### From the Desk of Director Marija Pajeska



### Association of Securities & Derivatives Advisers of Australia

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### Response to Consultation Paper 311 – Internal dispute resolution: Update to RG 165

The Association of Securities and Derivatives Advisers of Australia (ASDAA) appreciates the opportunity to provide these comments to ASIC in respect of Consultation Paper (CP) 311 – Internal dispute resolution: Update to RG 165.

ASDAA represents the interests of its members, who are from the Securities and Derivatives advisory profession. Its members are comprised of individuals who are either directors, or employees, of small to medium sized firms which hold an Australian Financial Services Licence (AFSL), but are not a Participant Member of the Australian Stock Exchange.

### Our general comments are:

- 1. We feel that ASIC needs to send a message to the entire industry which focuses on the promotion and strengthening of the financial services consumer protection framework. The key two elements being:
  - reinforcing the requirement for financial services providers to provide financial services in a fair, honest and professional manner;
  - actively educating consumers of financial services (ie. the Australian public) about financial markets and the fact that profits and losses can be made as a result of movements within the market, ie. there is a risk that losses can be made so initial investments are never secure; and
  - the mere fact that a loss has been incurred does not mean that the loss was incurred as a result of actions undertaken by the financial service provider, losses can be a function of movements in the financial market and making a complaint on the back of losses resulting from movements in the financial market places unnecessary pressure on dispute resolution schemes.

ASIC has obligation and duty of care to educate the Australian public about its own responsibilities when investing in financial markets and financial products. At the end of the day, for education to be useful you not only need to ensure the standards are appropriate for financial service providers you also need to ensure that users (ie. consumers) are equipped with the appropriate tools to make informed decisions.

2. We appreciate and understand that ASIC needs to ensure that it is legally able to collect the data proposed to be recorded in the IDR reports and to ensure that the law allows a financial firm to comply with its obligation to provide the IDR data to ASIC without inadvertently breaching the Privacy Act, hence why there may be a need for a legislative instrument.

However, ASIC needs to ensure that the data it is seeking to collect is relevant and that the benefits of obtaining such data outweigh the costs incurred by a financial firm in order to comply with the requirements. ASIC must not lose sight of the primary objective which is to develop and maintain the financial services consumer protection framework which encompasses the laws, regulations and institutional arrangements that safeguard consumers in the financial marketplace.

For ASIC to argue that the collection of such data will assist in strengthening the consumer protection framework ASIC needs to be in a position to use that data not just collect it and it collect dust. Therefore, we encourage ASIC to assess the purpose and relevance of collecting certain data, for example, data relating to consumer demographics. We question how such data will assist with strengthening the financial services consumer protection framework.

3. We note that ASIC intends to change the IDR requirements such that a financial firm will be obliged to record and report complaints resolved to the complainant's satisfaction within 5 business days.

ASIC needs to be aware that, in most cases, such complaints (especially those received by financial firms relating to trading errors) are received verbally and resolved verbally whereby no written communication is exchanged between the parties. We question why ASIC requires such information as most complaints that fit into this category are simple in their nature and are genuine errors.

The cost of changing policies and procedures to ensure that all complaints are recorded and reported will not add any value to ASIC's assessment of complaints nor will it strengthen the financial services consumer protection framework. The requirement to record and report complaints should be retained as per current requirements to record complaints (ie. complaints resolved to the complainant's satisfaction within complainant's satisfaction within 5 business days do not need to be recorded) or alternatively a significance measure should be added, similar to that applied for breach reporting (ie. a financial firm is required to record all complaints and only report significant complaints).

We remind ASIC that there is such a thing as too much data, and unless the systems used by ASIC are effective, important issues may be missed and the whole exercise becomes redundant.

4. We agree with the statement included in RG 165.15 of Attachment 1 of CP 311: Draft updated RG 165 from the Ramsay Review's Final Report which states:

'Effective IDR benefits both firms and consumers. IDR is an important element of financial firms' overall relationship with their customers and is the primary avenue for aggrieved consumers to seek redress. Pressure on [external dispute resolution] is reduced when complaints are resolved directly between firms and their customers.'

However, ASIC needs to be mindful of the fact that financial firms will incur increased costs as a result of the proposed changes. Hence we ask the question as to whether those increased costs will inadvertently result in higher pressure being placed on the external dispute resolution scheme (ie. AFCA) as it becomes more cost effective to resolve complaints through EDR as opposed to IDR.

- 5. We understand the principles that ASIC has outlined in RG 165.16 of Attachment 1 of CP 311: Draft updated RG 165 however are of the view that ASIC itself has a duty to cultivate an organisational culture that welcomes feedback and values complaints. It has been our experience that ASIC welcomes feedback and instead of using the feedback to improve the delivery of its services to financial firms and consumers it either does nothing with that feedback to improve the situation for the industry or alternatively changes its KPI's to improve the appearance of ASIC meeting the requirements of industry.
- 6. We are of the view that ASIC should lead by example. Attached as Annexure B is a copy of ASIC's Complaint Management Policy (which is available on ASIC's website <a href="http://download.asic.gov.au/media/3343236/complaint-management-policy-for-external-publishing-final.pdf">http://download.asic.gov.au/media/3343236/complaint-management-policy-for-external-publishing-final.pdf</a>). We feel that ASIC should:
  - improve its website to ensure that it is easier and more visible for someone searching ASIC's website to be able to find out information about how to lodge a complaint about ASIC and the delivery of its services;
  - adopt the IDR Standards it has drafted in Part F of Attachment 1 of CP 311: Draft updated RG 165 on the basis that a consumer who has received a financial service from an unlicensed individual or firm has only one avenue to complain and that is via ASIC;
  - provide contact details for a senior manager within each department or the complaints manager of ASIC that members of the public and industry can contact to lodge their complaint knowing that the person is there to hear, listen and act on the complaint;
  - provide contact details for the independent body that users of ASIC's services can complain to about the services delivered by ASIC, including their contact details;
  - improve transparency of ASIC's services by providing a public report on complaints received by ASIC regarding its services and the resolution of such complaints;
  - ensure that all staff members of ASIC are aware of ASIC's complaints management policy and adhere to it;
  - update its complaints management policy taking into consideration AS/NZS 10002:2014 and the IDR standards it has drafted in Part F of Attachment 1 of CP 311: Draft updated RG 165.

