Compliance and Enforcement Policy
Purpose

The Fair Work Ombudsman (FWO) is an independent statutory agency created by the Fair Work Act 2009 (Cth) (FW Act). The purpose of the Compliance and Enforcement Policy (Policy) is to provide simple and clear information about how the FWO performs its statutory compliance and enforcement functions under section 682 of the FW Act. These functions include:

- promoting harmonious, productive and cooperative workplace relations and compliance with the FW Act and fair work instruments\(^1\) including through the provision of education, assistance and advice;
- monitoring compliance with the FW Act and fair work instruments;
- inquiring into and investigating any act or practice that may be contrary to the FW Act, a fair work instrument or a safety net contractual entitlement;\(^2\)
- commencing proceedings in a Court (or in limited circumstances making an application to the Fair Work Commission) to enforce the FW Act, a fair work instrument or a safety net contractual entitlement; and
- referring matters to other relevant authorities where appropriate.

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\(^1\) A "fair work instrument" is defined as a modern award, an enterprise agreement, a workplace determination or a Fair Work Commission order: See FW Act s.12.

\(^2\) A "safety net contractual entitlement" is defined as an entitlement under a contract between an employee and an employer that relates to any of the subject matters described in s.61(2) (which deals with the National Employment Standards) or s.139(1) (which deals with modern awards): See FW Act s.12.
Assessment

When the FWO becomes aware of allegations of non-compliance with the FW Act and/or a fair work instrument, we assess each matter to decide how we will respond.

Before any investigation or inquiry is commenced, a case assessment process is undertaken first to determine, amongst other things, whether the FWO has jurisdiction, and whether the use of our investigative powers is in the public interest (which involves an assessment of whether any proposed compliance activity would be an efficient, effective and ethical use of public resources).

As part of this process, the FWO considers its strategic priorities. Further information about Our Priorities can be found here.

Additional public interest factors taken into account as part of the assessment process include:

- whether the matter involves vulnerable workers;
- whether the matter demonstrates a blatant disregard of laws or repeat offending;
- whether the matter is of significant scale or impact on workers or the community;
- whether the employment relationship is ongoing, or how long ago the employment ended;
- whether there is likely to be reliable evidence available to support a finding or view that a contravention has occurred; and

- confidentiality (where the employee does not want us to advise the employer that they have raised allegations of potential non-compliance with the FW Act and/or fair work instruments).

Assistance

In response to requests for assistance involving a workplace dispute, the FWO may provide education, advice and various dispute resolution tools to assist parties resolve instances of potential non-compliance.

Investigation and Inquiries

Where the FWO becomes aware of potential non-compliance with the FW Act, a fair work instrument or a safety net contractual entitlement, a Fair Work Inspector may commence an investigation or an inquiry into the potential non-compliance.

An inquiry may also be commenced where the FWO is seeking to monitor compliance with the FW Act or a fair work instrument. This may occur without the FWO receiving allegations of non-compliance.

Fair Work Inspectors have access to a number of statutory compliance powers to assist them in their functions.
All investigations and inquiries are impartial. Fair Work Inspectors will seek evidence from parties and other sources and will make decisions based on the available evidence.

**Compliance Powers**

Fair Work Inspectors are able to use statutory compliance powers for a ‘compliance purpose’, which includes determining whether a person is complying with the FW Act or a fair work instrument, or, in certain circumstances, whether a safety net contractual entitlement has been contravened.³

Where a provision of the *Fair Work Regulations 2009* (Cth) (*FW Regulations*) or another Act confers powers on Fair Work Inspectors, compliance powers can also be used for the purposes of that provision or Act.⁴

**Entering Premises**

A Fair Work Inspector may enter:

- premises if they reasonably believe that the FW Act or a fair work instrument applies (or applied) to work that is (or was) performed there; or
- business premises if they reasonably believe that records or documents relevant to a compliance purpose are on, or are accessible from, the premises.⁵

Before entering premises, a Fair Work Inspector must show their identity card to the occupier of the premises or their representative. If this isn’t possible, the Fair Work Inspector must show their identity card as soon as practicable after entering.⁶

