Part 1

Executive summary

INTRODUCTION

1.1   Local Priority Policing (LPP) was approved by Victoria Police in 1999. The objectives of LPP are to:

- support the Government's commitment to a whole-of-government approach to community safety and crime prevention;

- effectively identify and fulfil local community needs and expectations;

- decrease community fears and concern about crime;

- increase public confidence in the accountability, professionalism and integrity of police;

- increase accountability to local communities for police service outputs, with a focus on preventive and reactive measures of police effectiveness; and

- engage with other government, non-government and community agencies and organisations to facilitate a co-ordinated response to community safety issues.

1.2   LPP is being implemented in 3 phases. Phases 1 and 2, which are complete, have introduced a regional model of policing, and reorganised specialist police services at the local level. Phase 3, which is not yet fully implemented, aims to establish more effective strategic partnerships with allied service providers, particularly at the local level through Local Safety Committees, and outline the way in which police will interact with the community.

AUDIT OBJECTIVE AND SCOPE

1.3   The objective of the audit was to determine whether Victoria Police has effectively managed the implementation, so far, of the LPP initiative.

1.4   The audit covered the extent to which milestones were achieved in Phases 1 and 2, and the progress made by Victoria Police in implementing the third phase of LPP. It also examined systems, strategies and processes critical to support the effective implementation of LPP, including human resource management strategies, marketing and communications strategies, planning processes, performance measurement, and risk and project management.

AUDIT CONCLUSION

1.5   Victoria Police has successfully undertaken the internal restructuring required to support LPP. Phases 1 and 2 of LPP were effectively managed in that key project milestones were substantially met. However, there were no project costings for us to assess whether or not the level of resources devoted to the implementation has been excessive or not.

1.6 The real challenge still lies ahead. Phase 3 involves the translation of the LPP philosophy into changes in day-to-day general policing behaviour and practices at all ranks, securing whole-of-government partnership and ensuring that support mechanisms are in place. While it is too early to make definitive assessments, there are strong indications that LPP may lose momentum and not achieve its objectives unless Victoria Police act quickly to:

- establish suitable project management and monitoring arrangements, including budgets;

- formalise relationships with key agencies, address duplications and overlap and identify joint priorities and actions to promote achievement of the whole-of-government objectives of LPP;

- improve interactions with the community, providing mechanisms for community groups to refer safety issues to police and to positively influence the public perceptions of community safety;

- ensure it has the right staff to implement LPP, through improvements to its human resources management, recruitment, training, leadership development and performance assessment; and

- provide an environment which supports achievement of LPP's objectives with a focus on continuous improvement, including enhancements to strategic and operational planning and risk management, access to reliable and appropriate data, and a performance measurement framework which can inform police and the community of LPP's progress.

1.7 Our concerns have been raised in the context that LPP is a new and evolving initiative. Victoria Police is aware of many of these issues, but unless these matters are quickly and appropriately addressed, the LPP initiative may achieve little.

AUDIT FINDINGS

Reorganising resources for localised decision-making

1.8 Phase 1 of LPP, known as the Statewide Management Model, became operational on 29 November 1999, which compared favourably with the target of 1 November 1999. Under this Model, the 17 Statewide Police Districts were rationalised into 5 Regions. *(paras 4.3 to 4.5)*

1.9 Phase 2, known as the Service Delivery Model, involved realigning support services (e.g. crime management, community policing and traffic management) within Regions and redefining the functions and responsibilities of these units, their reporting arrangements and staffing profile. The Model became operational on 20 March 2000, around 6 weeks after the target date. *(paras 4.6 to 4.7)*

1.10 Victoria Police envisaged that a number of benefits would be derived through implementing the 2 Models but has not yet set a date for this assessment. Our telephone survey of District Inspectors found that the majority considered the key benefits had been achieved, namely, greater ability to make decisions, more efficient use of resources, increased responsiveness to their District's needs, service delivery now more attuned to customer needs, greater flexibility in service delivery and ability to better manage resources. However, respondents also emphasised the need for their decision-making autonomy to be reinforced and the need for more administration support. *(paras 4.13 to 4.19)*

1.11 As Victoria Police did not establish appropriate financial controls over the project, such as a project cost budget, neither audit nor Victoria Police is able to assess whether or not the level of resources devoted to the implementation of LPP to date is excessive or otherwise. *(paras 4.20 to 4.22)*

Establishment of the community consultation model

1.12 Our examination of Community Profiles, which outline information on key population and demographic data and trends which would provide a context to consider community safety issues, showed that they were completed on time and completed, in most respects, in accordance with the model profile. *(paras 5.3 to 5.6)*

1.13 Scope existed to improve the quality of Profiles through:
- greater input into their development from both internal and external sources;
- greater use of available information sources and databases;
- more detailed analysis and evaluation of data;
- greater support being provided to District Inspectors ; and
- ensuring sufficient thought has been given to local or individual circumstances. *(para. 5.7)*

1.14 The vast majority of Local Safety Committees were established within the required timelines with the prescribed membership profile. Although at the time of the audit these committees had only been in operation for 4 to 5 months, there were emerging issues that require attention, namely:
- the relatively high level of absenteeism at Committee meetings;
- the large size of some Committees;
- the high number of attendees deputising for Committee members; and
- the membership on multiple Committees of senior representatives from key agencies. *(paras 5.8 to 5.13)*

1.15 It will also be important for Victoria Police to put in place a mechanism for facilitating input into the operation of Local Safety Committees from the broader community. *(para. 5.14)*

1.16 The development of Community Safety Plans by Local Safety Committees is proceeding in a positive manner with all but one interim Plan completed within the required timeframe. However, Plans could be further improved by including:

- the impact of key information contained in Community Profiles;
- details of activities planned to be undertaken, particularly by other government agencies including their duration and level of resourcing required; and
- appropriate quantitative and qualitative performance measures. *(paras 5.15 to 5.21)*

1.17 A number of concerns have emerged with regards to ongoing commitment and support for Local Safety Committees. These included funding to fulfil their operational responsibilities, duplication of effort between Local Safety Committees and other committees that also address local safety issues, and the absence of a formal agreement between Victoria Police and other participating agencies regarding their respective obligations and commitments under LPP and for Local Safety Committees specifically. *(paras 5.22 to 5.28)*

Activities supporting Local Priority Policing

Human resource management

1.18 There was no formal mechanism to integrate and co-ordinate individual human resource management functions. Key functions such as recruitment and training and development operated as separate entities rather than informing and providing feedback to each other. *(paras 6.5 to 6.9)*

1.19 Changes to activities and tasks for ranks below Inspector as a result of the introduction of LPP have yet to be defined. These ranks comprise approximately 97 per cent of General Policing staff. These changed requirements should be reflected in recruitment and training and development programs. *(paras 6.10 to 6.15)*

1.20 Training and development programs have not strongly supported the introduction of LPP as:

- Skill development programs have not been provided to District Inspectors, the group of staff most affected by the introduction of LPP;
- Existing courses, which enable participants to be eligible for future promotion, provide only very limited coverage of aspects considered directly relevant to LPP's introduction; and
- National competency standards and associated performance criteria, which underpin the development of Victoria Police training courses, exclusively reflect operational and statutory responsibilities. Competencies relevant to policing within a LPP environment are not included. *(paras 6.29 to 6.39)*

1.21 Victoria Police's performance management system (the Performance Enhancement Program - PEP) needs further development to ensure that there is adequate recognition of the achievement of LPP-related deliverables by staff. In addition, the Performance Enhancement Program does not explicitly link a staff member's training and development needs with their on-the-job assessment. *(paras 6.40 to 6.47)*

1.22 Based on the age profile of police officers, there will be significant departures at senior management levels in the next 2 to 3 years which will require attention to be placed on ensuring that future leaders are in place to continue to drive LPP's ongoing implementation. *(paras 6.48 to 6.52)*

1.23 The Executive Management Assessment Centre (EMAC) was established in 1998, however, no review has been undertaken of the extent to which its objectives have been achieved. In its current form, the methodology needs some minor adjustments to better reflect the assessment of an officer's ability to drive a major change program such as LPP. *(paras 6.53 to 6.63)*

Information management

1.24 There were deficiencies in current information systems concerning data entry processes and the consistency of interfaces between systems which placed limitations on their capacity to fully support LPP's introduction. Further, current system deficiencies were exacerbated by a generally low level of familiarity with information technology. *(paras 6.68 to 6.75)*

1.25 There was potential to build upon recent initiatives to further develop a more strategic approach to systems development through:

- the clarification of respective information technology roles and responsibilities;
- an analysis of existing functional processes and data flows; and
- a clear definition of information requirements needed to fulfil LPP-related activities and responsibilities, and the identification of gaps between the use and provision of information. *(paras 6.76 to 6.82)*

Marketing and communications

1.26 Victoria Police did not establish mechanisms to systematically gather information from targeted clients to evaluate the effectiveness of marketing and communication activities relating to Phases 1 and 2 of LPP. *(paras 6.83 to 6.87)*

1.27 The draft communication strategy for Phase 3 of LPP was considered to be a well prepared document, however, a number of shortcomings were identified. These included the need to encourage greater consistency with other government agency strategies and incorporating within the strategy measurable objectives as well as the financial implications of marketing and communication activities. *(paras 6.88 to 6.91)*

Strategic management issues

Strategic and operational planning

1.28   The Annual Business Plan was considered a generally well-prepared document, although it did not adequately address the importance of LPP. This concern also applied to the 3 Year Plan and General Policing Department, Regional and District Action Plans. We doubt the practicality of preparing a 10 Year Strategic Plan and the 3 Year Plan was limited in both scope and level of information presented. *(paras 7.2 to 7.11)*

1.29   Significant challenges remain to ensure the preparation of Community Safety Plans fully aligns with the current planning framework. *(paras 7.12 to 7.13)*

Performance measurement framework

1.30   At the time of the audit, progress on the development of a performance measurement framework has been slow. A number of initiatives have commenced such as the engagement of a contractor to provide performance measurement training and to develop an evaluation template applicable to LPP, however, considerable work is still required before a robust framework is in place. *(paras 7.15 to 7.25)*

Risk management

1.31   Although risk management strategies were prepared for Phases 1 and 2 of LPP, they lacked a clear explanation of the type and extent of risks involved, the controls needed to address these risks, the potential impact on LPP, the likelihood of occurrence of risks and agreed courses of action to address risks identified. *(paras 7.26 to 7.29)*

1.32   Scope exists to improve the risk management strategy developed for Phase 3 of LPP. *(paras 7.30 to 7.33)*

Future management of local priority policing

1.33   The senior management group needs to drive the ongoing implementation of Phase 3 of LPP as well as ensuring that key strategies and processes necessary to support LPP's successful implementation are established. We were advised by Victoria Police during the course of the audit that a steering committee would be established to provide high level oversight. *(paras 7.34 to 7.40)*

RECOMMENDATIONS

1.34   We note that Victoria Police is currently pursuing a number of initiatives that may address some of the recommendations outlined in this Report. A list of these recommendations contained throughout the Report is set out below.

Report reference	*Paragraph number*	*Recommendation*
Establishment of the community consultation model	5.31	Victoria Police should give priority to: - Improving the quality of Community Profiles; - Monitoring the ongoing operation of Local Safety Committees, including the membership profile, commitment of participating agencies and input from the broader community on safety issues; - Improving the quality of Community Safety Plans; - Signing a Memorandum of Understanding with key agencies to ensure their support of, and co-operation in the achievement of, LPP; and - Addressing potential overlap between existing local committees which consider safety issues. This includes examining the role of Police Community Consultative Committees.
Activities supporting Local Priority Policing	6.9	Victoria Police should introduce measures to achieve greater integration and co-ordination across human resource management functions through the introduction of initiatives such as a human resource management strategic plan and LPP-related agency-wide competencies.
	6.15	Victoria Police needs to progressively define LPP requirements and tasks for each rank below District Inspector.
	6.28	Victoria Police should ensure that: - a number of short-term initiatives are introduced into the selection panel process to better reflect LPP requirements; - existing and proposed psychological screening processes are re-examined to assess their validity for LPP; and - as part of the long-term redevelopment of the recruitment process, alternatives are evaluated to ensure that police selection and psychological assessment procedures conform to best practice.
	6.39	Victoria Police needs to: - conduct a training needs assessment on a rank-by-rank basis, based on a clear definition of each officers' responsibilities under LPP; - provide immediate targeted training for District Inspectors (and Relieving Inspectors) relating to their new roles and responsibilities; - expand the LPP content in existing and proposed courses; and - develop competency standards and performance criteria that explicitly address LPP-related requirements.

Report reference	Paragraph number	Recommendation
Activities supporting Local Priority Policing - *continued*	6.52	Victoria Police should ensure that (PEP) is refined to allow better recognition of the achievement of LPP-related objectives, clearer linkages to training and development processes, and the identification and development of future leaders.
	6.63	Victoria Police should ensure that EMAC: • is evaluated by assessing individual job performance against predicted performance under EMAC; • includes an assessment of the individual's change management skills; and • is reviewed to ensure alignment to the Public Safety Training Package and leadership development initiatives.
	6.82	Victoria Police should ensure a strategic approach to information systems development is undertaken that: • addresses the information needs of LPP; • addresses existing system deficiencies, such as inefficiencies in data entry processes; and • provides a platform to introduce more intelligent, accessible and flexible systems.
	6.93	Victoria Police should ensure that the draft Marketing and Communications Strategy is finalised and enhanced to provide a generic model to guide strategy implementation at the local level, to include input from other key government agencies and to incorporate the financial costs of marketing activities.
Strategic management issues	7.14	Victoria Police should ensure that: • the current 10 and 3 year strategic plans are rationalised into a single strategic plan covering a 3-5 year duration; • the Annual Business Plan and various action plans are amended to more strongly reflect the introduction of LPP; and • mechanisms are established to allow full alignment of Community Safety Plans with planning processes, including steps to improve the quality of these plans.
	7.25	Victoria Police needs to develop a comprehensive performance measurement framework for LPP, focusing initially on developing data collection mechanisms possibly in a sample of local areas.
	7.33	Victoria Police should finalise the risk management strategy for the Community Consultation Model, incorporating enhancements such as broadening the level of input into risk identification with regular review by senior management and revision as necessary.
	7.40	Victoria Police needs to establish suitable project management arrangements to implement and oversee the continuing development of LPP and supporting systems and processes.

RESPONSE provided by Acting Chief Commissioner of Police

The budget structures for 1999-2000 and 2000–2001 were set up to reflect the LPP implementation and included Information Technology, Communications and Infrastructure costs. Victoria Police now recognises the requirement for detailed project costing to be included in future project planning.

The LPP Steering Committee, comprising Acting Chief Commissioner O'Loughlin (in his capacity as Deputy Commissioner Operations), Deputy Commissioner Nancarrow, Executive Director, Mr Latta, Assistant Commissioner General Policing, Mr Perry, Commander Gassner and Commander Hart is now in place.

There are no surprises in this Report, however, from the outset, I reiterate the concerns expressed by the previous Chief Commissioner, Neil Comrie, regarding:

- *The timeliness of the audit in relation to the fact that LPP was in its infancy and still progressing through a substantial "bedding-down" process; the results of its operation would not at all be apparent.*

- *The fact that the Government was simultaneously conducting another review through the "Johnson" Ministerial Administrative Review, which overlapped some parts of the audit scope.*

I have specifically addressed key issues by way of clarification and/or justification and highlighted the Victoria Police response where appropriate.

It should be recognised that through the initial phases of LPP (Statewide Management Model and Service Delivery Model), significant management and supervisory reform took place, however, this did not alter proven policing methods of crime detection and reaction to community needs for immediate assistance. Phase 3 of LPP (Community Consultation Model), does significantly enhance, at all levels, the other component of core policing, through collaboration and partnerships with community and government, which pro-actively addresses community safety and crime prevention.

It is acknowledged that many of the issues identified in the Report provide a guide which will assist LPP to be embedded within the philosophy and culture of Victoria Police. It is important to recognise that a majority of issues raised had already been identified and actioned by Victoria Police. The Force's own monitoring and analysis of LPP, along with your Report, will be managed by the LPP Steering Committee.

Victoria Police has always recognised the requirement for close monitoring and continuous improvement in order to achieve the overall LPP objective. It is from this perspective that the Force has maintained its concern over the audit being premature.

Victoria Police has been well aware of the magnitude and innovation LPP presents to the Force and the need for the support of other government agencies for what is a whole-of-government approach to community safety and crime prevention. Accordingly, Victoria Police has engaged other agencies during the development and implementation of LPP and will continue to seek their support.

I thank the audit team for its constructive and collaborative approach and acknowledge that the suggestions will provide guidance to enhance the continued success of Local Priority Policing.

Part 2

Background

INTRODUCTION

2.1   Victoria Police (the Police) is an agency within the Department of Justice portfolio with a mission *"... to provide a safe, secure and orderly society by serving the community and the law"*. The Minister for Police and Emergency Services holds portfolio responsibility for Victoria Police. The Chief Commissioner of Police is responsible for the management of the agency in accordance with the *Police Regulation Act* 1958 and other relevant legislation.

ORGANISATIONAL ARRANGEMENTS AND STAFFING

2.2   At 30 June 2000, Victoria Police employed around 9 500 uniform and 1 750 civilian staff. These staff are divided among 8 Departments. The majority of the Police's staff are located within 3 operational Departments: General Policing (7 900 staff); Crime (1 100 staff); and Traffic and Operations Support (1 000 staff).

2.3   For the year ended 30 June 2000, operating costs of the Force totalled $1.06 billion, of which $771 million was expended on salaries and related costs. In the 2000-2001 budget, the Government announced funding for the recruitment of an additional 800 operational police over the next 4 years. This initiative will increase salaries and related costs by an estimated $64 million per annum.

