Enabling a flexible workforce for policing in Victoria
Letter of transmittal

To

The Honourable the President of the Legislative Council

And

The Honourable the Speaker of the Legislative Assembly

This report is presented to Parliament in accordance with section 28(2) of the Police Integrity Act 2008. It sets out the findings of a review I commissioned to determine whether current Victoria Police work practices will provide an ethical and professional policing service able to meet the future needs of Victorians. The review was conducted with the full support of the then Chief Commissioner Simon Overland. The review findings and recommendations are informed by extensive consultation with a range of stakeholders, including serving police, representatives from the Victoria Police Executive, the Police Association and the Police Appeals Board.

Michael Strong

DIRECTOR, POLICE INTEGRITY
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Executive summary

In October 2009, the Office of Police Integrity (OPI) embarked on a review of work practices within Victoria Police. The aim of the review was to determine whether Victoria Police will be able to deliver an ethical and professional workforce that will meet the future needs of the Victorian community.

In April 2010, OPI published an issues paper *Flexible work practices for policing* (the Workforce Issues paper).\(^1\) This report explores some of the matters identified in the Workforce Issues paper in more detail. Since April 2010, OPI has undertaken further research and conducted a range of focus groups. Responses from those who participated in focus groups are incorporated in the body of the text.

There was broad consensus that improvements to education, transfer and promotion were necessary and that Victoria Police has taken positive steps in these areas. More work is being undertaken, but it is too early to gauge whether reforms will be sustained. The focus of this report is therefore on some of the other issues identified in the Workforce Issues paper and in focus groups where there is no consensus and where more innovative solutions may be required.

The Workforce Issues paper provided a profile of the current Victoria Police workforce and discussed contemporary challenges for policing services here and in other jurisdictions. These challenges include a national predicted reduction in labour supply caused by an ageing workforce and reduced growth in the population. Other external factors that will impact on Victoria Police workforce capability include rapid changes to science and technology, globalisation, and economic and environmental pressures. In combination, these factors will require increasingly flexible work practices.

The Workforce Issues paper identified that flexible work practices have a two-fold impact on Victoria Police. Firstly, as a service delivery organisation, Victoria Police must be able to respond to changes in crime and criminal activity. It must also be able to respond to changing demographics and expectations in the Victorian community. As recent extreme weather events have demonstrated, Victoria Police must be able to rapidly deploy large numbers of police to provide emergency responses to natural disasters. Similarly, rapid deployments are also required to respond to threats to public safety.

Secondly, as an employer Victoria Police must be able to provide flexible work conditions that attract and retain the right employees. Victoria Police employees need to have the right skills and commitment to providing high quality policing services to the community, but in a tight labour market, they are increasingly likely to demand more family-friendly work environments, career development opportunities and appropriate remuneration.

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\(^1\) See [http://www opi vic gov au](http://www opi vic gov au)
In addition to identifying future challenges for Victoria Police workforce capability, the Workforce Issues paper identified that Victoria had fewer operational police per head of population than other states. In May 2010, following publication of the Workforce Issues paper, the then Brumby Government announced that an additional $561.3 million was being allocated to Victoria Police to recruit, train and employ an additional 1700 frontline police over a five year period. More recently, the Baillieu Government has announced not only a significant increase in numbers of Protective Services Officers (who are employed by the Chief Commissioner and trained by Victoria Police), but has also announced they will deliver the largest-ever number of police in a single term of government.

Although the recent increased numbers of operational police per head of population will bring Victoria more in line with other Australian jurisdictions, the historic alignment of debates about police numbers with political law and order campaigns is problematic. We must be careful not to assume that more police alone will mean a more efficient or improved quality policing service.

OPI is aware the rapid increase in the numbers of recruits over the last 12 months is causing strain in some sections of Victoria Police. Efforts are being made to ensure focus on education reforms aimed at increasing the professionalisation of policing is not lost in the haste to train increased numbers. Challenges include maintaining the quality of recruit candidates. To ensure professional standards are not compromised, it is also necessary to provide skilled and experienced police to train, supervise and mentor new recruits and Probationary Constables. A rapid recruitment program such as the one currently being undertaken by Victoria Police also gives rise to practical issues associated with providing equipment and infrastructure support to a larger workforce. Recent OPI reports have identified the significant information technology problems being faced by Victoria Police because some of its systems remain largely paper-based.

Ideally, the recruitment of police should occur in the context of strategic, long-term workforce planning. Rather than having to recruit large numbers of police to a strict political timetable, recruitment should occur in the context of workforce planning that is based on estimated population growth, changing demographics and changing demand for services over an extended period. Such planning should factor in rapidly changing science and technology advances that will create efficiencies and make it easier for police to do their work smarter and faster.

The focus on police numbers as part of the political cycle not only detracts from the capacity of Victoria Police to conduct effective workforce planning, it also limits the capacity of Victoria Police to determine the future profile of its workforce.

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2 Office of Police Integrity April 2010 *Flexible work practices for policing* p20
3 Office of Police Integrity May 2011 *Report of investigation into Victoria Police crime records and statistical reporting*
Consistent with the hierarchical structure of policing, the majority of new recruits to Victoria Police will spend their careers below the rank of Sergeant, undertaking general duties roles. Anecdotally, many current serving police who joined ‘the job’ as school leavers envisaged they had a career for life with Victoria Police. As superannuation provisions require individuals to stay in the workforce longer, the challenge is to ensure these police in the later stages of their working lives remain not only fit and capable of carrying out the demands of operational policing, but also enthusiastic and motivated.

In contrast, it appears recent recruits see becoming a police officer as a job for a particular stage in life rather than a life-long career. The retention rate of those recruited since 2000 is said to be reducing, with an increasing proportion resigning from Victoria Police after seven to ten years to take up other careers. Profiles of more recent recruits indicate more than 50 percent are over the age of 25. These recruits have experience in a range of occupations and bring that experience to Victoria Police. The changing profile of the workforce impacts on succession planning, retention of corporate knowledge and maximising workforce capability. Adapting workforce planning to accommodate the changing profile of the Victoria Police workforce requires a longitudinal approach that spans more than a four-year political cycle.

Looking to the future, by 2025 Victoria Police will require a mix of specialist and generalist skills provided by both sworn and non-sworn employees. Increasing demands for a technologically savvy workforce will require a range of specialists to support operational police. The foundations for the 2025 workforce need to be built now.

Ensuring Victoria has a police service able to respond to the changing environment and needs of our community means recruiting people able to withstand the rigours and demands of operational policing. Operational readiness requires individuals with particular physical and psychological qualities who are able to adapt quickly. Integrity and resilience will be even more important in communities that are increasingly diverse.

In addition to creating efficiencies for police, the information technology revolution also creates different opportunities for criminal exploitation. Victoria Police needs to have a workforce able to develop crime prevention activities for different types of crimes. Community expectations of modern police demand higher levels of accountability with associated scrutiny. Police will need the ability to reflect on and improve practices and learn from mistakes. Victoria Police must build a performance management culture that emphasises continuous improvement and rewards those with a demonstrated commitment to the profession of policing and Victoria Police’s organisational values.

Although significant work has been undertaken to improve processes for the transfer and promotion of individuals within Victoria Police, they remain cumbersome and inhibit the timely and appropriate deployment of staff. Consideration needs to be given to broadening the range of incentives for individuals to move to rural or less  

4 See for example Victoria Police Annual Reports, 2008-2009 and 2009-2010
popular locations so as to ensure all Victorians have equitable access to 24/7 policing services. One such incentive could include investing in Defence Housing Australia or adopting a similar model within Victoria to provide housing for those working in rural areas and to promote investment in rural Victoria.

Current appeal processes are slow and demoralising. The entire framework, including the role of the Police Appeals Board, needs to be urgently reviewed to ensure processes for all Victoria Police employees are aligned and consistent with contemporary workforce practices.

Finally, it should be acknowledged that the inherent physical and psychological demands of policing mean some individuals may not be able to maintain fitness for operational readiness until the retirement age of others in the workforce. Having regard to the dignity of these individuals and acknowledging their past contribution, there should be capacity to transition people who fit into this category to unsworn roles. If this is not possible, individuals no longer able to meet the inherent requirements for operational readiness should be supported to establish new careers.
Key recommendations

- Victoria Police should undertake a ten year strategic workforce plan based on a whole of workforce approach and an assessment of the future policing needs of the Victorian community.

- Budget allocation based on fixed numbers of sworn police should cease. A funding framework should be established to enable Victoria Police to adopt a whole of workforce approach. Victoria Police should employ a range of sworn and non-sworn staff able to provide a full suite of policing services that is responsive to the current and future needs of the Victorian community.

- Victoria Police should remain focused on building a strong performance culture and integrating performance management, recruitment, workforce planning and learning and development systems.

- The \textit{in situ} promotion to Senior Constable and advancement to Leading Senior Constable should cease. Wage increments that acknowledge length of service should remain but the promotion to these positions should be based on merit and demonstrated suitability to undertake the requirements and responsibilities of the roles.

- For police below the rank of Inspector, transfers at rank should be based on suitability for the position and involve an open expression of interest process.

- Lateral movements within Divisions should not be appealable but part of performance management and deployment for operational necessity.

- Appointment to some positions within rural or less popular postings could be for fixed terms.

- The Government should consider undertaking an urgent review of the Police Appeals Board with a view to ensuring processes for all Victoria Police employees are aligned and consistent with contemporary workforce practices.

- Appeals in relation to transfers should be limited to an examination of process.

- Appeals in relation to promotions should be limited to an examination of process.

- Consideration should be given to ensuring operational police are required to regularly demonstrate ongoing capacity to meet all the inherent physical, psychological and professional requirements of policing.

- Sworn police members who are no longer able to undertake operational duties should be provided with necessary training and financial advice for re-deployment either within Victoria Police or elsewhere in the general workforce.
Background

This report sets out the findings of a review undertaken by OPI into Victoria Police work practices. The purpose of the review was to ensure that Victoria Police has a flexible and responsive workforce able to provide ethical and professional policing services to meet the current and future needs and expectations of Victorian communities.

