

Victoria Police Manual

The Victoria Police Manual is issued under the authority of the Chief Commissioner of Police in s.60, Victoria Police Act 2013. Non-compliance with or a departure from the Victoria Police Manual may be subject to management or disciplinary action. Employees must use VPM Professional and ethical standards to inform the decisions they make to support compliance.

Police attendance at events

Context

Victoria hosts significant, major and special events across the state including national and international conferences, sporting and cultural events, music festivals, dignitary visits, government protocol events, national and state funerals and memorials.

While Victoria Police provides support to significant events including visiting high-level dignitaries and foreign heads of state and ministers, most that receive operational assistance are commercial events visiting the state or local sporting and cultural events. Victoria Police assists in the planning and coordination of the operational management of these events to provide a safe, secure and orderly experience for participants, employees and the public. Victoria Police works collaboratively with event organisers and other jurisdictions to ensure event management plans are in place with as little need as possible for police resources.

Victoria Police's role in planning for support at events includes:

- undertaking a risk assessment
- assessing the need for police assistance
- organising the resources and equipment required to allow for safe events.

Competing demands for Victoria Police services means that resources must be carefully managed to meet ongoing policing priorities to keep the community safe, as well as providing support at events.

Event organisers may be required to pay fees and charges for the provision of police services and goods necessitated by commercial events. These costs are prescribed in the Victoria Police (Fees and Charges) Regulations 2024 (the Regulations), issued under the *Victoria Police Act 2013* (the Act).

Policy at a glance

This policy includes:

- information about significant or host city events
- information about assessing the need for police resources at User Pays events
- details of the risk assessment tools used in event planning
- guidance regarding management of requests for police attendance at events
- details about charging for police resources at events and commercial arrangements
- the responsibilities of event organisers
- information about User Pays processes and cost waivers.

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Definitions

Commercial arrangement - is a contract for the provision of policing services at a commercial enterprise.

Commercial event - is any event where charges are made for admission to the event, or the event is commercial in nature, commercially promoted or commercially sponsored, or an event or class of events as prescribed in the Regulations. The event may or may not be a for-profit event.

Enterprise Bargaining Agreement (EBA) - the Victoria Police (Police Officers, Protective Services Officers, Police Reservists and Police Recruits) Enterprise Agreement 2019.

Event - is any planned activity in an area or location that will contain a number of persons greater than that normally found in that area or location at one time, including sporting events, local festivals, concerts, and community events. The need for police attendance at these events may be identified by police or requested by event organisers or local/regional government areas.

Event Management System (EMS) - a Victoria Police application to catalogue, plan and record police resourced public events. members can also use the application to view, apply for, and manage voluntary duties at sporting and community events.

Event organiser - the entity that is responsible for the beginning to end production or staging of an event.

Event Planning Risk Assessment Method (EPRAM) - a tool to assist members responsible for planning an event in assessing security, public safety and planning for events.

Holders of High Office (HOHO) - a person who holds a high position in Government, in Australia or overseas, who is performing the functions of a Head of State or a Foreign Minister.

Internationally Protected Persons (IPP) - a person who has a designated security status recognised by Australia.

Police resources - any Victoria Police employees or supporting goods such as specialist equipment, vehicles or animals.

Preliminary Event Categorisation Tool (PECT) - a process to enable members to correctly categorise events involving Victoria Police.

Regional event - an event staged completely within a region, as well as within the planning capability of the host region.

State event - major international, cross-regional national events, as well as government protocol events including guests of government, dignitaries, and government ceremonial events.

User Pays event - a commercial event that Victoria Police has determined that the event organiser is liable to pay for police resources deployed in response to the planned event.

Voluntary duties - voluntary duties involves members working events on their rest days and on

recreation leave, in compliance with the EBA.

Scope and application

This policy applies to all Victoria Police employees who have a role in the planning, approval or related administration of police resources for events or for commercial arrangements.