Unfortunately it has been our experience that when issues arise with ASIC:

- there is no defined process or clear point of contact that complaints can be lodged to regarding the delivery of services by ASIC;
- Senior managers regularly invite members of the public to raise issues/ lodge complaints however we have found that:
  - finding the senior managers contact details has been extremely difficult;
  - no acknowledgement of receipt is given by the ASIC staff member so you don't know whether they have actually received the email or letter outlining the issues or complaint; and
  - at times you receive no communication or details of the investigation undertaken or ASIC's understanding of the issues raised and their findings.
- informal responses are provided to resolve the issue/ complaint.

We are of the view that ASIC has a responsibility to consumers and financial firms to ensure its complaints management policy, including its procedures, documents, policies, resources, governance and arrangements are adequate to manage complaints

7. We are of the view that the first sentence of RG 165.30 of Attachment 1 of CP 311: Draft updated RG 165 is incorrect. We note that ASIC states that

'AFS Licensees' IDR processes must cover 'complaints' against the licensee: see 912A of the Corporations Act.'

Section 912A(2) states:

To comply with this subsection, a dispute resolution system must consist of:

- (a) an internal dispute resolution procedure that:
  - covers complaints against the licensee made by retail clients in connection with the provision of all financial services covered by the licence; and

Therefore, we are of the view that the first sentence of RG 165.30 of Attachment 1 of CP 311: Draft updated RG 165 should read:

AFS Licensees' IDR processes must cover 'complaints' against the licensee in connection with the provision of all financial services covered by the licence: see 912A of the Corporations Act.

This puts into context what is considered a complaint and must be covered by an AFS Licensee's IDR process.

It should be at the AFS Licensee's discretion as to whether or not it uses its IDR process to resolve other complaints (ie. those not related to provision of financial services), similar to the standards set for credit licensees.

8. We are of the view that RG 165.35 of Attachment 1 of CP 311: Draft updated RG 165 should also include examples of platforms, websites and forums through which anyone can express their dissatisfaction about another party

without even receiving a service or being issued a product by that party. A financial firm should only be responsible for reviewing complaints pursuant to its IDR process if the complaint was lodged through a social media platform belonging to the financial firm and this should be clearly articulated in RG 165.35 of Attachment 1 of CP 311: Draft updated RG 165.

9. We refer to Table 2 in Part C of Attachment 1 of CP 311: Draft updated RG 165 and the IDR data dictionary. We are concerned about some of the fields of data that ASIC is seeking a financial firm to report as they appear redundant and may in some instances replicate data that ASIC already has. If ASIC expects a financial firm to have efficient systems in place then industry expects ASIC to similarly have efficient systems in place and remove the need to continuously provide data to ASIC which it should already have. Further details are provided in the following tables:

### Financial Firm identifying information

Data element	ASDAA comment
Ultimate holding company (UHC) name	This is information that ASIC should
UHC's ABN	already have in its own database and it
Financial firm's primary business sector	would be more appropriately collected
Financial firm's primary business subsector	through the ASIC industry funding annual return (business activity metrics).

### Complainant demographics and Table 2 of Attachment 1 of CP 311: Draft updated RG 165

Data element	ASDAA comment
Complainant gender	We appreciate ASIC's need for data
Complainant age	however we fail to see how any of this
Aboriginal or Torres Strait Islander descent	information will add value to ASIC's use of the data to target ongoing surveillance and
Complainant geographic state	enforcement activities or any information provided to the public. This information may not be readily available to all financial firms or if it is available, it may not be available in an easily reportable format. ASIC also needs to be mindful of the discriminatory nature of such data as we transition into an era where gender is not recorded on birth certificates. We further note that the requirement to provide such data to ASIC along with details of the complaint will inadvertently lead to a breach of the confidentiality requirements set out in RG 165.181 and RG 165.182 of Attachment 1 of CP 311: Draft updated RG 165.

### Complaint information

Data element	ASDAA comment
Complaint issue	We note that this is a drop down box with Codes. ASIC needs to ensure that multiple selections will be acceptable as more often than not a complaint will cross over more than one code.
Description of outcome and/or remedies	We note that ASIC requests information about complaint remedy in points 35 and 36 and this information is based on ranges, which we think this is acceptable. However to request further information about outcomes and/ or remedies which are subject to confidentiality agreements between the financial firm, a PI Insurance company and the complainant is unreasonable and may lead to privacy issues and potential breaches of confidentiality.

Table 2 of Attachment 1 of CP 311: Draft updated RG 165

Data element	ASDAA comment
<ul> <li>If referred back from AFCA</li> <li>EDR status</li> <li>EDR reference number of case ID code</li> <li>EDR date</li> </ul>	The wording 'If referred back from AFCA' should be removed and replaced with 'Complaints escalated to AFCA' or something similar as whether or not it has been referred back is not relevant.
Description of complaint from complainant's perspective	The description of the complaint is a description of the complaint regardless of which perspective one is considering when the person completing the data in
Complaint issue	the Complaints register is the same person the complaints register is the same person that the complaints is the financial firms understanding the complaint and the issues raised. To have to recomplaint and the issues raised and is redundant to the complaint and the issues raised.