Although there are many elements to effective workforce planning, the review focused on key areas such as:

- recruitment and training
- transfer and promotion
- professional development
- movement of staff
- return to work
- exiting employment with Victoria Police.

The review commenced in September 2009. The terms of reference and project methodology were developed in consultation with Victoria Police. In October 2009, the Chief Commissioner seconded an Inspector to OPI for three months to support the work of the Review Team. In April 2010, OPI published an issues paper, *Flexible work practices for policing*. This followed an initial scoping phase that involved widespread consultation with rank and file police, the Police Association, the Police Appeals Board and others. The Workforce Issues paper is available on [www.opi.vic.gov.au](http://www.opi.vic.gov.au). Among other things, the Workforce Issues paper sets out the context for the review and identifies the range of social and economic trends that may impact on policing in the future. It was used to guide discussion during focus groups facilitated by the OPI Review Team.

Full details of the terms of reference and project methodology are attached as Appendix One to this report.

Victoria Police reform agenda

In May 2006 the Victorian Auditor General published a performance audit report on *Planning for a capable Victoria Police workforce*. That report made a number of recommendations that Victoria Police generally accepted. The Auditor General’s recommendations are set out in full in Appendix Two. Some of the issues raised by the Auditor General were in the process of being addressed by Victoria Police prior to the commencement of OPI’s review. Victoria Police has also begun working on some matters raised in the Workforce Issues paper and has continued to progress a number of reforms, some of which are now in the implementation phase.

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5 Auditor General Victoria May 2006 *Planning for a capable Victoria Police workforce* pp3-12
**Training and education reforms**

Significant changes are occurring in the training and education of police. Currently Victoria Police is a Registered Training Organisation that offers recruits training in the Diploma of Public Safety (Policing). The course lasts for two years and five months. It comprises a preliminary recruitment phase at the Victoria Police Academy, followed by on-the-job training as a Probationary Constable. At the expiration of the course, successful candidates are appointed to the rank of Constable.

At the time of writing, Victoria Police is undertaking a project that will transition police training to a higher education model. The project is currently examining various higher education options.

In the meantime, the current recruit training provided by Victoria Police has moved to more problem-based learning that develops critical thinking skills rather than relying on rote learning. A one-week *Introduction to contemporary policing* module for recruits has been established that examines the ethical and professional dilemmas associated with policing. This precedes a 12 week semester where recruits learn the fundamentals of police powers and operational safety training prior to being sworn in on probation as Constables. They then have the first of three, week-long workplace experiences prior to a passing-out parade at the conclusion of 33 weeks. Students are allocated to police stations that have been endorsed to provide practical on-the-job training. Generally these are stations that operate 24/7 with class ‘A’ cells attached. Each student is linked with a mentor to support him or her in the field. Mentors are generally recruited from the rank of Senior Constable. Students remain on probation until the completion of their course some 20 months after their passing-out parade.

The reforms, introduced over the last two to three years, have transformed recruit training from a 20 week rote learning course to a 33 week training that integrates theory with practice and encourages reflective learning.

In addition to reforming recruit training, Victoria Police has undertaken significant work following OPI’s 2009 report *A review of the Use of Force by or against Victoria Police*. Many of OPI’s previous recommendations in relation to training regarding the use of force have been implemented including the involvement of mental health practitioners in scenario training. Training emphasis has returned to ensuring ‘safety first’ and that the use of force is avoided or proportionate.
Changes to the transfer and promotion system

Other reforms have occurred in the transfer and promotion system. Some of the recommendations from a 2009 Victoria Police review of the Transfer and Promotion Unit were discussed in the Workforce Issues paper and have already been implemented. These include changes to prerequisites for promotion to the rank of Sergeant and the rollout of a new curriculum against which aspirants to the rank are examined. It is proposed similar changes will be implemented for those seeking promotion to Senior Sergeant and Inspector ranks.

Focus of this report

It is too early to determine the impact of these and other reforms - that is a task that should be undertaken at a later stage. This report focuses on some of the workforce areas that require further consideration and those that may require Government support to implement.

Natural justice

A draft copy of this report was provided to Victoria Police’s Acting Chief Commissioner, Mr Ken Lay, the Chairperson of the Police Appeals Board, Ms Bernice Masterton, and the Secretary of the Police Association, Mr Greg Davies. Their feedback is appreciated and where appropriate incorporated into the body of the report. Victoria Police and the Police Appeals Board provided a response in relation to each of the recommendations, these are set out in the relevant sections of the report. The Police Association requested that its response remain confidential.

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6 Office of Police Integrity April 2010 Flexible work practices for policing p24
7 Victoria Police Developmental Pathways Project – Promotional Programs Phase – Promotional Gates – Curriculum May 2010
Workforce planning

Workforce profile

As described in OPI’s April 2010 issues paper, Victoria Police provides a 24-hour, 7-days-a-week service to the Victorian community. On 30 June 2010 there were 11,588 sworn police, 2,862 public servants and 252 recruits employed by Victoria Police. These employees provide a service to Victoria’s population of 5.55 million people – four million of whom live in Melbourne. Table 1 breaks down the number of sworn police at each rank.

Table 1: Sworn police ranks

<table>
<thead>
<tr>
<th>Rank</th>
<th>Count</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chief Commissioner</td>
<td>1</td>
<td>0.01</td>
</tr>
<tr>
<td>Deputy Commissioner</td>
<td>3</td>
<td>0.03</td>
</tr>
<tr>
<td>Assistant Commissioner</td>
<td>9</td>
<td>0.08</td>
</tr>
<tr>
<td>Commander</td>
<td>8</td>
<td>0.07</td>
</tr>
<tr>
<td>Chief Superintendent</td>
<td>1</td>
<td>0.01</td>
</tr>
<tr>
<td>Superintendent</td>
<td>77</td>
<td>0.66</td>
</tr>
<tr>
<td>Chief Inspector</td>
<td>6</td>
<td>0.05</td>
</tr>
<tr>
<td>Inspector</td>
<td>258</td>
<td>2.23</td>
</tr>
<tr>
<td>Senior Sergeant</td>
<td>578</td>
<td>4.99</td>
</tr>
<tr>
<td>Sergeant</td>
<td>1982</td>
<td>17.10</td>
</tr>
<tr>
<td>Senior Constable</td>
<td>6775</td>
<td>58.46</td>
</tr>
<tr>
<td>Constable</td>
<td>1890</td>
<td>16.31</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>11588</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

Source: Victoria Police Annual Report 2009–2010

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8 Office of Police Integrity April 2010 Flexible work practices for policing pp12-17
9 Sworn police are those who have taken an oath to serve the Queen and keep the peace as a member of the Police Force under section 13 of the Police Regulation Act 1958
10 Australian Bureau of Statistics (2010), Australian Demographic Statistics, 3101.0: June Quarter 2010. Population of Victoria is the estimated residential population as at 30 June 2010, and the population of Melbourne is estimated residential population as at 30 June 2009
11 Victoria Police Annual Report 2010 p56
Of the 11,588 sworn police employed by Victoria Police, close to three-fifths (58%) are Senior Constables, followed by Sergeants (17%) and Constables (16%). Nearly three-quarters (74.8%) of all sworn members of police are below the rank of Sergeant and less than five percent (3.14%) of the sworn workforce are ranked above Senior Sergeant.

The next table shows the profile of the whole workforce (excluding reservists) by age.

**Table 2: Workforce profile by age**

<table>
<thead>
<tr>
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<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than 25</td>
<td>279</td>
<td>339</td>
<td>60</td>
<td>106</td>
<td>2</td>
<td>5</td>
<td>274</td>
<td>255</td>
<td>615</td>
<td>705</td>
</tr>
<tr>
<td>25 – 34</td>
<td>2778</td>
<td>2775</td>
<td>67</td>
<td>102</td>
<td>21</td>
<td>20</td>
<td>743</td>
<td>775</td>
<td>3609</td>
<td>3672</td>
</tr>
<tr>
<td>35 – 44</td>
<td>4633</td>
<td>4653</td>
<td>26</td>
<td>39</td>
<td>49</td>
<td>40</td>
<td>680</td>
<td>654</td>
<td>5388</td>
<td>5386</td>
</tr>
<tr>
<td>45 – 54</td>
<td>3022</td>
<td>3105</td>
<td>2</td>
<td>5</td>
<td>48</td>
<td>57</td>
<td>668</td>
<td>697</td>
<td>3740</td>
<td>3864</td>
</tr>
<tr>
<td>55 - 64</td>
<td>602</td>
<td>700</td>
<td>1</td>
<td></td>
<td>23</td>
<td>22</td>
<td>396</td>
<td>437</td>
<td>1029</td>
<td>1165</td>
</tr>
<tr>
<td>More than 65</td>
<td>9</td>
<td>16</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>45</td>
<td>44</td>
<td>57</td>
<td>63</td>
</tr>
<tr>
<td><strong>Total workforce</strong></td>
<td><strong>11323</strong></td>
<td><strong>11588</strong></td>
<td><strong>156</strong></td>
<td><strong>252</strong></td>
<td><strong>143</strong></td>
<td><strong>144</strong></td>
<td><strong>2806</strong></td>
<td><strong>2862</strong></td>
<td><strong>14438</strong></td>
<td><strong>14855</strong></td>
</tr>
</tbody>
</table>

*Source: Victoria Police Annual Reports 2008–2009 and 2009–2010*

As can be seen, 33.4 percent of the whole workforce was 45 years of age or older in June 2009. By June 2010 the number of employees 45 years or older had risen to 34.3 percent. Public servants comprised 19.3 percent of the workforce in June 2009 compared with 19.2 percent in June 2010.