Responsibilities and procedures

1. Overview

- Police attendance at public and private events contributes to demand for police resources.
- The State Event Planning Unit (SEPU) is responsible for the overall management and coordination of host city policing security overlays for state-led major international and national events, guests of government and dignitaries and government ceremonial protocols.
- For sporting, entertainment and community events, the event organiser is primarily responsible for public safety at the event. They must have adequate measures in place to ensure the safety of participants, spectators, patrons, employees, and the public.
- Victoria Police may seek to recover costs arising from the provision of police resources in connection with commercial events. Cost recovery is not intended to be used to impede events without assessment or be arbitrarily applied. Where practicable, this should include the timely exchange of information between Victoria Police and event organisers to support planning and cost recovery processes.
- Employees must refer to **Instrument of Delegation UP1: User pays** to determine the relevant delegate(s) to authorise the imposition of fees or enter into contracts for policing services and who may authorise a refund to commercial event organisers.

2. State events

Victoria Police provides support for international dignitaries, IPPs, HOHO and all state funerals, memorials and facilitated motorcades. For more information, refer to the SEPU intranet page.

2.1 *Dignitary visits*

- Dignitary visits will generally fall under three classifications: Guest of Government, working visits or private visits.
- A Visits Assessment Group (VAG) has been established in Canberra to assess the sensitivity of relevant guests. The VAG is an interdepartmental committee tasked with assessing the potential risks to a visit by a foreign dignitary to Australia.

2.2 *Planning and coordination*

- The Inspector, SEPU is the Protocol Officer for Victoria Police. In consultation with the Dignitary Visits Assessment Committee (DVAC), the Protocol Officer is accountable for deciding the police service response for visiting dignitaries. For more information, see the SEPU intranet page.

2.3 *State funerals and state memorials*

- SEPU is the nominated planning liaison for all state funerals and memorials, and is the state appointed Protocol Officer for all Victorian Government state services

(funeral or memorial).

- SEPU liaises with the Department of Premier and Cabinet (Protocol Branch) to provide the necessary police support. Police resources are often required as part of the security overlay and may be utilised to maintain public order.

3. User Pays events

3.1 *Requirements for police resources at events*

Police resources may be required before, during or after an event to:

- maintain public order and uphold the law
- manage pedestrian or vehicle traffic that has built up as a direct result of the event
- provide support as part of emergency management arrangements
- maintain service delivery to attendees at that event.

When police resources are requested by the event organiser or Victoria Police identifies a need to allocate resources to an event, these resources should only be provided if:

- there is a demonstrable operational risk, and the risk cannot be reasonably mitigated by the event organiser and the use of police powers or resources is required, and
- the community or government has an overriding expectation that police will attend.

3.2 *Assessing the need for police resources at events*

- Victoria Police may be approached directly by an event organiser, or otherwise have knowledge of an upcoming event from internal and external sources.
- The Police Commander or nominated member of the region or area in which the event is taking place should work with the event organiser to determine whether it is necessary to allocate police resources before, during or after an event.
- The assessment of the requirement for police resources will depend on the:
 - nature of the event
 - location
 - assessment of event threats and risks
 - the impact on the host community
 - size of anticipated crowds
 - provisions made by the event organiser for security, parking, liquor licencing, facilities at the event, and traffic management
 - predicted impact on police resourcing.
- The Police Commander must ensure that consideration is given to member safety and any resourcing requirements through event planning. Refer to the **VPM OHS Fundamental obligations** and **VPM OHS Hazard and risk management** for further guidance regarding Victoria Police's occupational health and safety obligations regarding employees.
- The event organiser is responsible for providing a safe, secure, and orderly event, in accordance with permits issued and any council regulations and community expectations. These are made available to the event organiser when the event is registered with local council through the application for permit process. The event organiser remains responsible for adhering to the conditions set by those permits

and council regulations.

- The host region/division or if a State Event, SEPU must ensure that risk assessment is conducted using the PECT, and an EPRAM if required based on the outcomes of the PECT, to determine whether an event poses an operational risk, and if police attendance is required. The PECT and EPRAM tools can be accessed from the State Event Planning Unit intranet page.
- Victoria Police can recover fees for the provision of police resources at the commercial event, and in any area surrounding the commercial event for the purpose of traffic management and performing policing functions. These costs may be recovered from event organisers. The fees that can be charged are prescribed by the Regulations. Refer to **Instrument of Delegation UP1: User pays** for the appropriate delegate to authorise the imposition of fees.

