



VICTORIA POLICE



VICTORIA POLICE BLUE PAPER:

# A VISION FOR VICTORIA POLICE IN 2025

Published by Victoria Police, May 2014

© The State of Victoria, Victoria Police 2014

This publication is copyright. No part may be reproduced by any process except in accordance with the provisions of the Copyright Act 1968.

Print managed by Finsbury Green

This document is available online in PDF format at [www.police.vic.gov.au](http://www.police.vic.gov.au)

**Disclaimer**

This publication may be of assistance to you but the State of Victoria and its employees do not guarantee that the publication is without flaw of any kind or is wholly appropriate for your particular purposes and therefore disclaims all liability for any error, loss or other consequence which may arise from you relying on any information in this publication.

# Foreword

---



Victoria Police constantly strives to meet the needs and expectations of the Victorian community. As public demands for our services grow and change, Victoria Police must consider how it should adapt over the medium to long term.

Although Victoria Police has a three year corporate plan (2012-2015), there is no clearly laid out, long-term strategy. The Rush Inquiry criticised Victoria Police for a fragmented approach to strategic planning, including a failure to set objectives for the short, medium and long term.

That's why Victoria Police has produced this Blue Paper, as a basis for the development of a new, long-term strategic plan for the period 2015 to 2025.

In particular, it outlines the strategic choices Victoria Police must make - including priorities - in a period when Victoria Police will need to do more to enhance public safety with relatively fewer resources.

The Blue Paper identifies the broader social, economic and environmental trends, and internal challenges, facing Victoria Police now and in the coming years. Many of the internal issues have developed over decades; some have their origins as far back as the nineteenth century.

It is clear that the current operating model for Victoria Police is struggling to cope with the unprecedented demands upon it and to meet public expectations. Without a real transformation, it will not meet the expected growth and changes in demand for policing.

*A Vision for Victoria Police in 2025* sets out three proposed strategic directions to enhance public safety and increase value for money for the Victorian community through its investment in Victoria Police:

- better matching of resources to demand by rethinking the traditional operating model
- improving capability through workforce reform and technology
- collaborating more closely through partnerships.

Sir Robert Peel, the founder of modern policing, said that "the police are the public and the public are the police". That principle remains of great importance today. Victoria Police and the whole community need to work more closely together to make Victoria a safer place.

**Ken Lay APM**  
**Chief Commissioner of Police**

# Contents

---

<b>Part 1</b>	<b>5</b>
I The need for transformation	6
II Role and functions of Victoria Police	8
III Strategic context	12
IV Organisational challenges	16
<b>Part 2</b>	<b>22</b>
V Strategic goals and directions	23
VI Better matching of resources to demand	25
VII Improving capability: people and technology	40
VIII Collaborating more closely through partnerships: beyond engagement	52
IX The road to transformation	60

# PART 1





## Introduction: the need for transformation

---

The current operating model for Victoria Police is struggling to cope with the increasing demands upon it and to meet public expectations. As it stands, the model will not meet expected growth and patterns of demand in the coming years:

- demand for urgent responses (Triple Zero calls) is outpacing population growth
- serious and organised crime is growing rapidly, as it becomes increasingly national and international
- the true extent of some types of crime (especially family violence, sexual abuse and fraud) is not reflected in reports to Victoria Police but as reporting increases, so too will demand.

Rapidly increasing demand is driven by major social, economic and environmental trends:

- increasing crime resulting from social problems – abuse of alcohol and illicit drugs, family violence, child abuse, online sex offences, and mental illness
- changing demography – increasing population diversity and density concentrated on Melbourne’s urban fringe; population ageing and growing levels of disadvantage

- changing social values and expectations – greater cultural diversity, changing social connections based on communities of interest and growing expectations of public authorities
- rapidly changing technology – enabling new ways of committing crime as well as new types of crime; police are struggling to keep pace with criminal networks
- economics and government finances – the past twenty years of high economic growth (and associated revenue growth) have come to an end; significantly lower economic growth and tax revenue growth over the coming decade is almost certain
- a changing physical environment – the scale, frequency and severity of extreme weather events is increasing.

These pressures cannot be relieved by adding more resources according to traditional patterns of investment, for two reasons:

- tax revenue will be insufficient. Lower revenue growth and substantially increased demands on public expenditure are increasingly likely to constrain government funding for particular public services;

- patterns of investment over the past twenty years (an almost exclusive focus on numbers of police and police stations) will not meet the challenges faced by police and the community's expectations.

A transformation is required to maximise the effectiveness of Victoria Police with limited resources – a significant change to achieve better value for money.

Yet Victoria Police lacks the flexibility to use its resources to respond in the best possible way to the increased demands on it:

- There is a mismatch between patterns of demand and the allocation of resources:
  - o Historically, the geographic distribution of operational staff appears to have been matched to population size, rather than crime rates or the likely need for policing activity.
  - o Rostering often does not reflect service demand, due to inadequate forecasting, traditional practices and industrial arrangements.
  - o Industrial arrangements limit the capacity to move police efficiently from one location to another.
  - o The location of current police stations often reflects a bygone era of horse-drawn transport, rather than a service delivery model that matches demand.
- Inadequate investment in technology has left Victoria Police in the twentieth century, in a world in which the 'virtual' (for example digital information and electronic systems) is becoming more important and the physical (for example buildings) less important.

In the face of these strategic challenges, there is no clear, long-term strategy for Victoria Police, even though it has a three year corporate plan (2012-15).

The Rush Inquiry criticised Victoria Police for a 'fragmented' approach to strategic planning, including a failure to set objectives for the short, medium and long term.<sup>1</sup>

To continue to meet the needs and expectations of the community, Victoria Police must consider how it should change over the medium to long term. The history of Victoria Police shows the danger of being swept along by waves of social and technological change, and responding only under external pressure. Instead Victoria Police should shape its own development, through engagement with the Victorian community about the strategic choices it must make – including setting priorities.

Based on an understanding of the role of Victoria Police, the principles of policing, and the external and internal challenges facing Victoria Police, *A Vision for Victoria Police in 2025* lays out three proposed strategic directions to enhance public safety, and increase value for money for the Victorian community through its investment in Victoria Police:

- better matching of resources to demand by rethinking the traditional operating model
- improving capability through workforce reform and technology
- collaborating more closely through partnerships.

The *Vision* outlines the challenges facing Victoria Police now and over the years to 2025, and how the organisation should respond to them. The *Vision* is not a strategic plan: such a plan will be developed after further analysis is undertaken on how best to deliver policing services to the Victorian community.

For further information about the Blue Paper, please phone 9247 5825 or email [VICTORIAPOLICEBLUEPAPER-OIC@police.vic.gov.au](mailto:VICTORIAPOLICEBLUEPAPER-OIC@police.vic.gov.au)

<sup>1</sup> State Services Authority (2011) *Inquiry into the command, management and functions of the senior structure of Victoria Police*, Melbourne: State Government of Victoria, p.18.

# II

## Foundations: Role, functions and principles

---

### Role and functions of Victoria Police

The *Victoria Police Act 2013* defines the role of Victoria Police as being to *serve the Victorian community and uphold the law so as to promote a safe, secure and orderly society*. The Act provides that the functions of Victoria Police include:

- preserving the peace
- protecting life and property
- preventing the commission of offences
- detecting and apprehending offenders
- helping those in need of assistance.

In practice, the role of Victoria Police is far more complex. A safe, secure and orderly society depends not only on the conduct of police, but on the activities of citizens, and many other organisations. Their behaviour is influenced by many factors, including changing demographics and general social and economic conditions.

Police increasingly deal with the consequences of a variety of social ills, such as family violence, abuse of alcohol or illicit drugs, mental illness or underemployment. They depend on the effectiveness of other services to resolve a situation fully, and they are expected to work with other agencies to find ways to deal with the causes of harmful behaviours.

Legislation reflecting changing social values and attitudes has further increased demands on police in areas such as mental health, family violence, traffic offences and sex offenders.<sup>2</sup>

Consequently the role of police has expanded, and become more complex and time-consuming. The Act provides no clear guidance on where police activities should stop: the list of statutory functions is both very broad and inclusive. When coupled with a 'solution-oriented' mindset, a real danger exists that Victoria Police will attempt to be 'all things to all people' – an unsustainable position.

Victoria Police needs therefore to be clear on its core functions. It might be argued that those functions require the totality of the knowledge and skills acquired by sworn officers, or their unique legal powers. Functions that do not fit that description could be performed by others.

Moreover, a substantial proportion of traditional, visible, public policing is increasingly carried out by private security firms. The rise of private, plural and hybrid (mixed public and private) policing poses both challenges and opportunities for Victoria Police. It is crucial to find the right relationship between public and private forms of policing.

---

<sup>2</sup> It should be noted that, in some cases, Victoria Police has promoted new legislation where it has perceived both a need and the necessary community support (for example, in relation to family violence).

## Principles of policing

The role and functions of Victoria Police and the principles that govern them are inextricably linked. The fundamental purpose of policing is the protection and vindication of the human rights of every citizen.<sup>3</sup>

Equally, police must protect human rights in the exercise of their duty; every interaction between a sworn officer and a member of the public conveys strong signals about whether that person is treated with respect and dignity.

The principles established by Sir Robert Peel in 1829 when he created the London Metropolitan Police, remain relevant today and inform many aspects of the *Vision*:

- (1) The basic mission for which the police exist is to prevent crime and disorder.
- (2) The ability of the police to perform their duties is dependent upon the public approval of police actions.
- (3) Police must secure the willing co-operation of the public in voluntary observation of the law to be able to secure and maintain the respect of the public.
- (4) The degree of co-operation of the public that can be secured diminishes proportionately to the necessity of the use of physical force.
- (5) Police seek and preserve public favour not by catering to public opinion, but by constantly demonstrating absolute impartial service to the law.
- (6) Police use physical force to the extent necessary to secure observance of the law or to restore order only when the exercise of persuasion, advice, and warning is found to be insufficient.

- (7) Police, at all times, should maintain a relationship with the public that gives reality to the historic tradition that the police are the public and the public are the police; the police being only members of the public who are paid to give full-time attention to duties which are incumbent upon every citizen in the interests of community welfare and existence.
- (8) Police should always direct their action strictly towards their functions, and never appear to usurp the powers of the judiciary.
- (9) The test of police efficiency is the absence of crime and disorder, not the visible evidence of police action in dealing with it.<sup>4</sup>

These principles centre on the prevention of crime and disorder. They do not consider some of the broader aspects of community safety for which Victoria Police is responsible, such as road safety (which was not a major concern for police in the early nineteenth century) and emergency management (for example, response to bushfires and floods). Yet a number of the principles are highly relevant to both of these activities, which are of major importance for Victoria Police in the twenty first century.



<sup>4</sup> While these principles are generally attributed to Sir Robert Peel, it is likely they were composed by Charles Rowan and Richard Mayne, as the first and joint Commissioners of the London Metropolitan Police: see <http://www.civitas.org.uk/pubs/policeNine.php>, accessed 13 August 2013. The formulation of these principles varies slightly from one source to another; this simpler version is from <http://www.nwpolice.org/inside-new-westminster-police-department/history/>, accessed 13 August 2013.

<sup>3</sup> Patten, C. (1999) *A New Beginning: Policing in Northern Ireland - Report of the Independent Commission on Policing for Northern Ireland*, Belfast: Independent Commission on Policing in Northern Ireland, p.18.

## Public support for police - producing public value and upholding community values

The principle of policing by consent of the public remains at the heart of a modern Victoria Police.

What does public approval depend upon?

Police must produce public value – that is, they must understand and respond to the community’s concerns about public safety, at the lowest possible cost in terms of money and authority – and, in doing so, uphold community values.

At least seven dimensions of the public value of policing are important:

- reducing crime and victimisation
- calling offenders to account
- reducing fear and enhancing personal security
- ensuring civility in public spaces (ordered liberty)
- using force and authority fairly, efficiently and effectively
- using financial resources fairly, efficiently and effectively
- quality services/customer satisfaction.<sup>5</sup>

Public value is therefore in part created by upholding shared community values. In a diverse society, the values to be reflected by Victoria Police ought to be those that can be defended as right, or just, in the mind of the community.

These values include upholding the rule of law, but go beyond it to the social obligations that underpin a civilised society. Police must treat every citizen – whether victim, offender or otherwise - with dignity and respect. Police must convey trustworthy motives, allow citizens to speak up and express their views during encounters, and not profile people based on race, gender or any other inherent characteristic.

Peel emphasised not only that “the police are the public”, but also that police should not cater to public opinion. Thus the police need to be recognisable to the diverse ethnic, religious and other groups within the community, but at the same time held to ethical standards in performing their duties that are higher than those in the community at large.

Peel also stressed the importance of accountability to the public. Police are given by the public the power to deprive individuals of their liberty and to use force in the cause of upholding the law.

Public accountability requires transparent measurement of all aspects of performance. Victoria Police could establish a new performance management system that measures the effectiveness of its activities, based on the seven dimensions of public value described above.

All measures should be reported on publicly, so that the Victorian community has a full picture of the value provided by Victoria Police.