The next table profiles employees in ongoing employment by gender and full or part-time employment status.
Table 3: Workforce profile by gender and employment status

<table>
<thead>
<tr>
<th></th>
<th>Full-time</th>
<th></th>
<th>Part-time</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>June 2009</td>
<td>June 2010</td>
<td>June 2009</td>
<td>June 2010</td>
</tr>
<tr>
<td>Police</td>
<td>M</td>
<td>F</td>
<td>Total</td>
<td>M</td>
</tr>
<tr>
<td></td>
<td>8526</td>
<td>2055</td>
<td>10581</td>
<td>8650</td>
</tr>
<tr>
<td>Recruits</td>
<td>116</td>
<td>40</td>
<td>156</td>
<td></td>
</tr>
<tr>
<td>Reservists</td>
<td>2</td>
<td>7</td>
<td>9</td>
<td>2</td>
</tr>
<tr>
<td>Protective</td>
<td>127</td>
<td>14</td>
<td>141</td>
<td></td>
</tr>
<tr>
<td>Services</td>
<td>127</td>
<td>14</td>
<td>141</td>
<td></td>
</tr>
<tr>
<td>Officers</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Public servants</td>
<td>750</td>
<td>1333</td>
<td>2083</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total workforce</td>
<td>9521</td>
<td>3449</td>
<td>12970</td>
<td></td>
</tr>
</tbody>
</table>


In June 2010 92 percent of the workforce was full-time. Police comprised 81 percent of the full-time workforce, of these 80 percent were men. This contrasts with the gender profile for full-time public servants, with only 35 percent of full-time public servants being men. As expected, the majority of part-timers are women with more than 82 percent of part-time police being women. The uneven gender balance is even higher for part-time public servants, with 93 percent being women.

The next table depicts the gender profile of recruits over the last five years.

Table 4: Gender profile of recruits 2006 - 2010

<table>
<thead>
<tr>
<th>Year</th>
<th>Male</th>
<th>Female</th>
<th>Total number of recruits</th>
<th>Percent male</th>
</tr>
</thead>
<tbody>
<tr>
<td>June 2010</td>
<td>163</td>
<td>89</td>
<td>253</td>
<td>64.6%</td>
</tr>
<tr>
<td>June 2009</td>
<td>116</td>
<td>40</td>
<td>156</td>
<td>74.4%</td>
</tr>
<tr>
<td>June 2008</td>
<td>100</td>
<td>67</td>
<td>167</td>
<td>59.8%</td>
</tr>
<tr>
<td>June 2007</td>
<td>57</td>
<td>68</td>
<td>125</td>
<td>45.6%</td>
</tr>
<tr>
<td>June 2006</td>
<td>150</td>
<td>115</td>
<td>265</td>
<td>56.6%</td>
</tr>
</tbody>
</table>


Table 4 demonstrates that the proportion of male compared to female recruits over the past five years has fluctuated quite markedly and is significantly less than the overall proportion of men who are current serving police. These raw figures have significant implications for future workforce planning and the need to accommodate an increased range of flexible work practices for an increasingly diverse police workforce.
Police numbers

Although it has the legislative authority to do so, Victoria Police does not determine the number of police it requires, the Government does.\textsuperscript{12} To date, any debate about levels of appropriate resourcing for Victoria Police has focused on police numbers. Instead of being calculated on changing demands for policing services, the debate is limited to raw figures relating to the numbers of sworn police per head of population. The determination of funding based on police numbers requires that every member of police who leaves the workforce must be replaced by a new recruit to ensure police numbers are maintained.\textsuperscript{13}

In May 2010, the then Government made a budget allocation of an additional $561.3 million to Victoria Police to recruit, train and employ 1700 frontline police over a five year period.

The announcement of additional funding for police recruits in an election year follows a long established pattern. Announcements about increases in numbers of police recruits tend to follow a political cycle, rather than a strategic planning cycle.

It is practically impossible for Victoria Police to properly plan its workforce if the focus is merely on numbers of sworn police and these numbers are not determined by Victoria Police.

The impact of funding based largely on police numbers is particularly problematic now. Victoria Police has an ageing population with 32 percent of police aged 45 years or more. The majority of senior police are aged more than 45. Victoria Police must wait for individuals to retire before they can be replaced. This limits the capacity of Victoria Police to properly undertake succession planning. Budget allocations with a focus on raw figures of sworn police have also meant many operational police have been assigned non-operational duties in roles perfectly capable of being undertaken by public servants.

Although the OPI Review Team understands care is being taken to ensure the quality of recruits does not diminish, the rapid increase in police numbers also creates problems in relation to the training and mentoring of inexperienced police. In the past, rapid increases in police recruits have had a flow on effect in relation to increased numbers of complaints about police conduct five to ten years post-recruitment.\textsuperscript{14}

\textsuperscript{12} See Police Regulation Act 1958 s8A
\textsuperscript{13} See Ombudsman Victoria March 2009 Crime statistics and police numbers pp91-92
\textsuperscript{14} http://www.ethicstrainers.com/TrainingArticles/corruption_to_increase.htm accessed 11 August 2011
Whole of workforce approach

In addition to limiting Victoria Police’s workforce planning capacity, budget allocations based on total police numbers limit the capacity of Victoria Police to recruit public servants.

As noted by the Auditor General in his 2006 report:

*A more holistic and integrated approach to the recruitment of sworn and unsworn officers needs to be developed if Victoria Police is to remain effective in its delivery of outcomes to the community.*

In the future, providing a range of effective policing services to match population growth and changing demographics within Victoria will require individuals with a mix of skills. The Victorian community will need sworn police who are able to undertake both general and specialist police functions. We will also need those without police training who have specialist or generalist skills and can support the work of police in a range of operational and non-operational functions.

As part of the overall strategy to boost the policing resources available to respond to increasing operational demands, Victoria Police is currently examining some roles occupied by sworn police to determine whether or not they can be more appropriately undertaken by non-sworn staff. For example, some specialist forensic or analyst roles currently occupied by police can be performed equally well by appropriately trained non-sworn personnel.

This work should inform the debate about an appropriate workforce budget for policing services. Determining whether policing expertise and experience is an essential requirement in some specialist roles and having a better understanding of the inherent requirements of operational policing should also inform prerequisites for positions in emerging specialist areas, for example identity theft and cyber crime.

Victoria Police should be able to recruit and deploy police in accordance with population growth, changing patterns of reported crime and changing demographics. Locations with an ageing population require a different style of policing from those with new and emerging culturally and linguistically diverse communities. Victoria Police should be able to freely recruit public servants to complement the work of police and maximise the efficiency of the whole workforce.

A funding framework based on the whole workforce would enable Victoria Police to undertake workforce planning in line with strategic planning cycles. To ensure appropriate levels of operational police presence, budget allocations should include clear performance measures based on community need and expectations.

15 Auditor General Victoria May 2006 Planning for a capable Victoria Police workforce p61
OPI Recommendation

Victoria Police should undertake a ten year strategic workforce plan based on a whole of workforce approach and an assessment of the future policing needs of the Victorian community.

Victoria Police Response

Supported in principle: Victoria Police is currently undertaking a three to five year rolling workforce planning process.

Police Appeals Board Response

Strongly agree.

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OPI Recommendation

Budget allocation based on fixed numbers of sworn police should cease. A funding framework should be established to enable Victoria Police to adopt a whole of workforce approach. Victoria Police should employ a range of sworn and non-sworn staff able to provide a full suite of policing services that is responsive to the current and future needs of the Victorian community.

Victoria Police Response

The recommendation is noted. While full flexibility in application of funding to a mixed workforce of police, public servants and forensic officers not constrained by police numbers targets would be ideal, to achieve this the existing Government funding model would require significant rework and complex rebasing; business plan performance targets would need to be revised; and importantly community expectations about sworn police numbers would need to be moderated.

Police Appeals Board Response

Strongly agree.
Police recruitment

The recruitment of police has evolved in line with changing social values. Traditionally police were predominantly male with the majority of recruits coming from Anglo-Saxon or white European backgrounds. The focus was on strength and physical attributes. Women were not engaged in broad operational work until 1973.

Since the 1990s Victoria Police has engaged in recruitment strategies based on ensuring Victoria Police better reflects the demographics of the community it serves. Consistent with equal opportunity legislation, recruitment drives in the last 20 to 30 years have targeted women and those from more diverse backgrounds. The impact of these recruitment drives can be seen in the changed gender profile of recruits as depicted in Table 4.

Current process

Although some police go on to develop careers in specialist units or management and administration, the focus of selection is on candidates who will undertake general community policing duties.

There are currently several phases of the recruitment process:

- Education examination
- Initial station interview
- Background checks
- Medical examination
- Agility/coordination testing
- Psychological screening
- Selection panel interview
- Drug testing

OPI investigations into several Probationary Constables, who exhibited patterns of behaviour inconsistent with the standards we expect of police, exposed some weaknesses in the existing process. Recruitment of suitable candidates would be improved by more intrusive background screening and a more rigorous approach to interviewing candidates.

Future recruitment

In future, the likely introduction of a higher education model for training recruits will give Victoria Police better opportunities to ‘try before you buy’ potential applicants. It is also anticipated police applicants will require formal security vetting which will enhance background checks.

Future demands on policing will also impact on the selection of recruits. The current focus of selecting candidates suitable to perform general duties is unlikely to change,
but the future community policing environment is almost certain to change. The OPI Review Team consulted with a wide range of current serving police, the great majority of whom agreed that the next generation of police will increasingly need to:

- Maintain a customer-service focus that works in partnership with a diverse and changing community.
- Respond to anti-social behaviour in metropolitan and country areas.
- Provide an appropriate initial response to individuals affected by alcohol and drugs.
- Provide an appropriate initial response to people who appear to be mentally ill.
- Understand and use technology to both investigate and prevent crime, including crime involving information communication technology.
- Respond to and manage emergencies.
- Withstand scrutiny and be accountable for the way they conduct themselves.

They also need to be prepared for deployment anywhere within Victoria and to work shifts to cover 24 hours a day, 7 days a week, 365 days a year. Victoria Police must get a return on its investment in recruit training. This means ensuring those applying to be recruits have a clear and realistic expectation of what will be required of them and a readiness to commit to this challenging vocation.

### Inherent requirements of policing

To ensure the most suitable people are recruited, the People Department of Victoria Police is in the process of developing criteria to ensure recruits have the appropriate personal attributes, such as integrity, as well as the physical and psychological qualities demanded by operational policing.

This builds on work conducted by the Australasian Police Professional Standards Council. The Council comprises representatives from police agencies in Australia and New Zealand. A draft document seen by OPI includes over 70 capabilities or personal traits including physical prerequisites and attributes such as resilience, adaptability and integrity.

