

ISBN: 978-1-921309-06-9

New South Wales Police Force Strategy on Sexuality, Gender Diversity and Intersex 2016 - 2020. Title:

Subject: Lesbian, Gay, Bisexual, Transgender and Intersex Issues

Command Responsible: Operational Programs

Publication date: June 2016 Version number: 1.0 Review date: June 2020

Caveat:

© 2016. Crown Copyright belonging to the Crown in right of the State of New South Wales (through NSW Police Force) is hereby reserved.

Website address: www.police.nsw.gov.au/community_issues NSW Police Force Strategy on Sexuality, Gender Diversity and Intersex



CONTENTS

Col	mmissioners Message	3
Col	rporate Sponsor's Introduction	4
Glo 1.	essary of terms used in this document Purpose	
2.	Who is affected by this strategy?	14
3.	Building respect, trust and cooperation between the NSW Police Force and lesbian, gay, bisexual,	14
	- Strategy context	
	Customer Service and responding to victims of violence and crime	
	- The Gay and Lesbian Liaison Officer Program	
	- Sexuality, Gender Diversity and Intersex Region sponsors	
	- School Liaison Police, Youth Liaison Officers and PCYC Case Managers	
	- Domestic Violence Liaison Officers	
	- Other Liaison and specialist contact officers	
	- Community safety	
4.	Values	
5.	Objectives	
6.	Strategy into action	
o. 7.	Reporting	
<i>,</i> .	neporung	50

COMMISSIONER'S MESSAGE



Our purpose is to work with the community to reduce violence, crime and fear. The environment today is very complex and diverse, making it more important than ever for police officers to actively build and maintain a professional and collaborative relationship with sexuality and gender diverse communities.

This strategy is our fourth – the first policy was issued in 1997, the second in 2003 and again in 2011. These policies illustrate an ongoing commitment to improving the way we manage lesbian, gay, bisexual, transgender and intersex issues in a policing context, and provide our officers with a clear direction for the future.

Our current strategy builds on the inclusive nature of our last policy, particularly in recognising the rich diversity within sexuality and gender diverse communities. In addition to our external focus on engaging communities and ensuring all people we come into contact with are treated with respect, courtesy and fairness, we intend to focus more internally to support inclusive and respectful workplaces.

This strategy, like our previous statements, embodies our core values of excellence, trust, honour, impartiality, commitment, accountability and leadership. It reflects the NSW Government's State Prorities, with realistic and achievable policing objectives. Most importantly, it reflects our commitment to increasing trust and confidence in the NSW Police Force amongst members of the lesbian, gay, bisexual, transgender and intersex communities in NSW and a collaborative approach to preventing crime and supporting all those affected by crime. It also reinforces our commitment to creating inclusive and supportive workplaces of choice for members of these diverse communities.

Andrew Scipione AO APM Commissioner of Police

CORPORATE SPONSOR'S INTRODUCTION



The NSW Police Force Strategy on *Sexuality, Gender Diversity and Intersex 2016-2020* – aims to create a culture of inclusion within the NSW Police Force. It encourages all NSW police employees to improve their understanding and appreciation of diverse identities within these communities. This can only be achieved by a range of strategies including the well established GLLO (formerly Gay and Lesbian Liaison Officer – now LGBTI Liaison Officer) program, effective community engagement, comprehensive education and training; accurate and timely recording of crimes against community members; and the provision of appropriate support to victims of crime.

In 2015 we commemorated a quarter of a century of the GLLO Program. A small group of GLLOs were stationed at inner city police stations in 1990. Today, there are 200 GLLOs located in metropolitan and regional locations across the state. The GLLO program, over the last 25 years, has always promoted the best interests of lesbian, gay, bisexual, transgender and intersex (LGBTI) communities. To continue moving forward, the interaction of other programs and disciplines within the NSW Police Force is required. School and Youth Liaison Officers, PCYC Case Managers, Crime Prevention Officers, Domestic Violence Liaison Officers, Multicultural and Aboriginal Community Liaison Officers and general duties police officers, all have responsibilities to provide LGBTI people with the best possible customer service. To achieve this, officers must understand and appreciate diverse cultures, religions, ethnicities, abilities as well as Sexuality, Gender Diversity and Intersex.

It is increasingly apparent that young people are amongst the most vulnerable within the community. Sexuality and gender diverse young people, and those questioning their orientation or identity are no exception. Evidence suggests they are even more at risk due to negative attitudes and discrimination they face on a daily basis. The vital roles that School and Youth Liaison Officers will play, working in partnership with our GLLOs, are highlighted in this new strategy.



The primary focus of our Local Area Command GLLOs is two-fold: facilitating positive relationships between police and members of LGBTI communities, and secondly, improving the overall capacity of officers within commands to work effectively with members of these communities, whether they are a victim of crime or have concerns for their safety and well-being. Both of these roles will be greatly facilitated by improving our own workplace culture and implementing inclusive policies and practice. Our work with *Pride in Diversity* over the next few years will be of particular value in this regard.

I encourage all NSW Police Force employees to read this document and consider how they can improve their own practice in relation to working with LGBTI people in the pursuit of crime prevention, detections, addressing the fear of crime and ensuring an appropriate and sensitive response to victims and witnesses of crime.

Superintendent Tony Crandell

Corporate Sponsor, Sexuality, Gender Diversity and Intersex



GLOSSARY OF TERMS USED IN THIS DOCUMENT

The NSW Police Force recognises that respect for individuality impacts on a person's self-worth and inherent dignity. The use of inclusive terminology respects individuality and enables visibility of important issues. The right of people to identify their sexual orientation, gender identity or intersex status as they choose is also supported. It is recognised that terminology in this area is strongly contested, particularly terms used to describe gender identity. Recent consultation conducted by the Australian Human Rights Commission¹ revealed there is no clear consensus on the most appropriate terminology. The terms below have been selected and defined for the purpose of this strategy.

'Sexuality, Gender Diversity and Intersex' is used in this document to include the broad range of identities individuals may have including lesbian, gay, bisexual, transgender, intersex, queer and questioning. It also includes people who may have a more 'fluid' identity or approach to their gender or sexuality.

