



1374 Domestic Violence – Other Action

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Purpose

This paper was prepared to provide findings from an analysis of all 1374 *Domestic Violence – Other Action* occurrences recorded in QPRIME over the last five financial years to improve understanding of the circumstances preceding an officer's decision to record respectively.

Method

To inform this paper all 1374 *DV – Other Action* occurrences recorded in QPRIME between 1 July 2017 and 30 June 2022 were included for analysis. From this sample, 60 randomly selected *DV – Other Action* occurrences¹ were analysed to identify contributing factors and circumstances where officers determined a police domestic violence order application was not appropriate/required following their investigation.

Data was extracted with the following rules:

- A unique SPI list was extrapolated for each individual financial reporting year.
- Repeat offender - where a unique SPI has been actioned for any offence with a DV Flag of "Yes" after the date of the Initial 1374 *DV – Other Action* occurrence.
- Age group is based on the first offence within each reporting year. Where an offender falls into multiple age groups, they will only be counted once.
- Only those offenders that have gender recorded have been provided in gender breakdowns.
- Months to reoffend refers to time between the reported date of the initial 1374 *DV – Other Action* occurrence and the actioned date for any offence with a DV flag of 'yes' within 12 months.

NB: First Nations status is omitted from this analysis as it was unable to be reliably reported on due the large number of 'not stated' entries recorded in QPRIME.

Class definition 1374 Domestic Violence – Other Action

Is when police attend a location where:

- the involved persons are in a relationship as defined under Section 13 of the *Domestic and Family Violence Protection Act 2012*
- allegations of domestic violence have been made; or
- domestic violence has occurred

and after conducting an investigation determine a police domestic violence order application is not appropriate due to:

- insufficient evidence to support an application
- having regard for the seriousness of the incident investigated, legitimate reasons to not make an application, for example:
 - o a protection order is not necessary or desirable to protect the aggrieved; and / or
 - o the aggrieved is not in fear of the respondent; and / or
 - o the aggrieved is not likely to be at risk of reoccurring DV and / or
 - o the involved parties have separated and will have no further contact; and / or
 - o the aggrieved and respondent reside outside Queensland and a protection order would be ineffective; and
- approval is granted by a supervising officer who has not been involved in the investigation of the reported domestic violence

¹ All occurrences were recorded with 'Cleared type: Non-crime: Unsolved', and all were sought and approved by the Shift Supervisor.

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Findings

Key findings

- In Queensland, the number of recorded *DV Other Action* occurrences almost doubled over the most recent 5-year reporting period – increasing by 93% from 21,611 occurrences recorded in 2017/18 to 41,674 in 2021/22 (Table 1).
- The increase in recorded *DV – Other Action* occurrences has risen exponentially each year. For example, there was an 15% increase in the number of recorded *DV – Other Action* occurrences found between 2017/18 and 2018/19, doubling to a 30% increase recorded between 2020/21 and 2021/22 (Table 1).
- The Northern region recorded the greatest increase in *DV Other Action* occurrences, from 1,654 in 2017/18 to 4,950 in 2021/22 - an increase of 199%, followed by South-Eastern region with a 138% increase of 3,378 occurrences recorded in 2017/18 to 8,043 occurrences recorded in 2021/22 (Table 2 and Figure 1).
- More recently, the regions that recorded the largest increase in recorded *DV – Other Action* occurrences over the last financial year are Northern region (47%), Far Northern (40%) and South-Eastern (36%) (Table 2 and Figure 1).
- The majority of respondents involved in a *DV – Other Action* occurrence and who go on to commit a DV-related offence within a 12-month period are male (75%) (Table 3).
- The total number of unique respondents of *DV Other Action* occurrences more than doubled over the reporting period - increasing from 7,661 in 2017/18 to 15,219 in 2021/22. At the same time, the average number of *DV – Other Action* occurrences recorded per unique respondent remained steady, with an average of 2.7 *DV – Other Action* occurrences reported against each unique respondent each financial year (Table 4).
- On average, 87% of all respondents recorded in a *DV – Other Action* occurrence do not reoffend within a 12-month period (Table 4).
- Respondents are more than three times more likely to reoffend within a 12-month period where a referral was not offered as part of the police investigation of a *DV – Other Action* occurrence compared to respondents where the referral was offered and accepted (42% and 12% respectively) (Table 4).
- The proportion of *DV – Other Action* respondents who reoffend within 12 months increased from 12% in 2017/18 to 14% in 2020/21 (Table 4).
- On average, 42% of respondents who reoffended during the period 1 July 2017 to 30 June 2021 did so within a three-month period (Table 5).
- 72% of all reoffenders are aged between 18 and 39 years, with those aged between 18 - 24 years accounting for the highest proportion of reoffenders - 23% (Table 6).
- On average, one in every 5 respondents (20%) are issued with a Police Protection Notice (PPN) within a 12-month period following their involvement in a *DV – Other Action* occurrence. More than half of these PPNs are issued within a 3-month period following the *DV – Other Action* occurrence (Table 7).
- On average, 9% of respondents are recorded as against a DV – Application Private occurrence within a 12-month period following their involvement in a *DV – Other Action* occurrence. Three quarters of private applications are submitted within a 3-month period following the *DV – Other Action* occurrence (Table 7).
- The majority of referrals offered and accepted by respondents and/or aggrieved involved in a *DV – Other Action* occurrence are of a DFV nature (Table 7). There has been a notable increase in the number 'referred with QPS authority' made by officers – up from 55 made in 2017/18 to 278 in 2021/22 (more than 5 times likely) (Table 8).