2.4   Victoria Police's organisational structure, shown in Chart 2A, outlines the relationships between the Chief Commissioner of Police and the Departments under the Commissioner's responsibility.

CHART 2A
VICTORIA POLICE ORGANISATIONAL STRUCTURE
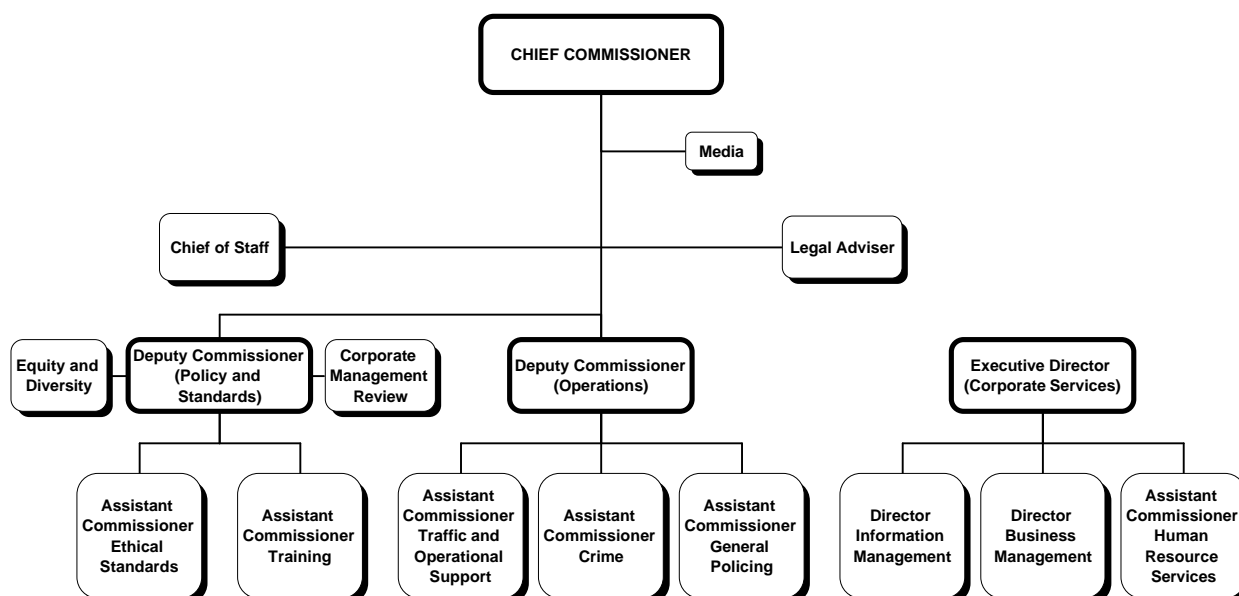
2.5 In April 2000, the Minister for Police and Emergency Services commissioned a review (the "Johnson Review") into Victoria Police's administrative arrangements for the implementation of government policy. The review's terms of reference included:

- the establishment of protocols between the Government and Victoria Police on their respective roles and responsibilities; and

- a review of human resource management strategies and systems, particularly in the context of the planning for the employment of 800 additional officers, ensuring recruitment is representative of the community, the appropriateness of succession planning arrangements and improving career paths of front-line police to maximise their retention.

2.6 A draft report was issued in December 2000 for consultation. At the time of this audit, a final report was yet to be released. Although this review does not directly cover Local Priority Policing, we have considered the draft report findings where relevant.

COMMUNITY POLICING

2.7 Over the past 20 years, Victoria Police has introduced a series of community programs to improve its effectiveness in preventing and detecting crime within Victoria. Examples of police programs which have sought community input to crime prevention and improving public safety are:

- Neighbourhood Watch - a pro-active crime prevention program introduced in the early 1980s as a means of creating community awareness of crime levels in local areas, and to inform the public on measures that can be taken to minimise criminal activity;

- The Police Community Consultative Committee (PCCC) program, which commenced in 1989 and involves the community through the establishment of local community committees. These committees identify local policing priorities and develop strategies to address these priorities; and

- Through its Crime Stoppers campaign, which was introduced in 1987, Victoria Police has utilised the media (e.g. local and Statewide newspapers and television) to seek the community's assistance in solving crimes.

*Mobile facilities are used as self-contained mini-command posts at crime scenes
or as bases for public relation activities.*

2.8   In 1997, the Victorian Government launched the Safer Cities and Shires program, the administration of which rests with the Department of Justice. This program encouraged local government to play a lead role in developing local community safety and crime prevention policies and programs through encouraging a partnership approach with other key government and non-government agencies, as well as the private sector and community groups. The program provides funding to councils over a 3 year period to address community safety issues.

2.9 Victoria Police has also considered policing models in place in several overseas countries, particularly those that have embraced a greater focus towards understanding and fulfilling the needs of local communities. Generally referred to as "community policing", these policing models aim to reduce crime, improve perceptions about public safety and utilise input from the community to identify policing priorities and establish strategies to address those priorities. These observations, in conjunction with the earlier instances, led Victoria Police to embark on a major and innovative initiative known as Local Priority Policing (LPP) which was designed to employ a whole-of-government approach to addressing community safety. Local Priority Policing was officially launched by the Chief Commissioner in September 1998.

LOCAL PRIORITY POLICING

2.10 In August 1999, Victoria Police's senior management approved a paper recommending that LPP be implemented in accordance with 3 separate models, namely:

- The *Statewide Management Model,* which introduced a regional model of policing (Phase 1);

- The *Service Delivery Model,* which reorganised specialist police services at the local level (Phase 2); and

- The *Community Consultation Model,* which aimed to establish more effective strategic partnerships with allied service providers particularly at the local level and outlined the way in which police will interact with the community (Phase 3).

2.11 On 8 August 2000, the Minister for Police and Emergency Services and the Chief Commissioner of Police jointly launched the Local Safety Committee concept. A major aspect of the LPP strategy is the commitment to establishing more effective and strategic partnerships with other government and non-government agencies as well as the broader community. The objectives of LPP (as set out in *An overview of Local Priority Policing and an Introduction to Local Safety Committees – March 2000*) are to:

- *"support the government's commitment to a whole of government approach to community safety and crime prevention;*

- *effectively identify and fulfil local community needs and expectations;*

- *decrease community fears and concern about crime;*

- *increase public confidence in the accountability, professionalism and integrity of police;*

- *increase accountability to local communities for police service outputs with a focus on preventive and reactive measures of police effectiveness; and*

- *engage with other government, non-government and community agencies and organisations to facilitate a coordinated response to community safety issues".*

2.12   One of the major features of LPP is that the local community is to be an active participant in shaping police service priorities, with local police being responsible for the quality and mix of services they provide to local communities.

2.13   Responsibility for the day-to-day operation of LPP rests with the General Policing Department. Victoria Police's 1999-2000 Annual Report states that the Department *"... provides uniformed police services, concentrating on the maintenance of good order, public safety and security throughout Victoria. This is achieved by providing a continuous, visible and integrated police service, which focuses on creating and maintaining partnerships with local communities and on responding efficiently to the policing needs of those communities".*

2.14   Although LPP is regarded as representing one of the most substantial organisational change to the Police since its inception, its introduction occurred without an additional budgetary allocation for its implementation. LPP is scheduled to be implemented fully by July 2002, when community safety input will become integrated within Victoria Police's overall planning processes.

Part 3

Conduct of the audit

AUDIT OBJECTIVE

3.1   In my Office's *Annual Plan 2000-01* tabled in Parliament in May 2000, I indicated my intention to make observations on programs and activities that are in the initial phases of implementation, as well as those that have been in place for some time, so that early and timely advice can be provided to agencies as part of their continuous improvement process. The audit of Victoria Police's Local Priority Policing (LPP) initiative represents one such audit, where timely observations can be made during an early stage of implementation which can be taken into consideration in subsequent stages of implementation.

3.2   The objective of the audit was to determine whether implementation of the LPP initiative by Victoria Police has been effectively managed. In particular, the audit examined whether:

- the planned actions and milestones associated with implementation of the first 2 phases of LPP, namely, the Statewide Management Model and the Service Delivery Model, were achieved;

- arrangements for the operation of the Community Consultation Model phase of the initiative were adequate in terms of the stated aims of this phase;

- adequate strategies and mechanisms had been put in place to support the ongoing management and delivery of LPP; and

- an appropriate performance measurement framework had been put in place to facilitate evaluation of the success or otherwise of LPP in terms of its stated aims.

3.3   As full implementation of the LPP initiative is not expected to occur until June 2002, it is not possible at this stage to assess the extent to which all objectives of the LPP initiative had been achieved. However, as the initiative is of significant importance to the State of Victoria, we expect to evaluate the effectiveness of LPP once full implementation has occurred.

AUDIT SCOPE

3.4   The audit covered the following aspects:

- An examination of the extent to which the milestones associated with implementation of the first 2 components of LPP, namely, the Statewide Management Model and the Service Delivery Model, were achieved;

- Progress made by Victoria Police in implementing the third phase of LPP, namely, the Community Consultation Model. This involved an examination of work undertaken by a sample of Police Districts across both metropolitan and rural areas;

- An examination of those systems and strategies, either in place or being developed, that we considered critical to support the effective implementation of LPP. These included:
  - human resource management strategies including recruitment, performance management, and staff training and development;
  - information technology systems and their management; and
  - marketing and communications strategies; and
- High level management strategies and processes relevant to implementing LPP including:
  - planning processes pertaining to LPP within Local Safety Committees and their integration with Victoria Police's processes;
  - performance measurement;
  - risk management; and
  - LPP project management.

3.5   In undertaking the audit, we examined documentation maintained by Victoria Police, interviewed police from the rank of Inspector to Deputy Commissioner and senior civilian staff, and conducted searches of relevant literature. Specialist advice to the audit included advice on international best practice in the management strategies and processes we examined. We met with non-police members of Local Safety Committees to ascertain their perceptions of the operation to date of their respective Committees.

3.6   We also engaged a market research firm to conduct a telephone survey of District Inspectors and Relieving Inspectors across the State over the period 20 to 29 November 2000 to seek their views on:

- the extent to which the anticipated benefits from the first 2 phases of LPP had been achieved; and
- the adequacy of support provided by the Police to prepare them for the introduction of LPP.

3.7   A total of 61 District and Relieving Inspectors were interviewed, equating to a response rate of 81 per cent (14 Inspectors were unable to participate in the survey). A focus group was conducted with some of the Inspectors unable to participate in the survey (6) to canvas their views on LPP's implementation.

Period covered by the audit

3.8   The audit covered the period from June 1997 when Victoria Police piloted organisational changes, the results of which were considered in the development of Phase 1 of LPP, to March 2001.

Compliance with auditing standards

3.9   The audit was performed in accordance with Australian Auditing Standards applicable to performance audits and, accordingly, included such tests and other procedures considered necessary in the circumstances.

ASSISTANCE TO THE AUDIT TEAM

Specialist assistance

3.10   Specialist assistance was provided to my Office by:

- Quantum Market Research, which undertook a telephone survey of District and Relieving Inspectors;

- Professor David Brown, Professor of Management, Latrobe University, who provided specialist advice on human resource management issues;

- Dr Rajiv Khosla, a Senior Lecturer in Computer Science and Computer Engineering, Latrobe University, who conducted a review of the information technology systems;

- Dr Patricia Rogers, Director of Program for Public Sector Evaluation, Royal Melbourne Institute of Technology, who provided specialist advice on program evaluation;

- Ms Lynette Morero, Director of Planning and Quality Assurance, Royal Melbourne Institute of Technology, who provided specialist advice on organisational planning processes; and

- Mr Tom Gillett, a former Victoria Police Commander now working as an independent consultant, who provided advice across a range of police-related matters.

Assistance provided by Victoria Police

3.11   Significant support and assistance was provided to my officers by the management and staff of the Victoria Police. I wish to express my appreciation to Victoria Police for this assistance.

Part 4

Reorganising resources for localised decision-making

INTRODUCTION

4.1 In October 1996, Victoria Police commissioned a pilot project, entitled the *Regionalisation Project* to examine options for reorganising the Statewide management structure of Victoria Police that would lead to improved operational efficiency. This pilot commenced in February 1997 and involved amalgamating 3 of the 17 Police Districts to form one single Region. In January 1998, following a 6 month evaluation period, Victoria Police concluded that the pilot had been successful and the regional model was suitable for further development by a project team before extending its implementation Statewide.

4.2 At this time, Victoria Police also recognised the importance of encouraging greater local community involvement in addressing policing priorities and crime prevention. This required the development of a police management and service delivery model with an enhanced focus on identifying local community policing needs and which was supported by a local safety framework. This initiative, combined with the introduction of the regional model, led to the development of a project called Local Priority Policing (LPP).

Statewide Management Model

4.3 The resulting Statewide Management Model (SMM) became operational on 29 November 1999. The SMM sought to:

- focus senior managers on policy and strategy development, as well as operational management;

- flatten the management structure through eliminating 2 upper management levels and devolving authority to the lowest appropriate levels to facilitate improved service delivery; and

- provide increased opportunities for local communities to be involved in shaping police plans, priorities and services.
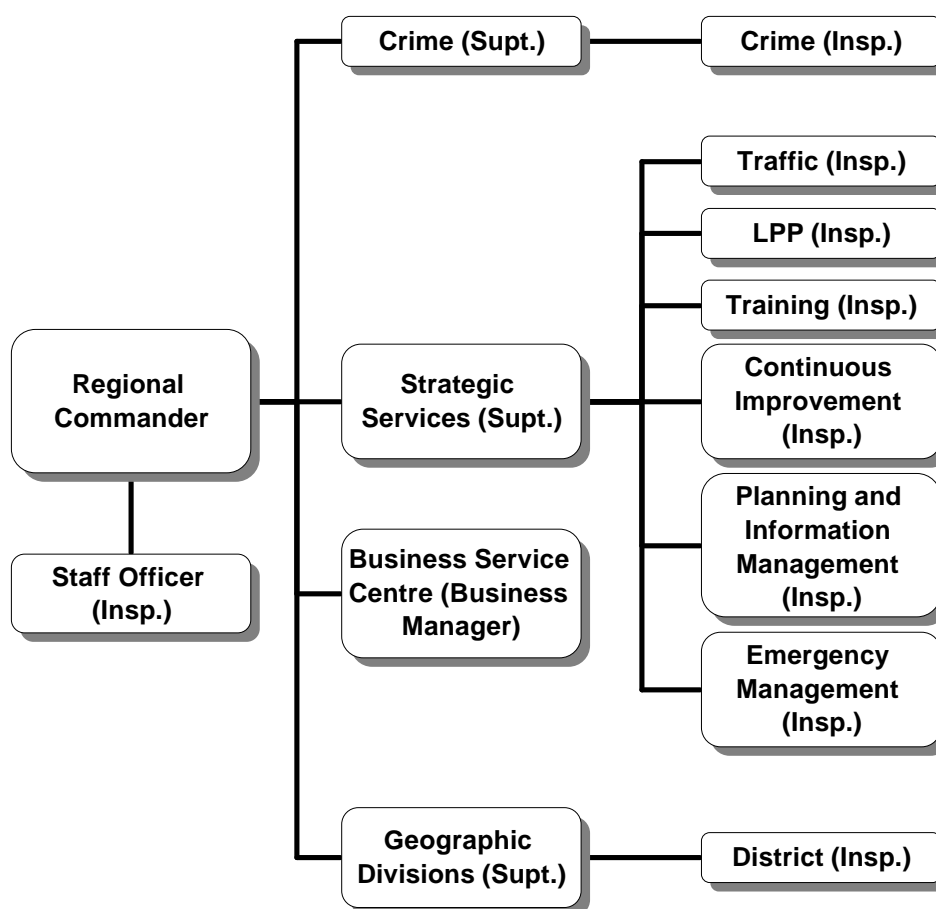
4.4 Under the SMM, the 17 Statewide Police Districts were rationalised into 5 Regions, each managed by a Commander. Within each Region, a Superintendent headed each geographic division which consisted of a number of Districts, each managed by one or more Inspectors. A feature of the SMM was the alignment of Regions and associated geographic Divisions and Districts with local government boundaries to facilitate closer links and better integration with community groupings.

4.5 The SMM also devolved responsibilities and decision-making down to lower ranked officers. This change had the greatest impact at the District Inspector level in that these officers were given line management control of districts whereas previously they had no such responsibilities. Certain delegations that were previously exercised by the now defunct positions of Chief Superintendent of Districts, such as the ability to approve minor covert operations, now reside with District Inspectors.

Service Delivery Model

4.6 In March 2000, Executive Command approved implementation of the second phase of LPP, namely, the Service Delivery Model (SDM). The SDM involved realigning support services (e.g. crime management, community policing and traffic management) within Regions and redefining the functions and responsibilities of these units, their reporting arrangements and staffing profile. Chart 4A shows the structure of each of the 5 Statewide Regions.