---

<sup>5</sup> Moore, M. (2013) *Recognizing Public Value*, Cambridge, MA: Harvard University Press, p.65. Note also that the broader economic value of public safety is considerable, as it is a major factor for potential visitors, investors, students and migrants from other jurisdictions.

## The nature of the relationship between government and police

Victorians express their views about what they value through the political process, as well as in more direct ways. Accordingly, Victoria Police is also accountable to the relevant minister. The police are, and always have been, part of the executive branch of government. There is no constitutional separation of powers between police and the elected government of the day.

At the same time, the common law has recognised that a sworn police officer has an independent discretion, immune from ministerial direction, in the performance of their duties as a constable and the exercise of their coercive powers.

The new Act resolves this tension by providing that the minister can give written directions to the chief commissioner in relation to the policy and priorities of Victoria Police, except in relation to specified matters. Those matters include decisions about law enforcement, investigation and prosecution in relation to a particular person or group, and the organisational management of Victoria Police (such as deployment of officers to particular locations).

Thus the government of the day remains responsible for ensuring that community priorities are met by Victoria Police, but in a general way that does not prescribe (among other things) the allocation or deployment of members of Victoria Police.



# III

## Strategic context

---

### **Demand for Victoria Police services, including key crime trends**

Demand for Victoria Police services, driven both by calls for assistance to Triple Zero (000) and growth in serious and organised crime, is outstripping the capacity of the organisation to respond effectively. This is demonstrated in a number of ways.

The number of incidents to which Victoria Police has responded, measured by calls to Triple Zero (000), has increased by an average annual rate of 4.2 per cent over the past five years, compared to an average annual population growth rate of 1.7 per cent. The reasons for this growth are unclear.

There is a strong argument that the harm caused by serious and organised crime is growing.

Victoria Police Crime Command is dealing with an increase in the most serious matters. Between 2009-10 and 2011-12 there was an overall increase of 54 per cent in the most serious (category 1) investigations undertaken by the Organised Crime Portfolio of Crime Command. For example, in the three years to 2011, there was a 300 per cent increase in detected illicit drug laboratories.

At the same time, Crime Command is dealing with increasingly complex investigations requiring specialist skill and resources, preparing

larger briefs of evidence and experiencing more extensive court commitments. In addition, because organised crime usually crosses borders, there is a greater need to contribute to joint taskforces aimed at tackling national and international crime issues, as well as counter terrorism investigations.

Victoria Police must also continue to manage traditional types of crime, both 'volume crime' (such as theft of motor vehicles) and 'signal crimes' (particular types of criminal and disorderly conduct that have a major impact on the community's fear of crime, including rare but catastrophic and high profile crimes). The reported rate of some serious crimes against the person has increased substantially over the past decade (rape, abduction/kidnap); on the other hand, the reported rate of other serious crimes has decreased significantly over the same period (murder, robbery and armed robbery, assault with weapon).

A great deal of crime is not revealed in crime statistics collected by police, commonly called the 'dark figure'. The dramatic increase in the recorded incidence of assaults and property damage caused by family violence in Victoria over the last ten years, noted below, reveals the extent of the dark figure for family violence, caused by changes in legislation and the approach of Victoria Police to such crimes.



To take another example, it is estimated that only 20 per cent of all sexual assaults are reported to police, compared with around 50 per cent of physical assaults, and nearly 100 per cent for motor vehicle thefts.<sup>6</sup> As a consequence of recent and ongoing public inquiries, it is expected that the reporting rate of abuse against children, both historic and current, will increase significantly in coming years.

Thirdly, it is well known that fraud is seriously under-reported. Again, it is likely that many more incidents of fraud will be reported to police in coming years.

Trends in certain types and causes of crime also indicate growing demand on Victoria Police services over the next decade:

- Over the past decade, alcohol-related assaults have increased by almost 50%,<sup>7</sup> and there is evidence of an increasing culture of excessive alcohol consumption among young people.

<sup>6</sup> Australian Bureau of Statistics (2013) *Crime Victimisation Australia, 2011-12*, at <http://www.abs.gov.au/ausstats/abs@.nsf/Lookup/4530.0Chapter2032011-12>; Australian Institute of Criminology (2013) *Australian Crime: Facts and Figures, 2012*, Canberra, p.ix.

<sup>7</sup> Victorian Auditor-General (June 2012) *Effectiveness of Justice Strategies in Preventing and Reducing Alcohol-Related Harm*, Melbourne: State of Victoria, p.x.

- The number of offences for possession or use of common illicit drugs (for example cannabis, amphetamine-type stimulants (ATS) such as 'ice') has increased substantially over the past ten years. Police and other community members report that illicit drug use has become more normalised in society from a young age. It is common for drug offenders to be involved in other criminal activities, and ATS and synthetic drug users are likely to prove an increasing challenge because of their tendency to violence and psychosis.
- Family violence incidents reported to Victoria Police have doubled over the past 10 years and such violence remains a growing problem.
- Child abuse and online child sex offences are of increasing concern. Child pornography is said to be the fastest-growing crime type in the world and recorded child pornography offences in Victoria have almost doubled over the last decade. Victoria Police and other experts think that they are only detecting a fraction of the problem. In addition, the prevalence of other forms of child abuse is growing rapidly and is expected to continue to do so.
- The use of firearms in offences reported to Victoria Police has increased by almost 50 per cent over the last five years, driven by assault and robbery; it is also becoming more public and brazen.
- Demands on Victoria Police caused by mental health incidents in the community are growing, as the visibility (but not prevalence) of mental illness has increased in recent years; this is unlikely to decline in the short-term, given the links to substance abuse and unmet demand for mental health treatment.

## Demographic changes

Demographic changes will contribute to a number of the future challenges for Victoria Police:

- a growing number and diversity of immigrants in new and emerging communities, highly concentrated in areas that already have the largest overseas-born populations
- a growing population, concentrated in the urban fringe of Melbourne and major regional centres, with a higher likelihood of crime associated with higher density living
- significant overlap between areas with both high ethnic diversity and high population growth (such as the municipalities of Casey, Hume, Whittlesea and Wyndham)
- an ageing population that is often more anxious and more vulnerable to certain types of crime, and a large and increasing group of disengaged young people
- growing levels of disadvantage, especially in new and emerging communities and areas of rapid urban growth, and increasing job insecurity.<sup>8</sup>

## Social values and expectations

Community values are also changing and diverging:

- there is a loss of shared identity driven by increasing individualism and risk avoidance (including withdrawal from public places and civic engagement)
- greater expectations are placed on government (including police) to manage risk, and to respond to public demands for services and accountability and

- respect for public employees, including police, is declining.<sup>9</sup>

A greater range of differing values makes policing by consent more difficult.

## Technology

Technology is shaping the future of policing in both negative and positive ways.

It is enabling new forms of criminal activity (e.g. cyber crime such as fraud and child pornography), and facilitating the commission of old crimes (e.g. drug trafficking, terrorism) in new ways. In addition, social media and citizen journalism are increasing scrutiny of police and shaping the community's opinion of public safety.

At the same time, social media and citizen journalism offer substantial benefits in upholding public safety. Further, a range of technological advances, including sensors (such as automatic number plate recognition), predictive DNA testing and data analytics, are making public safety systems smarter.

## Economic and fiscal trends

The positive economic conditions and associated strong revenue growth over the last ten years are unlikely to continue over the coming decade. Productivity Commission projections suggest that Australia will see slower growth in average incomes than in the past 50 years.<sup>10</sup> Victorian revenue growth over the next four years is projected to be 3.6 per cent, compared to more than 7 per cent in the decade to June 2010.<sup>11</sup> These financial pressures will be made worse by growing service demands and expectations, including on police.

<sup>8</sup> The labour force underutilisation rate (unemployment and underemployment combined) in November 2013 was higher than at any time since 1999: Australian Bureau of Statistics (January 2014) Labour Force, Australia (ABS cat. no. 6202.0) Table 22: Labour Force Underutilisation Rate: [http://www.ausstats.abs.gov.au/ausstats/meisubs.nsf/0/378F6A6FF-C8BCF3CCA257C7D000C3BF5/\\$File/6202022.xls](http://www.ausstats.abs.gov.au/ausstats/meisubs.nsf/0/378F6A6FF-C8BCF3CCA257C7D000C3BF5/$File/6202022.xls), accessed 28 February 2014; see also Brotherhood of St Laurence and Melbourne Institute of Applied Economic and Social Research (2013) *Social Exclusion Monitor Bulletin*, Melbourne.

<sup>9</sup> This is evident in both hospitals and schools: see Parliament of Victoria Drugs and Crime Prevention Committee (2011) *Inquiry into violence and security arrangements in Victorian hospitals and, in particular, emergency departments*, Melbourne; and Herald-Sun, *Class War*, 28 January 2014. More generally, see IPSOS Social Research Institute (2013) *The Mind & Mood Report: Community Perspectives on social change (2003-2013)*, Report commissioned by Victoria Police (unpublished). Of course, some serious and well-publicised cases of police misconduct have also contributed to a decline in respect for police.

<sup>10</sup> Harris, P. (2013) *Productivity and the National Income Outlook*, Speech to the Trans-Tasman Business Circle, Perth, 18 September 2013.

<sup>11</sup> Victorian Department of Treasury and Finance (2013) *Building for Growth: 2013-14 Budget Update*, Melbourne: Victorian Government

## **Changes in the physical environment**

The scale, frequency and severity of natural disasters (such as extreme bushfires and flooding) and other extreme weather events (for example heatwaves) has increased over the last ten years and, according to the CSIRO, this trend is likely to continue.<sup>12</sup> These will create additional demands on Victoria Police, especially in emergency management.

## **Legislation and policy initiatives**

There appears to be a trend towards more frequent changes in legislation and policy, and a public preference for legislative responses to the symptoms of complex social issues.

<sup>12</sup> CSIRO (2013) *Submission to the Senate Standing Committee on Environment and Communications Inquiry into Recent trends in and preparedness for extreme weather events.*

In addition, the increasing importance of policing as a political issue poses challenges to Victoria Police's ability to build a workforce profile that delivers on its strategy.

## **Public scrutiny**

Independent scrutiny of Victoria Police activities has been strengthened significantly over the past decade, yet public concerns about issues of transparency and accountability persist. As a result, these issues will continue to be significant for Victoria Police.



# IV

## Organisational challenges

---

### **Financial constraints and the productivity imperative**

Victoria Police will be affected by more severe public funding constraints, both directly, and indirectly through changes to other areas of government activity, since Victoria Police is the public agency of last resort for citizens, when a social problem requires intervention by public services. In the face of rising demand, Victoria Police must learn to deliver more with relatively less. If Victoria Police revenue growth reflects Department of Treasury and Finance projections indicating that it is likely to be less than the combination of population growth and inflation, and expenditure growth follows the trend over the last few years, the organisation will face increasing budgetary pressure and more serious constraints on its operations in future - unless ways can be found to increase operational effectiveness and provide better value for money.

### **The right people, with the right capability, in the right roles**

A number of issues concerning the Victoria Police workforce indicate the need for transformational change:

- Despite improvements in recent years, there is not a truly systematic approach to reducing unethical conduct.

- There are indications of a cultural divide between sworn (police and Protective Services Officers (PSO)) and Victorian Public Service (VPS) staff, caused in part by the differences in employment arrangements, including disciplinary processes.
- The cultural divide is reinforced by the inability of Victoria Police to choose an optimal workforce mix: successive governments have for many years required the force to employ a fixed number of police. The result is a limited capacity to employ VPS staff in functions where they would be more suitable and more financially viable than police, limiting the organisation's ability to plan its workforce properly. The ratio of 'civilian' to sworn staff in Victoria is lower than in New South Wales and Queensland, and is almost a third of that in the United Kingdom.
- Victoria Police still falls short of the ideal that it reasonably reflect the demographics of the community it serves:
  - Women account for about 25 per cent of all police, and around 10 per cent of more senior ranks (inspector and above); the rate of increase in the overall proportion has slowed to be almost negligible.

- o Among current police recruits, the proportion born outside Australia is about half of the figure for the Victorian population as a whole.
- o Around 0.3 per cent of police are Indigenous (compared to around 0.7 per cent for the population at large).
- With few exceptions, recruitment of police occurs through a single pathway centred on a career for life, creating a largely 'sealed' organisation; direct entry from outside a police organisation into a sworn officer's role is virtually non-existent. Yet generational shifts have produced a sharp decline in the average tenure in any one job.
- The physical, psychological, security and language assessments of recruit applicants create risks for the organisation.
- Continuing education and training for police does not sufficiently support psychological health and ethical standards, and many middle-level managers have received inadequate professional development for their roles; those in country areas can't readily access continuing professional development.
- Performance management within the organisation is yet to be fully accepted: there is a reluctance in some quarters to give and receive honest feedback.
- The discipline system for sworn members remains complex, slow, overly formal and punitive.
- Rostering arrangements generally are based on an historic minimum service requirement, and do not adequately reflect demand changes during the week and at different times of the day.
- Central co-ordination of the workforce is limited, as rostering is undertaken locally in work units and based on a manual process.
- Mobility of police is limited by a number of aspects of the relevant enterprise agreement, including requirements that:
  - o each position within the sworn profile is 'owned' by an officer and attached to a particular location;
  - o other than on disciplinary grounds, in practice an officer can only be moved to another location within 24 kilometres (or, for a country member asked to work outside the metropolitan area, 50 kilometres) of the member's continuing position, before (unfunded) excess travel time and cost penalties must be paid.