- 10. We understand the need to provide guidance regarding the content of the IDR response however we feel that the information contained in RG 165.75 of Attachment 1 of CP 311: Draft updated RG 165 is ambiguous and can be challenged on the basis that the financial firm did not accurately identify and address the issue. Therefore, we are of the view that this should be restricted to the financial firms understanding of the complaint. What ASIC needs to understand is that clients, for whatever reason, change the nature of their complaint as the complaint progresses through the complaint resolution process and at times after the fact when the complaint progresses to AFCA. RG 165 should be clear that the IDR response should clearly set out the issues the financial firm has understood to be the basis of the complaint, that way giving the complainant the opportunity to clarify if they feel they have been misunderstood.
- 11. We feel that RG 165.83 of Attachment 1 of CP 311: Draft updated RG 165 is unfair and unreasonable. It gives the complainant the opportunity to lodge a basic complaint highlighting simple issues and then towards the end of the 30 day period raise further more complex issues thus making it nearly impossible for the financial firm to review, assess and resolve the complaint in a fair and efficient manner. Under the Corporations Act 2001 ASIC has the duty and responsibility to promote fairness, honesty and professionalism by those who

provide financial services. By limiting a financial firms ability to properly and thoroughly review a complaint and assess all the relevant information in no way promotes the delivery of fair, honest and professional financial services.

- 12. We note that Part E titled 'Systemic issues' of Attachment 1 of CP 311: Draft updated RG 165 discusses the importance of Board and Executive Committee reporting and that such reporting should include metrics and analysis of consumer complaints. In its guidance ASIC has failed to recognise that a large portion of financial firms are small businesses which do not have Boards or Executive Committees and hence are unable to comply with such requirements. As such, it is recommended that ASIC provide guidance which is relevant to all financial firm types and structures and as such should update this section to be more applicable taking into consideration the different corporate structures and costs of compliance.
- 13. We are concerned with the standards set out in Part F titled 'IDR Standards' of Attachment 1 of CP 311: Draft updated RG 165 as they come across as minimum prescribed terms as opposed to providing ASIC guidance. If the intent of a regulatory guide is to provide ASIC guidance then the use of the word 'must' is inappropriate. ASIC should be providing best practice guidance to encourage firms to adopt certain minimum standards rather than telling firms how to run their business. It is not ASIC's duty to tell a financial firm what must be included in job description, induction programs, etc, these are part of the day to day operations of a financial firm which the financial firm is responsible for setting and defining. It's ASIC's duty to provide best practice guidance in an effort to improve IDR processes adopted by financial firms which will consequently reduce pressure on EDR.
- 14. We note that ASIC has not included a Regulatory and Financial impact statement (RIS) in the consultation paper. According to the Australian Government Department of the Prime Minister and Cabinet a 'RIS is required for all measures that seek to impose mandatory obligations on business and the community, including codes and advisory instruments for which there is a reasonable expectation of widespread compliance.'

We are of the view that taking into consideration the impact that the proposed changes will have on financial firms and consumers both from a practical point of view and the costs of compliance, ASIC had a duty of care to include the RIS in the consultation paper.

- 15. An AFS Licensee should have the discretion to apply IDR standards to Small Business complaints just like a credit licensee, ie. at its discretion. The implications and consequences for a small business arising from a reclassification from wholesale to retail may give rise to other issues such as:
  - Retail clients being invested in wholesale products which based on the redefinition of small business they are unable to invest in;
  - As a result clients may need to liquidate certain investments which only wholesale clients can hold and consequently suffer losses leading to more complaints.

### 16. We note ASIC's comment in the CP 311, paragraph 42:

'We are also concerned about the impact current complaint identification practices could have on the integrity of data provided to ASIC under the IDR data reporting regimes'

We remind ASIC that as per RG 165 the importance of IDR:

'RG 165.13 Consumer and small business access to fair, timely and effective dispute resolution is an essential part of the financial services consumer protection framework.'

If a client makes a complaint verbally or advises a financial firm of an error which is resolved within a short period of time to the client's satisfaction then the financial firm has met its legal obligations and met the requirements of RG 165.13 which is the main reason for having an IDR process.

ASIC is being unfair and unreasonable in placing its data analysis needs and requirements ahead of the client protection framework by requiring a financial firm to meet unnecessary procedures in resolving a complaint (ie. putting things in writing, recording of data) when clearly the client and the financial firm are satisfied that the complaint/ issue has been adequately handled.

ASDAA appreciates the opportunity to provide this Submission to Treasury on these significant proposals. We would be happy to discuss any issues arising from our submissions on this issue, or to provide any further material that may assist. Should you require any further information, please contact Brad Smoling, Director of Communications, on (07) 5532 3930 or email

Yours Sincerely

Marija Pajeska

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Compliance Director

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### Annexure A: Response to ASIC Questions

# Definition of 'complaint' - AS/NZS 10002:2014

B1 proposal: ASIC proposes to update RG 165 to require financial firms' IDR processes to apply to complaints as defined in AS/NZS 10002:2014. It sets out the following definition of 'complaint' at p. 6: [An expression] of dissatisfaction made to or about an organization, related to its products, services, staff or the handling of a complaint, where a response or resolution is explicitly or implicitly expected or legally required. The AS/NZS 10002:2014 definition expands the concept of 'complaint' to include expressions of dissatisfaction made 'to or about' an organisation. We consider that this should capture complaints made by identifiable consumers on a firm's own social media

	ASIC Question	Response
B1Q1	Do you consider that complaints made through social media channels should be dealt with under	No we do not agree that social media platforms are an appropriate tool to be used by anyone to make a complaint. Social Media platforms are usually hosted by third parties which are based outside of Australia and cubiert to different rules and requisitions and gives rise to various
	IDR processes?	privacy, confidentiality and legal issues.
		However, if a financial firm chooses to provide an avenue within their social media platform for consumers to make complaints then they should have a process in place that allows them to
		review such complaints through the IDR process and take them offline to investigate and resolve.
		We do not feel that it is appropriate for a government body or regulator to be seen to be promoting the use of social media platforms as an appropriate tool to make and resolve complaints.
		Many people place comments on social media platforms which are based on gossip, hearsay and/or assumptions and at times are solely placed there to tarnish the reputation of another party.
		Complaints should be taken seriously by all parties involved and if a person has a legitimate complaint about the financial services or financial products offered/ provided to them they should be contacting the financial firm directly and failing that contacting AFCA
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		We also note that AFCA has a social media page on facebook and this is not provided as an option for making complaints via.

