

OUT OF THE BLUE

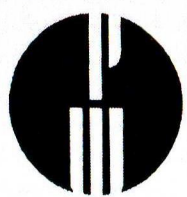
A Police survey of violence and harassment
against gay men and lesbians.



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PRICE WATERHOUSE URWICK

FEBRUARY 1995

OUT OF THE BLUE

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INTRODUCTION

This report contains the findings of a survey commissioned by the NSW Police Service and administered by Price Waterhouse Urwick in February 1994. The aim of the survey was to examine key aspects of violence and harassment against gay men and lesbians.

This violence in all its forms, whether threatened or actual, is a problem which can only be impacted upon if the whole community and the Police work together to find solutions.

Anti-gay and anti-lesbian violence/harassment often comes out of the blue as sudden unprovoked hate-based attacks committed by total strangers against those they perceive to be gay or lesbian. At other times it is part of an ongoing campaign of abuse, perpetrated by others in the local neighbourhood. Regardless of the form it takes it affects the lives of lesbians and gay men, their friends, families and the whole community.

The intention of this report, ***Out of the Blue***, is to provide information about violence against gay men and lesbians to the Police Service and the whole community. In this way the Police Service can improve its understanding of and response to anti-gay/lesbian violence. Further, those in our community who care about these unprovoked, prejudice-motivated attacks, can work together to make a difference. The five key aspects examined in this report are:

- (i) the levels of fear and concern felt by gay men and lesbians about violence or harassment;
- (ii) the victimisation rates for the sample of gay men and lesbians;
- (iii) the nature and location of assaults and incidents;
- (iv) the reporting and post-assault behaviour of gay men and lesbians; and
- (v) the satisfaction with the service provided by Police after reporting an incident.

In reading this report it is important to place anti-gay/lesbian violence in a historical context and to understand the relationship between this survey, previous community and Police Surveys and the Australian Bureau of Statistics' crime victim surveys.

Background

The oppression of gay men and lesbians is not a modern problem in Australian society. With the arrival of Europeans in the 1700s came laws which deemed sodomy a criminal offence punishable by death. This was first recorded in 1727 when two Dutch sailors were found guilty of sodomy in what is now known as Gun Island, Western Australia. They were sentenced to death and their sentences carried out by exiling them to two small islands without food or water. The first man in NSW to be found guilty of sodomy was hung in 1796. This penalty continued until 1839 from which time other criminal sanctions were imposed [1].

The legislative and judicial positioning of men who engaged in homosexual acts as criminals, had an enormous impact on attitudes about homosexuality. It encouraged an environment where violence and harassment against gay men and lesbians was not condemned but instead overtly or covertly sanctioned.

As well as being considered a criminal offence, homosexuality was also viewed as a psychiatric disorder, a perversion, and as an illness or sickness. The incarceration of gay men and lesbians in psychiatric institutions and the administration of severe treatments such as voluntary and involuntary electric shock treatment, was not uncommon.

This combined legislative and psychiatric characterisation of homosexuality as a crime and a psychiatric illness was symptomatic of 200 years of prejudice, discrimination, violence and harassment of homosexual men and women in Australia as in many other countries of the world. While homosexuality was officially removed from the list of psychiatric disorders in 1975, and male homosexual acts decriminalised in 1984, the prejudice, discrimination and violence against gay men and lesbians continues to this day.

To understand anti-gay and lesbian violence and develop an appropriate response to these hate-based crimes, it is essential to have data on both the nature of the violence and on its extent. Most previous studies have examined the nature of the violence. This is the first Australian study to examine the extent of this victimisation and its affect on the lives of gay men and lesbians via an independently administered population survey.

The NSW Police Service formally acknowledged anti-gay and lesbian violence as a problem in 1985 with the first Police/Anti-Discrimination Board Phone-In Violence Survey in that year. Other similar Phone-In Surveys were conducted in 1986 and 1989 (both in Sydney and Wollongong).

The gay and lesbian communities have also conducted their own surveys. The first, was a phone-in survey in 1989, by the Gay & Lesbian Rights Lobby with 67 respondents. This led to the **Streetwatch Report, A Study Into Violence Against Lesbians and Gay Men, 1990**. The second, in 1991, was a self-selecting questionnaire distributed by the Gay & Lesbian Rights Lobby and with 42 respondents led to the **Off Our Backs Report, A Study Into Anti-Lesbian Violence, 1992**.

The shortcomings of these police and community surveys are two fold. Firstly, the sample sizes are small and while they provide valuable information on the type/nature of incidents they do not provide any information on the extent of victimisation. Secondly, the self-selection method whereby respondents had to either phone-in or post a survey response can skew results.

In July 1991 the Police Service Gay/Lesbian Client Consultant, initiated and supervised a student placement from the University of NSW, School of Social Work, in conducting a survey at the National Lesbian Conference held at the University of Technology. This survey was again self-selecting. However, its 50% return rate and 300 respondents gave a much clearer picture of anti-lesbian violence, its extent as well as its nature. In particular, 18% of lesbians surveyed had experienced actual physical assault in the previous 12 months; 43% experienced physical intimidation and 78% verbal harassment. Only 22% of women had an incident-free twelve months. The report of this survey **Policing Anti-Lesbian Violence**, is still in progress [2].

In July 1993, Significant Others, a marketing consultancy, conducted a general reader survey for the Sydney Star Observer, a gay/lesbian newspaper, which asked one question on violence. The results are contained in **Sydney Star Observer Community Survey Final Report, 1993**, and reinforce the greater rate of victimisation of gay men and lesbians - 15% of readers had experienced physical assault in a 12 month period [3].

The results of these two surveys suggested a much greater assault rate in the gay and lesbian population samples when considered against the Australian Bureau of Statistics NSW population survey which shows 1.8% of women and 3.3% of men are victims of assault, threatened or actual, in a 12 month period, **Crime and Safety Australia**, April 1993 [4].

Given the variation in these findings the Police Service decided to conduct a survey to test whether this level of victimisation could be considered representative. Price Waterhouse Urwick (PWU), who conduct the monthly Community Attitude Surveys for the NSW Police Service, were therefore commissioned to conduct a survey of gay men and lesbians at the Sydney Gay and Lesbian Mardi

Gras Fair Day in February 1994. The results of that survey are contained in this Report and the survey form is attached as Appendix 1.

In reading the Survey Findings it is important to maintain a perspective on anti-gay/lesbian violence and harassment. It can range on the one hand from abusive name-calling such as 'fag,' 'dyke' to the absolute act of violence, murder. Since 1990 there have been 22 murders in NSW which are/ appear to be gay-hate related. Information gathered on these murders indicates that young people under the age of 25 years have been involved in fifteen of the murders. The apparent motive in each murder has been hatred/prejudice towards the victim on the grounds of their perceived homosexuality. Sixteen of these twenty-two murders have resulted in arrests by Police. Convictions for murder and manslaughter have been recorded in most cases.

One of the most significant findings of this survey is the assault rate in the gay and lesbian sample group and the comparison to the assault rate in the general community, as determined by the Australian Bureau of Statistics through their annual crime victim surveys. This shows a significantly disproportionate level of assault occurring in the lesbian and gay sample compared to the Sydney population generally.

The sample lesbian population was at least six times more likely than the Sydney female population to experience an assault in a 12 month period. The sample population of gay men was at least four times more likely than the Sydney male population to experience an assault in a 12 month period [5].

The assault rates in this survey and those in the ABS survey are obtained through differing methodologies. The Sydney metropolitan area assault rate (Australian Bureau of Statistics) is determined by a specific sampling method which allows the results to form an accepted population assault rate. The gay and lesbian assault rate (Out Of The Blue) is however specific to those in the sample group and cannot be accurately generalised to the gay and lesbian population of Sydney or NSW.

There are certain factors however which may support extending the finding of the higher level of violence in the sample group to the wider inner-city gay and lesbian communities. [73% of survey respondents resided in what could be termed inner-city locations - Sydney, Inner West and Eastern Suburbs Police Districts]. They are:

- i) the ABS Sydney assault rate of 3.3% male and 1.9% female includes actual and threatened assault, whereas the comparative assault rate for gays & lesbians of 14% and 12% includes only actual assault. Therefore the comparison of four and six times more likely to experience assault is very conservative.
- ii) the ABS assault rate includes domestic violence whereas this survey's assault rate does not. 50% of ABS respondents knew the offender compared to 21% lesbians/13% gay men knowing the offender. Also, 50% of ABS assaults on women occurred in the home. Therefore the comparison being made of assault rates is even more conservative.
- iii) the 1992 Newtown Crime Victim Survey in its preliminary results shows an assault rate of 5% over a 12 month period. This figure includes domestic violence incidents and again shows that even a comparison of inner-city Newtown residents and this sample of predominantly inner-city residents reveals disproportionate levels of assault [6].
- iv) when the assault rate for this sample of gay men and lesbians is examined in combination with the findings of the 1991 Police Survey on Lesbian Violence and the 1993 Sydney Star Observer Reader Survey, there is a consistency indicating a pattern (1991 - 18%, 1993 - 15%, 1994 - 13%) [7].

When the Survey results are taken in combination with these other statistical findings a pattern emerges and reinforces the likelihood that the level of victimisation experienced by the sample group may be extended to at least the gay and lesbian population of the inner-city. One reason why there may be increased victimisation in the inner-city gay and lesbian population is the fact that a proportion of gays and lesbians have traditionally moved to larger cities and then to inner-city areas where support services, social structures and community networks exist. This inevitably means that a greater concentration of gay men and lesbians develops in identifiable areas. From this flows a greater sense of safety and less fear about being open about one's sexuality. This step from invisibility to visibility also makes gay men and lesbians more recognisable to those who might target them for hate-based harassment and physical attacks.

It must not be thought that the inner-city is the only context for this violence and harassment as it is by no means restricted to Sydney's inner suburbs. The work of the 93 Police Gay/Lesbian Liaison Officers in Police Patrols and the Police Gay/Lesbian Client Consultant in Headquarters verifies that this violence and harassment also occurs throughout suburban, non-metropolitan and country locations. Further evidence of the widespread nature of these incidents is the fact that gay-hate murders are almost as likely to occur in Sydney city, suburban Sydney or rural centres. Since 1990, eight deaths have occurred in Sydney city, seven in suburban Sydney and seven in non-metropolitan or rural locations.

Since January 1990, the NSW Police Service has implemented a strategic response to anti-gay/lesbian violence and to improving relations between Police and the gay and lesbian communities. A summary of this response is enclosed as Appendix 2, the Police Service Submission to the Australian Violence Prevention Award, November 1994, ***Reducing Violence Crime and Fear in the Gay and Lesbian Communities***. That Submission details the last five years of Police Service strategies for dealing with this violence and the future directions for the Service.

Further information on the NSW Police Service response to this violence can be found in the ***Final Report of the Streetwatch Implementation Advisory Committee***. That Committee was established by the then Minister for Police and Emergency Services in 1990 and its final report launched at Parliament House in mid 1994. The Report summarises the responses of a range of Government Departments and community groups to this targeted violence and harassment [8].

Australia is not the only country to respond to the disproportionate level of violence against gay men and lesbians. In the United States the government passed the Hate Crimes Statistics Act (U.S) in 1990. That Act requires their Attorney General to acquire data about crimes that manifest evidence of prejudice based on race, religion, sexual orientation or ethnicity. In England trial collections of Hate Crime data are being implemented in several Police Districts.

KEY FINDINGS

Fear Levels and Behaviour Modification

- The level of fear of victimisation was much higher in the gay and lesbian sample than in the general community with 9 out of 10 gay men and lesbians fearing assault and 6 out of 10 modifying behaviour to avoid harassment/assault.