CHART 4A
REGIONAL STRUCTURE

```
Regional                    Crime (Supt.) ————— Crime (Insp.)
Commander
                                                Traffic (Insp.)
                                                LPP (Insp.)
                            Strategic           Training (Insp.)
                            Services (Supt.)    Continuous
                                                Improvement (Insp.)
                                                Planning and
                                                Information
                            Business Service    Management (Insp.)
Staff Officer               Centre (Business    Emergency
(Insp.)                     Manager)            Management (Insp.)

                            Geographic
                            Divisions (Supt.) ———— District (Insp.)
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4.7 The positions which are particularly relevant to the day-to-day management and implementation of LPP are:

- The District Inspector who manages a range of key functions, namely, crime, traffic and community programs. These positions also have specific responsibilities for developing partnerships with government agencies, community groups and the private sector to address community safety issues, principally through the chairing of Local Safety Committees. There are approximately 60 District Inspectors; and

- The LPP Inspector who is responsible for providing advice and support to District Inspectors and for monitoring the operations of Local Safety Committees in their region. Each of the 5 regions has a LPP Inspector.

ACHIEVEMENT OF IMPLEMENTATION MILESTONES

4.8   We consider the implementation of the SMM and SDM was well handled by Victoria Police, particularly considering the magnitude of change and the number of police personnel affected by the change.

Statewide Management Model

4.9   A review to assess the status of the Project Team's 38 recommendations was conducted by Victoria Police between August and October 2000. This review, referred to as the *LPP Phase 1 Evaluation*, found that the requirement for the SMM to become operational from 1 November 1999 was not achieved until 29 November, 3 of the recommendations were not appropriate due to changes in circumstances, and 3 had not been implemented. All other recommendations had been fully implemented within the expected timeframes. At the time of the audit, the remaining 3 recommendations had either been addressed or were no longer relevant.

4.10   The results of our examination of the achievement of key milestones and actioning of recommendations associated with the Statewide Management Model's (SMM) implementation are summarised below:

- *Organisational structure*. The development of the SMM commenced in February 1999 with a target completion date of 1 November 1999. Although a transitional model was introduced on this date with certain staff occupying key positions, as previously stated the SMM did not become fully operational until 29 November 1999. Victoria Police advised that this short delay was outside of their direct control and was occasioned by the need to update the emergency response communication system in line with the new geographic boundaries;

- *Staffing*. Although Regional Commanders and Divisional Superintendents assumed their new responsibilities as per the target date of 1 November 1999, District Inspectors were unable to assume their new roles until 29 November 1999; and

- *Delegations.* Although the revised financial delegations were introduced from 30 October 1999, the operational and administrative delegations did not operate until 29 November 1999.

Service Delivery Model

4.11   Victoria Police's *LPP Phase 1 Evaluation* also examined the status of action taken on the recommendations associated with implementation of the SDM and found that they had all been fully implemented. There were, however, several issues associated with the Model's implementation, such as the failure to develop an appropriate risk management strategy, that needed to be addressed. This was identified by the review and we have commented on this issue in Part 7 of this Report.

4.12   The results of our assessment of the SDM's implementation are summarised below:

- *Organisational arrangements.* The SDM became operational on 20 March 2000, around 6 weeks after the target date. Victoria Police indicated that there was a substantial level of consultation with the Police Association on the SDM's implementation which contributed to this delay; and

- *Staffing.* Staffing arrangements were substantially completed by 20 August 2000, which was in line with expectations.

ACHIEVEMENT OF EXPECTED BENEFITS

4.13   Victoria Police envisaged a number of benefits would be derived through implementing the SMM and SDM. An assessment in this regard is proposed to be undertaken by Victoria Police as part of its evaluation activities, although a date has not yet been set. In order to gain a preliminary insight into the extent to which the expected benefits had been achieved, our telephone survey canvassed the views of District Inspectors.

4.14   While the SMM and SDM have been in place for only 6 and 7 months, respectively, the results of our survey are encouraging, particularly as District Inspectors have a key role under the LPP initiative. However, Victoria Police should be mindful of the concerns expressed by District Inspectors when it undertakes the planned evaluation of the 2 models.

Statewide Management Model

4.15   With respect to the 3 key benefits associated with the SMM, the survey results were positive in that:

- 82 per cent of respondents believed they had a greater ability to make decisions;

- 77 per cent believed resources were used more efficiently; and

- 82 per cent considered their responsiveness to addressing their District's needs had increased.

4.16   Aside from the key benefits, 31 per cent of respondents considered the other main benefit emerging is a greater emphasis on, and involvement with, local councils and committees.

4.17   District Inspectors were also asked what they believe is still required to achieve the expected benefits. The common response focused on the need to reinforce their decision-making autonomy and to augment existing staffing resources. Other concerns raised by respondents included the lack of support, including administration support, and their increased workload.

Service Delivery Model

4.18   Our survey results in respect to the SDM were also positive in that:

- 75 per cent of respondents considered service delivery was now more attuned to customer needs;
- 80 per cent considered there was greater flexibility in service delivery; and
- 82 per cent considered they were better able to manage resources.

4.19   Aside from these benefits, around half of the respondents believed there was a range of other benefits, primarily better and closer interaction and liaison with the local community and government. In terms of further action required to achieve the key benefits, the predominant suggestions were for the provision of more resources and the reinforcement of District Inspectors' delegated decision-making authority.

POLICE RESOURCES UTILISED TO IMPLEMENT LOCAL PRIORITY POLICING

4.20   In implementing LPP, Victoria Police did not receive any budgetary supplementation from the Government. Victoria Police recognised that, given the magnitude of change and the long timeframe for LPP's completion, substantial Victoria Police resources were likely to be consumed during the change process. We believe the extent of resources utilised to be significant, e.g. 5 Regional Commanders were involved in SMM's development on a full-time basis for approximately 8 months.

4.21   We expected that Victoria Police would have established appropriate financial controls over the project, but this did not occur. For example, a project cost budget was not established nor were any mechanisms put in place to systematically monitor, on an ongoing basis, the time spent by officers on the project. Therefore, neither audit or Victoria Police is able to assess whether or not the level of resources devoted to the implementation of LPP to date is excessive or otherwise.

4.22   Part 7 of this Report includes comment on the need for Victoria Police to monitor and account for resources devoted to the implementation and management of Phase 3 of LPP.

RESPONSE provided by Acting Chief Commissioner of Police

The previous Chief Commissioner, Neil Comrie, identified this expected response before the performance audit commenced. Victoria Police recognised the need for administrative support and as a result the General Policing Department undertook a staffing review. Funding has been applied for as part of the current ERC process.

In the context of the magnitude of the change, costs were minimal. Other than the infrastructure cost, the project was largely confined to project team salaries which was, again, within the General Policing Department budget.

Part 5

Establishment of the Community Consultation Model

INTRODUCTION

5.1   Implementation of the Community Consultation Model represents the third and final phase of Local Priority Policing (LPP). The primary objective of this phase is for Victoria Police to establish multi-agency partnerships with other government service providers involved in community safety issues, and then extend this partnership to the broader community. The establishment of Local Safety Committees (LSCs) in every municipality across the State constitutes the primary mechanism through which this partnership will be achieved. The development of Community Safety Plans and the identification of validated local safety issues by Committees is intended to then influence the allocation of police resources at the District level.

5.2   Chart 5A on the following page indicates that targets for the preparation of Community Profiles and the establishment of Local Safety Committees have been met. Only one Community Safety Plan was not developed by the target completion date of 31 December 2000.

Audit assessment of Community Profiles

5.3   The compilation of Community Profiles by each District Inspector comprised an important element of the Community Consultation Phase. It was envisaged that these Profiles would provide:

- District Inspectors with access to information on key population and demographic data and trends which would provide a context to consider community safety issues; and

- a mechanism for the analysis of local safety issues and a formal basis for the compilation of Community Safety Plans.

5.4   A Community Profile previously developed by a District Inspector was adopted throughout Victoria Police as the model profile. This initial Profile included a wide range of community data including geographic, demographic, economic, social, safety and crime issues. The data utilised in the profiles was gathered from a variety of sources including the national census, other government agencies (such as VicRoads and the Department of Justice), local community agencies and Victoria Police systems such as the Law Enforcement Assistance Program (LEAP) and Computer Aided Despatch System (operated by Intergraph).

5.5   Each District Inspector was required by 31 March 2000 to compile a Community Profile for their Police District, to be approved by senior management. In a very limited number of cases, District Inspectors undertook additional research to supplement internally generated data. For example, in these few cases reference was made to VicRoads traffic databases available on the internet and police emergency response statistics were obtained from Intergraph.

CHART 5A
LOCAL SAFETY COMMITTEE IMPLEMENTATION STRATEGY

Phase 1	*Preparation of community profiles*	*Target*
Pre-establishment	• Victoria Police develop a model profile. • District Inspectors prepare a detailed Community Profile for their Districts. • Community Profile identifies members invited to sit on Local Safety Committees in line with Victoria Police's representation profile. • Community Profiles approved by Senior Management.	31/3/2000 *Achieved?* Yes.

Phase 2	*Establishment of local safety committees*	*Target*
Local Safety Committee establishment	• District Inspectors establish formal contact with relevant agency/community contacts. • Local Safety Committees established. • Inaugural meeting of Local Safety Committees held.	Inaugural meeting to be held by 31/7/2000. *Achieved?* Yes.

Phase 3	*Development of community safety plan (interim)*	*Target*
Development and implementation of planning model and assessment of degree of alignment with corporate planning process	• Victoria Police provides model plan to individual districts. • Local Safety Committees develop Interim Community Safety Plans. • Assessment of capacity to integrate Community Safety Plans into the corporate planning process.	Interim plans by 31/12/2000. Assessment by 30/6/2001. *Achieved?* One Interim Plan not developed.

Phase 4	*Implementation of community safety plan*	*Target*
Implementation of Local Safety Committee Action Plan	• Review Phase 3 • Fully align Local Safety Committee Plans with corporate planning processes by 30 June 2002. • Implement performance measurement framework. • Review post-implementation project outcomes.	30/6/2002 *Achieved?* In progress.
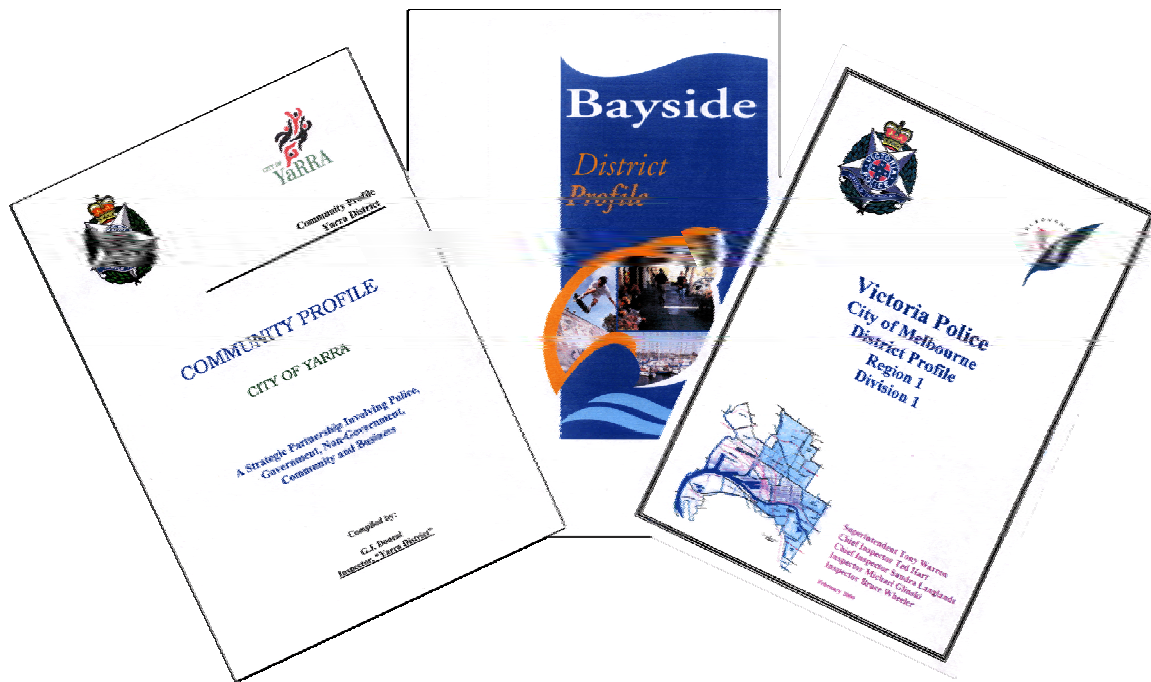
Examples of Community Profiles prepared by District Inspectors.

5.6   Our examination of a selection of Community Profiles showed that they were completed on time, and complied in most respects with the model profile developed by Victoria Police to guide its District Inspectors. We also found that significant effort had gone into the compilation of local population demographics, crime data and related issues. Our findings were consistent with the conclusions arrived at by Victoria Police's Strategic Partnerships and Community Consultation Project Team, which evaluated all Community Profiles.

> **RESPONSE provided by Acting Chief Commissioner of Police**
>
> *It is necessary to highlight that the Profiles were intended to provide a formal basis for the police view of community safety issues in the district. In other words, the Community Profile, needed to be complemented by a broader needs-analysis undertaken by the Local Safety Committee as a whole.*
>
> *As a point of clarification, the project team developed a methodology and framework for conducting a Community Profile. One metropolitan and one rural-regional District Inspector was given the task of piloting the methodology. The results, together with an electronic template and written guidelines, were provided to each District Inspector as part of a training package during October-November, 1999.*

Scope for improving Community Profiles

5.7   Our examination of the Community Profiles disclosed a number of areas that warrant further consideration by Victoria Police, namely:

- Input into the development of Community Profiles from both internal and external sources could have been improved. For example:

- Both internal and external focus groups were extensively utilised to analyse policing and safety issues. However, District Inspectors felt that the contribution from some sources, particularly Neighbourhood Watch groups, was limited in the breadth of coverage of community safety issues;

- More extensive use could have been made of the knowledge of members below the rank of District Inspector; and

- The level of input provided by the LPP Inspectors varied significantly between Regions, with the majority providing minimal input. The role and responsibilities of these positions may need to be re-examined;

- Available information sources and databases were rarely used to their full potential in providing relevant information on local community safety issues. These sources include extensive data captured by the Computer Aided Despatch System (operated by Intergraph) and data held by agencies such as councils, hospitals and relevant government departments. In addition, existing quantitative data was of limited use in that:

  - The local population demographics were heavily dependent upon the latest census results (1996). Only in isolated cases was more recent information sought such as local government demographic data;

  - Crime statistics had not been fully realigned to the new Victoria Police boundaries when profiles were prepared. This situation has since been rectified; and

  - Survey data provided by the former Police Board of Victoria regarding community perceptions of crime was considered by District Inspectors to be so broad in nature that it was of little value in developing Community Profiles. We concur with this view;

- While the compilation of factual data was performed well, the analysis and evaluation of this data was superficial and, therefore, of limited use. For example, the statement *"… an increase in reported offences of robbery of 233% with a solution rate of 73%"* could have been accompanied by an explanation of the nature and type of robbery committed, the factors that gave rise to such a significant increase in robberies and whether a solution rate of 73 per cent was considered satisfactory or not;

- More support and assistance, primarily in the form of training in respect of new responsibilities and additional administrative tasks now required to be undertaken, should have been provided to District Inspectors during the preparation of Community Profiles; and

- The existence of significant similarities in paragraph structure and wording between the model profile and completed profiles indicate a likelihood of reproducing the model profile, potentially without sufficient thought being applied to local or individual circumstances.

RESPONSE provided by Acting Chief Commissioner of Police

It is necessary to indicate that although the LPP Inspectors' contributions were limited, these were brand new roles that had never existed under previous administrative structures. As a result, there has been enormous development of the LPP Inspector role since the Community Profiling phase ended on 31.1.2000.

Victoria Police agrees with the finding that "available information sources and databases were rarely used to their full potential ...". However, the following should be noted in relation to the specific matters raised:

- *the most current ABS census data was provided to District Inspectors and attempts were made to collate relevant crime data for the newly created districts by collating postcode-generated data;*

- *although not ideal, the community perceptions of safety survey data provided from the former Police Board was the best available in municipal format;*

- *it is generally true that some District Inspectors could have undertaken more detailed analyses of the data;*

- *crime analysts are now being trained to support District Inspectors in preparing Community Profiles; and*

- *some reproduction of Community Profiles may have occurred but only in isolated cases.*

Victoria Police continually searches for data and is seeking advice from Crime Prevention Victoria to further support District Inspectors.

Establishment and operation of Local Safety Committees

5.8   Local Safety Committees (LSCs) have a critical role in LPP in that they are the key mechanism for establishing multi-agency partnerships. Specifically, the Policy and Guidelines for the establishment and maintenance of LSCs issued by Victoria Police in September 2000 state that the objectives of a Local Safety Committee are to:

- *"identify and analyse the key community safety issues;*

- *develop strategies to address identified community safety problems;*

- *develop a 'Community Safety Plan' to inform local police action plans (as well as other participating agencies' plans);*

- *promote coordinated action by local agencies and organisations that can influence community safety;*

- *provide a forum for existing community groups or organisations to refer community safety issues for consideration and appropriate action; and*

- *monitor and seek to positively influence public perceptions of community safety".*

5.9 The Policy and Guidelines also state Committee membership was to be drawn from agencies that actually provide a tangible community safety service and, consequently, can directly influence resource allocation towards local safety issues. Optional membership was to be determined by the District Inspector in consultation with the Divisional Superintendent and in accordance with the relevant Community Profile. The ideal Committee size was set at between 8 and 12 members. Preferred membership was to comprise:

- local government;
- Department of Human Services;
- Department of Education, Employment and Training;
- Department of Infrastructure (VicRoads, Office of Local Government);
- business community representative; and
- other emergency services.

5.10 At the outset, District Inspectors have, in most cases, assumed responsibility for the provision of administrative support for Committees and this will continue until June 2001. This role includes chairing meetings, responding to correspondence and preparing and distributing meeting agendas.

5.11 Victoria Police has a policy position of utilising existing community forums, such as Police Community Consultative Committees (PCCC), if it is considered that they can provide a sound basis for the establishment of a LSC. In a number of instances, LSC members have been formed in this manner. In our view, the future role of PCCCs should be examined in the light of LSCs introduction, particularly as each Committee has similar objectives.

5.12 We found that LSCs were established within the required timeframe (July 2000) and with the prescribed membership profile. We agree, however, with the view of LSCs we spoke to that the existing LSC membership profiles should be reviewed within 12 months to ensure that membership profiles are optimally aligned to local safety issues and related Community Safety Plans.

5.13 As most LSCs had been operating for only 4-5 months, definitive conclusions cannot be made regarding their effective operation. However, based on our examination of a sample of 9 Committees, and discussions with both District Inspectors and Local Safety Committees, a number of issues have emerged that require attention, namely:

- The relatively high rate of absenteeism across LSCs which averaged 25 per cent per meeting. We consider this situation requires close monitoring to ensure it does not become commonplace as it may significantly reduce the effectiveness of LSCs;

- The recommended size and range of membership should be appropriate to include relevant community interests. There were a number of LSCs with membership numbers outside the desired range of 8 to 12 members (3 of the 9 LSCs we examined had memberships of 14, 17 and 19). LSC members we spoke to indicated that a maximum of 12 members, as set by Victoria Police policy, was reasonable. There was also general agreement that, in order to provide for broader representation and input, a sub-committee system could be adopted. Some LSC had already implemented this approach with satisfactory results. However, it was recognised that it will be important to ensure specificity of their terms of reference and a strong focus on assigned issues. While we acknowledge membership numbers may vary depending on the needs of the local communities, large committees are likely to be difficult to manage and individual members may be restricted in their capacity to effectively contribute;

