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Charter

Contents

Introduction	č
Governance Charter	3
Governance	3
What is EPA?	3
EPA's objective	3
Powers, duties and functions	3
EPA organisational strategy: Our Environment, Our Health	4
Victorian Environment Portfolio	4
EPA's governance arrangements	5
Relationship with Parliament	6
Relationship with Government	6
Relationship with the Minister	6
Role and responsibilities	6
Decision making	6
Accountability	6
Relationship with the Secretary	6
Relationship with the Department	6
Role and responsibilities	6
EPA Chairperson	7
Appointment	7
Role and responsibilities	7
Duties of a Chairperson	7
Decision making	7
Accountability	7
EPA Governing Board	7
Appointment	7
Membership	7
Functions of the Governing Board	8
Duties of Governing Board members	8
Decision making	8
Governing Board Sub Committees	8
Chief Executive Officer	8
Appointment	8
Role and responsibilities	8



Decision making	9
Accountability	9
Chief Environmental Scientist	9
Appointment	9
Role and responsibilities	9
Decision making	9
Accountability	9
Executive Leadership Team	9
Appointment	9
Membership	9
Role and responsibilities	9
Meetings and decisions	9
Decision making	9
Accountability	9
EPA staff	10
Employment	10
Decision making	10
Accountability	10
EPA Values and Code of Conduct	10
Public Sector Values	10
EPA Values	11
Human Rights	11
Employment Principles	11
Code of Conduct	11
Other legislation	12
References	13
Legislative references	13
Victorian Public Service references	14
EDA internal references	1/

Introduction

Governance Charter

This Charter describes the governance arrangements of Environment Protection Authority (EPA). It is a key governance policy document which articulates the operating context and the roles, responsibilities, decision-making authorities and accountabilities of the organisation's key governance bodies.

Where there is any inconsistency between this Charter and any documents that it refers to, then those documents have precedence over this Charter. If any document referred to in this Charter is amended from time to time, then this Charter should be interpreted as referring to the amended document.

The Governance Charter describes the roles of the Governing Board, Governing Board Sub Committees, Chairperson, Deputy Chairperson, Chief Executive Officer (CEO), Chief Environmental Scientist (CES), Executive, and staff. It outlines EPA's role within the Environment Portfolio and its relationship with the Victorian Government and Minister.

Note: The Governance Charter is a high-level document and does not include all details of the various internal governance arrangements that are in place to assist in guiding decision making for officers at an operational level.

Governance

Governance refers to the ways in which EPA is directed, controlled and held to account, and includes internal and external aspects.

The *Public Administration Act 2004* (PA Act) provides a framework for good governance in the Victorian public sector and in public administration generally in Victoria. The PA Act focuses on delivering an effective and apolitical public sector that delivers on the priorities of the government in a transparent and accountable manner.

External governance includes the roles, relationships and distribution of powers and responsibilities between Parliament, the Minister, the department, EPA's Governing Board, and regulated entities. Internal governance includes EPA's organisational structures, standards of behaviour and roles and responsibilities, compliance and accountability measures, oversight of business processes, financial reporting and performance management. The Governing Board and CEO also both have responsibilities for EPA's financial management under the *Financial Management Act* 1994 (FM Act)¹ and the Standing Direction of the Minister for Finance 2016.

¹ Part 7 FM Act

What is EPA?

EPA was established in 1971 by the *Environment Protection Act 1970* (EP Act 1970).

On 1 July 2018, the *Environment Protection Act 2017* (EP Act 2017) commenced. The EP Act 2017 provides for EPA to continue, but as a public entity with a Governing Board whose functions are.²

- the governance, strategic planning, and risk management of EPA;
- pursuing the objective of EPA; and
- to perform the duties, functions and powers of EPA.