[Executive Summary Page 7]

Victimisation Levels

- The level of victimisation of lesbians and gay men was almost identical, challenging the belief that gay men are more often the targets of hate crime.
- The level of physical assault experienced in a 12 month period by the sample of gay men and lesbians was significantly higher than that of the general community with many being targeted in apparent hate-crime attacks.
- Lesbians in the sample group were at least 6 times more likely than other Sydney women to experience an assault, in a 12 month period.
- Gay men in the sample group were at least 4 times more likely than other Sydney men to experience an assault, in a 12 month period.
- Gay men and lesbians experienced a high incidence of verbal abuse and an extremely high level of multiple victimisation. One third of respondents experienced three or more incidents in a year.

[Executive Summary Page 8]

Nature of incidents

- Lesbians and gay men were most likely to be assaulted/harassed on a main road in the inner city by one to five male offenders. The apparent motive for 7 out of every 10 attacks was homophobia while robbery only took place in 7 out of every 100 incidents.

[Executive Summary Page 9]

Reporting

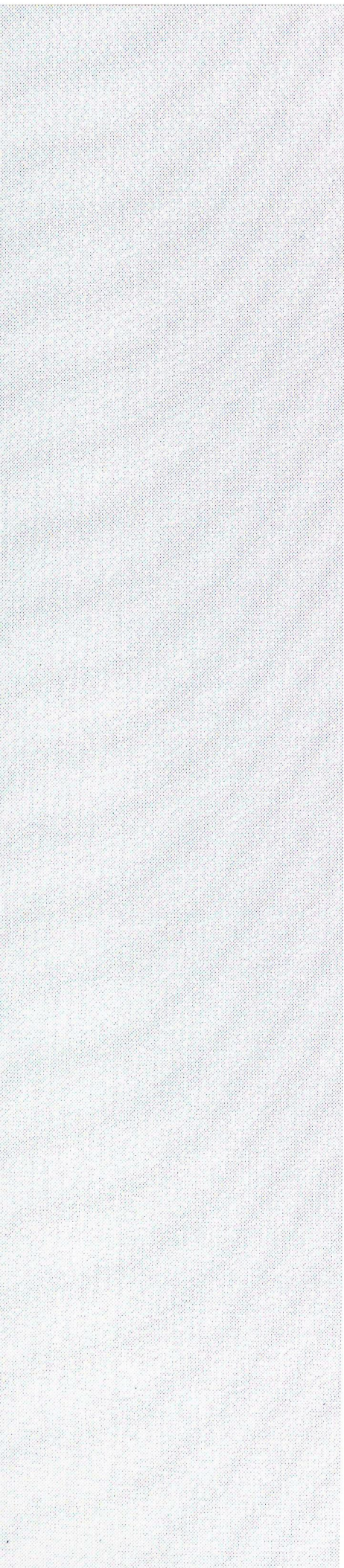
- While less than 1 in 5 of those who experienced an incident reported it to Police, the majority failed to report because of their belief that the matter was not serious enough or that nothing could be done. Of those who had an incident free 12 months, almost 4 in 5 said they would report any future incidents to Police.

[Executive Summary Page 11]

Police Customer Service

- While collectively gay men and lesbians were less positive about Police customer service than the general community, this survey shows a continuing improvement in Police customer service when considered against previous surveys by gay/lesbian community groups.
- Gay men and lesbians demonstrated a high level of interest in the survey with half of the respondents making additional comments. Many gave positive feedback about police initiatives and others made further suggestions for improving customer service.

[Executive Summary Page 12]



EXECUTIVE SUMMARY

Price Waterhouse Urwick and the NSW Police Service developed a questionnaire that was administered to a cross-section of attendees at the Sydney Gay & Lesbian Mardi Gras Fair Day in February 1994. The questionnaire asked about people's experiences with harassment and crime.

The major findings of this survey fall into five major categories as follows:-

1. FEAR LEVELS AND BEHAVIOUR MODIFICATION

The level of fear of victimisation was much higher in the gay and lesbian sample than in the general community sampled by the Annual Police Service Community Attitude Survey [9].

Levels of Fear

- 90% of gays and lesbians interviewed were concerned or very concerned that they or their friends might be assaulted. In comparison 56% of the general community were concerned or very concerned that they or their family might be assaulted.
- Lesbians were much more fearful (ie very concerned) of being victims of assault and sexual assault than females generally (Assault - 71% lesbians, 44% females generally; Sexual Assault - 71% lesbians, 44% females generally).
- Lesbians were more than twice as fearful (ie very concerned) of suffering verbal abuse/harassment as females generally (58% lesbians, 25% females generally).
- Gay men were more than twice as fearful (ie very concerned) of suffering verbal abuse/harassment as males generally (50 % gays, 18% males generally).
- Gay men were twice as fearful (ie. very concerned) of being victims of assault as males generally (66% gays, 34% males generally).
- If there has been no experience of incidents of harassment/attack in the previous 12 months then the overall level of fear was significantly lower.
- Lesbians living in Sydney Police District were more concerned about verbal abuse/harassment, assault, physical intimidation and attacks on property than lesbians in other Districts.
- Lesbians had higher fear levels about sexual assault than gay men in all Districts.
- Gay men living in Sydney District have less fear of intimidation or verbal abuse, assault, domestic violence and property damage than gay men in the Eastern Suburbs or Inner West Districts.

[Tables 4, 5, 6]

Behaviour Modification

- 61% of lesbian and gay respondents had modified their behaviour in some way to avoid harassment.

- Significantly more lesbians had modified their behaviour than gay men (72% of lesbians, 51% gay men).
- Lesbians over 30 were more likely to modify their behaviour (63%) than those under 30 (37%). There was no real correlation between behaviour modification of gay men and their age.
- The most common ways respondents had modified their behaviour were to:
 - hide their sexuality especially through showing no affection in public and modifying their dress;
 - avoid certain locations; and
 - use street-wise or defensive strategies such as being more careful and aware.

[Tables 7, 8, 9]

2. VICTIMISATION LEVELS

The level of victimisation of both lesbians and gay men was almost identical, challenging the belief that gay men are more often the targets of hate crime.

The level of physical assault experienced in a 12 month period by the sample of gay men and lesbians is significantly higher than that of the general community with many being targeted in hate-crime attacks [10].

Those lesbians surveyed were at least 6 times more likely than other Sydney women to experience an assault, in a 12 month period [11].

Those gay men surveyed were at least 4 times more likely than other Sydney men to experience an assault, in a 12 month period [12].

Gay men and lesbians experienced a high volume of verbal abuse and an extremely high level of multiple victimisation with one third of respondents experiencing three or more incidents in one year.

Victimisation Levels

- 57% of gay and lesbian respondents had experienced some form of personal or property crime or harassment in the last 12 months while 43% had experienced none.
- The level of crime/harassment experienced by lesbians and by gays was almost equal in all categories. In the last 12 months:
 - 12% of lesbians and 14% of gay men had experienced physical assault.
 - 1% of lesbians and 1% of gay men had experienced sexual assault.
 - 52% of lesbians and 48% of gay men had experienced verbal abuse/harassment.
 - 19% of lesbians and 20% of gay men had experienced physical intimidation.
 - 5% of lesbians and 5% of gay men had experienced domestic violence.
 - 13% of lesbians and 14% of gay men had experienced attacks on property.
 - 42% of lesbians and 44% of gay men did not experience any harassment or crime.

- When the above assault figures are compared to the assault rate for the NSW population generally, there are significantly disproportionate levels of violence occurring in the sample population of gays and lesbians.
- The Australian Bureau of Statistics Survey **Crime and Safety Australia** 1993 [13] shows that in the Sydney metropolitan area 1.9% of women and 3.3% of men are victims of assault, threatened or actual, in a 12 month period. While the ABS Survey is an accepted statistical measure which provides a population percentage, this survey can only accurately reflect those respondents interviewed on the day. A comparison between the two sets of data however shows some large variations:
 - 1.9% of women experienced assault, threatened or actual - ABS.
12% of lesbians experienced actual assault - this Survey.
 - 19% of lesbians experienced physical intimidation - this Survey. [14]
 - 3.3% of men experience assault, threatened or actual - ABS.
14% of gay men experienced actual assault - this Survey.
20% of gay men interviewed experienced physical intimidation - this Survey. [15]

[Tables 10, 11, 12]

Multiple Victimization

- Levels of multiple victimisation were extremely high amongst gay and lesbian respondents with 24% experiencing one or two incidents and 33% experiencing three or more incidents. More specifically:
 - 12% experienced one incident in 12 months.
 - 12% experienced two incidents in 12 months.
 - 14% experienced three - five incidents in 12 months.
 - 11% experienced six - ten incidents in 12 months.
 - 6% experienced eleven - fifty incidents in 12 months.
 - 2% experienced over fifty incidents in 12 months.

[Table 13]

3. NATURE AND LOCATION OF ASSAULTS AND INCIDENTS

Lesbians and gay men were most likely to be assaulted/harassed on a main road in the inner city by one to five male offenders whose behaviour appeared to be motivated by homophobia.

Motive

- The most common motive for the attacks on gay men and lesbians was perceived to be homophobia.
- 76% of victims nominated homophobia as the motive in their most recent incidents. 10% of gay men nominated theft and 3% nominated HIV/AIDS prejudice; 13% of lesbians nominated sexism and 4% nominated domestic violence.

Police Districts

- 51% of incidents occurred in Sydney Police District.
- 26% of incidents occurred in Inner West Police District.
- 7% of incidents occurred in Eastern Suburbs Police District.
- 16% of incidents occurred across several other metropolitan Police Districts.
- Incidents were most likely to occur in the suburbs of Darlinghurst/Surry Hills (37%), Newtown (13%) and Sydney City (7%).

[Table 15]

Location of Incident

- 64% of incidents occurred on a main road.
- 10% of incidents occurred on other roads.
- 9% of incidents occurred at home.
- Lesbians were more likely to experience an incident at work (10%) than were gay men (3%).

[Table 16]

Attackers

- Lesbians were most likely to be attacked by one offender (39%) but also likely to be attacked by three to five offenders (33%).
- Gay men were most likely to be attacked by three to five offenders (42%) being twice the likelihood of being assaulted by one offender (22%).
- 90% of all incidents where the gender of the offender was known, involved male offenders only.
- 84% of offences against lesbians were committed by males and 10% by females, 87% of offences against gay men were committed by males and 5% by males and females together.
- In 77% of incidents the offender was not known to the victim. Lesbians were more likely to know the offender than gay men (21% of lesbians, 13% of gay men).

[Tables 17, 18, 19]

Witnesses

- 63% of incidents were witnessed.
- Witnesses only attempted to help the victim in 20% of cases.
- In 75% of cases where the victim required help, no help was offered.
- Lesbians felt they required help in 83% of incidents whereas gay men felt they required help in 69% of incidents.

[Tables 20, 21]

Medical Assistance

- 1% of lesbians sought medical assistance after an incident.
- 12% of gay men sought medical assistance after an incident.

4. REPORTING LEVELS

While only 18% of those who experienced an incident reported it to Police, the majority failed to report because of their belief that the matter was not serious enough or that nothing could be done. Of those who had an incident free 12 months, 79% said they would report any future incidents to Police.

Most gay men and lesbians who experienced an incident/crime sought support from their partner or from friends, however, a large number of gay men sought support from no-one.

Reporting to the Police

- Only 18% of those who experienced an incident reported it to Police.
- Lesbians and gay men were almost equally likely to report to Police (17% lesbians, 18% gay men).
- Reasons for not reporting to Police varied:
 - 64% believed the matter was not serious enough or that nothing could be done.
 - 15% had a negative belief about Police willingness to help.
 - 8% had a previous bad experience with Police.
 - 4% could not be bothered.
- Where the offender was known to the victim, 40% of incidents were reported to Police. When the offender was unknown only 10% of incidents were reported.
- 74% of lesbians (who experienced no incident in the last 12 months) said they would report any future incidents to Police. 84% of gay men said that they would report any future incidents.
- Gay men over 30 indicated a greater likelihood to report to Police than those under 30 (94% of those over 30, 70% of those under 30). No similar age correlation existed with lesbians.

