DFV&VPC

ELT Presentation

Wednesday 12 May 2021

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A/Superintendent Ben Martain

Domestic, Family Violence & Vulnerable Persons Command

"I do not think many people join the police force thinking that they are going to be dealing with DV offenders as core business, because it is really what it has become. We have some excellent responses, but unfortunately we also have poor responses from police as well"

"client issues with service responses from the QPS continue to be raised with our services (and those like us) and are of concern"

"The best response I had from Police was when he threatened the police."

"I called the Police a number of times and they would attend but leave without taking any action. Each time this happened, it handed more power to him"

"There is no continuity amongst Police. It depends on who you get, some can be great and some aren't. They should all be the same, you should get a good response no matter who you get and what station you go to"

"The onus is on the victim to prove it happened instead of the perpetrator proving it didn't"

"The police put responsibility on me to be safe, they told me that I should leave the house for the night to let him calm down"

"I was told that unless it is physical, they (police) cannot do anything"

"Improved training and expanded use of specialist and liaison officers across the police and courts (recommended)"

"a possibility that victims of physical or sexual violence committed by current partners may be less likely to perceive the incident as a crime than if it were committed by a stranger"

"the development and implementation of a shared risk assessment tool and best practice guidelines, in consultation with key domestic and family violence stakeholders"

"For many women, involvement with the QPS will constitute their first interaction around seeking safety and support as a victim of domestic violence"

"Despite this significant incidence of abuse, however, for a variety of reasons many women fail to tell anyone else about their experience or seek advice or support; and even fewer will take the step of contacting police."

"if data recording and processing was made easier for frontline police, then a proactive role in this area could be more effective"

'many officers believe that the complex social and health issues involved in domestic violence mean that police can only be effective in conjunction with assistance from other community agencies'.

"It would be a step in the right direction if there could be a one stop shop. All services could be available under one roof, a crisis centre available in every region of Queensland"

PROBLEM

We have a **legislated responsibility** and **obligation** to protect the community from crime and to investigate domestic and family violence and take action to protect victims from further DFV.

The volume of **demand** is increasing significantly.

We have areas of **cultural aversion** with respect to DFV within our organisation.

We are identifying **significant flaws** in our responses and compliance with existing requirements.

We are significantly **under-resourced** to meet demand and our obligations with respect to DFV.

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FUTURE STATE

We maximise the safety, protection and wellbeing of people who fear or experience domestic violence, and to minimise disruption to their lives.

We prevent or reduce domestic violence and the exposure of children to domestic violence.

We ensure that people who commit domestic violence are held accountable for their actions.

KEY PRIORITIES

- Establish strategic position
- Address cultural aversion
- Shift from incident response to holistic problem/future focus
- De-sensitisation awareness and support
- Meet obligations/compliance
- Layered & consistent statewide model
- Process review & reform
- Training/re-training
- Resource investment
- Stakeholder/partner agencies

OPTION 1

Queensland Police Service
Domestic & Family Violence Statement of Commitment

The Queensland Police Service (QPS) recognises Domestic and Family Violence (DFV) as a serious and complex social and, often, criminal reality within our community. It includes behaviour by a person that is physical or sexually abusive, emotionally or psychological abusive, economically abusive, threatening, coercive or controlling and can cause cumulative harm to victims, survivors and others (particularly women and children).

The QPS acknowledges and supports the primary long-term outcome of the Queensland DFV Prevention Strategy that *all Queenslanders live safely in their own homes and children can grow and develop in safe and secure environments.*

The QPS promotes an organisational culture which influences and encourages our people, the community and future generations to prevent and reduce the harm of DFV.

Our responsibility

The QPS has a critical role and accountable responsibilities in the prevention, disruption, response to, and investigation of DFV.

The *Police Service Administration Act 1990* outlines the role and functions of the QPS which include;

- the preservation of peace and good order;
- the protection of all communities from the actions of criminal offenders and from the commission of offences against the law generally;
- the prevention of crime; and
- the detection of offenders and bringing of offenders to justice.

The *Domestic and Family Violence Protection Act 2012* and *Police Powers and Responsibilities Act 2000* gives police particular powers to respond to DFV and obligates police officers to investigate and take effective action to protect people from further DFV.

Our goal

To prevent or reduce the harm caused by DFV in our community.

Our commitment

To achieve our goal the QPS is committed to:

- not tolerating DFV anywhere in our community;
- responding in a manner sensitive to the needs of victims, informed by an understanding of the controlling behaviours, tactics and threats often adopted by perpetrators;
- thoroughly investigate and prosecute suspected DFV and related criminal offences, according to law;
- taking effective action to protect victims from further DFV and supporting them to be and feel safe;
- moving from an incident-based, retrospective approach to DFV, to a pattern-based (course of conduct) and future-focused approach to address misidentification of aggrieved persons;
- disrupting perpetrators and encouraging them to change their behaviours and end the cycle of DFV;
- working together with the DFV sector to assess risk and implement plans for the safety of victims;
- engaging the community and partner agencies to report and prevent DFV occurring or escalating;
- promoting safe places where people can access information and pathways into specialist support services; and
- continually improve and evolve our capability based on evidence, research and organisational learning.