Fair Work Inspectors are not able to enter any area of a workplace that is used for residential purposes unless they reasonably believe that work is being performed in that area.⁷

While on the premises Fair Work Inspectors may:⁸

- inspect any work, process or object;
- conduct interviews;
- require a person to tell them who has, or has access to, a record or document;
- require the person with, or with access to, a record or document to produce the document, either while they are on the premises or by a particular date;
- make copies of any document kept on the premises or accessible from a computer on the premises; and

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³ FW Act s.706(1)(a) & (b) and s.706(2).
⁴ FW Act s.706(1)(c) & (d).
⁵ FW Act s.708(1).
⁶ FW Act s.708(3).
⁷ FW Act s.708(2).
⁸ FW Act s.709.
in certain circumstances, take samples of goods or substances.\(^9\)

In certain circumstances when entering premises, the Fair Work Inspector may be accompanied by a suitably qualified person to assist them in exercising their compliance powers.\(^10\) By way of example, a Fair Work Inspector may be accompanied by an interpreter to assist with translating, or a forensic accountant to assist with copying and interpreting digital records.

**Notice to produce records or documents**

A Fair Work Inspector may require a person or entity to produce to them any record or document relevant to a compliance purpose by issuing a notice to produce records or documents (NTP). An NTP is a formal notice that requires specific documents to be produced to a Fair Work Inspector within a specified timeframe at a specified place.\(^11\) An NTP must on its face, demonstrate that it is issued in accordance with a compliance purpose and must sufficiently identify the nature of the suspected contravention or contraventions.\(^12\)

Unless a person has a reasonable excuse for not complying with the NTP, failure to comply is a contravention of the FW Act, and may result in enforcement action, including litigation. If a person fails to comply with an NTP, a Court may order penalties of up to $12,600 for an individual or $63,000 for a body corporate.\(^13\)

**FWO Notices**

The FWO has the power under section 712AA of the FW Act to apply to the Administrative Appeals Tribunal (AAT) for a FWO Notice. A FWO Notice may require a person to provide information, produce documents or attend and answer questions.

Failure to comply with a FWO Notice may result in a Court ordering penalties of up to $126,000 against an individual.\(^14\)

The FWO will only request that the AAT issue a FWO Notice if we reasonably believe a person:

- can give information relevant to an investigation;
- can produce documents relevant to an investigation;

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\(^9\) See FW Regulations reg. 5.06 for further information regarding a Fair Work Inspector’s power to take a sample of a good or substance.

\(^10\) FW Act s.710.

\(^11\) FW Act s.712.

\(^12\) *Construction, Forestry, Maritime, Mining & Energy Union v Fair Work Inspector Lam* [2018] FCA 1379 at [26] and [30] (per Bromberg J).

\(^13\) FW Act s.539: a failure to comply with s.712(3) can result in a maximum penalty equal to 60 penalty units. Pursuant to s.546(2) of the FW Act a body corporate may face a pecuniary penalty of up to five times 60 penalty units. A penalty unit is $210 (as at 21 June 2019): *Crimes Act 1914* (Cth) (Crimes Act) s.4AA.

\(^14\) FW Act s.539: Failure to comply with s.712B(1) can result in a maximum penalty of equal to 600 penalty units. A penalty unit is $210 (as at 21 June 2019): Crimes Act s.4AA.
is capable of answering questions relevant to an investigation;
all evidence gathering means have been exhausted or are not appropriate.

If a person receives a FWO Notice, it means we consider that person is capable of assisting and providing material relevant to an investigation.

Further information about FWO Notices can be found here.

**Enforcement Outcomes: Compliance Notices and Enforceable Undertakings**

The FW Act provides the FWO with simple enforcement mechanisms to deal with possible contraventions of the FW Act quickly and efficiently.

**Compliance Notice**

Compliance Notices are a non-punitive mechanism for the FWO to address alleged contraventions of the FW Act instead of commencing Court proceedings.