[Tables 22, 23]

Post Assault Support

- 46% of gay men sought no support after an incident compared to 29% of lesbians.
- Lesbians were almost twice as likely to seek support from their partner as were gay men.
- Gay men (12%) were much more likely to seek medical support than lesbians (1%).

5. POLICE CUSTOMER SERVICE AND COMMUNITY FEEDBACK

Lesbians were significantly more positive than gay men in their perceptions of police customer service, however on the whole gay men and lesbians were less positive about Police customer service than the general community.

The level of satisfaction had continued to improve when compared to the results of previous surveys conducted by gay/lesbian community groups.

Gay men and lesbians demonstrated a high level of interest in the survey with half of the respondents making additional comments. 42% of those who commented gave positive feedback about police initiatives and 35% made suggestions for improving customer service.

Police Customer Service

- Gay men were overall less positive about their contact with Police than are the general community. In particular they were significantly less positive as regards:
 - found Police helpful (57% gay men, 88% general).
 - felt comfortable talking with Police (57% gay men, 82% general).
 - felt satisfied with Police service (57% gay men, 86% general).
- Lesbians were less positive about their contact with Police than are the general community but were significantly more positive about Police than gay men in four main areas:
 - found police helpful (83% lesbians, 57% gay men).
 - found police supportive (75% lesbians, 50% gay men).
 - felt comfortable talking with Police (83% lesbians, 57% gay men).
 - felt satisfied (75% lesbians, 57% gay men).
- An examination of satisfaction with Police customer service over several years showed a continuing improvement in satisfaction levels.
- The majority of the gay and lesbian respondents were aware of the existence of Police Gay/Lesbian Liaison Officers (93% awareness)

[Tables 25, 26]

Community Feedback

- 50% of all respondents made additional comments at the end of the survey.
- 42% of those who commented gave positive feedback about the Police Service.
- 18% gave negative feedback about the Police Service.
- 35% gave suggestions for improving Police Customer Service.
- 6% asked Police to play a greater role in community education.

- Positive feedback related mostly to Police Gay/Lesbian Liaison Officers, and to perceptions such as; 'Police are doing a good job,' 'Police are trying,' 'satisfied with Police contact,' 'this survey is a good idea.'
- Negative feedback mostly focused on Police not being approachable, interested or concerned.
- Suggestions for improving Police customer service mostly named the need for greater police visibility, more beat police and more homosexual police.

[Tables 27, 28, 29, 30, 31]

METHODOLOGY

The survey questionnaire (Appendix 1) was developed by the NSW Police Service and Price Waterhouse Urwick. It consisted of open and closed questions about harassment and other personal and property crimes experienced by gay men and lesbians. The questionnaire was administered by eleven field researchers in face-to-face interviews with a cross-section of attendees at the annual Sydney Gay & Lesbian Mardi Gras Fair Day in Glebe in February 1994. This Fair Day is an open-air community event and was attended by approximately 22,000 people. It is believed to be an event which attracts a reasonable cross-section of the identifiable gay and lesbian communities. A designated location was used by the researchers and attendees within the vicinity of this location were randomly approached and invited to participate in the survey. Researchers indicated that almost every person approached by them, voluntarily elected to participate in the survey and the response rate was estimated at 80%. No names or identifying details were recorded. Each interview was conducted over a 10 to 15 minute period.

All responses were encoded onto computer and data was analysed by PWU in conjunction with the NSW Police Service Gay/Lesbian Client Consultant.

It should be noted that the survey findings on rates of assault refer to actual assaults with respondents being asked if they were "shoved or bashed". The term "assault" was not used in the questionnaire in order to delineate between verbal abuse, physical intimidation and being actually shoved or bashed. However, the term assault was chosen to represent being actually 'shoved or bashed' in the result table.

This Report is a summary of the findings of the Survey administered at Mardi Gras Fair Day in 1994. Responses are reported for the 259 gay and lesbian respondents and cross-tabulations are made where appropriate. Percentages have been rounded to whole numbers. In many cases, the cell sizes (number of people who responded in a certain way) are small. This data has been included in the tables, however interpretation must be done with caution. Where cell sizes are small (ie less than 8), no significance between differences should be inferred.

DEMOGRAPHICS

297 people participated in the survey. Of these, 259 were identified as lesbian or gay. This report outlines the key findings for these 259 respondents.

Tables 1, 2 and 3 show demographic details of respondents.

Table 1 shows the sexuality of respondents:

Sexuality	Number	% of Total
Gay	139	47%
Lesbian	120	40%
Bisexual	10	3%
Heterosexual	23	8%
Transgender	1	.5%
Unspecified	4	1.5%
TOTAL	297	100%

For the purposes of the rest of the report, the sample size of 259, representing gay men and lesbians, has been used.

Table 2 shows the age of gay and lesbian respondents:

Age	Number	% of Total
Under 20	3	1%
20 - 30	99	38%
31 - 40	109	42%
41+	48	19%
TOTAL	259	100%

73% of the sample lesbian and gay population live in:

—	Inner West Police District	(34%)
—	Eastern Suburbs Police District	(20%)
—	Sydney Police District	(19%)

Table 3 shows the Police District of residence by sexuality:

District of Residence	Sexuality		Totals	
	Lesbian	Gay	No.	%
Sydney	10	40	50	19%
Eastern Suburbs	12	39	51	20%
Inner West	58	30	88	34%
Mid Western Suburbs	11	6	17	7%
Northern Suburbs	7	6	13	5%
Warringah	6	6	12	5%
Sutherland	5	2	7	3%
Macarthur	3	2	5	2%
Others	1	4	5	2%
Not given	7	4	11	4%
TOTAL	120 100%	139 100%	259	100%

[Note: some changes to Police District boundaries and names have occurred since February 1994]

SURVEY FINDINGS

1. FEAR OF VICTIMISATION & BEHAVIOUR MODIFICATION

Fear of Victimisation

The following table indicates the level of fear of experiencing harassment or crime. The data shows that being shoved or bashed or physical intimidation caused the most fear for both gay men and lesbians. There are large differences between gay men and lesbians in their levels of fear of sexual assault and domestic violence. Lesbians were almost twice as fearful of being victims of sexual assault and domestic violence than were gay men.

A high number of respondents were concerned/very concerned that they or their friends might experience harassment or crime. Also, most of these respondents experienced an extreme level of fear, tabled as "very concerned".

A comparison between the concern felt by the gay and lesbian respondents and the general community is made in Table 6.

Type of Incident	% Expressing Level of Concern					
	Lesbian			Gay		
	Not/Little Concerned	Concerned	Very Concerned	Not/Little Concerned	Concerned	Very Concerned
Verbal abuse/verbal harassment	18 15%	32 27%	70 58%	25 18%	44 32%	70 50%
Assault	11 9%	24 20%	85 71%	16 11%	32 23%	91 66%
Sexual assault	17 14%	18 15%	85 71%	48 35%	31 22%	60 43%
Physical intimidation	13 11%	21 18%	85 71%	21 15%	40 29%	78 56%
Domestic violence	34 28%	14 12%	72 60%	68 49%	27 19%	44 32%
Attacks on property (vandalism)	26 22%	28 23%	66 55%	38 27%	40 29%	61 44%

Table 5 shows level of fear cross-tabulated by the three police districts of residence where most of the gay and lesbian respondents lived (78% of gay men and 67% of lesbians):

- Sydney;
- Eastern Suburbs; and
- Inner West.

Sydney Police District includes Surry Hills, Kings Cross, Redfern, Ultimo, Sydney City and The Rocks patrols. Eastern Suburbs District includes Bondi, Mascot, Maroubra, Rose Bay, Malabar, Randwick, Waverley and Paddington patrols. Inner West District at the time of this survey included Balmain, Glebe, Annandale, Newtown, Marrickville and Petersham patrols.

Although the cell sizes for lesbians in Sydney District and Eastern Suburbs District are small, it is interesting to note that of those surveyed:

- lesbians who lived in Sydney Police District were more concerned about experiencing verbal abuse/harassment, assault, physical intimidation and attacks on property than lesbians in other districts.
- gay men who lived in Sydney District were less concerned about experiencing verbal abuse, assault, domestic violence and vandalism than gay men in the Eastern Suburbs or Inner West Districts.
- lesbians expressed higher fear levels about sexual assault and domestic violence than gay men in all districts.

Incident	% Concerned/Very Concerned					
	Sydney		Eastern Suburbs		Inner West	
	Lesbian	Gay	Lesbian	Gay	Lesbian	Gay
Verbal abuse or harassment	10 100%	29 73%	10 83%	36 92%	49 85%	24 80%
Assault	10 100%	34 85%	9 75%	34 87%	54 93%	28 93%
Sexual assault	8 80%	24 60%	9 75%	24 62%	52 90%	21 70%
Physical intimidation	10 100%	23 83%	9 75%	33 85%	53 91%	24 80%
Domestic Violence	6 60%	15 38%	10 83%	24 62%	43 74%	16 53%
Attacks on property (vandalism)	9 90%	24 60%	10 83%	31 80%	43 74%	23 77%

Fear of Victimization Compared to General Community

Table 6 compares the responses above to those of the general community as obtained from the **Annual NSW Police Service Community Attitude Survey** of 2,600 respondents [16].

When the level of fear of victimisation in the gay and lesbian sample group is compared to the level of fear in the NSW community generally, the following emerges:

- gay and lesbian respondents experienced a higher level of fear of victimisation than the general community;
- lesbians were approximately 1.5 times more fearful of experiencing assault and sexual assault than the general female community;
- lesbians were more than twice as fearful of experiencing verbal harassment than the general female community;
- lesbians were twice as fearful of experiencing domestic violence than the general female community;

- gay men were almost three times as fearful of experiencing harassment than the general male community;
- gay men were almost twice as fearful of experiencing assault than the general male community;
- gay men were slightly more fearful of experiencing sexual assault and domestic violence than the general male community.

Type of Incident	% Very Concerned			
	Sample Group		General Community	
	Lesbian	Gay	Female	Male
Verbal harassment	58%	50%	25%	18%
Assault	71%	66%	44%	34%
Sexual assault	71%	43%	47%	36%
Domestic violence	60%	32%	32%	24%

Behaviour Modification

Of 259 respondents, 73% of lesbians and 51% of gay men said they had modified their behaviour to avoid harassment. The type of behaviour changes appear in Table 7 below. Respondents were asked to explain the way in which they modified their behaviour and these responses have been summarised into four categories. In summary:

- 58% of all respondents to the survey hide their sexuality in some way or at some time;
- 27% avoid certain locations and situations;
- 24% use street-wise or self protection strategies; and
- 2% change their behaviour in some other way.

Table 7: Behaviour Modification		
HIDE SEXUALITY	No. Responses	% of Total Survey
Not affectionate in public	65	25%
Modify dress code	28	11%
Modify body language (talk, walk)	9	4%
Hide sexuality in public	11	4%
Hide sexuality at work	10	4%
Act "straight"	10	4%
Less conspicuous about sexuality	9	4%
Modify behaviour according to situation	6	2%
Furtive behaviour (secretive; eye contact)	3	1%
AVOIDANCE		
Avoid certain locations	16	6%
Avoid quiet/dark streets	12	5%
Don't go out alone	10	4%
Avoid walking/catch cabs instead	10	4%
Avoid walking alone	8	3%
Avoid public transport at night	7	3%
Don't go out late	4	2%
Don't go out on streets at night	2	1%
STREET-WISE OR SELF-DEFENCE STRATEGIES		
More careful and aware	33	13%
Carry/use a whistle	11	4%
Watch for certain people and situations	15	6%
Did a self-defence course	1	.5%
Inform friends of whereabouts	1	.5%
OTHER		
Moved residence/home	3	1%
Changed telephone number	1	.5%
Installed security camera	1	.5%
Took out AVO	1	.5%

In the table above, percentages add to more than 100% as respondents could make more than one comment.

