



## QUEENSLAND POLICE SERVICE

## STATEMENT OF WITNESS


 QP 0125  
 01/06  
 Δ16

Occurrence #: \_\_\_\_\_


Statement no.: \_\_\_\_\_

Date: **24/06/2022****Statement of**Name of witness: **CODD, Brian John**Date of birth: \_\_\_\_\_ Age: \_\_\_\_\_ Occupation: **Police Officer****Police officer taking statement**Name: **CODD, Brian John**Rank: **Assistant Commissioner**Reg. no.: **4005803**
 Region/Command/Division: **Domestic, Family  
 Violence and  
 Vulnerable Persons  
 Command**

 Station  
 :
**Statement:**

Brian John CODD states:

1. I am an Assistant Commissioner of police with the Queensland Police Service (QPS) with over 38 years policing experience having joined the QPS in April 1984. My professional experience encompasses investigations, intelligence, covert services, education and training, incident/disaster command, specialist tactical command and regional and command executive roles.
2. I was first appointed as a Commissioned Officer in the QPS in 1998 and was appointed an Assistant Commissioner in 2015.
3. I hold the following academic qualifications:
  - Bachelor of Business (HRM) (University of Southern QLD - USQ)
  - Graduate Diploma in Further Education and Training (USQ)
  - Master of Management (Leadership) (USQ)
4. I completed the Police Leadership Strategy program at the Australian Institute of Police Management in 2014/15.
5. I am a Graduate of the Australian Institute of Company Directors and a member of the Institute of Public Administration Australia.

  
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6. I was recently contacted by a legal officer attached to the QPS Commission of Inquiry Support Team. As a result, I prepared this statement to assist the Commission of Inquiry, addressing specific issues and progress on actions since March 2022.

#### **Current DFV context**

7. The QPS fulfils significant statutory responsibilities with respect to domestic and family violence (DFV) and is continually looking for opportunities to enhance its performance in the protection of victim/survivors and the holding of perpetrators accountable on behalf of our community and according to law.
8. DFV related activities represent a substantial proportion of the work undertaken by QPS members across the State on a 24/7 basis, most particularly for our frontline general duties officers and DFV specialist officers and staff members.
9. As part of the QPS Priority Policing Model, any available officer, including investigative and Highway Patrol officers, may be tasked with initial response to emergency DFV incidents if required.
10. On average the QPS receives over 300 DFV related calls for service daily. In terms of the scale of DFV actions taken by the QPS on an annual basis, current projections estimate over 127000 DFV related activities will be tasked across the Service this year (almost 350 per day). Not all will be assessed as DFV or require a DFV action.
11. Those activities include responding to and assessing potential DFV incidents, investigating DFV occurrences, protecting victims and holding perpetrators accountable through the issuing of Police Protection Notices (PPN's), applying to the courts for Domestic Violence Orders (DVO's) or variations to existing orders and investigating associated criminal offences including contraventions of orders and notices.
12. These activities also involve significant administrative and oversight activities including seeking relevant approvals from delegated officers for proposed actions, the recording of matters on relevant registers and databases, document service and brief preparations.



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13. Additional activities include reviewing DFV incidents to identify potential risk and to ensure legislative and procedural compliance.
14. In the 2021 calendar year there were 22085 police DFV applications made, 6025 private DFV applications, 36083 incidents involving actions taken other than an application and 21247 calls for service which were assessed as not involving DFV.
15. As at May 2022, preliminary data projects 23189 police DFV applications (5% increase), 5263 private DFV applications (13% decrease), 44731 DFV Other Actions (24% increase) and 20258 No DFV (5% decrease) for the 2022 calendar year.

#### **Establishment of DFVVPC**

16. In March 2021 I was appointed by the Commissioner to establish the QPS Domestic, Family Violence and Vulnerable Persons Command (DFVVPC). The Command was formally created by Executive Directions 123. I currently continue to fulfil the role of Senior Executive Officer for that Command.
17. My position also includes membership of the National Family Violence Police Executive Group (NFVPEG) comprising Senior Executives with DFV responsibility in all Australian and New Zealand police jurisdictions. This group share learnings and good practice relating to DFV.
18. The purpose of the DFVVPC is to develop, enhance and support QPS capability to prevent, disrupt, investigate and respond to domestic & family violence and harm to vulnerable persons.