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- Of the 60 randomly selected *DV – Other Action* occurrences examined, police indicate the recording of the incident as a *DV -Other Action* occurrence is appropriate for one or more of the following alleged reasons: parties are not in fear of each other, there is no threatening behaviour, no physical violence witnessed by police, parties do not wish to proceed with making a formal complaint, claims that such reports are false/vexatious (e.g., by neighbours), or occurrence was perceived as a domestic issue rather than a DFV related matter.
- Of the 60 randomly selected *DV – Other Action* occurrences where an officer has nominated to refer the aggrieved or respondent 'with QPS authority', no discerning narrative is found to establish why this particular referral method was selected. "Referral with QPS authority" denotes a particularly serious incidents of DFV, and should only be done if the police officer reasonably believes that the person:
 - fears or is experiencing domestic violence and there is a threat to the person's life, health or safety because of domestic violence; or
 - the person has committed domestic violence against another person.It is recommended officers receive training regarding the various referral options available to them and when it is appropriate to 'refer with QPS authority'.

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Data Reference

Table 1: Total number of DV – Other Action occurrences by year

Year	%	Change %
2017/18	21611	
2018/19	24905	Up 15%
2019/20	27718	Up 11%
2020/21	32154	Up 16%
2021/22	41674	Up 30%
Total	148062	Up 93%

Table 2: Total number of DV – Other Action occurrences by region and year

Year	Brisbane	Central	Far Northern	North Coast	Northern	South-Eastern	Southern
2017/18	3494	2456	2183	5034	1654	3378	3276
2018/19	3898	3121	2464	5523	1985	4117	3649
2019/20	4325	3218	2444	6066	2374	4960	4211
2020/21	4979	3339	3126	6674	3368	5926	4586
2021/22	6139	4134	4381	7983	4950	8043	5793
2021/22 vs 2020/21	23%	24%	40%	20%	47%	36%	26%
2021/22 vs 2017/18	76%	68%	101%	59%	199%	138%	77%