	ASTC Ouestion	Response
B1Q1 cont	If no, please provide reasons. Financial firms should explain:  (a) how you currently deal with complaints made through social media channels; and  (b) whether the treatment of social media complaints differs depending on whether the complaints uses your firm's	The appropriate course of action should be: financial firms that have a presence on social media should encourage any person who raises an issue to contact the financial firms Complaints Manager directly; once the person has contacted the financial firms Complaints Manager directly then the matter should be dealt with under the financial firms Complaints Manager then the financial firm should be able to contact a specific department within AFCA and/or ASIC that can deal with the person as an independent third party.
and the second control of the second control	own social media platform or an external platform.	We feel that ASIC should work with financial firms to ensure that the internet is not used as a platform to disparage a financial firm's reputation and where a complaint is legitimate then refer the complaint to the financial firm to investigate. After all ASIC is already scanning the information made available on the internet, adding a few extra key words should not be difficult. We also wish to raise the issue of compliance cost. To require a financial firm to accept complaints raised via social media would require a financial firm to allocate human resources to scanning the entire web for detrimental comments made about their services through their social media platform and/ or an external platform.
		The costs associated with this would be ridiculous and we are sure that ASIC would agree that the resources it has allocated to the monitoring of marketing material released on the web are currently not sufficient to allow ASIC to say, without any reasonable doubt, that its team is capturing all marketing material which is misleading and/ or deceptive or unlicensed activity engaged by persons or companies (to name a few matters that they would be monitoring for). If ASIC can't achieve its objectives how can a small financial firm with no presence on social media possibly comply with this requirement, reality is it can't and larger financial firms would struggle to as well.
		On this basis we are of the view that the definition of a complaint should exclude issues, feedback, inquiries, matters or complaints raised on external platforms. However, the standards should recommend that financial firms pro-actively deal with any matters they may identify from time to time.

# Definition of 'complaint' - Additional guidance

B2 proposal: ASIC proposes to introduce additional guidance in draft updated RG 165 to clarify:

- (a) the factors a financial firm should, and should not, consider when determining whether a matter raised by a consumer is a complaint; and
  - the point at which a complaint must be dealt with under a financial firm's IDR process. (*p*)

See draft updated RG 165 at RG 165.32-RG 165.37 at Attachment 1 to this paper.

ASIC Question  B2Q1 Do you consider that the guidance in draft updated RG 165 on the definition of 'complaint' will assist financial firms to accurately identify complaints?  Is any additional guidance required about the definition of 'complaint'? If yes, please provide:  (a) details of any issues that require clarification; and require clarification; and (b) any other examples of 'what is' or 'what is not' a complaint that should be included in draft updated RG 165.
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### **Definition of small business**

B3 proposal: ASIC proposes to modify the definition of 'small business' in the Corporations Act to align it with the small business definition in the AFCA Rules:

A Primary Producer or other business that had less than 100 employees at the time of the act or omission by the Financial Firm that gave rise to the complaint.

### Recording all complaints received

B4 proposal: ASIC proposes to update RG 165 to require financial firms to record all complaints, including those that are resolved to a complainant's satisfaction at the first point of contact.

Note: Firms will not, however, be required to provide an IDR response for complaints resolved to a complainant's satisfaction within five business days of receipt.

	ASIC Question	Response
B4Q1	Do you agree that firms should record all complaints that they	We do not agree with the proposed changes as the sole purpose of the proposed changes appears to be IDR data reporting to ASIC.
	receive? If not, please provide reasons.	If the current definition is retained the data reported to ASIC will be just as complete, reliable and useful.
		The main issue is the fact that usually complaints/ issues that are resolved within 5 days are made by clients verbally and resolved through verbal communication.
		The client is not required to provide any supporting documentation, nor are they required to provide any written communication to outline the issues of their complaint.
		The complaint is usually received and resolved by the client's primary contact person and the resolution of the complaint is based on addressing the client's needs and securing the longevity of the client's business.
		The person who is responsible for maintaining and updating the complaints register is not involved in the complaint and would have to rely on a staff members recollection of the complaint without having any supporting documentation or formal agreement as to the resolution of the complaint.
		By amending the requirement such that a record needs to be maintained of all complaints in the format prescribed by ASIC will mean that most of these complaints will then need to be formalized and an independent person will need to be involved to ensure the records are
		accurate and that supporting documentation is available for review as and when required.  This will not add any value to the consumer protection framework in fact it will most likely make
		it more uncomfortable for consumers as they will need to formalize their complaints, in addition to increasing costs for the financial firm.

# Recording a unique identifier and prescribed data set for all complaints received

B5 proposal: To facilitate the effective operation of the IDR data reporting regime, ASIC proposes to require all financial firms to:

- (a) record an identifier or case reference number for each complaint received. The identifier must be unique to each complaint and not be reused by the financial firm (see draft updated RG 165 at RG 165.58 at Attachment 1 to this paper); and
  - (b) collect and record a prescribed data set for each complaint received (see draft updated RG 165 at RG 165.61-RG 165.62 at Attachment 1 and the IDR data dictionary at Attachment 2 to this paper).

	ASIC Question	Response
B5Q1	Do you agree that financial firms should assign a unique identifier, which cannot be reused, to each complaint received? If no, please provide reasons.	We agree with ASIC's proposal and are of the view that the majority of the industry already applies this standard.
B5Q2	Do you consider that the data set proposed in the data dictionary is appropriate? In particular:	<ul> <li>We do not see the relevance of the information contained in the Complainant demographics. Generally, this information may not be readily available to all financial firms, or if it is available, it may not be available in an easily reportable form.</li> <li>We note that complainant demographics is not information requested by AFCA in its Complaint Form.</li> <li>We understand what ASIC is trying to achieve by requiring the recording of 'Description of complaint from complainant's perspective' and 'Complaint issue'. However, as both these items require the financial firm to interpret the information provided by the client and explain what the complaint is about, the data to be provided is the same and therefore it is our view that only one of these categories are required.</li> <li>We feel that this should be recorded for all complaints referred to AFCA rather than just those referred back.</li> </ul>
	(a) Do the data elements for 'products and services line, category and type' cover all the products and services that your financial firm offers?	The main issue is in the case where the complaint crosses over multiple 'products and services line, category and type'. ASIC will need to ensure that the online reporting framework provides for financial firms to select multiple categories.
	(b) Do the proposed codes for 'complaint issue' and 'financial compensation' provide adequate detail?	The prescribed categories appear reasonable.