'Sexuality' - The NSW Police Force recognises the diverse range of sexualities in the community. Sexuality is an umbrella term used in this document that incorporates the meanings and behaviours defined by one's sexual identity: how someone perceives themselves and how they present to the world, sexual orientation: the direction of one's emotional and physical attraction to others, and sexual behaviour: how a person expresses themselves sexually.



'Lesbian, gay, bisexual, transgender, intersex (LGBTI) people or community/ communities' is also an umbrella term used in this document to refer to the 'lesbian and gay' community, 'bisexual' people, the 'transgender' or 'gender diverse' community and 'intersex' people. The term is inclusive of people who are same sex attracted, irrespective of the form or level of that attraction, the level of self identification or the identifier used by them (ie lesbian, gay, bisexual, queer etc), the public status of their sexuality (ie 'out' or 'closeted'), or the level of connectedness to lesbian, gay, bisexual or other organisations or social groups. It is also inclusive of people questioning their gender or with other gender issues.

LGBTIQ – 'Q' is sometimes used to refer to 'queer' and/or 'questioning' to cover identities held by some people. 'Queer' is a term that has been reclaimed by some, particularly younger people, who have a more fluid identity. For the purpose of this strategy, 'Queer' is not intended as a derogatory term.

'Lesbian and gay' refers to any sexuality that involves some form or level of same sex attraction. The terms 'lesbian and gay' or 'gay and lesbian' are used for ease of reference only and is not intended to exclude any 'same sex attracted' sexuality that does not use the identifier 'lesbian' or 'gay'. Positioning 'lesbian' before 'gay' in this document is a form of supporting the visibility of lesbians within the community.

'Heterosexual' refers to any sexuality that involves some form or level of attraction to the opposite sex.

The terms 'transgender' and 'gender diverse' are used interchangeably in this document and refer to any person who feels their assigned gender does not completely or adequately reflect their internal gender (how they feel). Transgender people may or may not take steps to live as a different gender.

Transsexual is a term sometimes used to refer to people undergoing or who have undergone a gender transition. A person from a gender diverse background may express any sexuality – heterosexual, homosexual or bisexual.

'Intersex' refers to people born with genetic, hormonal or physical sex characteristics that are not typically 'male' or 'female'. Like everyone else, intersex people have a diversity of bodies and identities.

Note: Violence perpetrated against intersex people might be based on physical characteristics, including sex characteristics. Sometimes it may be motivated by assumptions about sexuality or gender diversity.

'Bisexual' is a term used by some people to describe themselves as physically, emotionally and sexually attracted to both women and men. This strategy is inclusive of bisexual people who experience homophobic violence, domestic violence in a same sex relationship or any form of discrimination or prejudice based on their actual or perceived 'homosexuality'.

'Homophobic' violence or **crime** refers to hate and fear based harassment, abuse or violence directed at someone because they are, or are perceived to be, lesbian, gay, bisexual or transgender. It includes physical and non-physical forms of abuse and the fear of violence. A victim of homophobic violence may or may not be homosexual. Some people confronted by a transgender or intersex person may experience 'homophobia' because they perceive that person to be lesbian or gay.

'Transphobic' violence or **crime** specifically refers to hate and fear based harassment, abuse or violence directed at transgender people based on the expression of their internal gender identity, not their perceived or actual sexuality.

'Discrimination'. The legal definitions of unlawful discrimination across the Federal and State jurisdictions are complex. Below is an attempt to best summarise the definitions for the purpose of this strategy.

'Direct discrimination' occurs when a person treats another person less favourably in certain areas (including employment, goods and services) because they have a certain ground or attribute (including homosexuality and transgender).

'Indirect discrimination' occurs when a person requires another person with a certain ground or attribute to comply with a requirement or condition in certain areas (including employment, goods and services) and because of the ground or attribute the person is unable to comply and is disadvantaged.

'Unlawful victimisation' occurs when a person subjects or threatens to subject another person to a detriment because they have lodged a complaint of unlawful discrimination.

Note: Although discrimination is referred to in this strategy, it should be noted that police officers cannot respond to incidents that are not offences. Police will, however, direct people to services such as the NSW Anti-Discrimination Board and the Australian Human Rights Commission, where appropriate.

'Vilification', according to the law, is any public act that could incite others to hate, have serious contempt for, or have severe ridicule of a person or group based on their actual or perceived race (including colour, nationality, descent and ethnic, ethno-religious or national origin), homosexuality (lesbian or gay), HIV or AIDS status or transgender status.

'Beat' refers to a public location such as a park, beach or public toilet where men meet to negotiate and/or engage in social or sexual contact with other men. Men using beats do not necessarily identify as homosexual. Available evidence suggest that many beat users identify as bisexual or heterosexual despite the homosexual nature of their activities.





PFLAG SUPPORT DOCUMENT

PFLAG (Parents, Families & Friends of Lesbians & Gays) NSW promotes the health and well-being of lesbian, gay, bisexual and transgendered persons, their families and friends, through:

- Support, to cope with adversity in society;
- Education and the promotion of understanding in the general community; and
- Advocacy, to end discrimination and to gain equal rights.

We feel our objectives are similar to that of the police, in that we are all there to offer support and help make you feel safe and included to enable you to reach your full potential.

PFLAG appreciates being invited to participate in police training and events, as we feel that by sharing our experiences as parents, we can try to ensure that the interactions police have with gay men and lesbian women will be positive. We feel it is important to put a human face on

'gay and lesbian' issues, which are often politicised in the media. We need to stress that they are people with similar problems and challenges to all of us, but they also have a few more.

We appreciate that times are changing and many gay people are 'out' and confident. However, many parents who attend our meetings have shared harrowing stories about the discrimination and abuse their children have endured and their reluctance to come forward to seek help or report matters to the police. There is still a real need for Gay and Lesbian Liaison Officers, who are immediately recognised as gay friendly police you can talk to and trust.

PFLAG congratulates the NSW Police Force for the 25 successful years of the GLLO program and we welcome this continued policy commitment.

Judy Brown
President
PFLAG NSW Inc.



1

PURPOSE

The NSW Police Force Strategy on *Sexuality, Gender Diversity and Intersex 2016-2020* – aims to provide overall direction to NSW Police Force employees in relation to sexuality, gender diversity and intersex issues within the community – our external focus – and within the organisation – our internal focus. It is a strong public commitment to working in partnership with LGBTI people and communities to prevent and reduce crime, and the fear of crime. It is also a commitment to NSW Police Force employees to be inclusive of diverse sexuality, gender and intersex status, thereby creating a more harmonious workplace.