Physical infrastructure creates further impediments to matching resources to demand. A growing number of Victoria Police buildings and other fixed assets are degraded to at least some extent, are not fit for purpose, and do not meet modern operational policing needs.

The location of police stations often reflects a bygone era of horse-drawn transport: they tend to be clustered around older established areas of Victoria, not necessarily in areas where the demand is greatest or where they provide an appropriate response capability. They serve specific geographic communities, rather than a service delivery model that matches demand, focused on accessibility, visibility, mobility and flexibility of police.

### **Matching people and infrastructure to demand**

Currently, staff resources do not appropriately match demand:

- Historically they have been matched to population size, rather than crime rates or the likely need for police services: there is significant variation in the ratio of police to crime rates across Victoria;

## Information and knowledge management

Victoria Police has lacked a comprehensive, long-term strategy to guide the governance and business use of, and appropriate investment in, its information. As a consequence, the organisation does not have an integrated approach to information management. For example, the Law Enforcement Assistance Program (LEAP) record management database does not include intelligence, which is stored on the separate Interpose database and is not available to all operational police during a shift. There have been a number of high profile lapses of information security and police face an enormous information burden. Victoria Police's current operational policing information environment comprises more than 100 processes and 10 critical systems. These require laborious manual handling, data entry and duplication of effort, which in turn leads to incomplete, delayed and varied quality of data for decision support and less time for core policing duties.

For example, typically at the end of a shift a police officer is required to return to a station to enter data into systems, and complete and fax hardcopy documentation to a centralised area for retyping into the ageing LEAP database.

Around 50 per cent of a police officer's time on each shift is spent in the station, with a significant proportion attributed to administrative tasks associated with information capture and reporting. Increasingly police find that their paperwork burden requires them to commence shifts early and finish late in order to complete documentation. Delays in processing information and making it available for operational members present difficulties for police in responding to service delivery calls and increase safety risks to both police and the public.



## PIPP – A new approach to information management

The Policing Information Process and Practice Reform Program (PIPP) focuses on improving processes and practices, with IT being the critical factor. PIPP is developing a strategic view of Victoria Police's information, IT and business needs, to better meet the changing requirements of the community and the police.

PIPP received \$23.3 million, over four years, in the 2013-14 budget to fund two projects essential to improving police systems. The first, the Sustain Project, will focus on necessary maintenance of the ageing LEAP and Interpose systems for the coming five years. The second project, the Transform Project, is developing a long-term, integrated and sustainable solution for managing investigations and intelligence to support future police service delivery, as part of a long-term information management strategy.



As a priority, PIPP focuses on creating a single point of access to the information held in multiple disparate systems. PIPP will also target investment in changes to processes and automation of processes to reduce administrative tasks. Further, it will increase the availability and accessibility of information through mobile technology in the field and introduce new service channels for the community, such as online reporting.

As part of the PIPP process, an application has been introduced to simplify specific high-volume policing processes (family violence and field contact reporting). This application improves the availability and overall quality of data on LEAP by providing a user interface that enables reports submitted by members to be immediately available via the LEAP database. It reduces duplicate data entry and provides members with the ability to pre-populate required forms with data already captured. This application has enabled process changes that reduce time spent by frontline members completing family violence and field contact reports.

It is conservatively estimated that improvements in family violence processes alone, have released an extra 72,000 police hours for patrol and proactive duties, at an equivalent value of \$3.8 million. It is also estimated that there has been a 30 per cent reduction in the time spent on the relevant administrative documentation by front line police. These figures do not take into account reductions in back office data entry requirements, or the enhancements gained from the field contact reports. With the success of this initial implementation, expansion of this application to all crime reporting and offender processing is planned for 2014 to gain further efficiencies.

## Information and communication technology

Almost a decade and a half into the twenty first century, Victoria Police labours with twentieth century technology. Victoria Police officers regard the poor state of the organisation's technology and IT in particular as a severe constraint on their ability to do their job, and compare it unfavourably with police organisations in other states and English speaking countries. This state of affairs is the result of funding and management decisions - including omissions - over many years.

The problems created by inadequate information and communications technology affect Victoria Police operations in a number of ways:

- **Operational communications** – in country areas, police rely on an analogue radio system that is not secure and can be intercepted by almost anyone who wants to listen to police conversations. The organisation cannot meet the increasing demand from individual police officers for personal audio video recording devices; consequently many police officers use their own devices and store and transfer files in a way that is not secure. Limitations on bandwidth capacity to police stations cause delays in processing information, decreasing frontline police availability for patrol and tasking.
- **Systems capability**
  - o There are multiple applications that do not share information, are not mobile, do not contain an adequate security or audit function and do not support organisation-wide, end-to-end business processes. These multiple databases, many of which are unsupported or have single points of failure, require duplication of information and manual data entry.
  - o Growing from operational necessity, ad-hoc workarounds have produced in excess of 600 stand-alone small to large software programs and databases.
  - o The Victoria Police computer network still uses Windows XP, which has been superseded by three newer operating systems. Many police encounter difficulty in opening documents created using newer programs and resort to taking the documents home to read, print or convert to a usable format. The operating system will be upgraded by the end of 2014, for the first time in many years.
  - o Insufficient computer storage space presents a real capacity issue, with some members unable to readily store and access data (such as audio-visual files) needed to perform their duties.
  - o The inability to access and apply data analytics, voice recognition and video analysis to valuable raw information limits real-time preventative, detection and investigation efforts.
  - o LEAP, the main database for Victoria Police, operates on obsolete mainframe and 'green screen' technology, described in 2009 by the Ombudsman as 'antiquated', and 'unsuited to a twenty first century approach to policing'.<sup>13</sup> Almost five years later, LEAP remains the core data storage and retrieval system for Victoria Police.

---

<sup>13</sup> Ombudsman Victoria (2009), *Crime Statistics and police numbers*, Victorian Government Printer, p.8.



- **Online service delivery** - Victoria Police's general online services are limited to Party Safe registrations, submission of compliments and complaints about police behaviour, police recruitment applications and access to an array of online forms. Even these services still require manual handing at the back office.
- **Inter-agency information sharing** - Victoria Police's information technology capability does not adequately support the imperative to share information with other government agencies.

For example, Victoria Police's contribution to the Australian Crime Commission's secure intelligence sharing system, linking multiple law enforcement agencies, is supported by a manual process, with limitations on the capability to add further analysis. Further, a lack of dexterity and mobility in information delivery systems restricts physical co-location with other enforcement and community partners.



## PART 2





## Strategic goals and directions

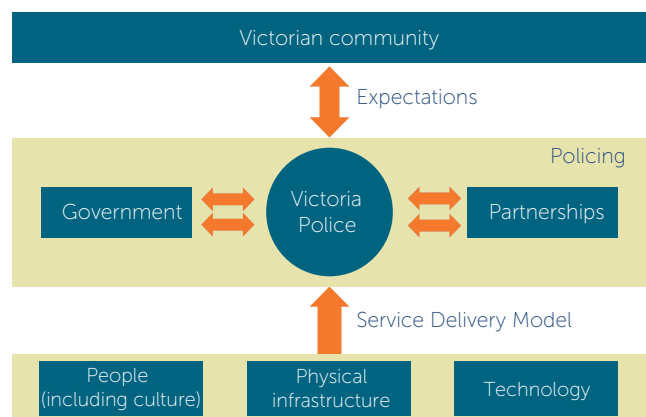
Over the decade to 2025, Victoria Police will need to become a more connected, intelligence-led and evidence-based organisation, that works closely with communities and partners to prevent, and reduce the harm from crime, disorder and other public safety hazards. It will be challenged to do better with relatively less.

Further reductions to VPS staff have real potential to reduce the capacity of Victoria Police to deliver frontline operations. Other mechanisms must be used to enable Victoria Police to be more effective and efficient.

Achievement of Victoria Police’s goals will require three related strategic directions:

- better matching of resources to demand by rethinking the traditional operating model
- improving capability through workforce reform and technology
- collaborating more closely through partnerships.

Figure 1: A Vision for 2025: Victoria Police operating model



The traditional police service delivery model needs to shift from one based on historically-determined locations and physical infrastructure, which can restrict efficiency and effectiveness, towards one that is flexible, risk-based and digitally-enabled.

In considering how best to harness the skills, knowledge and experience of Victoria Police staff to deliver greater operational effectiveness, the interactions between individuals are critical to the overall productivity of the workforce. Different roles and functions complement, influence and enable the effectiveness of others to a greater or lesser extent. Thus a different workforce mix has the potential to substantially improve operational effectiveness.

Key lines of inquiry must consider how Victoria Police can deliver better service with relatively less:

- What functions drive the effectiveness of Victoria Police and the achievement of outcomes – at the frontline and behind it?
- Are these functions being delivered in the right proportions to maximise effectiveness?
- Are these functions being delivered by the right people – sworn, VPS, or contractors – to maximise effectiveness?
- Are these functions being delivered in the right ways to maximise effectiveness?
- Can levers such as technology be used to enable better interactions?

There is great potential for sophisticated technology, fully integrated with reformed business processes, to revolutionise Victoria Police's operational effectiveness.

Police service delivery should be:

- **shaped by intelligence** and therefore prevention-focused, targeting the greatest harms and greatest impacts based on robust evidence
- **mobile** and therefore more visible, accessible and effective, through smart solutions
- **engaged in constant, productive dialogue** with the community through social media and other channels.

Finally, the capacity of *policing* to create public value is greater than the capacity of *the police* to create public value.

This embraces Peel's principle that 'the public are the police' to employ many different kinds of policing through partnerships. Effective partnerships are essential to maximise the ability of Victoria Police to fulfil its mission - to increase public safety.





## Better matching of resources to demand

---

The widening mission of police in the 21st century is unsustainable without re-shaping the way they operate to balance competing demands.

Demand is not only escalating but is also constantly shifting. This is true on both the local, community-facing frontline (where, for example, regional and rural areas will experience demand pressures that are different from those seen in metropolitan Victoria), as well as the state, national and transnational frontline that is less visible to the public. Victoria Police must also expect the unexpected, by maintaining contingency for emergency humanitarian and environmental situations.

Under increasing budget pressures, Victoria Police needs to optimise the use of all its resources to anticipate, manage and best satisfy demand along the spectrum of crime and other public safety hazards. This requires the tools, capability and data to understand the nature of demand, and the ensuing resource implications.

Victoria Police must determine its priorities and deploy its resources in smarter, more flexible and mobile ways, to respond to shifts in demand. The criteria for doing so should be transparent and understood by the community.

### Determining priorities

#### Who decides priorities?

Governments worldwide are recognising the link between policing effectiveness locally and the effectiveness of 'big picture' operations decided centrally (such as operations to counter the criminal activities of outlaw motor cycle gangs). National and international security are closely linked to *neighbourhood* security, as organised crime and terrorist plans are disrupted due to local, on-the-ground information passed on to local police. This is the 21st century frontline.

Police possess information and insights not accessible to any other party. Consequently they are best-placed to make the ultimate decisions on how to allocate the available resources to respond to different demands. At the same time, community priorities must be identified and reflected as far as practicable: resource allocation decisions must be shaped by community views.

To be effective along the whole of the 21st century frontline, Victoria Police needs to:

- respond to what the public can see – that is, local problems and highly visible crimes or situations – to meet community expectations, as well as motivating each and every citizen to support and participate in policing
- allocate its resources appropriately along the ‘golden thread that [now] runs from local policing across force boundaries and internationally’,<sup>14</sup> to deliver the right balance of operations to also counter the less visible, big picture threats to the public.

In practice, decision-making powers should reflect this so that:

- Victoria Police can identify its highest priorities for the State as a whole and allocate resources according to this assessment, including how many resources will be allocated to local communities through regional operations
- local communities can influence how those resources will be used to meet local priorities.

If priorities are set centrally, Victoria Police must also remain accountable to local communities and their elected representatives and be prepared to justify its choices to government and the public. This will require ongoing, constructive and open dialogue about policing to inform both the police and the community’s understanding of the choices to be made to make Victoria safer. It will also require the development of broader and deeper partnerships.

## Criteria for determining priorities

Police fulfil their role in two very different ways: proactive activities in relation to the threat of crime and other threats to public safety (such as road collisions), and reactive activities in relation to crime or other incidents. The more successful the proactive activity, the less the demand for reactive policing.

The balance of Victoria Police’s activities must be tilted further towards prevention, as compared to enforcement or ‘catching crooks’, to respond to the complexity of Victorian society, promote sustainable, long-term public safety, and tackle crime before it happens.

Prevention is at the core of the police mission. Peel’s principles set out prevention as the first and most important pillar of policing.

**The best way to tackle demand from crime is to prevent it from happening in the first place.** Prevention also makes operations more effective and efficient by resolving people’s situations and issues before they escalate and return to the attention of the police or other services as more serious and intensive demands.