An outcome of the work being done by Victoria Police on the inherent requirements of general duties police has impacted on the physical prerequisites of Victorian recruits. Until recently, Victoria Police recruits were required to be in the top percentile of fitness for their age and gender. This resulted in some anomalies that were highlighted in discussion groups conducted by OPI in the first half of 2010. For example, the level of fitness required of a male aged 20–25 was far greater than the level of fitness required for a woman aged 45–50.

As a result of these discussions and other work being undertaken by Victoria Police, in June 2010 it was announced that there would be one fitness standard applied to all recruits and police applicants. Based on standards developed by the Australasian...
Police Professional Standards Council, graduates will be required to demonstrate maintenance of the fitness standards in their six-monthly Operational Tactics and Safety Training cycle throughout their careers.\(^\text{16}\)

It seems logical that operational police should regularly be required to demonstrate not only that they are physically fit, but also that they are able to meet all the other inherent requirements of policing such as integrity, resilience, and conscientiousness.

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OPI Recommendation

Consideration should be given to ensuring operational police are required to regularly demonstrate ongoing capacity to meet all the inherent physical, psychological and professional requirements of policing.

Victoria Police Response

Recommendation supported.

Police Appeals Board Response

The Appeals Board broadly agrees but considers that any system implemented reflects standards commensurate with age.

Specialist or lateral entry

There was overall consensus among participants in OPI's focus groups that recruitment and training should focus on general duties community policing rather than being streamed to accommodate specialist applicants. The majority view was that even police who go on to specialise in areas such as crime scene analysis or high tech crime need to have basic training in general duties. Individuals with specialist interests or skills, and potential police leaders, should be able to fast track themselves through the transfer and promotion system and Victoria Police's Talent Management System (\(\text{VPTalent}\)).\(^\text{17}\)

There is no legislative impediment to lateral entry into Victoria Police but except for appointments to the Chief, Deputy or Assistant Commissioner ranks in Victoria Police, it rarely happens. There are opportunities for secondment between jurisdictions, but recruitment to specialist units or other management positions is internal. Applicants

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\(^{16}\) Victoria Police The Gazette Number 14 Monday 5 July 2010 p3

\(^{17}\) This system is associated with the professional development system for Victoria Police managers and is used to identify an individual’s existing skills and capabilities and areas for future development.
from other jurisdictions wanting to permanently join Victoria Police must generally undertake recruitment at the Victoria Police Academy and complete the Probationary Constables course. There is usually no recognition of prior learning and no ‘fast tracking’ until after a person has qualified as a Constable.

There are significant benefits to lateral entry particularly in environments of rapid growth. The benefits of bringing experience from other jurisdictions at a senior level are just as valid at more junior levels. Similarly lateral entry should be available for those returning to the workforce after an absence from policing.

National mutual recognition of police qualifications would facilitate lateral entry between jurisdictions. This item has been on the agenda of the annual conference of Police Ministers and Chief Commissioners for some time, but other than initial scoping research there is little published work to indicate there has been much progress towards achieving this goal. Given the national reforms in other areas such as teaching and health practitioners, a national mutual recognition of qualifications and national agenda for police workforce planning seems inevitable. Concerns regarding local laws or currency of qualifications for those returning after an extended absence from the profession are addressed in the nursing and teaching professions by appropriate assessment following a refresher course.

Current Victoria Police workforce planning should occur with the inevitability of a national approach in mind.

Human resource information system

In 2006 the Victorian Auditor General identified:

*Effective strategic workforce planning requires systems which can provide workforce data and profiles and track capability and manage career development.*

He went on to recommend that Victoria Police improve its performance management system and invest in a robust human resource information system. In March 2009 the Victorian Ombudsman reinforced the Auditor General’s recommendation, urging the implementation of a new human resource management system.

In April 2010 Victoria Police commenced a rollout of a new human resources data management system HRAssist. At the time of writing it is still in the implementation phase. The system is gradually being populated with information about the skills and qualifications of sworn members of police. Once the initial data has been entered by

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18 See Australasian Centre for Police Research Sept 2006 *Australian police workforce planning priority research directions – A scoping paper*

19 Auditor General Victoria May 2006 *Planning for a capable Victoria Police workforce* p7

20 Ombudsman Victoria March 2009 *Crime statistics and police numbers* p116
the People Department (Education and Human Resources), individuals can access the data, check it for accuracy, and update it as necessary. Immediate supervisors, section heads and Human Resources have full access to the information. It is envisaged that eventually the system will provide the capacity and capability to meet workforce planning requirements.

Ultimately it is intended that the new system will be integrated with professional development and assessment data and data relating to those identified as future Victoria Police leaders (VPTalent). As with most information management systems, its effectiveness is dependent on the extent to which it is embraced by the workforce and the integrity of the data they input.

**Professional Development and Assessment System**

Effective workforce planning relies on regularly assessing the performance and capability of the workforce to ensure current goals are being met and future goals are able to be met. This requires an effective performance management system that can monitor performance at an individual and work unit level. The positive impact of a performance development framework to the overall environment at a well-managed police station cannot be overstated. Previous OPI reviews of the management of underperforming police stations found a consistent lack of meaningful staff performance appraisal and development.

The current version of the Victoria Police Professional Development and Assessment System was introduced in August 2008. It is the latest in a long line of attempts by Victoria Police to effectively monitor the performance and development of individual police.

The 2009 Victoria Police review of the transfer and promotion system identified that many supervisors do not know how to provide realistic performance appraisals and development guidance. This finding was echoed in OPI’s focus groups. The OPI Review Team was told there is still reluctance among many supervisors to meet with staff face-to-face to provide performance feedback. It appears that many within Victoria Police are yet to realise the importance of effective performance feedback. Not only does it seem that there are few conversations critically reflecting on performance, it also appears many supervisors are giving even less attention to understanding their staff members’ career aspirations, strengths and weaknesses or learning and development needs.

A post implementation review of the Professional Development and Assessment system by Victoria Police in January 2010 found there had been poor compliance.

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21 Victoria Police Transfer & Promotion Unit Review 2009 p16
and significant cultural resistance to the system. This may be for a variety of reasons, including the legacy of earlier failed performance management systems and lack of organisation-wide training in the rollout of the system. Whatever the cause, Victoria Police needs to build a high performance culture.

Reward and recognition of good performance keeps good police motivated and engaged. Taking steps to deal with poor performance encourages better ethical and professional standards. As OPI’s June 2011 report Improving Victoria Police discipline and complaint handling systems: A progress report identified, recognition of an individual’s contribution and implementation of strategies to address his or her learning and development needs is essential to building capacity and maintaining a professional, integrity-driven workplace. The apparent failure by many within Victoria Police to appreciate this fact is a significant barrier to long-term workforce reform.

The OPI Review Team was also told some police have exploited the system. These police uploaded copious pages of self-serving statements for use in Police Appeals Board hearings. Apparently in many cases these documents contain no evidence that the appellant’s supervisor has even seen the statements, let alone commented on them. In one case an appellant presented the Police Appeals Board with 35 pages of such documentation.

A proper professional assessment and development record should document an individual’s career conversations with supervisors. The documented record should underpin applications for transfer and promotion, but it needs to be accurate and properly reflect a person’s performance as assessed and agreed between the person and his or her supervisor.

Understanding the performance of individuals provides an understanding of the performance of work units as a whole. In addition to encouraging a continuous improvement culture, appropriate understanding of a team’s performance enables resources to be effectively deployed. Individuals have strengths and weaknesses, managers need to be able to put teams together so that individual team members can learn from each other and their combined strengths will outweigh individual weaknesses.

Victoria Police Command has made a commitment to ensuring an organisational refocus on performance management. A program to implement recommendations from the reviews of the current system has commenced with the aims of simplifying the technology, building a strong performance culture and integrating performance management, recruitment, workforce planning and learning and development systems.22

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OPI Recommendation

Victoria Police should remain focused on building a strong performance culture and integrating performance management, recruitment, workforce planning and learning and development systems.

Victoria Police Response

Victoria Police remains focused on building a strong performance culture and sound methods are in place to ensure performance management and accountability in duties. These systems include "HRAssist" Performance Development Assessments and Ethical Standards learning and processes.

Police Appeals Board Response

Strongly agree.
Mobility

If Victoria Police is to be a flexible responsive policing service, it needs to be able to deploy resources to meet current and future demands, including in some instances the rapid deployment of resources. Victoria Police also needs to provide a quality policing service for all Victorians, despite the fact that most people live in the Melbourne metropolitan area. In addition to having capacity to respond to demand, there are occasions when it is appropriate to rotate or move an employee to provide for professional development opportunities or to manage performance issues.

The range of mechanisms currently used by Victoria Police to move staff are discussed in the Workforce Issues paper. They include:

- Expression of interest transfers
- Directed transfers under Regulation 21 of the Police Regulations 2003
- Tenure
- Inspector and Superintendent rotations
- Relocations and redeployments

Appointment to a position

The current employment framework for Victoria Police sworn personnel provides that, for ranks up to and including Senior Sergeant, appointment to a position is an appointment to the Division, with initial duty at a specified work location. Ranks from Inspector to Commander are appointed to the Chief Commissioner’s office with initial duties at a specified work location.

Unless Regulation 21 of the Police Regulations 2003 is invoked, vacancies for positions above the rank of Senior Constable must be advertised and are subject to a formal selection process.

Expressions of interest transfers

Ensuring a flexible workforce requires a full suite of options to encourage mobility while retaining corporate knowledge and building expertise. The mobility of employees within an organisation enables those wanting to expand their experience and develop skills to do so. Organisationally, employee movements mean workplaces are refreshed, with employees more likely to be exposed to and learn improved practices.

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23 See Office of Police Integrity April 2010 Flexible work practices for policing pp24-32
24 Victoria Police Manual Instruction 306 – 1 para 8.2.2.1
Anyone at the rank of Probationary Constable, Constable or Senior Constable, who is assigned to general duties work, is permitted to transfer at level by lodging an expression of interest for his or her preferred place of work. Once the person's name tops the waiting list, he or she will be automatically transferred to the work unit when a vacancy arises, without regard to merit selection. A person is not able to lodge more than one expression of interest at a time, and cannot decline the position if he or she is offered it. The person loses the position on the waiting list if he or she applies for another position.