If at any stage while undertaking their functions a Fair Work Inspector forms a reasonable belief that a person or other entity has contravened:

- a provision of the National Employment Standards;
- a term of a modern award;
- a term of an enterprise agreement;
- a term of a workplace determination;
- a term of a national minimum wage order; or
- a term of an equal remuneration order,

then, a Fair Work Inspector can issue the person with a Compliance Notice.

This may occur in parallel with other matters which are investigated and addressed using other enforcement mechanisms.

A Compliance Notice will require that the person take specified action to remedy the direct effects of the identified contraventions and/or require the person to produce reasonable evidence of compliance. A person who complies with a Compliance Notice is not taken to have admitted the contraventions or to have been found to have committed the contraventions.

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15 FW Act s.716.
17 FW Act s.716(2).
18 FW Act s.716(4B).
Where a person complies with a Compliance Notice the FWO is unable to commence Court proceedings against that person for the particular contraventions that are the subject of the Compliance Notice.19

If a person fails to comply with the Compliance Notice and does not have a reasonable excuse,20 that person has contravened the FW Act and a Court may impose penalties of up to $6,300 for an individual or $31,500 for a body corporate.21 It is open to the FWO to commence litigation for non-compliance with a Compliance Notice, as well as for any other contraventions identified, including the underlying contraventions referred to in the Compliance Notice.

A person may apply to the Court to have a Compliance Notice reviewed if they have not committed a contravention set out in the Compliance Notice, or if the Compliance Notice does not comply with the necessary requirements under the FW Act.22

Enforceable Undertaking23

If at any stage while undertaking their functions, the FWO forms a reasonable belief that a person has contravened the FW Act, the FWO may accept a written undertaking from the person in relation to the contravention. Enforceable Undertakings are a simple mechanism for the FWO to deal with contraventions of the FW Act while “[t]he benefits to the recipients of the preparedness of the FWO to accept an undertaking is the avoidance of the considerable costs involved in court proceedings and the avoidance of the payment of a penalty”.24

Where the FWO has accepted an undertaking from a person the FWO cannot commence proceedings against the person in respect of the particular contraventions the undertaking has been given in relation to.25

If a person fails to comply with the undertaking (i.e. the steps agreed to in the Enforceable Undertaking), the FWO may commence proceedings in Court to seek orders directing the person to comply, for compensation, or any other appropriate order.26

The FWO will generally only accept Enforceable Undertakings in limited circumstances. These may include matters involving self-disclosure and where a person has demonstrated a willingness to rectify underpayments, address any other impact of their contraventions and fully cooperate with the FWO.

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19 FW Act s.716(4A).
20 FW Act s.716(6).
21 FW Act s.539: a failure to comply with s.716(5) can result in a maximum penalty equal to 30 penalty units. Pursuant to s.546 of the FW Act a body corporate may face a pecuniary penalty of up to five times 30 penalty units. A penalty unit is $210 (as at 21 June 2019): Crimes Act s.4AA.
22 FW Act s.717.
23 FW Act s.715.
24 Hindu Society at [18] (per Judge Riethmuller).
25 FW Act s.715(4).
26 FW Act s.715(6)&(7).
Enforcement Outcomes: Outcomes of Investigations or Inquiries

There are a range of outcomes that may occur as a result of an investigation or inquiry by a Fair Work Inspector. While this may include a Compliance Notice or an Enforceable Undertaking, the FWO may also determine a different enforcement outcome is appropriate. The enforcement action taken will depend upon the assessment made.

Assessment Letter - notification at the end of an investigation or inquiry

Where a Fair Work Inspector has completed an investigation or inquiry, the FWO will notify a party of the outcome of that assessment. The notification may state that no contraventions were identified in relation to the specific investigation or inquiry. In some instances, the notification may state that the Fair Work Inspector determined that there was insufficient evidence to sustain the finding that a contravention occurred, but may caution or recommend a party take steps in order to ensure that they are compliant; for example, seeking independent legal advice. Where specified contraventions are identified, a Contravention Letter may be issued (as set out below).