- District Inspectors indicated that, in certain instances, attendees with more junior status were deputising for the nominated government agency representatives. LSC members we spoke to considered the extent of deputising by members was appropriate in some circumstances. One particular example was cited where a Regional Manager of a government agency would, without delegation, be required to sit on 16 Committees. Through delegation, however, subordinate managers may be able to provide effective participation on committees. LSC members we spoke to felt that, rather than rank, appointment to committees should be based primarily upon depth of knowledge of local safety issues and the potential to contribute. We consider that deputisation has the potential for inconsistent approaches and an inability or reluctance of these persons to commit their respective agency to a particular course of action;

- District Inspectors indicated that some agency representatives were members of up to 10 LSCs. This is compounded by regionally-based representatives having to travel long distances to attend meetings. It was suggested by some LSC members that an upper multiple membership limit of 4 should be set. We consider that, while some benefits may be derived from representatives sitting on multiple LSCs, these benefits may be seriously eroded as individuals who become over committed may only provide limited input into LSCs' deliberations; and

- LSCs believed it would be opportune for inter-committee projects to be established among those LSCs which experience similar local safety problems. Such projects would facilitate resource sharing and potentially enhance the efficiency of LSCs.

5.14   While we consider the current membership profiles to be appropriate, ongoing monitoring by Victoria Police will be necessary to ensure LSCs are operating effectively and that membership profiles remain relevant. Of particular importance is the commitment to LSCs from other participating agencies. It will also be important for Victoria Police to put in place mechanisms for facilitating input into the operation of LSCs from the broader community.

RESPONSE provided by Acting Chief Commissioner of Police

Victoria Police agree with the suggestion that the role and operation of PCCCs should be examined in the light of the launch of Local Safety Committees. This is already being undertaken by the newly established Local Priority Policing Office in the General Policing Department.

Victoria Police agree that Local Safety Committee membership should be constantly reviewed by the District Inspector, Divisional Superintendent and LPP Inspector to ensure it is relevant to meet local needs. Review processes have already been developed and implemented, and will be monitored by the Local Priority Policing Office.

The Force has already embraced this model but it will be an iterative process initially. Comment has already been made in relation to the support by other agencies and the success of the Local Safety Committee. A significant amount of effort has already been progressed in this regard through the Department of Justice, the Department of Premier and Cabinet, and the individual departments and agencies.

Audit assessment of Community Safety Plans

5.15   Community Safety Plans are designed to outline the collective view of LSC members on community safety issues, relevant objectives and associated strategies. Specifically, Plans contain key aims and the activities proposed to be undertaken to achieve those aims, the agencies responsible for the conduct of the specific activities and the performance measures to be utilised to assess levels of achievement. Basic guidelines and standards were developed by Victoria Police to assist District Inspectors who were responsible for their preparation.

5.16   The timetable set by Victoria Police required LSCs to produce Community Safety Plans (Interim) covering the period 1 January to 30 June 2001 by 31 December 2000. An assessment of the capacity of these Plans to be integrated into Victoria Police's corporate planning processes is scheduled to occur by 30 June 2001 and a full alignment by 30 June 2002. Further comment on this issue is detailed in Part 7 of this Report.

5.17   In view of the importance of Community Safety Plans, we selected 10 Plans for detailed examination and provided feedback to the relevant District Inspectors where appropriate.

Examples of Community Safety Plans prepared by Local Safety Committees.

Results of detailed examination of Plans

5.18   Overall, the development of Plans is proceeding in a positive manner. We believe they could, however, be further improved in the following areas:

- The aims incorporated in the Plans were often those contained within the model Plan, rather than ones based on the particular Community Profile;

- The strategies outlined in a number of Plans were not supplemented with details of the specific activities planned to be undertaken. In addition, strategies did not necessarily coincide with the high priority community safety issues identified in the respective Community Profiles;

- Relevant government agencies were identified in the Plan but activities required of each participating agency, their duration and level of resourcing required were generally not specified; and

- Qualitative performance measures (e.g. achievement of community safety outcomes) were generally not included.

5.19   Community Safety Plans would be enhanced with the inclusion of:

- critical success factors for the effective implementation of each Plan;

- resource requirements and estimated costs;

- timetable and scheduling of activities;

- reporting and accountability mechanisms to be adopted;

- specific information to be gathered to facilitate monitoring and evaluation and assignment of responsibility for same; and

- evaluation methodology to be utilised for assessing the results of safety activities undertaken.

5.20   At the time of our examination of Plans (December 2000), many needed to be examined by LPP Inspectors as well as regional management prior to submission to Police Headquarters by 31 December 2000. While all but one Plan subsequently met this deadline, given the processes still to be completed prior to finalising Plans, we consider this deadline may not have allowed sufficient scrutiny to occur at regional level.

5.21   The preparation of Community Safety Plans was an important step in the establishment of LPP. The challenge for Victoria Police is to develop continuous improvement processes that continually raise the standard of these Plans in order to achieve full alignment with corporate planning processes by 30 June 2002. Further comment on this issue is contained in Part 7 of this Report.

RESPONSE provided by Acting Chief Commissioner of Police

Victoria Police agree with the observations made in relation to the Community Safety Plans reviewed by the Auditor-General's Office as generally fair comment. These comments have been echoed in specific feedback reports on reviews of all Local Safety Committee plans undertaken by the LPP Office.

It should be noted that the priority community safety issues identified in the District Inspector's Community Profile may not always be the issue focused on in the Committee's plan. This is acceptable as the subsequent research by the Committee may reveal an issue which is of a more valid community concern.

Victoria Police has already acknowledged that inter-agency commitment is critical to the long-term effectiveness of Local Safety Committees and has taken significant steps towards indepth collaboration with other agencies and departments to generate their support.

Ongoing scrutiny of Local Safety Committee interim plans has occurred prior to, and is continuing after, the 31.12.00. deadline.

Ongoing commitment and support for Local Safety Committees

5.22   As discussed earlier in this Part of the Report, the composition of the LSCs has been primarily influenced by the model provided which identified key agencies that were considered influential in addressing community safety issues. District Inspectors were given discretion to invite other agencies or individuals who they deemed necessary for managing local community safety issues. LSC members with whom we spoke indicated the critical importance of an ongoing commitment from participating agencies if LSCs are to be effective.

5.23   LSC members with whom we spoke to also believed a need exists for LSCs to be provided with funding by government, preferably through the Department of Justice or local government, so that the administrative needs of LSCs can be met, including extending the current short-term Community Safety Plans into a 3 to 5 year timeframe, and developing the data-gathering, analytical and evaluative capacity within LSCs. Concern was expressed at the prospect that Community Safety Officers (who currently make a significant contribution to LSCs) appointed by councils and funded through the Safer Cities and Shires Program, may not be able to be retained should government funding cease. At the end of March 2001, funding for the 2001-02 financial year was being considered by the Minister for Justice.

5.24   Another issue identified by the Committee members we spoke to related to duplication of effort. Overlap is occurring between the existing numerous local committees which consider similar community safety issues. While some of this overlap appears appropriate due to committees having different purposes and objectives, a Statewide review to identify any unnecessary duplication between committees, while maintaining appropriate avenues for community consultation, would be both timely and valuable.

5.25   We have commented on commitments made by Victoria Police to integrate Community Safety Plans into their corporate planning process. At the time of our audit, Victoria Police was unaware of the extent to which other agencies had done the same in their corporate plans.

5.26   Victoria Police advised that discussions have occurred at senior levels in relevant State Government agencies to gain assurance of support and commitment to LPP generally, and the LSC process in particular. To this end, Victoria Police has developed a Draft Memorandum of Understanding for signature by these agencies. We were also advised this concept will be extended to the local government sector.

5.27   The Memorandum of Understanding is intended to encourage collaborative relationships which lead to enhanced community safety. The draft Memorandum of Understanding seeks a clear commitment from the agency to participate at a local level in LSCs and to consult at an agency-wide level on strategic priorities and plans (annually), policy initiatives (as they arise) and communication and media strategies (annually). It may also include a commitment to the sharing of information, which will be crucial.

5.28   We have examined the draft Memorandum of Understanding and found it to be a comprehensive statement of intent. It focuses on consultation rather than specific commitments, but should provide both parties with a mechanism to address issues of joint interest. As such, we strongly support its introduction.

RESPONSE provided by Acting Chief Commissioner of Police

Victoria Police do not agree that funding is a critical issue for Local Safety Committees. The underlying principles in the initial stages of Local Safety Committees was to focus on the quality and quantity of government services already being delivered at the local level before extra funding became a priority. The Force is in the process of seeking additional unsworn administrative positions in General Policing Department and it is anticipated that District Inspectors will have received some levels of administrative support when these positions are created in the coming months. Funding has been applied for in the current ERC process to enable this to occur.

One of the notable features of the implementation strategy for Local Safety Committees was the strong emphasis given to avoiding unnecessary duplication of existing Committees. For this reason there was specific provision for District Inspectors to assess their areas and utilise pre-existing forums as their Local Safety Committee. Around 15 per cent of Local Safety Committees were pre-existing forums such as Safer Cities and Shires Senior Management Teams.

The status of the current draft Memorandum of Understanding will be clarified following the new Chief Commissioner's views after her term commences on 23 April 2001. Victoria Police welcomes the support of the Auditor-General on this issue.

Providing a forum for, and positively influencing, the community

5.29   Audit comment above addresses 4 key objectives of LSCs, which were given priority by Victoria Police in the implementation of LPP. Given that LSCs at the time of the audit had only been established for 4 months, we considered that it was premature to comment on the remaining 2 objectives of LSCs, namely, the extent to which LSCs have provided a forum for existing community groups to refer community safety issues and the influencing of public perceptions on community safety. We note, however, that the LSC members with whom we met identified a need for broader community participation possibly through the use of sub-committees, workshops, reference panels and other similar forums. It was also suggested that Community Safety Plans should be circulated throughout the community prior to adoption and that committee minutes be publicly displayed.

5.30   Such suggestions have merit and Victoria Police will need to turn its attention soon to the achievement of these 2 final objectives of the LSCs.

RECOMMENDATION

5.31   We recommend that Victoria Police give priority to:

- Improving the quality of Community Profiles;

- Monitoring the ongoing operation of Local Safety Committees, including the membership profile, commitment of participating agencies and input from the broader community on safety issues;

- Improving the quality of Community Safety Plans;

- Signing a Memorandum of Understanding with key agencies to ensure their support of, and co-operation in the achievement of, LPP; and

- Addressing potential overlap between existing local committees which consider safety issues. This includes examining the role of Police Community Consultative Committees.

RESPONSE provided by Acting Chief Commissioner of Police

Each of the areas covered in the recommendation is being addressed through the operations of the newly established Local Priority Policing Office, General Policing Department. Currently, advice is provided to the Assistant Commissioner General Policing and the LPP Steering Committee as a quality control measure.

Part 6

Activities supporting Local Priority Policing

INTRODUCTION

6.1   We have examined the key systems and strategies that provide the foundation for Local Priority Policing's (LPP's) current and future delivery. These include:

- human resource management functions that facilitate the ongoing provision of appropriately skilled management and operational staff to discharge key LPP responsibilities;

- systems that provide information required for planning, monitoring and implementing initiatives associated with LPP's introduction; and

- marketing and communication strategies introduced to promote a greater understanding and ownership of LPP, and its potential benefits for effective policing in Victoria.

HUMAN RESOURCE MANAGEMENT

6.2   Local Priority Policing (LPP) has been described by Victoria Police as the most significant reform in its 150 year history. As such, LPP represents a significant change in organisational culture requiring different policing approaches and emphasis on skills and expertise that would not be as prominent in more traditional forms of policing.

6.3   The successful implementation of human resource management strategies is critical to driving the organisational changes inherent in the introduction of LPP and in ensuring that Victoria Police has appropriately skilled staff at all levels to maximise LPP's benefits. We, therefore, examined the following key human resource functions:

- recruitment;

- training;

- performance management system; and

- executive assessment.

6.4   Some of the audit findings and recommendations apply to human resource management in general, in particular:

- integrating human resource management functions; and

- redefining policing requirements and tasks.

RESPONSE provided by Acting Chief Commissioner of Police

It should be recognised that through the initial phases of LPP (Statewide Management Model and Service Delivery Model), significant management and supervisory reform took place, however, this did not alter proven policing methods of crime detection and reaction to community needs for immediate assistance. Phase 3 of LPP (Community Consultation Model) does significantly enhance, at all levels, the other component of core policing, through collaboration and partnerships with community and government, which pro-actively addresses community safety and crime prevention.

Integrating human resource management functions

6.5 A human resource management strategic plan places human resource initiatives in the context of their contribution to corporate objectives; it is, therefore, an extension of the corporate planning process. Apart from ensuring that projects are directed towards the achievement of corporate objectives, one of the major benefits of a strategic plan is that it facilitates the integration of human resource management activities within an agency.

6.6 We found that Victoria Police did not have a formal mechanism, such as a human resource management strategic plan, to integrate its human resource management activities. Specifically, recruitment, training and development and performance management tended to operate as stand-alone activities rather than informing and providing feedback to each other. The absence of a set of competencies that are common to all human resource management functions is symptomatic of this situation. In such circumstances, potential exists for an unco-ordinated approach to human resource management and one that does not complement the corporate objectives of Victoria Police. This, in turn, may lead to the inefficient use of resources.

6.7 We believe that the key features of an effective human resource management strategic planning process include the following:

- The plan should be driven by the corporate objectives and have clear linkages to the corporate planning process;

- Senior management should identify the priority areas within which the corporate objectives are to be achieved plus other constraints/parameters (e.g. resourcing and timing issues). Key projects that senior management consider a major priority should also be identified;

- Cross-organisational committees should be formed consisting of key human resource management practitioners drawn from the Human Resources Development Department and the Training Department, together with representatives from operational areas, to identify potential projects within guidelines set by senior management;

- The merits of potential human resource management projects should be considered by senior management for in-principle approval to proceed to more detailed project specification. Senior management should give approval to completed project specifications;

- Relevant details of projects approved by senior management should be included in a formal human resource management strategic plan. The plan should be widely disseminated throughout the organisation; and

- Regular progress reports on the achievement of this plan should be provided to senior management.

6.8   In addition to the development of a strategic plan, the greater integration of various human resource management functions could also be achieved by:

- A team-based approach to project development through the involvement of inter-departmental staff on projects either as a member of the project team or as part of the formal project consultation process; and

- Additional agency-wide competency standards specifically related to LPP that would underpin key functions such as recruitment and training. Detailed comments on specific aspects of competencies as they relate to individual human resource management functions are discussed later in this Report.

Recommendation

6.9   We recommend that Victoria Police introduce measures to achieve greater integration and co-ordination across human resource management functions through the introduction of initiatives such as a human resource management strategic plan and LPP-related agency-wide competencies.

RESPONSE provided by Acting Chief Commissioner of Police

Victoria Police, through the Human Resource Development Department (HRDD), presently participates on cross-organisational committees to address strategic human resource management needs. These include the Strategic Planning Committee, Corporate Review Team and Recruitment and Retention Working Party. HRDD, through the Performance Enhancement Program (PEP) and the Training Department have established a strategic protocol for the identification of training needs arising from the performance management system. Further work is being undertaken to strengthen the integration of strategic human resource management throughout other departments in Victoria Police; for example, Occupational Health and Safety management, WorkCover management, Performance Enhancement Program and recruiting. PEP and recruiting management have particularly developed integrated approaches to their activities that ensures constant feedback and information sharing between HRDD and the Training Department.

Victoria Police recognises that improvements in strategic human resource management, especially the integration and co-ordination of activities, can be achieved, and is committed to addressing these issues.

Many recommendations have been, or are presently being, addressed. Victoria Police supports the general tenor of the Report relating to human resource management and is committed to ensuring that matters raised are examined and implemented, where appropriate.

Redefining policing requirements and tasks

6.10   Under the Statewide Management Model (Phase 1 of LPP), the revised roles and responsibilities of Regional Commanders, Superintendents and Inspectors were clearly defined. Our analysis has indicated that the introduction of LPP has had the greatest impact at the District Inspector level where these positions now have an important line management role for overseeing the operation of districts and police stations, as well as responsibility for chairing Local Safety Committees. Previously, this role included the undertaking of specified duties as required (e.g. conducting investigations), however, it did not encompass any direct line management responsibilities with officers in charge of police stations reporting directly to the Superintendent level.

6.11   For ranks below Inspector, which constitute approximately 97 per cent of General Policing Department staff, the roles and responsibilities have remained basically unchanged. However, arising from LPP's introduction, there will be increased emphasis on certain activities such as community liaison and changes to the associated tasks undertaken by these ranks.

6.12   Victoria Police needs to identify and define changes in tasks and approach for each rank below Inspector as follows:

- **Identification of increased focus on key activities.** Victoria Police should centrally identify those policing activities which assume greater importance under LPP;

