

D/2008/127407
131399**Issue:**

Request for information in relation to GLLO training, policies, guidelines and preventative measures to address 'beats' management and gay 'hate crimes'

Relationship to State Plan/election commitments:

This Brief provides advice on issues of concern in relation to priorities R1 and R3 of the State Plan - reducing violent crime and anti-social behaviours.

Background:'Beats' management policies and guidelines:

Community concern about the policing of 'beats' - public places used by men to arrange or engage in sexual activity - prompted the first NSW Police Force policy on 'beats' - a Commissioner's Circular in 1995 (95/75 - **Tab A**). This circular stated a preference for high visibility policing techniques and advised against covert operations, citing potential risk of allegations of entrapment and agent provocateur and subsequent inadmissibility of evidence. The use of covert operations was recommended however, when investigating assaults at 'beats'. Finally, the circular noted an increased level of trust and confidence in police to report crimes resulting from professional policing of 'beats'.

The circular was updated and incorporated into the Police Handbook in 1999 and remains **current NSWPF policy (Tab B)**. An important inclusion in the policy is the requirement to consider the number and nature of complaints received in relation to a 'beat' before making a decision to instigate a police response. This has implications for resource allocation and competing priorities within a Command.

Between 2003-2005 a significant amount of policy work was undertaken to support the implementation of this policy through the development of draft guidelines and Standard Operating Procedures (**Tab C**). Although two rounds of consultation (internal and external) were undertaken, by July 2005 the process did not result in a finalised set of documents. A few months later the then Senior Programs Officer passed away suddenly and the project has remained inactive since that time.

In May 2008 a request from Performance Improvement and Planning (**Tab D**) to conduct a full review of the 'beats' section in the NSW Police Force Handbook led to the development of a revised policy document and guidelines which were submitted for consideration and approval on 20/05/08.

According to TRIM records this Brief (**Tab E**) has been returned to Performance Improvement and Planning.

Comment:

The following information was specifically requested:

1. What does the GLLO program actually cover?

The Gay and Lesbian Liaison Officer Program was formally established in 1990 to address a range of issues of concern to members of the gay, lesbian, bisexual and transgender communities (GLBT), particularly in relation to homophobic violence and 'gay hate crimes'.

The GLLO training course is currently a four day program incorporating topics such as 'Hate Crimes, homophobic violence and harassment – responding to gay hate crimes' and 'Beats management issues for police'. The detailed course program for a GLLO training conducted recently is attached at **Tab F**.

Included throughout the training program is a focus on professional conduct in carrying out the GLLO role, an understanding of the history of relationships between police and the GLBT communities and the provision of sensitive and appropriate support to victims of violence and crime.

There are also a number of opportunities for community representatives and various 'expert' guest presenters to share information and experiences with course participants, including a 'community panel'. This provides police with first hand experiences of community members and information about services and groups for referral purposes. A guest presenter provides a one hour session on what 'beats' are and why men use 'beats' prior to a NSWPF presentation on policing issues in these locations.

2. What policies and guidelines are available at the local level in order to address high profile areas such as beats?

The current NSWPF policy on managing beats is contained in the NSWPF Handbook, Chapter B (**Tab B**). However, this section has been revised and a set of guidelines developed to support the implementation of the policy. These documents were submitted with the Brief to Performance Improvement and Planning (**Tab E**).

Other guidelines available include the provision of training such as the GLLO training program and specific training sessions on 'beats management' provided to Local Area Commands on request. An example is the provision of a number of such sessions to Harbourside Command in 2007. Usually, area health staff with specific expertise in the health promotion aspects of 'beats' usage lead this training.

A small number of collaborative partnerships and in some cases, formal agreements, have been conducted in some Local Area Commands eg Northern Beaches, Harbourside, Eastern Suburbs. These involve a range of key stakeholders including the NSWPF, local councils, area health service staff, National Parks and Wildlife personnel and the NSW Attorney General's Department. Meetings are conducted to discuss the priority issues of concern, risk assessments/audits may be conducted and agreements reached on the most appropriate measures to ensure the safety and comfort of all users of public spaces identified as problem areas. A focus area is the prevention of all crimes occurring in these areas including assaults and 'hate crimes'.