Contravention Letter – notification of failure to observe requirements

If a Fair Work Inspector is satisfied that a person has failed to observe a requirement imposed by the FW Act, the FW Regulations or a fair work instrument, the Fair Work Inspector may issue a person with a written notification which:

- informs the person of the failure;
- requires the person to take specified action, within a specified period, to rectify the failure;
- requires the person to notify the Fair Work Inspector of any action taken to comply with the notice; and
- advises the person of the actions the Fair Work Inspector may take if the person fails to comply with the notice.

Depending on the nature of the contraventions and the person’s response to the Contravention Letter, the FWO may decide to pursue one of the other available enforcement mechanisms.

Infringement Notice

If a Fair Work Inspector reasonably believes there has been one or more contraventions of particular provisions of the FW Act or the FW Regulations in relation to record keeping or pay slip obligations, the Fair Work Inspector may issue an Infringement Notice. An Infringement Notice requires the person to pay a

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27 FW Regulations reg. 5.05.
28 FW Regulations reg. 4.03 & 4.04.
penalty for committing the contravention. The maximum penalties that a person can be required to pay under an Infringement Notice are:

- $1,260 for an individual or $6,300 for a body corporate for contraventions of the FW Act; and
- $420 for an individual or $2,100 for a body corporate for contraventions of the FW Regulations.\(^{29}\)

An Infringement Notice can be issued up to 12 months after the contravention occurred.\(^{30}\)

A person who complies with an Infringement Notice is not taken to have admitted the contravention.\(^{31}\)

Where a person complies with an Infringement Notice the FWO is unable to commence Court proceedings against that person for the particular contravention(s) that are the subject of the Infringement Notice.\(^{32}\)

### Litigation

Commencing legal proceedings, which we refer to as “litigation”, is another enforcement mechanism available to the FWO and is generally reserved for more serious cases of non-compliance. Litigation is an essential enforcement mechanism for three reasons:

- enforcing the law and obtaining Court orders sends a powerful public message to others not to engage in similar conduct (general deterrence);
- stopping and deterring people from engaging in unlawful behaviour now and in the future makes the need to comply with Commonwealth workplace laws real for individuals (specific deterrence); and
- clarifying the law helps the community understand the various obligations and rights arising from Commonwealth workplace laws.

The FWO is more likely to litigate in cases involving:

- deliberate and/or repeated non-compliance with Commonwealth workplace laws;
- exploitation of vulnerable workers;
- failure to cooperate with us and fix contraventions after being given the opportunity to do so; and/or
- parties who have a prior history of contraventions who have not taken adequate steps to ensure compliance despite being advised of the consequences in the past.

Even in circumstances where contraventions have been rectified, it may still be appropriate for the FWO to commence legal proceedings (e.g. to obtain a penalty in respect of a contravention to achieve specific

\(^{29}\) FW Act s.558(2).
\(^{30}\) FW Regulations reg. 4.04(2).
\(^{31}\) FW Regulations reg. 4.09.
\(^{32}\) FW Regulations reg. 4.09.
or general deterrence).

In addition to the FWO commencing its own proceedings, \(^{33}\) section 682(1)(f) of the FW Act provides that the FWO may represent employees or outworkers who are, or may become, a party to proceedings in a court or the FWC, if the FWO considers that the representation will promote compliance with the FW Act or fair work instrument.

**Who we litigate against**

Liability for contraventions of Commonwealth workplace laws may lie with more than just one person or body. Sections 550 and 557A(5A) of the FW Act describe how a person can be “involved in” a contravention, and says that such persons are treated as having committed a contravention themselves.

We may commence legal proceedings and seek orders against any person who contravenes their obligations under Commonwealth workplace laws, as well as those who are “involved” in such contraventions. This might include:

- employers;
- registered organisations;
- company directors or company secretaries;
- officials of organisations;
- human resources managers or other managers;
- external agents or advisors, such as accountants, bookkeepers or external human resources consultants;
- companies and people involved in supply chains involving the procurement of labour;
- a holding company of a subsidiary employing entity or its directors; and/or
- a franchisor.