The EP Act 2017 legislates for the position of a CEO, appointed by the Board and responsible for the administration of the day to day management of EPA.³

The EP Act 2017 also legislates for the position of the Chief Environmental Scientist,⁴ appointed by the Board and responsible for the provision of advice to EPA relating to:

- the objective of EPA; and
- the duties and functions of EPA.

EPA's objective

EPA's objective is to "protect human health and the environment by reducing the harmful effects of pollution and waste".⁵

Powers, duties and functions

EPA has the responsibility for administrating all or part of the following legislation:

- Environment Protection Act 1970;
- Environment Protection Act 2017;
- Environment Protection Amendment Act 2018;
- Pollution of Waters by Oil and Noxious Substances Act 1986; and
- National Environment Protection Council (Victoria) Act 1995.

The powers, duties and functions of EPA are stated in section 7 of the EP Act 2017.

² Section 10 EP Act 2017

³ Section 21 EP Act 2017

⁴ Section 22 EP Act 2017

⁵ Section 6 EP Act 2017

EPA organisational strategy: *Our Environment, Our Health*

EPA's organisational strategy outlines our vision for "A healthy environment that supports a liveable and prosperous Victoria now and always". It contains EPA's purpose which is to "protect the environment and people by preventing and reducing harm from pollution and waste" and our role in being a "world-class regulator of pollution and waste".

To create a healthy environment that supports a liveable and prosperous Victoria now and always we will focus on five goals.

Goal 1: Prevent Harm - We prevent harm from pollution and waste by leveraging good environmental performance across community, business and government.

Goal 2: Equip community and business - We support Victorians to understand the condition of their environment and we work to ensure shared responsibility is accepted and understood by community and business.

Goal 3: Be an influential authority - We are a trusted source of advice on Victoria's environment and influential in working with others to address complex problems resulting from pollution and waste.

Goal 4: Respond to harm - We hold polluters to account and work with our partners to respond to pollution and emergency incidents and legacy contamination to minimise harm to Victoria's environment and people.

Goal 5: Organisational excellence – As an organisation, EPA commits to delivering on a high-performance culture that values our people, and supports them with fit-for-purpose systems and expertise.

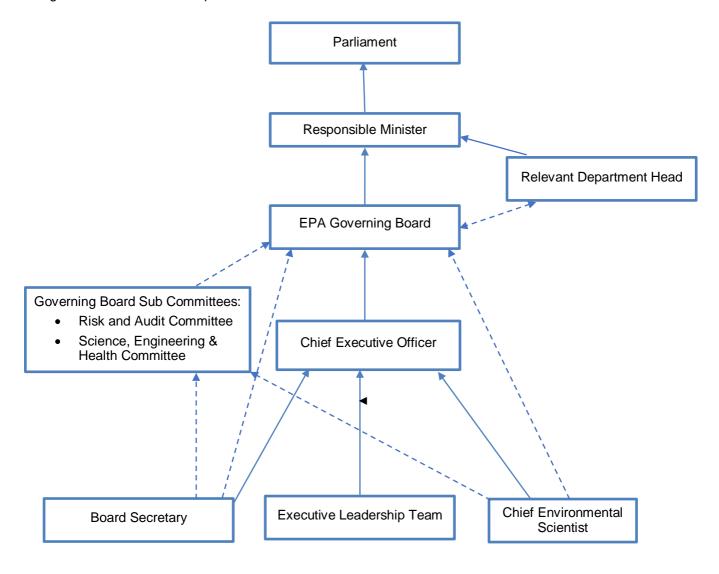
Victorian Environment Portfolio

EPA is part of the Environment Portfolio, and is accountable to the Minister for the exercise of its functions under the EP Act 1970 and EP Act 2017.

In its role as regulator, EPA works closely with the Department of Environment, Land, Water and Planning (DELWP) in its role leading and coordinating the development of environment policy and legislation. EPA also works closely with Sustainability Victoria (SV) in relation to funding and other programs that support behaviour change.