Proponents of the current process say it enables people to transfer relatively quickly and easily if the waiting list is short. Difficulties arise for popular work units with lengthy waiting lists. The OPI Review Team was told in some instances employees had been on waiting lists up to ten years. In these cases the appointment of a person merely on the basis of their patience results in resentment by those who would prefer to compete for popular positions on a merit basis.

In the 2009 Victoria Police review of the transfer and promotion system, one of the key findings was that the current process does not encourage lateral mobility for those above the rank of Leading Senior Constable because the appeal process makes it too cumbersome to apply for positions at rank.²⁵

One of the recommendations made by the 2009 Victoria Police review was to explore separation of the transfer and promotion system and to give consideration to determining more transfers at rank through expressions of interest or a similar process.

As general duties employees are assigned to Divisions, lateral movement within Divisions could be achieved by an expression of interest process and the exercise of management discretion. Divisional Managers should be able to transfer an employee, in negotiation with the employee, as part of his or her performance development or in response to operational demands.

Transfer at rank between Divisions could, in the first instance, be based on expressions of interest but only as vacancies arise. Having queues waiting to join popular workplaces does nothing to ensure the workforce is engaged or committed to organisational values. The OPI Review Team found the current process for appointment to popular positions results in resentment and can have a detrimental impact on morale.

Consistent with recommendations in the 2009 Victoria Police review of the transfer and promotion unit, appointment to a position at rank should be based on the employee’s experience and his or her professional development assessment to ensure the applicant has the required skills to undertake the requirements of the position. Where a person

²⁵ Victoria Police TPU Review 2009 p31
has previously volunteered to work in an unpopular position, he or she should be rewarded for having demonstrated a commitment to organisational values.

Where there are multiple expressions of interest for a particular position, decisions should be based on ‘best fit’ and suitability for the position. As with other public sector agencies, concerns about favouritism, discrimination or nepotism should be able to be addressed by internal or external grievance procedures.

OPI Recommendation

For all police below the rank of Inspector, transfers at rank should be based on suitability for the position and involve an open expression of interest process.

Victoria Police Response
Recommendation supported.

Police Appeals Board Response
Police Appeals Board does not disagree but requires legislative change.

OPI Recommendation

Lateral movements within Divisions should not be appealable but part of performance management and deployment for operational necessity.

Victoria Police Response
Recommendation supported.

Police Appeals Board Response
Police Appeals Board does not disagree but requires legislative change.
Regulation 21 transfers

Regulation 21 of the Police Regulations 2003 permits the Chief Commissioner to direct the transfer of any member of Victoria Police to a vacancy in any part of the State. Positions do not have to be advertised and the appointment is not subject to a merit process.

There is a range of situations where the regulation may be invoked to transfer an employee.

- Facilitating pressing necessity requests (sic).
- Assisting the personal development of any employee.
- Resolving a staffing problem such as a clash of personalities.
- Relocating an employee whose work performance has deteriorated in order to provide closer supervision.
- Resolving a supervisory problem.
- Meeting changes in resourcing requirements between particular locations and units.
- Better utilising the skills of a particular employee to perform an alternative role or function.
- Redeployment.
- Addressing a failure to attain mandatory qualifications.26

The Chief Commissioner may transfer police not only to meet demand, but also on compassionate grounds. The regulation may also be used to find suitable positions for those who are returning to work from secondment positions, extended leave without pay, or who have returned from overseas deployment (for example the International Deployment Group).

Critics of transfers under Regulation 21 consider it gives the individual transferee an unfair advantage because merit based processes are circumvented. There is particular criticism when the transfer is to a popular position.

The provision can also be invoked in response to performance issues. The use of Regulation 21 as a mechanism for transferring underperforming staff or resolving staffing clashes is also criticised by those who see it as a means for supervisors to abrogate their responsibility to manage underperformance, or an easy way to shift a problem rather than resolve it.

Some of the concerns relating to Regulation 21 arise because of lack of clarity about individual rights and organisational responsibilities. For this reason, new members of Victoria Police are now required to sign a declaration indicating they are aware … that they may be deployed anywhere within Victoria.

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26 See 306-5 of the Victoria Police Manual
of the Regulation 21 transfer provision and that they may be deployed anywhere within Victoria.

Although there are vocal opponents to Regulation 21 transfers, the OPI Review Team was not persuaded that the Regulation should be revoked. Victoria Police managers must have the capacity to direct the transfer of employees. As identified in OPI’s June 2011 report *Improving Victoria Police discipline and complaint handling systems: A progress report*, employees should be able to be transferred to vacancies for developmental opportunities. Transfer may also be a useful tool to manage underperformance, or to resolve personality clashes within teams when all other management strategies have failed.

Tenure

The Workforce Issues paper identified tenure as one of the more contentious workforce related issues. Tenure or maximum time in position applies to ranks above Senior Sergeant and positions where duties are highly sensitive, or involve high risks to security or safety or are difficult to fill.\(^{27}\) OPI consultations have confirmed opinion is divided on the benefits of broadening the positions that should be subject to a maximum tenure. Proponents of tenure identify the benefits of refreshing teams that otherwise could become stale and easily outdated in policing methodology. They also refer to the potential integrity issues associated with lack of rotation, particularly in areas exposed to potentially corrupting influences.

Opponents of tenure refer to the benefits gained in expertise and experience in certain types of policing, including policing particular communities when people are in positions for extended periods. They argue that the introduction of maximum tenure in a broad range of positions would weaken corporate knowledge and capacity.

Although increasing the number of positions subject to maximum tenure would increase mobility within Victoria Police, the OPI Review Team was unable to find any evidence that tenure, by itself, promotes ethical and professional standards. In the absence of further research, it is better to defer increasing the number of tenured positions until more fundamental issues concerning performance management and succession planning have been addressed.

**In situ** promotions

Unlike other State and Territory police services, Victoria Police offers *in situ* promotion from the rank of Constable to Senior Constable. *In situ* promotions are not offered at any other rank within the organisation.

*In situ* promotion is, in effect, automatic. So long as an employee has not been subject to disciplinary charges or undergone management for underperformance, anyone who

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\(^{27}\) *Victoria Police Manual 306-1*
has successfully qualified with a Diploma of Public Safety (Policing) and been employed by Victoria Police for four years may be promoted to the rank of Senior Constable.

Similarly any Senior Constable who has served more than 12 years with Victoria Police will automatically become eligible to be a Leading Senior Constable. Advancement from Senior Constable to Leading Senior Constable was instituted in the 2001 Victoria Police Enterprise Bargaining Agreement. Although stakeholders contend that ‘Leading Senior Constable’ is a designation and not a rank – it should be noted appointment to Leading Senior Constable is accompanied by a title, changed lapel insignia and a pay increase. Once reaching the top of the pay scale (after 16 years) Leading Senior Constables earn only slightly less than a Sergeant. (See Appendix Three – Sworn police salary schedule.)

An employee eligible for an in situ promotion is not required to undertake any formal assessment of his or her suitability for the position and is not required to demonstrate any particular skills, for example an understanding and application of police powers, legislation, police practices or leadership abilities.

Many in the OPI focus groups acknowledged that the in situ promotion of employees without any assessment of merit is an integrity risk for Victoria Police and undermines the professionalisation of the organisation. It also has the potential to demoralise future leaders who want a career in policing where rank is earned on merit rather than length of service alone. That is not to undervalue the importance of on-the-job experience in a career like policing, but as is the case with any vocation, just because a person has been in a job for a certain period doesn't necessarily mean he or she is suitable for promotion.

In addition to a more formal role in training Probationary Constables, Senior and Leading Senior Constables have an important role to play in influencing more impressionable junior Constables. In a community policing environment, Senior and Leading Senior Constables have the closest day-to-day contact with junior Constables. From a professional and ethical perspective, it is important to ensure Senior and Leading Senior Constables have the appropriate skills and attributes to act as role models and mentors.

Many Senior and Leading Senior Constables are first on the scene at major incidents. They need the skills and abilities to take charge, ensure the safety of others and direct and manage what needs to happen. They need:

- A high level of integrity.
- A sound knowledge of their role.
- An understanding of the application of community policing requirements.
- A demonstrated record of being able to deliver community policing to a diverse community in a timely manner.
- A good knowledge and practical application of the administration obligations linked to delivery of police services.
There was general agreement among the individuals and groups spoken with by the OPI Review Team that promotion to Senior Constable and advancement to Leading Senior Constable should not be automatic, it should be earned. This is not to say that length of service cannot or should not be recognised in pay increments. However, aspirants to Senior Constable or Leading Senior Constable should be required to undergo formal assessment demonstrating that they have the requisite experience, ability to undertake the responsibilities of the rank and professional qualities for promotion.

**OPI Recommendation**

The *in situ* promotion to Senior Constable and advancement to Leading Senior Constable should cease. Wage increments that acknowledge length of service should remain but the promotion to these positions should be based on merit and demonstrated suitability to undertake the requirements and responsibilities of the roles.

**Victoria Police Response**

Recommendation accepted. This matter has been forwarded to our internal Working Relations Department for further consideration. This is a topic of current Enterprise Bargaining negotiations.

**Police Appeals Board Response**

The statement that *in situ* promotion occurs without any assessment of merit is contrary to the Board’s experience from the frequent examination of personal files which contain documentation in reference to the suitability of members for *in situ* promotion, including occasions where members have been found unsuitable for promotion.

**Rural vacancy management**

Increasing mobility within Divisions is unlikely to be problematic for movements of staff within popular Metropolitan areas. One of the recurring themes in the OPI forums related to attracting and retaining suitable employees in less popular or rural areas in the State. Movements to and from these postings have more potential to be problematic. In particular, transfers to or within rural Divisions often result in domestic disruption, particularly for those with families and school-age children.

In those Divisions where there is considerable distance between police stations, there are existing provisions to compensate employees who relocate to positions at some
distance from their existing residence. Currently relocation costs are funded by the Division wanting to fill a vacancy.

