolvability assessment to assess the feasibility of resolution options. The resolvability assessment must be conducted by personnel with appropriate skills and experience.
- 13.21. Once APRA has identified potential resolution options, APRA would typically request entities an entity to assess their feasibility. This provides an opportunity for entities to provide feedback to APRA on the potential costs, risks and impacts of these options and associated pre-positioning measures. In requesting a resolvability assessment, APRA would typically provide a detailed outline of the key areas it expects entities to focus on.
- 14.22. APRA would typically provide entities an entity with 3-6 months to complete the resolvability assessment, although this may vary. APRA may hold several engagements with entities throughout this period to assess progress.
 - 21. For each resolution option, the resolvability assessment must assess:
 - a) any legal, structural, operational or regulatory barriers to implementation;

Impediments-Barriers could arise from a range of sources, including:

- __contracts that do not allow for transferability of functions or prevent recapitalisation objectives;
- <u>they could also be due to organisational structures that may not facilitate partial transfers</u>;
- Some entities may encounter barriers due to a reliance on shared services and key staff
- or a dependence on financial market infrastructure (FMI) service providers;

- Prudent entities would assess the risks associated with insufficient financial resources;
 or
- 45.23. a need for regulatory approvals or exemptions to execute the option.
 - b) timelines for implementation;
- 16.24. It is important that the resolution option can be implemented in a timely manner. A prudent entity would assess all the relevant steps needed to implement the option, clearly indicating where timeframes may be dependent uncertain, including where there may be a reliance on external parties.
 - c) any execution risks; and

Execution risks could arise from a range of sources, including:

- ___reliance on external parties;
- or weaknesses in systems and processes for producing timely and accurate data, including for valuations; or
- <u>17.25.</u> . There could also be potential barriers risks to the effective conversion or writedown of capital instruments.
 - d) pre-positioning measures required to effectively execute the option.
- 48.26. Where barriers to implementation and execution risks have been assessed as low, and timelines for implementation are within acceptable ranges, APRA expects that prepositioning measures would be fairly limited.
- 19.27. In other instances, entities will need to identify appropriate pre-positioning actions. An example may be where the resolvability assessment identifies certain clauses in contracts with third-party service providers that would inhibit access to these services in resolution. A prudent entity would clearly demonstrate how their pre-positioning measures would mitigate this riskthe risks identified.
- <u>20.28.</u> In <u>addition to assessing</u> pre-positioning measures, an entity would identify the capabilities required to <u>execute support APRA in effecting</u> the resolution options. This might include systems and expertise needed to ensure operational continuity during resolution.
 - 22. APRA may require an independent review of APRA-regulated entity to have the resolvability assessment independently reviewed.

Resolution plan

- 21.29. Using the findings from an entity's resolvability assessment, APRA would then determine an entity's bespoke resolution plan. The resolution plan sets out APRA's strategy for resolving the steps that APRA may take to resolve the APRA-regulated entity, to protect beneficiaries and maintain the continuity of identified critical functions.
- 22.30. In determining the resolution plan, APRA will weigh up a range of considerations—such as implementation costs. APRA will seek to achieve its objectives the financial safety of institutions and the stability of the Australian financial system in a manner that balances efficiency, competition, contestability and competitive neutrality. APRA will also seek to leverage any work that has already be done to improve resolvability under an entity's financial contingencyrecovery and exit plan.