Our guiding principles

The ongoing development of our DFV capability we will be guided and informed by the following principals and understandings:

- An effective policing response to DFV requires a victim-centric and culturally informed approach which recognises that early intervention helps to stop and prevent harm.
- Protecting and supporting victims and survivors is paramount while holding offenders/perpetrators accountable for their actions and behaviours.
- Protecting and supporting victims and other impacted persons requires approaches not just limited to law enforcement, evidence gathering or the prosecution processes.
- DFV crosses gender, cultural, demographic, geographic and economic strata and is predominantly perpetuated by men against women.
- Vulnerable persons are at increased risk of DFV victimisation.
- DFV often co-exists with other serious criminal offences and harm impacting victims, children, families and the community more broadly.
- DFV risk and harm assessments need to be informed from a holistic appreciation of the dynamics of DFV as well as the cumulative effects of perpetrator behaviours and actions.
- A perceived reluctance by victims and witnesses to engage fully with the investigative process may well be a product of the intimidation, threats and coercive control that often underpins DFV.

OPTION 2

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Queensland Police Service
Domestic and Family Violence Statement of Commitment

Domestic and family violence (DFV) is a serious and complex social and criminal justice issue within our community. DFV is defined broadly in Queensland law, but in essence occurs when one person uses violence or abuse to maintain power and control over another person. DFV disproportionately impacts women and causes significant harm.

OUR RESPONSIBILITY

The QPS is engaged at all stages of the DFV response system and therefore has a critical role in the prevention, disruption, response to, and investigation of DFV. Our responsibilities, guiding principles and powers are enshrined in legislation, as well as QPS and government policy.

OUR GOAL

To achieve the vision and key outcome of the Queensland Government's *Domestic and Family Violence Prevention Strategy 2016-2026*:

- a Queensland free from domestic and family violence;
- all Queenslanders feel safe in their own homes and children can grow and develop in safe and secure environments.

OUR COMMITMENT

We will achieve our goal by:

- promote an organisational culture that rejects DFV, respects and promotes human rights and engages community and partner agencies to prevent and reduce the harm of DFV;
- taking effective action to protect victims from DFV and supporting them to feel safe, in a manner which is sensitive and responsive to their needs, including by connecting victims to appropriate specialist support services;
- working collaboratively with the DFV service sector to accurately assess risk and implement victim safety plans;
- continually improving and evolving our response capability, ensuring our members have up to date knowledge of the controlling behaviours, tactics and threats often adopted by perpetrators;
- addressing misidentification of victims by moving to a pattern-based (course of conduct) and future focused investigative approach, rather than employing an incident-based approach;
- thoroughly investigating and prosecuting breaches of domestic violence orders and any related criminal offences;
- disrupting perpetrators through targeted interventions to attempt to end the cycle of DFV.

OPTION 3

QUEENSLAND POLICE SERVICE
STATEMENT OF COMMITMENT TO RESPOND TO DOMESTIC AND FAMILY VIOLENCE

The Queensland Police Service (QPS) recognises domestic and family violence (DFV) as a serious and complex social, often, criminal reality in our community and the Service has a critical role and accountable responsibilities in the prevention, disruption, response to, and investigation of DFV. DFV causes cumulative harm to victims, survivors and the community.

The QPS promotes an organisational culture which influences and encourages our people, the community and future generations to prevent and reduce the harm of DFV.

The QPS supports the *Queensland DFV Prevention Strategy* outcome for *all Queenslanders to live safely in their own homes and for children grow and develop in a safe and secure environment.*

Domestic and family violence (DFV) is behaviour by a person that involves physical or sexual abusive, or emotional or psychological abusive, or economically abusive, or is threatening, or is coercive, or in any way controls or dominates another to cause fear to that person for their own or another person's safety and wellbeing.

OUR RESPONSIBILITIES

The role and functions of the QPS include:

- the preservation of peace and good order;
- the protection of all communities from the actions of criminal offenders and from the commission of offences against the law generally;
- the prevention of crime; and
- the detection of offenders and bringing of offenders to justice.

The *Domestic and Family Violence Protection Act 2012* and *Police Powers and Responsibilities Act 2000* provide police powers to respond to DFV and obligates police officers to investigate and take effective action to protect people from further DFV.

OUR GOAL

To work with our partner agencies to prevent or reduce the harm caused by DFV in our community.

OUR COMMITMENT

INTEGRITY – *Is in everything we do. We are honest, trustworthy and hold each other to a high standard.*

- To respond to DFV anywhere in our community.
- To recognise a victim-centric and culturally informed approach which recognises that early intervention helps to stop and prevent harm.
- To thoroughly investigate and prosecute suspected DFV and related criminal offences, according to law.

