



northern  
beaches  
council

# AGENDA

## COMMUNITY SAFETY COMMITTEE

Notice is hereby given that a meeting of the Community Safety Committee will be held in the Manly Town Hall Chambers on

**WEDNESDAY 19 FEBRUARY 2020**

Beginning at 8.00am for the purpose of considering matters included in this agenda.

## Committee Members

|                      |  |
|----------------------|--|
| Cr Michael Regan     | Mayor – Chairperson                                |
| Cr Candy Bingham     | Deputy Mayor                                       |
| Cr Sue Heins         |  |
| Cr Kylie Ferguson    |  |
| Cr Stuart Sprott     |  |
| Zali Steggall OAM MP | Federal Member for Warringah                       |
| James Griffin MP     | State Member for Manly                             |
| Supt David Darcy     | Northern Beaches Police Area Command               |
| Michelle Comito      | Catholic Care                                      |
| John Kelly           | Community Northern Beaches                         |
| Luisa de Bont        | Community Representative                           |
| Michelle Povah       | Community Representative                           |
| Ray Mathieson        | Community Representative                           |
| Roberta Conroy       | Community Representative                           |
| Stephen Pirovic      | Community Representative                           |
| Michelle Erofeyeff   | Department of Communities and Justice (DCJ)        |
| Christina Franze     | Manly Chamber of Commerce                          |
| Drew Johnson         | Manly Chamber of Commerce                          |
| Trish Bramble        | Manly Warringah Women’s Resource Centre            |
| Melissa Palermo      | NASLHD Health Promotion                            |
| Doug Brooker         | Northern Beaches Liquor Accord                     |
| Steve McInnes        | Surf Lifesaving Sydney Northern Beaches            |
| Belinda Volkov       | Sydney Drug Education & Counselling Centre (SDECC) |
| Kara Hillier         | State Transit Authority Northern Region            |

## Council Officer Contacts

|               |  |
|---------------|--|
| Kylie Walshe  | Executive Manager Community, Arts and Culture  |
| Azmeena Kelly | Executive Manager Environmental Compliance     |
| Will Wrathall | Team Leader, Community Development             |
| Leanne Martin | Community Safety Coordinator                   |
| Helen Askew   | Program Support Officer, Community Development |

## Visitors

|      |                         |
|------|-------------------------|
| Name | Attended as an observer |
|------|-------------------------|

## Quorum

A majority of members plus the Mayor or another Councillor.

**Agenda for a meeting of the Community Safety Committee  
to be held on Wednesday 19 February 2020  
in the Manly Town Hall Chambers  
Commencing at 8.00am**

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**NEXT MEETING Thursday 9 April 2020**

## 1.0 ACKNOWLEDGEMENT OF COUNTRY

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As a sign of respect, Northern Beaches Council acknowledges the traditional custodians of these lands on which we gather and pays respect to Elders past and present.

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## 2.0 APOLOGIES

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All members are expected to attend the Community Safety Committee meetings or tender their apologies to the Chair or Committee liaison person. If members are unable to attend they may delegate their position to another member of their organisation, with the approval of the Chair.

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## 3.0 DECLARATION OF PECUNIARY AND CONFLICTS OF INTEREST

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Members are advised of the following definitions of a "pecuniary" or "conflict" of interest for their assistance:

Section 442 of the Local Government Act, 1993 states that a "pecuniary" interest is as follows:

*"(1) [Pecuniary interest] A Pecuniary interest is an interest that a person has in a matter because of a reasonable likelihood or expectation of appreciable financial gain or loss to the person or another person with whom the person is associated.*

*(2) [Remoteness] A person does not have a pecuniary interest in a matter if the interest is so remote or insignificant that it could not reasonably be regarded as likely to influence any decision the person might make in relation to the matter."*

Members should reference the Local Government Act, 1993 for detailed provisions relating to pecuniary interests.

Council's Code of Conduct states that a "conflict of interest" exists when you could be influenced, or a reasonable person would perceive that you could be influenced by a personal interest when carrying out your public duty.