- **Articulation of LPP expectations**. Victoria Police should centrally articulate its expectations of policing activities that are to be undertaken and the approach to be adopted in the context of LPP;

- **Assessment of detailed tasking changes**. Regions should identify key changes in tasks at a District level within designated activities and expectations established centrally. Changes in tasks may also flow from the implementation of Community Safety Plans; and

- **Impact on recruitment, and training and development**. Any changes in competencies required to perform new tasks should be centrally identified and addressed in the recruitment process and training and development programs.

6.13   Table 6A illustrates our assessment of the potential application of the above approach at the Constable/Senior Constable level.

TABLE 6A
POTENTIAL IMPACT OF LOCAL PRIORITY POLICING AT THE
CONSTABLE/SENIOR CONSTABLE LEVEL

Increased focus on key policing activities	*Examples of expectations at the Constable/Senior Constable level*	*Increased emphasis on certain competencies*

Under LPP, there would be an increased focus on participation in the following activities:
 	
• **Crime prevention**
  • Education.
  • Diversionary/early intervention programs.
  • Advice.
  • Other community activities such as neighbourhood watch.
 	
• **Law enforcement**
  • Undertaken with increased community contact, especially traffic and street patrol activities.
 	
• **Community involvement**
  • Police in schools.
  • Off-duty community liaison.
  • Interaction with members of LSCs.
  • Other police activities, such as counter inquiries.
	A knowledge of other government service providers (where to direct queries and obtain advice).
	
	Knowledge of community safety issues, particularly at a local level (able to decrease community fear over inaccurate or exaggerated community safety concerns).
	
	Knowledge of crime prevention (such as how to make premises safer from illegal entry).
	
	Understanding of multi-cultural issues (basic understanding of cultural issues and concerns of relevant community organisations, community leaders).
		• **Leadership competency**
		  • Able to lead and shape community involvement activities.
		
		• **Communication competency**
		  • Explaining Victoria Police's position, listening to other view points.
		
		• **Interpersonal skills competency**
		  • Empathetic and able to interact at all levels.
		
		• **Problem solving skills competency**
		  • Able to apply a common sense approach to resolving difficulties.

6.14   In defining the job requirements flowing from LPP, Victoria Police may also wish to consider strategies to encourage greater ownership of LPP at the lower ranks. For example, in the United Kingdom, a police officer has a geographic area of responsibility for pro-active policing purposes.

Recommendation

6.15   We recommend that Victoria Police progressively define LPP requirements and tasks for each rank below District Inspector.

> **RESPONSE provided by Acting Chief Commissioner of Police**
> *Victoria Police accept this comment.*

Police recruitment

6.16   Victoria Police has developed a 7 phase process for the recruitment of police officers. We examined the 2 phases we considered the most important and relevant to LPP, namely, the selection panel interview and psychological screening.

Selection process

6.17   Applicants are required to attend a structured interview process which is conducted by operational members of Victoria Police. In addition to a police knowledge component, applicants are rated on their responses in terms of the following:

- ethical standards;
- sensitivity;
- tolerance to stress;
- planning and organising;
- customer service;
- decisiveness;
- judgment; and
- communication skills.

6.18   Applicants can also accumulate additional selection points if they possess a relevant tertiary qualification, computer competency certificate or fluently speak a second language other than English.

6.19   The recruitment process adopted by Victoria Police currently has some focus on reflecting community interests, for example, recognising the need to reflect ethnic diversity. The requirements of LPP could be made more explicit in the selection process, although a complete examination of the process should await an assessment of the impact of changes in job tasking at the Constable (base) level.

6.20   In the interim, there are a number of shortcomings in the selection process from an LPP perspective that should be addressed. These include:

- The limited number of LPP-related competencies. We found that there are a number of common competencies used by police agencies world-wide for recruitment. These include an assessment of an individual's flexibility in adapting to diverse cultures and beliefs, and in handling and adapting to various situations. We consider these should also be reflected in the training and development competency standards (refer to paragraphs 6.34 to 6.36 of this Report);
- The comparatively small number of scenario questions which are directly applicable to an LPP context. In addition to increasing the number and range of these types of questions, we would also support the allocation of additional points to applicants who meet defined attributes/competencies relevant to LPP, such as a demonstrated commitment or interest in community activities;

- The absence of any reference in the recruitment documentation to LPP principles and philosophy. For new applicants, it is crucial to inform them at the outset of the importance of this initiative to Victoria Police's current and future approach to policing; and

- The lack of a formal process to assess the knowledge of operational police on selection panels in relation to LPP. The establishment of such a process should provide some assurance that selection panels are capable of adequately gauging the capabilities of potential recruits to fulfil new policing expectations.

6.21   We also see advantages in adopting an incremental approach to introducing potential changes to the current selection process as this will allow for impact on Victoria Police's capacity to meet government recruitment targets to be carefully monitored and assessed.

6.22   In the longer-term, we consider recruitment could be competency based. However, this should await the results of the assessment of LPP's impact at a job level. The competency-based approach is consistent with the approach adopted in the development of national training standards. Victoria Police has indicated that the translation of the current competencies/traits into a purely competency-based format has been identified as a priority. Ongoing workload priorities, however, such as the meeting of recruitment targets, has precluded this from occurring.

6.23   In addition, while we believe the scenario-based interview format is appropriate, international research[1] recently undertaken has indicated that other assessment methods produce more reliable results. For example, one assessment device utilises different videotaped scenarios similar to those encountered in the policing environment requiring the applicant to respond to each scenario in terms of soliciting information, issuing commands related to resolving the situation and suggesting future actions.

Psychological screening

6.24   The Minnesota Multiphasic Personality Inventory (MMPI) is used by Victoria Police to identify applicants who demonstrate a marked deviation in psychopathology when compared with the population norms supplied by the MMPI. Following the identification of an abnormal MMPI profile, one of the Force's psychologists attends the applicant's interview as part of the selection panel.

6.25   We have a number of concerns with the current process, namely:

- The MMPI is used as part of a process to "select out" applicants. It is not used to "select in" applicants demonstrating attributes specifically related to LPP;

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[1] Doerner, W.G. and Nowell, T.M. 1999, "The reliability of the behavioural-personnel assessment device (B-PAD) in selecting police recruits", *Policing: An International Journal of Police Strategies and Management,* vol.22, no.3, pp.343-52.

- MMPI data needs to be complemented by an in-depth clinical diagnostic interview and supported by the individual's case history for a sound professional judgement to be made;

- The addition of the psychologist and the introduction of clinically-based questions into the interview process for applicants who demonstrate an abnormal profile may lead to an inequitable selection process;

- The MMPI is an extremely well researched and highly validated clinical diagnostic instrument. However, applicants from cultures that differ markedly from the Anglo-Saxon cultural norm may present "abnormal profiles". This may increase the potential for these applicants not to be selected, thereby limiting cultural diversity within Victoria Police; and

- Critical management information was not maintained in respect of:

  - the number of applicants presenting abnormal profiles;

  - the percentage of applicants rejected due to abnormal profiles; and

  - the number of applicants demonstrating abnormal MMPI profiles and subsequently accepted following interview, and whether their subsequent performance as police officers substantiated initial concerns.

6.26   Victoria Police propose to introduce the Neo (PI-R) test but was not able to provide an evaluation of its suitability for a LPP environment.

6.27   The selection process lacks specific instruments for "selecting in" applicants for LPP. Recent international research[2] suggests that selection tests specifically designed to "select in" suitable applicants may have greater validity than the present "selecting out" procedures. Overseas police agencies such as the Minnesota Law Enforcement Centre use specifically designed instruments testing applicants for community policing orientation and attributes such as flexibility in adapting to situations, professional expectations and problem solving ability.

Recommendation

6.28   We recommend that:

- a number of short-term initiatives be introduced into the selection panel process to better reflect LPP requirements;

- existing and proposed psychological screening processes be re-examined to assess their validity for LPP; and

- as part of the long-term redevelopment of the recruitment process, alternatives be evaluated to ensure that police selection and psychological assessment procedures conform to best practice.

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[2] Rafilson, K. 1999, "An alternative to conventional law enforcement written entrance exams: The National Criminal Justice Officer Selection Inventory", *Law and Order,* June, pp.83-8.

RESPONSE provided by Acting Chief Commissioner of Police

Since December 2000, Victoria Police, through HRDD, has been conducting a review of the minimum standards for recruiting (RMSR). This review involves considerable research to identify the "inherent requirements" of the role of a constable through ascertaining what tasks are performed and what attributes those tasks require for them to be competently performed. When the attributes required of general duties constables are established, that attribute profile will be used as a template to comprehensively review all minimum standards, physical, medical, skills and personal qualities. The review will examine all steps in the recruitment process. Victoria Police acknowledges that LPP requirements will be a major focus of the review, particularly relating to the personal qualities attributes of applicants.

The Selection Panel step of the recruiting process presently focuses on community-based problem solving when applicants are assessed on ethical standards, sensitivity, planning and organising, customer service and judgement. The Panel interview presently reflects LPP requirements. However, the current review will examine the effectiveness of the process, in terms of LPP and other imperatives.

This Report also proposes that Victoria Police should apply a psychological assessment tool that "selects in" applicants, in addition to the presently-used MMPI, which "selects out" applicants. Victoria Police supports this recommendation and has for some time been committed to utilising the Neuroticism, Extroversion, Openness (NEO) psychological personality test as a means of "screening in" applicants. The NEO will be shortly introduced into the psychological testing battery. The RMSR will provide a profile of attributes which the NEO test can be used to identify in applicants.

The psychologists in the Clinical Services Unit of HRDD have in-depth knowledge and broad experience in the policing environment. They also are professionally networked throughout Australia and internationally on the latest research in psychological testing. Victoria Police believes that decisions to adopt or divest psychological tests from its recruiting process must be based on valid and reliable research. The RMSR will examine best practice in the provision of psychological testing.

Psychologists attend and ask follow-up questions on the Selection Panel when applicant MMPI results indicate elevations in profile. This practice will be subject to the RMSR, however, Victoria Police presently believes that the practice is equitable.

Training

6.29   In the context of a major change program such as LPP, we consider that the provision of a properly targeted and delivered training and development strategy is crucial to:

- regularly upgrading and updating the skills of staff to enable them to embrace their new roles and responsibilities;

- changing existing attitudes and behaviours in order to provide a more conducive environment to support LPP's ongoing introduction; and

- providing a mechanism to reinforce the importance and practical benefits derived from LPP.

6.30   Victoria Police has completed a review of its training function, which was approved by senior management in December 1999. We have reviewed the report and have found that its findings and recommendations provide a sound basis to support the introduction of LPP. However, there have been delays in the implementation of the review's recommendations, some of which are due to factors outside Victoria Police's direct control.

Immediate action to support LPP

6.31   In the context of LPP, we believe that there needs to be renewed focus on training as a key strategy to upgrade and refocus the skills of staff, particularly District Inspectors, as part of the change process. The results of our telephone survey of District Inspectors indicated that attention has been directed to information-sharing activities rather than the provision of skill development programs. Specifically, we found that:

- the extent and nature of training and development required to support LPP's ongoing introduction have yet to be defined; and

- skills development training for District Inspectors (and Relieving Inspectors) relating to key areas of accountability has yet to be provided. This is particularly critical as:

  - the performance of District Inspectors, and particularly their management of Local Safety Committees, is fundamental to the success of the Community Consultation Phase of LPP;

  - the roles and responsibilities of District Inspectors have changed substantially under the new arrangements; and

 - District Inspectors have now been in their new positions for over 12 months.

Expansion of LPP content in existing courses

6.32   The content of both current promotional courses for Probationary Constables, Constables, Sergeants and Inspectors, as well as other developmental courses, could more explicitly reflect the changed roles and responsibilities of staff arising from LPP and reinforce the cultural change required for LPP. For example:

- The 100 day Probationary Constables Course includes only a one day session on crime prevention, of which only 25 minutes is devoted to providing information on the concepts and principles of LPP. A 70 minute problem solving session relevant to LPP is also conducted;

- In the Sergeants and Inspectors Courses, the concept of LPP is not referred to in the course documentation, although at a recent Inspectors Course a brief information sharing session was conducted covering LPP issues;

- Specific requirements flowing from the introduction of LPP were not reflected in various courses such as guidance on preparing early intervention and diversionary strategies and Community Safety Plans; and

- Individual courses that have potential relevance to LPP have not been amended to reflect changed requirements, e.g. the Police Bicycle Patrol Course is exclusively focused on equipping police to safely undertake their operational responsibilities but does not address community/police interaction within an LPP context. Similarly, the Family Violence course is focused on the re-active component of policing but not on dealing with family violence in a pro-active manner, such as utilising the services of other government agencies or community groups.

6.33   As well as the need for changes to the course content, we support the recommendations of the Training Review in terms of adopting more of an "action learning" approach in the provision of training.
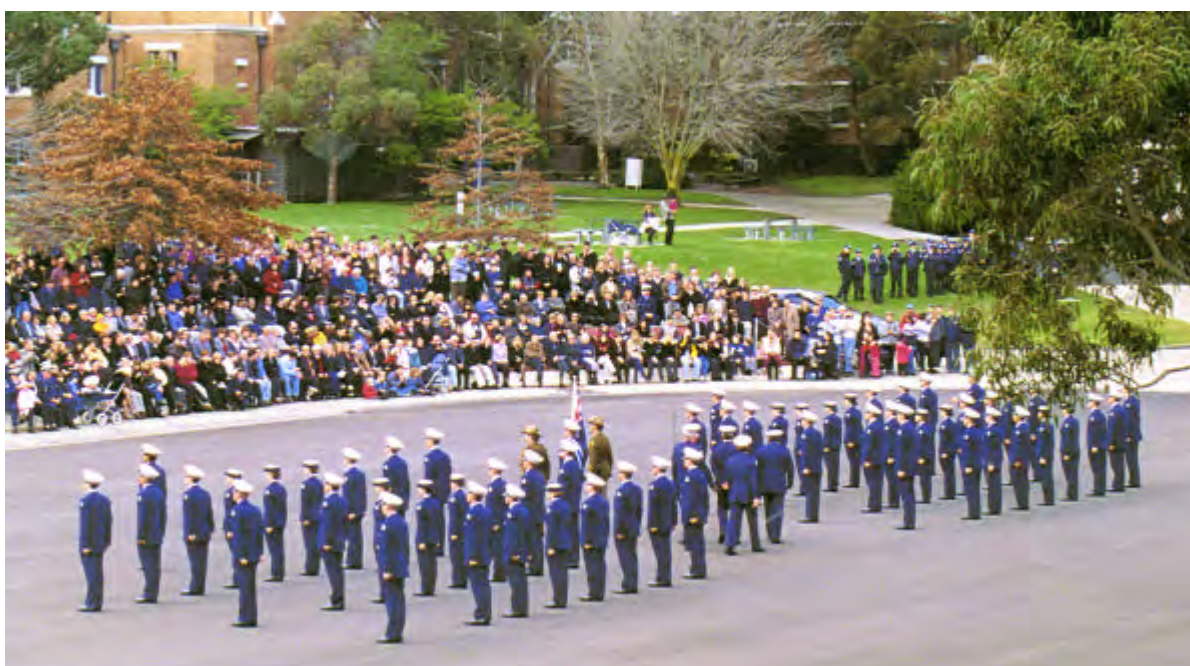
Graduation ceremony at Glen Waverley Police Academy.

Development of LPP competency standards

6.34   Victoria Police is part of the national public safety industry which comprises Police, Fire, State Emergency Services and Emergency Management under the umbrella of the Australian National Training Authority (ANTA). This body is responsible for endorsing industry training packages which include competency standards, qualifications and assessment guidelines.

6.35   Courses developed by Victoria Police, a Registered Training Organisation with the Office of Post Compulsory Education Training and Employment, must comply with public safety industry-wide and police sector specific competency standards and performance criteria. At this stage, the Diploma of Public Safety (Policing) is the only nationally accredited course that is a mandatory qualification within Victoria Police. This Diploma is awarded to members who successfully complete the Constable Course.

6.36   Our examination of the competency standards that constitute the Diploma of Public Safety (Policing) revealed they had an appropriate emphasis on operational and statutory responsibilities. Typical competency standards include *"maintain operational safety, employ police methods, conduct initial police investigation and gather, collate and record information"*. An examination of the other police specific competencies within the Public Safety Training Package reveal a similar situation. However, the competency standards and performance criteria did not reflect aspects relevant to a community policing environment.

Post-training evaluation

6.37   Victoria Police devotes considerable resources to the training and development function. It is, therefore, critical that the resources involved are used in the most efficient and effective manner, and that the results of training and development activities are regularly evaluated according to a framework which specifies at the outset objectives, performance measures, targets and outcomes.

6.38   We found that, although a process had been developed, staff shortages and a lack of measurable criteria had resulted in little evaluation being undertaken. The Training Review placed renewed emphasis on post-training evaluation, recommending the creation of a Measurement and Evaluation Unit within the Training Department. This Unit commenced operation in early December 2000.

Recommendation

6.39   We recommend that Victoria Police:

- conduct a training needs assessment on a rank-by-rank basis, based on a clear definition of each officer's responsibilities under LPP;

- provide immediate targeted training for District Inspectors (and Relieving Inspectors) relating to their new roles and responsibilities;

- expand the LPP content in existing and proposed courses; and

- develop competency standards and performance criteria that explicitly address LPP-related requirements.

RESPONSE provided by Acting Chief Commissioner of Police

It is intended to conduct an ongoing training needs assessment through the continual improvement process associated with course review and development. The initial phase of this has been completed with the redesign of course formats and a review of content. Supporting the philosophy of ensuring that training is "needs driven", the framework in now in place to enable training at each major rank increment to evolve to meet the demands emanating from LPP. These demands will be identified through PEP, EMAC and specific issues analysis and will be facilitated through the availability of relevant subjects or modules as required. The Training Consultancy Unit is developing the necessary frameworks to complement this process by designing and delivering training that is outside the rank related training regime and specifically addresses identified needs.

RESPONSE provided by Acting Chief Commissioner of Police - *continued*

The LPP content of the Constable, Probationary Constable, Sergeant and Inspector Courses have been revised and expanded. This process will be further enhanced with the continual improvement of curriculum based on formal and informal feedback processes in conjunction with other needs arising from actions relating to Performance Enhancement Program, Executive Management Assessment Centre and specific issues or incident analysis.

The development of competency standards and performance criteria that explicitly address LPP-related requirements was achieved in the adoption of the Public Safety Industry Training Advisory Board Competency Framework in August 2000 and the translation of competencies into curriculum during the review of courses and allied programs as previously detailed.

Performance Enhancement Program

6.40 The Performance Enhancement Program (PEP) is a performance management system which was implemented from July 2000. The PEP process incorporates the ranks from Inspector to Commander for police and Police Administrative Officers (PAO-4 and PAO-5) for civilian staff. PEP will be extended in 2001 to cover the lower levels.

6.41 PEP includes a performance charter which operates on a 12 month cycle (1 July to 30 June). This charter consists of:

- action statements agreed to by the staff member and their manager which describe what the staff member will be held accountable for;
- a leadership profile which describes how each staff member performed against a set of generic management accountabilities;
- a statement of achievement prepared by the staff member addressing both action statements and the leadership profile; and
- a personal development profile to identify development needs.

6.42 A mid-cycle review is conducted to discuss progress in relation to the performance charter with a final-cycle review covering the preceding 12 months.

6.43 There are no specific evaluations or ratings of an individual's performance. The prime purpose of the performance charter is to provide a forum for supervisors to provide feedback to staff on their performance.

6.44 We see PEP as a critical first step to introducing a performance management culture within Victoria Police. We recognise that, principally through the proposed use of quality assurance reviews, PEP will evolve over time. PEP has the potential to recognise an individual's contribution to achieving LPP-related goals and identify their personal development needs to enhance that contribution.

