**JULY 2024** 

## Statement of Expectations Framework for Regulators



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# Context for the Statement of Expectations Framework

The Statement of Expectations (SOE) Framework (the Framework) for Regulators was established in 2012 to enable portfolio ministers to provide clear guidance to their regulators on the Government's strategic priorities.

The primary purpose of the Framework and its related reporting requirements is to facilitate a dialogue between ministers, departments and regulators to: identify the Government's priorities and emerging risks, address these priorities though regulators' business planning processes and foster a culture of continuous improvement in regulatory practice.

The changes are intended to improve how regulation is administered and enforced in Victoria, which will allow regulators to manage harms confronting the Victorian community more effectively.

Under the Framework, portfolio ministers will provide a letter to their respective regulators outlining the Government's priorities and emerging risks. Regulators will then need to clearly demonstrate how they propose to meet the Minister's expectations in their business plans and when the Minister's letter will next need to be updated or renewed. Regulators must report on their progress in meeting their Minister's expectations.

Regulators' business planning processes remain subject to existing accountability measures under the *Financial Management Act 1994, Public Administration Act 2004,* and regulators' own legislation.

## 2. Who is covered by the Framework

The Framework applies to all Victorian regulators, as listed in Appendix 1.1 For the purposes of the Framework, a regulator is a State Government entity (either independent or within a department) that, subject to primary or subordinate legislation, performs one or more of the following functions:

- provides regulatory advice to a third party
- licensing
- accredit
- monitor standards compliance
- enforcement.<sup>2</sup>

Some agencies have regulatory activities that fit this definition of a regulator, but these activities are not their sole or primary activities. In these cases, the agency should only apply the Framework to their regulatory activities.

Some regulators perform functions to administer national regulations, sometimes on behalf of other jurisdictions. In these cases, the Framework should be limited to issues or standards over which the Minister has direction or the regulator has control or flexibility in meeting outcomes.

Ministerial letters are to be developed within the context of the existing statutory framework whereby the Government has passed legislation and the regulator has been charged with administering the legislation.

Ministerial letters can't override legislative requirements. If the process of developing a letter identifies legislative barriers to performance improvement, the relevant minister and department should consider whether legislative changes are required. Regulators should also leverage their specific intelligence, practical experience and where possible data to identify potential reform opportunities and notify their departments and ministers where appropriate.

## 2.1 Exempting regulators

This Framework applies to the regulators listed in Appendix 1. In some rare circumstances the Minister overseeing the Framework may choose to remove a regulator from the Framework at the request of the responsible Minister.

<sup>&</sup>lt;sup>1</sup> The Framework does not apply to local governments.

<sup>&</sup>lt;sup>2</sup> Victorian Competition and Efficiency Commission, The Victorian Regulatory System, September 2013, p. 2.

## 3. The SOE process

### 3.1 Roles and responsibilities

The roles and responsibilities of ministers, regulators and departments under the Framework are set out in the table below.

These roles and responsibilities operate within the context of legislative requirements such as those in the *Public Administration Act 2004*, the *Financial Management Act 1994*, or the regulator's own legislation.

Ministers	Portfolio ministers are responsible for engaging with their regulators and department to develop a Ministerial letter and to issue that letter.  Where there are multiple Ministers with a policy interest in a regulator,
	the portfolio Minister who is primarily responsible for the regulator should liaise with the other ministers to develop an agreed position on the ministerial letter.
Regulators	Regulators, who are the recipient of the Minister's letter, are to advise the Minister on emerging risks, strategic priorities, and any other matters they believe the Minister should consider in developing their expectations for the regulator. They should raise, with departments, potential opportunities for improvement and reform in their legislation.
	Regulators are responsible for developing business plans that demonstrate how they will achieve the Minister's expectations, implementing those plans and reporting on their progress in meeting those expectations.
Departments	Departments are responsible for:
	providing advice and support to the Minister on the policy context
	meeting legislative obligations
	<ul> <li>overseeing regulator performance as well as identifying opportunities for improvement and reform, taking into account the feedback and practical experience of regulators and other stakeholders.</li> </ul>
	Departments should also update DTF regarding changes to Appendix 1, as necessary at soe.framework@dtf.vic.gov.au.
Department of Treasury and Finance (DTF)	DTF is responsible for administering the Framework, which includes providing advice to departments and regulators on how the Framework operates and recommending changes to the Minister overseeing the Framework. DTF also leads the Whole of Victorian Government regulatory reform program, working with departments and regulators on initiatives such as digitally ready regulators, regulator capability and regular omnibus bills.
Better Regulation Victoria (BRV)	BRV is responsible for developing guidance material on the Framework and supporting regulators in meeting their minister's expectations.