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## 4.0 CONFIRMATION OF MINUTES OF PREVIOUS MEETING

### 4.1 MINUTES OF COMMUNITY SAFETY COMMITTEE MEETING HELD 28 NOVEMBER 2019

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#### RECOMMENDATION

That the Minutes of the Community Safety Committee meeting held 28 November 2019, copies of which were previously circulated to all Members, be confirmed as a true and correct record of the proceedings of that meeting.

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## 5.0 AGENDA ITEMS

|                          |   |
|--------------------------|---|
| <b>ITEM 5.1</b>          | <b>ACTIONS UPDATE</b>                         |
| <b>REPORTING OFFICER</b> | <b>COORDINATOR, COMMUNITY SAFETY</b>          |
| <b>TRIM FILE REF</b>     | <b>2020/041878</b>                            |
| <b>ATTACHMENTS</b>       | <b>1 NB 3x3 Basketball promotional poster</b> |

### ISSUE

To update the Committee on actions arising from previous meetings.

#### 1. Northern Beaches 3x3 Basketball Battle

Council was successful in receiving Crime Prevention grant funding from the Department of Communities and Justice to provide diversionary, structured activities for young people at night. The funding aims to help to reduce the levels of alcohol related youth anti-social behaviour and damage in public spaces around the Newport and Mona Vale area.

One of the key projects of this funding is a 3 on 3 basketball competition aimed at young people on the northern end of the peninsula, with three categories of mixed competition, including 12-15 years, 16-18 years, 19-24 years. Heats will occur over four Friday nights commencing 28 February at Avalon, Mona Vale and Newport, with the final being held at Dee Why PCYC on Saturday 4 April, coinciding with the beginning of Youth Week. Outreach youth services that offer professional support will also be involved.

3 on 3 basketball is a great opportunity to attract a range of young people, who may not typically engage in more structured activities. 3x3 basketball will feature at the Tokyo 2020 Olympic Games.

Management of all aspects of the basketball tournament including enrolment, refereeing and set up is being outsourced to a qualified provider U-League. In addition, the event nights will also include music, free food and drink with no alcohol permitted. It also includes the opportunity for all relevant support services such as DAYYS program new Sandbar initiative, StreetWorks, Avalon Youth Hub to be included in at least one or more of the events. Sponsorship opportunities may also be sought to offset costs and enable additional activities.

If successful, the trial may be used as a model for future youth event planning.

#### 2. Northern Beaches Homelessness Street Count

One of the recommendations of the Housing and Homelessness discussion paper was to conduct a regular Homelessness Street Count to build a more accurate baseline of data.

This recommendation coincides with requests from the Department of Communities and Justice for assistance in conducting a street count from 10.00pm to 2.00am on 17 February 2020, which will be taking place in most LGAs across NSW.

The Northern Beaches Homelessness Street Count is being conducted in partnership with key local stakeholders including Bridge Housing, Mission Australia, Community Northern Beaches, Department of Communities and Justice (Northern Sydney District office) and Council staff. Council plays a lead role due to the large-scale area, familiarity and knowledge of rough sleepers locations and will include all beach carparks and people sleeping in vehicles. Street Count arrangements will require twenty people who will be split into teams of 2-3 and areas across the LGA based on hotspot knowledge of rough sleeping.

The main objectives of the Street Count is to:

- Establish a baseline of data and map hotspots in line with Premier's priority objective of reducing street sleeping by 50% by 2025
- To help determine where needs for services are required
- To work in partnership with the Department of Communities & Justice, Bridge Housing, Specialist Homeless Services and relevant NGOs

The expected benefits and/or outcomes of the event/project are:

- To provide data that can assist with determining future needs and services for rough sleepers
- To develop the need for a case co-ordination approach to rough sleeping in the area
- Improved awareness and responses to rough sleeping with a view to ending homelessness

We will update the Committee on the results of the Street Count at the April meeting.

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## RECOMMENDATION

That the information be received and noted.