All NSW Police Force employees are bound by the Code of Conduct and Ethics³ that requires the treatment of all people with respect, courtesy and fairness. Where individuals present to police as offenders, specific legislation, policy and guidelines exist to direct police interactions. This strategy is more concerned with the general interactions between police and members of the LGBTI communities within the context of customer service, including specific police responses to victims of crime.

This strategy is supported by the NSW Police Force Sexuality, Gender Diversity and Intersex Strategic Plan 2016-2020.⁴



CEO TWENTY 10 BRETT PARADISE

One of the most satisfying areas of work for Twenty 10 is participating in the training and awareness raising activities of NSW police. Our trips down to the Academy in Goulburn have been extremely beneficial, both to the police participants in training, whether they are brand new recruits or more experienced officers becoming GLLOs, and to us. The more we appreciate the nature of police work, the easier it is for us to support our clients in their interactions with the police. It is so important to break down any barriers there may be and to encourage young people to trust the police. The GLLO program sends a very clear message to sexuality and gender diverse young people of acknowledgment and support, particularly at community events such as Wear it Purple or International Day Against Homophobia and Transphobia, and Mardi Gras. Our clients very much look forward to their police escort after the Mardi Gras parade to ensure their safe travel



home. This renewed policy commitment could not have come at a better time in the light of recent research by Beyond Blue pointing to very negative attitudes still prevalent amongst young men.

Brett Paradise CEO - Twenty 10



2

WHO IS AFFECTED BY THIS STRATEGY?

This is a document for all NSW Police Force employees – both sworn and unsworn. It applies to police interactions with individuals and communities who are same sex attracted and/or intersex or transgender, irrespective of the public status of their sexuality and gender or their level of self-identification. Further, it applies to individuals incorrectly perceived to be same sex attracted and/or gender diverse and may become victims of bias motivated violence.

This strategy recognises the specific role and expertise offered by GLLOs - LGBTI Liaison Officers. However, regardless of role or training, every NSW Police Force employee is responsible for respectful, fair and equitable interactions with each other and when engaging with individuals and communities in the course of their duties. This includes police recognising an individual's specific needs around identity, culture, ability and experience, in accordance with NSW Police Force values.

To the extent that the NSW Police Force recognises that it has a role to educate the community about bias motivated violence and crime as part of crime prevention and reduction, this strategy also applies to the general community. In addition to specific information and education initiatives delivered to external government and non-government organisations, including schools and other educational settings, the NSW Police Force recognises that community education can best be achieved through modelling its interaction with members of LGBTI communities, participating in a range of interagency forums and through recognising and supporting the significant contribution its LGBTI employees make to the organisation and the wider community.

A note on bias crime:

It is not within the scope of this document to detail the complexity of bias motivated crime perpetrated against LGBTI people and communities. However, it should be noted that the experience of bias motivated violence and harassment can be very different if based on gender related characteristics rather than sexuality. The NSW Police Force currently defines bias crime as:

... criminal offences committed against people, property or society that are motivated by the offender's bias against race, religion, ethnic or national origin, sex/gender, gender identity, sexual orientation, age, disability status or homelessness status.

Whether individuals present as victims of crime, witnesses or concerned community members, interactions with the police should be positive and productive. This is important where an individual has been a victim of violence, whether bias motivated or not. NSW police officers will investigate these matters with integrity and sensitivity, providing victims with referrals to appropriate support and other services.

ACON

ACON relies heavily on a solid and positive working partnership with the NSW Police Force. We have supported the GLLO program since its early days during the 1990s when Sydney was plagued with a number of disappearances and suspicious homicides of gay men, allegedly linked to homophobic motivations. Whilst today, in 2016, there is much more trust and confidence in reporting to the police amongst gay men and lesbians, we know from anecdotal evidence that young people, transgender and intersex communities may feel fear and reluctance to report to 'regular' police yet will be more likely to talk to a GLLO. ACON welcomes a renewed New South Wales Police Force policy commitment to working in partnership with LGBTI communities and acknowledges the internal focus to create a more supportive and inclusive workplace



through membership and participation in our Pride in Diversity program.

A ...

Nic Parkhill CEO ACON



3

BUILDING RESPECT, TRUST AND COOPERATION BETWEEN THE NSW POLICE FORCE AND LESBIAN, GAY, BISEXUAL, TRANSGENDER AND INTERSEX PEOPLE

STRATEGY CONTEXT

The social and political environment in NSW has changed dramatically since the first NSW Police Force policy on gay and lesbian issues was introduced in 1997. Societal attitudes have improved significantly in recent years. There are now numerous positive media representations of Sexuality, Gender Diversity and Intersex and public figures who have 'come out' as lesbian, gay or transgender.

However, there remains a concerning level of intolerance directed at people who are seen to transgress what are considered to be 'expected' norms and boundaries of behaviour. This intolerance seems particularly true amongst young men⁵ and directed against transgender people.⁶

At a state level, *NSW: Making it Happen*⁷ provides the over-riding government framework for NSW Police Force programs and activities. The NSW Charter of Victim's Rights clearly articulates the rights of victims of crime and applies to all government agencies.

There are a number of relevant organisation-wide NSW Police Force policies impacting on relationships between police and LGBTI communities.

- The NSW Police Force Corporate Plan vision is creating a safe and secure NSW for all its residents and visitors. Key service delivery priorities include preventing and reducing crime; enhancing public safety; and promoting community and stakeholder partnerships.⁸
- Our *Customer Service Charter* and program area includes training, community engagement and a range of highly innovative programs to assist in building alliances with community members. The Customer Service Charter states in clear and simple terms our commitment to our officers as well as to the diverse communities served by the NSW Police Force.⁹
- Bias Crime guidance seeks to challenge bias motivated violence and crime and encourages
 victims of such crime to report incidents to the police. The corporate definition and related
 guidance seeks to assist officers in the supervision of investigations and verification of
 events in recognition of this highly complex and sensitive area of work.¹⁰



The strategy context also includes a range of other NSW Police Force policies and portfolios that support other types of diversity. LGBTI people are not only defined by their intersex status, gender or sexuality - they also have ethnicity, culture, religion, age and ability. Crucial to effective policing is an understanding and appreciation of the different practices, beliefs and environments that influence interactions between police and LGBTI people. Cultural Diversity, Aboriginal Issues, Youth, Disability, Mental Health, Homelessness and Older People for example are all important portfolios within the NSW Police Force impacting on the implementation of this strategy.