## 3.2 Key Framework components

The key Framework components are set out in the table below and outlined in more detail in the following sections.

Ministerial guidance	Portfolio Ministers are to issue a letter outlining their expectations.  These expectations will usually be based on a three-way discussion with the portfolio minister, regulator, and department on the government's priorities, emerging risks and opportunities for reform and improvement.
Business planning	Ministerial expectations are to be incorporated into the regulator's existing business planning processes.  Regulator's business plans must clearly show how they will meet the Minister's expectations and when ministerial letters are to be updated or renewed.  Conduct annual 'light touch' reviews to fine-tune the Minister's letter and milestones, if required.
Reporting	Business plans must include milestones to report on the regulator's progress in meeting their Minister's expectations and when to propose updates to their ministerial letters.  Portfolio ministers can request reports or issue a new letter to the regulator at any time.
Accountability	Regulators are required to comply with existing accountability frameworks such as those established under the <i>Public Administration Act 2004, Financial Management Act</i> and in their own legislation.
Regulator best practice guidance	Better Regulation Victoria has developed a guide to support regulators in meeting their Minister's expectations. Titled <i>Towards Best Practice – A guide for regulators</i> , it can be accessed at: www.vic.gov.au/towards-best-practice-guide-regulators. Regulators should leverage their unique position and practical experience to identify opportunities to improve regulatory practice and reform and communicate these to the responsible department.

#### 3.2.1 Minister's letter

Portfolio ministers are to issue a letter outlining their expectations for the regulator. An example of a ministerial letter is available at Appendix 2.

These letters are to be based on a dialogue between the Minister, department and regulator to clarify the Government's priorities, identify emerging risks and discuss opportunities for regulatory reform and improvement.

#### **Content of Minister's letter**

Ministers aren't required to cover specified elements of good regulatory practice and have considerable discretion in setting their expectations. These may include expressing a view about:

- a government policy, such as an election commitment, that the minister wants the regulator to be aware of or to contribute to its implementation.
- the regulatory philosophy or approach to engagement that the regulator should adopt, for example:
  - the need to take strong enforcement action against certain behaviours or the need to actively engage with certain regulated entities.
- the regulator's performance, for example:
  - concerns about the delivery of outputs or how the regulator is responding to a Victorian Auditor-General's Office or a Royal Commission report.
- the regulator's behaviour or conduct, for example:
  - the regulator's use of public money, or provision of bonuses or failure to keep ministers properly informed. If this information is sensitive, ministers may exempt the regulator from making their letter publicly available.
- opportunities for regulatory improvement or reform
  - Ministers are encouraged to request that regulators leverage their relevant experience to provide feedback to departments on the effectiveness of their regulation, and identify opportunities for potential improvement and reform. This might include proposals to include in regular DTF omnibus bills and other initiatives to help ensure the regulatory system remains contemporary and fit-for-purpose.

Ministers don't need to cover existing statutory requirements in their letter.

In their letter, ministers should include actions they expect the regulator to take in response to their expectations.

When setting their expectations, ministers should consider their regulator's funding capacity and capabilities to deliver on their expectations and tailor their expectations accordingly.

#### **Timing of Minister's letter**

Ministers' letters aren't required to have a fixed term but can be updated or renewed as needed. The regulator's business planning processes must include milestones for determining when their Minister's letter needs to be updated or renewed. These milestones are likely to coincide with some of the progress reporting milestones.

Given that the Minister's expectations are to be incorporated into the regulator's planning processes, ministers should consider their regulators' planning and delivery cycles when determining when to issue their letter and any timelines in their letters for when they expect their regulators to meet their expectations.

While it is preferable that issuing and reporting on the Minister's letter follow the timelines in their regulator's planning processes, the minister can request a report on their regulator's progress in meeting their expectations or to issue a new letter at any time. If a minister is considering issuing a new letter, they should consult with the regulator and department and consider the impact on their regulator's planning cycles and operations before issuing a new letter.

There may be some situations where a minister may wish to issue a new letter without consulting with the regulator, such as when there are serious performance or conduct issues with the regulator. In these circumstances, the Minister can issue a new letter without consultation with the regulator.

#### Other considerations

Some regulators are covered by legislation that provides their Minister with a power to issue ministerial directions to the regulator. Those powers are separate from this Framework and the provisions of this Framework don't apply to those powers.

To promote accountability and transparency, regulators must make their Minister's letter publicly available on their website as soon as practicable after the Minister has issued the letter. If the letter contains sensitive information, the Minister may approve not making the sensitive components of the letter publicly available.