Victoria Police has a role to play in three forms of prevention, in collaboration with other government agencies:

- Prevention of the social causes of crime and other public safety hazards – that is, the underlying factors that affect certain individuals or groups in society and therefore make them more likely to be offenders or victims, such as inadequate education, health, social engagement or employment.
- Prevention of the direct drivers or causes of crime and other public safety hazards – such as risky drinking or drug abuse.

---

<sup>14</sup> UK Home Office (2010) *Policing in the 21st Century: Reconnecting police and the people*, Norwich: The Stationery Office.

- Prevention or disruption of the opportunity for crime and other public safety hazards – ‘hardening’ potential targets (for example by advising residents and businesses on installation of security measures), and increasing the guardianship of public places or increasing policing presence in ‘hotspots’.

In addition to an emphasis on prevention, there are three further criteria that can be used in combination to determine priorities in response to demand from crime:

- greater attention to victimisation
- a focus on the greatest harms
- better application of ‘solvability’ – the likelihood of identifying an offender.

Victoria Police should take a preventative approach to victimisation: to care better for victims and work harder to ensure that individuals do not become victims again. This will involve allocating more resources to support victims, providing an appropriate victim response based on the seriousness of the crime and frequency of victimisation, and better identification of high-risk victims who can then be assisted through proactive policing and engagement.

Greater transparency with victims about how Victoria Police is dealing with their cases is also necessary, through for example an online tracking system.

A focus on reducing the greatest amount of harm rather than the greatest number of crimes can help to emphasise enforcement and prevention activities, and should inform crime reduction reporting. The traditional raw counting and reporting of crimes does not adequately consider the differences in severity between them. For example, some crimes are more serious because they: cause greater impact or injury, affect more victims, or are

repeatedly carried out by a single offender (recidivist crime) or against a single victim (repeat victimisation). A ‘harm index’ would provide police, communities and governments with a ‘common currency’ to make choices about resources and investment, and to assess policing effectiveness.<sup>15</sup>

There is also good evidence that ‘solvability’ should form an element of the criteria used to target police resources most effectively in response to demand. Statistical models of solvability factors – or even solvability checklists – have been shown to be highly accurate in predicting whether a reported crime will be solved, providing an upfront assessment process for organising resources that might otherwise be over-allocated to pursuing unsolvable crimes.<sup>16</sup> This is not to say that these crimes are not important to report – as the intelligence provided can still be critical to police activities – but that solvability should help to shape the most effective response to demand. Use of solvability as a criterion is a way to invest greater resources in supporting the victims of those crimes, rather than investigating them fruitlessly.

The successful implementation of this strategic shift to deliver the best and most effective mix of proactive and reactive operations will require:

- greater flexibility to deploy resources to anticipate crime before it happens
- a greater focus on sophisticated modelling of demand to produce insight into crime-prone hotspots and high priority offenders, victims and crime
- deeper partnerships with the community so they can provide their insight into what the data cannot tell us about their concerns, and what prevention activities will be effective in providing reassurance as well as reducing the likelihood of crime.

<sup>15</sup> Sherman, L. (2013) *The Rise of Evidence-Based Policing: Targeting, Testing and Tracking*. University of Chicago, p. 44.

<sup>16</sup> *Ibid*, p. 14.

## What services should Victoria Police provide?

The full range of policing activity needs to be examined to decide what really needs doing by *police*, and what can be done better or more effectively through alternative models to achieve the best outcomes for the community. It also needs to unearth where 'mission creep' has taken police into areas that are the responsibility of others, where police should concede control to groups with greater expertise (discussed below). Administrative functions that have little or no impact on public safety (such as witnessing statutory declarations) should cease to be performed by police.

A definitive breakdown of activities would allow Victoria Police to focus its resources on those core activities that depend on the education and training that sworn officers receive, or require the legal powers of a sworn officer. Essential questions are:

1. What can only be done by Victoria Police sworn officers – what are their core duties?
2. What can VPS staff or other civilian specialists do better or more efficiently?
  - What should other organisations – private or not-for-profit – be commissioned to provide?
  - What functions are best delivered by employing VPS staff?
3. Where can Victoria Police mobilise the community more or more effectively?
4. Where does Victoria Police need to accept the leadership of, and negotiate partnerships and service boundaries with, other organisations:
  - With other Victorian public agencies?
  - With the private sector?
  - With other state and federal law enforcement agencies?

Alternative models for provision of back office and other support functions can generate time savings to allow police to increase their focus on core, frontline policing, without sacrificing the quality of those functions. Further, a more multi-disciplinary workforce would enable police to take advantage of specialist skills. At the same time, Victoria Police must ensure the services provided by other members of the 'policing family' meet the professional and ethical standards expected of all police officers.

As a leading United Kingdom think tank has argued, an examination of policing more generally 'needs to change from one dominated by discussions over inputs into one focused on outcomes, with a strong understanding of what structures and partnerships provide the most effective and efficient means of delivering the best possible police service to the public'.<sup>17</sup>



<sup>17</sup> Boyd, E. (2012) *Policing 2020: What kind of police service do we want in 2020?*, London: Policy Exchange, p. 14 .

In other jurisdictions, different models are in place or under consideration across a wide range of functions which may not be considered to be core police business:

Service area	Model and examples	Rationale/comments
<b>Back- and middle-office functions</b>	<p>Outsourcing</p> <p>Many activities such as IT, finance, training, payroll, call handling, file management, procurement, transport, storage, property management and correspondence</p>	<p>These functions have received particular attention in outsourcing discussions and projects in the UK. Outsourcing can enhance service quality whilst driving cost efficiencies, and release sworn police for operational duties. It provides access to staff that can carry out routine and repetitive tasks more efficiently. If used more strategically, it can allow police forces to gain specialist providers as skilled partners, to help drive innovation and continuous improvement.</p>
<b>Other administrative processes</b>	<p>Outsourcing</p> <p>Licensing functions. For example, Western Australia Police has outsourced some of its licensing functions, working with Australia Post to administer firearms licence applications in a collaborative service approach</p>	<p>Potentially the outsourcing of this type of administrative process could be applied to firearms or other licensing functions of Victoria Police, or in relation to other areas such as processing of infringement notices currently undertaken by Victoria Police through the Traffic Camera Office.</p>
<b>Custody suite management</b>	<p>Outsourcing</p> <p>Property management and detention duties, and further services in custody facilities, including catering and medical functions</p>	<p>Custody suite management has formed part of the outsourcing debate, given the significant costs associated with maintaining the physical infrastructure as part of police stations, as well as the substantial police resources currently required to supervise detainees – again arguably not core police business.</p>
	<p>VPS staff</p>	<p>Alternatively, custody administration functions could be delivered by civilian staff. Management of prisoners is a specialised skill; alternative delivery would likely increase both the effectiveness and efficiency of this service.</p>

Service area	Model and examples	Rationale/comments
<b>Detainee transport</b>	Outsourcing or other alternative model of picking up detainees and transporting them back to police cells in stations	Removing the requirement on police to transport detainees back to a police station could free up considerable frontline policing time.
<b>Physical infrastructure and land holdings</b>	Outsourcing or public-private partnerships  Evidence and records storage, logistics facilities, and radio communication base sites	Further services associated with expensive facilities should be considered for outsourcing. Often facilities owned by Victoria Police, for example its metropolitan property storage warehouse, are not purpose-built and require substantial ongoing work in management and maintenance that could be eliminated by exploring other configurations of service delivery such as public-private partnerships.
<b>Police station infrastructure</b>	Public-private partnerships	A potentially more cost-effective way to provide service infrastructure where it is needed. This model is already in use in other countries and for other public facilities including schools, hospitals and prisons.
<b>Specialist or infrequently-practised functions</b>	Commissioning external providers on an as-needs basis  Medical and some forensic services	Practitioners are starting to challenge whether all specialist functions, or functions related to rare incidents, in fact require police forces to maintain full-time sworn or VPS staff at significant cost 'just in case'. There might also be scope for greater use of external providers of training, extending to aspects of basic training.
	Multi-disciplinary sworn and partially-sworn or VPS teams  Investigative duties, such as e-crime or fraud, intelligence analysis, administration for court services, or delivery of road safety functions, such as administering breath tests	The workforce mix of Victoria Police also merits examination to consider how multi-disciplinary teams could better draw on specialist technical and professional skills or expertise to complement sworn roles. The issue of workforce mix is discussed in greater detail below.

Service area	Model and examples	Rationale/comments
<b>Public safety management</b>	<p>Collaborative partnerships</p> <p>Businesses: greater involvement of businesses in funding and coordinating local safety management or to target industry-specific issues</p> <p>Private security sector, social enterprises and volunteer schemes supplementing public policing activities</p>	<p>Public safety management is front-of-mind for many police forces that are exploring alternative service delivery mechanisms to enhance operational effectiveness and increase local visibility and capacity. By sharing and shifting the responsibilities of public safety, police forces will be able to achieve better value for money without compromising on the extensive service that the public expects. For example, police presence at commercial events, such as large sporting events, is currently well established; it is, however, no longer viable for Victoria Police to provide this service at a subsidised rate (therefore essentially consuming public funds), when aiming for optimal operational effectiveness in an era of budget constraints. Victoria Police should, instead, seek full cost recovery, to reinvest in priority operational areas. Other potential activities for which cost-recovery might be sought need careful analysis.</p>
<b>Other commercial initiatives</b>	<p>Greater business ownership</p> <p>Collection of tolls</p>	<p>Victoria Police currently collects unpaid tolls for the privately-operated City Link and East link toll roads. This would also be appropriate for delivery under an alternative model, and is an arrangement that would desirably be renegotiated in the future.</p>

Use of alternative models will require Victoria Police to develop its internal capability and commercial know-how, particularly in relation to outsourcing and commissioning.

## Policing strategies

A number of recent models of policing offer valuable elements that should be integrated into Victoria Police's future strategic directions:

- **Evidence-based policing:** The application of research to police practice, using the best research evidence on what works as a guide to policing decisions, and continually testing hypotheses with empirical research findings.
- **Intelligence-led and predictive policing:** A paradigm shift from counting crime to anticipating, preventing and responding more effectively to crime, including harnessing forensics as a prevention tool.
- **Community policing:** Police as planners, problem solvers and community organisers, developing personal engagement with local communities; prioritising conflict resolution, helping victims and reducing fear of crime.
- **Problem-oriented policing:** Police affirmatively identify and solve problems rather than waiting to respond to reports of crime.

Each of these models provides different and equally valuable insights to what is necessary for policing, and complementary ideas for delivery that enable better policing. For the foreseeable future, Victoria Police will achieve the best with less by drawing on a combination of insight, tools and practices from these models. As one leading commentator has said, 'Let us take the best of what we've learned in this business over the last half century, [and just] call it policing.'<sup>18</sup>

As the organisation evolves to 2025, it must ensure that the public knows with certainty what to expect from their police force.



Whatever is decided, Victoria Police must adopt a community perspective, set out clearly the standards that the community can expect, and explain how citizens can help police to meet, maintain and exceed those standards. These directions should form the basis for an agreed service charter, such as those already in use across the public and private sectors. The charter would set out Victoria Police's commitment to principles of service that reflect how the public wants to be engaged, and recognise the different generational and community needs and preferences for engagement of Victorian citizens.

The four dimensions of policing strategies proposed to 2025, and the critical elements of each, can be described as follows:

### Philosophical

- A focus on **prevention, victim support and targeting the greatest harms** to provide a sustainable service that **delivers better service for less**.
- More local *and* more strategic approaches, recognising the 'golden thread' that means that **neighbourhood security is national and international security**.
- A dynamic force that **gets ahead of demand**.
- A force that is **demographically representative and culturally understanding of the Victorian public** – as a straightforward business requirement.

<sup>18</sup> Gil Kerlikowske, quoted in Sklansky, D. (2011) *The Persistent Pull of Police Professionalism, New Perspectives in Policing*, Washington DC: National Institute of Justice, p.12.

## Strategic

- Reallocation and redirection of resources to **meet known and potential demand** – from very local to international.
- The workforce mix, technology, infrastructure and other **enablers that will support the organisation to get ahead of demand** and **focus on prevention**.
- Recognition that **policing is not just the responsibility of the police**, but can be delivered more efficiently and provide more value through strategic partnerships and other models of working with others.

## Tactical

- Intelligence-driven operations using **rich and rapid data analysis**, and proactive **information gathering from local geographical communities and emerging communities of identity and interest**.
- Enhanced **visibility and capacity for reassurance** through carefully selected partnerships with private organisations, not-for-profits, and mobilisation of Victoria's community groups.
- Commissioning and outsourcing to **deliver support functions more efficiently**.

## Organisational

- **Ownership of overall priority setting and resource allocation held by Victoria Police leadership**, balanced by enabling and **facilitating local communities to shape local priorities** and associated resource decisions for their allocated pool.
- A service delivery model and geographical footprint focused on **accessibility through mobility**.
- A focus on continuous improvement, evaluation and **evidence- and experience-based best practice sharing**.
- **Technology to enable** intelligence-shaped, mobile service delivery, as well as real-time, practical engagement with the community.