Pre-positioning

Pre-positioning plan

- 23. APRA may require an APRA-regulated entity to develop and implement a prepositioning plan to remove barriers to the execution of resolution options and mitigate execution risks.
- 24. The pre-positioning plan must include, where applicable:
 - a) changes to organisational or legal structure, including the location of any shared support services within a group;
 - b) renegotiation of contracts, including with third-party service providers;
 - c) development of wind-down or run-off plans for particular businesses or assets;
 - d) measures to ensure the operational continuity of key functions and services during resolution; and
 - e) capabilities necessary to support APRA in effecting the resolution options; and
 - elf any other actions required to remove barriers to the execution of resolution options or mitigate execution risks.
- 25. APRA may require an APRA-regulated entity to implement additional pre-positioning actions if necessary to support <u>ather</u> resolution plan.
- 23.31. Once a resolution plan has been determined, APRA-regulated entities will typically be required to develop and implement a pre-positioning plan for the measures identified in the resolvability assessment. APRA expects that these plans would set out clear timeframes and accountabilities for the completion of pre-positioning actions. Prudent entities would also set out the risks to effective implementation, making sure that appropriate mitigants are in place.
- 32. Renegotiation of contracts may be relevant for some entities. For example, some existing contracts may include termination clauses that could undermine the continued provision of critical functions in resolution. It is important that entities explore prudent ways of addressing these impediments to resolvability.
- 24.33. APRA will engage with entities regularly to assess progress against the plan. A prudent entity would make sure that there is appropriate oversight of the planin developing and implementing pre-positioning actions. Where APRA is not satisfied with the actions planned or taken, APRA may require additional pre-positioning actions to be taken.

Financial resources and Lloss-absorbing capacity

- 26. An APRA-regulated entity must maintain the financial resources required to operationally execute support the resolution operations.
- 27. APRA may require an APRA-regulated entity that is not an RSE licensee to maintain an amount of loss-absorbing capacity to support the resolution plan:
 - a) for an ADI, APRA may adjust its Total Capital prudential capital requirement under *Prudential Standard APS 110 Capital Adequacy*; and
 - b) for ana general insurer, life company or private health insurer, APRA may adjust its prudential capital requirement under *Prudential Standard GPS 110 Capital Adequacy*, or a capital adequacy supervisory adjustment under *Prudential Standard HPS 110 Capital Adequacy*.
- 34. It is important that APRA expects entities are able to maintain the financial resources required to operationally execute support the resolution plan-actions, including sufficient capital to absorb losses and liquidity to continue meeting financial obligations.
- 35. In determining a resolution plan, APRA may Under CPS 900 entities may be required an entity that is not an RSE to hold an amount of to maintain additional loss-absorbing capacity for resolution to support the execution of a resolution option. This is more likely to occur under a recapitalisation strategy, and could be necessary for the execution of other resolution options. In requiring entities to maintain loss absorbing capacity, APRA's objective is to ensure that, in the event of failurenon-viability, an entity could be resolved financial resilience can be rebuilt and critical functions maintained, using private rather than public funds. Where entities are required to build additional loss-absorbing capacity, APRA will determine an appropriate time frame for implementation, taking into account circumstances at the time. Additional loss-absorbing capacity requirements can be met with any form of regulatory capital.

Capabilities for resolution

- 28. An APRA-regulated entity must developestablish and maintain the capabilities required to execute a support the resolution plan. This ese includes, but is not limited to:
 - a) resolution crisis governance arrangements;
 - b) operational capabilities;
 - c) financial management;
 - eld data and systems; and
 - <u>e) where appropriate, a post-crisis stabilisation restructuring</u> plan.
- 29. APRA may require an APRA-regulated entity that is not an RSE licensee to establish and maintain additional capabilities that APRA considers if reasonably necessary to support athe resolution plan.
- 30. For an APRA-regulated entity that is not an RSE licensee, APRA may adjust the prudential requirements for capital of an APRA-regulated entity where material barriers to resolution are not addressed or where capabilities to support a the resolution plan are insufficient, including changes to capital requirements where relevant.
- 25.36. Table 4 below sets out some example considerations for resolution capabilities.

Table 4. Key resolution capabilities

Capabilities	Example considerations
CrisisResolution governance arrangements	It is important that appropriate governance arrangements can be put in place to support an orderly resolution, and maintain effective oversight of risks. A prudent entity would consider the need for engagement with key stakeholders, including regulators, and key risk indicators that would need to be monitored.
Operational <u>capabilities</u>	Good practice would be to consider how to retain staff in key roles that are necessary for operational continuity, taking into account incentives or transferability of roles. A prudent entity would also consider their reliance on third-party service providers and FMI, where appropriate.
Financial management	Where the resolution plan involves loss-absorbing capacity, a prudent entity would establish processes to support the effective conversion of this capacity, at the point of non-viability. Some entities can be susceptible to liquidity risk in resolution. It is important that entities maintain the capabilities to estimate and monitor funding needs.
Data and systems	It is important that management information systems can produce timely and accurate information, including accounting, position keeping and risk systems.