Regulators should retain previous letters on their websites as a public record of how their Minister's expectations have changed over time.

Where there are multiple ministers with a policy interest in a regulator, the portfolio Minister who is primarily responsible for the regulator should liaise with the other ministers to develop an agreed position on the ministerial letter.

#### 3.2.2 Business planning

Ministers' expectations are to be incorporated into regulators' existing business planning processes and are intended to be *business as usual* elements of these processes

Regulators aren't required to provide a response to their Minister's letter, but their business plans must reference the Minister's expectations and clearly demonstrate how the regulator will meet those expectations. The Framework is intended to be a continuous process of setting, meeting, and renewing expectations, rather than expectations being met within a fixed timeframe, as was previously the case.

To achieve this, the regulator's business plans are to include milestones to report on their progress in meeting their Minister's expectations. These milestones are to be customised to reflect the kinds of expectations that have been set in their Minister's letter. For example, if the expectations are about the following:

- Delivering on a government policy commitment or engaging with stakeholders in a particular way, there may be quarterly meetings to discuss progress with the Minister with reporting in the annual report. A new letter will be required when the regulator has met the Minister's expectation.
- Responding to an external review (for example, VAGO or by a Royal Commission), there may be a specified timeframe for the regulator to report back. A new letter will be required when the regulator has provided the report.
- Providing feedback to departments on the practical operation of legislation and help identify opportunities for potential improvement and reform. This may be an ongoing expectation that does not require a new letter.

The regulator's business plans must include milestones to determine when their minister's letter needs to be updated or renewed.

Some regulators don't have their own business planning processes as their business planning is part of their department's planning processes. In these cases, the department's business planning processes will need to include these milestones.

In addition to these milestone reviews, regulators and departments are required to undertake an annual light-touch review of their Minister's letter and their milestones. These reviews are to consider whether:

- their Minister's expectations remain relevant and appropriate and whether their Minister's letter should be updated or renewed
- the milestones in their business plans to report on progress in meeting their Minister's expectations remain relevant and appropriate, and whether these milestones should be amended.

A regulator's business planning is to be undertaken in accordance with the government's broader accountability requirements such as those in the Standing Directions issued under the *Financial Management Act 1994* and the Resource Management Framework.

#### 3.2.3 Reporting

Ministers' expectations must be incorporated into regulators' business planning processes. These processes must include milestones for reporting on the regulator's progress in meeting their Minister's expectations. The reporting requirements should reflect the type of expectations included in the letter.

Regulators are encouraged to work with their departments when preparing reports for their Minister. Regulators' reporting should clearly outline:

- what the Minster's expectations were
- which sections of the report relate to those expectations
- how the reported information demonstrates the regulator's progress in meeting those expectations.

This reporting requirement can be met through regulators' annual reporting requirements under the *Financial Management Act 1994* or any other reporting requirements under their own legislation.

Alternatively, providing they meet their statutory obligations, regulators can publicly provide a progress report as a separate document on their website. This option is most likely to be used by regulators that are a departmental business unit but wish to demonstrate the independence of their regulatory activities from their department (see Section 5 Impact on different types of regulators.) These reports must be published in line with the annual reporting cycle.

While it is preferable that reporting on a regulator's progress follows the timelines in the regulator's business plans, the Minister can request a report on the regulator's progress at any time. These reports are not required to be made publicly available.

Further guidance on how to demonstrate that you have met ministerial expectations can be found in attachment 1 of this Framework.

#### 3.2.4 Accountability

Regulators' planning processes and reporting are subject to the Government's existing accountability frameworks which include:

- **Public Administration Act** which provides for good governance in the Victorian public sector.
- **Financial Management Act** (FMA) which governs Victoria's public sector financial management and accountability and provides for annual reporting to Parliament by departments and public sector bodies.
- **Standing Directions** issued under the FMA by the Assistant Treasurer that specify public sector agencies' responsibilities for achieving high standards of public financial management and accountability.
- Resource Management Framework issued under the Standing Directions to
  provide a governance and operational framework for public sector
  accountability for the investment of public resources. It includes mandatory
  requirements and guidance for departments of specific topics.
- **Regulators' own legislation** that sets out their purpose, powers, duties, and functions.

The Framework is intended to complement these existing accountability measures by allowing ministers to set priorities within the context of these frameworks and to promote greater engagement with regulators.

#### 3.2.5 Better Regulation Victoria

The Commissioner and Better Regulation Victoria provide practical assistance and information sharing to regulators and departments. In collaboration with Victorian regulators, Better Regulation Victoria has developed a guide with 10 principles to support regulators in their journey towards best practice, titled *Towards Best Practice- A guide for regulators*. The guide can be accessed at: www.vic.gov.au/towards-best-practice-guide-regulators. Better Regulation Victoria is the custodian of this guidance to ensure it remains fit for purpose.