Figure 1: DV – Other Action by Region

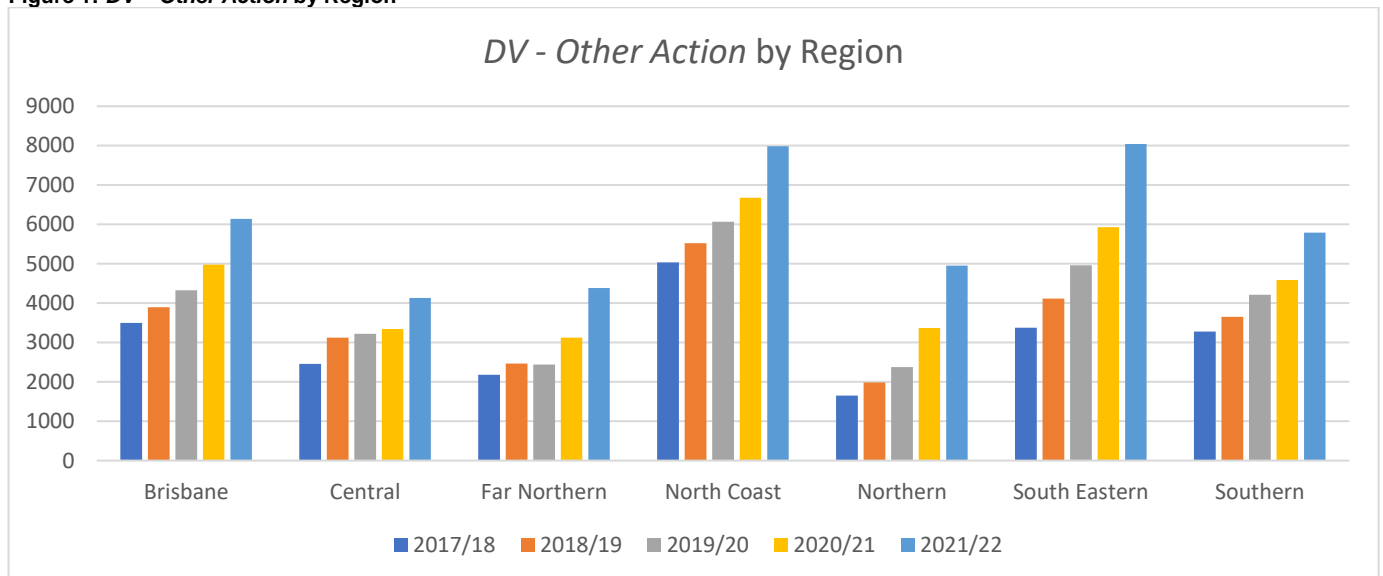


Table 3: Total number of unique respondents (DV – Other Action) by gender by reoffend

Year	Male	Male - reoffend	Female	Female - reoffend	Total reoffend
2017/18	5100	723 (14%)	2550	206 (8%)	929 (12%)
2018/19	6088	861 (14%)	3082	234 (8%)	1095 (12%)
2019/20	7047	1112 (16%)	3646	277 (8%)	1391 (13%)
2020/21	7892	1271 (16%)	4210	384 (9%)	1655 (14%)
2021/22	9630	888 (9%) ²	5564	319 (6%) ³	1207 (8%)

² Number is comparatively low to previous years due to inadequate time frame.

³ Number is comparatively low to previous years due to inadequate time frame.

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Table 4: Number of unique respondents, referral offers and reoffending rate, 1 July 2017 to 30 June 2022.

Year	Unique respondents	Referrals Offered	Accepted Referrals	No referral offered	Referred with QPS authority ⁴	Accepted Referral - Reoffend	No referral offered - Reoffend	Referred with QPS authority - reoffend
2017/18	7,661	7,611	7,369	50	242	848 (12%)	26 (52%)	55 (23%)
2018/19	9,178	9,135	8403	43	732	947 (11%)	14 (33%)	134 (18%)
2019/20	10,700	10,672	9,279	28	1393	1,137 (13%)	13 (46%)	241 (17%)
2020/21	12,124	12,100	10,606	24	1493	1,463 (14%)	10 (37%)	182 (12%)
2021/22	15,219	15,128	13,443	91	1684	901 (7%)	28 (31%)	278 (17%)

Table 5: Number of unique respondents by reoffending time period, 1 July 2017 to 30 June 2022.

Year	3 Months	6 Months	12 Months	Total
2017/18	403 (42%)	220 (23%)	306 (34%)	929
2018/19	485 (44%)	241 (22%)	369 (34%)	1,095
2019/20	556 (39%)	367 (26%)	468 (34%)	1,391
2020/21	700 (41%)	384 (24%)	571 (35%)	1,655
2021/22 ⁵	810	227	170	1207

Table 6: Number of unique offenders by age by period of time to reoffend (with reoffend flag 'yes')

Years	Months to reoffend	10 - 17	18 - 24	25-29	30-34	35-39	40-44	45-49	50-54	55-59	60+	Total
2017/18	<3 mths	3	76	61	61	81	51	29	17	12	12	403 (43%)
	3 – 6 mths	2	49	42	43	36	13	21	10	3	1	220 (24%)
	6 – 12 mths	3	65	58	50	47	34	29	11	6	2	306 (33%)
		1%	20%	17%	17%	18%	10%	8%	4%	2%	2%	
2018/19	<3 mths	3	116	73	83	72	53	46	22	11	6	485 (44%)
	3 – 6 mths	1	65	38	36	36	22	26	9	2	6	241 (22%)
	6 – 12 mths	6	78	71	68	54	43	27	9	9	4	369 (34%)
		1%	24%	17%	17%	15%	11%	9%	4%	2%	1%	
2019/20	<3 mths	5	111	90	110	76	74	48	26	8	8	556 (40%)
	3 – 6 mths	3	73	69	60	57	55	29	10	5	6	367 (26%)
	6 – 12 mths	3	98	78	83	61	62	50	14	13	6	468 (34%)
		1%	20%	17%	18%	14%	14%	9%	4%	2%	1%	
2020/21	<3 mths	13	143	134	96	113	79	57	32	17	16	700 (42%)
	3 – 6 mths	6	72	86	61	58	41	27	14	13	6	384 (23%)
	6 – 12 mths	8	108	96	89	94	80	43	27	16	10	571 (35%)
		2%	20%	19%	15%	16%	12%	8%	4%	3%	2%	
2021/22	<3 mths	58	167	126	108	119	95	54	44	19	20	810 (67%)
	3 – 6 mths	8	37	52	22	39	29	16	10	9	5	227 ⁶ (19%)
	6 – 12 mths	4	44	28	26	22	15	14	8	6	3	170 ⁷ (14%)
		6%	21%	17%	13%	15%	12%	7%	5%	3%	2%	