KALOF



NORTHERN BEACHES

3x3

BASKETBALL BATTLE

**3 on 3 twilight basketball with prizes to be won.  
Heats held in Avalon, Newport Beach and Mona  
Vale. The battle kicks off in February.**

Team ages: 12-15, 16-18 and 19-24  
\$20 per team - 5 players per team

More details coming soon  
KALOF.com.au

Enquiries: 9942 2681 or  
[youth@northernbeaches.nsw.gov.au](mailto:youth@northernbeaches.nsw.gov.au)

**ITEM 5.2****POLICE REPORT****REPORTING OFFICER****COORDINATOR, COMMUNITY SAFETY****TRIM FILE REF****2020/012374****ATTACHMENTS****NIL****ISSUE**

This is a standing item on the agenda for the Northern Beaches Police Commander to brief the Committee on relevant crime and safety issues.

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**RECOMMENDATION**

The information be received and noted.

|                          |   |
|--------------------------|---|
| <b>ITEM 5.3</b>          | <b>COMPLIANCE REPORT</b>                          |
| <b>REPORTING OFFICER</b> | <b>EXECUTIVE MANAGER ENVIRONMENTAL COMPLIANCE</b> |
| <b>TRIM FILE REF</b>     | <b>2020/012391</b>                                |
| <b>ATTACHMENTS</b>       | <b>NIL</b>  |

**ISSUE**

This is a standing agenda item to brief the Committee on compliance related issues by the Executive Manager Environmental Compliance.

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**RECOMMENDATION**

That the information be received and noted.

|                          |  |
|--------------------------|--|
| <b>ITEM 5.4</b>          | <b>INQUIRY INTO THE PROTOCOL FOR HOMELESS PEOPLE IN PUBLIC PLACES</b>  |
| <b>REPORTING OFFICER</b> | <b>COORDINATOR, COMMUNITY SAFETY</b>   |
| <b>TRIM FILE REF</b>     | <b>2020/020524</b>   |
| <b>ATTACHMENTS</b>       | <b>1 Terms of Reference - Inquiry into the Protocol for Homeless People in Public Places</b><br><b>2 Draft Submission - Inquiry into the Protocol for Homeless People in Public Places</b> |

## ISSUE

The NSW Legislative Assembly Committee on Community Services Inquiry into the Protocol for Homeless People in Public Places is calling for submissions (Attachment 1). A draft submission has been prepared for consideration of the Committee (Attachment 2).

## BACKGROUND

The NSW Government introduced the Protocol for homeless people in public places in October 2012 to help ensure that homeless people are treated respectfully and appropriately and are not discriminated against on the basis of their homeless status. The protocol also aims to assist homeless people to receive services if they need or request them. It is an important element in the government's strategy for responding effectively to homelessness. Local councils have been advised of the protocol to inform their responses.

The Protocol applies to the following government organisations:

- Family and Community Services
- Department of Premier and Cabinet
- NSW Police Force
- Office of Environment and Heritage
- NSW Health
- RailCorp
- State Transit Authority of NSW
- Sydney Harbour Foreshore Authority
- Sydney Olympic Park Authority
- Aboriginal Affairs
- Ambulance Service of NSW.

The Inquiry will evaluate how the Protocol is working in practice and the opportunities available to strengthen the current approach, with a particular focus on reducing street sleeping.

## DISCUSSION

The NSW Government Protocol introduced in 2012, prompted Council to re-examine the management of homeless people in public spaces. There was a subsequent shift in approach from

a law enforcement response, where homeless were invariably moved on to a response guided by compassion, respect and engagement.

Manly Council developed its own Homeless Protocol in 2012, which helped guide staff in how to manage rough sleeping in public spaces. This Protocol was subsequently adopted by Northern Beaches Council after amalgamation in 2016. It has also been reviewed and refined to include additional clauses that assist in managing issues with entrenchment and the accumulation of belongings, whilst also encouraging the uptake of alternative offers of assistance.

Some feedback for the submission was sought from Homelessness NSW, who held a consultation meeting with stakeholders on the inquiry. Community Northern Beaches, who are our outreach partner agency on this issue also provided feedback. Additional information was referenced from the Northern Beaches Homelessness and Housing Forum that included all local housing and related service providers.

The draft submission is based around information provided at the Housing and Homelessness Forum held on the Northern Beaches in August 2019. It addresses the Terms of Reference of the Inquiry followed by a brief set of recommendations for consideration.

Submissions close on 28 February 2020.

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## RECOMMENDATION

That the Committee endorse the submission addressing the Inquiry into the Protocol for Homeless People in Public Places.