## Flexible staffing arrangements

### Agility

In 2025 demands for police services will be highly dynamic and complex, but cannot be predicted with any precision. Victoria Police must therefore be equally agile and flexible in its response. This approach is dependent on legal and cultural support. A legal and cultural change from 'ownership' of a position in Victoria Police to one of membership of the police force is required. There can be no place for an 'entitlement' culture.

The agile, responsive workforce of tomorrow needs a supportive industrial relations framework more broadly. Current restrictions on Victoria Police member mobility will need to be revisited to allow for greater flexibility in workforce deployment.

An integrated, centralised and fully automated rostering system that uses service demand modelling to deploy resources, will be essential to meet expected service levels. In practical terms, this means that adequate capacity will be rostered for response duties to match demand, rather than the current practice where multiple police stations in a division or region roster response crews on a 24/7 basis regardless of demand. This will free up resources, for centralised response pools for deployment to areas requiring surge capacity. Further, police could be expected to make a commitment to work in a centralised response capacity for a fixed number of weeks each year to meet surges in demand, deployable within reason (one hour's drive) from a hub location. With appropriate service demand and human resource data, better resource management would:

- manage annual leave to ensure service delivery over peak demand times
- provide officers with an indication of roster requirements up to eight weeks out, enabling them to request changes in shifts and overtime
- publish rosters six weeks out.

Effectiveness and efficiency gains will be realised by rostering people where and when they are needed.

Victoria Police also needs to provide greater opportunities for part-time employment for sworn members, to cater for changing work/life circumstances. Part-time roles must be created for operational duties in operational areas. This change will help to retain those members – men and women – who cannot work full time because of their caring responsibilities.

### Workforce mix: Sworn, partially-sworn, VPS

The traditional office of constable will and should remain the bedrock of Victoria Police. Nevertheless, the increased complexity of policing brings with it a need for greater specialisation. The traditional model of an 'all purpose' police officer, capable of combatting every aspect of every public safety hazard, is no longer realistic, especially in the face of entirely new types of criminal activity such as cyber-crime.

Fully sworn officers may need to be assisted more extensively by partially-sworn staff (with limited yet significant legal powers), such as the existing PSOs. There is a growing global trend towards the use of staff with some, but more limited, legal powers, to perform roles that free up fully sworn police to undertake tasks that require all of their training and legal powers. A more subtle blend of staff can increase both effectiveness and efficiency, as other professions have shown. Arguably the time has come for an expanded role for such 'authorised officers', encompassing support for community policing and investigations. Moreover, further 'civilianisation' of the Victoria Police workforce makes good sense, and should be pursued.

This will involve both more highly skilled specialists (for example, accountants, lawyers and data analysts) and more general administrative staff.

The chief commissioner should have the flexibility to determine the appropriate mix of sworn, authorised and VPS staff and commissioned services (for example through outsourcing). A gradual, evidence-based, move to a more sophisticated mix of staff and contractors will provide the scope to continue improving the services provided by Victoria Police in the most efficient manner. Use of more limited powers and VPS staff will make best use of the training, expertise and legal powers of fully sworn police.

In moving to this mix it is important that every employee of Victoria Police should be equally respected, whilst recognising the different nature and risks of the jobs that they do. The same expectations of integrity and professional competence should apply to all staff. Such mutual respect will contribute to a 'single organisation with a single culture'.

## A service, not a station

Victoria Police's historical geographic footprint can no longer determine where and how it provides services, because it is not the best option for the community. Infrastructure should not drive service; the service should come first.

The resources attached to Victoria Police's stations do not match where the biggest demand appears to come from. Across Victoria, the average number of offences that a police officer might expect to deal with in their local area in one year ranges from less than twenty to more than 130. With demand escalating, constantly evolving, and extending along the 'golden thread' from local to national to international, police officers need to be deployed to match this 21st century demand.



A modern service delivery model involves thinking about how police interact with the community in a new way. **Visibility is important. Accessibility is crucial.** But in the future these essential elements of reassuring the public of its safety should come from a police force that is mobile and constantly in the community, not stuck inside a station. The emergence of mobile technology, geospatial mapping and predictive analytics based on 'big data', combined with social media communication channels, is changing the traditional need for a base of operations in the form of a local police station. However, a new century service delivery model should continue to recognise the distinct requirements and characteristics of local communities across Victoria, so that the shortcomings of the current model are not simply substituted by others as a result of a one-size-fits-all approach.

Recognising the crucial importance of integrated service responses, a contemporary service delivery model will involve more extensive co-location with other services in multi-disciplinary centres, building on a handful of existing initiatives (e.g. victim support in Werribee). This will include other emergency service providers, and could extend to service areas under the Departments of Health and Human Services.

## Designed to demand

In the future, service delivery and deployment models need to reflect the characteristics of demand:

- Demand patterns change over time:
  - short-term shift patterns should be designed and resourced to align with demand
  - long-term deployment planning should be pre-emptive and able to redesign and realign rapidly in response to emerging demand pressures.
- Demand patterns vary geographically:
  - deployment should reflect the significant variation in crime rate and type, and other demands, between the 54 Police Service Areas (PSAs) across the State and within Victoria Police Divisions
  - proactive policing should be concentrated on high risk locations where people are more likely to be the victim of a crime or other public safety hazard
  - appropriate weighting should be given to different crime categories and other types of demand: those limited by geography and those that cross geographical boundaries.
- Demand relates to the level of harm associated with a crime or other public safety hazard:
  - deployment to demand should be sensitive to the notion that the level of harm matters more than a raw count of incidents, which should be taken into account in prioritisation decisions.

- The links between time, geography and type are constantly shifting, which requires pre-emptive, flexible and rapid deployment and re-deployment:
  - service plans, deployment models and rostering should be 'live' and evolving based on evidence related to these three features
  - the operating model and associated infrastructure should enable versatility, scalability and responsiveness.
- The best way of getting ahead of demand is to anticipate it in the first place:
  - The service delivery model should emphasise proactive and preventative policing.

This kind of deployment model will require sophisticated computerised modelling of historic demand to predict future demand and enable real-time decision-making, as well as long-term workforce and resource planning – a capability that Victoria Police currently lacks.



## A Vision for 2025: divisional supersites – the hub and spoke model

To meet 21st century demand, Victoria Police's service delivery footprint will be based around divisional *supersites* – the police locations to which officers will be allocated and initially deployed from.

These supersites will be larger consolidated facilities, which will replace the current model of multiple, smaller and less operationally-effective sites. The supersites will be the base for a workforce made up of people with the right skills to deliver police operations – regardless of sworn or VPS status – and will therefore:

- release more police officers back in the field to respond to local needs as well as carry out proactive policing
- allow better integration of different operational units
- deliver economies of scale across support functions.

The supersite – or sites – in each division will be the central 'hub' that supports a variety of other Victoria Police service points for local communities, with an emphasis on mobile patrolling. This arrangement will vary between divisions to best service the unique physical and demographic characteristics of each area. Particularly in divisions encompassing large parts of rural Victoria, the existence of multiple hubs may be required to support all local communities with timely and responsive services.

Service points could include:

- 'shopfronts' in commercial or business districts, or co-located with other public services such as health services, where police can interact with citizens amongst their other duties
- mobile police stations
- self-service kiosks for services such as reporting non-urgent matters and accessing information (in addition to online channels provided for this) or reporting on bail.

Police officers at service points or on patrol will be equipped with a mobile device that receives a real-time feed of information and tasks so that they can focus on preventative activities and community priorities, such as patrolling crime hotspots, and respond to incidents as and when they occur. Police will not need to return to the supersite during their shift.

This means that more police officers will be more visible, more accessible, and more effective more of the time. Division-based deployment according to changing demand patterns will be enabled by a rostering solution that:

- defines the best possible shift patterns using forecast demand for service modelling
- identifies and projects extra resources available for use in proactive tasks
- creates rosters that reflect these optimised shifts, employment conditions and available staff
- allows rostering at multiple levels (division, PSA, cluster or unit level)
- accommodates and records variations from planned rosters
- enables a centralised view of the organisational resource capacity through timely and informative reports.

### A Vision for 2025: divisional supersites – the hub and spoke model

Each supersite will be designed to accommodate a 'Real Time Fusion Centre' for allocating tasks and coordinating operations, which draws resourcing data from the rostering system. It will also have capacity for a custody suite, the operation of which has been outsourced to a private provider to free up police officers from non-core duties, as well as generating efficiency savings that can be reinvested into frontline operations.

The supersite model will also help Victoria Police to work more effectively with other government agency partners to prevent crime, and importantly to reduce the underlying causes and direct drivers of crime in society. The supersites will be multi-disciplinary centres where Victoria Police is co-located with service providers across health, human services and emergency services. Through joint infrastructure planning, our infrastructure investment will deliver greater value for money, and will offer opportunities for the integration of technology and joint service responses.

Supersites will be designed with a view to accommodate future growth and provide the flexibility to change work unit and area arrangements to deliver local and State-wide priorities.

Other key design features of the supersites will be:

- hot-desking to reflect the emphasis on in-the-field tasking and operations
- integrated workspaces between different operational units to encourage collaboration where appropriate and information and good practice sharing
- open spaces to promote transparency and accountability.



## A new budget model

The historical model used by successive governments to fund Victoria Police – one based on fixed numbers of police – is outdated.<sup>19</sup> The number of police is but one of many factors that influence the effectiveness and efficiency of police service delivery. 'Other than in exceptional circumstances, such as major public order events, public protection depends principally on what police officers do and how well they do it, not simply the numbers of police officers in a force.'<sup>20</sup>

Moreover, police rely on expert civilian analysts, technicians, scientists, and administrative support staff to deliver a varied range of administrative and specialist support services.

The funding model for police must support resourcing strategies that respond effectively to changing patterns of demand. Victoria Police needs the flexibility to adjust the mix of inputs – staff, physical assets and ICT infrastructure – to manage growth in demand.

The chief commissioner, in consultation with the government of the day, should be able to choose the mix of sworn, authorised and VPS staff, physical infrastructure and ICT infrastructure that will best meet the outcome and output performance measures determined by government.

A further benefit of an outcomes-based funding model is that it will encourage joint funding of Victoria Police and other State agencies for particular objectives.

Experience in both Victoria and elsewhere has shown the potential of joint funding approaches to support strategic collaboration, and to increase both the effectiveness and efficiency of government interventions. For example, New Zealand has demonstrated the potential to use a criminal justice portfolio budget to manage the criminal justice system as a whole and reduce rates of re-offending.



<sup>19</sup> See in particular State Services Authority (2011) *Inquiry into the command, management and functions of the senior structure of Victoria Police*, Melbourne: State Government of Victoria, pp.20-21.

<sup>20</sup> Winsor, T. (2012) *Independent Review of Police Officer and Staff Remuneration and Conditions: Final Report - Volume 1*, London: HMSO, pp.12-13.

# VII

## Building capability: people and technology

---

### Enhancing the front line

Policing in Victoria needs to become truly professionalised. Policing has long been regarded by many, unfairly, as a largely intellectually undemanding occupation, with an emphasis on the hands-on, practical aspects of the role.<sup>21</sup> Although this was perhaps once the case, policing today and in the future, is entirely different. A blue-collar mindset on the part of some police holds back policing, creating a lower standing for police in the community and potentially discouraging intelligent, capable people from applying to become police officers. All Victoria Police members must come to see themselves as practitioners of a profession which requires skills and abilities similar to those found in highly regarded professions such as law, medicine, engineering, accounting and the armed services.

Victoria Police will require highly capable and confident people to cope with complexity and uncertainty, and alternative means to bring in skills and experience at short notice to meet these challenges. The chief commissioner must have confidence that the workforce is ready to meet the demands placed upon it at any time.

Police officers in 2025, like those currently serving, will need to have the resilience to deal with the stresses and strains of the 24/7 work environment. They will also require a global perspective, creativity, adaptability, comfort in the midst of an independent workforce, strong communication skills, mastery of technological trends, the ability to be the architect of change, an understanding of research methods, and a capacity to integrate strategy, culture and political influences. These capabilities will enable them to develop solutions to complex problems and manage integration of multiple systems to prevent crime and achieve a safer society.

Generational shifts pose a serious challenge to the traditional Victoria Police workforce model. Combined with Victoria Police's projections of an ageing workforce and an increasingly inexperienced body of frontline operational police, these shifts demand major reforms to the way Victoria Police recruits, educates, develops and retains its workforce. More reliable and sophisticated human resource data are imperative to enable high quality decision-making.

---

<sup>21</sup> Ibid., p.11.

## Diversity

Victoria Police needs to reflect better the make-up of the community from which it is drawn, and whose trust and support it needs. Victoria's diversity must be reflected in its police force, with women, Indigenous and culturally and linguistically diverse (CALD) populations represented to a far greater extent. This is a straightforward business requirement for success in policing – to engage the community and build meaningful relationships.

New approaches, including formal targets, carefully directed recruitment campaigns and transitional support courses are needed to achieve greater diversity. The following targets for sworn officers for 2025 deserve serious consideration:

- around 35-40 per cent female
- 5-10 per cent who speak a second language at home
- 1 per cent Indigenous.

It is important to note that targets do not require affirmative action; rather, targets can be met through more innovative recruitment strategies to attract a better balance of applications.