PROFESSIONALISM - *Times are challenging but if we are professional in everything we do, our communities will continue to* [redacted]

- To respond in a manner sensitive to the needs of victims, informed by an understanding of the controlling behaviours, tactics and threats often adopted by perpetrators.
- To continually improve our service response and provide a proactive pattern-based behaviour and future-focused approach to identify and address patterns of DFV.
- To disrupt perpetrators and encouraging them to change their behaviours and end the cycle of DFV.
- To continually improve and evolve our capability based on evidence, research, best practice and organisational learning.
- To recognise DFV often co-exists with other serious criminal offences and harm impacting victims, children, families and the community more broadly.

COMMUNITY – *We support each other and lend a hand to ensure we can respond to community needs as well as the needs of our policing community.*

- To engage with the community and partner agencies to report and prevent DFV occurring or escalating acknowledging that DFV requires approaches not just limited to law enforcement, evidence gathering and prosecution processes.
- To work collaboratively with the DFV service to assess risk and implement plans for the safety of victims, and accessibility and compliance for perpetrator intervention programs.
- To recognise that vulnerable persons in our community are at increased risk of DFV victimisation.

RESPECT AND FAIRNESS – *We treat each other and our communities as we would like to be treated ourselves – with fairness, dignity and respect.*

- To recognise DFV crosses gender, cultural, demographic, geographic and economic strata and is predominantly gendered violence perpetuated by men against women.
- To understand a perceived reluctance by victims and witnesses to engage fully with the investigative process may well be a product of the intimidation, threats and coercive control that often underpins DFV.
- To take effective action to protect and support victims from further DFV and supporting them to be and feel safe.
- To ensure offenders/ perpetrators are held accountable for their actions and behaviours.
- To promote safe places where people can access information and pathways into specialist support services.

OPTION 4

Queensland Police Service
Domestic & Family Violence Statement of Commitment

The Queensland Police Service (QPS) recognises Domestic and Family Violence (DFV) as a serious and complex social and, often, criminal reality within our community. It includes behaviour by a person that is physical or sexually abusive, emotionally or psychological abusive, economically abusive, threatening, coercive or controlling and can cause cumulative harm to victims, survivors and others (particularly women and children).

The QPS acknowledges and supports the primary long-term outcome of the Queensland DFV Prevention Strategy that *all Queenslanders live safely in their own homes and children can grow and develop in safe and secure environments.*

The QPS promotes an organisational culture which influences and encourages our people, the community and future generations to prevent and reduce the harm of DFV.

Our responsibility

The QPS has a critical role and accountable responsibilities in the prevention, disruption, response to, and investigation of DFV.

The *Police Service Administration Act 1990* outlines the role and functions of the QPS which include;

- the preservation of peace and good order;
- the protection of all communities from the actions of criminal offenders and from the commission of offences against the law generally;
- the prevention of crime; and
- the detection of offenders and bringing of offenders to justice.

The *Domestic and Family Violence Protection Act 2012* and *Police Powers and Responsibilities Act 2000* gives police particular powers to respond to DFV and obligates police officers to investigate and take effective action to protect people from further DFV.

Our goal

To prevent or reduce the harm caused by DFV in our community.

Our commitment

a) *to maximise the safety, protection and wellbeing of people who fear or experience domestic violence, and to minimise disruption to their lives; and*

b) *to prevent or reduce domestic violence and the exposure of children to domestic violence; and*

c) *to ensure that people who commit domestic violence are held accountable for their actions.*

How we will deliver on our commitments:

- not tolerating DFV anywhere in our community, of which we are a part;
- responding in a manner sensitive to the needs of victims, informed by an understanding of the behaviours adopted by perpetrators;
- thoroughly investigate and prosecute DFV and related criminal offences, according to law;
- taking effective action to protect victims from further DFV and supporting them to be and feel safe;
- moving from an incident-based, retrospective approach to DFV, to a pattern-based (course of conduct) and future-focused approach to victims, misidentification of aggrieved persons;
- disrupting perpetrators and encouraging them to change their behaviours and end the cycle of DFV;
- working together with the DFV sector to assess risk and implement plans for the safety of victims;
- engaging the community and partner agencies to report and prevent DFV occurring or escalating;
- promoting safe places where people can access information and pathways into specialist support services; and
- continually improve and evolve our capability based on evidence, research and organisational learning.