Capabilities	Example considerations
Post-crisis stabilisationRestructuring plan	Where the resolution plan involves an entity continuing to operate following resolution, a prudent entity would have an established plan for returning to a sustainable and resilient long-term financial position. These plans would be underpinned by prudent assumptions.

External advisors

- 31. APRA may require an APRA-regulated entity to:
 - a) engage, at the expense of the APRA-regulated entity, expert external advisors as may be prescribed approved by APRA, to support with any aspect of this Prudential Standard. An APRA-regulated entity must consult with APRA before finalising the terms of engagement, and must ensure that external advisors are available to meet with APRA on request. Reports prepared by external advisors must be provided to APRA and the APRA-regulated entity, including any interim or draft reports; or
 - b) pay the costs of support external advisors engaged by APRA to support assist in the exercise of APRA's powers and functions under this Prudential Standard as it relates to the APRA-regulated entity.
- 37. Under CPS 900, APRA may require entities to engage an expert external advisor directly, or support external advisors engaged by APRA for the purposes of this Prudential Standard. External advisors can provide necessary skills and relevant specialist knowledge to assist in resolution planning.
- 38. Where APRA has required an entity to engage an expert external advisor, the entity must consult with APRA prior to finalising the terms of engagement. This provides an opportunity for APRA to assess the skills and relevant specialised knowledge of advisors, as well as any potential conflicts of interest. APRA will pay particular attention to the objectives, scope and format of a report, as well as the information that may need to be collected, and timelines for completion. APRA expects that expert external advisors will provide APRA with identical copies of any draft or interim report at the same time they are issued to the APRA-regulated entity.
- 39. APRA expects that entities will be open, cooperative and constructive in their engagements with external advisors, including with advisors engaged by APRA. It is important that advisors are provided access to relevant information, as appropriate.

Review and notification

- 32. An APRA-regulated entity that is subject to resolution planning under this Prudential Standard must review and update the critical functions analysis and resolvability assessment at least every three years, or as otherwise determined by APRA. The review must be conducted by operationally independent, appropriately experienced and competent persons. The APRA-regulated entity must submit to APRA a report of the review as soon as practicable after the report is finalised.
- 33. The Where appropriate, the review must recommend any updates changes to the prepositioning plan to reflect any changes in organisational structure, strategy or, risk profile or the external environment that could affect the APRA-regulated entity's resolvability. The review must also recommend any updates changes to resources and capabilities and resources necessary to support athe resolution plan.
- 34. An APRA-regulated entity must notify APRA if it intends to make of material changes to its business or operations, if it becomes aware that such changes would that may create a material barrier to the resolution plan.
- 35. An APRA regulated entity must not make any disclosures on resolution planning without the approval of APRA.
- 40. Once It is important that the resolution plan has been developed, it is important that it remains effective and is updated, where appropriate. In addition to periodic reviews of the critical functions analysis and resolvability assessment, CPS 900 requires an entity to notify APRA of material changes to its business or operations that may create a barrier to resolution.
- 26.41. Strategic decisions can have significant impacts on the effectiveness of resolution planning. Decisions to enter new contracts, expand into new markets or restructure business lines may introduce new risks to the resolution plan, and prompt the need for additional pre-positioning actions. A prudent entity would engage with APRA prior to making changes to its business or operations where there are potential implications for resolvability.
- 42. Changes in the external environment can also impact a resolution plan. For example, legal or regulatory changes could have implications for the execution of the resolution plan, particularly where this involves changes to contracts. This risk could be more acute where entities have cross-border arrangements.
- 43. Reviews of the resolvability assessment may be undertaken by internal staff or external parties. Where internal staff conduct the review, a prudent entity would gain assurance that they are operationally independent and are able to provide an objective review, with the requisite skills, experience and expertise.