### IDR data reporting

B6 proposal: ASIC will issue a legislative instrument setting out our IDR data reporting requirements. ASIC proposes that all financial firms that are required to report IDR data to ASIC must:

- (a) for each complaint received, report against a set of prescribed data variables (set out in the draft IDR data dictionary available in Attachment 2). This includes a unique identifier and a summary of the complaint;
  - (b) provide IDR data reports to ASIC as unit record data (i.e. one row of data for each complaint);
- (c) report to ASIC at six monthly intervals by the end of the calendar month following each reporting period; and
- (d) lodge IDR data reports through the ASIC Regulatory Portal as comma-separated-value (CSV) files (25 MB maximum size).

	ASIC Question	Response
B6Q1	B6Q1 Do you agree with our proposed requirements for IDR data reporting? In particular:	ASIC makes reference to a CSV file however ASIC should consider how a financial firm should report when it has no complaints or nothing to update. Sending a blank CSV file seems redundant.
	(a) Are the proposed data variables set out in the draft IDR data dictionary appropriate?	We refer to the response provided to the B5 proposal and point 8 of our cover letter in relation to the proposed IDR data dictionary.
	(b) Is the proposed maximum size of 25 MB for the CSV files adequate?	It depends whether ASIC requires a financial firm to upload the entire IDR data file each time or only data relating to open case file and those re-opened. If ASIC requires a financial firm to upload the entire file each time (as such register are continuously updated) then 25MB may not be enough.
	(c) When the status of an open complaint has not changed over multiple reporting periods, should the complaint be reported to ASIC for the periods when there has been no change in status?	(c) When the status of an open complaint has not changed over multiple has not changed over multiple reporting periods, should the complaint be reported to ASIC for the periods when there has been no change in status?

# Guiding principles for the publication of IDR data

B7 proposal: ASIC proposes to publish IDR data at both aggregate and firm level, in accordance with ASIC's powers under s1 of Sch 2 to the AFCA Act.

	ASIC Question	Response
B7Q1	B7Q1 What principles should guide ASIC's approach to the publication of IDR data at both aggregate and	ASIC needs to take into consideration that a substantial number of complaints that are resolved are subject to confidentiality terms. So in reporting the IDR data ASIC needs to ensure that it won't inadvertently cause the financial firm to breach the confidentiality terms and thus give the
	firm level?	client another opportunity to take action against the financial firm, through no fault of their own.

# IDR response - Minimum content requirements

B8 proposal: ASIC proposes to set out new minimum requirements for the content of IDR responses: see draft updated RG 165 at RG 165.74-RG 165.77 in Attachment 1. When a financial firm rejects or partially rejects the complaint, the IDR response must clearly set out the reasons for the decision by:

(a) identifying and addressing all the issues raised in the complaint;

(b) setting out the financial firms' finding on material questions of fact and referring to the information that supports those findings; and

providing enough detail for the complainant to understand the basis of the decision and to be fully informed when deciding whether to escalate the matter to AFCA or another forum.

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Response	We agree with the guidance provided regarding the IDR response, however we think that ASIC should further clarify the guidance it has provided in RG 165.75 as it is ambiguous:  • RG 165.75(a) should be amended to 'identifying and addressing all the issues raised in the complaint as understood by the financial firm'  • RG 165.75(c) should be amended to 'providing enough detail for a reasonable person to understand the basis of the decision when deciding whether to escalate the matter to AFCA or another firm'.  The minimum standard should be the provision of information such that a reasonable person can understand the information provided.
ASIC Question	B8Q1 Do you agree with our minimum content requirements for IDR responses? If not, why not?
	B8Q1

### IDR response – Superannuation trustee

B9 proposal: ASIC does not propose to issue a legislative instrument specifically addressing written reasons for complaint decisions made by superannuation trustees.

	ASIC Question	Response	
39Q1	B9Q1 Do you agree with our proposed approach not to issue a separate legislative instrument about the provision of written reasons for complaint decisions made by superannuation trustees? If not, please provide reasons.	We agree with ASIC's proposed approach.	

B10 proposal: ASIC proposes to include the content of IDR responses as a core requirement for all financial firms, including superannuation trustees, in the legislative instrument making parts of RG 165 enforceable: see paragraph 22.

	ASIC Question	Response
01	B10Q1 Do you consider there is a need for any additional minimum content requirements for IDR responses provided by superannuation trustees? If yes, please explain why you consider additional requirements are necessary	No there is no need for any additional minimum content requirements for IDR responses provided by superannuation trustees.

### Reduced maximum IDR timeframes

B11 proposal: ASIC proposes to:

- (a) reduce the maximum IDR timeframe for superannuation complaints and complaints about trustees providing traditional services from 90 days to 45 days;
- requests to postpone enforcement proceedings and default notices where the maximum timeframe is generally 21 days) from 45 days to 30 days; and (b) reduce the maximum IDR timeframe for all other complaints (excluding credit complaints involving hardship notices and/or
  - (c) introduce a requirement that financial firms can issue IDR delay notifications in exceptional circumstances only.

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B11Q1	Do you agree with our proposals to reduce the maximum IDR timeframes? If not, please provide:  (a) reasons and any proposals for alternative maximum IDR timeframes; and (b) if you are a financial firm, data about your firm's current complaint	We agree with ASIC's proposal to reduce the IDR timeframe for superannuation complaints to 45 days however disagree with ASIC's proposal to reduce the timeframe for all other complaints to 30 days.  The point of the IDR process is to provide for a forum for a complainant and the financial firm to work together to resolve the complaint.
B1102	resolution timeframes by product line.	We are of the view that 30 days to resolve a complaint is unreasonable on the basis that:
27	we consider there is ment in moving towards a single IDR maximum timeframe for all complaints (other than the exceptions noted at B11(b) above). Is there any evidence for not setting a 30-day maximum IDR timeframe for all complaints now?	
		handling timeframes to demonstrate to the industry that it can lead by example.