The NSW Police Force also recognises the emerging profile of transgender, gender diverse and intersex communities and organisations within NSW and seeks to establish partnerships with these groups and communities to improve its understanding of their issues with respect to policing. The formal inclusion of bisexual, transgender and intersex people was achieved in the 2011-2014 policy and is present in the current strategy. The development of improved NSW Police Force guidelines on information, search and custody of transgender and intersex people will also assist police to respond competently to a range of complex issues faced by these populations.

Finally, the internal context consists of the range of policies on equity and diversity, harassment, discrimination and bullying all influencing LGBTI inclusive workplace practice. Membership of Pride in Diversity – the non-profit employer support organisation working to assist the NSW Police Force to become a more supportive and inclusive employer of LGBTI people – and the participation in the Australian Workplace Equality Index, will support the achievement of relevant, internally focused objectives of this strategy.



THE GENDER CENTRE

The Gender Centre's relationship with the police has improved dramatically in recent years. The inclusion of transgender and intersex people in the 2011 policy and the launch of the Transgender Anti Violence Project in the same year, demonstrated the degree of support now provided by the NSW Police Force. The Police have been active partners in the TAVP from the beginning, working closely with us to encourage victims of harassment and abuse to report to the police. GLLOs regularly visit the centre and address our groups, explaining the GLLO role and helping to build trust and positive relationships. Most importantly, this ongoing policy commitment reflects

a working partnership, advocacy and support and continued efforts to raise awareness and understanding amongst the police and the community.

Phinn Borg Executive Director -The Gender Centre







CUSTOMER SERVICE AND RESPONDING TO VICTIMS OF VIOLENCE AND CRIME

Research on bias motivated crime suggests considerable under-reporting of crime.¹³ In this context, for an effective police response, it is critical that there is a focus on increasing the level of reporting. The NSW Police Force regularly engages in collaborative, interagency projects and activities aimed at encouraging community members to report all crime and violence to the police, but despite the efforts of reporting campaigns over the last two decades, reporting rates for bias crimes have not increased. The data available suggest they are, in fact, lower now than they have ever been.

It is unclear whether this reflects a decrease in the incidence of bias crimes against LGBTI people, under-reporting of such crime and/or difficulties in identifying and recording bias crime. Data from community based agencies such as ACON show a decrease in reports of street-based physical violence and points to neighbour harassment and verbal abuse as increasing problem areas. Other evidence suggests that bullying/harassment in schools and domestic and family violence are of particular concern. The changing presentation of violence and crime experienced by LGBTI people guides NSW Police Force responses to enable effective targeting of reporting campaigns and education.



The NSW Police Force response includes appropriate referrals to community and government agencies to support victims of crime, violence, discrimination and vilification. Training, guidelines and related activities support police to direct people appropriately to the range of services available for LGBTI people in NSW. Collaboration and partnership will ensure the best use of limited resources for maximum impact.

Integral to the NSW Police Force response to victims of crime and violence is the accurate recording of incidents and crimes in the computerised operational policing system (COPS) database. The introduction of 'bias motivation (suspected)' as an associated factor on COPS, replacing the former prejudice associated factors, should lead to improvements in police records of bias crime. The Bias Crime Coordinator, who has specific expertise in this area, is responsible for determining whether bias was a motivating factor of the crime. In addition, specialist officer training, such as the GLLO training program, provides information and guidance in the identification and recording of bias motivation.

Where LGBTI people are the victims of crime and violence, empathy, support and understanding are important. An appreciation of the following issues will help to ensure responsive policing:

 The experience of homophobic or transphobic crime and violence or discrimination within the community, whether current or historical, may impact on victims' comfort and confidence



in reporting to police. Whilst the core business of police is crime prevention, responding to crime and fear of crime, understanding the nature of the particular challenges experienced by LGBTI victims will assist police to respond in a sensitive and appropriate manner.

- A critical factor in under-reporting is the difficulty of reporting crimes where sexuality, sex or gender, or a person's physical appearance is a factor. This includes the fear and reluctance to disclose one's sexuality, intersex or gender status to attending officers. It may also include disclosing the circumstances in which the incident occurred, for example, domestic violence in same sex relationships or violence experienced while attending a beat.¹⁶
- The anticipation of how police will handle a matter is a particular concern for some LGBTI people. This is based on perceived or actual systemic bias and/or the perceived or actual prejudices of individual police officers. For transgender and intersex people this includes the fear of deliberate and inappropriate sex and gender references. Victim concerns regarding the public exposure of their perceived or actual sexuality, intersex or gender status, may also impact on reporting and relationships with police.

Treating a victim with respect and dignity will often help to overcome the issues outlined above. Adhering to the NSW Police Force Customer Service Charter is critical. Acknowledging the experiences of a victim in a sensitive manner will assist victims to feel more comfortable when talking with police. It may also encourage the future reporting of similar incidents and assistance in other non-related investigations by members of LGBTI communities. These are all integral to maintaining and enhancing the reputation of the NSW Police Force. It is well known in LGBTI communities that it only takes one negative interaction to significantly damage the reputation of police, especially in the context of a history of negative police relations.

This is particularly important to building confidence and trust in policing services amongst members of the transgender community. Despite some recent examples of good practice, reports indicate that many transgender people have had negative experiences with police in the past and many police officers lack confidence in this area.¹⁷

This strategy encourages police to build their understanding and capacity to deal more effectively with complex situations, to ensure appropriate and effective police responses. Intersex people, particularly those whose physical attributes are visibly apparent, have also had difficult experiences with police. Frequently, these people are erroneously perceived to be transgender. Considerate and careful questioning will assist in clarifying the nature of each situation and will support individuals to maintain their dignity. It is important that officers understand the differences between transgender and intersex people, as set out in this strategy. The GLLO network across the state is a very useful resource for officers unsure of terminology or approaches.