⁴ Referred with QPS authority: as a result of the introduction of Section 169F of the *Domestic and Family Violence Act 2012*, from 28th May 2017, police officers are able to give referral information to a specialist DFV service provider without that person's consent. This can only be done if the Police Officer reasonably believes that the person:

- fears or is experiencing domestic violence and there is a threat to the person's life, health or safety because of domestic violence; or
- the person has committed domestic violence against another person.

As a result of this new section, if the police officer believes that the above conditions apply, they are now able to make a Domestic and Family Violence (Aggrieved) and a Domestic and Family Violence (Respondent) referral even if the referred person has refused to give consent to the referral being completed.

If the person declines the offer of a referral and they do meet the above criteria for a non-consent referral, choose the "Referred with QPS authority" option. This option is only to be selected by Police Officers completing a Domestic Violence: Support for Aggrieved (Non-consent) and Domestic Violence: Support for Respondent (Non-consent) referrals.

Section 169F of the *Domestic and Family Violence Protection Act* is the only legislated authority Police Officers have to make a referral without the person's consent. This option will more accurately record referrals being completed under S169F of the *Domestic and Family Violence Protection Act* for which the offer to refer was declined. When this option is selected the referral submission will proceed exactly as if consent had been provided.

⁵ Unable to provide comparative re-offending findings due to insufficient timeframe after the fact.

⁶ Numbers are comparatively low to previous years due to inadequate time frame.

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Table 7: Number of unique respondents by DV – application (police and private) by year⁸

Year	3 Months	6 Months	12 Months	Total
2017/18				
DV – Application police	781	293	379	1453 (19%)
DV – Application private	548	79	109	736 (10%)
2018/19				
DV – Application police	962	348	449	1759 (19%)
DV – Application private	658	104	131	893 (10%)
2019/20				
DV – Application police	1062	408	551	2021 (19%)
DV – Application private	728	135	129	992 (9%)
2020/21				
DV – Application police	1353	514	624	2491 (21%)
DV – Application private	769	118	115	1002 (8%)
2021/22 ⁹				
DV – Application police	1326	319	150	1795 (12%)
DV – Application private	745	51	28	824 (5%)

Table 8: Nature of referrals offered and accepted

Year	DFV	Personal	Child	Support	Mental health	Drug/alcohol	No referral offered
2017/18	6118	993	108	132	135	125	50
2018/19	7577	1007	119	170	132	130	43
2019/20	9005	1106	166	125	147	123	28
2020/21	10107	1303	186	164	184	155	24
2021/22	12337	1601	436	302	261	190	91

Dip Sample Analysis

A dip sample analysis was undertaken of 60 randomly selected *DV – Other Action* occurrences¹⁰ to identify contributing factors and circumstances that resulted in officers determining a police domestic violence order application was not appropriate/required following their investigation.

DV – Other Action occurrences are recorded with a DV Indicator of 'yes' or 'no'. In several circumstance where the DV Indicator 'yes' was recorded, it was noted *there is a current protection order in place*.

Thematic analysis highlighted in the majority of incidents recorded, police allege parties are not in fear of each other, there is no threatening behaviour, no physical violence witnessed by police, and/or parties do not wish to proceed with making a formal complaint. Several incidents were reported by neighbours, with some alleged involved parties claiming such reports were false/vexatious. Other reported incidents were perceived as domestic issues rather than DFV related matters. See Appendix One for free text narratives.

⁸ Unique respondents are captured in *DV – application police* and separately in *DV – application private*. It is possible the same respondent is counted in both cohorts within the offending period.

⁹ Unable to provide comparative re-offending findings due to insufficient timeframe after the fact.

¹⁰ All occurrences were recorded with 'Cleared type: Non-crime: Unsolved', and all had been sought and approved by the Shift Supervisor.

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SENSITIVE**Appendix One: Free text narrative extracted from 1374 – Other DV Action occurrences***Free text narratives where DV Indicator is flagged 'no'***False report**

- Police were called as a welfare check re verbal argument (possibly by neighbour due to loud noise argument). Nil violence or property damage. Referrals declined.
- Alleged aggrieved and/or respondents do not acknowledge a DFV incident occurred.
- Alleged aggrieved and/or respondents claim incident report is false/vexatious complaint (from neighbour) against them.