### Role of customer advocates

B12 Proposal: ASIC proposes to require customer advocates to comply with RG 165 (including meeting the maximum IDR timeframes and minimum content requirements for IDR responses) if they:

(a) act as an escalation point for unresolved consumer complaints; or (b) have a formal role in making decisions on individual complaints.

	ASIC Question	Response
B12Q1	Do you agree with our approach to the treatment of customer advocates under RG 165? If not, please provide reasons and any alternative proposals, including evidence of how customer advocates improve consumer outcomes at IDR.	We agree with ASIC's proposed approach.
B12Q2	Please consider the customer advocate model set out in paragraph 100. Is this model likely to improve consumer outcomes? Please provide evidence to support your position.	Please consider the customer advocate model set out in paragraph 100. Is this model likely to improve consumer outcomes? Please provide evidence to support your position.  Please consider the customer advocate should be part of the IDR advocates then the role of the customer advocate should be part of the IDR function and maximum timeframes.  A large organization should not benefit by being given extra time to consider a complaint (before a client is able to lodge a complaint with AFCA) just because they have additional resources to dedicate to customer advocates which should be the role of the Complaints Manager.

### Systemic issues

B13 Proposal: ASIC proposes to introduce new requirements on financial firms regarding systemic issue identification, escalation and analysis:

- (a) Boards and financial firm owners must set clear accountabilities for complaints handling functions, including setting thresholds for and processes around identifying systemic issues that arise from consumer complaints.
- (b) Reports to the board and executive committees must include metrics and analysis of consumer complaints including about any systemic issues that arise out of those complaints.
  - Financial firms must identify possible systemic issues from complaints by: 0
- (i) requiring staff who record new complaints and/or manage complaints to consider whether each complaint involves potentially systemic issues;
  - (ii) regularly analysing complaint data sets; and
- (iii) conducting root-cause analysis on recurring complaints and complaints that raise concerns about systemic issues.
- Financial firm staff who handle complaints must promptly escalate possible systemic issues they identify to appropriate areas for action. 9
  - (e) Financial firms must have processes and systems in place to ensure that systemic issue escalations are followed up and reported on internally in a timely manner.

See draft updated RG 165 at RG 165.128-RG 165.133 at Attachment 1 to this paper.

	ASIC Question	Response
B13Q1 Do acc rep If n	B13Q1 Do you consider that our proposals for strengthening the accountability framework and the identification, escalation and reporting of systemic issues by financial firms are appropriate? If not, why not? Please provide reasons.	Yes to a degree as the proposed framework does not take into consideration how a small financial firm operates, ie. one with no Board of Directors or Executive Committees.  RG 165 is supposed to be guidance given to industry by ASIC setting out how a financial firm can meet best practice in relation to complaints resolution and should be scalable based on a firms structure and size.

### **IDR Standards**

B14 Proposal: ASIC proposes to update its guidance to reflect the requirements for effective complaint management in AS/NZS 10002:2014: see Section F of draft updated RG 165.

# Transitional arrangements for new IDR requirements

supporting legislative instruments immediately on the publication of the updated RG 165, except for the requirements listed in B15 Proposal: ASIC proposes that financial firms must comply with the requirements set out in the draft updated RG 165 and Table 2.

	ASIC Question	Response
B15Q1	B15Q1 Do the transition periods in Table 2 provide appropriate time for financial firms to prepare their internal processes, staff and systems for the IDR reforms? If not, why not? Please provide specific detail in your response, including your proposals for alternative implementation periods.	We agree with the proposed transitional periods.
B15Q2	Should any further transitional periods be provided for other requirements in draft updated RG 165? If yes, please provide reasons.	We feel that an additional transitional period should be given for:  • updating policies and procedures to address the requirements set out in RG 165





### Complaint management policy

### About this policy

This policy sets out our approach to managing complaints about our services, decisions, actions and officers.

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### A Overview

### Introduction

- As Australia's corporate, markets and financial services regulator, ASIC values the public's right to complain about our services, decisions, actions and officers. We are committed to treating complaints seriously and dealing with them promptly, fairly and genuinely.
- The information gained from complaints helps us improve our policies, systems and services, which in turn help us achieve our <u>strategic priorities</u>.
- This policy sets out our approach to managing any complaints we receive.

  The policy is underpinned by ASIC's complaint management framework,
  which comprises the systems and internal procedures supporting the
  implementation of the policy.

### Commitment

- 4 ASIC is committed to an accessible, effective, efficient and fair complaint management process. We will:
  - (a) welcome complaints from people who have dealt with ASIC and who are dissatisfied with our services, decisions, actions or officers;
  - (b) have accessible, transparent and accountable complaint processes:
  - address each complaint in an equitable, objective and unbiased manner;
  - (d) treat all complaints received in accordance with ASIC's Privacy Policy;
  - (e) treat complainants with respect and provide them with clear explanations of ASIC's actions and decisions wherever the law or ASIC policy allows;<sup>1</sup>
  - recognise feedback and complaints as opportunities to build knowledge and improve services;
  - (g) proactively seek feedback and suggestions for improvement; and
  - (h) be courteous and professional at all times.

<sup>&</sup>lt;sup>1</sup> For further information about ASIC's ability to comment on certain matters, see Information Sheet 152 *Public comment* (INFO 152).

### Scope of policy

5 ASIC considers a complaint to be:

An expression of dissatisfaction made to ASIC related to our services, decisions, actions or the actions of our people, or the complaint management process itself, which ASIC has been unable to resolve in the first instance, where a response is expected.