Victoria Police needs to support those who would like to join its ranks through transitional programs, such as the Australian Defence Force (ADF) does, to bring people with the right aptitude and skills up to the required standard. Language proficiency, swimming and physical conditioning short courses should support those wanting to enter.



## Setting exemplary standards

The Victorian community expects police to uphold the highest ethical and professional standards. With public authority – including powers that are unique to police (such as the use of force) – comes a requirement to exercise it with integrity.

An enhanced ethical framework of the future will encompass:

- more rigorous recruitment processes and checks
- ongoing ethics training throughout an employee's career
- early intervention systems
- promotion requirements and performance indicators.

Improving Victoria Police's ethical health will require continuous vigilance. The combination of strategies employed to reduce misconduct must promote a culture of accepting responsibility for problems, and learning from them at both the individual and organisational levels.

Of crucial importance will be a more sophisticated, computer-based early intervention system to monitor complaints and other behavioural indicators. What is most important, however, is for Victoria Police to change a culture that has made officers, and especially more junior officers, reluctant to challenge bad behaviour by their peers, even of a relatively minor kind (such as comments that vilify or disparage another person, or other disrespectful behaviour).

Corruption develops incrementally, and one of the most effective methods of avoiding serious corruption is to challenge small instances of illegal or unethical behaviour. **No member of Victoria Police should be a bystander to misconduct – of any kind, and at any rank.**

Throughout their career police should maintain a physical standard above that of the average member of society. The physical standard for police should be set through a scientific analysis of the demands of an operational police officer. Physical standards should be confirmed prior to progression payments, promotion, and at biannual operational tactics and safety training requalification, to ensure operational readiness. Ensuring that all sworn officers are ready for operational duties, at all times, is essential to enhance the effectiveness and efficiency of the workforce.

Psychological health must also be both an integral component of selection, and supported throughout a police officer's career. Psychological assessment through testing and individually tailored interviews should seek to recruit those with high capacity to process information, mental resilience and strong ethical foundations. Selection panels and assessment centres utilising experienced serving police, employment specialists, community representatives and psychologists, should seek applicants who are broadly engaged and have strong social understanding and skills.

The complexity of the intellectual demands on police is growing and there is evidence that has linked decreasing levels of corruption with increasing numbers of recruits with tertiary education. Victoria Police should therefore encourage the completion of an undergraduate degree early in a police officer's career. However, a degree should not be required as a condition of entry, so that Victoria Police is not denied the opportunity to recruit able people who have not had the opportunity to achieve a degree qualification. Initial recruit training - both theoretical and practical - should form part of a three year undergraduate degree at a relevant university. This will enhance the ability of police to develop professionally and increase their knowledge to help them deal with complex social issues.

On completion of the recruit selection process, Victoria Police needs to be in a position to have career discussions with prospective recruits, identify talent early, and offer alternative career pathways, including direct entry into commissioned officer roles where appropriate (discussed below).



## Alternative recruitment strategies

To meet the challenges presented by a complex and evolving policing environment, Victoria Police needs to attract the best applicants and ensure that they are not stifled by making them 'serve time' before they are eligible for promotion. Consequently, there need to be many more entry points into Victoria Police and many more ways of reaching executive leadership roles. Several related strategies need to be pursued:

- lateral entry or re-entry
- direct entry
- early identification of talent and fast-tracking
- graduate entry program.

Lateral entry from another police organisation has proven and significant benefits, as does re-entry for those returning to the workforce after an absence, whether after a career break or experience in another organisation. These benefits include: recruitment of experienced police in times of rapid expansion; more rounded leaders with wider experience; potential to reduce parochial and insular aspects of culture; stronger anti-corruption checks and balances; and attracting the very best talent and leadership in an open market.

Lateral re-entry provisions should allow officers to leave the organisation to gain new skills and experience and then rejoin at the same rank in order to utilise those new skills. Likewise, Victoria Police should expand its current professional development assignment program to encourage a higher rate of secondments to and from other sectors and organisations. This strategy will enhance individual and organisational capability, and is common in some other areas of the public sector.

A direct entry program provides an opportunity to diversify the police force by bringing in

people with relevant private or public sector experience, and in so doing enhance creativity, innovation and performance. A direct entry scheme at the commissioned officer rank (inspector and above) would offer a number of benefits. It would:

- open up the policing culture (by providing fresh perspectives on a range of sectoral and organisational settings and on problem solving)
- bring in particular high level skills and experience (e.g. finance, change management, risk management)
- broaden the talent pool from which to choose leaders
- enhance the organisation's ability to attract the best officers.

Of course, appropriate selection, training and experience on the job and particularly on the frontline will be essential.

Direct entry programs can take two distinct forms: generalist and specialist. A generalist form of direct entry would attract participants of exceptional achievement, who have been assessed as having the potential to be a senior police officer. They would undergo intensive in-force training and formal instruction lasting some months, to prepare them to be competent and confident leaders.

Specialist direct entry could be for a fixed term or on an ongoing basis. It should be accompanied by a short 'orientation' course of 2-3 weeks to familiarise the entrant with the Victoria Police operating environment. This form of direct entry should be used where the rank and uniform are required; otherwise VPS entry should be pursued. Future remuneration arrangements should enable Victoria Police to be competitive in the labour market for skills in high demand, for example through payment of market-based loadings.

Two other variants of direct entry warrant consideration to attract and retain highly able people. One is accelerated promotion of those who join as constables and demonstrate outstanding performance in their early years. A fast-track model of the future should identify individuals with the right mix of talent, aptitude and skills for a motivated junior leader (a senior constable with five to six years experience, for example). It could develop them with training and coaching to a commissioned officer rank, via an accelerated pathway, with a guaranteed promotion to inspector upon successful completion of the program.

Similarly, an accelerated program for high achieving graduates would help to recruit the best available talent with the required skills and attributes to be the organisation's future leaders. This pathway should be open to suitably qualified internal applicants, both police and VPS staff, to increase further the pool of experienced talent.

### **Continuing education and training**

Ongoing structured professional development in leadership, at all levels, should become a prominent and regular feature of education and training for Victoria Police members. Just as ongoing twice yearly requalification in operational tactics and safety is considered essential, leadership development should be similarly valued. Such professional development should support strong values-based leadership in daily activities. It should focus on people, performance and professionalism, to support the culture the Victoria Police needs.

Likewise the ongoing leadership development, education and training of Victoria Police's public servants is crucial. Continued opportunities for middle and senior VPS staff on internal and external development courses are necessary. Developmental programs for other classifications are essential to realising the full potential of the VPS contribution to policing.

Staff need to take greater responsibility for their own professional development and the organisation needs to provide more consistent in-kind and financial support to encourage self development.

### **A reinvigorated police reserve**

A reinvigorated police reserve program, similar to that of the Royal Australian Navy and Air Force, would provide a mechanism for Victoria Police to retain access to the skill, knowledge and experience of former Victoria Police members. This would allow Victoria Police to add to its resources in a cost-effective way, and to retain a connection with those who have left the organisation and may consider returning at a later date.

At the same time, Victoria Police should continue to harness the skills and experience of former police members by bringing them back on a part- or full-time contractual basis, in a VPS capacity, for specific projects or pieces of work.

The police reserve program should allow members to transition between part-time and full-time reserve employment, depending on the demands on the organisation. These reserve members could be used for specialist police roles that require certain experience but are not of an urgent nature – for example former detectives could work on cold-case investigations in a part-time capacity or be brought in for full-time reserve duty to assist in taskforces. In other circumstances uniform police could work to meet surges in demand, such as at mass public gatherings or emergency management. This experienced pool of senior reservists would also be drawn upon to mentor police newly appointed to management roles.

## **Performance management and discipline**

The performance measures for individual police officers should reflect those for the organisation as a whole. All operational police officers should therefore be judged on the extent to which they contribute to:

- reducing crime and victimisation
- calling offenders to account
- reducing fear and enhancing personal security
- ensuring civility in public places.

Equally, they should be judged on the way in which they undertake their policing duties – the extent to which they treat citizens and their colleagues with respect and dignity. More senior officers should also be judged on management of people and financial resources, and public satisfaction. Appropriate weightings should be given to particular measures, so that an individual's performance is assessed according to a balanced view of good police practice.

In managing performance, Victoria Police needs to undergo a cultural shift, driven by strong leadership and supported by education and training, so that its members actively seek, accept and deliver performance feedback. The potential to link remuneration within existing pay bands to performance, rather than rely upon traditional automatic progression payments, should be explored.

Better utilisation of performance management mechanisms needs to be underpinned by a simplified and streamlined discipline system to remove any sworn officer or VPS staff member found to have engaged in corrupt behaviour. The legislation governing police severance, and the accompanying processes, must change substantially to allow the policing profession to remove promptly anyone who engages in serious unethical conduct.

Hard working and ethical police should not have their reputations tarnished, nor be demotivated, by lengthy delays in dealing with discipline matters.

The community must have confidence that Victoria Police not only deals with complaints seriously and appropriately, but is proactive through early intervention, and, where required, termination of employment. Penalties for misconduct – especially criminal offences – given by both Victoria Police and the Police Registration and Services Board must meet community expectations and uphold the standing of the policing profession in the community.



## **Occupational health and safety**

Occupational health and safety should continue to focus on operational safety. Lost time injury frequency rate (LTIFR), an internationally recognised measure of safety performance, needs to continue to follow its downward trend. In 2012-13 it stood at 19.34. By 2025 the LTIFR should be no more than 5, as a stepping stone to a long-term target of zero injuries.

Victoria Police needs to do more to remove the stigma around psychological injury. Encouraging members to increase reporting of psychological injury, just as is done in the general community, will lead to better management through early intervention, and a reduction in injuries.

## A Vision for 2025 – A very different career path

Detailed strategic workforce planning and demand data will drive the carefully targeted recruitment campaign that attracts the diverse group of applicants to become Victoria Police officers in 2025. The broad range of applicants – reflecting a wide variety of cultures, languages, ages, skills and experience – will be as diverse as the community they aspire to serve.

Before undergoing rigorous pre-recruitment testing to ensure physical and psychological resilience, the applicants will already be confident that they can live up to the behavioural standards expected of them – to be exemplary citizens. They will be physically capable to withstand the rigours of shift work, public order maintenance and arresting uncooperative offenders. Their physical resilience will support their psychological resilience. They will not only cope, but flourish, in a dynamic operating environment full of change and complexity, requiring, at times, subtlety and judgement to manage challenging internal and external situations.

They will be capable both of asserting themselves respectfully when appropriate – to challenge bad behaviour or to offer innovative ideas – and of following orders at other times. Advanced psychological testing – based on international best practice for policing organisations – will help to filter out those with questionable moral decision-making ability, or entrenched race or gender bias, and to select those with the capacity to relate well to their peers and the community.

Likely recruits who have particular difficulty in a required skill (such as swimming or English language proficiency) will be offered specially designed bridging courses to increase their competence in the relevant skill.

Tertiary qualifications will not be a pre-requisite for recruitment, but the vast majority of recruits will have undergraduate or even post graduate qualifications in a variety of disciplines, as they know that this will assist their career progression. Some will have undertaken studies in crime prevention and criminology to best position them in a competitive market place. Many will have served in a volunteer or reserve role in a police or defence organisation.

Equally, many recruits will bring to Victoria Police a broad range of applicable skills and experience that complement their tertiary qualifications. These recruits may seek lateral entry or be identified for expedited promotion or specialisation.

Most of the younger recruits will not expect to spend the remainder of their professional lives in Victoria Police.

The Victoria Police Academy will teach a blend of the theory and practice of policing, delivered via flexible platforms, that takes into account prior skills and experience – a tailored, personalised education and training program that will continue through their career.

Operational police identified as 'practice leaders' will deliver practical training along side educational specialists; they will coach and mentor the recruits through dynamic, interactive simulation training that prepares them for dedicated workplace training. Partnerships with tertiary institutions will inspire innovative research to support better practice. Operational practice leaders and recruits will feed back lessons learnt in the field to ensure continuous improvement in the training of recruits.

## A Vision for 2025 – A very different career path

By the time recruits leave the Academy, they will know how to accept and seek feedback, how to analyse 'business as usual' to seek improvements, how to raise new ideas with their supervisors and how to contribute to operational debriefs. In short, in addition to learning the theory and practical skills of policing, they will be steeped in the theory and practice of organisational improvement.

At their designated training workplaces, the passion of the recruits to serve the Victorian public will be maintained. Their personal engagement will deepen as they encounter the realities of policing, supported by a workplace mentor. They will find supervisors who are open to new insights and ideas from even their most junior staff.

All members of the organisation – sworn and VPS – will take pride in the profession of policing and its ethic of public service. Once through their probationary period, members' professional development will be a shared responsibility between the staff member and the organisation: annual and career professional development plans will be aligned to the future skills and service requirements of Victoria Police.

Some members will undertake further recognised academic or vocational qualifications, by e-learning, attendance at a suitable education or training institution, or a combination of both. Annual operational tactics and safety training will be complemented by regular courses on the nature of the Victorian community and its ethical and service expectations of Victoria Police.

Secondments to interstate and international organisations will become increasingly common. These will enhance operations across borders and cross-fertilisation of ideas. Lessons learnt from other organisations will be available to all Victoria Police members through a sophisticated knowledge management system.