Currently, a number of these projects are being recorded to facilitate sharing of 'good practice' within the organisation. Ashfield Command is also currently engaged in a documentation exercise which may be made available to other officers for professional development purposes.

Finally, there is a 'Beats Working Group' interagency forum which meets every month. The NSWPF is represented on this forum. Currently the group has been actively engaged in developing an information resource to distribute to 'beat users' containing information about safety. This resource is about to be focus tested prior to distribution. The NSWPF will have an opportunity to test the resource and provide feedback.

3. Any preventative measures to prevent gay hate crimes?

The current NSWPF policy approach is high visibility policing of 'beats' to act as a deterrent of all criminal acts including serious assaults and 'hate crimes'. Based on intelligence gathered, covert operations can be authorised to respond to actual or likely assaults in these areas.

Proactive responses being conducted by the NSWPF to prevent crime include the collaborative partnerships and agreements referred to under question 2. For example, the work currently being undertaken at Eastern Suburbs Command is directly motivated to prevent the occurrence of crimes such as those that occurred in this location during the late 1980s and early 1990s.

More generally, the GLLO program within the NSWPF is motivated in part to prevent crimes against the GLBT communities by fostering confidence in police, leading to increased reporting.

The NSWPF is also a key partner in the whole of government policy released in 2007 *Strategic Framework 2007-2012 Working Together: Preventing violence against gay, lesbian, bisexual and transgender people (Tab G)*. The partnership work conducted by the NSWPF, with government and non government organisations, includes a range of activities contributing towards crime prevention such as education in school and workplace environments.

Recommendation:

For the information of the Ministry.

[Redacted]

Jackie Braw
Senior Programs Officer – Gay, Lesbian and Transgender
Policy and Programs
21/08/08 [Redacted]

Manager Community Engagement

[Redacted]

21.8.08

Commander Policy and Programs *FOOD FOR INFORMATION*

[Redacted]

25.8.08

A-WHITE SUPT

for Corporate Spokesperson, Gay, Lesbian and Transgender Issues

[Redacted]

A/SUPT 1/9/08

Deputy Commissioner Field Operations

Commissioner

Ministry



POLICY AND PROGRAMS COMMAND

FILE NOTE

SUBJECT: Request from Ministry for information in relation to GLLO training GLLO training, policies, guidelines and preventative measures to address 'beats' management and gay 'hate crimes'

TRIM: D/2008/129904

TO: Deputy Commissioner Dave Owens
Supt Adam Whyte

FROM: Jackie Braw

DATE: 21/8/08

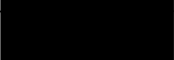
DETAILS: (Brief summary of report including contentious issues, topical matters – dot points only)

- Correspondence from Mr Gary Burns to senior NSWPF personnel and the Minister has been an ongoing issue for a number of years
- At times this correspondence is inappropriate and offensive
- In this correspondence, Mr Burns expresses seemingly contradictory views and opinions about the NSWPF approach to 'beats', sometimes focussing on male beat users as victims of police harassment and at other times as victims of 'gay hate crimes' which, he suggests, is being ignored by the NSWPF
- Mr Burns has been informed on a number of occasions about the key activities that the NSWPF is engaged in relation to policing responses to beats, including our involvement in the 'Beats Working Group' Interagency which is working directly on one of his key concerns – educating beat users about the associated harms of using beats
- Despite being given information about these activities, showing progress towards achieving some of the recommendations arising from the 2005 inquest, he continues to write correspondence to senior NSWPF personnel and the Minister alleging that the NSWPF has been inactive in this area
- Current NSWPF activities including GLLO and other training initiatives, sharing 'good practice' such as collaborative partnerships and related agreements, involvement on the 'Beats Working Group', the revised policy and guidelines (submitted to Performance Planning and Improvement Tab D) all directly respond to the recommendations made by Magistrate Milledge in 2005

NAME: Jackie Braw

POSITION: SPO GLT

SIGNATURE: 


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