There are several possible interpretations of this data. On one interpretation, avoiding certain locations or using street-wise or self-defensive strategies is a reasonable behaviour modification for any member of the community. However, a feeling that one's freedom of movement is compromised may have an adverse effect on quality of life.

Further, it is significant that 58% of respondents nominated hiding their sexuality as a way of avoiding harassment. This type of behaviour modification places additional stress on lesbians and gay men many of whom feel too physically vulnerable to be either publicly demonstrative in their relationships or open about their sexuality. This needing to hide one's sexuality to avoid harassment is a further indicator of the high level of abuse and violence endured by lesbians and gay men.

Lesbians over 30 were more likely to modify their behaviour (46%) than those under 30 (28%). There is no real difference in behaviour modification of gay men under or over 30 years old (See Table 8).

Age	% That Modified Behaviour			
	Lesbian		Gay	
	No.	%	No.	%
Under 20	2	2%	1	1%
20-30	30	25%	33	24%
31-40	40	33%	28	20%
40+	15	13%	9	7%
No behaviour change	31	26%	63	45%
Depends on situation	2	2%	5	4%
TOTAL	120	100%	139	100%

Behaviour Modification by Number of Incidents Experienced

Table 9 provides a cross-tabulation between the number of times respondents had been harassed/assaulted in the past 12 months and subsequent modification of behaviour. 44% of gay men who had been harassed/assaulted once in the past 12 months had modified their behaviour as opposed to 59% who had been harassed/assaulted twice. Men who were harassed/assaulted three, four and five times tended to modify their behaviour less, however after six incidents, men were again more likely to modify their behaviour.

The number of incidents did not appear to be a factor in modification of behaviour by lesbians.

Table 9: Modification of Behaviour by Number of Incidents in 12 Months

No. Incidents Experienced	% That Modified Behaviour					
	Lesbian			Gay		
	Yes	No	Depends on situation	Yes	No	Depends on situation
One	8 67%	4 33%		8 44%	10 56%	
Two	9 69%	4 31%		10 59%	7 41%	
Three	6 75%	2 25%		5 50%	3 30%	2 20%
Four	3 60%	2 40%		2 33%	4 67%	
Five	1 33%	2 67%		2 40%	3 60%	
Six	9 82%	2 18%		7 88%	1 12%	
Seven	1 100%					
Ten	6 100%			4 100%		
More than 10	7 70%	2 20%	1 10%	8 80%	2 20%	
Experienced none	37 73%	13 26%	1 2%	25 41%	33 54%	3 5%
TOTAL	87 73%	31 26%	2 2%	71 51%	63 45%	5 4%

2. VICTIMISATION LEVELS

Level of Victimization Experienced by Gay Men and Lesbians

Table 10 shows the personal/property crime and harassment experienced by the sample group of gay men and lesbians in the last 12 months. Combined percentages for all incident categories add to more than 100% as 45% of respondents experienced more than one incident in the last 12 months. 43% of respondents had experienced no crime/harassment.

There are several interesting results shown in Table 10, especially the fact that the level of crime/harassment experienced by lesbians and gay men was almost identical in all categories. This challenges the commonly held belief that gay men are more often targets for harassment or assault.

Further, 50% of gay men and lesbians were subject to verbal abuse and harassment in the last 12 months. While this figure can be overshadowed by the high rate of actual assault (13%), it is important to acknowledge the effect of this abuse, name-calling etc on the lifestyles and feelings of safety of gays and lesbians. Verbal abuse is a constant threat and reminder of the possibility of more serious violence, it creates an atmosphere of fear and denies gay men and lesbians their right to peace, dignity and freedom of movement.

Table 10 also shows the victimisation rates among respondents to the **Annual Community Attitude Survey**. The question in that survey was not restricted to victimisation in the previous 12 months, but determined whether victimisation was experienced at any previous time. The question in the Gay and Lesbian Survey however focussed on incidents in the previous 12 months. For this reason it is not possible to make conclusive comparisons, but some general comments can be made:

- Gay men and lesbians were at least 5 times more likely to experience verbal harassment in a 12 month period that the general community had ever experienced;
- A comparison of assault rates is not appropriate from this table and should be made from Table 11.
- If no time restriction ("previous 12 months") had been included in the Out of the Blue Survey (ie if it asked about **any** previous victimisation), then the results for previous victimisation would no doubt be much higher.

Incident	Previous 12 Months					Ever
	Lesbian		Gay		Gay & Lesbian	General Community
	No.	%	No.	%	Total %	%
Verbal abuse/harassment	62	52%	67	48%	50%	9%
Assault	14	12%	20	14%	13%	7%
Sexual assault	1	1%	2	1%	1%	1%
Physical intimidation	23	19%	28	20%	20%	NA
Domestic violence	6	5%	7	5%	5%	4%
Attacks on property	15	13%	20	14%	14%	NA
None	50	42%	61	44%	43%	53%
TOTAL	120		139			

Assault Levels

When the assault rates for the sample group are compared to the population assault rates for Sydney generally [17], there are significantly disproportionate levels of violence occurring in the sample population of gay men and lesbians (Table 11).

	Sample Lesbians	Women (Sydney)	Sample Gays	Men (Sydney)
Assault Rate	12% Actual assault DV excluded	1.8% Actual/threatened assault DV included	14% Actual assault DV excluded	3.3% Actual/threatened assault DV included

DV refers to Domestic Violence

A comparison between these assault rates finds that lesbians in the sample group were at least six times more likely than other Sydney women to experience an assault in a 12 month period; and that gay men in the sample group were at least four times more likely to experience an assault.

While it is important to interpret this finding as referring to gay men and lesbians in the sample and to be wary of generalising the results to all gay men and lesbians in NSW it is also important to note that the finding (of four and six times more likely to be assaulted) is conservative.

The assaults figures for gay men and lesbians represent actual shoving or bashing, whereas the ABS data includes actual and threatened assaults. Similarly this survey does not include domestic violence whereas a percentage of the ABS assault rate includes domestic violence (ABS-50% knew the offender, 50% of assaults on women occurred at home).

Despite the differing methodologies of these surveys, the results when taken in combination with other statistical findings on anti-gay/lesbian violence, reinforce the likelihood that the level of victimisation experienced by the sample may be extended to at least the gay and lesbian population of inner city areas. More detailed discussion on the comparison between the ABS assault rate and this survey's assault rate appears in the Introduction Chapter.

Likelihood of Experiencing A Combination of Different Crimes/Incidents

57% of respondents had experienced some crime/harassment in the last 12 months. Table 12 shows that most respondents who had experienced incidents in the last 12 months experienced more than one type of incident (27%). 30% of respondents experienced only one type of incident, and not a combination, most being verbal abuse/harassment.

Incident	Number	% of Total
None	111	43%
Verbal abuse/harassment only	62	24%
Assault only	3	1%
Sexual assault only	0	0%
Physical intimidation only	3	1%
Domestic violence only	2	1%
Attacks on property only	8	3%
Combinations of the above incidents	70	27%
TOTAL	259	100%

Relationship Between Actual Victimization and Fear Levels

Further statistical analysis (regression and correlation) was applied to the data to identify if those people who had experienced an incident held different levels of concern to those who had not. The results indicate that there is a relationship between level of fear of victimisation and previous victimisation. *If there has been no previous actual experience of an incident in the previous 12 months, then the overall level of fear is significantly lower.* Conversely, if a person had experienced previous victimisation, it is more likely that the person would have a higher level of fear of victimisation.

Multiple Victimization

Table 13 relates to the level of multiple victimisation of gay men and lesbians.

The data shows that a very high number of gay men and lesbians experienced repeated harassment and victimisation. 12% experienced one incident, 12% two incidents and a high 33%, or one third of all respondents, experienced three or more incidents in the last 12 months. This suggests that the risk of experiencing three or more incidents is nearly three times greater than the risk of experiencing only one incident in a 12 month period. In fact the risk of being a multiple victim (three or more incidents, 33%) is almost as high as that of not being a victim at all (43%). Further, the risk of experiencing at least two incidents is approximately equal to that of experiencing none.

Times Assaulted/ Harassed	Experienced an Incident		% of Total Respondents
	No.	%	
1	30	20%	12%
2	30	20%	12%
3	18	12%	7%
4	11	7%	4%
5	8	5%	3%
6	19	13%	7%
7	1	1%	.4%
10	10	7%	4%
12	6	4%	2%
20	4	3%	2%
25	1	1%	.4%
30	1	1%	.4%
40	1	1%	.4%
50	2	1%	1%
84	1	1%	.4%
100	3	1%	1%
300	1	1%	.4%
Not Given	1	1%	.4%
TOTAL	148	100%	57%

3. NATURE AND LOCATION OF ASSAULTS AND INCIDENTS

The questionnaire asked respondents to focus on the most recent incident that they experienced in the last 12 months. The findings are presented in this section.

Perceived Motive for Incident

The most common motive for the incident was perceived to be homophobia, as cited by 76% of victims. Table 14 presents the motives as perceived by gay and lesbian respondents who experienced an incident. Percentages add up to more than 100%, as some respondents nominated more than one motive.

Motive	% of Total	
	Lesbian	Gay
Homophobia	73%	78%
Racism	0%	0%
HIV/AIDS related	0%	3%
Sexual Assault	3%	1%
Sexism	13%	0%
Domestic	4%	4%
Religious	1%	0%
Theft	4%	10%
Other	11%	5%
Unknown	1%	9%

The findings in this table make it very clear that most harassment and crime experienced by the gay and lesbian respondents was perceived to be hate-based. While the reasons for arriving at a perception of the motive were not sought in this survey, previous surveys have clarified that anti-gay/lesbian abuse is the common indicator.

This should challenge the commonly held beliefs that gay men are targeted out of a robbery motive, (only 10%), or that lesbians are targeted because they are women (13%). The most common motive for all incidents was homophobia. This reinforces the findings of previous reports (**Streetwatch 1990** - 74% involved anti-gay/lesbian abuse, **Policing Anti-Lesbian Violence** - 70% involved anti-lesbian abuse).

Suburb of Last Incident

Table 15 reflects the findings of other research in the Streetwatch series [18], that Darlinghurst/Surry Hills, Newtown and Sydney City are areas where incidents are more likely to occur.

Most of the incidents occurred in the three Police Districts where most respondents lived. That is, most incidents occurred in Sydney District (51%), Inner West District (26%) and Eastern Suburbs District (7%).

Table 15: Suburb Location of Last Incident

District and Suburb	No.	No.	% of Total
SYDNEY POLICE DISTRICT		76	51%
Darlinghurst/Surry Hills	54		
Sydney City	11		
Elizabeth Bay/Kings Cross	6		
Redfern	3		
Alexandria	1		
Waterloo	1		
INNER WEST DISTRICT		38	26%
Newtown/Enmore	19		
Balmain/Rozelle	3		
Leichhardt/Annandale	7		
Glebe	3		
Marrickville	3		
Camperdown/Stanmore/Petersham	3		
EASTERN SUBURBS		11	7%
Paddington/Centennial Park	7		
Double Bay	2		
Kensington	1		
Coogee	1		
Other Suburbs	19	23	16%
Not Given	4		
TOTAL	148		100%

Specific Location of Last Incident

The majority of incidents (64%) occurred on a main road as shown in Table 16. This negates the assumption often made that gay men are more likely to be assaulted in parks or back lanes. Indeed no incidents were attributed to park locations by those gay men interviewed for this survey. The data also shows that lesbians are more likely than gay men to experience an incident at work which may account partly for the increased likelihood of lesbians to know the offender (Table 19). The respondents were as likely to be attacked in their own home as on a non-main road.

The majority of incidents occurred on a main road in Darlinghurst/Surry Hills, Newtown/Enmore areas. These areas contain many of the well-known gay/lesbian venues such as restaurants, coffee shops, pubs, bars as well as many other licensed premises where alcohol is consumed by the general community.