Domestic issue (not domestic violence)

- There are no allegations of DV. Police have concerns for the effect the ongoing abuse of alcohol and drugs could potentially have on the relationship. The aggrieved is considering a possible end to the relationship.
- Police attended and took up with both parties. Established verbal argument only over breakdown of relationship. Respondent does not want relationship to end however aggrieved does want this. No fear for either party. No children privy to argument. Verbal argument only and aggrieved stated he called police because he just wanted to go to bed and stop talking with the aggrieved.
 - Respondent has contacted Police regarding an argument she was having with the aggrieved. The aggrieved and respondent have only begun the relationship and do not live together, they have no children together and they no longer wish to continue the relationship. The respondent has taken all her belongings and left the address. There was also no physical violence between the couple on either occasion of Police visits.
 - The aggrieved has stated that the respondent (mother and son) has not been threatening and that the nature of the arguments have been loud and revolved around the living arrangements at the address.
 - Matter was reported by a Social Worker that the aggrieved, (patient of hospital), is being abused by her son who is residing with the aggrieved. Police spoke with aggrieved and her daughter at length and determined that there was no physical or elder abuse and that the family were angry their mother has been left on the floor for several hours when she had a fall at the residence and the son did not assist her immediately. It was determined that the son lives downstairs and would not have heard the fall upstairs.
 - Police believe that in this incident it is not necessary and desirable to protect the aggrieved due to the aggrieved stating on admission that he is not fearful of the respondent and that this is a first instance case.

*Free text narrative where DV indicator is flagged 'yes'***Severity/compliance perceived as low**

- The matter has been classified as other action at this point in time as matter appears to be a civil dispute over property and the resolution for the same will come in a timely manner through the courts as part of the divorce proceedings. Nil damage to property and/or injury to persons. Concerning behaviour displayed by the respondent, however, not suffice to warrant an application or for it to at this stage to be necessary or desirable for an application.
- The aggrieved repeatedly stated that she did not want or need a DVPO and that she only called seeking advice. The aggrieved stated that there has never been any physical abuse or property damage.
- There are conflicting versions from the aggrieved/informant, the witness and the respondent with nil corroborating evidence to prove any one side.
- The aggrieved has not been contacted directly by the respondent, just her friends and public posts about her on Instagram plus a fake Tinder profile has been set up. Aggrieved just wants respondent to stop publicly trying to defame her name and also to delete the fake Tinder account. Aggrieved does not want to make any sort of criminal complaint at the moment. Aggrieved and respondent do not reside together, and never have, they also do not live anywhere near each other and have no joint finances. The relationship is over and the aggrieved has no reason to see the respondent again. The aggrieved is not fearful of the respondent however is very upset by the actions she is currently taking and just wants her to stop.
- The aggrieved states she is not in fear of the respondent. No threats of violence, damage to property or assault.
- Although extremely upset and disturbed by the incident the aggrieved is not fearful of the respondent and does not require protection from him in the form of a domestic violence application at this stage.

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- Both parties provided conflicting versions of the incident. There were no witnesses to the incident and both parties declined to provide a statement or make a complaint of assault. Both parties declined QAS assistance. Both parties stated that were not in fear of each other. Both parties accepted referrals. Police believe that DFV has occurred however there is not enough evidence on either side to substantiate a DVPO application.
- Minor verbal disagreement only, nil history of DV and nil fear from both parties. Nil history of mental health. DV occurrence furnished for reporting purposes only.

Domestic issue (not domestic violence)

- The aggrieved is not in fear of the respondent and only needs assistance in caring for the respondent. Due to the circumstances of the incident, the respondent's age and the aggrieved not being fearful of the respondent, it is not necessary or desirable to protect the aggrieved from the respondent at this time. The aggrieved and respondent currently live at the occurrence address together with no children. The respondent and aggrieved have been married for 30 years. The respondent currently suffers from Parkinson's and his health has deteriorated over the past two years due to his age.

DVPO in place

- Incident was reported by the informant, who is worried that DFV might occur. There has been no direct threats made to any person or property. There is a current protection order in place. The respondent told police he just wanted to come up and see them, and to 'see what happens', with no intention of causing any issues.
- The aggrieved and the respondent have been in a relationship for 2 years and have recently separated (February 2022). There is a current protection order in place. There has been no direct contact either verbally, by phone or by social media from the respondent to the aggrieved. There has been no physical contact between both parties.

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