#### **QPS DFV Doctrine, Strategy and Action Plans**

19. In April 2021, as part of the establishment of the DFVVPC, I was tasked with developing a strategic DFV position for the QPS.
20. In May 2021, after discussion by the QPS Executive Leadership Team (ELT), I coordinated the development of a QPS DFV Doctrine statement outlining the QPS Responsibility, Goal and Commitment statements with respect to DFV.
21. Informed by the doctrine and following further engagement with internal and external stakeholders, together with members of the DFVVPC I developed the QPS

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DFV Strategy 2021-2023 including a vision statement toward '*victim-centric, trauma informed domestic and family violence responses delivered by a capable workforce that protects victim/survivors, reduces community harm and builds on Queensland and National priorities*'.

22. Five strategic priorities were identified in support of the Strategy:

- Victim/Survivor Protection;
- Perpetrator Accountability;
- Our People;
- Community Confidence; and
- Integrated Relationships.

23. The Strategy was endorsed by the ELT and the QPS Board of Management in December 2021 and approved by the Commissioner in January 2022.

24. A DFV Action Plan was subsequently integrated and aligned against the priorities of the Strategy and provides the focussed direction for DFVVPC led and broader QPS DFV reform work. So far 21 of the 39 actions have been completed and the other 18 are in progress. I can provide a copy of the updated Action Plan marked Attachment A.

#### **Current QPS DFV Specialist Resources**

25. QPS DFV specialist resources are delivered through a partnership model between the strategic capability responsibility of the DFVVPC and operational capability undertaken within each of the 15 Districts.

26. All 15 Districts are supported by specialist DFV Coordinators (DFVC's). Within 8 of the districts the DFVC's operate within a DFVVP Unit (often referred to as VPU's). The size and structure of each VPU is relevant to demand and other operational nuances within each District (geographic, decentralised, demographic etc).

27. The VPU's comprise an Officer-in-Charge, DFVC's and other DFV officers. The units combine permanent specialist officers with other officers who rotate through and support VPU operations.



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28. The QPS continues to work toward building the DFV capability in all 15 districts although the model for each will be tailored to the needs and circumstances of each district. It is estimated that District DFVCs audit between 100 and 250 DFV occurrences a week depending on demand and available resources.

#### **District Capability Model**

29. One of the key issues identified during internal stakeholder engagement associated with assessing the QPS DFV capability was the lack of a consistent approach taken across the 15 districts that make up the QPS.
30. A project was initiated within the DFVVPC to develop a consistent District DFV Capability Model. The model was adopted in September 2021.
31. To compliment the Capability Model, a maturity matrix was developed to assist District's to assess their progress toward achieving the full aspirational capability. This process has assisted in identifying capability gaps and to inform District resource planning. I can provide a copy of the matrix marked Attachment B.

#### **Analytic Tools.**

32. The QPS DFVVPC continues to develop initiatives and analytical tools to better identify and target perpetrators responsible for the volume of DFV calls for service and harm. In partnership with the QPS Research and Analytics Unit (R&A), a High-Risk High-Harm Dashboard (HRHH) has been developed. In the creation of the dashboard, police sought input into the calculation methods used in the child sex offender risk assessment tool – THReT and formed a DV based risk / harm score that underpins the dashboard assessment.
33. The HRHH Dashboard assists officers to monitor behaviours to prevent further DFV incidents, including consideration of early intervention strategies and/or relying on criminal justice system responses to disrupt the offending cycle.
34. As of April 2022, face to face training has been delivered across all 15 policing districts to approximately 500 officers in the operationalisation of the dashboard. Training is now being provided to specialist units.

  
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35. An interim report has been conducted and identified that prior to the HRHH Dashboard, most districts used repeat calls for service and offence severity to determine those who are high risk DFV perpetrators.
36. Final evaluation of the HRHH dashboard rollout is anticipated by September 2022.
37. The DFVVPC has also engaged with data scientists from the R&A and DFV specialists to explore the development of holistic actuarial tools to complement police officer professional judgement when responding to DFV and identifying future risk.
38. The Domestic Violence Predictive Model (DPM) has been developed using machine learning algorithms which identify risk factors leading towards a potential escalation within an intimate partner relationship. The DPM is an intimate-partner based model that identifies couples rather than respondent based.
39. The model takes relevant information about the respondent, aggrieved and the circumstances and generates a probability of escalation within the set response window. The model will produce a risk score (probability) between one and 10 that reflects the couple's current relationship history (occurrence-related and demographic information); the respondent/victim's past relationship history (occurrence related); and the respondent/aggrieved's individual police history.
40. The next stage in development of the DPM is to operationalise the model and to trial it within a live setting. Those location settings are yet to be confirmed.