3.3 *Resources*

- The local Area, Divisional and Regional Commanders are responsible for managing their resources to support service delivery in their region or command.
- The tasking and coordination process determines the police resourcing models for operations, incidents, and events. Refer to **VPM Tasking and coordination** for further information regarding the tasking and coordination process generally.
- When police attendance is determined at events, the tasking and coordination process will utilise the PECT.
- If a region or command is unable to manage the event within their existing capacity or capability, state resources may be requested. The state and region resource request application process is outlined in **VPM Tasking and coordination** and must be applied if state resources are required.

3.4 *Resource type and application process for voluntary duties*

SEPU manages the voluntary duties budget for all events state-wide. Funding for voluntary duties is allocated to assist regions with resourcing options for sporting, entertainment and community events.

- The resourcing model may be a mix of rostered, voluntary duties and specialist support personnel.
- For events where divisional or regional resources are exhausted, areas may apply to SEPU for voluntary duties support using the Voluntary Duties Personnel Form [VP Form 1400].
- Applications to SEPU must be made via the relevant Regional Planning Liaison Officers (RPLO) or Voluntary Duties Regional Liaison Officer.
- Members must apply to undertake voluntary duties. Refer to the SEPU intranet page for further details regarding voluntary duties.
- Conditions for members working voluntary duties shifts are set out in the current EBA. Refer to the Human Resources Command intranet page for further information regarding the EBA.
- For any specialist support service applications, refer to **VPM Specialist support**.

3.5 *External requests for police attendance at an event*

Members contacted by event organisers should refer them to the 'Events' page on the

Victoria Police website for information about how to apply for police attendance at their event and event organiser responsibilities, including timelines under the waiver application process.

The RPLO or nominated person should encourage event organisers to engage with Victoria Police as soon as possible prior to the event to support an efficient application and assessment process.

The RPLO should advise the event organiser as soon as practicable that:

- Victoria Police will conduct a risk assessment to determine whether the event poses an operational risk and if police attendance is required.
- Victoria Police retains the management of police resources at the event.
- Victoria Police may charge for police resources at commercial events in accordance with the Regulations, regardless of whether resourcing is requested by the event organiser.
- The User Pays Unit will provide organisers with a quote, cost agreement and cost waiver application details within 10 business days of receiving notification from the RPLO.

The RPLO must submit notification of the event to the User Pays Unit via the EMS as soon as possible following receipt of the event management plan from event organisers and completion of the police risk assessment and police resource model, consistent with sections 3.6, 4 and 5 of this policy. These steps must be undertaken as soon as practicable to ensure efficient event planning and costing.

3.6 *Event organiser responsibilities*

The event organiser is responsible for maintaining safety at an event, in accordance with their original request. Victoria Police may provide the event organiser with practical suggestions based on the EPRAM to improve safety at the event for those attending and the community around the event location.

During this process, the event organiser should be informed by the Police Commander or their nominated person that it is their responsibility to:

- ensure that the venue and facilities are suitable for the expected crowd, including emergency management arrangements
- obtain any applicable council approvals in relation to staging their event
- brief the appropriate stakeholders, such as state and local government bodies and emergency service organisations
- meet the community's expectation that the event will be safe, secure, and has an effective security overlay, and
- manage crowd and traffic movement directly resulting from the event.

Event organisers can obtain relevant event management plan templates from their local council or shire, which addresses safety at the event. The Police Commander or a nominated person should request and obtain the completed event specific management plan, which should demonstrate their commitment of sufficient resources to reasonably mitigate risks. The completed plan should address all of the following:

- Crowd control – strategies to manage and regulate crowd behaviour, such as the employment of staff familiar with venue risks, management plans and any legal obligations or permit requirements.

- Traffic management – consideration of the surrounding environment.
- Liquor control – the responsible service and regulation of alcohol during the event.
- Drug-checking service – permits for operation at the event.
- Risk management – the provision of a safe environment for participants, spectators, patrons, employees, and the public. This may involve using volunteer marshals, security guards, barricades, or mobile traffic signals.
- Emergency management – appropriate responses to potential emergency situations.
- Maintenance, restoration and rehabilitation of amenities by the event organiser hosting the event ensuring minimal impact on the area.