INNER CITY LEGAL CENTRE DIRECTOR VICKI HARDING

As a statewide legal information and support service for the LGBTI communities we work closely with individuals experiencing discrimination, harassment and sometimes violence and other forms of abuse, all of significant concern to the police. In particular, our Safe Relationships Project encourages and advocates for our clients to seek help and report family and domestic violence matters to the police. We are regularly involved in running training sessions and presentations for the GLLOs, DVLOs and other police working with our client groups. The working relationship between the police and ICLC has grown in recent years, seen in the very successful Fair Play initiative during the Mardi Gras season. Working side by side we can ensure that LGBTI people receive the best possible legal information, on site, whilst enabling the police to do their job in a calm and respectful manner. Community legal centres like the ICLC welcome this



renewed policy commitment to LGBTI issues and a continued strong partnership with the NSW Police Force.



Vicki Harding ICLC - Director



THE GLLO (LGBTI LIAISON OFFICER) PROGRAM

The role of a GLLO - LGBTI Liaison Officers

Internal	External
Capacity building – inform and educate police and staff in Commands	Maintain contact with key LGBTI organisations, groups and services, including local contacts
Champions LGBTI inclusion in the workplace. Easily identifiable as a source of support	Provide follow up support to victims of crime, working in conjunction with the investigating officer
Role models for other officers demonstrating supportive and inclusive practice	Promote the GLLO role within the local community, encourage contact and interaction as an easily identifiable source of support

The NSW Police Force Gay and Lesbian Liaison Officer (GLLO) program was formally established in 1990 with the first group of police GLLOs stationed in inner city police stations. During the early years the GLLO program focused on reducing homophobic crime and violence and encouraging access to the NSW Police Force, including improving reporting rates.

GLLOs have always been contact points for the gay and lesbian community and, more recently, have taken on the responsibility for liaising with the broader sexuality, gender diverse and intersex communities. The GLLO acronym will be maintained because the brand is well known and respected in NSW and in many other state/territory police services and the Australian Federal Police as well as amongst LGBTI communities. However the role has grown and it is important to acknowledge this within and outside the organisation. Equally important is the need to ensure GLLOs understand the needs and concerns of 'BTI' and not just 'LG' people.

The GLLO program's main purpose today remains the same: to help build a bridge between the local LGBTI communities and police. The aim is to foster confidence and trust amongst community members to facilitate reporting of incidents to police, prevent crime and assist in creating a safe and secure community.

A key internal strategy to achieve this aim is to assist commands to build their overall capacity to respond to LGBTI issues. The GLLO programs should support all police employees in their interactions with members of these diverse communities. To this end GLLOs should be proactive

in promoting their role within their commands as well as the community. They are a key contact for the LGBTI communities, however the GLLO is not available at all times and in an emergency it is critical to report to police immediately by calling Triple Zero (000.) Safety is the priority and LGBTI community members must be encouraged to contact local police as soon as possible to report a crime, or if they feel unsafe.

In many ways, the NSW GLLO program has pioneered police and LGBTI liaison within Australia and has provided a model for many international police and justice jurisdictions. The historical significance of the GLLO program for many LGBTI people marks the beginnings of positive relationships with police, symbolised by the annual participation of the GLLO contingent in Mardi Gras events. This strategy recognises that the GLLO role has evolved and will continue to change according to community need.

NSW Police Force participation in the *Australian Workplace Equality Index* and membership with *Pride in Diversity* will see GLLOs become workplace diversity 'champions' along with other leaders within the NSW Police Force. The Pride in Diversity membership reinforces the internal focus of the GLLO program. For many years GLLOs have helped to support LGBTI officers and staff deal with workplace issues. Many have also been role models for others in the workplace, able to influence attitudes in a positive way.



SEXUALITY, GENDER DIVERSITY AND INTERSEX REGION SPONSORS

This strategy introduces a new structure within the NSW Police Force that will encourage regional coordination and networking of GLLOs across the state. Six Region Sponsors have been appointed, each championing and leading the work of the Sexuality, Gender Diversity and Intersex portfolio within their region. These officers are Inspectors and Commanders, carrying significant rank and authority to represent the NSW Police Force at high level meetings and to the media.

The Region Sponsors for Sexuality, Gender Diversity and Intersex report to the Corporate Sponsor, who has overall responsibility for the portfolio, including the implementation of the *Sexuality, Gender Diversity and Intersex Strategic Plan* state-wide.

Region Sponsors are responsible for:

- maintaining contact with GLLOs, providing leadership, support and direction by allocating resources for campaigns and events, and attending community events and key meetings in their regions
- maintaining up to date data on GLLOs in their region, including number, location, training needs, activities and outcomes of GLLO projects. This information is summarised in quarterly reports for the Corporate Sponsor
- reporting bi-annually in COMPASS, at the region level, against Strategic Plan targets.

This Region Sponsor structure will enable the organisation to gain a more comprehensive and accurate picture of GLLO activities across the state and to measure results more accurately.

A current list of Region Sponsors is available on www.police.nsw.gov.au.

SCHOOL LIAISON POLICE, YOUTH LIAISON OFFICERS AND PCYC CASE MANAGERS

Whilst the implementation of this strategy is the responsibility of all officers within the NSW Police Force, GLLOs and a range of other liaison and contact officers will have specific obligations. This strategy will provide a focus for School Liaison Police, Youth Liaison Officers and PCYC Case Managers working with young people. Research evidence suggests that young people are at greater risk of being victimised by homophobic and transphobic abuse and violence, as well as more likely to perpetrate acts of abuse and violence¹⁹.

To facilitate an effective police response to homophobic and transphobic bullying and abuse in educational settings, School and Youth Liaison police officers, as well as PCYC Case Managers, should participate in LGBTI community events, access relevant professional development activities and develop collaborative policing approaches with GLLOs.

The highly successful and comprehensive response to Wear it Purple Day events across NSW²⁰ is a clear example of NSW police officers from a range of portfolios such as youth and crime prevention, working in partnership with GLLOs and community organisations.

DOMESTIC VIOLENCE LIAISON OFFICERS

Research conducted recently shows that domestic and family violence is as significant for LGBTI relationships as any other type of relationship.²¹ However, there are additional barriers for LGBTI people in seeking help and reporting domestic abuse. These include the fear of not being treated fairly or taken seriously, and concern that the officer might respond negatively or discriminate against the victim. Once an LGBTI victim does report, it is critical that the NSW Police Force delivers high quality services in supporting the victim and prosecuting offenders.