EPA's governance arrangements

EPA's governance structure is represented below:





Relationship with Parliament

EPA exists to achieve objectives deemed by government to be in the public interest and operates using the powers conferred by Parliament. EPA is therefore accountable to Parliament through its Minister. EPA is required to provide the Minister with an annual report on its performance, and the Minister is required to table that annual report in Parliament.⁶ EPA is also subject to oversight by integrity bodies such as the Victorian Ombudsman, IBAC and the Victorian Auditor-General.

Relationship with Government

The elected Victorian Government, via its Minister, sets the broad environmental policy agenda, making agency and program funding decisions and through the introduction and amendment of legislation via the Parliament.

Parliament makes amendments to the EP Act 1970 and EP Act 2017.

The Premier, by General Order, determines the Minister responsible for administering the EP Act 1970 and EP Act 2017.

The Governor in Council, on the recommendation of the Minister, appoints the EPA Governing Board.

The Governor in Council, on the recommendation of EPA, makes and amends state environment protection policies and waste management policies under s 16 and 16A of the EP Act 1970.

EPA also contributes to environment policy development at a national level via DELWP in support of the Minister.

Relationship with the Minister

As a regulator created under statute, EPA exercises its legislative powers independently from the Minister. For example, statutory decisions made by EPA regarding works approvals and licensing are not subject to direction from the Minister.

Role and responsibilities

The Minister responsible for administering the EP Act 1970 and the EP Act 2017. The Minister is responsible to Parliament for:

- EPA's exercise of its functions;⁷
- the performance of EPA;
- ensuring that proper accountabilities and controls are established and maintained by EPA; and
- recommending amendments to the EP Act 1970 and EP Act 2017.

⁶ Section 45 FM Act, Standing Directions of the Minister for Finance 2016

Decision making

The Minister makes recommendations to the Governor in Council regarding:

- the appointment of Governing Board members;
- the appointment of a Chairperson;
- the appointment of a Deputy Chairperson; and
- the making and amendment of certain Regulations and Statutory Policies made under the EP Act 1970 (these must also be accompanied by a formal EPA recommendation).⁸

Accountability

The Minister is held broadly accountable to Parliament for:

- proper governance and effective operations of EPA;
- the advancement of Government policy objectives; and
- the establishment and maintenance of proper accountabilities and controls to ensure powers are exercised and public monies spent in a proper manner.

Relationship with the Secretary

The Secretary, as Department Head, is responsible for advising the Minister on matters relating to EPA including the discharge by EPA of its responsibilities under all relevant Acts.

The Secretary is also responsible for working with guiding EPA on matters relating to public administration and governance.

EPA must provide the Secretary with any information required to enable the Secretary to fulfill these responsibilities.⁹

Relationship with the Department

Role and responsibilities

By convention, DELWP is an extension of the Minister and is the Minister's (and Secretary's) principal source of advice on portfolio matters including the performance of EPA and emerging risks. DELWP's role includes:

- leading and coordinating high-level policy and strategic planning functions in the Portfolio;
- assisting with liaison between EPA and the Minister;
- assisting with liaison between EPA and central agencies (the Departments of Premier and Cabinet, and Treasury and Finance).

⁷ Section 85 PA Act

⁸ Sections 13, 13(1)(ga), 53P, 71 EP Act 1970

⁹ Section 13A PA Act

EPA Chairperson

Appointment

Under sections 11 and 12 of the EP Act 2017, the Chairperson is appointed by the Governor in Council for a term not exceeding 5 years. The Chairperson is eligible for reappointment for one further term of office.¹⁰

Role and responsibilities

The EP Act 2017 requires that a Chairperson is appointed by the Governor in Council on recommendation of the Minister.¹¹

The Chairperson (or a delegate) is responsible for the execution of notices, certificates, orders or other documents that are required to be given, issued or executed by EPA. This can be done through affixing the common seal of EPA, or the signature of the Chairperson (or delegate).¹²