#### **DFV Advisory Group (DFVAG)**

41. In July 2021 the QPS established the DFVAG to act as an advisory body on issues relating to its role in the prevention, disruption, response to and investigation of DFV.
42. The functions of the DFVAG are to:
  - Provide advice to the Commissioner of Police through the Chair of the DFVAG on strategic and systemic domestic and family violence issues and contribute views on appropriate responses for consideration.
  - Collaboratively discuss and exchange ideas regarding policy and operational challenges/experiences with a view to identifying opportunities and avenues for reform within the QPS and across the DFV system more generally.
  - Actively promote an awareness of the role of the QPS with respect to DFV and to encourage engagement of policing responses and participation in programs and coordinated service delivery, where appropriate.



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- Promote understanding of DFV within the QPS through engagement, education, training, policies and practices.
43. The DFVAG meets quarterly and to date has held 3 meetings. Current membership includes representatives from the sector leaders from DV Connect, Queensland Women's Legal Service, Red Rose Foundation, Multicultural Australia, Queensland Family and Child Commission and academia.
44. Indicative issues of discussion within the DFVAG to date have included:
- AIC research on perpetrator pathways to lethality
  - Need to move to a holistic trauma and DFV informed response requiring specialist training.
  - Co-responder models to assist with better triaging.
  - Current system is crisis driven and need to involve longer-term strategies to support victim/survivors and perpetrators.
  - Specialised training and experience required to understand coercive control
  - Need to build trust with victim/survivors.
  - First Nations impacts.
  - DFVDRAW recommendations.
  - Building confidence in police with vulnerable persons.
  - QPS DFV Strategy
  - Physical place and design of stations.
  - "Closing the gap" recommendations integration in strategy/action plans
  - Pressure on NGO support services.
  - Police culture.

**Review of operational policies and procedures.**

45. The QPS continues to review and enhance operational policies and procedures in response to legislative, policy and sectoral changes and learnings.
46. A DFV Manual is nearing completion to be a stand-alone reference for police personnel to guide their response to incidents of DFV. The Manual is to provide a singular repository of DFV information predominately for frontline officers to access. The Manual provides details around procedural aspects of DFV matters with an overlay of behavioural indicators and deeper knowledge about the impacts on victims. The Manual seeks to provide a practical guide sourced from a number of training and best practise guides and flow charts in use by the QPS. This also gives

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frontline additional links to information to assist with highly complex issues with DFV matters. The manual is in the final stages of editing before entering a production environment and being made available to QPS personnel. The manual will be electronically available to front line officers via their Qlite devices and the QPS Intranet. The manual is a living document able to be updated to reflect learnings and contemporary practice. I can provide a draft copy of the DFV Manual marked Attachment C.

#### **Co-responder and integrated service models**

47. The QPS continues to explore opportunities for integrated responses to DFV in partnership with other departments/services and is currently engaged in DFV co-responder approaches in Logan and Brisbane.
48. Recommendation 37 of the Women's Safety and Justice Task Force provides, *"the Queensland Government, led by the Department of Justice and Attorney-General, trial and evaluate an appropriately resourced co-responder model involving joint responses between Queensland Police Service and specialist domestic and family violence services in a number of locations."*
49. I am advised the QPS has been involved in initial discussions with DJAG on this recommendation and announcements as to progress will be led by DJAG in the near future.

#### **Embedding police officers in DFV service providers**

50. The QPS is partnering with two non-government DV support services; the Brisbane Domestic Violence Service (BDVS) of Micah Projects in South Brisbane and the Domestic Violence Action Centre in Ipswich to trial embedding a specialist DFV police officer on site within the Non-Profit Government Organisation (NGO) to provide an innovative solution to help break down barriers and support reporting of DFV.
51. The trial will commence late 2022 and operate for a six-month period. The aim is to ensure victims of DFV who engage support services are better supported and aware of their rights and the potential actions available to seek protection from DFV.