In the interests of achieving the best possible outcomes for victims of domestic and family violence in same sex relationships, and those involving transgender or intersex people, police investigating incidents and those supporting victims will work closely with GLLOs and other relevant NSW Police Force staff, as well as relevant external agencies. Training and related support offered to Domestic Violence Liaison Officers will focus on current research and appropriate referral options for LGBTI people experiencing domestic and family violence.

The NSW Police Force will continue to be actively involved in the LGBTIQ Domestic Violence Interagency, working alongside key non-government and government agencies to provide a collaborative response to domestic and family violence in LGBTIQ communities.

OTHER LIAISON AND SPECIALIST CONTACT OFFICERS

Similarly, other specialist officers such as Aboriginal Community Liaison Officers, Multicultural Community Liaison Officers and Mental Health Contact Officers, will play an active role implementing this strategy. LGBTI people come from diverse ethnic, cultural and religious backgrounds, and some may present with mental health issues. Police will be required to respond to complex situations involving the intersection of many factors. The role of the GLLO is to build the capacity of all fellow officers to deliver appropriate services in such complex situations.

COMMUNITY SAFETY

Members of the NSW Police Force also come into contact with LGBTI communities in the course of policing high profile community events. In providing policing services officers will work with organisers and LGBTI groups with the aim of conducting safe, successful, trouble free events. Policing services in this instance include proactive police patrols, crowd control and traffic management. Through active engagement with all relevant stakeholders, the NSW Police Force aims to prevent and reduce crime and violence directed against members of these diverse communities. This can be achieved by strategically considering all aspects of policing community events, including the conduct of specific operations, crowd control, safety and security strategies, traffic management, with the overall aim of reducing crime and violence and improving relationships between police and the community at these events.

Given the history of policing gay men and lesbians at the first Mardi Gras in 1978, which ended in a violent confrontation with police and 53 arrests, policing LGBTI community events should be sensitive to community perceptions and expectations. Every police officer involved, whether they are participants, for example in the Mardi Gras parade, or on crowd control duties, must be adequately briefed and prepared to police the event sensitively and professionally. Part of this briefing should include the historical context of policing LGBTI community events and the importance of 'culturally' appropriate policing of events.

The Mardi Gras Accord was signed in 2014 and updated in 2015 following significant community criticism of policing practice at Mardi Gras 2013, including allegations of excessive force. This agreement between the police and Mardi Gras ensures collaborative planning and a consistent approach to policing Mardi Gras events, appropriate to the scale, risk, cultural sensitivities and visitation outcomes. Since the Accord was signed Mardi Gras festivals have proceeded without incident and similar approaches to policing other LGBTI community events have been equally successful.



ORGANISATION INTERSEX INTERNATIONAL (AUSTRALIA)

Organisation Intersex International Australia is a national intersex-led organisation. We are led entirely by volunteers, without public funding. We provide systemic and individual advocacy, information, education and awareness raising. We also provide some peer and family support.

Intersex people are very diverse. Many intersex people are heterosexual, many are not. Many intersex people have gender identities that match birth sex assignment. Others have different identities, and some of them may see themselves as transgender or gender diverse.

What we share in common is something physical: intersex people are born with sex characteristics that don't meet medical or social norms for female or male bodies. We can experience discrimination, violence and abuse because our bodies are seen as different, or because of assumptions about our identities. All of us need respect.

Some of us see ourselves as part of an LGBTI community, and many of us live very different lives in other communities. We're often not visible, but we grow up, live and work everywhere in NSW.

Morgan Carpenter, Co-chair, Oll Australia



Organisation Intersex International Australia Limited

VALUES

In addition to the NSW Police Force Statement of Values ²² and Code of Conduct and Ethics ²³ this strategy reflects organisational values in relation to diversity. This concept of diversity is built on an understanding and respect for the experience of Aboriginal people since colonisation and their ongoing challenges, and recognises the diversity amongst Aboriginal people today. It is a concept which values diversity both within the workplace and as a positive contribution to the quality of our interactions with community members.

Diversity issues within the workplace will be a focus area for the Sexuality, Gender Diversity and Intersex portfolio in the next few years. With assistance from *Pride in Diversity*, it is anticipated that other parts of the organisation, including Human Resources, Education and Training and any other relevant area/role, will embrace and implement LGBTI inclusion strategies.

Valuing diversity within the community is of course an integral component of this strategy which aims to ensure that all interactions between LGBTI people and police are positive and productive. The NSW Police Force is committed to ensuring that individuals who utilise its services are treated professionally, including being addressed according to the gender with which they identify, regardless of their birth sex.

In meeting the objectives of this strategy (listed in **section 5**) and undertaking initiatives, the NSW Police Force will be guided by:

- Accountability and professionalism
- Valuing diversity
- Equity and integrity
- Partnership and consultation

They are reflected and supported by other foundation documents that set standards for the NSW Police Force's public responsiveness. The main documents are listed at the end of **section 5**. **Objectives**.

SYDNEY GAY AND LESBIAN MARDI GRAS



Sydney Gay and Lesbian Mardi Gras has had a very long history with the police, going back to the original protest in 1978. Although the journey has not always been easy, we have come a long way and welcome the NSW police marching contingent in our parade each year.

Our relationship with the police goes far beyond participating in the parade. We work together to plan and implement one of the largest and most successful community events in the City of Sydney and Australia. A lot goes on behind the scenes involving the police, other government agencies and the City of Sydney to ensure public safety and enjoyment of Sydney Gay and Lesbian Mardi Gras festival events and we are extremely appreciative of the efforts of all involved.

We would particularly like to acknowledge the GLLO's (Gay and Lesbian Liaison

Officers), without whom much of what we have achieved would not be possible. They are 25 years strong and we look forward to our continued engagement with them.

We welcome the renewal of the LGBTQI policy and acknowledge the importance placed on community safety at events. We also commend the importance that the police place on working collaboratively with organisers and the community to make sure events are successful.

There has never been a better time for strong relationships between the LGBTQI communities and police.

Kind Regards,

michu Baur

Michele Bauer CEO, Sydney Gay and Lesbian Mardi Gras



5 OBJECTIVES

Previous NSW Police Force policies in this area identified a number of objectives following a comprehensive consultation process with key internal and external stakeholders. These reflected the issues of most concern and/or those most in need of guidance and support. The most recent policy (2011-2014) formally included transgender and intersex issues and concerns, as well as bisexual people.