Given that most of the incidents experienced by gay men and lesbians were perceived by the victim to be hate crimes it is possible that perpetrators of hate-based harassment and violence purposely go to the areas with gay/lesbian venues. They may believe that they can identify gay men and lesbians or assume that anyone in those areas is likely to be gay or lesbian.

There is a strong relationship between offending behaviour (such as assault, offensive behaviour and offensive language) and previous alcohol consumption as shown by English, American and NSW research [19]. (77% of street offences in the Ireland and Thommeny study, NSW 1993, were alcohol - related [20]). It is possible that homophobic attitudes may be more likely to be acted out as abuse or violence after alcohol consumption.

However, recent research by the Lesbian and Gay Anti-Violence Project, in their 1994 Violence Monitor Report [21], indicates that 31% of incidents against gay men and lesbians involved intoxicated assailants. This is considerably lower than the 77% posed by the Ireland study and adds weight to the likelihood of targeted violence/harassment which is not necessarily connected to alcohol consumption.

Thus it cannot be assumed that just because many gay men and lesbians live in or visit areas with a high proportion of licensed premises that these environments can explain the disproportionately high rate of victimisation of gays and lesbians in the sample.

It is valuable here to refer to the preliminary findings of the Newtown Crime Victim Survey conducted in 1992 [22]. Dr Sandra Eggar from the UNSW, reported at the ANZ Society of Criminology 10th Annual Conference on 27 September 1994, that 5% of the 504 respondents who lived in Newtown reported being physically assaulted in the preceding 12 months. Thus even a comparison between the assault rate for that study of inner city residents living in an area with a large number of licensed premises (5%) and this study (12% lesbians and 14% gay men) reveals disproportionate levels of assault in the gay and lesbian sample.

Location	Lesbian		Gay	
	No.	%	No.	%
On a main road	39	56%	55	71%
On other road	7	10%	7	9%
At home	7	10%	8	8%
At work	7	10%	2	3%
At a park	2	3%	0	0%
At a pub/club	2	3%	1	1%
In the attacker's home	2	3%	1	1%
At a lesbian/gay venue	1	1%	0	0%
On public transport	1	1%	3	4%
On a railway station	1	1%	1	1%
At the shops	1	1%	2	3%
At a car park	0	0%	1	1%
TOTAL	70	100%	78	100%

Number of Offenders

Table 17 shows that lesbians were most likely to be attacked by one offender (39%) but also likely to be attacked by three to five offenders (33%). Gay men were most likely to be attacked by three to five offenders (42%), this being twice the likelihood of being assaulted by one offender (22%).

This finding reveals that the offenders who are predominantly male are much more likely to attack gay men when they have strength in numbers. On the other hand lesbian women are almost as likely to be targeted by a lone male offender who presumably feels he can escape unharmed if he attacks a woman.

No. Offenders	Lesbian		Gay	
	No.	%	No.	%
One	27	39%	17	22%
Two	12	17%	21	27%
Three - five	23	33%	33	42%
Six - ten	3	4%	3	4%
More than ten	0	0%	1	1%
Don't know	5	7%	3	4%
TOTAL	70	100%	78	100%

Gender of Offenders

The results of Table 18 show that those who target gay men and lesbians are most likely to be male. 90% of all incidents, where the gender of the offender was known, involved male offenders only. This varied only slightly with the gender of the victim.

84% of offences were carried out against lesbians by males and 10% by females. In a further 3% of incidents, male and female offenders were jointly involved. 3% of lesbian victims reported they were unsure of the offender(s)' gender.

87% of offences against gay men were carried out by males and 1% by females. Males and females were jointly involved in 5% of incidents against gays. 6% of gay men could not identify the gender of the offenders.

Gender	Lesbian		Gay	
	No.	%	No.	%
Male Only	59	84%	68	87%
Female Only	7	10%	1	1%
Male & Female	2	3%	4	5%
Don't Know	2	3%	5	6%
TOTAL	70	100%	78	100%

Assailant Known to Person

In 77% of incidents, assailants were not known to the person. However, as seen in Table 19 lesbians (21%) are more likely to know their assailant than gay men (13%). This is likely to relate to the 7% higher incidence of harassment/attacks occurring at work for lesbians.

Given that only 5% of respondents experienced domestic violence in the last 12 months, the finding about known assailants should not be attributed to domestic incidents. A more likely interpretation is that some of the incidents involve harassment or violence by neighbours or other local residents. Indeed many of the complaints to the PGLLOs and the Client Group Consultant are in reference to hate-based neighbourhood violence and threats.

Known to Victim	Lesbian		Gay	
	No.	%	No.	%
Yes	15	21%	10	13%
No	51	73%	63	81%
Don't know	4	6%	5	6%
TOTAL	70	100%	78	100%

Witnesses

Overall, 63% of incidents were witnessed. The findings for lesbians and gay men are shown in Table 20 below.

Witnesses	Lesbian		Gay	
	No.	%	No.	%
Yes	42	60%	51	65%
No	27	39%	22	28%
Don't know	1	1%	5	7%
TOTAL	70	100%	78	100%

Witness Behaviour

In 75% of those incidents where there were witnesses and help was required, those witnesses failed to provide assistance. This disturbing statistic could perhaps be the subject of further study aimed at educating the community in appropriate and safe intervention responses. The findings are outlined below in Table 21.

Attempt to Help	Lesbian		Gay	
	No.	%	No.	%
Yes	9	21%	10	20%
No	26	62%	25	49%
No help required	7	17%	16	31%
TOTAL	42	100%	51	100%

The most noticeable difference in the results for gay men and lesbians is that more gay men, 30%, indicated that they did not require assistance from witnesses, compared to 14% of lesbians that responded in this way.

Medical Assistance

A larger number of gay men (12%) than lesbians (1%) sought medical attention.

The reason for this cannot be explained with any certainty. It is possible that the attacks on gay men were more violent and brutal with more serious physical injuries being sustained. On the other hand it is possible that lesbians sought help from outside the traditional medical structures.

In the previous survey on anti-lesbian violence, Thompson (1992), found that 14% of lesbians who were assaulted sought medical assistance. The reason for the discrepancy is not clear.

4. REPORTING LEVELS

Reporting to Police

It appears that lesbians (17%) and gay men (18%) are almost equally as likely to report to Police.

Further data analysis revealed that gay and lesbian respondents were more likely to report the incident to police if the offender(s) were known. Only 10% of incidents were reported if the offenders were unknown to the person. 40% were reported to Police if the offender(s) were known.

Respondents were least likely to report verbal abuse to police; only 5% of respondents had reported a verbal abuse incident to police. Unfortunately, the questionnaire does not enable a breakdown of different reporting levels for different types of incidents except for verbal abuse experienced as a sole incident.

Reason for Not Reporting to Police

Of the 148 respondents who experienced an incident, 82% did not report the incident to Police.

Table 22 shows the breakdown of reasons for not reporting to police. The major reason cited for not reporting was that the victim did not consider the matter to be serious enough (41%).

This may not necessarily mean that a matter was in fact 'not serious enough' or not important for the purposes of Police Intelligence. The collecting of a wide range of information on incidents of anti-gay/lesbian violence and harassment is essential. It is possible that a group of offenders may verbally abuse several gay men and lesbians during a night in Oxford Street Surry Hills, or King Street Newtown before they commit actual violence. Thus the reporting of the abuse could have alerted Police to a potential street danger. It is also possible that some gays and lesbians are actually shoved or pushed on the street and because they are not physically injured, feel the matter is too trivial for Police attention. This of course is not correct because Police need current and accurate intelligence data on the perpetrators of this type of violence.

Other reasons for not reporting to Police include a perception that police could not do anything (23%), a negative belief about police (15%), (including Report would not be taken seriously 9%, Police wouldn't be empathetic 4%, Don't like Police 2%) and previous poor experience with police (8%). Note that percentages add to more than 100%, as respondents could cite more than one reason. The reason "could not do anything", possibly indicates again a lack of understanding or confidence in the role of police in preventing these crimes. Even when a victim does not have the offender restrained, knowledge of their whereabouts, or the offender's car registration number, information on incidents may help prevent a crime later in the night or assist in the strategic deployment of police on the street.

The combination of reasons for not reporting to Police certainly indicate that a large amount of valuable information is not reaching Police.

Reason	Lesbian		Gay		Total Responses
	No.	%	No.	%	%
Not serious enough	22	38%	28	44%	41%
Police couldn't do anything	12	21%	16	25%	23%
Report would not be taken seriously	6	10%	5	8%	9%
Previous poor experience with Police	5	9%	5	8%	8%
Police wouldn't be empathetic	3	5%	2	3%	4%
Don't like Police	1	2%	1	2%	2%
Couldn't be bothered	3	5%	2	3%	4%
Embarrassed about incident	1	2%	1	2%	2%
Other non-specified reasons	15	26%	9	14%	20%
No answer	1	2%	1	2%	2%

The reason cited as "Previous poor experience with police" was further examined. Ten respondents who did not report to Police (8%) gave this reason. In six cases, the poor experience was in relation to a crime of violence and in four cases, it related to a property crime. Of the ten people who indicated they had suffered a previous poor experience with police, six believed it was because of their sexuality.

Future Intention to Report to Police

43% of respondents had not experienced an incident in the last 12 months. Table 23 shows that the majority of these people (79%) indicated that they would report an incident to the police if they were victimised. Gay men indicated a stronger intention to report future incidents to police (84%) than lesbians (74%). In reality there may be a discrepancy between intention to report future incidents and actual reporting after an incident due to victim trauma or the previously cited reasons for not reporting.

Intention	Lesbian		Gay	
	No.	%	No.	%
Yes	37	74%	51	84%
No	4	8%	2	3%
Don't know	1	2%	0	0%
Depends on situation	8	16%	8	13%
TOTAL	50	100%	61	100%

A cross-tabulation between the age of gay men and intention to report, shows that 94% of men over 31 years and 70% of men under 30 years said they would report an incident. 13% of all gay men indicated it would depend on the situation as to whether or not they would report the incident.

Cross-tabulated data between age of lesbian women and intention to report, shows that there were no major differences in intention to report based on age.

Six respondents (5%) indicated they would *not* report an incident to Police. The main reasons were previous poor experience with the police and a belief that police wouldn't be empathetic.

Post Incident Support

Table 24 shows the breakdown of data on post-incident support. Percentages add to more than 100% as respondents could nominate more than one form of support that was sought.

After an incident, gay men were much less likely to seek support than were lesbians. 46% of gay men and 29% of lesbians sought no support.

Lesbians were almost twice as likely to seek support from their partners (47%) as were gay men (26%) and were more likely to seek support from friends than were gay men.

15% of gay men and 14% lesbians sought support from Police. This is distinct from reporting to Police and possibly refers to seeking some personal support from a Police Gay/Lesbian Liaison Officer or from the Police Client Consultant.

Type of Support	Lesbian		Gay	
	No.	%	No.	%
None sought	20	29%	36	46%
Partner	33	47%	20	26%
Friend	32	46%	24	31%
Police	10	14%	12	15%
Family	2	3%	2	3%
Medical	1	1%	9	12%
Anti-Violence Project	2	3%	2	1%
Other	2	3%	2	3%

5. POLICE CUSTOMER SERVICE AND COMMUNITY FEEDBACK

Level of Customer Service Delivered by Police

Twenty-six respondents who experienced incidents (18%) reported the incident(s) to police. The following section provides data about police customer service as perceived by those respondents. Table 25 shows the percentage of respondents who agreed/strongly agreed with a statement about Police customer service compared to the results taken from the survey of the general community.