Career breaks or lateral exit and re-entry will not hamper careers: rather, they will be seen as experiences that enhance the capability of a member. Members' skill sets and experience will be recorded internally, facilitated by the Police Registration and Services Board. Victoria Police's culture will value a great diversity of skills and experience. The skills register will enable Victoria Police to utilise all the skills of its workforce. For example, a PSO with a forensic accounting background may assist in a cross-jurisdictional crime taskforce, which is supported by VPS analysts with defence experience.

The performance management system of 2025 will reward members as much for how they do their job as the results they achieve. And the results that matter will extend far beyond crime investigation, detection and prosecution to activities that seek to prevent crime, both directly and through partnerships with the community and other organisations.

Victoria Police in 2025 will not shy away from difficult career discussions or severing employees who, despite support, cannot meet its high expectations. The culture will be one that does not tolerate behaviour or activity that is detrimental to its collective reputation or erodes the motivation of the workforce. Performance management and discipline processes for sworn and VPS members alike will reflect community standards.

## Twenty-first century technology

The explosion in new technologies has the potential to revolutionise law enforcement. To implement the vision described in this Blue Paper, Victoria Police will be required to devote much greater focus, effort and resources to technology, so that staff have the information and systems that they need to do their work in a more 'virtual' environment. Victoria Police information management systems and processes must be transformed to become agile sources of competitive advantage in countering criminal and other behaviour that threatens public safety.

A policing future enhanced by technology will see Victoria Police members freed from time-consuming processes and awkward information systems, so that they can spend more time on prevention on the front line. Corporate functions, such as human resources (HR), will provide better and more efficient support to the front line through integrated solutions that streamline processes and make the right data available.

Victoria Police must progress from Mobile Data Terminals in police vehicles to mobile devices in police hands, providing single point access and logon to advanced, integrated information systems. Further, interactive electronic access to police through two-way social media use should complement face-to-face engagement in public safety partnerships with the community and other organisations. Predictive analytics will take policing to the next level by attempting to determine where and when crime will occur. This is not science fiction: components of the scenario described below can already be seen in one form or another in different parts of the world.

Engagement with other organisations holding specialist skills, knowledge and experience, both public and private, will provide a mechanism for Victoria Police to identify, test, and scale-up best practice solutions in all its operations. Encouraging and harnessing public and private innovation in information and knowledge management and ICT will be essential.

Robust governance must underpin the confident development and use of technology. Without it, individuals and organisational units will use the tools to which they already have access to go their own way in search of practical solutions to enhance their work.

**An organisation-wide view of information, which includes data integrated from partner agencies, must overcome information silos, promote holistic solutions to challenging and complex societal problems, and better equip police to fight crime rather than the system.**

An external advisory board should guide the development and operation of Victoria Police's information technology.

Organisation-wide analytics (to identify early indicators of and potential corrupt behaviour), single system logon and a strong audit function will greatly assist in corruption prevention, detection and investigation. A strong culture of information security will support an appropriate risk- and principles-based governance regime, ensuring accountability for the information provided by the community to Victoria Police directly or indirectly.

A new information technology strategy to guide investment in integrated systems will need to be underpinned by new organisational capability, to ensure that the technology is designed, commissioned and managed to achieve the intended results.

## A Vision for 2025: Technology as a force multiplier

In 2025 Victoria Police members will commence work according to a synchronised electronic roster/demand and resource management system that allocates local community teams to preventative patrols and tasks, and provides for response teams to interrupt crimes in progress and maintain public order. Specialist support staff and investigators will be similarly rostered. The integrated system will not only predict service demand to enable appropriate rostering, it will automate payroll and HR functions, provide inputs for training from operational data and modelling, and cater for a paperless office. Privacy and security will be incorporated into the business processes and system design.

At the commencement of a shift, sworn and VPS staff will use a mobile device with biometric technology to log on to the Victoria Police system once. Once logged on, there will be no hand written notes and duplicate entries: there will be a graphic interface supporting voice to text data entry. Equipment issue, vehicle logbooks, timesheets, emails and other forms and processes will be completed via the mobile device. Timesheets will be automatically linked with the payroll function.

**Police will know where to patrol and what tasks to undertake to achieve maximum effectiveness in enhancing public safety**, as the mobile device will contain maps of crime hotspots and geo-location of registered offenders, parolees and persons of interest.

Furthermore Real-Time Fusion Centres (RTFC) will provide up-to-date information and tasks via the mobile devices. Video feeds from mobile and fixed sensor platforms will be available for individual police and the RTFC to track offenders and suspects, monitor public order issues and provide other operational intelligence. Secure data warehousing, integrating in-house and out-sourced storage, will provide capacity to manage the storage, use and disposal of all Victoria Police information.

Audio/video capture by individual police officers will enable the RTFC to 'see' the on-ground situation through clever use of voice, video and data analytics. Supervisors in the RTFC will be able to intervene on their own initiative to improve outcomes for the community, and ensure rapid access to expert advice. Where appropriate, they will seek advice from or referral to co-located health, social services and partner emergency services. For example, family violence and mental health issues will be managed in a proactive, joined-up service response before the exercise of police apprehension powers is required. Public order issues will be monitored by the RTFC.

Response and tactical teams will employ unobtrusive heads-up display units,<sup>17</sup> linked to their mobile devices, to allow for hands-free tactical and emergency response. Police mobile devices and systems will be interoperable with those of other relevant government agencies, including emergency services.

Through knowing the location of all operational staff, and monitoring their situation remotely, supervisors will be able to improve the safety of officers in difficult circumstances.

Further, these systems will monitor ethical behaviour and trends to allow for early intervention. A supervisor will be alerted to inappropriate behaviour, anomalies in information requests or gender or racial profiling.

17. A Heads Up Display or HUD is a transparent device that allows the viewing of information without the user having to look away from their usual viewpoint, for example in pilots' helmets.

### A Vision for 2025: Technology as a force multiplier

For processing of people charged with offences, the majority of the work will be completed in the field, with the brief of evidence being provided to the accused, their legal representative and the courts electronically.

In issuing infringement notices, the mobile device will capture the information contained in identification documents (such as a driver's licence), and vehicle or boat registration, confirm their validity and automatically send an infringement notice by email. If an email address does not exist, a centralised outsourced mail centre will post the infringement notice. Voice translation applications will allow for more extensive community engagement during patrol and investigative duties. Recording of evidence – capture of fingerprints, photographs, video and audio interviews – will be achieved through the single mobile device.

**In 2025, around 80 per cent of operational police officers' time, rather than the current 54 per cent, will be spent in the community, not in a police complex.**

Automatic number plate recognition (ANPR) technology will expand from police vehicles to incorporate a network of red light, speed, and point-to-point traffic management cameras and other sensor platforms. The data from all of these sources will be subjected to analytics to support crime prevention, and detection and investigation of volume and serious crime. Such analysis will also be used to improve traffic management and reduce the road toll.

Crime scene specialists will have a greater mobile capability to process crime scenes in real time, with rapid analysis being conducted in regional centres. Technology will bring the support readily available to metropolitan police to those in regional and rural areas.

Improved DNA methodologies, that provide quicker testing and matching to offenders, will expedite investigative responses, leading to decreased recidivism. Similarly, ballistics identification tools, computer forensics and other advanced, nationally and internationally linked technology will provide timely forensic intelligence and evidence to enable police to intervene early and reduce recidivist crime.

'Forensic intelligence' will become a key investigative and preventative tool. Further, the appropriate sharing of forensic intelligence will enhance responses to organised crime and terrorism.

National and international intelligence holdings will, where appropriate, be analysed to inform operational planning and risk assessments, all available instantaneously via the mobile device.

HR and operational data will be analysed to identify talent and professional development opportunities and provide tailored education and training opportunities via the portable device. Payroll and HR functions will be fully automated and integrated with other relevant functions (such as timesheets).

Police and the community will work together to develop applications to improve communication, engagement, prevention, detection and investigation activities. Online collaborative mechanisms and electronic suggestion portals will drive innovation that will be rapidly available in the field.

## A Vision for 2025: Technology as a force multiplier

The public will be able to report crime and suspicious activity through online self-service portals and will be able to provide pictures and video to assist in offender identification. Victims of crime and owners of lost property, for example, will be able to upload images of property to assist in its identification and recovery. This will be supported by a dedicated non-emergency telephone line where the public can talk directly to a person who will not only take their report but will provide access to crime prevention information. Citizens will be able to track the progress of their reports via a secure online system. The RTFC will, via social media, provide the community with real time alerts and requests for assistance to solve a crime or problem.

Serious and organised crime investigations will benefit from joined-up State, national and international intelligence holdings that are shared seamlessly.

Digital information classification and management will support a strong security culture.

While all of this technology will greatly increase available patrol time and police visibility, and support decision making, it will not replace human intelligence and judgement in the judicious use of police powers. The deeply personal and human nature of interactions between a police officer and a member of the public will remain at the core of policing.



# VIII

## Collaborating more closely through partnerships: beyond engagement

---

Victoria Police needs to move beyond community engagement to collaborate more closely through genuine partnerships – with citizens, businesses, other government agencies and not-for-profit agencies in Victoria, plus other Australian and international law enforcement agencies.

Peel emphasised that ‘the public are the police’: more effective policing depends in part on increased community involvement. Effective partnerships are essential to maximise the ability of Victoria Police to fulfil its mission - to increase public safety. There are few - if any - service delivery challenges for Victoria Police that do not require collaborative partnerships of some form.

### Preconditions for successful partnerships

#### Trust

Trust and confidence in Victoria Police depend on its members upholding high ethical standards: in dealing with individuals and in managing sensitive information. This imperative will only become greater as more interactions between Victoria Police and other individuals and organisations occur online. A particular ethical focus must be on information security. Effective partnerships

depend on Victoria Police demonstrating that it will hold sensitive information in confidence. Equally, however, collaborative partnerships require mutual sharing of relevant information.

#### Capacity

Collaborative partnerships are complex and difficult. Good relationships are necessary but not sufficient. What is needed are joint enterprises in which police, individual community members, businesses, not-for-profit organisations and government promote public safety together. This requires carefully designed structures, systems, policies and processes – at local, state, national and international levels – to sustain partnerships over the long term amidst changes in personnel.

Victoria Police members need to understand what makes for effective partnerships; they also need guidance on specific types of partnerships (such as those focussed on crime prevention, vulnerable communities, or the whole criminal justice system). Members need to be aware of lessons learned from past experience, as well as contemporary examples of good practice. Such knowledge cannot be confined to specialist units or roles-it needs to inform both central and local operations. Victoria Police’s professional development programs need to be augmented accordingly.

Victoria Police must also be clear about the purpose, kind and level of different partnerships, and allocate appropriate resources. Not every interaction with another person or organisation should be a partnership. Rather, Victoria Police should systematically identify the partnerships that are most important for public safety. Some partnerships should be led by police; in other cases police should be no more than a contributor. By acting as a 'broker' of partnerships, Victoria Police can use its position to achieve better public safety outcomes with relatively fewer police resources.

When establishing partnerships, particular attention should be given to the role and accountability of each partner, incentives for each party to perform its role, rigorous (including external) evaluation of outcomes, and measures of performance. In order to create cultural change, Victoria Police's performance management system must recognise time spent on building and sustaining partnerships as part of the essence of modern policing.

## **Community – citizens and businesses**

Without vast increases in police numbers – on a scale that no government could contemplate – it is not possible for police to manage crime and other public safety hazards alone. The public needs, as Peel proposed, to act as police: 'to cut crime, policing relies not just on the consent of the people but their active co-operation.'<sup>22</sup> Thus partnerships with the Victorian community – whether related to geography, identity or shared interest – are fundamental to reducing crime and disorder and increasing feelings of safety. The challenges of increasing demand require partnerships of greater breadth and depth.

Such partnerships will require increased commitment from Victoria Police at all levels of the organisation. A standardised, central policy framework needs to be combined with sufficient scope for decision-making by local police managers, and partnerships must be sustained over time. Individual communities should participate in choosing and planning approaches in conjunction with police, and police must value the contribution of the public.

Effective and meaningful communication between police and the community is also of critical importance. A more personal approach, through greater face-to-face interaction, is necessary. This in turn depends on accessibility: the importance of the availability of identified individual police officers – recognisable 'faces' – to citizens cannot be overstated, even in an age of social media when online communications between police and the public are also important. In addition, Victoria Police will need to be more open in sharing relevant information with the community.

### **Communities of place**

An effective model of local policing in partnership with residents and business owners will remain of vital importance for maintaining and building community trust and confidence in Victoria Police. It is essential for preventing crime, and for gathering intelligence on crime that is both local and global.

Sustaining such partnerships requires a sophisticated operational model of collaboration. There needs to be a stronger underpinning for local crime prevention partnerships, and perhaps a legislative basis for them, as in the UK and New Zealand. To ensure accountability to the residents and business owners in a local area, local policing partnerships will need to use practical and wide-reaching methods for public participation to shape local priorities (such as community forums and social media platforms).

---

22 UK Secretary of State for the Home Department (2010), *Policing in the 21st Century: Reconnecting police and the people*, London: HMSO, p.6.