**When does the FWO commence litigation?**

The FWO will only commence proceedings if it considers that there is sufficient evidence to do so and it would be in the public interest.

In deciding whether to institute any appeal, the FWO will consider whether there are reasonable prospects of success and whether the appeal is in the public interest.

As a regulator utilising public funds, the FWO will consider the impact on its resources and costs before

\(^{33}\) FW Act s.682(1)(d).
The public interest factors the FWO considers in determining to commence, or not commence, litigation varies depending on the particular circumstances of each case. The following table sets out some of the matters the FWO typically considers.

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<th>Public interest factors</th>
<th>Examples of matters the FWO considers</th>
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| Nature, seriousness and circumstances of the alleged contraventions | - The seriousness of the alleged contraventions  
- Prevalence in the community of the type of behaviour  
- Any mitigating or aggravating circumstances  
- Whether the person(s) alleged to have committed the contraventions sought and relied on relevant professional advice  
- Evidence of deliberate or reckless conduct including omitting to take steps to ensure compliance  
- Whether contraventions have been admitted and/or fixed |
| Characteristics of person(s) alleged to have committed the contraventions | - Compliance history  
- Business experience and size  
- Whether the person has actively assisted the FWO’s inquiries and whether they genuinely accept their non-compliance  
- What steps they have taken to prevent further contraventions |
| Characteristics of person(s) affected by the alleged contraventions | - Any special vulnerability, such as whether the person has a disability, is a young or mature worker, is present in Australia on a visa or is from a culturally and linguistically diverse background  
- Whether the person has the ability and resources to commence their own proceedings |
| Impact of the alleged contraventions | - Direct and indirect impact on the people who have been affected by the alleged contraventions  
- Impact on any other person(s), including other businesses/competitors  
- The impact of the alleged contraventions and their size, such as the number of people affected or the quantum of any underpayments |
| Impact of litigation on general and specific deterrence | - Whether litigation will reduce the likelihood that others will engage in similar behaviour (general deterrence)  
- Whether litigation will reduce the likelihood of further contraventions of workplace laws by the person(s) involved in the proceedings (specific deterrence) |
| Effect of litigation | - Suitability and efficacy of other enforcement mechanisms as an alternative to litigation  
- Likely outcome in the event the contraventions are found to have occurred (e.g. penalties, compensation or other orders) |
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<td>■ Whether the likely outcome would be unduly harsh or oppressive</td>
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| Administration of justice | ■ Passage of time since the alleged contraventions  
                        | ■ Likely length and cost of litigation  
                        | ■ Whether proceedings are necessary to maintain public confidence in the administration of workplace laws |

The FWO’s decision to commence or not commence proceedings must be made impartially, and must not be influenced by any inappropriate consideration of race, religion, sex, national origin or political association. The decision must not be influenced by any political advantage or disadvantage to the Government, any political group or party or any union, industrial or employer group or association.

**Conduct of proceedings**

The FWO will conduct litigation honestly, fairly, consistently and in accordance with the Commonwealth’s Obligation to Act as a Model Litigant (Appendix B to the *Legal Services Directions 2017*).

The FWO will make decisions about the conduct of litigation on the basis of the available evidence. If another party asks the FWO to agree to a particular course, or to put a submission to the Court, we may ask them to provide us with evidence to support their request.

Where evidence discloses a number of potential contraventions of Commonwealth workplace laws, the FWO will take care to plead the contraventions which adequately reflect the nature and extent of the relevant behaviour. Where the FWO alleges there have been serious contraventions within the meaning of section 557A of the FW Act, we will specify the relevant serious contraventions. A breach will only be a serious contravention where a person knowingly contravened the relevant provision, and that breach was part of a systematic pattern of conduct.