Police behaviour	Lesbian		Gay		General Community		
	No.	%	No.	%	Male	Female	Total
Helpful	10	83%	8	57%	87%	89%	88%
Supportive	9	75%	7	50%	NA	NA	N/A
Felt comfortable	10	83%	8	57%	78%	86%	82%
Considerate	8	67%	9	64%	80%	83%	81%
Interested	10	83%	11	79%	75%	79%	77%
Easy to talk to	9	75%	10	72%	87%	89%	88%
Polite and courteous	10	83%	12	86%	87%	93%	91%
Were not rude	11	92%	12	86%	NA	NA	N/A
Listened	10	83%	11	79%	92%	95%	93%
Satisfaction with contact	9	75%	8	57%	86%	86%	86%

Gay men were significantly less satisfied with police customer service than lesbians or the general community.

Lesbians were significantly more positive about police than gay men on four main elements:

- Helpful
- Supportive
- Felt comfortable talking to police
- Satisfaction with police contact

Compared to information in the **Community Attitude Survey, Annual Strategic Report**, February 1994, gay men and lesbians were generally less positive about Police contact than the general community. The most negative response was to the statement "Police are considerate", indicating

the need for ongoing development of Police Service strategies to improve Police customer service to gay men and lesbians (see also Appendix 2)

It is however important to note that there appears to be a continuing improvement in Police customer service. Data available from the Lesbian and Gay Anti-Violence Project, **Count and Counter Report** 1994 [23], provides some interesting comparisons on Police customer service. In 1992 they found that 42% of respondents experienced Police as friendly/supportive and 33% as unhelpful. In 1993 this situation had improved with 56% finding police helpful and only 15% finding Police unhelpful. In 1994 a further improvement had occurred in the gay & lesbian population surveyed for this report - overall 70% of gay men and lesbians surveyed found Police helpful, 63% found them supportive and 66% were satisfied with their contact.

Table 26 is a cross-tabulation between level of police customer service and police district/patrol.

No significant conclusions can be drawn from this table as the sample size for each patrol or district is small (less than 10).

Police Behaviour	District/Patrol				
	Sydney District (N=7)	Eastern Suburbs District (N=5)	Inner West District (N=9)	Surry Hills Patrol (N=4)	Newtown Patrol (N=4)
Helpful	4 57%	3 60%	8 89%	2 50%	4 100%
Supportive	4 57%	2 40%	7 78%	2 50%	3 75%
Felt comfortable talking to police	3 86%	2 40%	7 78%	3 75%	4 100%
Considerate	5 71%	3 60%	6 67%	3 75%	2 50%
Interested	6 86%	3 60%	9 100%	4 100%	4 100%
Easy to talk to	7 100%	3 60%	6 67%	4 100%	4 100%
Polite & courteous	7 100%	4 80%	8 89%	4 100%	4 100%
Were not rude	7 100%	4 80%	8 89%	4 100%	4 100%
Listened to me	5 71%	4 80%	9 100%	3 75%	4 100%
I was satisfied with the contact	4 57%	3 60%	8 89%	2 50%	4 100%

Awareness of Police Gay/Lesbian Liaison Officers

The majority of the gay and lesbian respondents (93%) are aware of the existence of Police Gay and Lesbian Liaison Officers.

While no specific question was asked in relation to the Police Gay/Lesbian Client Consultant, it was evident to the field researchers that most respondents were aware of the Police Gay/Lesbian Client Consultant and in fact knew her by name.

Community Feedback

All respondents were given the opportunity to make further comments at the end of the Survey. Fifty percent of all respondents did so, and their comments are summarised below.

42% of those that made some comment provided positive feedback about Police and Police initiatives, with the most common being that liaison officers are a good idea. It is clear from this Table that targeted Police initiatives (Liaison Officers, van at Taylor Square and this Survey) attract a lot of community support and are as valued as general good police customer service.

Table 27: Positive Feedback on Police Customer Service	
Comments	No. Respondents
Liaison officers are a good idea	14
Police are doing a good job	14
Police van is a good idea	6
Police are trying	7
Satisfied with police contact	7
This survey is a good idea	7
TOTAL	55

17% of those that made some comment provided **negative** feedback about Police, with the most common being that police are not approachable, interested or concerned.

Table 28: Negative Feedback on Police Customer Service	
Comments	No. Respondents
Police are not approachable, interested, concerned	8
Some police are homophobic	4
I do not trust police	3
Police should take harassment more seriously	4
Police should abolish US and THEM attitude with homosexuals	1
Police have too much focus on car theft	1
I would not approach liaison officers	1
TOTAL	22

35% of those that made comment, provided suggestions for improving the service offered by Police, the most common being greater police visibility, more beat police and more homosexual police.

Table 29: Suggestions for Improving Police Customer Service	
Comment	No. Respondents
Need more police visibility	10
Need more beat police	8
Need more homosexual police	6
Need more liaison officers	5
Need visibility at certain hours (weekend/late)	4
Police need more experience with homosexuals	3
Need more support for DV with lesbians	2
Replace liaison officers who are on leave	2
Need more Patrol Commander visibility	1
Police should be involved in support groups (SA and DV counselling)	1
Stations should be more user friendly	1
Police should accept reports at inner city stations	1
Do not attach liaison officers to a specific station	1
TOTAL	45

5% of respondents commenting suggested that community awareness about gays and lesbians and their needs would be useful:

Table 30: Community Awareness	
Comment	No. Respondents
Educate community about homosexuals	5
Educate community about harassment problem	3
TOTAL	8

3% of respondents who commented made other comments as outlined below:

Table 31: Other Comments	
Comments	No. Respondents
Female police are more helpful/empathetic	2
Need to change individual attitudes	1
Can't do anything about verbal abuse	1
TOTAL	4

One of the important insights from the high response rate to this question, is that 50% of the gay and lesbian respondents were willing to give extra time at an event such as the Fair Day. This is perhaps an indicator of the willingness of the gay and lesbian communities to work co-operatively with the Police Service.

FOOTNOTES

1. French, Robert. **Camping by a Billabong**, 1993, Blackwattle Press.
 2. Thompson, Sue. **Policing Anti-Lesbian Violence**, 1992, NSW Police Service, work in progress.
 3. Johnson, Ian. **Sydney Star Observer Community Survey Final Report**, 1993, Significant Others.
 4. Castles, Ian. **Crime and Safety Australia**, April 1993, Australian Bureau of Statistics
 5. The assault rate for the sample group has been compared to the ABS assault rate for the Sydney metropolitan area rather than for NSW generally. This is because most of the sample group, at least 94% lived in the Sydney metropolitan area. There is however, very little difference between the Sydney metropolitan area assault rate and the NSW assault rate (NSW male: 3.3%, female: 1.8%; Sydney male: 3.3%; female 1.9%).
 6. Brown, David; Eggar, Sandra; Hogg, Russell; O'Toole, B; Stubbs, Julie; Travis, Gail; **Newtown Local Crime Victimisation Survey**, October 1991 - March 1992, work in progress. Preliminary findings were reported by Dr S. Eggar at the ANZ Society of Criminology 10th Annual Conference, 27 September 1994 at UNSW.
 7. Thompson, Sue. **Policing Anti-Lesbian Violence**, work in progress.
Johnson, Ian. **Sydney Star Observer Community Survey Final Report**, 1994.
 8. Lowe, Anthea, **Final Report of the Streetwatch Implementation Advisory Committee**, 1994, Anti-Discrimination Board.
 9. Price Waterhouse Urwick. **NSW Police Service Annual Strategic Report Community Survey**, 1994 (see Table 6)
- All comparisons to the general community in the Executive Summary unless otherwise referenced are from this survey.
10. The assault rate for the sample group has been compared to the ABS assault rate for the Sydney metropolitan area rather than for NSW generally. This is because most of the sample group, at least 94% lived in the Sydney metropolitan area. There is however, very little difference between the Sydney metropolitan area assault rate and the NSW assault rate (NSW male: 3.3%, female: 1.8%; Sydney male: 3.3%; female 1.9%).

Castles, Ian. **Crime and Safety Australia**, April 1993, Australian Bureau of Statistics.
 11. A comparison is being drawn with the assault rates as reported in **Crime and Safety Australia, 1993**, Australian Bureau of Statistics. This is a conservative comparison because actual assaults (this Survey) are being compared to actual or threatened assaults (ABS Survey).
Further explanation of the comparison can be found in the Introduction Chapter
 12. *ibid.*
 13. Castles, Ian. *op cit.*

14. It is not statistically valid to add together the actual assault and physical intimidation rates in order to obtain a figure for actual or threatened assault. Respondents to the question on types of crime/harassment could make multiple responses.

It is therefore more reliable to compare the 1.9% ABS figure to the 12% figure from this survey and to obtain a very conservative comparison rather than an inflated one.
15. *ibid.*
16. Price Waterhouse Urwick. *op cit.*
17. see Footnote 10.
18. Cox, Gary. ***The Streetwatch Report, A Study Into Violence Against Lesbians and Gay Men***, 1990, Gay & Lesbian Rights Lobby.

Schembri, Anthony. ***The Off Our Backs Report, A Study Into Anti-Lesbian Violence***, 1992, Gay & Lesbian Rights Lobby.
19. The research is summarised by Ireland, C.S. and Thommeny, J.L. "The Crime Cocktail: Licensed Premises, Alcohol and Street Offences", ***Drug and Alcohol Review***, 1993, p143-150.
20. *ibid.*
21. Cox, Gary. ***Anti-Violence Project Monitor 1993-1994***, work in progress.
22. Brown, David; Eggar, Sandra; Hogg, Russell; O'Toole, B; Stubbs, Julie; Travis, Gail; ***Newtown Local Crime Victimisation Survey***, October 1991 - March 1992, work in progress.
23. Cox, Gary. ***The Count & Counter Report, A Study into Hate Related Violence Against Lesbians and Gays***, 1994 Lesbian and Gay Anti-Violence Project.

APPENDIX 1

Community Attitude Survey

NSW Police Service

Hi, my name is _____ from Price Waterhouse.
We're doing a study today on behalf of the Police Service about harassment
toward the gay and lesbian community.

It shouldn't take more than 10 minutes to complete and we would really
appreciate it if you could participate. All your views will be strictly
confidential and no names are recorded.

Price Waterhouse Urwick



Community Attitude Survey

1. This is a question about you personally. Please tell me how concerned you are that these things might happen to you or your friends?