Duties of a Chairperson

The EP Act 2017 amends the PA Act, to establish the Chairperson as a person with the functions of a public service body head.¹³ The Chairperson, as the public service body head of EPA, is responsible for the employment of staff by EPA.¹⁴

The Chairperson must ensure that all policies adopted by, or relevant to, EPA, or the Board of EPA are provided to, or made readily accessible to, all directors of EPA.¹⁵

The Chairperson must notify the Independent Broadbased Anti-corruption Commission (IBAC) of any matter which appears to involve corrupt conduct of which the Chairperson becomes aware of in the performance of his or her statutory functions. ¹⁶

Decision making

Section 18 of the PA Act enables the Chairperson as the public service body head to delegate to any person or body any of his or her functions under the PA Act, including any function delegated to him or her under the PA Act. This includes sub-delegation of these responsibilities.¹⁷

Accountability

The Chairperson as public service body head is subject to reviews of their performance by the Victorian Public Sector Commissioner (VPSC), either generally or in respect of a particular matter, when the VPSC has been issued a direction by the Premier.¹⁸

The Governing Board is also accountable to the Minister for Finance as the "responsible body" for the purposes of the Standing Directions of the Minister for Finance 2016 under the FM Act.¹⁹ The CEO is the "accountable officer" for the purposes of the FM Act.²⁰

EPA Governing Board

The Governing Board is established under section 9 of the EP Act 2017.

Appointment

Governing Board members are appointed by Governor in Council on the recommendation of the Minister. A member of the Governing Board holds office for a period not exceeding 5 years; and is eligible for reappointment for one further term of office.²¹

Membership

The Governing Board consists of no less than 5 and no more than 9 persons who, collectively, have relevant skills and experience in:

- environment protection or regulation;
- regulation of industry;
- local government;
- public administration or governance;
- finance or accounting; and
- legal practice.

At least one person must have qualifications or experience in science or engineering and at least one person must be a person nominated by the Minister responsible for the *Public Health and Wellbeing Act 2008* who has qualifications or experience in health.²² The Chairperson and Deputy Chairperson are members of the Governing Board.

¹⁰ Section 12 EP Act 2017

¹¹ Section 11 EP Act 2017

¹² Section 59AA EP Act 1970

¹³ Section 45 EP Act 2017

¹⁴ VPS Agreement 2016 and Section 16(1)(e) PA Act

¹⁵ Section 80 PA Act

¹⁶ Section 54E(1) EP Act 1970

¹⁷ Section 18 PA Act

¹⁸ Section 17 PA Act

¹⁹ Section 1.6 of the Standing Direction of the Minister for Finance 2016

²⁰ Section 42 FM Act

²¹ Section 12 EP Act 2017

²² Section 9(3) EP Act 2017

Functions of the Governing Board

The Governing Board:

- is responsible for the governance, strategic planning and risk management of EPA;
- is responsible for pursuing the objective of EPA; and
- may perform the duties and functions and exercise the powers of EPA.²³

Duties of Governing Board members

Governing Board members are, in effect, directors of EPA bound by the provisions of the PA Act that apply to directors. In particular, they must at all times in the exercise of the functions of his or her office act.²⁴

- (a) honestly;
- (b) in good faith in the best interests of the public entity;
- (c) with integrity;
- (d) in a financially responsible manner;
- (e) with a reasonable degree of care; diligence and skill;
- (f) in compliance with the EP Act 1970, EP Act 2017 or subordinate instrument or other document under which EPA is established.

Members of the Governing Board must also comply with the Directors' Code of Conduct.²⁵

Under the Standing Directions of the Minister for Finance 2016 under the FM Act the Governing body has obligations including:

- preparing financial statements and a report of operations;²⁶ and
- completing the annual Financial Management Compliance Framework (FMCF) cycle as soon as possible after the end of each financial year.²⁷

Decision making

The Governing Board may perform the duties and functions and exercise the powers of EPA.²⁸ The second reading speech for the EP Act 2017 states that it was the intention of Parliament that the Board would delegate all of its statutory powers to the CEO.