This fourth strategy is complemented by a key internal strategic planning document: *Sexuality, Gender Diversity and Intersex Strategic Plan 2016-2020*. This internal document will help translate objectives into operational strategies, programs and activities for implementation over a four year period. Consequently, the number of objectives identified in this document have been streamlined to four key areas:

- 1. Prevent and reduce the fear, incidence and impact of crime and violence for LGBTI people and communities
- 2. Enhance the capability of NSW Police Force staff to adopt an equitable and inclusive approach to LGBTI community issues
- Provide leadership and ensure the provision of high quality, professional and informed policing services to all members of LGBTI communities with a focus on victims and/or witnesses of crime
- 4. Provide an inclusive and supportive workplace for LGBTI employees and those performing GLLO and related duties

Each of the above objectives will be accompanied by a number of specific strategies which will become the responsibility of Region Sponsors and the Corporate Sponsor. Progress reporting will be under COMPASS: Command Performance Accountability System. This system measures the performance of individual Commands or Directorates in a series of prescribed performance and accountability categories related to crime management, corporate management and organisational support.

These objectives refer to all types of crime and violence, including but not limited to homophobic and transphobic incidents. This is in recognition of the identified barriers and challenges to reporting any type of incident to police, including domestic and family violence. It also highlights a particular focus on customer service and victim support which are priority areas for police and other government agencies working towards achieving goals of the NSW: Making it Happen State Priorities.

2015 was the 25th anniversary of the GLLO program in the NSW Police Force. This anniversary marked a level of maturity for the program and a time to reflect on past achievements, consider current challenges and move forward in anticipation of future developments.

On March 4 2016 the NSW Police Force formally apologised for the way in which the first Mardi Gras was policed in 1978. This apology followed an apology delivered by the NSW Parliament a week earlier, on behalf of all NSW government agencies. Much has been achieved over the last 40 years and the NSW Police Force remains committed to the continued support of LGBTI communities in years to come.

In realising these four objectives, this strategy must also be understood within the context of the following documents:

- NSW: Making it Happen²⁴
- NSW Anti Discrimination Act 1977²⁵
- NSW Charter of Victims Rights²⁶
- NSW Police Force Victims Support Policy and Procedures²⁷
- NSW Police Force Customer Service Charter²⁸
- NSW Police Force Code of Conduct and Ethics²⁹
- NSW Police Force Corporate Plan
- NSW Police Force Multicultural Policies and Services Program Forward Plan³⁰ (formerly EAPS)
- NSW Police Force **Aboriginal Strategic Direction 2012-2017**³¹
- NSW Police Force Disability Policy & Procedures (Action Plan 2010-2011)³²
- NSW Police Force Domestic & Family Violence Strategic Plan 2014-2018³³
- Code of Practice for the NSW Police Force Response to Domestic and Family Violence³⁴
- NSW Police Force Harassment, Discrimination and Bullying Policy³⁵
- NSW Police Force Workplace Equity Resolution Procedures³⁶
- NSW Police Force **Code of Practice for Crime**³⁷ (guidance on search and custody issues for transgender and intersex people)

6

STRATEGY INTO ACTION

The Sexuality, Gender Diversity and Intersex Strategic Plan 2016-2020 will assist the Corporate Sponsor and six Region Sponsors in achieving the objectives of this strategy.

It will translate this document into state-wide and locally relevant strategies, and through effective planning at a Local Area Command level and at a regional level, the GLLO network will lead specific projects, activities and events. Realising outcomes of this strategy will be significantly facilitated by the new Corporate and Region Sponsor structure.

A key to the successful implementation of this strategy into action is partnership and collaboration, as well as training and professional development. Formal education alone is not adequate if the organisation is committed to improving its service provision to LGBTI communities and creating a more inclusive and supportive workplace. Sometimes it is the informal delivery of information and education, such as role modelling and leadership, which may be more effective in supporting officers to better understand key issues affecting LGBTI people.

Leadership needs to be demonstrated at all levels within the organisation to facilitate learning and positive change. Partnership and collaboration across all relevant portfolio areas are the keys to engaging all sworn and unsworn staff in inclusive practice. GLLOs are in limited supply and, due to the portfolio nature of their role, cannot dedicate full time attention to the role. For this reason alone it is necessary for GLLOs to collaborate with other officers if the NSW Police Force is to achieve the objectives in this strategy. Most importantly, partnership and collaboration with other relevant portfolios and roles within the organisation can lead to more sustainable outcomes.





This is particularly true in relation to campaigns and major events. GLLOs, working side by side with Crime Prevention Officers, School Liaison Police and Youth Liaison Officers to support young people on *Wear it Purple Day*, informing and educating community members about homophobic and transphobic harassment and violence on *IDAHO-T* (International Day Against Homophobia and Transphobia), are two clear examples of cross-portfolio collaboration to achieve maximum impact and sustainable results. Both of these events have grown over the last few years from very small, local activities to key LGBTI community calendar events that hold significance for a broad cross-section of NSW Police Force Commands and officers. As a result, more officers have been engaged and educated about the issues which should lead to improved policing responses.

Similarly, partnerships with Domestic Violence Liaison Officers to increase awareness and support for LGBTI victims of domestic and family violence, and with other liaison and contact officers, will contribute to a more comprehensive response from police to complex situations.

True community engagement can only be possible with partnership, consultation and collaboration between police and LGBTI individuals, groups and organisations. Existing partnerships with community as well as government agencies will be maintained by participation in relevant interagency forums, committees and working groups. This strategy of inclusiveness will also look to invite and establish new partnerships.





7

REPORTING

Region Sponsors for Sexuality, Gender Diversity and Intersex will provide *quarterly reports* to the Corporate Sponsor and, with assistance from Operational Programs, a state-wide report on GLLO activity and other LGBTI initiatives will be produced on an annual basis to track achievements in relation to the objectives of this Strategy.

Reporting will also be facilitated by the *Command Management Framework* as well as *COMPASS* to ensure that progress in achieving each of the four strategy objectives is measured. Local Area Commands, through the Customer Service Duty Officers or officers of a similar rank, will routinely report against their *Command Management Framework*. This should provide opportunities for Commands to report on issues as they emerge. GLLOs will be encouraged to assist in this process.