	Level of Concern			
	Not Concerned	A little Concerned	Concerned	Very Concerned
a. Verbal abuse or verbal harassment	1	2	3	4
b. Being shoved or bashed	1	2	3	4
c. Sexual assault	1	2	3	4
d. Physical intimidation	1	2	3	4
e. Domestic violence	1	2	3	4
f. Attacks on property (vandalism)	1	2	3	4

AFTER RECORDING THE LEVEL OF CONCERN FOR ITEMS A-F, ASK:

2. Have you personally experienced any of these crimes in the last 12 months? Which ones?

- Verbal abuse/harassment.....1
- Being shoved or bashed1
- Sexual assault1
- Physical intimidation.....1
- Domestic violence1
- Attacks on property1
- Experienced none in last 12 months2

IF EXPERIENCED NONE IN LAST 12 MONTHS, GO TO Q16 (PAGE 4)
IF "YES" TO Q2, ASK:

3. What do you think was the motive for the most recent incident?

- Homophobia1
- Racism2
- HIV/AIDS related3
- Sexual assault/rape4
- Sexism5
- Domestic6
- Religious7
- Theft8
- Unknown9
- Other (specify)10

4. How many times have you been harassed/assaulted in the last 12 months?

--	--	--



Community Attitude Survey

2

5. In what suburb did the last incident occur? □ □ □ □
- _____
6. Where did the last incident occur?
- | | |
|--|----|
| your home (private residence)..... | 1 |
| attacker's home | 2 |
| main road (eg. Oxford St, King St) | 3 |
| other road | 4 |
| park | 5 |
| pub/club | 6 |
| lesbian/gay venue | 7 |
| car park | 8 |
| on public transport | 9 |
| railway station | 10 |
| bus stop | 11 |
| work | 12 |
| other | 13 |
| shops/shopping centres/shopping mall | 14 |
7. How many offenders participated in the attack/harassment?
- | | |
|---------------------|---|
| one | 1 |
| two | 2 |
| three to five | 3 |
| six to ten | 4 |
| more than ten | 5 |
| Don't know | 6 |
8. What sex were the offenders?
- | | |
|----------------------------|---|
| male only | 1 |
| female only | 2 |
| both male and female | 3 |
| Don't know | 4 |
9. Were any of the offenders known to you?
- | | |
|------------------|---|
| Yes | 1 |
| No | 2 |
| Don't know | 3 |
10. Were there any witnesses to the incident?
- | | |
|------------------|---|
| Yes | 1 |
| No | 2 |
| Don't know | 3 |



IF THERE WERE WITNESSES ASK:

- 11. Did the witnesses attempt to help you?
 - Yes 1
 - No 2
 - No help was required 3

- 12. After you were harassed/assaulted, which of the following people did you seek support from?
 - partner 1
 - friend 2
 - parent/s 3
 - sibling 4
 - doctor 5
 - other health professional 6
 - police — which station? _____ 7
 - passer-by 8
 - no assistance sought 9
 - anti-violence project 10
 - anti-discrimination board 11
 - housing company 12
 - neighbour 13
 - other 14

POST-ASSAULT ACTION

- 13. After the incident, which of the following did you do?
 - Report the incident to the Police 1
 - Seek medical attention 2
 - No action taken 3



Community Attitude Survey

IF THE INCIDENT WAS REPORTED TO THE POLICE ASK:

14. Now I'm going to read out some statements about how Police treated you. Could you tell me whether you agree or disagree with these statements?

	Strongly Disagree	Disagree	Neither	Agree	Strongly Agree
a. Police were helpful	1	2	3	4	5
b. Police were supportive	1	2	3	4	5
c. I felt uncomfortable talking to the Police	1	2	3	4	5
d. Police were considerate	1	2	3	4	5
e. Police were not interested	1	2	3	4	5
f. Police were easy to talk to	1	2	3	4	5
g. Police were polite and courteous	1	2	3	4	5
h. Police were rude	1	2	3	4	5
i. Police listened to me	1	2	3	4	5
j. I was satisfied with the contact	1	2	3	4	5

IF THE INCIDENT WAS NOT REPORTED TO THE POLICE ASK:

15a. Why did you not report the incident to the Police?

- felt that the Report wouldn't be taken seriously 1
- felt the Police couldn't do anything 2
- believe Police wouldn't be empathetic 3
- didn't want the Police to know you are homosexual 4
- thought the matter wasn't serious enough 5
- couldn't be bothered 6
- drunk/drugged 7
- previous poor experience involving the Police 8
- previous poor experience by friend involving Police } Go to 15b&c 9
- embarrassed about the incident 10
- unable to get to the police station 11
- don't like police 12
- other (specify) 13

IF CODES 8 OR 9 IN 15A — ASK 15B & 15C;
OTHERWISE GO TO QUESTION 17



Community Attitude Survey

5

15b. If you or a friend suffered a previous poor experience with the Police, what was this in relation to?

- Property crime 1
- Crime of violence 2
- Other 3

15c. Do you believe the previous poor experience was because of your sexuality?

- Yes 1
- No 2
- Don't know 3

GO TO QUESTION 17

16a. If you were to experience any of these incidents, would you report them to police?

- Yes 1
- No 2
- Don't know 3
- Depends on situation 4

IF "NO" GO TO QUESTION 16B OTHERWISE GO TO QUESTION 17:

16b. Why not?

- feel that the Report wouldn't be taken seriously 1
- feel the Police couldn't do anything 2
- believe Police wouldn't be empathetic 3
- wouldn't want the Police to know you are a homosexual 4
- think the matter wouldn't be serious enough 5
- couldn't be bothered 6
- drunk/drugged 7
- previous poor experience involving the Police 8
- previous poor experience by friend involving Police 9
- embarrassed about the incident 10
- unable to get to the police station 11
- don't like Police 12
- other (specify) 13

17. Have you had to modify your behaviours to avoid harassment?

- Yes 1
- No 2
- Don't know 3
- Depends on situation 4



IF "YES" ASK:

17b. In what way?

DEMOGRAPHICS

Record Interviewer

A B C D E F G H I J K L

Finally, just some background information to make sure we have a good cross section of the population.

18. What is your...?

a. Gender

- Male 1
- Female 2
- Transgender 3

b. Sexuality

- Lesbian 1
- Gay 2
- Bisexual 3
- Heterosexual 4
- Other 5

c. Age

- Under 20 1
- 20 - 30 2
- 31 - 40 3
- 41 + 4

19. In what suburb do you live? Record Postcode

□ □ □ □ □

20. Are you aware of the existence of Gay/Lesbian Liaison Officers within the Police Service?

- Yes 1
- No 2

21. Do you wish to make any further comments?



APPENDIX 2

Submission for the Australian Violence Prevention Award 1994

**NSW Police Service -
'Reducing violence, crime and fear in the
gay and lesbian communities'**

November 1994

'Reducing violence, crime and fear in the gay and lesbian communities'

Violence and harassment against gay men and lesbians has been recognised by the NSW Police Service since 1985. In January 1990 the NSW Police Service appointed a project co-ordinator to initiate and develop a police program to reduce violence, crime and fear in the gay and lesbian communities and to improve Police customer service to gay men and lesbians.

Research conducted by Price Waterhouse Urwick at the Mardi Gras Fair Day in 1994 and funded by the NSW Police Service indicates that the level of criminal violence experienced by lesbians and gay men is disproportionately higher than that experienced by the general population. The survey results when compared to data from the Australian Bureau of Statistics, indicates:

- (i) *that the sample population of gay men were at least 4 times more likely than men generally to experience an assault in a 12 month period (14% gay men, 3.3% other men):*
- (ii) *that the sample population of lesbians were at least 6 times more likely than women generally to experience an assault in a 12 month period (12% lesbians, 1.9% other women). Furthermore, 76% of these assaults were perceived to be hate-based crimes and 64% occurred on a main road.*

Anti-gay/lesbian violence and harassment can include anything from name calling to murder. Since 1990 there have been 22 murders in NSW which are/appear to be gay-hate related murders. Information gathered on these murders indicates that young people under the age of 25 have been involved in fifteen of the murders. The common aspect in each murder has been the apparent motive of hatred/prejudice towards the victim on the grounds of their perceived homosexuality. Sixteen of these 22 murders have resulted in arrests by Police.

The Police Program to Reduce Anti-Gay/Lesbian Violence was established to initiate, develop, implement, monitor and evaluate police programs, policies, procedures and operations towards improved safety and feelings of safety for gays and lesbians.

Phase I: 1990 - 1992

Phase I of this program commenced in January 1990, the mission:

'to mobilise the Police Service, the gay & lesbian communities and the wider community to awareness, understanding, commitment and action on homophobic violence.'

Objectives

The objectives of this Phase were:

- (i) to increase awareness and understanding of homophobic violence at key levels of Police, Community and Government;
- (ii) to reduce violence and harassment against gays and lesbians by encouraging a joint community and police problem-solving approach at a local and corporate level;
- (iii) to increase the gay, lesbian and heterosexual communities' intolerance of anti-gay/lesbian violence and harassment;
- (iv) to increase the access of gays and lesbians to sensitive and professional policing services responsive to gay/lesbian hate violence;
- (v) to increase Police accountability at Senior and Operational levels for preventing, reducing and responding to anti-gay/lesbian violence.

Strategies

In Phase I the strategies included:

1. *Police Gay/Lesbian Client Group Consultant (Program Co-ordinator)*

This position was established in January 1990 to initiate, develop, implement and monitor police programs, policies, procedures and operations towards improved safety and feelings of safety for gay men and lesbians. On a pro rata basis three-quarters of the time of this position is dedicated to the above and the rest is focussed on improving police customer service to gay and lesbian members of the community. The successful applicant for this position was an external person with experience in policy, law reform, mediation, strategic change processes and program management.

2. *Police Gay/Lesbian Liaison Officers (PGLLOs)*

These nominated officers are central to this project and may be either general duties police, beat police, police intelligence officers and others. They are available as contact officers for gay/lesbian members of the community, are responsible for consultation with local gays and lesbians and for developing police patrol initiatives which reduce, prevent and respond to anti-gay/lesbian violence. From the initial four PGLLOs in inner city locations in 1990, to nineteen in 1992, 48 in 1993 and 95 in 1994, there is now a state-wide coverage in more than half of the State's police stations.

The successes of the PGLLOs are numerous and varied including:-

- a PGLLO Referral Manual to assist police in referring gays and lesbians to organisations and groups sensitive to their needs;
- police patrols of gay/lesbian dance parties in country locations after local media has reflected negative community attitudes;
- attending crime victims' homes and providing care and support to reduce trauma;
- intervening in neighbour harassment/threats to halt their escalation;
- addressing local schools on homophobia and anti-gay/lesbian violence;
- targeting police operations to apprehend particular offenders;
- liaising with the Volunteer Gay/Lesbian Street Patrol Group to ensure immediate police back-up when violence is witnessed on the streets.

3. *Police Gay/Lesbian Anti Violence Consultative Groups*

These groups have been set up in critical locations after reports of violence/harassment were received by the Program Co-ordinator. These currently operate in Newtown, Newcastle, Lismore, Surry Hills and Wollongong. Informal consultation takes place in a wide range of other patrols and is designed to respond to the needs of the local community.

4. *The Police Minister*

In 1990 the Police Minister gave credibility to homophobic violence and harassment as a serious issue when he agreed to a request by the Police Service to launch a community report on Violence Against Gay Men and Lesbians. This Report, the Streetwatch Report, was prepared by the Gay & Lesbian Rights Lobby. The media launch by a Liberal Government Police Minister, fascinated the media, focussed their attention on homophobic violence, gave it credibility as a serious issue and created a phase of intense national media interest and coverage.

5. *Media rapport to encourage community education*

Close rapport was developed with the media during 1990-92 in an attempt to change their often blatant homophobia and blaming of gay & lesbian crime victims. An extensive amount of assistance was provided to facilitate coverage of issues by TV current affairs programs, radio, newspaper, popular magazines (such as Penthouse, Rolling Stone, HQ) and TV serial programs such as GP and Country Practice. Since 1990 over 170 interviews have been conducted with the mainstream press by the Program Co-ordinator. Regular articles also appear in the gay and lesbian media.

6. *Streetwatch Committee*

The Police Service initiated the focussing of Government attention on homophobic violence by requesting the Police Minister to form a Government and Community Committee to look at anti-gay/lesbian violence. This Committee, known as the Streetwatch Implementation Advisory Committee, met from 1990 to 1994 and presented the Police Minister with its first report in 1992 and its final report in 1994 which was launched at NSW Parliament House. The work of this Committee, under the auspices of the Police Minister and chaired by the Anti-Discrimination Board, has ensured a wider government response to homophobic violence with initiatives being developed by the Department of Health, Department of School Education and Department of Housing.