Our guiding principles

The ongoing development of our DFV capability will be guided and informed by the following principals:

a) *the safety, protection and wellbeing of people who fear or experience domestic violence, including children, are paramount.*

b) *people who fear or experience domestic violence, including children, should be treated with respect and disruption to their lives should be minimised;*

c) *to the extent that it is appropriate and practicable, the views and wishes of people who fear or experience domestic violence should be sought before a decision affecting them is made under the Act;*

d) *perpetrators of domestic violence should be held accountable for their use of violence and its impact on other people and, if possible, provided with an opportunity to change;*

e) *if people have characteristics that may make them particularly vulnerable to domestic violence, any response to the domestic violence should take account of those characteristics;*

f) *in circumstances in which there are conflicting allegations of domestic violence or indications that both persons in a relationship are committing acts of violence, including for their self-protection, the person who is most in need of protection should be identified;*

g) *a civil response under this Act should operate in conjunction with, not instead of, the criminal law.*

Operational imperatives and considerations aligned with these principles:

- An effective policing response to DFV requires a victim-centric and culturally informed approach which recognises that early intervention helps to stop and prevent harm.
- Protecting and supporting victims and survivors is paramount while holding offenders/perpetrators accountable for their actions and behaviours.
- Protecting and supporting victims and other impacted persons requires approaches not just limited to law enforcement, evidence gathering or the prosecution processes.
- DFV risk and harm assessments need to be informed from a holistic appreciation of the dynamics of DFV as well as the cumulative effects of perpetrator behaviours and actions.
- A perceived reluctance by victims and witnesses to engage fully with the investigative process may well be a product of the intimidation, threats and coercive control that often underpins DFV.
- DFV often co-exists with other serious criminal offences and harm impacting victims, children, families and other impacted persons.
- DFV crosses gender, cultural, demographic, geographic and economic strata and is predominantly perpetuated by men against women.
- Vulnerable persons are at increased risk of DFV victimisation.

DFV&VP COMMAND OBJECTIVES

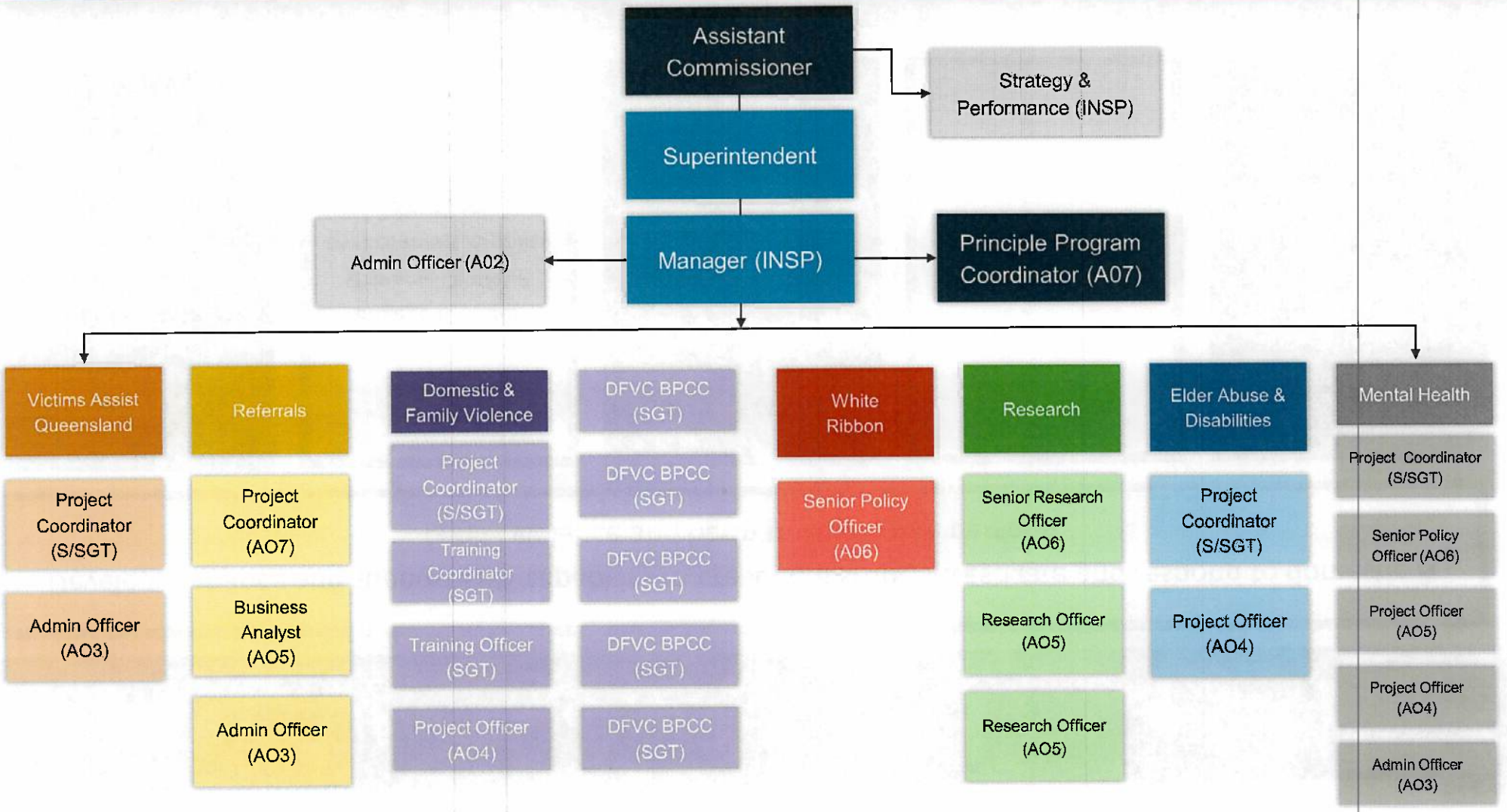
Develop, enhance and support QPS capability to prevent, disrupt, investigate and respond to domestic & family violence and harm to vulnerable persons.

