

# Canadian Bank Regulator Issues Final Guidance on Operational Risk Management

August 17, 2016

The Canadian Office of the Superintendent of Financial Institutions has issued a final version of Guideline E-21 on Operational Risk Management.

The Canadian Office of the Superintendent of Financial Institutions ("OSFI") has issued a final version of Guideline E-21 on Operational Risk Management (the "Guideline"). The Guideline applies to all Canadian federally regulated financial institutions ("FRFIs") and provides consolidated guidance on OSFI's expectations regarding the management of operational risk ("ORM"). The final version of the Guideline incorporates revisions resulting from comments received during the public consultation process, which began August 2015.

For the purpose of the Guideline, operational risk is defined as the risk of loss resulting from people, inadequate/failed internal processes or from external events. OSFI considers effective ORM essential to the safety and soundness of an institution and expects all FRFIs to have a framework for operational risk management. The Guideline promotes industry best practices and reflects international standards in operational risk management. It is principles-based so that the expectations can be scaled to reflect the **nature and complexity of institutions in the course of supervisory oversight**. The principles can be summarized as follows:

## Principle 1: Operational Risk Management Framework

FRFIs should have an ORM framework setting out their approach for identifying and managing operational risk. The ORM framework for larger FRFI may address: approaches to managing operational risk; accountability and ownership of operational risk; risk assessment tools; approaches to establishing and monitoring risk appetite; governance structures to manage risk; the application of the ORM framework institution-wide; and provisions for the regular review of ORM policies.

## Principle 2: Operational Risk Appetite Statement

FRFIs should have a comprehensive operational risk appetite statement as part of the overall risk appetite framework. This statement should include a measurable component

indicating the acceptable level of operational risk and thresholds for escalation to senior management. In formulating the operational risk appetite statement, a FRFI may consider: changes in the external environment; material changes in business volumes; the quality of the control environment; the effectiveness of mitigation strategies; the FRFI's operational risk event experience; and the frequency/volume/nature of risk appetite limit breaches.

## Principle 3: Three Lines of Defence

Accountability for ORM should be delineated across a "three lines of defence" approach or another appropriately robust structure.

1. **The first line of defence** is the business line, which should have ownership of the operational risk faced in its day-to-day activities through responsibilities such as: adherence to the ORM framework; identifying risk within the business line and establishing relevant controls; oversight/reporting on the business line's operational risk profile within the operational risk appetite; analyzing residual risks; promoting an ORM culture within the first line; and staff training.
2. **The second line of defence** is responsible for the objective assessment of the quality and sufficiency of ORM activities. In larger FRFIs, the second line of defence should be a separate function from the first line of defence and be responsible for activities such as: objectively assessing and providing feedback to the first line of defence; developing strategies to identify/monitor/control operational risk; establishing institution-wide ORM policies/procedures/tools; ensuring adequate oversight of ORM; integrating ORM into overall risk management; monitoring/reporting on the FRFI's operational risk profile; promoting an ORM culture institution-wide; and ensuring timely and accurate escalation of material issues.
3. **The third line of defence** is the internal audit function. This line of defence should be separate from the first and second lines of defence and engage in the objective review and testing of the FRFI's overall ORM controls as well as the effectiveness of the first and second lines of defence.

## Principle 4: Identification and Assessment of Operational Risk

FRFIs should use appropriate ORM tools, on a global basis if appropriate, for collecting and communicating operational risk information. The objective is to generate risk management value proportionate to the risks faced. Examples of ORM tools provided in the Guidance are:

- **Operation risk taxonomy** involves creating a common classification for operational risk types to be used FRFI-wide in order to create consistency.
- **Risk and control assessments (RCAs)** are assessments of risks and alignment of those risks with controls.
- **Change management RCAs** assess the inherent risks and controls connected to significant changes.