Under section 68A(1) of the EP Act 1970 the Governing Body may, by instrument in writing, delegate to an officer or employee or holder of an office or position all or any of EPA or its functions or powers.²⁹

- ²³ Section 10 EP Act 2017
- ²⁴ Section 79 PA Act
- ²⁵ Section 61 PA Act
- ²⁶ Section 45 FM Act
- $^{\rm 27}$ Direction 5.1.1 of the Standing Direction of the Minister for Finance 2016
- ²⁸ Section 10(1)(c) EP Act 2017
- ²⁹ See Instrument of Delegation of the Powers of the Governing Board under the *Environment Protection Act 1970* and *Environment Protection Act 2017*.

Governing Board Sub Committees

The Governing Board may establish advisory committees for the purpose of providing advice and information to assist the Governing Board in the performance of its functions.³⁰

The Governing Board has established two subcommittees:

- Risk and Audit Committee; and
- Science, Health and Engineering Committee.

Chief Executive Officer

Appointment

The Governing Board must appoint a person to be the CEO of EPA.³¹ The CEO must not be a member of the Governing Board but may attend meetings of the Governing Board.

Role and responsibilities

The CEO has the responsibility for the administration of the day-to-day management of EPA in accordance with the law and government policies affecting EPA.³²

The CEO provides strategic leadership and management to the organisation, ensures proper resource allocation and timely delivery of outcomes. The CEO also provides leadership in exemplifying the public sector and organisational values.

Responsibilities of the CEO include inter alia:

- employer of EPA executive and staff (by virtue of the delegation of employer powers from the Chairperson described above);³³
- the management and prioritisation of EPA budget and resources to meet agreed outcomes;
- supporting the Governing Board in setting the strategic direction of EPA and in particular setting the strategic plan and supporting annual plans; and
- keeping the Governing Board, Minister and Secretary informed on matters relating to the operation of EPA.³⁴

The CEO is the accountable officer in the FM Act and has obligations including:

- ensuring that proper accounts and records are kept;³⁵
- providing the Minister or the Minister responsible for the FM Act any financial information they request;³⁶

³⁰ Section 20(1) EP Act 2017

³¹ Section 21 EP Act 2017

³² Section 21(4) EP Act 2017

³³ Section 20 PA Act

³⁴ Section 21(4) EP Act 2017 provides for the administration of the day to day management of the affairs of EPA

³⁵ Section 43(2) FM Act

³⁶ Section 44A(1) FM Act

- preparing financial statements and a report of operations;³⁷
- writing off certain debts, losses or deficiencies in public accounts in accordance with the relevant Regulations;³⁸ and
- organising investigations into the loss, deficiency or destruction of public money or property that may have been caused by a serving or former officer and deciding whether to try to recover funds from the officer.³⁹

Decision making

The CEO may delegate any power or function under the EP Act 2017 or the regulations to an officer or employee or the holder of an office or position under EPA.⁴⁰

Accountability

The CEO is accountable to the Governing Board for the administration of the day to day affairs of EPA.

Chief Environmental Scientist

Appointment

The Governing Board must appoint a person to be the CES of EPA.⁴¹

Role and responsibilities

The CES is responsible for the provision of advice to EPA relating to:

- · the objective of EPA; or
- the duties and functions of EPA.⁴²

Decision making

The CES has no specified decision-making responsibilities, however may be delegated authority to make decisions by the Governing Board or CEO.

Accountability

The CES is accountable to and can be directed by the CEO for the provision of advice to EPA.

Executive Leadership Team

Appointment

The CEO authorises the appointment of executive positions (by virtue of the delegation of employer powers from the Chairperson described above).

Membership

Executive Leadership Team (ELT) membership comprises the CEO and Executive Directors representing EPA directorates.