The Career Management System will be one way to measure individual performance via Agreed Key Responsibilities specifically designed to assess relevant GLLO and related duties. Agreed Key Responsibilities have been developed for a range of levels within the organisation to improve performance management and accountability.



- 1 Resilient Individuals: Sexual Orientation, Gender Identity and Intersex Rights National Consultation Report 2015
- ² This term literally suggests an extreme psychological and sometimes physical condition. However, in the literature on homophobic violence, it generally refers to a range of behaviours varying significantly from incidents such as verbal abuse to a fatal and brutal physical assault. Further, hate and fear based harassment, abuse or violence directed at transgender people is sometimes referred to as 'transphobic' indicating that the prejudice is gender based rather than sexuality based.
- $^{3} \quad \text{www.police.nsw.gov.au/about_us/policies} \underline{\quad} \text{and} \underline{\quad} \text{procedures/policies/code_of_conduct_and_ethics}$
- 4 Currently under development due for completion by December 2015
- https://www.beyondblue.org.au/media/media-releases/media-releases/major-campaign-aims-to-stamp-out-discrimination-against-lgbti-people Beyond Blue 2015.
- 6 http://tavp.org.au/TAVP_Report.pdf Transgender Anti-Violence Project 2012.
- 7 NSW: Making it Happen is available on www.nsw.gov.au.
- 8 http://intranet.police.nsw.gov.au/organisational_units/corporate_services/performance_improvement_and_planning/planning_team/results/corporate_plan.
- 9 www.police.nsw.gov.au/services/our_customer_service_program_and_charter ww.police.nsw.gov.au/community_issues/domestic_ and_family_violence/victims_rights.
- $^{10} \quad \text{http://intranet.police.nsw.gov.au/organisational_units/operations_command/policy_and_programs/bias_crimes$
- 11 http://intranet.police.nsw.gov.au/organisational_units/corporate_services/human_resource_services/awards_policies_and_procedures/equity_and_diversity
- http://intranet.police.nsw.gov.au/organisational_units/corporate_services/human_resource_services/equity_and_diversity/harassment_discrimination_and_bullying
- For example, more than ¾ victims surveyed in a 2013 UK study on homophobic hate crime did not report to police; 2/3 did not report to anyone http://www.stonewall.org.uk/what_we_do/research_and_policy/9286.asp
- 14 Unpublished draft Health Outcome Strategy on Homophobic and Transphobic Violence
- Private Lives 2: http://www.glhv.org.au/files/PrivateLives2Report.pdf GLHV Vict (2012), Writing Themselves in 3: http://www.glhv.org.au/files/wti3_web_sml.pdf GLHV Vict (2010), Unpublished data into Lesbian, Gay, Bisexual, Transgender, Gender Diverse, Intersex and Queer Experiences of Domestic and Family Violence 2014; Fair's Fair A Snapshot of Violence and Abuse in Sydney LGBT Relationships, 2006, Same Sex Domestic Violence Interagency Working Group
- $16 \quad http://intranet.police.nsw.gov.au/policy_and_procedures/operational_policies/police_handbook/chapter_s/sex_in_public_places$
- 17 Reporting Transphobia in Australia 2013, The Gender Centre: http://tavp.org.au/TAVP_Report.pdf
- 18 Glossary of Terms Used in This Document page 6 8
- 19 Private Lives 2: http://www.glhv.org.au/files/PrivateLives2Report.pdf GLHV Vict (2012) , Writing Themselves in 3: http://www.glhv.org.au/files/wti3_web_sml.pdf GLHV Vict (2010),
- 20 A youth-led non profit organisation supporting 'rainbow' young people and conducting annual awareness raising 'days' in schools, workplaces and the general community: http://wearitpurple.org/
- 21 Unpublished data into Lesbian, Gay, Bisexual, Transgender, Gender Diverse, Intersex and Queer Experiences of Domestic and Family Violence 2014; Fair's Fair A Snapshot of Violence and Abuse in Sydney LGBT Relationships, 2006, Same Sex Domestic Violence Interagency Working Group
- 22 Statement of Values Section 7 Police Act 1990
- 23 Code of Conduct and Ethics available at www.police.nsw.gov.au
- 24 http://intranet.police.nsw.gov.au/organisational_units/corporate_services/performance_improvement_and_planning_team/state_plan.
- 25 www.lawlink.nsw.gov.au/lawlink/adb
- ${\color{blue} 26 http://intranet.police.nsw.gov.au/strategy_and_knowledge_maps/victims_of_crime/voc_legislation} \\$
- ${\color{blue}27} \quad http://intranet.police.nsw.gov.au/strategy_and_knowledge_maps/victims_of_crime/voc_policies$
- 28 http://intranet.police.nsw.gov.au/organisational_units/specialist_operations/customer_service/policy_and_guidelines
- 29 http://intranet.police.nsw.gov.au/ data/assets/pdf file/0004/113782/CoCE uploaded 27 aug 08.pdf
- $^{30} \quad http://intranet.police.nsw.gov.au/strategy_and_knowledge_maps/cultural_diversity/ethnic_affairs_priorities_statement_eaps$
- 31 http://intranet.police.nsw.gov.au/strategy_and_knowledge_maps/aboriginal_issues/aboriginal_strategic_direction_booklet_and_brochures
- $32 \quad http://intranet.police.nsw.gov.au/organisational_units/operations_command/policy_and_programs/disability/related_knowledge_maps$
- 33 http://intranet.police.nsw.gov.au/__data/assets/file/0020/533252/D_and_FV_Strategic_Plan_2014-2018_March_2014.pdf
- 34 http://intranet.police.nsw.gov.au/__data/assets/file/0004/273082/DFV_Code_of_Practice_FINAL.pdf
- 35 http://intranet.police.nsw.gov.au/organisational_units/corporate_services/human_resource_services/workforce_relations_and_strategy/workplace_equity_unit/harassment,_discrimination_and_bullying
- 36 http://intranet.police.nsw.gov.au/organisational_units/corporate_services/human_resource_services/workforce_relations_and_strategy/workplace_equity_unit/harassment,_discrimination_and_bullying
- 37 http://intranet.police.nsw.gov.au/policy_and_procedures/operational_policies/code_of_practice_for_crime