- Assume responsibility for QPS DFV & VP capability recognising some elements of that capability fall outside the functional realm of the new Command
- Engage broader strategic DFV&VP environment & policy direction
- Transition to functional command of existing centralised QPS DFV&VP units and responsibilities
- Review and continuously improve QPS end-to-end DFV&VP system and processes
- Inform, guide and support district led frontline operationalisation of DFV&VP prevention, disruption, investigation and response activities

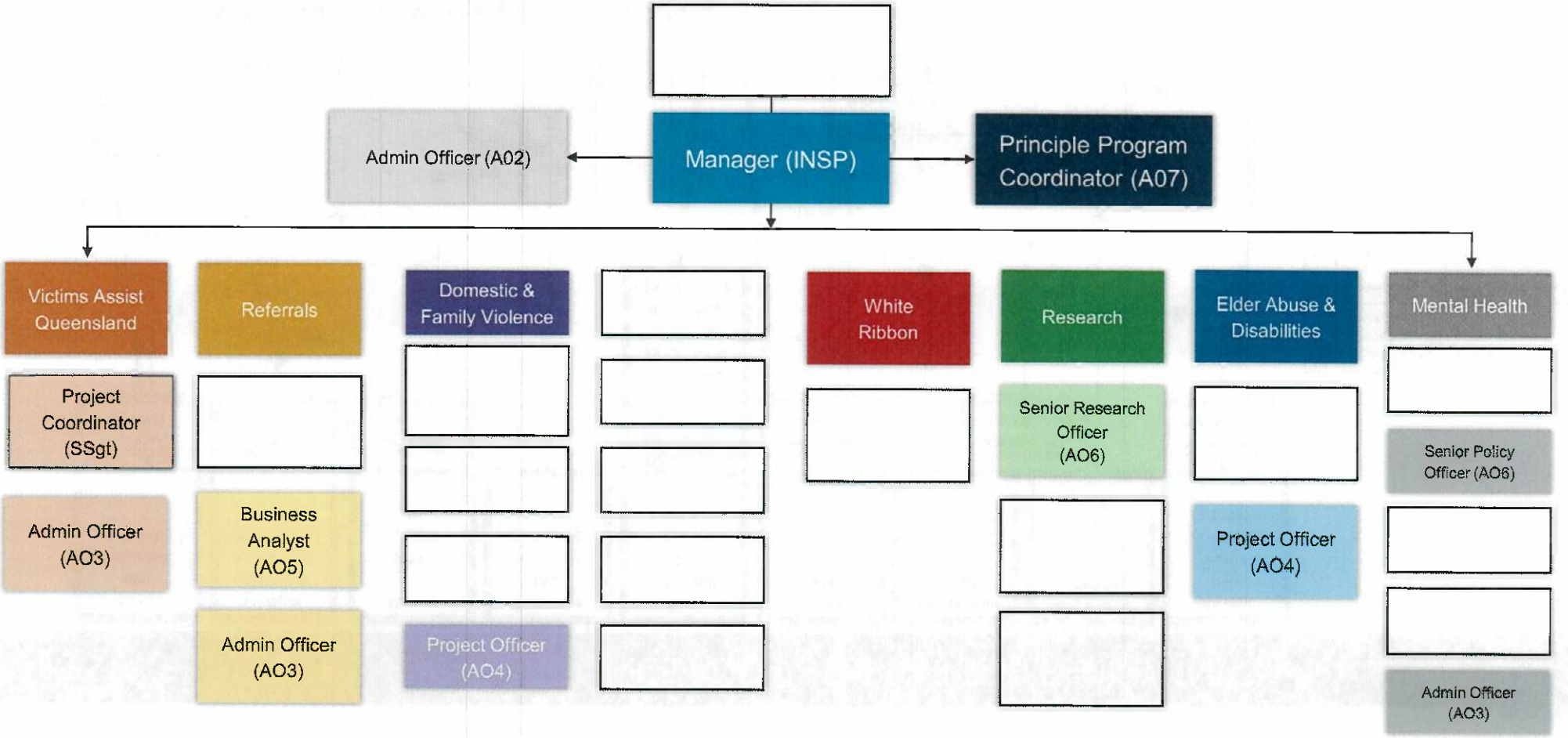
DFV&VPC

Domestic, Family Violence and Vulnerable Persons Command

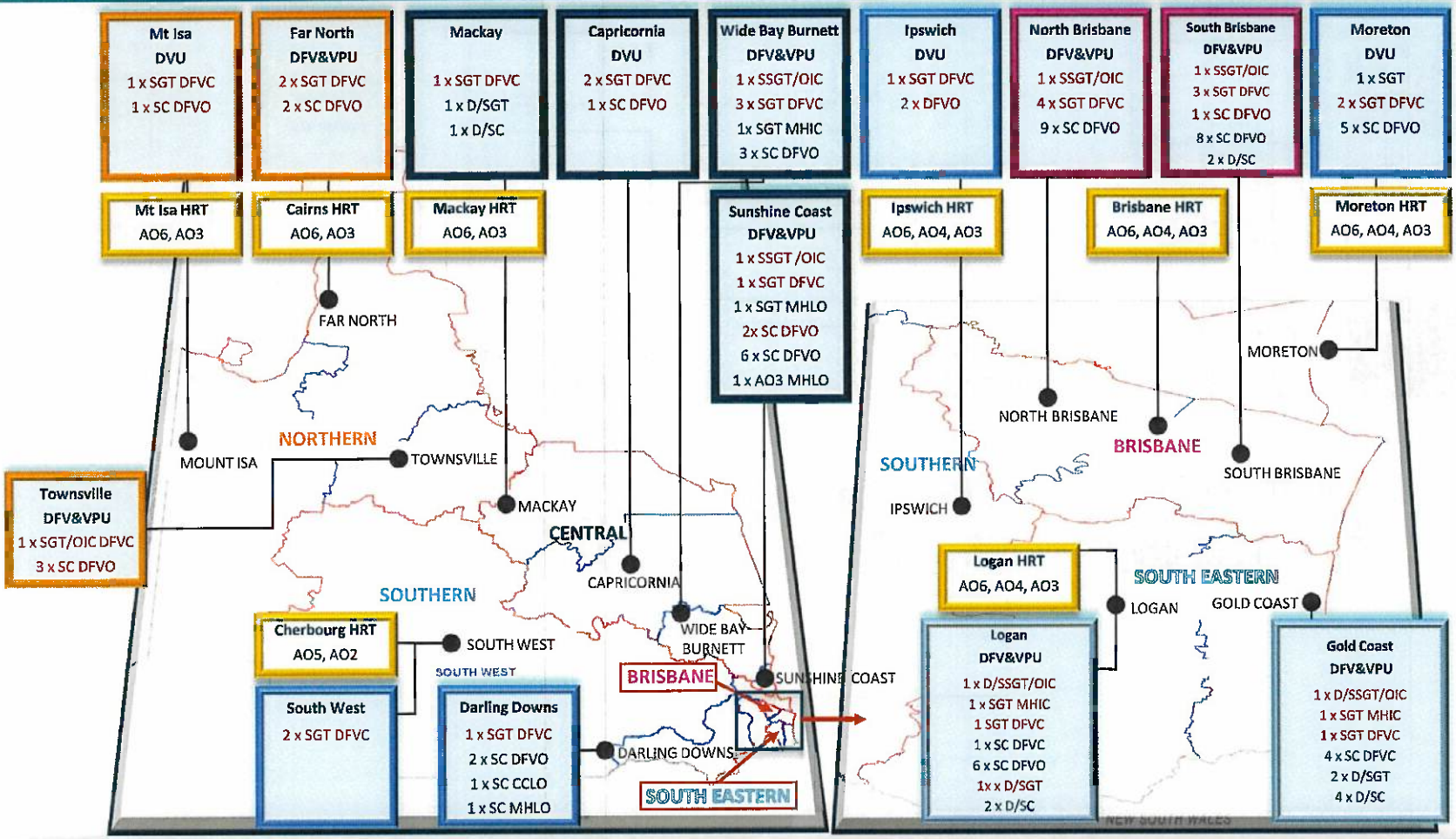
DFV&VPC – PERMANENT AND TEMPORARY STAFF



STATE DFV&VPU – PERMANENT STAFF



QPS STATE DOMESTIC, FAMILY VIOLENCE AND VULNERABLE PERSONS UNITS



HRT	High Risk Team: functionally aligned to the State DFV&VPU, not a District resource		
DFVC	Domestic & Family Violence Coordinator	MHIC	Mental Health Intervention Coordinator
DFVO	Domestic & Family Violence Officer	MHLO	Mental Health Liaison Officer
Permanent position			

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QPS REVIEW OF DFV TRAINING - 2017

Develop a domestic and family violence education and training framework.

Ensure the delivery modes and methods of training are designed to achieve best learning outcomes.

Address the identified gaps in the current DFV training.