- **Internal operational risk event collection analysis** assesses exposure to operational risk by monitoring operational risk events over time as well as the effectiveness of controls.
- **External operational risk event collection and analysis** considers operational risk events occurring at organizations other than the FRFI.
- **Risk and performance indicators** consist of risk metrics (including internal, external or environmental indicators) used to monitor the main drivers of operational risk.
- **Material business process mapping** manages risk for significant or FRFI-wide processes.
- **Scenario analysis** considers the potential sources of operational risk by assessing the expected and unexpected responses to an operational risk event.
- **Quantification/estimation of operational risk exposure** is used to estimate an FRFI's exposure to operational risk via existing Internal Capital Adequacy Assessment Process and Own Risk Solvency Assessment.
- **Comparative analysis** involves the first line of defence reviewing risk assessments and outputs of each operational risk management tool.

## Implementation

OSFI expects each FRFI to fully implement the Guideline by June 2017. In implementing the Guideline, OSFI advised that FRFIs should be sensitive to OSFI's **view that the Guideline not** be used as a static checklist for compliance, but rather as a principles-based approach providing flexibility for FRFIs to develop ORM processes that best fit the size and complexity of the FRFI. OSFI emphasizes the need for FRFIs to engage in continual assessment and improvement of their ORM processes.

We are giving advice to a number of FRFIs on issues related to the Guideline and would be pleased to offer to you our insights on the Guideline. Please do not hesitate to call or write any of the authors of this Alert.

By

[Stephen J. Redican](#), [Olivier Tardif](#), [Rachael Belanger](#), [Jeffrey S. Graham](#)

Expertise

[Financial Services](#), [Energy - Oil & Gas Regulatory](#)

## BLG | Canada's Law Firm

As the largest, truly full-service Canadian law firm, Borden Ladner Gervais LLP (BLG) delivers practical legal advice for domestic and international clients across more practices and industries than any Canadian firm. With over 725 lawyers, intellectual property agents and other professionals, BLG serves the legal needs of businesses and institutions across Canada and beyond – from M&A and capital markets, to disputes, financing, and trademark & patent registration.

[blg.com](http://blg.com)

## BLG Offices

### Calgary

Centennial Place, East Tower  
520 3rd Avenue S.W.  
Calgary, AB, Canada  
T2P 0R3

T 403.232.9500  
F 403.266.1395

### Ottawa

World Exchange Plaza  
100 Queen Street  
Ottawa, ON, Canada  
K1P 1J9

T 613.237.5160  
F 613.230.8842

### Vancouver

1200 Waterfront Centre  
200 Burrard Street  
Vancouver, BC, Canada  
V7X 1T2

T 604.687.5744  
F 604.687.1415

### Montréal

1000 De La Gauchetière Street West  
Suite 900  
Montréal, QC, Canada  
H3B 5H4

T 514.954.2555  
F 514.879.9015

### Toronto

Bay Adelaide Centre, East Tower  
22 Adelaide Street West  
Toronto, ON, Canada  
M5H 4E3

T 416.367.6000  
F 416.367.6749

The information contained herein is of a general nature and is not intended to constitute legal advice, a complete statement of the law, or an opinion on any subject. No one should act upon it or refrain from acting without a thorough examination of the law after the facts of a specific situation are considered. You are urged to consult your legal adviser in cases of specific questions or concerns. BLG does not warrant or guarantee the accuracy, currency or completeness of this publication. No part of this publication may be reproduced without prior written permission of Borden Ladner Gervais LLP. If this publication was sent to you by BLG and you do not wish to receive further publications from BLG, you may ask to remove your contact information from our mailing lists by emailing [unsubscribe@blg.com](mailto:unsubscribe@blg.com) or manage your subscription preferences at [blg.com/MyPreferences](http://blg.com/MyPreferences). If you feel you have received this message in error please contact [communications@blg.com](mailto:communications@blg.com). BLG's privacy policy for publications may be found at [blg.com/en/privacy](http://blg.com/en/privacy).

© 2025 Borden Ladner Gervais LLP. Borden Ladner Gervais LLP is an Ontario Limited Liability Partnership.