- This is distinct from a request for service. However, a request for service may develop into a complaint where the complainant considers the provision or timeliness of the service to be unsatisfactory.
- This policy does not extend to requests for a review of an ASIC decision or action where the right to do so is granted by law. These reviews will be conducted in accordance with the applicable legislation.
- This policy does not extend to complaints or allegations about third parties unrelated to ASIC. These are considered reports of misconduct and are handled under a different process.<sup>2</sup>

<sup>&</sup>lt;sup>2</sup> For further information, see Information Sheet 153 How ASIC deals with reports of misconduct (INFO 153).

### B ASIC's approach to complaint management

### Stages of the complaint management process

ASIC handles most complaints in accordance with the model in Figure 1; however, certain complaint types are required by law to undergo a different process.<sup>3</sup>

Figure 1: Complaint management model

### Stage 1: Frontline issues and complaints management

Staff are empowered with clear delegation to resolve issues and complaints wherever possible at first contact.

### Stage 2: Internal complaints resolution

A more senior officer or designated review officer:

- investigates complaints unresolved at the frontline;
- investigates complaints referred directly from the frontline; and
- if the complaint relates to a decision where ASIC allows a right of internal review, conducts a review of that decision.

### Stage 3: External review

ASIC advises the complainant of external review options, which may include the Commonwealth Ombudsman and the Administrative Appeals Tribunal

- At stage 1, staff are encouraged and empowered to resolve issues wherever possible when a complainant first raises them.<sup>4</sup>
- 11 Complainants are encouraged to:
  - try to resolve their issue with the ASIC officer that they have been dealing with (or using the telephone number ASIC has given them);
  - (b) if they are not satisfied, talk to that officer's manager; and
  - (c) if they are still not satisfied, consider lodging a formal complaint through ASIC's dedicated complaint channels.

<sup>&</sup>lt;sup>3</sup> ASIC will handle public interest disclosures in accordance with the *Public Interest Disclosure Act 2013*. For more information, see ASIC's *Public interest disclosures policy and procedures* (PDF 274 KB).

<sup>&</sup>lt;sup>4</sup> As set out in Section C, ASIC's formal complaint management and recording procedures only apply once the complaint reaches stage 2.

- Once a complaint reaches stage 2, a complaint can be actioned through:
  - (a) a complaint investigation; or
  - (b) an internal review of a decision or action, where ASIC allows a right of internal review.
- 13 In a complaint investigation, the focus is:
  - an assessment of the complaint to determine ASIC's compliance with ASIC's Service Charter, legislation and any applicable ASIC policies and procedures;
  - (b) determining what resolution (if any) may be appropriate, including whether further information should be provided to the complainant about ASIC's position; and
  - (c) determining whether there are any opportunities for services and system improvement.
- Where ASIC has determined that an internal right of review exists for an ASIC decision or action, only people directly affected by the decision can request such a review. The relevant area of ASIC will inform those people of their rights of review.
- 15 In these circumstances, the reviewers:
  - (a) are independent of, and no less senior than, the original officer;
  - (b) have the necessary expertise to review particular matters; and
  - (c) have access to all relevant material and the full cooperation of the agency at all levels.
- Please note that paragraph 15 does not extend to requests for a review of an ASIC decision or action where the law imposes the right to such a review.

  ASIC will conduct these reviews in accordance with the applicable legislation.

### Visibility and access

- 17 Complainants may make complaints by telephone, fax, mail, email or online. ASIC will assist complainants with specific needs to make complaints, including the provision of an interpreter or hearing-impaired services.
- While we accept anonymous complaints, we will be limited in the extent to which we can address these without the ability to obtain further information or make further inquiries of the complainant.
- Information on the complaint management process appears on ASIC's website, and is available in print form. ASIC officers handling complaints over the telephone will explain the process and direct potential complainants to where they can access further information.

### Responsiveness

- 20 We will:
  - (a) acknowledge complaints promptly;5
  - (b) inform complainants of the progress of their complaint;
  - (c) assess and finalise each complaint as quickly as possible; <sup>6</sup> and
  - (d) resolve complaints at the first point of contact wherever possible.

<sup>&</sup>lt;sup>5</sup> See ASIC's <u>Service Charter</u> for our service commitments for acknowledging complaints.

<sup>&</sup>lt;sup>6</sup> See ASIC's Service Charter for our service commitments for finalising complaints.

### C Assessment and action

### Categories of complaint

- 21 We will:
  - (a) categorise and prioritise complaints in accordance with their urgency, seriousness and complexity;
  - address each complaint in a sensitive, equitable, objective, unbiased and professional manner throughout the complaint management process; and
  - (c) where appropriate, refer complaints and/or complainants to external agencies on receipt of the complaint.
- 22 Complaints are categorised into four types:
  - (a) non-regulatory (service);
  - (b) regulatory;
  - (c) conduct; and
  - (d) other.
- The categorisation of each complaint determines how ASIC will handle the complaint.

### Non-regulatory (service) complaints

- ASIC administers Australia's public registers of companies, business names and professionals. In doing this, we register business names and companies, facilitate lodgements to update our registers, and provide public searching functions for all public registers.
- To support this function, ASIC's Registry business unit provides telephone, email, and web-based information services to the Australian public and business community, primarily through our Customer Contact Centre.
- We also host a website for the publication of notices, including insolvency and external administration related notices, required to be published under the *Corporations Act 2001* (Corporations Act) and Corporations Regulations 2001.
- In the context of this work, members of the public at times may raise concerns about delivery of these services. In determining what is a complaint (compared to a request for service), ASIC officers will be mindful, among other things, of whether we have met our service charter commitments.

As described in Section B, in the first instance we will attempt resolution of non-regulatory complaints at the local level or at the first point of contact. However, if we are unable to resolve the complaint at this level, we will escalate it to a more senior officer for review.

### Regulatory complaints

- ASIC considers regulatory complaints to include complaints relating to decisions or actions made in the context of our regulatory role and responsibilities.
- These decisions are made under the Corporations Act and the Australian Securities and Investments Commission Act 2001, and include decisions about applications for financial services and other licences, and decisions or actions taken in relation to ASIC's enforcement powers.
- For some regulatory complaints there is an internal right of review within the business unit in which they arose. In other circumstances, complainants may need to direct their complaint to an external review body.
- Whatever the available course of action, ASIC officers receiving regulatory complaints will explain to complainants their rights and direct them to the relevant escalation point(s).