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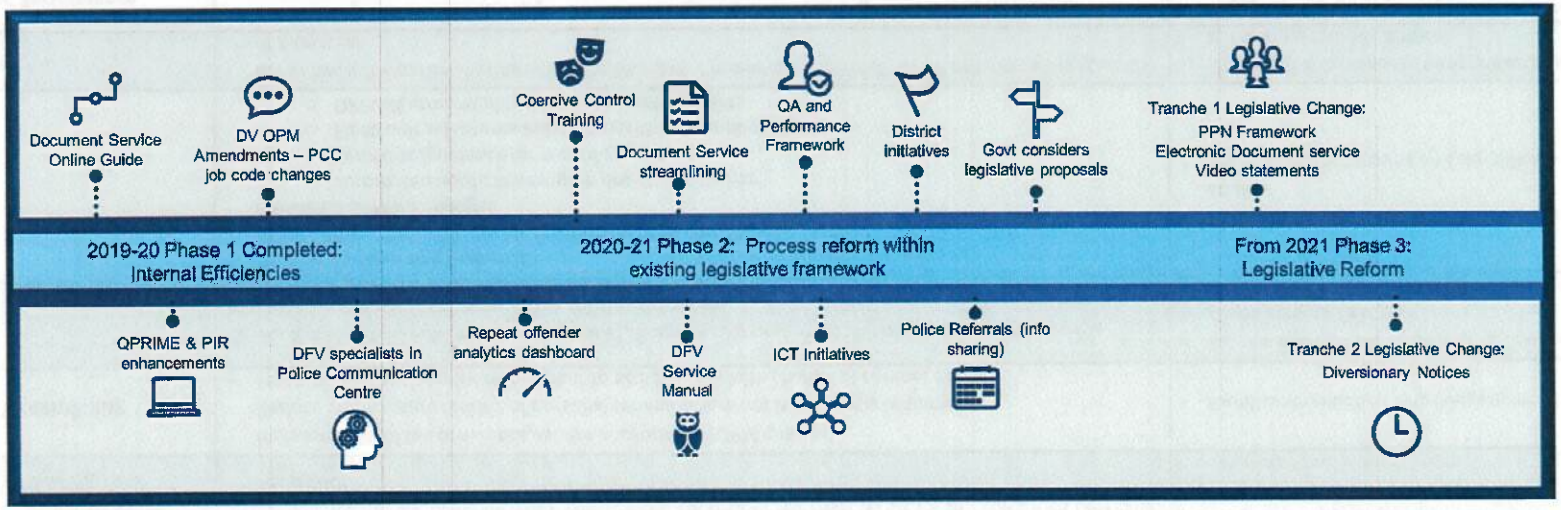
TRAINING, EDUCATION AND PROFESSIONAL DEVELOPMENT

Vulnerable Persons Training Package	DFV Specialist Course	Police Communications DFV Module	Graduate Certificate in DV Responses	Strangulation Training
Recognise, Respond, Refer	Cultural Change Program	Coercive Control Training	Recruit & FYC Programs	Isacure Training

DFV PROCESS IMPROVEMENT ACTION PLAN



Legislative Component: Phase 3

The *Domestic and Family Violence Protection (Enhanced domestic and family violence system responses across Queensland) and Other Legislation Amendment Bill 2020.*

3 key initiatives (8 Initiatives in total)

(1)
Digitally recorded statements being used as evidence-in-chief in DFV criminal proceedings.

(2)
Electronic document service

(3)
Extended Police Protection Notices (PPNs).

NON-LEGISLATIVE DFV INITIATIVES

Phase 2 Process Reform within existing legislative framework		
Theme	**Focus**	**Benefits to Frontline**
Coercive Control Training	- This whole of service approach will generate meaningful change and build awareness and understanding to support frontline members to recognise and respond to coercive control as a basis of DFV, not an aspect of DFV. - Provide members with an awareness, knowledge and skills to identify and respond to a common but often hidden form of DFV.	- Improved identification and recognition of coercive control within Domestic and Family Violence investigations.
Repeat Offender Analytics • **High Risk High Harm Dashboard** • **DFV Predictive Modelling Tool**	- Provision of timely and accurate data to aid Districts in better targeting those respondents responsible for high frequency, high harm DFV who are disproportionately responsible for the volume of DFV calls for service	- Effective tool to support DFV case management - Clear visibility of high risk DFV matters - Focussed deterrence to reduce repeat calls for service, recidivism and victimisation
Document Service Streamlining	- Increased use of tell provisions, where appropriate (OPM change) - Reduce unnecessary tasking of personal service where not legislatively required - Establish mechanisms for respondent to provide QPS with change of contact details	- Significant reduction in taskings associated with personal service
DFV Service Manual	Re-develop DFV and vulnerable persons operational procedures and practices in an intuitive service manual to guide appropriate frontline policing responses	- Clear guidance to members on procedures and practices in responding to DFV - Improved efficiency and effectiveness of processes

ICT Initiatives	• Online DFV reporting (live 2020)
	• Enhanced mobile capability for responding to DFV incidents
	• Advanced QPRIME changes
	  ○ automated notifications upon document service
	  ○ Template/guidance for recording grounds
	  ○ Electronic signatures associated with DFV applications
	  ○ QPRIME streamlining and process refinements
		- Ability to finalise routine DFV matters without returning to station
		- Ease of data processing and simplification of workflows

Police Referrals	- Enhanced information sharing with specialised DFV providers by providing PAF risk indicators as part of a referral	- Targeted NGO response to aggrieved and respondent → leading to reduced calls for service
Quality Assurance and Performance Framework	- Establishing a consistent QPS approach to investigating and reviewing DFV occurrences, case management and integrated DFV referral responses - Consistent District performance indicators for oversight and visibility by the QPS Executive	- Proactive coordinated respondent to DFV - Reduce DFV harm, chronic DFV offending and repeat calls for service
District led initiatives	- Promote enhancements and further develop Vulnerable Persons Framework to enable standardised and consistent approaches as District level	- Clearer processes and guidance to support effective DFV responses.