## 4. Impact on different types of regulators

Victorian regulators have different governance structures and the Framework imposes different requirements on different types of regulators regarding their engagement with their Minister, their business planning processes and annual reporting.

Type of regulator	Ministerial guidance	Business planning	Annual reporting
Independent statutory authorities with own business planning processes and reporting (e.g. WorkSafe, Victorian Building Authority)	Board/Commissioners to engage with the Minister.	Independent planning processes.	Likely to have their own annual report that can be used for annual reporting. Otherwise, incorporate into department annual report.
Statutory appointee supported by department (e.g. Consumer Affairs Victoria)	Commissioners/ Statutory appointee and Departmental Secretary to engage with the Minister.	Statutory appointees are usually supported by their department, and their planning processes are likely to be dependent on their departmental planning processes.	Own annual report can be used, if they have one, otherwise include in department annual report or as a separate public report.
Department business unit (e.g. Agriculture Victoria)	Departmental Secretary to engage with the Minister.	Planning processes likely to be part of broader departmental planning processes.	Unlikely to have own Annual Report, so reporting to be included in department annual report or as a separate public report.

## 5. Implementing the Framework

Regulators and departments should seek to implement the Framework and associated requirements as soon as practicable within existing business planning cycles. Regulators and departments aren't required to remake their existing business plans to implement this Framework.

Regulators and departments should identify the earliest point in their current business cycle where they could incorporate their Minister's expectations, aiming to complete discussions with their Minister by that time to enable relevant milestones to be included in their business plans.

Regulators who have multi-year business plans can incorporate their Minister's expectations into their business plans on a progressive basis. Typically, this would involve including shorter-term milestones in their annual work plans and adding longer-term milestones as their longer-term plans are developed.

# Appendix 1 – List of Victorian regulators covered by the Framework

This list is true as of 1 July 2024<sup>3</sup>. If you would like to request changes to this list, please contact the Department of Treasury and Finance at soe.framework@dtf.vic.gov.au

Regulator <sup>4</sup>		Minister(s)	Department
Victori	ian Institute of Teaching	Minister for Education	Education
•	Ministerial letter of expectations: Report on meeting Minister's expectations:	Minister for Children	
Quality	y Assessment and Regulation Division	Minister for Children	Education
•	Ministerial letter of expectations: Report on meeting Minister's expectations:		
Victori	ian Registration and Qualifications Authority	Minister for Education	Education
•	Ministerial letter of expectations Report on meeting Minister's expectations	Minister for Skills and TAFE	
		Minister for Economic Growth	
Agriculture Victoria		Minister for	Energy, Environment
•	Ministerial letter of expectations	Agriculture 	and Climate Action
Dairy F	Food Safety Victoria	_	
•	Ministerial letter of expectations	_	
PrimeS	Safe		
•	Ministerial letter of expectations	_	
Veterir	nary Practitioners Registration Board of Victoria		
•	Ministerial letter of expectations		
Earth F	Resources Regulation Branch	Minister for Energy — and Resources	Energy, Environment and Climate Action
Energy	safe Victoria		
•	Ministerial letter of expectations		

<sup>&</sup>lt;sup>3</sup> Changes to ministerial responsibilities may occur at any time and may not be reflected in this appendix. it is advisable to check the General Order for accurate allocations of ministerial portfolios.

<sup>&</sup>lt;sup>4</sup> The reporting requirements have been updated in this edition of the Framework, and many regulators will not have a suitable report available. Regulators will begin reporting in the next annual reporting cycle.

Regulator <sup>4</sup>	Minister(s)	Department
Department of Energy, Environment and Climate Action     Ministerial letter of expectations     Report on meeting Minister's expectations	Minister for Environment Minister for Energy and Resources	Energy, Environment and Climate Action
Office of the Conservation Regulator	Minister for — Environment	-
Environment Protection Authority Victoria	_	
Parks Victoria		
Recycling Victoria <sup>5</sup>	_	
Commission for Children and Young People	Minister for Children	Families, Fairness and
Ministerial letter of expectations	Minister for Youth	Housing
Report on meeting Minister's expectations	Justice	
Social Services Regulator <sup>6</sup>	Minister for Disability	Families, Fairness and Housing
Victorian Disability Worker Commission	Minister for Children	
Ministerial letter of expectations		
Consumer Affairs Victoria		Government Services
Ministerial letter of expectations	Affairs	
Business Licensing Authority	Minister for Small Business	Government Services
Ministerial letter of expectations		
Department of Health	Minister for Health	Health
Ministerial letter of expectations		
Victorian Assisted Reproductive Treatment Authority	_	
Ministerial letter of expectations		
Victorian Pharmacy Authority	_	
Ministerial letter of expectations		
Game Management Authority	Minister for Outdoor	Jobs, Skills, Industry
Ministerial letter of expectations	Recreation	and Regions
Report on meeting Minister's expectations		