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### Embedding women's advocate into police establishments

52. Between January and September 2021, a collaborative project between the Domestic Violence Action Centre (DVAC), QPS and Centre for Justice, Queensland University of Technology (QUT) was conducted to evaluate an innovative pilot aimed at improving the policing of DFV through the co-location of a domestic violence specialist (DVS) worker at Toowoomba Police Station. The trial specifically sought to meet recommendations 76 and 78 of the Not Now, Not Ever report.
53. The evaluation highlighted that Police learned about the importance of emotional support and referral options while working with the DV specialist. Data shows how they then applied knowledge of referral options, with referrals to DVAC from police on track to increase by 47% from 2020/2021 rates. These changes in police practice potentially translate to further improved experiences for victim/survivors.
54. With the DV specialist working between a number of stakeholders, such as police, Courts and the High-Risk Team, this presented integrative opportunities, which strengthened connection and communications translating into better outcomes for victims.
55. The co-location introduced benefits from the client, DVAC and police perspective. These included emotional support, information sharing, communication, efficiency, education, access to networks, and improved police legitimacy. This approach works toward a key aim of building a collaborative, victim-centric, trauma informed capability to respond to DFV.

### Video Recorded Evidence (VRE) Pilot.

56. The QPS has continued to advocate for legislative reform to enhance the capability of officers to use body worn cameras to obtain victim survivor statements to be used as their evidence-in-chief in court.
57. On 16 August 2021, Cabinet approved the progression of amendments to the *Evidence Act 1977* (Qld) to support the proposed 12-month pilot of VRE as evidence in chief of victims in criminal proceedings for domestic violence offences. The *Evidence and Other Legislation Amendment Act 2022* (Qld) received assent on 10 June 2022 providing the legislative framework for VRE in the *Evidence Act 1977*. A regulation is being prepared which will prescribe the pilot locations of Ipswich



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and Southport for the VRE Trial with a proposed proclamation date of 4 August 2022.

58. The QPS has commenced training for the VRE as of 21 June 2022 in anticipation of a commencement date associated with the draft regulation of 12 September 2022.

59. The objectives of the VRE pilot are to:

- reduce the trauma of DFV victims associated with recounting events in the presence of the perpetrator;
- reduce the difficulty in recalling events when being cross-examined as the victim would be able to see/hear their previous statement;
- increase the efficiency of evidence collection and successful prosecution of offences by illustrating the demeanour and collecting information about the experience of the complainant as proximate to the time of the event as possible;
- reduce the capacity of the perpetrator to intimidate the victim to change or recant their evidence; and
- support the timely resolution of criminal proceedings, with potential increase in early pleas of guilty and conviction rates to support greater accountability for perpetrators.

60. The VRE pilot is tied to recommendation 133 of the *Not Now, Not Ever: Putting an end to domestic and family violence in Queensland* report relating to alternative evidence procedures.

61. The pilot is a joint initiative between the QPS and the Department of Justice and Attorney General (DJAG) and will be independently evaluated to determine whether it is achieving its aims and to inform any future extension or expansion of the use of the video recorded evidence provisions.

#### **Police desensitisation study.**

62. The DFVVPC has been engaged with Griffith University to gain better understanding of the psychological impact of responding to DFV experienced by frontline officers.

63. A survey of 218 police officers (1500 invited to participate) indicates a number of frontline officers are suffering burnout, psychological distress (which is associated with anxiety and depression) and PTSD.

64. Preliminary findings identified while many officers had positive perceptions of their performance at DFV jobs, a high portion of officers:

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- expressed distrust towards the QPS and cynicism towards some aggrieved persons;
- experienced a great deal of stress from attending DFV, particularly relating to paperwork, red tape, pressure and criticism.
- had poor job satisfaction and wished to transfer out of general duties.

65. Further detailed analysis from researchers is expected in the second half of 2022.

66. The researchers are in the early stages of planning a follow-up study with a smaller group of general duties officers to understand what characteristics define an effective DFV first responder. Ethics approval for the follow-up study has been obtained through the university who will be seeking input and approval through QPS before commencement which is anticipated to be between September and December 2022.

#### Police Referral Network

67. As at 8 June 2022 the enhanced Police Referrals system has over 530 service providers covering 60+ different issues, which are broadly grouped into 22 referral categories, with these categories linked to ten themes including: domestic and family violence; homelessness; mental health; seniors; and victim support.

68. Of the 530+ service providers within the Police Referral network the below table gives a breakdown of Domestic and Family Violence providers.