4. Risk assessments – responsibility and aim

The host region/command must use the PECT, and EPRAM if required, to determine whether there is an operational risk, and if police attendance is required before, during and/or after the event. The aim of the risk assessment is to identify whether:

- the event poses an operational risk or
- the presence of police is necessary to ensure public order and the safety of those attending or
- the nature of the event generates a community expectation that police will attend.

Once the risk assessment has been completed and the event organiser has provided all relevant information, the host region/command must liaise with the event organiser to determine police resourcing requirements (if any). The completed risk assessment must be recorded and documents retained. This must be completed as soon as practicable to support efficient event planning and costing for both police and event organisers.

4.1 *Police risk assessment – public considerations*

When conducting the PECT and EPRAM, the Police Commander must consider the likelihood and consequence of any risks. These may include:

- nature of the event (such as alcohol consumption or suspected illicit drug use)
- demographic and anticipated attendance numbers
- staging of previous or similar events
- knowledge of the event organiser/promoter/venue manager
- liquor control including the management of intoxicated persons, and impact on amenities
- current political, cultural, economic, social, or environmental factors
- intelligence, including attendance of controversial guests
- the outcomes of any threat assessment.

Consideration should also be given to the consequence of any risks, including:

- the safety of participants, spectators, patrons, employees, and the public
- the level of disruption to the community
- any limitation on the capacity of police and emergency services to respond in a

timely manner to an incident

- local, state, national or international impacts on the confidence or reputation of:
 - Victoria Police
 - the local community, Victoria, or Australia
 - Government bodies or other emergency service providers.

5. Allocating resources for events

- The host region/command must use the tasking and coordination process to determine when police resources will be provided, as well as the number and type of resources needed. It may be useful to seek advice from:
 - SEPU
 - User Pays Unit
 - regional or divisional intelligence units
 - other work units that have supervised similar events.
- If resources are to be provided to a User Pays event, the Police Commander for the event must liaise with the User Pays Unit, State Emergency and Support Command (SESC). The User Pays Unit will arrange for a quotation for police services to be provided to the event organiser based on the resource model provided by the RPLO, endorsed by the Police Commander. The User Pays Unit will provide a quote cost agreement and cost waiver application details within 10 business days of receiving the notification from the RPLO or nominated contact.
- Employees must refer to **Instrument of Delegation UP1: User pays** to determine the relevant delegate(s) to authorise the imposition of fees or enter into contracts for policing services and who may authorise a refund to commercial event organisers.
- When planning for an event, the Police Commander or member nominated for planning should consider the diversity attributes of the community attending the event. This includes gender, gender identity, Aboriginality, age, disability, ethnicity, race, religion, sexual orientation, or other attributes.
- The Police Commander or member nominated for planning should consider whether suitable diversity of police resources may help to facilitate appropriate police service delivery.

6. Operation orders

- When police attend planned events the Police Commander must ensure that an operation order is completed for each specific event. Refer to **VPMG Operation orders** for further guidance.

7. Costing police services and applying charges

7.1 *Summary of when and how charges are imposed*

The Act and Regulations set out the police resources for which Victoria Police can charge and prescribes unit charges.

- The Act enables Victoria Police to do all of the following:
 - enter into contracts and other external third-party arrangements to provide police resources with a commercial enterprise and be recompensed

- charge procurement or hiring costs to event organisers or commercial enterprises for any goods or equipment required in the course of providing police services to an event or as part of a commercial arrangement
- apply charges if the absence of an agreement.
- Cost recovery should not be used as a means to interfere with protected rights under the *Charter of Human Rights and Responsibility Act 2006*, including freedom of expression (s.15) and peaceful assembly (s.16).
- Where a planned event is a protest or political event, consideration must be given as to whether cost recovery is appropriate and proportionate, particularly where this may lead to other lawful political events being impeded.
- Employees must refer to **Instrument of Delegation UP1: User pays** to determine the relevant delegate(s) to authorise the imposition of fees or enter into contracts for policing services and who may authorise a refund to commercial event organisers.

7.2 *Police resourcing model for a User Pays event or commercial arrangement*

- The RPLO or person nominated by the Police Commander must liaise with the User Pays Unit, in relation to each User Pays event or any commercial arrangement.
- When planning an event, the RPLO or nominated person should contact the Users Pays Unit as soon as possible prior to the event.