A Victoria Police discussion paper dealing with rural vacancy management seen by the OPI Review Team recommends Victoria Police provides a separate funding stream to support Divisions that have difficulty recruiting to some areas. This is clearly desirable given Victoria Police’s responsibility to provide services to the whole State.

The Victoria Police discussion paper highlights the difficulty attracting people to some rural areas in case studies. One particular rural police station has had significant difficulties following a history of conflict in the workplace. Repeated requests for expressions of interest in transferring to this rural police station published in the Police Gazette over a 12-month period had no response. In an attempt to fill the vacancies (representing between 13.5 and 27.5 percent of the station’s staffing profile) Probationary Constables were allocated to the station using a ballot process. All but one of the Probationary Constables successfully appealed their allocation to the unpopular workplace. The one unsuccessful appellant immediately resigned once the outcome of his appeal became known.

This and other case studies in the discussion paper highlight a disturbing problem in filling rural vacancies. No amount of increased police numbers can address this problem. Among other things, the Victoria Police discussion paper recommends a targeted rural recruitment and retention strategy. It also suggests streamlining vacancy management processes for positions that are historically difficult to fill.

**OPI Recommendation**

Appointment to some positions within rural or less popular postings could be for fixed terms.

**Victoria Police Response**

Recommendation supported in principle, but legislative reform may be required.

**Police Appeals Board Response**

Police Appeals Board does not agree and considers this could significantly reduce applicant fields and therefore the quality of applicants which has serious implications particularly in smaller rural communities.
It is clear other strategies including legislative amendment to limit appeal rights must be considered. These issues are explored in more detail in the following section of this report that deals with Appeals.

It also makes sense to provide a broader range of incentives to attract suitable candidates to these positions. Such incentives could include salary sacrificing for school fees and facilitated access to appropriate housing for the term of the deployment.

For many years Victoria Police and other Government departments such as Education and Health owned and managed houses to offset accommodation costs for staff and their families who were transferred to rural or remote locations. This practice ceased in the early 1990s when Government policy changed. It was asserted that Government departments should focus on their core business rather than using their resources to manage housing assets.

The rationale for this policy is not challenged, but access to appropriate accommodation remains a barrier for Victoria Police in recruiting and retaining appropriate staff in country Victoria. In the current economic climate, appropriate rental housing in country Victoria can be difficult to obtain and is costly. Even if a transferee is prepared to sell his or her home to re-locate to a country position with a view to purchasing a new property, it can be difficult to on-sell the property for a profit if the employee has to move again in two to five years’ time. In some instances changes in the housing market could result in employees and their families suffering significant economic loss coupled with the associated emotional and psychological stresses.

Although allowances are available to overcome these difficulties, one option may be for the Victorian Government to adopt the approach taken by the Australian Defence Force with Defence Housing Australia. Established in 1988, the agency, often in partnership with private investors, provides housing on transfer for members of the Australian Defence Force and their families. Defence personnel pay a percentage of their salary for housing assistance provided under the scheme.
Appeals

The Police Appeals Board (the Appeals Board) was established in December 1999. It replaced the Police Board, which had a strategic advisory role. The role of the Appeals Board is to:

- Hear appeals against transfer or promotion.
- Review decisions of the Chief Commissioner (or delegate)
  - not to confirm a promotion
  - to disallow a promotion
  - to compulsory transfer an employee under Regulation 21 (other than an employee ranked Inspector or above transferred to a country district for less than six months)
  - relating to other disciplinary matters or
  - to dismiss a person.

Appeals to the Appeals Board are by way of a rehearing. The rehearing process provides an opportunity for applicants who were not interviewed during a selection process to appeal any appointment. The final decision is based on the Appeals Board view as to the relative ‘efficiency’ of the appellant compared with the selected candidate.

Although bound by the rules of natural justice, the Appeals Board may regulate its own procedure. On hearing an appeal the Appeals Board may uphold or dismiss an appeal. On hearing a review the Appeals Board has a range of options including ordering re-instatement or awarding compensation if a person has been dismissed.

The Chief Commissioner must give effect to a decision or order of the Appeals Board.

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28 Police Regulation Act 1958 Part V
Appeals against transfer

A member of police who considers he or she has a better claim to transfer to a position or wishes to appeal against a directed (Regulation 21) transfer may appeal to the Appeals Board. See table below for numbers of appeals and outcomes.

### Table 5: Outcome of appeals against transfer

<table>
<thead>
<tr>
<th>Year ending 30 June</th>
<th>Appeals allowed</th>
<th>Appeals disallowed</th>
<th>Appeals withdrawn/lapsed</th>
<th>Total finalised</th>
</tr>
</thead>
<tbody>
<tr>
<td>2008</td>
<td>12 (7%)</td>
<td>64 (37%)</td>
<td>99 (56%)</td>
<td>175 (100%)</td>
</tr>
<tr>
<td>2009</td>
<td>8 (8%)</td>
<td>51 (50%)</td>
<td>43 (42%)</td>
<td>102 (100%)</td>
</tr>
<tr>
<td>2010</td>
<td>18 (10%)</td>
<td>95 (54%)</td>
<td>65 (36%)</td>
<td>178 (100%)</td>
</tr>
</tbody>
</table>

*Source: Police Appeals Board Annual Reports 2008-2010*

Appeals against promotion

A Senior Sergeant, Sergeant or Senior Constable who considers he or she has superior efficiency, or equal efficiency and greater seniority than a selected candidate, may lodge an appeal within ten days of the notification of the selection in the *Police Gazette*. Aspirants to the rank of Inspector may only appeal on the grounds of superior efficiency. See table below for numbers of appeals and outcomes.

### Table 6: Outcomes of appeals against promotion

<table>
<thead>
<tr>
<th>Year ending 30 June</th>
<th>Appeals allowed</th>
<th>Appeals disallowed</th>
<th>Appeals withdrawn/lapsed</th>
<th>Total finalised</th>
</tr>
</thead>
<tbody>
<tr>
<td>2008</td>
<td>17 (10%)</td>
<td>86 (49%)</td>
<td>71 (41%)</td>
<td>174 (100%)</td>
</tr>
<tr>
<td>2009</td>
<td>14 (4%)</td>
<td>179 (45%)</td>
<td>200 (51%)</td>
<td>393 (100%)</td>
</tr>
<tr>
<td>2010</td>
<td>17 (4%)</td>
<td>220 (57%)</td>
<td>153 (39%)</td>
<td>390 (100%)</td>
</tr>
</tbody>
</table>

*Source: Police Appeals Board Annual Reports 2008-2010*

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29 This notification is determined by the Regulation 24 *Police Regulations 2003*

30 The Police Appeals Board noted in its Annual Report that it considered the increase in appeals against non-selection for promotion was due to a large block of advertised positions at Inspector rank and the subsequent multiple appeals against each of the selections for those positions

31 The Police Appeals Board noted the large block (70) of Sergeants’ positions that were advertised in this reporting period and noted the multiple appeals associated with each appointment
Time taken to resolve an appeal

The Appeals Board publishes annual data in relation to the time it takes to complete hearings from the date of lodgement of an appeal. See Table 7 for details.

Table 7: Time taken to hear an appeal

<table>
<thead>
<tr>
<th>Year ending 30 June</th>
<th>Average number of days between appeal lodgement and hearing</th>
</tr>
</thead>
<tbody>
<tr>
<td>2008</td>
<td>83</td>
</tr>
<tr>
<td>2009</td>
<td>74</td>
</tr>
<tr>
<td>2010</td>
<td>75</td>
</tr>
</tbody>
</table>

Source: Police Appeals Board Annual Report 2009/10

Review of decisions of the Chief Commissioner

The number of reviews conducted by the Police Appeals Board is typically less than the number of appeals. An overview of applications for review for the last three years indicates most of the reviews relate to compulsory transfers. See Table 8 for details.

Table 8: Applications received for review of decisions of the Chief Commissioner

<table>
<thead>
<tr>
<th>Reason for application review</th>
<th>Year ending 30 June 2008</th>
<th>Year ending 30 June 2009</th>
<th>Year ending 30 June 2010</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dismissal (discipline)</td>
<td>1</td>
<td>3</td>
<td>3</td>
<td>7</td>
</tr>
<tr>
<td>Reduction in rank (discipline)</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Dismissal (unsuitable)</td>
<td>0</td>
<td>0</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Compulsory transfer (general duties allocation)</td>
<td>16</td>
<td>7</td>
<td>6</td>
<td>29</td>
</tr>
<tr>
<td>Compulsory transfer (non-discipline)</td>
<td>6</td>
<td>6</td>
<td>6</td>
<td>18</td>
</tr>
<tr>
<td>Compulsory transfer (discipline)</td>
<td>0</td>
<td>2</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
<td>Unsuitable for promotion</td>
<td>0</td>
<td>0</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Fine imposed (discipline)</td>
<td>0</td>
<td>1</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>Non-confirmation of promotion</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>6</td>
</tr>
<tr>
<td>Total</td>
<td>25</td>
<td>21</td>
<td>21</td>
<td>67</td>
</tr>
</tbody>
</table>

Source: Police Appeals Board Annual Report 2009/10
The outcome of applications for review of compulsory transfers indicate a significant proportion of applications are withdrawn but of those that proceed, a majority of the Chief Commissioner’s decisions to compel the transfer of a person are set aside. See table below for details.

Table 9: Outcome of compulsory transfer reviews finalised 2008–2010

<table>
<thead>
<tr>
<th>Reason for review</th>
<th>Year ending 30 June 2008</th>
<th>Year ending 30 June 2009</th>
<th>Year ending 30 June 2010</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Withdrawn</td>
<td>Set Aside</td>
<td>Decision Stands</td>
</tr>
<tr>
<td>Compulsory transfer (general duties allocation)</td>
<td>12</td>
<td>2</td>
<td>0</td>
</tr>
<tr>
<td>Compulsory transfer (non-discipline)</td>
<td>2</td>
<td>3</td>
<td>1</td>
</tr>
<tr>
<td>Compulsory transfer (discipline)</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
</tbody>
</table>

Source: Police Appeals Board Annual Reports 2008–2010

Process issues

Concerns about the appeal process were raised in the 2009 Victoria Police review of the transfer and promotion system. That review identified that the Appeals Board processes were not aligned with Victoria Police processes and that the Appeals Board has access to more information than the original interview panel. One of the recommendations from the 2009 review was that Victoria Police should facilitate a review of the Appeals Board that involves Appeals Board members and the Police Association.