After proceedings have been commenced, the FWO participates in discussions to limit any issues in dispute, for example, during Court mediations. As a regulator, the FWO approaches such discussions from a public interest perspective. In circumstances where a party provides new evidence alleging that the contravention(s) did not occur, the FWO will consider the evidence and may:

■ proceed with the original contraventions;

■ proceed in relation to fewer contraventions than originally identified; and/or

■ accept admissions only in relation to some contraventions and not press or seek orders in relation to other contraventions. All admissions must reflect a genuine acceptance of responsibility.

We will discontinue legal proceedings if it is appropriate to do so. It will be rare for us to make this decision, given the detailed assessment we undertake before we commence proceedings.
Admissions or payments made just before or after proceedings are commenced will usually not justify discontinuing the proceedings, but the FWO will take such action into account when seeking orders and making submissions to the Court on appropriate penalties.

Orders and penalties

The FW Act allows eligible Courts to make a wide range of orders if a person is found to have contravened the FW Act. Orders that the FWO may seek in proceedings include orders:

- that underpayments be rectified and interest be paid;
- that compensation be paid to person(s) affected by the contraventions. Such compensation would be paid by person(s) responsible for contraventions and/or other persons who were “involved” in them;
- for a civil penalty to be paid to the Commonwealth or, where appropriate, the penalty be redirected to an impacted party;
- that a person pay any civil penalty personally, without seeking or accepting indemnity from a third party;
- for injunctions to stop, prevent or restrain further contraventions from occurring; and/or
- that a person take specific steps, for example by undertaking training or conducting wage audits.

Submissions on penalty

The Courts are responsible for deciding what orders are appropriate in a case and the amount of any civil penalty. Courts may have regard to submissions made by the parties to proceedings in relation to penalty, including as to what facts are relevant. The FWO may put evidence before the Court to support our submissions on penalty, including evidence about compliance in particular industries, places or amongst particular groups of workplace participants.

The FWO will seek penalties that:

- are proportionate to the nature of the behaviour;
- will achieve general and specific deterrence; and
- avoid a harsh or oppressive outcome.

34 As a result of the Fair Work Amendment (Protecting Vulnerable Workers) Act 2017 (Cth), the maximum penalties for serious contraventions, within the meaning of s.557A of the FW Act, are higher than for other contraventions of the FW Act.

35 Commonwealth of Australia v Director, Fair Work Building Industry Inspectorate [2015] HCA 46 (Commonwealth v FWBI) at [46]-[64] (per French CJ, Kiefel, Bell, Nettle and Gordon JJ).
In appropriate cases, we may reach agreement with other parties about the amount of penalty we ask the Court to order. The Court may accept the agreed penalty if it is satisfied that the amount is appropriate.36

Discounts on penalty

Courts may reduce the penalty to be ordered if a person admits the contraventions and cooperates with the Court process.37 We will draw the Court’s attention to any conduct that justifies a discount on penalty, in particular any admissions made early in the course of an investigation or soon after the commencement of proceedings. If admissions are made close to, or during, the Court hearing, we may submit to the Court that a lesser or no discount on penalty is appropriate.

Costs

Under the FW Act, parties to litigation will normally pay their own costs of the proceeding. However, the Court can order a party to pay someone else’s costs in some circumstances, such as when a party has acted unreasonably. In appropriate cases, the FWO may seek orders that a party pay costs.

Referrals

Where the FWO becomes aware of issues that are outside of its statutory functions the FWO will refer the matter, or provide the information obtained, to the relevant bodies.38

Publicising compliance and enforcement

The FWO will publish information regarding its compliance activities and enforcement outcomes. Our Media Policy can be found here.

Feedback

We encourage feedback about your experience with us and invite people to contact us at www.fairwork.gov.au/feedback.

If a person requests a review of our actions and is not satisfied with the result of our review, they can contact the Commonwealth Ombudsman on 1300 362 072, or at www.ombudsman.gov.au.

36 Commonwealth v FWBII at [48], [57]-[59] (per French CJ, Kiefel, Bell, Nettle and Gordon JJ).
37 Mornington Inn Pty Ltd v Jordan [2008] FCAFC 70 at [74]-[76] (per Stone and Buchanan JJ).
38 See FW Act s.682(1)(e) and s.718.