## **Communities of identity**

More recently, communities of identity have become an important consideration for police – whether centred on gender, ethnicity, religion, sexuality, age, capacity or otherwise.

Victoria Police must increase the trust and confidence that these communities have in its ability to serve them as well and treat them as fairly as anybody else in Victoria. Partnerships with diverse communities will require substantial new effort from the whole of Victoria Police, and from the communities themselves.

While various roles dedicated to liaison with specific communities have grown up over recent decades (such as youth resource officers and multicultural liaison officers) and should be made more effective, what matters most is that engagement across these communities is considered to be part of mainstream policing activity. Goals and plans need to be developed jointly by police and individual communities; Victoria Police policies and protocols should be shaped by community views.

Initial training and subsequent development programs within Victoria Police should provide substantially greater knowledge of the backgrounds and cultural, social and economic issues faced by these communities; those programs will also need to raise awareness of unconscious or implicit bias, and the effect it can have on operational decisions.

Communication, including two-way feedback, between police and diverse communities is crucial. Such communication extends to the way police approach community members and the way that approach is received: the style of communication, whether verbal or non-verbal, is important. It needs always to be based on the values of dignity and respect for individuals. Police should demonstrate clearly that they do not interpret membership of a particular community as an indicator of likely criminal conduct.

## **Communities of interest – the business community**

Victoria Police needs to engage with the business community in a different way for mutual benefit. Both police and businesses need to overcome barriers to mutual understanding and find a common language. Enduring structures and processes will be essential to institutionalise a closer relationship. Some of these will be based on local geography, where for example the owner of a major shopping centre and its tenants are vitally important partners in local crime prevention. Other police-business partnerships will focus on a particular industry, such as insurance or banking; yet others will be relevant to a broad spectrum of police activity (such as collaborations with private companies that hold critical citizen data).

### **Private security firms**

Police and private security firms need to work together to deter crime and maintain public order most effectively. However, for Victoria Police to be both a partner and a regulator of private security firms is problematic. It might be possible to resolve this tension if the regulation of the private security industry were to be undertaken by a body other than Victoria Police. Yet given the concerns held by Australian police about the infiltration of parts of the industry by organised crime, it is highly desirable that police retain an involvement in the regulation of the industry (for example by advising the regulator not to grant a licence in respect of particular individuals or firms that present unacceptable risks of criminal conduct). In addition, to maximise the contribution of the private security industry to crime prevention, it is desirable that police should design, and potentially deliver, training for private security operators.



\$4.95  
PONCHOS  
\$9.95  
UMBRELLAS

\$7.95  
SUNGLASSES

Lebara  
mobile  
RECHARGE HERE

Lebara  
Unlimited

Lycamobile

gotalk

UNLTD

Andrew King  
Constable

Scarlett Moskowitz  
Constable

Who Who  
OK!  
FREE!  
NEW MacGrilled CHICKEN BURGER  
for every tea  
I MARRIED RYAN GOSLING  
that's it!  
Reunited thanks to a SERIAL KILLER

## **Educating and training citizens to support Victoria Police**

Just as education and training for police is critical in establishing and sustaining successful community partnerships, there is clear evidence that education and training for the public is also necessary if active community participation in policing is to be effective. Victoria Police needs to educate the community about the role, challenges and operational approach of its members, and how citizens can complement that role in enhancing public safety. Increased public understanding will help to avoid unrealistic expectations, encourage citizens to undertake policing activity of various kinds (such as intervening to prevent and, where safe to do so, disrupt offences) and reduce the scope for problems arising from enforcement undertaken by Victoria Police, especially in vulnerable communities.

## **Responding to complaints**

Despite greater efforts to build deeper and broader partnerships, it should be recognised that citizens dissatisfied with Victoria Police's service or conduct will continue to make complaints, both directly to the organisation and to external accountability bodies. The nature of the process for making a formal complaint to Victoria Police, and the way that the organisation responds to complaints, has a significant effect on its ability to forge the partnerships that are necessary. Public trust can be increased in a number of ways: a complaints system that is more accessible and transparent; alternative options for dispute resolution (such as mediation); better communication with complainants during the investigation of a complaint; and more timely responses.

## **Volunteers – a new resource?**

Unlike many other police organisations around the world, Victoria Police has no formal volunteer program and it is rare to find volunteers involved in its activities.

Yet given the importance of the principle that 'the police are the public', and serious budget constraints, the use of volunteers in various roles is a potentially powerful means to extend the effectiveness of Victoria Police. The value of volunteers lies in supplementing and broadening the services provided by paid staff: by providing specialised skills or capacities; by allowing paid staff to focus more on using their expertise; and by bringing deeper knowledge about the needs of citizens. Greater involvement of volunteers can also help to open up the organisation to more diverse groups of people, with different skills and life experience.

Preferably the roles for volunteers would build on what an individual can and wants to bring to policing. Examples are plentiful: patrolling the night-time economy with police; running youth activities sponsored by police for children in high-crime locations to try to divert them from becoming involved in criminal activity; undertaking part-time work by those with knowledge of the financial industry to fight fraud. Victoria Police has begun to test the potential for volunteers to participate in crime prevention patrols in troubled parts of Dandenong, through Operation Pylet and there are early indications of success.

It is time for Victoria Police to consider seriously the use of volunteers in a systematic way as a supplement to existing sworn, partially sworn and VPS staff. However, such a step requires careful deliberation, to consider such issues as roles, training, supervision and culture.

The involvement of senior external people in the strategic management of Victoria Police should be continued and expanded. The Corporate Advisory Group established following the Rush Inquiry, which provides strategic advice to the Chief Commissioner on the full range of reforms to be undertaken by Victoria Police, and oversees strategic projects and critical (non-operational) business activities, has proved very valuable for Victoria Police and should be continued. Moreover, there is considerable potential for a geographically-based advisory group to assist each major region of Victoria Police's operations.

It is also desirable to extend the principle of high-level external advice to particular Commands within Victoria Police. Senior external people, carefully chosen for their specific skills, could chair critical projects and advise on major (non-operational) business functions, either as members of an advisory board or in another capacity.

## **Other Victorian agencies – government and not-for-profit**

Victoria Police will also need to intensify its work with other Victorian departments and agencies at a strategic level to tackle the range of complex problems that confront, and drive demand for responses by Victoria Police. The factors that have created successful partnerships need to be distilled and applied more broadly. For example, there is scope for Victoria Police to use its expertise in public safety and crime reduction to adopt a larger role in shaping policy development and influencing public debate.

Partnerships across the Victorian public and not-for-profit sectors to meet the challenges of difficult social problems demand an integrated and co-ordinated approach between Victoria Police and other government and non-government agencies. They should start with careful strategic planning that is focussed both on preventing these problems, and on responding to them in a way that meets all the needs of an individual.



This will require:

- regular meetings to build relationships and develop strategic plans
- analysis (or segmentation) of the different groups of people who receive services funded by the Victorian Government, and the development of graduated responses for those groups. A particular focus should be on the relatively small number of highly disadvantaged individuals and families who use multiple state-funded services extensively and have considerable contact with the criminal justice system
- greater mutual understanding to reduce, and ideally overcome, operational biases that are the product of different organisational cultures
- consistent local governance models across agencies, to remedy a multiplicity of uncoordinated relationships at different levels
- rigorous evaluation of the long-term benefits and costs
- more joint training.

These partnerships depend on much greater data sharing. While sharing of personal information between different government agencies will always raise privacy issues, there are ways to achieve much more 'joined-up' services while maintaining the privacy of individuals – within the existing legislative framework. These mechanisms need to respect different policy objectives and be clear about which objective will prevail in a specific case.

It is essential to define appropriate roles for Victoria Police and other agencies. Police should not undertake activities that a government agency or not-for-profit organisation could do better or more efficiently and appropriately.

A better response to the needs of vulnerable or disadvantaged individuals also demands the development of models where Victoria Police operate with staff from other government agencies.

Other types of partnerships with other State government agencies are necessary:

- to meet more traditional policing challenges, such as safety on public transport or child sex offences
- to act jointly with regulators who have significant law enforcement powers and resources and with other enforcement agencies
- with other parts of the criminal justice system, for crime reduction
- with local government, for crime reduction.

Victoria Police also needs to form much closer links and new partnerships with the nation's universities. Two kinds of research are necessary to increase the effectiveness and efficiency of police. One is 'what works': research on innovations that could be replicated at scale; this is what is commonly described as evidence-based policing; the other is to engineer innovative solutions to practical policing problems. One way of increasing the latter would be to create policing innovation hubs, comprising universities, police, private firms, and not-for-profit agencies.



## Other police and security agencies in Australia

The increasingly national and international nature of serious and organised crime necessitates broader and deeper collaboration between Victoria Police and other Australian law enforcement agencies in a number of areas:

- **Intelligence** – the intelligence databases of each major Commonwealth and state law enforcement agency need to be fully interoperable with each other, so that all relevant intelligence in Australia is available to any agency in real time, regardless of whether it pertains to a joint operation.
- **Information technology** – in constrained fiscal times, Victoria Police needs to gain maximum benefit from the large Commonwealth Government investment in IT. When a major new IT system is required, Victoria Police should examine carefully the benefits and costs of a co-operative national approach.
- **Forensic technology** – as forensic technology develops rapidly (such as DNA technology to provide forensic intelligence to create avenues of inquiry for police, and facial recognition technology), there is a case for single national centres of excellence that can serve all Australian jurisdictions.
- **Qualifications and standards** – while uniformity is not necessary or indeed desirable, an approach that would allow mutual recognition of policing qualifications, competencies and skills would promote a national labour market in policing, and in particular lateral entry to law enforcement agencies.

Beyond the realm of law enforcement, Victoria Police should seek broader and deeper collaboration with the ADF, including sharing of resources.

Victoria Police is very clear that it is not a paramilitary organisation; yet it has many challenges in common with the ADF, because both organisations share the heavy responsibility of enhancing security through lawful use of force when necessary. There are already strong links between the two organisations, but there is scope for much closer collaboration, to harness the benefits of technological capabilities already available to the ADF, and joint training in them. What is needed is a strategic alliance between Victoria Police, the ADF and the Defence Science and Technology Organisation, formalised in an appropriate way.

## International law enforcement agencies

Victoria Police's activities extend to offshore operations in conjunction with the Australian Federal Police (AFP) and foreign law enforcement agencies to combat criminal enterprises based in other countries, which are active in Victoria. Such operations are likely to grow significantly. Victoria Police will need to develop an internationalisation strategy, which defines both its role and its relationship with Commonwealth and international law enforcement agencies.

Victoria Police's international role should complement, rather than displace, or be seen as a substitute for, activities that are better or more naturally undertaken by Commonwealth or international agencies. Since the Commonwealth is responsible for Australia's external affairs, Victoria Police should only pursue international activities where they provide value to the organisation.

The case for joint task forces to combat organised crime can be strong when the distribution chain of such crime extends to Victorian residents. On the other hand, involvement in civilian policing in troubled nations is more difficult to justify.

# IX

## The road to transformation

---

Realising the vision for 2025 described in this Blue Paper will make great demands on the leadership and management of Victoria Police, at every level. Every person in the organisation will need to exercise personal leadership. Those charged with managerial responsibilities will need to strengthen the organisation's management capability in a number of ways.

### **Culture: values and behaviour**

A supportive organisational culture is crucial for long-term, sustainable success, and for the implementation of Victoria Police's vision for 2025. Culture is defined by values and behaviours. Victoria Police has well-articulated values and associated behaviours; what matters most is the practice of these values and behaviours every day, throughout the organisation. Some cultural challenges can be met within existing legal parameters; others will require change to legislative or industrial instruments.

In every area of Victoria Police activities, innovation will be essential to meet the challenges facing the organisation. In every part of the organisation, members should relentlessly challenge established practice to see how it can be improved.

Of particular importance will be partnerships with individuals and organisations who can contribute fresh thinking and different perspectives.

Part of challenging existing practices involves learning from the results they produce – including mistakes. This should take a number of forms, from 'hot' operational debriefs, to project evaluations, to consistent use of exit interviews.

### **Management**

In addition, it is clear that Victoria Police needs to become more proficient in change management and project management. The changes proposed by this Blue Paper will need to be carefully phased over a number of years, and implemented using a range of mechanisms, including pilot programs. They will also need to be contingent, so that the organisation adapts its detailed strategic plan to accommodate what is learnt along the way. Above all a disciplined approach needs to be adopted.

Discipline is also the key to better project management, so that projects are properly defined, implemented and evaluated.

## **Finance**

To realise the vision described in the Blue Paper, Victoria Police will need to find ways to increase very substantially its investment in ICT. It will also need to find new resources to improve recruitment and professional development of its staff.

Only about 5 per cent of Victoria Police's budget is discretionary, and this includes most VPS staff. It is not possible to find the necessary funding for new investments in ICT within existing financial arrangements. In a heavily constrained budget environment, a thorough external review of Victoria Police's finances – including the funding model, consistent with the State Government's response to the Rush Inquiry – is vital to establish a financially viable pathway. The review should be conducted by an internationally recognised consultant, and should have the widest possible terms of reference.