7.3 *Cost agreements and quotation*

- The Police Commander must review and approve the police resourcing model prior to the RPLO or nominated person submitting the approved model via EMS to the User Pays Unit for formal quotation.
- The User Pays Unit will coordinate the provision of a quotation and cost agreement to the event organiser..
- If the event organiser disputes the resource model or quotation provided, Victoria Police is not obligated to make any amendments but may consider any efforts by the event organiser to lower risk and justify reducing the deployment.
- The User Pays Unit will prepare a formal cost agreement to the event organiser or commercial enterprise alongside a quotation for police services and cost waiver application. This must occur within 10 business days of Victoria Police receiving notification from the event organiser of the event.
- Where revised risk assessments determine additional members are required at events, the Police Commander must consult with the event organiser, then advise User Pays Unit of the change so that an updated quote can be provided to the event organiser before the event and within a reasonable time.
- Where the event organiser refuses to sign a costs agreement, charges can still be applied in accordance with the Act and Regulations.

7.4 *Waiver application process*

- Event organisers may apply for the costs of police resources to be reduced or waived, but should do so six weeks prior to the event date, along with any supporting documentation (such as demonstration of financial hardship, community benefit etc) to the User Pays Unit via their PBEA to SESC-USERPAYS-MGR@police.vic.gov.au.

- Applications for cost waivers must be made using the Cost Waiver Application form available on the Victoria Police website, hosted on the 'Events' page.
- The User Pays Unit will review the waiver application and must, within 10 business days of receiving the application:
 - if all supporting documentation has been provided, register the application and issue an acknowledgement of receipt to the event organiser, or
 - if the application is incomplete, contact the event organiser to request complete information necessary to assess the application.
- The Chief Financial Officer must assess the waiver application and issue a Letter of Outcome within 20 business days of the confirmation of acknowledgment, if all supporting documentation has been provided:
 - where a waiver application is approved, an updated invoice will be provided, or
 - where a waiver application is rejected, the issued invoice and its payment terms remain applicable (an event organiser can request a reasonable extension of the payment terms, if necessary).
- A waiver application can be submitted after an event where extraordinary or unforeseen circumstances, including extreme weather, affect an event. In this circumstance, the late application will be processed in accordance with the timeframes detailed in this section.
- The event organiser may request a review of the waiver decision based on new information. The details about how to do this are also available on the Victoria Police website, hosted on the 'Events' page.

7.5 *Payment of charges*

- User Pays charges apply when members are deployed for a minimum of 30 minutes to the commercial event.
- Post event, the Police Commander must provide the User Pays Unit with the final police deployment model. The User Pays Unit will then prepare an invoice request and send this to Financial Services Department for processing.
- Employees must refer to **Instrument of Delegation UP1: User pays** to determine the appropriate delegate to authorise the imposition of fees.
- The Financial Services Department will issue an invoice to the event organiser commercial enterprise after the event.

Related documents

- VPM Conflict of interest
- VPMG Operation orders
- VPM Specialist support
- *Major Events Act 2009*
- *Victoria Police Act 2013*
- *Victoria Police (Fees and Charges) Regulations 2024*
- Victoria Police (Police Officers, Protective Services Officers, Police Reservists and Police Recruits) Enterprise Agreement 2019
- Victorian Guidelines for Planning Safe Public Events (Edition 1)

- Event Planning Guide 2nd Edition, SEPU, SESC.
- **Instrument of Delegation UP1: User pays**

Further advice and information

For further advice and assistance regarding these Policy Rules, contact the User Pays Unit at SESC-USERPAYS-MGR.

Update history

DATE UPDATED	SUMMARY OF CHANGE	FORCE FILE NUMBER
1/07/2024	First issued, incorporating and amending VPMP Police attendance at events and incidents and VPMG Police attendance at events to implement user pays legislative reforms arising from the <i>Justice Legislation Amendment (Police and Other Matters) Act 2022</i> and remaking of the <i>Victoria Police (Fees and Charges) Regulations 2024</i> .	FF-232513
17/12/2024	Administrative amendments to align with CCI 10/24 Drug-checking trial	FF-266526
29/05/2025	Administrative amendments to include references to Instrument of Delegation UP1: User pays	FF-269408