Role and responsibilities

The CEO is assisted by the ELT.

Meetings and decisions

The CEO has overall accountability for the management of agenda items, decisions and minutes.

ELT meetings deal with the following aspects of EPA's organisational performance and direction:

- Discuss management response to issues of current stakeholder interest;
- Discussion time for ELT members to consider operational alignment with organisational strategy including consideration of strategic issues;
- Decision-making forum to discuss operational issues and make decisions relating to operations and performance; and
- Decision-making forum to monitor and improve organisational performance.

Each Executive Director communicates general decisions and actions to the Directors and Managers of the directorate.

Decision making

ELT makes decisions regarding operational matters with cross directorate implications such as setting internal policy and approving the draft budget and annual plan. The existence of ELT does not diminish the management responsibility for EPA which ultimately rests with the CEO. ELT does not make statutory decisions.

Accountability

The Executive Directors of the ELT report to, and are accountable to, the CEO.

³⁷ Section 45 FM Act

³⁸ Section 55 FM Act

³⁹ Section 57 FM Act

⁴⁰ Section 21(5) EP Act 2017

⁴¹ Section 22 EP Act 2017

⁴² Section 22(3) EP Act 2017

EPA staff

Employment

EPA staff are employed under the Victorian Public Sector (VPS) Enterprise Agreement 2016. The EP Act 2017 contains transitional provisions ensuring that EPA employees that were employed by EPA pre the EP Act 2017 commencement continue to be employed by EPA on terms and conditions no less favourable than what was before. 43

Decision making

As specified in section 18 of the PA Act, the Chairperson can delegate his or her functions under the PA Act. The functions relate to the Public Service Body Head as an employer.

The Governing Board and the CEO can also delegate their functions under the EP Act 1970 (and other Acts) and the EP Act 2017 respectively.⁴⁴

Certain EPA staff, such as EPA Executive Directors, Directors, Managers and in some instances staff with operational responsibility or expertise (such as Authorised Officers and Principal Experts) have been delegated decision-making authority under the EP Act 1970, subordinate legislation and other legislation, such as the *Planning and Environment Act 1987*.

Under Direction 2.5 of the Standing Directions of the Minister for Finance 2016 under the FM Act, the Governing Board, as responsible body, has delegated power to establish authorisations to the CEO. The CEO has authorised expenditure of EPA funds of specified amounts and activities to designated EPA staff.

Accountability

EPA staff are ultimately accountable to the CEO.

EPA employees are part of the VPS and are bound by the PA Act, the VPS Enterprise Agreement 2016 and any standards issued by the Victorian Public Sector Commission.⁴⁵

It is a condition of employment that all VPS employees comply with the Code of Conduct for Victorian Public Service Employees 2015, and disciplinary action may be taken if the Code of Conduct is breached.

EPA Values and Code of Conduct

Public Sector Values

EPA employees are part of the VPS and are bound by the PA Act.

Section 7 of the PA Act outlines the Public Sector Values which underpin and reflect the behaviours essential to the relationship between:

- the public sector and the Government
- the public sector and the community
- those who work in the public sector.

The values are:

Responsiveness

- providing frank, impartial and timely advice to the Government
- providing high quality services to the Victorian community
- identifying and promoting best practice.

Integrity

- being honest, open and transparent in their dealings
- using powers responsibly
- · reporting improper conduct
- avoiding real or apparent conflicts of interest
- striving to earn and sustain public trust at the highest level

Impartiality

- making decisions and providing advice on merit without bias, caprice, favouritism or self-interest
- acting fairly by objectively considering all relevant facts and applying fair criteria
- implementing Government policies and programs equitably.

Accountability

- working to clear objectives in a transparent manner
- accepting responsibility for their decisions and actions
- · seeking to achieve best use of resources
- submitting themselves to appropriate scrutiny.

Respect

- treating others fairly and objectively
- ensuring freedom from discrimination, harassment and bullying
- using their views to improve outcomes on an ongoing basis.