The Workforce Issues paper also identified a number of problems associated with current appeal processes. In the course of this review further issues have come to light, including the impact current processes have on workforce morale.

The current system requires the names of selected candidates who have gone through an interview process to be published in the Police Gazette. The date of publication in the Police Gazette commences the ten day period within which potential appellants must lodge an appeal. Although non-applicants must seek leave from the Appeals Board, potential appellants are not restricted to those who were interviewed for the position or even those who applied. For example, until recently any Senior Constable could aspire to a Sergeant’s position. In 2010, 70 Sergeant’s positions were advertised. Any Senior Constable who had applied, but who was unsuccessful in getting a position could (and many did) appeal against each of the 70 successful candidates.

32 Office of Police Integrity April 2010 Flexible work practices for policing p28
Once an appeal has been lodged the average time taken to resolve the issue, according to the Appeals Board, is between 11 to 12 weeks. The Appeals Board hears the matter *de novo* or from the beginning. The OPI Review Team was told Appeals Boards regularly have access to much more information than the original interview panel, including comprehensive probity checks on candidates provided by the Ethical Standards Department. Appellants are able to produce substantial dossiers with much more detail than is provided by the automated Transfer and Promotion Unit’s system for the original interview.

Selected candidates must also be prepared to respond to appellants. They must also prepare substantial personal dossiers and extensive referee statements. It takes considerable time for the parties to gather evidence to justify or defend their claims. This detracts from their capacity to continue working productively and may have a significant impact on current work performance, particularly if the appeal proceedings extend over a protracted period.

Notwithstanding the large number of appeals that are withdrawn, lapsed or are overturned, an average of eight percent of appeals against transfer and approximately six percent of appeals against promotion succeed. In these cases the *Police Gazette* publishes the name of the employee whose selection has been cancelled. This means the individual publicly announced as the successful candidate some three months previously is now publicly ‘de-selected’. The OPI Review Team was told this can have a significantly detrimental impact on morale and potential flow-on effects such as decreased motivation. Even selected candidates who are confirmed in their positions have an anxious wait for the appeal period to expire, which can detract from their ability to focus on their work.

The OPI Review Team was also told the impact of an Appeals Board decision to set aside a Chief Commissioner’s decision to compel the transfer can also have a detrimental impact on workplace morale. Compulsory transfers are usually used to ensure staff numbers can be made up in areas where positions are difficult to fill. Where the transfer does not take place, those working in the area to which the transferee was directed must continue to work short-staffed. This sometimes perpetuates the reason why the workplace is unpopular.

A further barrier to implementing some workforce reforms posed by the current appeal system has only recently emerged. It relates to positions that are now open to both sworn and non-sworn candidates, for example, in forensic science.

If a public servant is appointed to a position that is also advertised at the rank of Sergeant, any Sergeant has a right of appeal to the Appeals Board, but the Appeals Board has no jurisdiction in relation to the public servant. The right of appeal given to public servants in relation to promotions is through a grievance procedure considered
by an agency or department head, in this case the Chief Commissioner of Police. As the Chief Commissioner of Police is required to give effect to a decision of the Appeals Board, the public servant is effectively denied access to an appeal or grievance process. It is inconsistent with principles underpinning modern industrial and discrimination law for employees vying for the same position to have different rights of appeal.

These issues indicate there is a pressing need for reform if Victoria Police is to adopt contemporary employment practices and provide a more flexible workforce. All Victoria Police employees should have access to the same appeal rights and processes. A fairer system more aligned with modern employment practices would occur:

- If appeals were limited to claims regarding process, for example procedural fairness.
- If only applicants for an advertised position were entitled to appeal on process issues.
- If the period to appeal commenced on notification to unsuccessful candidates.
- If the names of selected candidates were published in the Police Gazette only after an appeal period had lapsed or once a candidate had been confirmed in the position.
- Where a position is open to sworn police and public servants, grievances against the decision should be heard by a delegate of the Agency head, in this case, a delegate of the Chief Commissioner.

OPI Recommendation

The Government should consider undertaking an urgent review of the Police Appeals Board with a view to ensuring processes for all Victoria Police employees are aligned and consistent with contemporary workforce practices.

Victoria Police Response

Recommendation supported.

Police Appeals Board Response

Police Appeals Board does not disagree but requires legislative change.

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33 OPI’s Review Team was unable to find any published data but was told the right of appeal given to public servants is rarely exercised, except in cases alleging unlawful discrimination
OPI Recommendation
Appeals in relation to transfers should be limited to an examination of process.

Victoria Police Response
Recommendation supported.

Police Appeals Board Response
Police Appeals Board does not disagree but requires legislative change.

OPI Recommendation
Appeals in relation to promotions should be limited to an examination of process.

Victoria Police Response
Recommendation supported.

Police Appeals Board Response
Police Appeals Board does not disagree but requires legislative change.
Exiting policing

Age retirement

As noted in the Workforce Issues paper there are workforce planning implications because of differences between eligibility for the retirement age of police (governed by State legislation) and the age at which individuals can access their superannuation (governed by Commonwealth legislation).

Under the Victoria Police Regulation Act 1958, sworn police, with the exception of the Chief Commissioner, are eligible for age retirement at the age of 50 years or at any time thereafter.\(^{34}\) The Emergency Services Superannuation Act 1986, which governs superannuation for Victoria Police, reflects this provision by allowing access to superannuation upon or after the age of 50 years.\(^{35}\)

Despite these provisions, the current Superannuation Industry (Supervision) Regulations 1994 (Cth) over-rides the State legislation and provides that employees including sworn police officers are only eligible to access their superannuation once they reach their preservation age, which is 60 for people born after 30 June 1964.\(^{36}\)

The differences between the dates at which a member of Victoria Police is eligible to retire and when he or she is eligible to access superannuation benefits raises a number of issues.

Age restrictions on accessing superannuation provide an incentive for individuals to remain in the workforce. This may be problematic, particularly for operational police upon whom the demands of the job, including many years of shift work in potentially volatile and dangerous situations, may have taken a physical toll. Although the Emergency Services Superannuation Scheme permits early payment when a person is incapacitated, it is acknowledged that many police can make a valuable contribution to the community and Victoria Police as an organisation despite an inability to meet the inherent requirements of operational policing.

Unfortunately, retention of these police in an organisation funded to provide a fixed number of operational police per capita is difficult. Under the current funding arrangements, Victoria Police must be able to make available every sworn member of police in an operational emergency. There are currently limited options available to Victoria Police to employ older sworn police who do not meet ‘operational readiness criteria’ despite the individual’s other capabilities and interest in remaining in the workforce.

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\(^{34}\) The age of retirement for the Chief Commissioner is 55 years or older

\(^{35}\) See Section 20D, Emergency Services Superannuation Act 1986

Increasing the length of stay in the workforce can also result in loss of motivation for police who may have planned to exit the workforce at an earlier age. Lack of motivation is likely to impact on those in contact with that employee. At the Sergeant or Senior Sergeant level it is particularly problematic given the influence these positions have over those in more junior ranks.

If the employee is disengaged, or takes extended periods of leave, his or her colleagues must carry extra workloads. This will again have a negative impact on workforce morale and will reduce Victoria Police’s capacity to respond to operational needs.

Operational efficiency would be enhanced if emergency workers … could access part of their superannuation when they are unable to continue to meet the inherent physical or psychological requirements of emergency service work.

These issues are not confined to policing in this State. Other emergency service workers who have physically and psychologically demanding roles are likely to face similar dilemmas.

Operational efficiency would be enhanced if emergency workers with physically and psychologically demanding roles could access part of their superannuation when they are unable to continue to meet the inherent physical or psychological requirements of emergency service work.

Returning to non-operational duties

As the Workforce Issues paper identified, one of the challenges for Victoria Police is how to better reintegrate into the workforce police who because of injury, illness or other reason are no longer able to perform operational duties. It should be noted that members of Victoria Police are not able to work in an operational capacity if they are not qualified under Operational Tactics and Safety Training.37

At forums facilitated by the OPI Review Team in 2010, a number of non-operational positions within Victoria Police were identified where police experience can value-add to the role. These include:

- Intelligence analysts
- Watch house staff
- Property officers
- Family violence support staff
- Community liaison (particularly multicultural community liaison officers)
- Evidence collation (particularly for traffic management and serious crime investigations)
- Recruiting officers
- Training officers

37 This training is conducted each six months. Police must be able to demonstrate up-to-date techniques in minimising use of force and firearms capability
• Members of selection panels
• Roles assisting with the internal transfer and promotion process
• Staff supporting a range of Education Department and Human Resource Department Projects.

Within Victoria Police’s Human Resources Department, the OPI Review Team observed a strong commitment to making more public service roles available to suit those with frontline police experience who have an understanding and commitment to organisational values.

OPI Recommendation

Sworn police members, who are no longer able to undertake operational duties, should be provided with necessary training and financial advice for redeployment, either within Victoria Police or elsewhere in the general workforce.

Victoria Police Response

Recommendation supported, but notes retraining or retaining would necessitate additional funding.

Police Appeals Board Response

The Police Appeals Board agrees with this recommendation but considers that recent projects within Victoria Police to return sworn members to operational duties have been met with resistance. There are cultural issues also to be addressed in relation to sworn members moving to unsworn positions. Legislative provisions including superannuation would also need to be addressed.
Conclusion

The aim of this Review is to establish whether Victoria Police has a framework to deliver a contemporary, flexible and professional policing service able to meet the changing needs of Victorian communities. The Review has determined that a number of reforms are required for Victoria Police to have a framework that provides for the effective management of a professional workforce in a way that is consistent with contemporary standards for professional policing and contemporary employment practices.

The existing framework is inadequate. It is shaped by historic practices, out-dated legislation and a strong, highly politicised industrial environment. Not surprisingly, the combination of these factors has led to the retention of work practices that favour maintenance of the status quo and pose significant barriers to the flexibility required for contemporary policing services.