DFV PROCESS REINVESTMENT PLAN

- Focussed deterrence e.g. Operation Alessa
- Increased resourcing at district level to DFV&VP Units
- Increased QPS follow up to DFV incidents
- Strengthened performance monitoring
- Cultural Change and Vulnerable Persons Training

DFV&VPC

Domestic, Family Violence and Vulnerable Persons Command

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IMMEDIATE

QPS DFV doctrine	Resource model for VPUs, Comms, VPG	Shift from an incident focussed to problem focussed posture	District led person to person engagement with OIC and all personnel with short but sharp reality check
Invest or redirect resources to better address demand	Establish district DFV capability standards	Realignment of CFS responses and codes - monitoring & follow up	
BWC use	Bail decision monitoring	Operation Alessa	Immediately address cultural aversion, competence and compliance

SHORT TERM

Internal/external messaging (communications plan)	Predictive analytics	Re-enliven cultural change program	Internal Audit Program DFV 21/22	VPP Conference
Deidentified learning points	High risk / high harm analytics dashboard	Continue DFV Improvement Program	ANROWS Accurately Identifying Person Most in Need of Protection Report	Progress DFV Partnership Model • DFV&VPU in all districts - Common operating platform - Baseline staffing model • Integrated or engaged investigative capability - Integrated HRT or HRT capability
DFV&VPU engagement District listening visits	ICT initiatives	Establish QPS DFV Advisory Group	Police DFV desensitisation research	

MEDIUM TERM

A system wide review of the prevention, disruption, investigation and response to DFV within the QPS	Statewide DFV dynamics, coercive control and holistic risk assessment training	State-wide & integrated training framework- community of practice	DFV Manual	Legislative reform QAO recommendations
Map and understand the end-to-end DFV systems and the points of vulnerability in the QPS part of that system	Research trial re gendered service delivery	ISACURE modifications	Embed Women's Justice & Safety Task Force recommendations & reforms	DFV Re-investment Program Focussed deterrence - Increase resourcing to VPUs - Increased follow up to DFV incidents Strengthened performance monitoring - Cultural Change and VP training
Develop district based DFV&VP units standards of practice	Multi-disciplinary reception centre trial	Resource re-prioritisation via SDRP	Quality Assurance and Performance Framework CPR focus	

LONGER TERM

- Sexual Violence & violence against women intersection
- Expansion of MDC's
- Establishment of QPS DFV Centre of Practice & Research
- QCS/QPS Working Party to progress initiatives to detect and prevent DV breaches by prisoners in correctional centres
- Death Review Advisory Board Recommendations

FUTURE VISION- PARTNERSHIP MODEL

STRATEGIC LEVEL
Domestic, Family Violence and Vulnerable Persons Command

DISTRICT LEVEL
Domestic, Family Violence and Vulnerable Persons Unit (hub)

Resourcing could include:

- DFVCs, MHICs, HRTs
- Police Referrals Coordinators
- DFV Co-response / MH Co-responder
- Crime Prevention Coordinators
- Police Liaison Officers
- Cross Cultural Liaison Officers
- Aboriginal and Torres Strait Islander (TIPSO)
- LGBTIQ+ Liaison Officers
- School-based and Adopt-A-Cop
- CPIU and CIB – supporting where necessary OR investigators
- Intel Officers
- VIPs
- Support Team e.g. AO5/AO4 Project Officer, AO2/AO3 Admin Officer

STRATEGIC LEVEL
Child Abuse
and Sexual Crime Group
State Crime Command

STRATEGIC LEVEL
Community Programs; Project Booyah; PCYCs, First Nations and Multicultural Affairs Unit
Communications, Culture and Engagement Division

STRATEGIC LEVEL
Drugs and Alcohol Coordination Unit
Organisational Capability Command

Close working relationships with the above groups noting intersections, for example on children, youth and sexual violence matters.

RESOURCE NEEDS

A difficult conversation but it needs to be had

We are unable to sustain the current PCC DFVC service now

Current resources in DFV&VPUs does not meet existing and growing demand

Training resources – need a commitment to meet priority

COMMITMENTS TODAY

Commit to the Partnership model between Command and Districts	Commit to establishing DFV&VP Units capability in all 15 districts	Commence project to develop consistent district operating platform and resource model	Clarify job code allocation
Agreed Statement of Commitment (Doctrine) for broader consultation	Staffing model for DFV&VPC and PCC positions	District led cultural interventions	Internal Audit Program DFV

DFV&VPC