Suggested enhancements

6.45   PEP needs to sharpen its focus to identify the key organisational priorities such as LPP and evaluate the performance of staff in achieving these priorities. We believe there is a need for both the staff member and their manager to:

- establish clearly defined business goals (as contained in Departmental, Regional and District Action Plans);

- identify clear deliverables relative to these goals within agency-wide competencies or competencies that are at least consistent with Executive Management Assessment Centre competencies;

- weight the deliverables to reflect their relative importance;

- develop measurable and relevant performance standards; and

- arrive at an assessment of the performance of the staff member against each deliverable, as well as completing an overall assessment.

6.46   Of critical importance, including from a LPP perspective, is for PEP to more explicitly link a staff member's professional and personal development needs to their on-the-job assessment.

6.47   We have previously suggested that a "one-off" needs assessment should be conducted to identify LPP-related training and development needs. The PEP process will be crucial to identifying future ongoing training and development needs in Victoria Police.

> **RESPONSE provided by Acting Chief Commissioner of Police**
>
> *The Performance Enhancement Program (PEP) presently uses action statements in Performance Charters which aligns to and assesses LPP achievement. The first action statement links directly to the outcomes of the relevant manager's Action Plan. Current Action Plans within the General Policing Department incorporate LPP outcomes through the establishment of Local Safety Committees and development of Local Safety Plans. For the 2001/2002 Action Plans, managers must incorporate the policing requirements of the Local Safety Plan. They must also meet minimum requirements for conducting Local Safety Committee meetings.*
>
> *PEP is in its initial stages of implementation and it is envisaged that it will be further developed as opportunities for improvement are identified. The primary aim of the program in its infancy is to improve the quality and quantity of communication and feedback between levels in the organisation. It is considered that this is best achieved by fostering commitment to the process and its outcomes. Organisational priorities are incorporated in the program through links to the Business Plan and the provision of the "Chief Commissioner's Focus" which is provided each year as a template for developing Performance Charters. The "Chief Commissioner's Focus" provides clear guidance to employees on organisational priorities.*
>
> *PEP is currently working at developing more explicit links to the professional and personal development of staff and on-the-job assessments. The Learning and Development models will provide clearer links to training and development processes. HRDD and the Training Department actively work together to further progress the development of these models.*

Leadership development

6.48   The PEP process includes a component to recognise the work performance of individuals and teams at the local level. Although it is intended that this recognition component will also include succession planning, work has yet to commence on this aspect. The identification and retention of future leaders will be of considerable importance for Victoria Police, particularly in the light of the age profile of police at the officer rank. Leadership is also important to ensure the ongoing implementation and development of LPP. It is, therefore, critical that the recognition component of PEP proceeds as soon as possible in parallel with other changes to PEP, such as a formal assessment of a staff member's leadership qualities.

6.49   Table 6B shows the age profile of senior officers at 30 June 2000.

TABLE 6B
AGE PROFILE OF OFFICERS, JUNE 2000

Rank	Total	Average age	Per cent of aged 50 and over
Chief Commissioner	1	53	100
Deputy Commissioner	1	56	100
Assistant Commissioner	6	51	83
Commander	13	53	85
Chief Superintendent	6	57	100
Superintendent	66	52	68
Chief Inspector	56	51	50
Inspector	196	48	33

6.50   Table 6B indicates there are likely to be extensive departures at the senior management levels of Victoria Police in the next few years, particularly as police officers are able to retire upon reaching 50 years of age, provided they have accumulated 30 years of service. These potential departures provide an opportunity to identify those staff with the necessary leadership qualities and skills to fill subsequent vacancies in an environment of significant change, such as LPP.

6.51   Victoria Police may wish to consider a number of other strategies with which other agencies have had success, such as:

- Establishing a leadership development program where staff can be rotated through selected positions (including positions external to the organisation) and be provided with leadership/management training. For example, the Department of Justice has established a major program to identify and develop future leaders; and

- Adopting a more active approach to lateral entry recruitment for senior management positions.

Recommendation

6.52 We recommend that PEP be refined to allow better recognition of the achievement of LPP-related objectives, clearer linkages to training and development processes and the identification and development of future leaders.

Executive Management Assessment Centre

6.53 Victoria Police established in 1998 the Executive Management Assessment Centre (EMAC) to assess the management capabilities of police officers wishing to be considered eligible for promotion to management positions of Superintendent and Commander. Civilian staff wishing to be considered eligible for promotion to Police Administrative Officer (PAO-5) positions are also required to successfully complete an EMAC course. The course is run over a day at Airlie Police College.

6.54 Police officers are assessed against 7 generic competencies (operational command and control, corporate leadership, resource management, strategic management, customer orientation and service delivery, communication, and personal and professional standards) each of which have accompanying performance elements. Civilian staff are rated against the same competencies except for the operational command and control competency. A 5 point rating scale is used to assess staff for each performance element based on the completion of designated exercises. An overall rating is then provided for each competency. The results of the EMAC process are taken into account when staff seek promotion.

LPP-related competencies

6.55 There are 2 competencies that specifically deal with LPP, namely, customer orientation and service delivery, and strategic management. The respective performance elements for each of these competencies relate to aligning regional goals with LPP's goals and objectives, monitoring performance against LPP regional goals and establishing ongoing community alliances.

6.56 We consider that one of the critical success factors that will determine whether LPP realises its full potential is the capacity of senior management to act as change agents in introducing, promoting, managing and sustaining major organisational and cultural change. These performance elements should be explicitly addressed in EMAC.

Alignment of competencies

6.57 Victoria Police has developed a draft training and education cycle whereby the results of the Personal Development Profile under PEP and the executive assessment under EMAC feed into a continuous training and development process.

6.58   We found that there was a lack of alignment between certain EMAC core competencies and performance elements and the Public Safety Training Package competency standards and performance criteria which will form the basis for future training courses. This lack of alignment resulted from EMAC competencies and performance elements being largely based on generic performance elements drafted in July 1998 by the Australasian Police Education Standards Council, whereas the Public Safety Training Package was promulgated in July 2000.

6.59   Victoria Police is cognisant of this shortcoming and has stated that it will review EMAC competencies and performance elements to address this issue.

Linkages to leadership development

6.60   The EMAC process should play a vital role in the leadership development process. EMAC could be used to identify staff who have performed well in relation to factors which will be crucial for LPP, such as the corporate leadership. The results from this process would be a major factor in considering staff for any leadership development program.

Achievement of aims

6.61   The EMAC process was established in 1998 and was an important component in filling of senior positions arising from the implementation of the Statewide Management Model of LPP. Sufficient time has elapsed for EMAC to be evaluated in terms of the extent to which it is able to identify:

- future managers and leaders and assess their capabilities; and
- their learning and development needs in terms of defined competencies.

6.62   Ideally, the results of the evaluation of a staff member's actual performance through the PEP process should be compared with their predicted performance under EMAC. The results of this analysis should be used to inform not only the EMAC process but PEP as well. PEP in its current form is unable to supply this information although we have suggested changes that would allow this to occur. As a first step, we believe that assessments should be conducted (based on EMAC competencies) of the job performance of a randomly selected group of staff. The outcomes from this process should be compared with their EMAC results. Further analysis should then be undertaken to determine the extent of changes, if any, to EMAC.

Recommendation

6.63   We recommend that EMAC:

- be evaluated by assessing individual job performance against predicted performance under EMAC;
- includes an assessment of the individual's change management skills; and
- be reviewed to ensure alignment to the Public Safety Training Package and leadership development initiatives.

RESPONSE provided by Acting Chief Commissioner of Police

The need for a performance-based evaluation of the predictive ability of EMAC is acknowledged. EMAC was introduced in late 1998 and focuses on units of competence that are closely aligned to the national framework. As such, it does assess competencies that are aligned to change management. Assessments are not definitive, but rather provide further information for selection panels and developmental advice for members and the Force. These recommendations are accepted in principle and will be addressed through the evolutionary development process which is directed at aligning PEP, EMAC and all training programs to allow sequential and integrated development and qualifications training delivery.

The implementation of the Training Department Review recommendations has continued during and since the Auditor-General's review and many of the issues identified have been progressed since that time and will continue to evolve.

Specifically:

- *Delivery of the revised Constables Course and Probationary Constables' Course began on 15 January 2001;*

- *The Inspectors' Course is being revised and proposes to commence under a new competency based modular format in May 2001. In addition to its traditional role, the new format will enable the delivery of specific needs driven training identified through EMAC or PEP in support of LPP;*

- *The Sergeants' Course is being revised and proposes to commence a competency based modular format in July 2001. In addition to its traditional role, the new format will enable the delivery of specific needs driven training identified though EMAC or PEP in support of LPP; and*

- *The Training Consultancy Unit has forged stronger links with Regional Training Officers and the PEP to respond to the training and developmental needs emanating from the EMAC and PEP processes.*

INFORMATION MANAGEMENT

6.64 Victoria Police currently operate a number of key information systems that are relevant to supporting LPP, including:

- *Law Enforcement Assistance Program (LEAP).* This system was implemented in 1993 for recording the details of all crime-related incidents. For each incident, a form is prepared manually, faxed to a central data entry bureau and the details keyed into a mainframe-based system. For LPP, LEAP is the principal source of information for planning and monitoring community safety issues;

- *Activity Return and Enforcement Analysis (AREA).* This system, which was implemented in the 1998-99 financial year, provides details of most general policing activities (e.g. time taken for foot and mobile patrols, number of breath tests conducted). After each shift, a form is prepared manually and mailed to the Statistical Services Branch for scanning;

- *Call Taking and Dispatch (CAD).* This system, which was introduced in the 1998-99 financial year, is operated by Intergraph and records emergency response details for the Melbourne metropolitan area; and

- *Traffic Accident Information System (TAIS).* This system was implemented in 1988 for recording information on traffic accidents and breath testing activities.

6.65 Information from systems such as LEAP is used by Local Safety Committees in the development of their Community Safety Plans and by District Inspectors in developing Community Profiles. Other information from systems such as AREA has the potential to be used to examine police deployment in response to community safety issues identified by Local Safety Committees.

6.66 To manage Victoria Police and these information systems, there have been a number of major information technology developments, namely:

- A $170 million investment in infrastructure throughout Victoria Police. In February 1999, IBM was contracted to deliver information technology services over the next 5 years which involved the installation of standardised hardware and software at each police site and the provision of regular upgrades;

- The creation of the Department of Information Management in July 1999 to plan and drive information technology development at a central level. Under LPP, Regional Information Management Units (RIMUs) and Divisional Information Management Units (DIMUs) were also established within regions to maintain, disseminate and analyse information;

- In August 2000, an Application Architecture and Development Plan (AADP) was finalised. This Plan outlines a more integrated systems approach to business processes with a view to maximising the benefits arising from Victoria Police's investment in information technology. Specifically, the Plan provides for the development of new applications such as:

  - *Police Interest Data Services (PIDS).* This system will compile data on crime, traffic and other incidents of interest to Victoria Police. PIDS will be closely integrated with the Incident Related Information System;

  - *Incident Related Information System (IRIS).* This will record all incidents (both offence and non-offence related) as well as general policing data such as details of police responses and key observations. IRIS will also provide details of traffic incidents; and

  - *Operational Resource Management (ORM).* This is a resource management system primarily focused on the delivery of day-to-day policing functions although it can be used to apply to all staff. This system will also facilitate automated payroll preparation.

6.67 Although the AADP provides for the development and implementation of IRIS and PID over a 5 year period commencing in 2000-01, Victoria Police has yet to receive funding approval for the above systems.

Capacity of existing systems to support LPP

6.68 We conducted an examination of Victoria Police's various information systems in terms of their capacity to support LPP. In this regard, the requirements of LPP place a premium on the flexible use of data to satisfy the demands of, for example, Local Safety Committees. These Committees need information to assist them identify emerging local issues and trends in community safety and to plan accordingly. This information should be supplied by RIMUs and DIMUs, however, existing systems are generally not supportive of information access.

6.69 In summary, we found that Victoria Police's information systems are primarily focused on the storage and retrieval of data and that data capture processes were cumbersome, which led to inefficient and inaccurate processing of information. As such, the capacity of existing systems to fully support LPP in their current form is limited. Specific comments are outlined in the following paragraphs.

Data entry processes

6.70 Existing systems such as AREA and LEAP have a number of inherent inefficiencies, primarily as a result of inefficient workflow processes, which limit their capacity to meet the needs of staff in a timely manner. By way of illustration, LEAP crime data is manually recorded at the crime scene, verified and faxed to a data centre where it is entered into the system. Apart from the increased potential for error through multiple handling, delays can occur in entering information onto the system.

6.71 The extent of delay depends upon whether the data error is critical (e.g. missing pages or names of crime victims) or non-critical (e.g. missing street names or details of crime incident). Over a 12 month period to February 2001, 3 800 crime reports could not be recorded into LEAP due to missing information. This resulted in delays in data entry ranging from a few days to a month.

6.72 The lack of direct electronic data entry and poor forms design associated with LEAP can also lead to data integrity issues. In our November 1996 Special Report No. 46, *Law Enforcement Assistance Program: Better information on crime*, we commented on inefficient data practices as well as concerns over data integrity. The issues raised have not been fully resolved.

Compatibility of interface between systems

6.73 There were incompatible interfaces between software programs, which formed part of the information technology roll-out, and systems such as LEAP which is not Windows-based. As a consequence, there are inefficiencies in integrating and merging data between these systems which limit the quality of management reporting, including information provided to management and Local Safety Committees.

Information technology familiarity

6.74   In our view, many of the above difficulties were exacerbated by the low level of familiarity with information technology among staff, including staff in regional and divisional information management units. These staff were primarily engaged on data collection and reporting, however, critical information management functions from a LPP perspective such as data analysis and forecasting were rarely undertaken. Apart from in-built system limitations referred to above, outside the centralised Statistical Services Unit, there is a lack of knowledge and availability of analytical tools (e.g. SAS software package) and inadequate training on relevant software. There was general agreement by Victoria Police that information technology knowledge among staff needed to be improved.

6.75   The low level of familiarity with information technology necessitates prompt action to develop user-friendly interfaces. Victoria Police should establish guidelines that reinforce the importance of developing user-friendly interfaces in any future software developments.

Adoption of a strategic approach to applications development

6.76   The current shortcomings with Victoria Police's systems, such as the lack of integration, are symptomatic of a failure to adopt a strategic approach to applications development. In recognition of this shortcoming, Victoria Police established the Information Management Department (July 1999) and commissioned the development of the Application Architecture and Development Plan (August 2000).

6.77   Other actions that could be taken by Victoria Police include:

- Developing a clear definition of the role, functions and responsibilities of its Information Management Department and user Departments. In our interviews with regional staff, there was limited appreciation of the important role played by end-users in articulating their information needs to ensure appropriate information technology outputs;

- There were anomalies in the existing allocation of functional responsibilities. For example unlike AREA, which is administered by the General Policing Department, the day-to-day administration of LEAP is undertaken by the Information Management Department. This is inconsistent with the Information Management Department's prime responsibilities for overseeing system development and providing specialist support to users;

- Developing an information chart of the current systems environment. There is a need to map the relationship between functional areas (i.e. operation and support units) and data flows to those areas to identify gaps or duplication in data flows between functional areas; and

- Identifying the LPP-related information uses and needs of the various ranks. This is critical to the development of LPP plans and strategies and to adequately undertake LPP-related activities.

RESPONSE provided by Acting Chief Commissioner of Police

It is considered that the role of the Information Management Department is clearly defined, however, it is acknowledged that continued marketing is appropriate to ensure that this role is understood.

All applications development and requests for services are driven by Force business requirements. As such, all Victoria Police IT projects recognise end-users as important stakeholders, whose needs must be identified. Since 1999, the Force Business Process Re-engineering procedure has ensured that end-user requirements are a mandatory consideration.

Short and long-term options for addressing shortcomings

6.78   To improve the level of support for LPP provided by existing systems, Victoria Police could undertake the following actions.

Immediate measures

6.79   Immediate measures include:

- Developing strategies to improve data capture. These include the development of user-friendly electronic forms, in consultation with users, which could transmit data from the field via the email system until such time as mobile data terminals are established. This should result in the provision of more accurate and timely information;

- Improving staff capabilities to access existing systems for their LPP-related information needs**.** Targeted training should be provided on systems such as LEAP and AREA, as well as statistical and other existing software packages; and

- Developing strategies such as introducing front-end systems which would allow end-users to download and manipulate LPP-related data from core systems. For example, a front-end system could involve using a Windows-based interface to the LEAP system to facilitate downloading of crime data for integrating with Windows-based programs for forecasting and trend analysis of District or station level crime data. As the ongoing redevelopment and upgrading of core systems such as PIDS is likely to be technically difficult, time consuming and costly, front-end systems are easier to redevelop and modify.

Long-term approach