The traditional funding model for police, based on police numbers per head of population, has inhibited a whole of organisation approach to policing services. As a result, some police have occupied non-operational positions better occupied by public servants. Funding based on fixed numbers of police rather than a global workforce budget limits the capacity for appropriate allocation of resources and long-term strategic workforce planning.

The current legislative framework for the regulation of police, the Police Regulation Act 1958, prescribes a workforce framework that in many respects reflects a different era, one which is inconsistent with current community expectations. In addition to archaic disciplinary provisions, the legislative role of the Police Appeals Board prescribed in the Police Regulation Act 1958 needs urgent review. The current capacity of the Police Appeals Board to overturn a range of decisions based on outmoded considerations inhibits effective workforce management.

The highly politicised industrial framework in which police operate has also influenced the framework for Victoria Police work practices over the last two to three decades. The focus on a political cycle for enterprise bargaining, with the Police Association claiming it can make or break successive Governments, has maintained outmoded employment practices.

The 2001 Enterprise Bargaining Agreement introduced the in situ promotion of Leading Senior Constables after 12 years. This reinforced the mistaken concept that length of service alone gives an entitlement to superior rank. Although length of service may be an indicator of experience, which is an important component of good policing, length of service does not necessarily indicate increased competency, up-to-date knowledge of law and procedure or leadership skills. Length of service should be recognised in pay scales, but promotion to rank should be based on merit and proven capacity.
Current Enterprise Bargaining Agreement negotiations should be undertaken with a view to providing a workforce in 2025 that balances individual hopes and aspirations for a rewarding career in policing with the organisational imperative that will enable Victoria Police to respond equitably to the policing needs of the Victorian community.

A range of incentives need to be available to recruit appropriate police to rural and less popular postings. All Victorians are entitled to a vibrant professional policing service that is ethical, has integrity and a strong performance culture.

To build a workforce with a strong performance culture Victoria Police needs to integrate performance management with learning and development systems. Lateral movements within Divisions should be regarded as learning opportunities and be free from bureaucratic processes.

Operational police should be required to regularly demonstrate ongoing capacity to meet all the inherent physical, psychological and professional requirements of policing. Where despite appropriate support an individual is no longer able to meet the necessary requirements, he or she should be provided with necessary training and financial advice for re-deployment either within Victoria Police or elsewhere in the general workforce.

Implementing many of the recommendations in this report is a matter for Government, having regard to the future policing requirements of the Victorian community. An optimal workforce framework for Victoria Police must balance realistic budgetary constraints in a politicised industrial framework with the long-term needs and expectations of the community. Although the Police Association has expressed concern about perceived loss of benefits associated with some of the recommendations arising from this Review, many of the other recommendations have broad consensus among key stakeholders and reinforce current thinking within Victoria Police.

Although the *Fair Work Act* 2009 governs industrial arrangements for the whole of Victoria Police, the framework for managing the workforce is divided. The *Public Administration Act* 2004 determines workforce rights and responsibilities for public servants and the *Police Regulation Act* 1958 determines workforce rights and responsibilities for sworn police. The recommendations in this report are intended to reduce the differences between the two systems to enable the Chief Commissioner of Police to better undertake the role of Chief Executive Officer of a public authority designed to deliver the best possible policing services to the Victorian community now and into the future.
# Abbreviations and glossary of terms

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>HRAssist</td>
<td>The Victoria Police Human Resources data management system.</td>
</tr>
<tr>
<td>OPI</td>
<td>The Office of Police Integrity.</td>
</tr>
<tr>
<td>Sworn member of Victoria Police</td>
<td>A Victoria Police employee who has taken the oath as a member of Victoria Police according to the Police Regulation Act 1958.</td>
</tr>
<tr>
<td>Non-sworn member of Victoria Police</td>
<td>A Victoria Police employee who has not taken an oath and who is a public servant employed under the Public Administration Act 2004. Sometimes referred to as unsworn.</td>
</tr>
<tr>
<td>VPTalent</td>
<td>The Victoria Police Talent Management System. This system is associated with the professional development system for Victoria Police managers and is used to identify an individual’s existing skills and capabilities and areas for future development.</td>
</tr>
</tbody>
</table>
Appendix One – Methodology

In September 2009, OPI convened a roundtable of Victoria Police members and consultants to help identify some of the key workplace issues potentially affecting the capacity of Victoria Police to meet its organisational goals. Preliminary interviews were also conducted with representatives of Victoria Police and the Police Association to identify any further issues related to flexible work policies and practices within the organisation.

Following the initial scoping phase an Workforce Issues paper was circulated in April 2010. It was indicated in the Workforce Issues paper that a range of focus areas would be examined by addressing:

- Recruitment and training;
- Transfer and promotion;
- Professional Development;
- Movement of staff;
- Return to work; and
- Exit strategies.

During and since the scoping phase the OPI Review Team have visited numerous Melbourne Metropolitan and Victorian country Police Stations and discussed current and emerging workplace environments with an emphasis on workplace flexibility and practices. Discussions were also held with: the OPI/Victoria Police ‘Police Representative Advisory Group’; Professional Development Committee representatives from each police region and police department; a forum with representatives from Constable and Senior Constable ranks; the Victoria Police Education and Training Department; the Human Resources Department; the Police Appeals Board and The Police Association.

38 Office of Police Integrity Issues Paper no 1 – Flexible work practices for policing – April 2010
Appendix Two – Auditor General’s 2006 recommendations

1. That Victoria Police improves its performance management system to ensure that it supports and monitors the culture change necessary for the move to proactive policing.

2. That Victoria Police:
   - invests in a robust human resource information system which includes a comprehensive reporting capability
   - develops evaluation strategies and performance measures for its overall workforce planning and for its individual workforce initiatives
   - implements changes to its performance management system to ensure its alignment with workforce planning.

3. That Victoria Police:
   - determines and advises government of the appropriate mix of sworn and non-sworn officers to deliver its policing services efficiently and effectively
   - expands its recruitment approach to provide more flexibility in the recruitment of experienced applicants.

4. That Victoria Police:
   - invests in ongoing training of all its regional intelligence analysts to improve their strategic analytical capability
   - evaluates the impact of its initiatives on its operational capability.

5. That Victoria Police:
   - broadens its employment options to provide more flexibility to retain its sworn officers particularly women and older officers
   - develops a clear and comprehensive framework for succession planning
   - invests in a robust information system capable of supporting development strategies and effective succession planning.  

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39  Auditor General Victoria May 2006 Planning for a capable Victoria Police workforce pp3-12
## Appendix Three – Sworn police salary schedule

### Victoria Police Workplace Agreement 2007

**Salary Table effective 06/09/2010**

<table>
<thead>
<tr>
<th>Rank/Classification Level &amp; Increment</th>
<th>06.09.2010</th>
<th>06.02.2010</th>
<th>Hourly</th>
<th>Fortnightly</th>
</tr>
</thead>
<tbody>
<tr>
<td>Commander</td>
<td>$143,233.00</td>
<td>$140,424.00</td>
<td>$72.24</td>
<td>$5,490.11</td>
</tr>
<tr>
<td>Commander</td>
<td>$140,424.00</td>
<td>$137,671.00</td>
<td>$70.82</td>
<td>$5,382.44</td>
</tr>
<tr>
<td>Commander</td>
<td>$138,327.00</td>
<td>$135,614.00</td>
<td>$69.76</td>
<td>$5,302.06</td>
</tr>
<tr>
<td>Chief Superintendent</td>
<td>$138,327.00</td>
<td>$135,614.00</td>
<td>$69.76</td>
<td>$5,302.06</td>
</tr>
<tr>
<td>Superintendent 6th Increment</td>
<td>$135,757.00</td>
<td>$133,095.00</td>
<td>$68.47</td>
<td>$5,073.55</td>
</tr>
<tr>
<td>Superintendent 5th Increment</td>
<td>$132,992.00</td>
<td>$130,383.00</td>
<td>$67.07</td>
<td>$5,097.57</td>
</tr>
<tr>
<td>Superintendent 4th Increment</td>
<td>$130,383.00</td>
<td>$127,827.00</td>
<td>$65.76</td>
<td>$5,097.57</td>
</tr>
<tr>
<td>Superintendent 3rd Increment</td>
<td>$127,588.00</td>
<td>$125,086.00</td>
<td>$64.35</td>
<td>$5,097.57</td>
</tr>
<tr>
<td>Superintendent 2nd Increment</td>
<td>$124,345.00</td>
<td>$121,900.00</td>
<td>$62.85</td>
<td>$5,097.57</td>
</tr>
<tr>
<td>Superintendent 1st Increment</td>
<td>$119,700.00</td>
<td>$117,353.00</td>
<td>$60.37</td>
<td>$5,097.57</td>
</tr>
<tr>
<td>Chief Inspector</td>
<td>$119,700.00</td>
<td>$117,353.00</td>
<td>$60.37</td>
<td>$5,097.57</td>
</tr>
<tr>
<td>Inspector 6th Increment</td>
<td>$117,616.00</td>
<td>$115,310.00</td>
<td>$59.32</td>
<td>$4,508.21</td>
</tr>
<tr>
<td>Inspector 5th Increment</td>
<td>$114,660.00</td>
<td>$112,412.00</td>
<td>$57.83</td>
<td>$4,394.91</td>
</tr>
<tr>
<td>Inspector 4th Increment</td>
<td>$112,412.00</td>
<td>$110,208.00</td>
<td>$56.69</td>
<td>$4,308.74</td>
</tr>
<tr>
<td>Inspector 3rd Increment</td>
<td>$110,207.00</td>
<td>$108,046.00</td>
<td>$55.58</td>
<td>$4,224.22</td>
</tr>
<tr>
<td>Inspector 2nd Increment</td>
<td>$108,046.00</td>
<td>$105,927.00</td>
<td>$54.49</td>
<td>$4,141.39</td>
</tr>
<tr>
<td>Inspector 1st Increment</td>
<td>$105,927.00</td>
<td>$103,850.00</td>
<td>$53.42</td>
<td>$4,060.17</td>
</tr>
<tr>
<td>Senior Sargeant 6th Increment</td>
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