CATEGORY	# PROVIDERS	Female Only	Male Only	Indigenous Only
Domestic and family violence (aggrieved) – Support for aggrieved	82	32	8	18
Domestic and family violence (aggrieved) – Support for aggrieved – <u>Non consent</u>	69	27	8	14
Domestic and family violence (aggrieved) – Support for aggrieved – Support for immigrant women	35	19	1	1
Domestic and family violence (aggrieved) – Support for aggrieved – Support for immigrant women – <u>Non consent</u>	31	18	1	n/a
Domestic and family violence (respondent) – Support for respondent	77	26	20	17

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Domestic and family violence (respondent) – Support for respondent – <u>Non consent</u>	71	26	20	16
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*Table 1 - Total DFV Service Providers in Police Referrals network - accurate at 1035 hours 28/06/2022*

69. Police Referrals have 82 service providers providing support for the category: *Domestic and family violence (aggrieved) – Support for aggrieved*. Of the 82 providers, 32 support female only, 8 support male only and 18 support indigenous only clients.
70. Support services involved with Police Referrals nominate the relevant catchment areas (suburb and postcode) they provide support and demographic information to assist with routing Police Referrals appropriately to relevant support services. Support could be Local, District, Regional or Statewide.
71. For each referral category/issue Police Referrals must have Statewide coverage to ensure all at risk and vulnerable persons including those living in rural/remote areas receive support, even if it is telephony only support.

#### **Cultural Enhancement Program**

72. In 2018 the QPS engaged with an external contractor (NOUS) to undertake cultural change work with the QPS due to concerns increasing DFV volume and repetition may be negatively impacting frontline members. Following a state-wide survey to baseline the culture of the QPS, a cultural enhancement training program was co-developed between QPS members of the (then) Domestic Family Violence & Vulnerable Persons Unit and the external contractor. The course was facilitated to 57 District cultural change champions in 2019 to embed cultural enhancement initiatives and activities in their District.
73. In 2020/21 COVID-19 impacted QPS training and service delivery however NOUS remained contracted to deliver updated cultural enhancement training in due course.
74. Later in 2021/22, the Service re-engaged the NOUS to re-enliven the program for roll-out to QPS train-the-trainers across the Service.
75. The cultural enhancement program has now been integrated into a 3 day face to face DFV training product 'DFV: The Holistic Approach', and is the first of a number of training products planned for delivery over the next 12 months. Before delivery to train-the-trainers, the course has been piloted to QPS members from various roles,

  
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experiences and skillsets and will be reviewed by peer academic research body ANROWS.

### **Cultural Issues**

76. Community understanding of, and attitudes toward, domestic abuse, in particular the often subtle coercively controlling aspects of DFV which may not manifest themselves in obvious physical violence, are evolving.
77. The recognition of the nexus between coercive control and the potential for escalation to acts of serious violence, deaths and other criminal offences has also been highlighted in recent Inquest findings and in academic research.
78. Analysis of DFV Homicide data also indicates that almost 70% of DFV homicides in recent years were committed by offenders who were not previously known to police in a DFV context. It is contended however that there were likely to have been other indicators apparent which may have been able to be identified earlier by victim/survivors, family, friends, community and service providers, including police.
79. This lack of earlier identification, or willingness to get involved, is open to consideration of in terms of education, awareness and 'cultural issues' for the broader community and police.
80. Given the critical role police play in responding to DFV, particularly at a point of crisis intervention, it is expected that police be aware of and attuned to broader understanding of the holistic context of DFV within which individual incidents present.
81. Police officers also know and accept that we are held to a higher standard of conduct within our community. Police are empowered with substantial authority, influence and discretion in providing policing services and enforcing the law on the community's behalf and according to law. Police officers have statutory and common law obligations and responsibilities that others do not. Police officers take an oath or make an affirmation accepting these obligations. The commitment to these obligations is subject to significant scrutiny by way of internal policies and procedures and a robust internal disciplinary system. That scrutiny is also independently oversighted by the Crime and Corruption Commission. These arrangements are vital to the legitimacy of the relationship between police and the community we serve.



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82. It is also important to recognise that police are part of a much broader system within which opportunities exist for greater integration to prevent DFV, to better protect victims and hold perpetrators accountable.

*Justices Act 1886*

I acknowledge by virtue of section 110A(6C)(c) of the *Justices Act 1886* that:

- (1) This written statement by me dated 5/6/22 and contained in the pages numbered 1 to 14 is true to the best of my knowledge and belief; and
- (2) I make this statement knowing that I may be liable to prosecution for stating in it anything that I know is false.

..........Signature

Signed at Edsonwa this 5th day of July 2022



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