### Conduct complaints

- Complaints about conduct involve any allegations of unacceptable conduct against an ASIC staff member. We divide conduct complaints into two categories—'serious' and 'less serious'.
- Serious complaints relate to conduct that may materially affect ASIC's regulatory work, our reputation, or the safety or security of our information. This includes complaints involving allegations of abuse of office or powers, or alleged breaches of legislation.
- Less serious complaints are those that are not considered to fall within the 'serious' category. They include (but are not limited to) rudeness, poor or inappropriate service, and discourtesy.
- ASIC's Professional Standards Unit investigates complaints that fall into the serious category and oversees the handling of less serious complaints. Further information on conduct complaints can be found in Information Sheet 107 Guidelines for managing allegations of misconduct against ASIC officers (INFO 107).

### Other complaints

There are some complaint types that do not fit within the categories above or, under the requirements of the law, must be handled outside ASIC's usual complaint management procedures. These include complaints about breaches of privacy and public interest disclosures.

### **Privacy**

- ASIC collects only the personal information that is reasonably necessary for, or directly related to, one or more of our functions or activities under the legislation we administer.
- The Commission Counsel handles complaints about breaches of the Australian Privacy Principles.

### **Public interest disclosures**

- ASIC's Chairman, under s59 of the *Public Interest Disclosures Act 2013*, established agency procedures for dealing with public interest disclosures. See ASIC's *Public interest disclosures policy and procedures* (PDF 274 KB).
- We have appointed authorised officers for handling public interest disclosures made to us. People wishing to make such a disclosure should email an authorised officer at <a href="mailto:pid@asic.gov.au">pid@asic.gov.au</a>. Alternatively, they may mail disclosures marked 'Confidential' to:

Commission Counsel, ASIC GPO Box 9827 Sydney NSW 2000

### **Outcomes**

42 ASIC will:

- advise complainants of outcomes as soon as possible after a decision is made;
- inform complainants of the reasons for decisions wherever the law and our policy allow;<sup>7</sup> and
- advise complainants of any available internal review options and/or any statutory external appeal options on inquiry and via the website.

<sup>&</sup>lt;sup>7</sup> See INFO 152 for further information about ASIC's ability to comment on certain matters.

### Monitoring effectiveness and continuous improvement

- ASIC is committed to continually improving our services and actively monitoring the quality and effectiveness of our complaint management framework.
- We communicate any internal problem or opportunity for improvement revealed by a complaint to the area responsible for possible systemic improvement.
- We regularly report internally on the complaint management framework to evaluate:
  - (a) adherence to statutory, policy and reporting requirements;
  - (b) time taken to finalise complaints;
  - (c) complaint trends and outcomes; and
  - (d) any systemic issues.
- We use the reports to identify opportunities to improve our programs and services.
- We undertake quality assurance on the complaint management framework to evaluate our performance, and to provide information on:
  - (a) process conformity to complaint management procedures; and
  - (b) process suitability to achieve complaint management objectives.
- We actively seek feedback from complainants to determine the level of satisfaction with the complaint management process, through surveys and other means at regular intervals.

### Roles and responsibilities

- The Commission is responsible for ensuring that ASIC has a complaint management framework that:
  - (a) deals effectively with complaints;
  - uses complaint information to identify issues and drive improvements; and
  - (c) refers complainants to the appropriate external agency if they remain aggrieved at the conclusion of ASIC's complaint management process.
- As part of the complaint management framework, we have a Complaints Officer who is responsible for:

- (a) implementing complaints policy and procedure;
- (b) providing specialist complaints management and support to relevant service delivery areas and business units within ASIC;
- (c) analysing complaints data, including identifying significant issues and trends from the conduct of complaints and internal reviews; and
- (d) driving continuous improvement through the tracking and monitoring of recommendations arising through the conduct of complaints and internal reviews.
- Other managers involved in the complaint management process, as applicable within their area of responsibility, are responsible for:
  - (a) ensuring that the complaint management policy is implemented;
  - (b) liaising with the Complaints Officer;
  - (c) ensuring that the monitoring of the complaint management process is undertaken and recorded; and
  - ensuring continuous improvement occurs as a result of feedback from complaints.
- All ASIC staff are responsible for responding to complaints in accordance with the complaint management policy.

### Resources and training

- All ASIC officers handling complaints undertake continuous training and learning opportunities appropriate to their complaint handling responsibilities and incorporating best practice principles.
- All ASIC staff undertake general awareness training and are aware of the importance of complaints to the organisation and ASIC's complaint management policy.
- We will make available appropriate technological and other resources to ensure the maximum effectiveness of the complaint management framework.

### Key terms

Term	Meaning in this document
complainant	A person who makes a complaint
complaint	An expression of dissatisfaction made to ASIC related to our services, decisions, actions or the actions of our officers, or the complaint management process itself, which ASIC has been unable to resolve in the first instance, where a response is expected
complaint management framework	The systems and internal procedures supporting the implementation of the complaint management policy
complaint management policy	The approach to managing complaints about ASIC's services, decisions, actions and officers, as set out in this document
Corporations Act	Corporations Act 2001
INFO 152 (for example)	An ASIC information sheet (in this example numbered 152)

### Related information

### Standards

Australian/New Zealand Standard AS/NZS 10002:2014 Guidelines for complaint management in organizations (previously Australian Standard AS ISO 10002–2006 Customer satisfaction—Guidelines for complaints handling in organizations)

### Commonwealth Ombudsman

Better practice guide to complaint handling, April 2009

Better practice guide to managing unreasonable complainant conduct, June 2009

### Australian Public Service Commission

APS Values, s10, Public Service Act 1999

Employment Principles, s10A, Public Service Act 1999

Code of Conduct, s13, Public Service Act 1999

### ASIC information sheets

INFO 107 Guidelines for managing allegations of misconduct against ASIC officers

INFO 152 Public comment

INFO 153 How ASIC deals with reports of misconduct