6.80   The Applications Architecture and Development Plan provides an organisational perspective of Victoria Police's vision and direction for future development of information technology applications. To complement this initiative, we believe an information systems strategic plan should be developed that specifically addresses LPP and other operational needs in a structured manner.

6.81   The strategic plan should incorporate:

- Details of applications recommended for future development including associated costs and financial benefits, timelines for incurring costs and realising benefits and proposed milestones relating to implementation. The emphasis should be on the development of user-friendly applications that allow for the intelligent and flexible use of data such as activity tracking and forecasting systems that would actively support LPP information needs;

- A comprehensive information technology training strategy based on a needs assessment of staff. One of the aims of this process should be to develop a critical mass of skilled staff at all ranks who are able to promote the benefits of information technology as well as provide advice and assistance to other staff in the determination, development and deployment of information systems; and

- Information systems development standards to ensure that future systems are compatible with existing systems. The standards would also facilitate easier maintenance and upgrading of systems developed by different vendors.

Recommendation

6.82   We recommend that Victoria Police take a strategic approach to information systems development that:

- addresses the information needs of LPP;

- addresses existing system deficiencies, such as inefficiencies in data entry processes; and

- provides a platform to introduce more intelligent, accessible and flexible systems.

RESPONSE provided by Acting Chief Commissioner of Police

Victoria Police acknowledges the importance of the factors raised in this section of the Report. The Force has undertaken a strategic approach to Information Management since 1994. The long and short-term considerations of the Force have been, and will continue to be, taken into consideration in this planning. There has been a progressive implementation strategy by the Force which has involved the outsourcing of IT, development of the Statewide network, infrastructure, and common hardware and software. The Force is now progressing to the next phase which is the overall Applications Architecture Development Plan.

MARKETING AND COMMUNICATION ACTIVITIES

6.83 Local Priority Policing (LPP) is a significant change in policing philosophy that will need to be effectively marketed and communicated both within Victoria Police and to other government agencies and the broader community. In August 1998, Victoria Police developed a Draft Marketing Plan to provide *"… the framework for the implementation of the strategic marketing and communication imperatives for the Local Priority Policing Project as a supplement to the main LPP Implementation Plan"*. Although the Marketing Plan was partially implemented, it was never formally adopted due to a subsequent decision by Victoria Police to implement LPP in 3 separate phases as described in Part 2 of this Report.

6.84 Victoria Police also determined that, as Phases 1 and 2 of LPP comprised primarily of internal police restructuring and reorganisation, marketing and communication strategies for these phases were unnecessary. Nevertheless, a significant volume of marketing and communication activities were undertaken by Victoria Police between August 1998 and March 2000, including:

- addressing staff to inform them of implementation progress and motivate them to accept and support LPP;

- publishing articles on LPP within the *Police Gazette* and various newsletters circulated to all staff;

- conducting conferences and workshops with staff;

- holding media conferences and seminars, some of which involved the Chief Commissioner and the Minister;

- providing briefings to government agencies and other associated external bodies affected by LPP; and

- placing information articles on the Victoria Police intranet and, more recently, distributing LPP related information via email.

6.85 Timely evaluation of marketing and communication strategies helps ensure such activities are well targeted and effective. These evaluations should be budgeted for and undertaken following completion of each significant activity. The results of such evaluations can be subsequently utilised for continuous improvement purposes.

6.86 Aside from conducting a post-conference survey and preparing briefings for senior management, Victoria Police did not establish mechanisms for systematically gathering information from targeted clients to evaluate the effectiveness of the marketing and communication activities. However, Victoria Police has recently established a team to evaluate the effectiveness of the implementation of Phases 1 and 2 of LPP, including an evaluation of related marketing and communication activities. This work was expected to be undertaken in early 2001.

6.87   We doubt whether value will be attained by conducting the proposed evaluation of marketing and communication activities in Phases 1 and 2 of LPP because of:

- the absence of information from target audiences relating to the impact of such activities; and
- the time elapsed since these activities were undertaken.

Communication strategy for Phase 3 of LPP

6.88   During the course of our audit, Victoria Police was preparing a communication strategy *"... to promote the Local Safety Committees to Victoria Police and targeted audiences throughout the community and to inform potential representatives about the Local Safety Committee concept"*. The strategy was described to audit as a "living document" in that it is envisaged amendments and enhancements will be periodically made as the need arises. At this stage the strategy, which was developed by the Communication and Promotion Strategy Unit, is being considered by senior management and a date for ratification has not yet been determined.

Audit assessment of strategy

6.89   Our assessment of the draft strategy utilised the principles set out in Part 4 of our March 1996 Special Report No. 39, *Marketing Government Services: Are you being served?* That Report identified that a successful marketing and communications strategy should define:

- *"objectives to be achieved;*
- *target audiences;*
- *the most appropriate means of communicating to those audiences;*
- *messages that need to be communicated and the desired patterns of attitudes or behaviour; and*
- *an appropriate budget allocation based on identified objectives and tasks".*

6.90   The draft strategy is conceptually sound, setting out the broad implementation program of LPP and clearly identified key target audiences, common trends and specific communication issues, supplemented by an analysis of Strengths, Weaknesses, Opportunities and Threats (SWOT) that could potentially impact upon the success of the strategy. The strategy also detailed:

- the objectives of particular communication activities, together with communication mediums to be utilised;
- budget estimates for some of the activities and their timing; and
- for each significant activity, the method of evaluation and relevant performance indicators, as well as the timing for the conduct of the evaluation.

6.91   Nevertheless, we identified a number of enhancements that we believe would add to the strategy, namely:

- As all Local Safety Committees were established and had held their inaugural meetings by 31 July 2000, the strategy needs to be finalised and formally ratified as a matter of priority;

- The draft strategy is lengthy and complex and may not be readily understood by field personnel. The strategy and its presentation should be simplified;

- District Inspectors identified that they require advice and guidance in implementing the strategy at District level. A generic model could be developed and ongoing support provided to assist District Inspectors in the development of local communication and marketing strategies. The model should be:

  - consistent with the communications strategy;

  - able to be tailored to local community needs; and

  - capable of incorporating appropriate performance evaluation mechanisms and criteria both on a local basis and on a Statewide basis;

- The strategy should include a focus on marketing LPP to the general community through a variety of methods such as utilising the local media and encouraging participation through workshops and forums within the Local Safety Committee framework;

- Given the whole-of-government approach to community safety under LPP, the communication strategy needs to be complementary to those implemented by the other lead agencies involved in community safety. This will require consultation with these agencies (as forecast in the Draft Memorandum of Understanding discussed in section 5) and, possibly, the broader community;

- The draft strategy does not incorporate comprehensive estimates of the cost or priority of marketing and communication activities. Such information could help resource allocation decisions;

- The SWOT analysis should be used to develop clear actions to address potential weaknesses and threats;

- Although the draft strategy incorporates objectives for each key communication activity to be undertaken, they are often described in indefinite terms which may not be reliably measured. For example, *"to build a positive attitude", "to build awareness and understanding"* or *"to reduce anxiety, misconceptions and conflict about the new policing model"*. In describing objectives, cognisance should be given to their measurability; and

- While the draft strategy stipulates an evaluation of the effectiveness of each activity is to be undertaken, a budget allocation for these evaluations has not been made. (Our Special Report No. 39 commented that around 10 per cent of the cost of a marketing campaign should be allocated to evaluation activities.) Evaluation costs should be calculated and incorporated in the communication strategy.

Scope for greater interaction between District Inspectors

6.92 Effective communication underpins the overall success of LPP. We found that 75 per cent of respondents to our survey of District Inspectors agreed that they had been constantly informed of progress made by Victoria Police in implementing LPP through newsletters, bulletins, email, internet and intranet. While this level of exposure is high, we also found that 25 per cent of respondents felt that communication about LPP could be enhanced through holding regular focus group sessions, forums, meetings and seminars with peers. While we acknowledge the cost implications and possible logistical difficulties, consideration should be given to increasing the scope for District Inspectors to interact with their peers.

Recommendation

6.93 We recommend that the draft Marketing and Communications Strategy be finalised and enhanced to provide a generic model to guide strategy implementation at the local level, to include input from other key government agencies and to incorporate the financial costs of marketing activities.

> **RESPONSE provided by Acting Chief Commissioner of Police**
>
> *While the Marketing and Communication Strategy is still awaiting formal approval, a number of key communication tools, including a PowerPoint presentation, are currently being developed to assist District Inspectors.*

Part 7

Strategic management issues

INTRODUCTION

7.1   The audit examined a number of high level management processes and strategies that are central to the planning and ongoing oversight of Local Priority Policing's operation and the evaluation of its outcomes. Specifically, this part of the Report covers:

- the various levels of Victoria Police's planning processes ranging from long-term planning at the corporate level to the preparation of Community Safety Plans by committees that address issues at a local community level;

- the performance measurement framework that will facilitate monitoring of progress in implementing LPP and assessments of the extent to which LPP achieves its stated objectives;

- strategies established to manage potential risks arising from LPP's implementation, particularly in respect to Phase 3 of LPP; and

- the project management arrangements to be established.

STRATEGIC AND OPERATIONAL PLANNING

7.2   The planning framework of Victoria Police comprises a number of elements:

- A 10 year strategic plan entitled *Vision 2010* was developed at the request of the Department of Treasury and Finance as a requirement for providing a significant funding allocation to Victoria Police in 1998-99 to purchase information technology infrastructure. The plan, which covers the period from 2000-01 to 2009-10, incorporates a broad vision for Victoria Police, the policies and programs to be implemented to achieve that vision, the challenges that confront Victoria Police, and how it intends to develop a sustainable capacity to meet those challenges;

- A 3 year plan covering the period from 2000-01 to 2002-03 which aimed at bridging the gap between the 10 year strategic plan and the annual business plan. The plan, which is presented in diagrammatic form on one page, links the vision of the 10 year plan to a 3 year timeframe, identifying broad policing strategies and activities, police staffing and police infrastructure. Focus is also placed upon policing strategies relevant to the implementation of LPP and how this policing philosophy interacts with the Government's community safety policies;

- An annual business plan that outlines the planning, budgeting and reporting processes, the major activities to be undertaken within key management areas and specified output levels, and performance targets to be achieved within 6 designated output groups; and

- Departmental, Regional and District Action Plans which are developed from the annual business plan. In the General Policing Department, the agreed output targets specified in the annual business plan are assigned to the 5 Regions and other units within the Department. Resources are, in turn, allocated to the various police stations on a Minimum Service Delivery Resource Allocation Criteria formula and are utilised to achieve the outputs of the District Action Plans and in turn the areas of the community safety plan that relate to policing.

7.3   From 30 June 2001, the framework will be extended to incorporate annual Community Safety Plans prepared by Local Safety Committees which identify local safety issues requiring action by Victoria Police and other agencies. Chart 7A outlines the planning process from a General Policing Department perspective, the Department with primary responsibility for implementing LPP.

CHART 7A
VICTORIA POLICE PLANNING FRAMEWORK
WITH FOCUS ON GENERAL POLICING DEPARTMENT

7.4   We examined the various plans to assess their adequacy and the extent to which they reflected the activities and characteristics of LPP.

Scope for improving plans

7.5   We found that the annual business plan was well prepared, but we questioned the value of some plans in their current form. We also found that the importance of LPP was not strongly reflected in planning documents.

Ten year strategic plan

7.6   At the time of the audit, the 10 year plan had not been finalised pending the completion of the Johnson Review, which covered the adequacy of Victoria Police's strategic and annual planning framework.

7.7   We have doubts regarding the practicality of developing a 10 year plan, particularly in an environment such as Victoria Police where significant and unpredictable changes can occur over a relatively short time period. We found that:

- No other police force in Australia or overseas (as far as we could ascertain) has a plan covering such an extended time span. The New South Wales Police Force has a 5 year strategic plan and, to our knowledge, this remains the maximum period covered by a plan prepared by a State Police Force; and

- The details of longer-term initiatives contained in the current 10 year plan, such as applications developments, workforce reforms and communications projects, are outlined over a period of 3 to 5 years. There were few details in the plan covering the final 5 year time span.

7.8   The Consultation Draft of the Johnson Review proposes the development of a 3-5 year strategic plan. We support this initiative.

Three year plan

7.9   The current 3 year plan is limited in both its scope and the level of information presented. Specifically, we found that:

- strategies and activities proposed to be undertaken were not described in sufficient detail;

- important initiatives associated with LPP were not addressed (e.g. establishment of Local Safety Committees and evaluation of their effectiveness);

- direct linkages to both the 10 year strategic plan and the annual business plan were not sufficiently evident;

- cost estimates of the planned strategies and activities were not included; and

- details of key performance indicators to measure the plan's achievements were not included.

Annual business plan

7.10   The annual business plan for the 2000-01 financial year is a generally sound document, however, we found that:

- while acknowledging the difficulties in developing relevant and appropriate qualitative output measures, the plan was almost totally focused on a narrow range of quantitative measures;

- given the significance of LPP to police operations, there was insufficient prominence given to its introduction; and

- other pertinent information that would enhance the quality of the plan was not included such as:

    - details of major organisational initiatives planned to be undertaken during the planning year; and

    - financial estimates of those initiatives where the financial impact extends beyond the current financial year.

General Policing Department, Regional and District Action Plans

7.11   We found the performance measures and targets stipulated within the General Policing Department, Regional and District Action Plans are limited by what can be measured at this time, partly reflecting the output-based nature of agency-wide planning and funding processes. The measures do not adequately address the activities relating to the LPP initiative undertaken by the General Policing Department, Regions and Districts. This deficiency needs to be addressed.

Linkage of Police and Local Safety Committee plans

7.12   Local Safety Committees, through their Community Safety Plans, are intended to influence the delivery of policing services within local communities. As shown in Chart 7A, it is proposed that this process will result in a bottom-up approach to the allocation of police resources. An assessment of the capacity to integrate these plans in their current form into Victoria Police's planning processes is scheduled to occur by 30 June 2001, with full alignment to occur by 30 June 2002.

7.13   To meet the 30 June 2002 deadline, we believe Victoria Police needs to:

- significantly upgrade the quality of existing Community Safety Plans (refer to Part 5 of this Report for specific comments);

- develop specific mechanisms through which resource demands arising from Community Safety Plans can be integrated into the resource allocation processes of Police, including prioritising the competing resource demands contained in the various Community Safety Plans; and

- determine the extent to which other agencies represented on Local Safety Committees are capable of undertaking their commitments specified in Community Safety Plans and the proposed course of action where agencies fail to fulfil these commitments.

RESPONSE provided by Acting Chief Commissioner of Police

A significant upgrade in the quality of the interim Community Safety Plans has already been completed. This should see substantial improvements in overall quality with the preparation of 2001-2002 Community Safety Plans.

The development of specific mechanisms will occur under the planning arrangements for the 2001-2002 financial year.

Continued agency participation will be addressed when the results of the interim Community Safety Plans are reviewed after 30 June, 2001.

Recommendation

7.14   We recommend that:

- the current 10 and 3 year plans be rationalised into a single strategic plan covering a 3-5 year duration;

- the annual business plan and various action plans be amended to more strongly reflect the introduction of LPP; and

- mechanisms be established to allow full alignment of Community Safety Plans with planning processes, including steps to improve the quality of these plans.

RESPONSE provided by Acting Chief Commissioner of Police

Victoria Police notes the Auditor-General's concerns about the practicality of developing a 10 year plan in the highly dynamic law enforcement environment. However, the existing draft 10 year strategic plan: vision 2010 was prepared in response to a government requirement. In addition, while the consultation draft of the Johnson Review report recommends the development of an annually revised 3-5 year corporate plan, it also recommends the development of a 5-10 year future issues plan and emphasises the importance of what is described as "over the horizon" planning.

Dependent upon the finalisation of the Johnson Review and its endorsement by the Government, Victoria Police will consider the redevelopment of the existing draft 10 year strategic plan and the 3 year plan. This redevelopment is to take place in consultation with a steering group involving the Departments of Premier and Cabinet, Treasury and Finance, and Justice. The Auditor-General's comments on the current draft 3 year plan have been noted and will be addressed as part of the redevelopment process.

LPP is addressed under the key management areas section of the Annual Business Plan for 2000/2001. The key management areas underpin the delivery of all outputs/services delivered by the Force under the Government's output management model. Similarly, the introduction of LPP was addressed within the key management areas section of the Annual Business Plan for 1999/2000. That same emphasis is followed through in the Departmental Action Plans for those years.

The Annual Business Plan 2001/2002 and the related action plans are presently being finalised. In the context of the Auditor-General's recommendation, those plans will be further reviewed to ensure that sufficient emphasis is being placed on the programs and initiatives which support the implementation of the community consultation model phase of LPP.

RESPONSE provided by Acting Chief Commissioner of Police *- continued*

Victoria Police acknowledges that the Community Safety Plans completed during the second half of 2000 are variable in quality and only partially integrated into the Force's planning framework. However, the timing of the roll-out of the Community Consultation Model meant that these initial plans were prepared as an interim measure by newly formed Local Safety Committees; cover a period of less than a full year; and were prepared after the commencement of the Victoria Police planning cycle for 2000/2001.

With the commencement of the Victoria Police planning cycle for 2001/2002, the framework is in place to ensure full integration of the policing strategies contained in Local Safety Plans into District Action Plans.

PERFORMANCE MEASUREMENT FRAMEWORK

7.15 With a new initiative like LPP, it is important to develop, at the outset, a suitable performance measurement framework to:

- monitor compliance and progress of implementation;

- provide information about the implementation and impact of local initiatives to inform planning and decision-making by Local Safety Committees, different levels of Victoria Police management and external agencies; and

- ensure generation of information about objectives, activities and outcomes to meet reporting requirements of the Government's Management Reform Program, and to enable evaluation of Statewide outcomes of the initiative.

Progress in developing a performance measurement framework

7.16 Victoria Police's task in establishing a credible performance measurement framework is made more difficult by:

- the lack of internal knowledge and experience in conducting performance measurement activities;

- the size and geographically dispersed nature of LPP-related activities as well as the complexity of the initiative;

- limitations with existing information systems described in Part 6 of this Report;

- the need to reach agreement on the framework with the other participating agencies, in line with the whole-of-government approach to LPP; and

- the absence of a specific budget allocation for performance measurement activities.

7.17   Victoria Police has taken some steps to develop its performance measurement capabilities, including:

- A desk-top evaluation undertaken between August and October 2000 which examined the processes in place and outputs derived from the introduction of the Statewide Management Model and the Service Delivery Model. This evaluation had a compliance focus and was aimed at determining whether specific recommendations associated with the implementation of the 2 models were met;

- Engagement of an evaluation consultant to develop a performance measurement training course. Staff from the Corporate Management Review Division and from Regions attended a course in early 2001, where they were given guidance in developing an evaluation template that they could adapt to assess programs under their responsibility, including LPP; and

- Progressively improving the understanding of evaluation by relevant key staff through establishing links with evaluation peak bodies and attending a number of evaluation-related functions, seminars and short courses.

7.18   At the time of the audit, a plan for the development and implementation of a performance measurement framework had not been established.

Developing a performance measurement framework

7.19   There are 4 key stages in performance measurement, namely:

- **Setting parameters.** There are a number of critical factors that determine the parameters and boundaries for performance measurement which should be identified and agreed at the outset and reviewed as the process evolves. These factors include:

  - the purpose, and use to be made, of the performance measurement;

  - the recipients of the information and their needs;

  - constraints in conducting performance measurement which may impact on both the methodology employed, coverage and scope of data collection, degree of robustness achievable and the results obtained;

  - the broad roles and responsibilities within Victoria Police and external agencies responsible for key aspects of the performance measurement process; and

  - the resourcing required, including cost of accessing existing data sources, developing techniques for gathering any additional data, and training and developing staff in performance measurement;

- **Planning.** This includes:
    - specifying how existing data will be accessed and how new data will be collected, analysed and reported;
    - identifying responsibility for undertaking performance measurement tasks;
    - determining the timing and resourcing requirements; and
    - linking tasks to other key corporate areas, such as information management and corporate planning;

- **Collecting and analysing data**. This includes:
    - implementing data collection and analysis as planned;
    - effecting quality control over data collection and analysis; and
    - reviewing and revising data collection and analysis as required; and

- **Reporting and using information.** This includes:
    - providing reports to appropriate levels of management;
    - taking action on the basis of these reports; and
    - reviewing the content and format of reports for utility, feasibility, and credibility and making changes to the performance measurement system as required.

7.20 The approach to performance measurement will vary according to the level of outcomes LPP seeks to achieve:

- **Statewide impact.** This relates to achieving LPP's objectives of decreasing community fears, meeting community needs, increasing the accountability of Victoria Police and supporting a whole-of-government approach;

- **Local outcomes.** This relates to the local level objectives of increasing co-ordination and joint action by Victoria Police and other agencies, undertaking projects and actions which respond to community needs, increased provision of information and decreasing local concerns about crime; and

- **Process compliance.** This relates to the objective of delivering LPP as intended.

7.21 Table 7B summarises the purpose, audience and methodological and data constraints to be addressed in measuring the performance of LPP.

TABLE 7B
ASPECTS OF MEASURING THE PERFORMANCE OF LPP

	Statewide impacts	*Local outcomes*	*Process compliance*
Purpose of performance measurement	• Provide accountability to the Government and the public. • Build knowledge about what works to assist policy development.	• Provide accountability to the local community. • Build knowledge about what works to guide management and planning at the local level.	• Provide assurance that LPP is operating according to requirements.
Audience	• The Minister and Parliament. • Senior management of Victoria Police and other agencies.	• Local Safety Committees. • Central and local management of Victoria Police and other agencies. • Local communities.	• Victoria Police Central and Regional management.
Methodological and data constraints	• Difficulties in attributing the extent to which LPP was responsible for, or faced barriers to, achieving outcomes. • Complexities in interpreting crime data and public perceptions. • Difficulties in establishing baseline data and tracking trends given changing methods and data definitions over time. • Challenge of addressing needs of stakeholders across government and community.	• Numerous geographically dispersed committees with limited information management skills. • Difficulties in data capture with reliance on existing quantitative information. • Difficulties in aggregating the impact of diverse initiatives, while recognising local and contextual differences. • Access and confidentiality issues in gathering information from a range of sources.	• Focus on achievement of specific operational performance targets, possibly to detriment of the achievement of broader objectives (goal displacement). • Difficulties in gathering evidence about the quality of implementation.

7.22   Set out below, in Tables 7C to 7E, in broad terms are some of the issues that could be explored in the performance measurement framework and the data sources for each level of LPP (Statewide impact, local outcomes and process compliance).

TABLE 7C
ASSESSING THE STATEWIDE IMPACT OF LPP

Intended Statewide impact of Local Priority Policing	*What we would expect to see if this impact is being achieved*	*Data sources which can be used to assess achievement against this impact*
Decreased community fears and concerns about crime.	• Improved perceptions of community safety. • Improved crime resolution.	• Surveys/focus groups involving the public conducted by police and/or independently. • Media monitoring. • Analysis of selected crime figures. • Benchmarking of international best practice.
Increased responsiveness to local communities through effective needs identification and involvement of local communities.	• Planning processes which include needs assessments and community involvement. • More police projects which address community expectations. • Changes in policing approaches to reflect LPP principles.	• Consultation with senior personnel in police, other agencies and with local communities. • Surveys/focus groups involving the public. • Documentation from police. • Benchmarking of international best practice.
Increased accountability to the public, local communities and to the Government.	• An accountability regime which provides access to appropriate information on police activities.	• Consultation with senior personnel in police and other agencies and local communities. • Evaluations of local outcomes. • Planning, accountability, marketing and communication documentation of police and agencies to whom they report information.
Support a whole-of-government approach to community safety and crime prevention through co-ordinated response with other government, non-government and community agencies.	• More joint consultation and decision-making forums. • More joint projects. • Police and other agency projects/actions which have benefited from involvement of a range of government, non-government agencies and community representatives.	• Consultation with senior personnel in police and other agencies. • Documentation from police and other agencies.

TABLE 7D
ASSESSING THE LOCAL OUTCOMES OF LPP

Intended local outcome of Local Priority Policing	*What we would expect to see if this outcome is being achieved*	*Data sources which can be used to assess achievement against this outcome*
Increased co-ordination between, and joint action by, police and other government, non-government and community agencies.	• Establishment of effective Local Safety Committees. • More joint projects reflecting actions proposed in Community Safety Plans. • Police projects/actions which have benefited from inclusion of views of other agencies.	• Consultation with senior personnel in police and other agencies. • Documentation from police and other agencies.
Increased responsiveness to local needs.	• Community Safety Plans based on comprehensive needs assessments and Local Safety Committee input. • Local Police projects which address community expectations. • Changes in policing approaches to reflect LPP principles.	• Consultation with senior personnel in police and with local communities. • Documentation from police. • Surveys/focus groups assessing community satisfaction. • Evaluations and benchmarking of local committee projects and achievements.
Increased provision of information to the public, and local communities.	• Provision of information on Community Safety Plans and their achievements to the public and to relevant government and community agencies.	• Consultation with senior personnel in police and other agencies and local community. • Documentation from police and agencies to whom they report information. • Media monitoring.
Decreased community fears and concerns about crime.	• Improved perceptions of community safety.	• Local surveys/focus groups. • Media monitoring.

TABLE 7E
ASSESSING PROCESS COMPLIANCE

Compliance issues for Local Priority Policing	*What we would expect to see if compliance is being achieved*	*Data sources which can be used to assess compliance*
Effective Local Safety Committees.	• Establishment of effective Local Safety Committees, with appropriate membership and operation. • More joint projects reflecting actions proposed in Community Safety Plans. • Police projects/actions which have benefited from involvement of other agencies.	• Consultation with senior personnel in police and other agencies. • Documentation from local Districts and other agencies. • Audits of compliance with policy, budgets and timeframes.
High quality Community Safety Plans.	• Community Safety Plans based on model Plan, but reflecting local needs and input. • Local police projects which address community expectations. • Evidence of continuous improvement of quality of plans.	• Consultation with senior personnel in police and with local communities. • Documentation from police. • External assessment of Plan quality benchmarked against other Plans.
Appropriate support for LPP implementation.	• Sufficient resourcing and provision of support services at local level to undertake LPP initiatives. • Integration of LPP into corporate planning process. • Human resource practices which address LPP requirements.	• Consultation with Central, Regional and District personnel in police. • Documentation from police at Central and local level.
Effective and efficient performance measurement framework.	• Performance measurement framework that meets reporting needs. • Appropriate, efficient and co-ordinated data collection in police and other agencies. • Evidence of action to address issues identified by performance measurement.	• Documentation from Victoria Police at Central, Regional and District level, and from other agencies. • Comparative assessments of Local Safety Committees benchmarked against each other.

Suggested first steps

7.23   Victoria Police needs to establish a framework for performance measurement and put in place appropriate data collection processes, some of which will be existing and others which will need to be developed or co-ordinated with other agencies. It may be appropriate to establish a pilot in a sample of local areas to address the measurement of local outcomes and process compliance, involving other relevant agencies and trials of data collection, analysis and reporting. This should occur at the same time as development of the framework and data collections approach (including baseline performance data) to address measurement of Statewide impact.

7.24   Effective performance measurement requires extensive data collection and skilled analysis. Victoria Police needs to estimate and budget for the resources and staffing that will be needed to develop and implement the performance measurement framework, including the pilot study.

Recommendation

7.25   We recommend that Victoria Police develop a comprehensive performance measurement framework for LPP, focusing initially on developing data collection mechanisms possibly in a sample of local areas.

> **RESPONSE provided by Acting Chief Commissioner of Police**
>
> *Victoria Police remains committed to performance measurement and will consider this recommendation for future planning.*

RISK MANAGEMENT

7.26   Good management practice requires those entities introducing a significant organisational change program, such as LPP, to identify and address internal and external factors which could impact upon its successful introduction. This includes developing risk management programs which specify appropriate activities to be undertaken to minimise the potential of risks arising. The program should also identify the information to be maintained which would alert decision-makers to possible problems, the threat these problems pose and the contingency arrangements in place if risks eventuate.

Weaknesses in previous risk management strategies

7.27   We found that Victoria Police had taken steps to manage risks associated with the introduction of the Statewide Management Model (SMM) of LPP. A series of Risk Based Project Plans were developed with each Plan providing a short general statement of the risk (e.g. competing priorities) and compensating controls (e.g. project plans). These were linked to particular activities associated with the SMM.

7.28   The *LPP Service Delivery Model (SDM) Development and Implementation Strategy Paper*, which was approved by senior management in March 2000, required Victoria Police to evaluate the risks associated with the Model in terms of their impact and probability of occurrence prior to its implementation. To address this requirement, Victoria Police undertook a Strengths, Weaknesses, Opportunities and Threats analysis (SWOT) which resulted in the preparation of a short statement of risks (e.g. insufficient personnel) and the associated control (e.g. creation of additional positions) required to be put in place to address the risks.

7.29   A subsequent evaluation of the SMM's and SDM's implementation, completed by Victoria Police in October 2000, identified the need to develop a risk management strategy for these models and this has now been addressed. We also found that Victoria Police's initial risk management strategies relating to the SMM and SDM would have been significantly improved if they had included:

- a clearer explanation of the type and extent of risks and controls needed to address the risks;

- the potential impact of each risk on the successful implementation of the SMM and SDM;

- an assessment of the likelihood of occurrence of the risk; and

- agreed courses of action to address the risks identified and potential resourcing involved.

Scope for improving current risk management strategy

7.30   Victoria Police formalised a risk management strategy for the Community Consultation Model (CCM) on 15 January 2001 when responsibility for implementing this Model was scheduled to transfer from the Corporate Management Review Division to the General Policing Department.

7.31   The CCM risk management strategy reflects some risks identified in the SMM and SDM phases of LPP that were still considered relevant. Victoria Police has also progressively enhanced the strategy using information collected from internal sources and external groups such as State Government departments and agencies. The strategy identifies several relevant internal and external risks along with a brief description of how the risks will be controlled. It also nominates Victoria Police representatives who will have responsibility for identifying and controlling these risks.

7.32 We believe that Victoria Police's CCM risk management strategy could be improved by adopting the following measures:

- detailing the potential impact of risks on the successful implementation of LPP with a clearer elaboration of the consequences;

- assessing the likelihood of risks arising;

- establishing contingency actions to counter the effect of specific risks;

- identifying the resources required to address these actions and prioritising allocations based on the impact of risks and likelihood of their occurrence;

- linking the results of evaluation activities associated with LPP's implementation to the risk management strategy and considering any significant resourcing implications as part of Victoria Police's planning processes;

- broadening the input into the identification of risks to include the views of appropriate sworn and unsworn staff as well as relevant external stakeholders; and

- considering other matters commented upon in this Report that may impact on the successful implementation of LPP.

RESPONSE provided by Acting Chief Commissioner of Police

The controls contained in the strategy are being progressively implemented. For example, reference in the strategy to attendance at Local Safety Committee meetings by regional line managers is now included in the General Policing Department 2001-2002 Action Plan.

Recommendation

7.33 We recommend that Victoria Police incorporate enhancements to the risk management strategy for the Community Consultation Model, such as broadening the level of input into risk identification with regular review by senior management and revision as necessary.

RESPONSE provided by Acting Chief Commissioner of Police

The newly established LPP Steering Committee (comprising Deputy Commissioner Nancarrow, Acting Chief Commissioner O'Loughlin, Executive Director Latta, Assistant Commissioner Perry, Commander Gassner and Commander Hart) has, as one of its functions, the monitoring of the risk management strategies for each of the phases of LPP. The proposed improvements to the CCM risk management strategy can be reviewed and implemented by the LPP Steering Committee.

FUTURE MANAGEMENT OF LOCAL PRIORITY POLICING

7.34   Victoria Police has completed Phase 1 (the Statewide Management Model) and Phase 2 (Service Delivery Model) of LPP. We believe the implementation of these Phases was generally well managed. Attention is currently being directed to the introduction of Phase 3 of LPP, the Community Consultation Model.

7.35   We see the next Phase of this major change management program as the translation of the LPP philosophy into changes in day-to-day general policing behaviour and practices at all ranks within Police and ensuring that robust policies, systems and processes are in place to underpin LPP's delivery. This will provide a significantly greater challenge than the internal restructuring process that formed the basis of Phases 1 and 2 of LPP and will, therefore, need to be managed and resourced accordingly.

7.36   We consider this Phase comprises 2 separate but interrelated components, namely:

- **Operational Service Delivery**: This component would incorporate the implementation of specific LPP-related service delivery issues including, for example, the further consolidation of changes flowing from Phase 3 of LPP (e.g. refining the operation of Local Safety Committees, improving the overall standard of the Community Safety Plans and incorporating these plans into Victoria Police's planning process) and extending the impact of LPP to all ranks within General Policing Department; and

- **Supporting Systems and Processes**: The second component involves upgrading and developing systems and processes needed to support LPP. While some of these developments will relate specifically to LPP, many have general application throughout Victoria Police.

7.37   To successfully implement and manage Phase 3, it is essential that:

- A single executive management group is established that drives both components of this phase. During the course of the audit, we were advised by Victoria Police that a steering committee would be reconstituted to oversee this process;

- Sufficient appropriately skilled resources are devoted to this Phase and that project costs are monitored and accounted for;

- An overall project plan is prepared and promulgated that links and integrates the key priorities of both components of this Phase; and

- An active partnership approach is established with line management to facilitate greater understanding and ownership of project outcomes together with the development of strategies for the progressive handing over of responsibility to relevant line areas.

7.38   We believe that unless appropriate project management arrangements are addressed as a matter of urgency, the likelihood is that LPP will lose momentum and ultimately fail to achieve its objectives.

7.39   Finally, this audit has focused on the management of LPP by Victoria Police. We have commented on Victoria Police's efforts to engage with other agencies in promoting a whole-of-government approach to LPP. The importance of developing mechanisms to identify and constructively resolve concerns, such as inconsistencies in approach between agencies, cannot be overstated.

Recommendation

7.40   We recommend that Victoria Police establish suitable project management arrangements to implement and oversee the continuing development of LPP and supporting systems and processes.

> **RESPONSE provided by Acting Chief Commissioner of Police**
>
> *Suitable project management arrangements to implement and oversee the continuing development of LPP have been established through the creation of the LPP Steering Committee. The Steering Committee will have the capability of directing development of supporting systems and processes for the long-term sustainability of LPP.*

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