 $<sup>^{\</sup>rm 5}$  Recycling Victoria is a new regulator and an SOE is yet to be issued

<sup>&</sup>lt;sup>6</sup>Social Services Regulator to replace Human Services Regulator 1 July 2024

Regulator <sup>4</sup>	Minister(s)	Department
Victorian Fisheries Authority		
<ul><li>Ministerial letter of expectations</li><li>Report on meeting Minister's expectations</li></ul>		
Victorian Small Business Commission	Minister for Small Business	Jobs, Skills, Industry and Regions
Professional Boxing and Combat Sports Board of Victoria  Ministerial letter of expectations	Minister for Tourism, Sport and Major Events	Jobs, Skills, Industry and Regions
Victorian Legal Services Board and Victorian Legal Services Commissioner	Attorney-General	Justice and Community Safety
Victorian Legal Admission Board		
Working with Children Check Victoria	_	
Victorian Gambling and Casino Control Commission	Minister for Casino, Gaming and Liquor Regulation	Justice and Community Safety
Victoria Police – Licensing and Regulation Division     Ministerial letter of expectations     Report on meeting Minister's expectations	Minister for Police	Justice and Community Safety
Greyhound Racing Victoria	Minister for Racing	Justice and
<ul><li>Ministerial letter of expectations</li><li>Report on meeting Minister's expectations</li></ul>	_	Community Safety
Harness Racing Victoria		
<ul><li>Ministerial letter of expectations</li><li>Report on meeting Minister's expectations</li></ul>		
Labour Hire Authority	Minister for Industrial - Relations	Premier and Cabinet
Portable Long Service Authority	Relations	
Wage Inspectorate Victoria	_	
First Peoples - State Relations	Minister for Treaty and First Peoples	Premier and Cabinet
Architects Registration Board of Victoria	Minister for Planning	Transport and
<ul> <li>Ministerial letter of expectations</li> <li>Report on meeting Minister's expectations</li> </ul>	_	Planning
Heritage Victoria		

Regulator <sup>4</sup>	Minister(s)	Department	
Heritage Council of Victoria			
Surveyors Registration Board			
Victorian Building Authority			
<ul><li>Ministerial letter of expectations</li><li>Report on meeting Minister's expectations</li></ul>			
Ports Victoria	Minister for Ports and Freight	Transport and Planning	
Safe Transport Victoria	Minister for Public Transport	Transport and Planning	
	Minister for Roads and Road Safety		
	Minister for Ports and Freight		
Department of Transport and Planning (VicRoads)	Minister for Roads and Road Safety	Transport and Planning	
Essential Services Commission	Assistant Treasurer	Treasury and Finance	
Ministerial letter of expectations			
Housing Registrar			
WorkSafe Victoria		Treasury and Finance	
Ministerial letter of expectations	and the TAC		
State Revenue Office	Treasurer	Treasury and Finance	

## Appendix 2 – Example of Minister's letter

XXXXX
Chief Executive
Regulator X
MELBOURNE VIC 3000

Dear XXXX

#### STATEMENT OF EXPECTATIONS FOR REGULATOR X

#### MINISTERIAL GUIDANCE FOR REGULATOR X

I am pleased to provide you with my expectations for Regulator X to guide the regulator's business planning processes.

#### Legislative framework (context setting)

As Minister for X, I am responsible for administering the XXX Act [and XXX Act/s] and this guidance should be read in the context of the objectives, obligations and functions outlined in this/these Act/s as amended.

This guidance should also be read in the context of any other legislative and non-legislative obligations on Regulator X.

#### Emerging risks and priorities (critical component)

Based on consultation with Department X and Regulator X, about the government's priorities and emerging risks, my expectations for Regulator X are as follows.

[Outline Minister's expectations.]

I request Regulator X to incorporate these expectations into their business plans and include milestones for when Regulator X will meet these expectations. Their business plans should also include appropriate milestones to review the content of this letter and to advise me when it needs to be updated or renewed.

I further request Regulator X, in conjunction with the Department X, to undertake a light touch review of the expectations in this letter as part of their annual reporting obligations and to advise me if there are any refinements they would recommend.

Yours sincerely

Minister responsible for Regulator X