⁴³ Section 26 EP Act 2017

⁴⁴ Section 68A EP Act 1970, Section 21(5) EP Act 2017

⁴⁵ Section 61 PA Act

Leadership

 actively implementing, promoting and supporting these values.

Human Rights

- making decisions and providing advice consistent with human rights
- actively implementing, promoting and supporting human rights.

EPA Values

Successful implementation of our strategy requires every EPA staff member to live our values. These values applied consistently by each of us in our interactions with Victorians will deliver one experience of EPA.

Excellence

- we focus our efforts for best results
- we are evidence and risk based
- we learn from experience
- we are agile and innovative.

Partnership

- · we support each other
- we welcome diversity
- we listen and learn
- we involve people in decisions that affect them.

Accountability

- · we do what we say we will
- we make timely decisions
- we use sound judgement
- we are transparent and objective. We will also be exemplars of the Victorian Public Service values.

Human Rights

Public servants should also respect and promote the human rights set out in the *Charter of Human Rights and Responsibilities Act 2006*.

These values are reflected and complemented by the VPS Code of Conduct and employment principles.

Employment Principles

Section 8 of the PA Act outlines the principles for employment in the public sector. These principles reflect and complement the Public Sector Values. All public sector employers are required to establish processes to ensure:

- employment decisions are based on merit
- employees are treated fairly and reasonably

- equal employment opportunity is provided
- human rights, as set out in the Charter of Human Rights and Responsibilities Act 2006, are upheld
- public sector employees have a reasonable avenue of redress against unfair or unreasonable treatment
- the development of a career public service is fostered.

For further information about these employment principles, please refer to the references section.

Code of Conduct

The Code of Conduct for VPS Employees 2015 is based on and reinforces public sector values. It prescribes how, as public servants, we are required to conduct our business and treat:

- the public
- our clients
- each other as colleagues.

It is a condition of employment that all VPS employees comply with the Code of Conduct, and disciplinary action may be taken if the Code of Conduct is breached.

Other legislation

The following whole of government legislation applies to EPA:

- Public Administration Act 2004 (PA Act)
- Financial Management Act 1994 (FM Act)
- Audit Act 1994
- Freedom of Information Act 1982
- Privacy and Data Protection Act 2014
- Ombudsman Act 1973
- Public Records Act 1973
- Protected Disclosure Act 2012
- Disability Act 2006
- Charter of Human Rights and Responsibilities Act 2006
- Equal Opportunity Act 2010
- Health Records Act 2001
- Planning and Environment Act 1987
- Environment Effects Act 1978
- State Superannuation Act 1988
- Victorian Managed Insurance Authority Act 1996
- Disability Discrimination Act 1992 (Cth)
- Emergency Management Act 2013
- Independent Broad-based Anti-Corruption Commission Act 2011
- Occupational Health and Safety Act 2004
- Surveillance Devices Act 1999
- Work Health and Safety Act 2011 (Cth)
- Workers Compensation Act 1958
- Workplace Injury Rehabilitation and Compensation Act 2013

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VPS Enterprise Agreement 2016	http://www.dtf.vic.gov.au/Publications/About- publications/Victorian-Public-Service-Enterprise- Agreement-2016
VPS employment principles	http://www.ssa.vic.gov.au/behaviours-aamp-culture/employment https://vpsc.vic.gov.au/ethics-behaviours-culture/employment-principles-and-standards/
For further information regarding EPA relationship with Government see the following page at the Victorian Public Sector Commission website regarding Administrative Offices.	http://vpsc.vic.gov.au/html-resources/welcome-to-government/7- victorian-public-service/
EPA internal references	
EPA Financial Delegations	Available on request
EPA Instrument of Delegation of the Powers of the Governing Board	
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EPA Governing Board Charter	
Risk and Audit Committee Charter	
Science, Engineering and Health Advisory Committee Charter	