7. *Annual Marketing and Communication Campaign*

A marketing and education campaign was implemented in 1990 and is reviewed annually. It targets both the gay and heterosexual communities in an attempt to educate the community by using the Police Service as a role model and encouraging the reporting of all violence/harassment against gays and lesbians. This has included:

- an education campaign within the gay/lesbian communities to encourage use of Police Services. This message was conveyed in 1990-92 by posters and leaflets which were widely distributed. This campaign is being currently redesigned and will be refocussed in February 1995;
- an advertising campaign in key gay/lesbian publications to encourage reporting to Police and to identify the Police Gay/Lesbian Program Co-ordinator and the Police Liaison Officers. These advertisements are on-going and have appeared in gay newspapers, gay & lesbian magazines, the Mardi Gras Guide, Gay & Lesbian Travel Guides and Gay & Lesbian Business Directories;
- a State wide mail out poster campaign of community groups, neighbourhood/local community centres and government offices was conducted in 1990. Posters were accompanied by a letter from the then Police Commissioner which addressed anti-gay/lesbian violence. Currently a joint strategy is being planned by the Police Service, Lesbian and Gay Anti-Violence Project and Health Department to revamp this broad-based education campaign;

8. *Working with Schools*

Great emphasis was placed on working with the Department of School Education because of the involvement of numerous school age boys in the murders of gay men. Following two murders connected to the one school in 1990, a school program was immediately initiated by the Police Program Co-ordinator. The program content was developed by the Adviser, two Police Youth Officers, two Local Youth Workers, the School Counsellor and Family Planning Association.

The intervention was run under the auspices of Police Crime Prevention Workshops and utilised 10 Police and six Youth Workers in a three day intensive program which addressed Homophobic Violence. It was jointly facilitated by Police and Youth Workers and assistance was provided by a

panel of 15 gay men and lesbians who attended the question and answer sessions. According to teachers and students the program was a startling success with a lasting impact on the school. Work was also undertaken with the Catholic Education Office in 1992 which led to the inclusion of a segment on homophobia and violence in the AIDS package under the topic "Rights & Feelings of Others".

9. *Promoting National and International Awareness of Anti-Gay/Lesbian Violence*

The Police Service has assisted in putting the issue of homophobic violence and the need for Police Gay/Lesbian Liaison on the agenda both nationally and internationally.

In 1991 the then Police Commissioner presented a paper on "Prejudice, A Barrier to Professionalism" to the Conference of Australasian and South Pacific Police Commissioners.

Ongoing assistance has been provided to Police, Community Groups and Members of Parliament in Western Australia, Victoria, Queensland, South Australia, Tasmania, ACT, New Scotland Yard and New Zealand, regarding establishing formal Police Gay/Lesbian Liaison in those locations. International media stories of NSW Police strategies on Homophobic Violence have featured in the London Times, NZ Herald, The Swedish Times, French TV, Japanese TV, Italian and Irish newspapers amongst others.

10. *1990-1992 were the years of visible symbols of Police Commitment*

A Mobile Police Van was placed at Taylor Square in late 1990, every Thursday, Friday and Saturday night and continued until 1994 when local consultation led to its replacement with a community van which enables police to walk the streets.

Police presented the Mardi Gras Association with an award for crowd control and safety in 1991. The Police Officer presenting it received 5 minutes applause.

Police contributed \$5,000 to the Truth or Dare Video developed by inner-city young people in 1991 to stop the homophobia and violence of their peers.

Police ran and continue to run a stall dealing with anti-gay/lesbian violence at World AIDS Day and at the Mardi Gras Fair Day which is attended by 20,000 people.

Police formally objected to the development application of an Amusement Parlour on Oxford Street which they believed would increase homophobic violence. They spent half a day being cross-examined in the Land and Environment Court on homophobic violence.

11. *Extensive community consultation*

Liaison and consultation was, and continues to be the essential strategy in building co-operation and trust and a joint approach to reducing anti-gay/lesbian violence. This consultation encompasses gay and lesbian community leaders, community groups and the many individuals who require assistance in coming forward to report crimes.

Phase II: 1992 - 1994

In Phase II of the project the Mission is:

'Police working with the gay and lesbian communities to reduce violence, crime and fear through formalised organisational change.'

This phase involves both structural reforms and widespread local community and police solutions to reduce and prevent anti-gay/lesbian violence. While focussed in 1992-94 this Phase continues on an ongoing basis.

Objectives

- (i) to improve the Police Service response to anti-gay/lesbian violence through comprehensive training for Service personnel on appropriate strategies for reducing this violence and responding to the needs of the client group;
- (ii) to improve the Police Service response to anti-gay/lesbian violence through identifying and implementing organisational reforms relevant to improved customer service; and identifying and lessening organisational practices detrimental to improving Police Gay/Lesbian relations.
- (iii) to improve the whole community response to reducing homophobic violence through working with government and non-government organisations.

Strategies

Phase II has included the following strategies:

1. *Training and Education*

A co-ordinated training strategy is being implemented which will provide heightened awareness of homophobia, homophobic violence and increased sensitivity to the needs of gay and lesbian members of the community.

This strategy currently has six strands:

- A Patrol Commanders' Workshop was held in December 1992 for Commanders in areas where there is homophobic violence or a need for improved customer service. 38 Patrols were identified through monitoring of community feedback over a three year period.
- An On The Job Police Training Package was completed in February 1993 on "Police Relations With the Homosexual Community". It is available for use in Patrols and is the first such Police package in Australia. 50 Patrol Training Officers have been trained in the use of the package at a local patrol level.
- An article was written for the Policing Issues and Practice Journal, titled "Dealing With Difference" which addressed homophobic violence and the needs of gay men and lesbians. Each of the State's 16,000 Police received a copy of this Journal.
- All Police Gay/Lesbian Liaison Officers now attend a 5 day training course at the Goulburn Academy which is co-facilitated by the Program Co-ordinator, an Academy Lecturer and a member of the gay/lesbian community. This is the first formal Police Academy course to address gay/lesbian issues in Australia.
- PGLLOs receive ongoing training in current crimes affecting gays and lesbians and on effective local strategies through the Program Co-ordinator.

2. *A Senior Level Working Party on improving Police Gay/Lesbian Relations*

This Working Party was established in 1992 to oversee Police initiatives seeking to increase the safety of gays and lesbians feelings of safety, and satisfaction with policing services. This Working Party is the first of its kind in Australia and is chaired by an Assistant Commissioner on behalf of the State Commander. It includes the project co-ordinator, relevant Assistant Commissioners (Professional Responsibility, Education and Training), regional representatives, PGLLOs and has regular community input.

This Working Party has identified 30 issues for consideration by the Police Service and will develop formal organisation positions on a wide range of strategies to reduce anti-gay/lesbian violence and improve service delivery.

3. *Police Gay/Lesbian Liaison Officers*

The number of Police Gay/Lesbian Liaison Officers has been dramatically expanded to 95 during this Phase to ensure local attention to homophobic violence.

4. *Schools Homophobia Package*

The Department of School Education in response to interest in the Police Crime Prevention (Homophobia) Workshop set up a working group of their training personnel, a teacher and the Police Gay/Lesbian Program Co-ordinator to turn the school homophobia project into a comprehensive training package available for school use as a six hour module.

5. *Survey of Violence Against Lesbians*

A Survey of violence against lesbians was conducted by the Police Service in 1992 via a UNSW Social Work student on placement. 300 women were surveyed at a National Lesbian Conference at the University of Technology and a draft report has been compiled which shows some disturbing and interesting findings. It is the first such survey of its size on anti-lesbian violence and assists police, community and government in understanding and responding to these crimes.

6. *Anti Gay/Lesbian Violence Forum*

A Forum was organised by the Police Service in April 1993 to provide wider access to the successes of the Streetwatch Committee. It was attended by several senior and operational police, relevant government departments, local government and Parliamentary representatives and gay and lesbian community organisations. The Forum's aim was to bring all stakeholders up to date on the range of community and government strategies now targeting homophobic violence and to plan future directions together.

7. *Improvements to the Computerised Operational Policing System (COPS)*

Refinements to the COPS System have been recommended by the project co-ordinator and PGLLOs after community consultation. These changes will ensure more accurate collection of Hate Crimes data and will assist police patrols in their response to anti-gay/lesbian violence and harassment. It will also enable access to the data collected by community organisations such as the Lesbian and Gay Anti-Violence Project.

8. *External Assistance on Homophobia*

Assistance is provided by the Project Co-ordinator or PGLLOs to the many organisations who are attempting to respond to homophobic violence and the needs of gays and lesbians, for example Alternative Dispute Resolution Association, Relationships Australia, Church Groups, Universities and Schools.

Phase III: 1994 - 1995

In Phase III of the project the Mission is:

'The publishing of a formal Police policy and strategic plan to reduce violence, crime and fear in the gay and lesbian communities and to improve Police customer service.'

This phase will be based upon both Police research on victimisation rates and fear levels, and on widespread community consultation with the gay and lesbian communities (focus groups). This will enable assessment of satisfaction with police services and community suggestions to reduce violence.

Objectives

- (i) to more accurately understand the victimisation and levels of fear of gays and lesbians through appropriate research;
- (ii) to more accurately assess the needs of gay men and lesbians in relation to homophobic violence and police customer service through widespread community consultation;
- (iii) to formalise the Police Service commitment to anti-gay/lesbian violence and improved customer service through publishing a Gay/Lesbian Policy and Strategic Plan.

Strategies

Phase III includes the following strategies:

1. *Survey of Violence and Harassment Against Gay Men and Lesbians in Sydney*

The NSW Police Service funded an independently administered gay and lesbian population survey at the Mardi Gras Fair Day in February 1994 to ascertain levels of fear, victimisation and satisfaction with police customer service. The survey report, 'Out of the Blue,' will be released and launched in 1995.

2. *Customer Assistance Unit*

The Police Customer Assistance Unit was established in 1994 and after a period of community education, gays and lesbians are now utilising this Unit for inquiries or conciliation about police customer service issues.

3. *State-wide Community Consultation*

Widespread gay and lesbian community consultation via focus groups will be conducted in early 1995 to provide for community input into a Police Gay/Lesbian Policy and Strategic Plan. The personal safety of gays and lesbians will be a major focus of the consultation.

4. *Working Party*

The State Commander's Working Party on Improving Police Gay/Lesbian Relations will continue to develop and review organisational strategies to reduce violence, crime and fear in the gay/lesbian communities.

5. *Policy and Strategic Plan*

A Policy and Strategic Plan will be published mid 1995. It will formalise and describe the ongoing Police program of reducing violence, crime and fear in the gay/lesbian communities.

The Future

The NSW Police Service through its Program to reduce anti-gay/lesbian violence has purposefully taken the lead in creating a momentum for social change on homophobic violence and harassment. The NSW Police Commissioner, Tony Lauer, summarised this change at the 1993 National Conference on 'Keeping the Peace - Police Accountability and Oversight.'

'To many in the community we are moving from being a traditional represser of freedom and public expression to a champion of the downtrodden, a representative of the maligned and underprivileged in society - an advocate for the community.'

[Hotel Nikko, 20 May, 1993, A R Lauer, NSW Commissioner of Police]

This momentum now has a life of its own and the NSW Police Service is committed to lead the way in its program to reduce anti-gay/lesbian violence.

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Australian resources dealing with anti-gay and lesbian violence

- **The Streetwatch Report**, April 1990, Gay and Lesbian Rights Lobby.
- **The Off Our Backs Report**, September 1992, Gay and Lesbian Rights Lobby.
- **(Interim) Report of the Streetwatch Implementation Advisory Committee**, February 1992, Anti-Discrimination Board of NSW.
- **The Young Lesbian Report**, June 1992, Sydney Young Lesbian Support Group.
- **Policing Anti-lesbian Violence**, June 1992, NSW Police Service (in progress).
- **Violence against Lesbians and Gay Men**, November 1993, Australian Institute of Criminology.
- **The Count and Counter Report**, January 1994, Lesbian & Gay Anti-Violence Project.
- **Not a Day Goes By, Report on the GLAD Survey into Discrimination and Violence Against Lesbians and Gay Men in Victoria**, February 1994, G.L.A.D.
- **The Police & You, A Survey of Lesbians and Gay Men in South Australia**, August 1994, Lesbian and Gay Community Action.
- **Out of the Blue, A Police Survey of Violence and Harassment against Gay Men and Lesbians in Sydney**, February 1995, NSW Police Service.
- **Lesbian and Gay Anti-Violence Project Monitor 1993-1994**, Lesbian and Gay Anti-Violence Project.

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