LEGISLATIVE ASSEMBLY  
COMMITTEE ON COMMUNITY SERVICES

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## **Inquiry into the Protocol for Homeless People in Public Places**

### **Terms of Reference**

That the Committee inquires into and reports on:

- a) Whether the Protocol continues to provide an effective framework for government organisations with an operational presence in public places and for services that support people who are experiencing homelessness.
- b) The extent to which the Protocol is being implemented in practice by government organisations providing direct service delivery, and non-government organisations contracted on behalf of government.
- c) The appropriateness of the Protocol to support joint responses between government organisations, non-government organisations and local governments working in partnership to respond to homelessness.
- d) Whether the Protocol adequately protects the rights and interests of people who are experiencing homelessness who use public places, including indigenous people and minority groups.
- e) Whether the Protocol appropriately balances the rights and interests of people who are experiencing homelessness with those of residents, businesses and other people and organisations using public places.
- f) Any other related matters.

### **Committee Members:**

- Ms Wendy Lindsay MP (LIB) - Chair
- Mr Dugald Saunders MP (NAT) - Deputy Chair
- Mr Justin Clancy MP (LIB)
- Ms Trish Doyle MP (ALP)
- Ms Melanie Gibbons MP (LIB)
- Mr David Harris MP (ALP)
- Ms Jenny Leong MP (Greens)

## Submission from Northern Beaches Council Community Safety Committee to the Inquiry into the Protocol for Homeless People in Public Places

Northern Beaches Council welcomes the opportunity to provide commentary to the Inquiry and provides the following feedback -

**a) Whether the Protocol continues to provide an effective framework for government organisations with an operational presence in public places and for services that support people who are experiencing homelessness.**

While the State Government is responsible for housing and homelessness, local councils are responsible for the management of public places. This includes ensuring that public areas are clean and accessible, managing environmental issues, maintaining public health and safety, as well as responding to complaints. As a significant portion of staff work in public places, Council is well resourced to identify rough sleepers and respond accordingly. In 2019, Northern Beaches Council received more than sixty reports of rough sleepers in public places.

Prior to the implementation of the State Protocol in 2012, Council would generally refer complaints about rough sleepers to Police. The introduction of the Protocol meant that this was no longer standard practice without a crime or safety concern. Council subsequently developed its own protocol for the management of rough sleeping, shifting the focus from a law enforcement approach to a community safety approach, with a strong focus on acknowledging the rights of people who are homeless or rough sleeping and treating them with compassion and respect.

The State Protocol has served a beneficial purpose by helping to ensure that homeless people have equal rights to public space and that they should be respected accordingly. In developing its own protocol in 2012, Council has included some elements of the State Protocol, but it also addresses some of the gaps that have emerged and that are currently not reflected in the State Protocol.

The Northern Beaches Council Homeless Protocol helps guide staff in their approach to dealing with rough sleepers in public places. The protocol includes criteria to help staff manage entrenchment situations in contested spaces in a compassionate and equitable manner. It also provides a legal option to move people in certain circumstances and in negotiation with service providers to ensure that highly utilised public places remain clean and accessible to all.

The following is an extract from the protocol that came about when homeless people were consistently occupying highly utilised public space to the exclusion of others:

***Disentitling Conduct and Exceptional Circumstances***

*Despite any other provision in this Protocol, where a person adjudged by Council staff to be a 'rough sleeper' is found:*

- To have entrenched themselves in a highly utilised public space (e.g. the Wishing Well shelter on the Manly beachfront),*
- To have stayed for a long period of time in the public space in question (that is, for more than 6 months or such other period of time as may be determined by Council staff from time to time),*
- In the opinion of Council staff, to be dominating the public space to the exclusion or at the expense of others, this matter being of paramount importance as respects the making of any decision by authorised Council staff to move the person in question on,*
- To have accumulated around them in the public space personal items such as beds, cooking equipment, furniture, clothing and bags,*

- *To have rejected all offers of intervention or assistance by accredited non-government organisations or government agencies to improve or otherwise ameliorate their situation, or*
- *In the opinion of Council staff, to have chosen to live in the public space in preference to other options offered or otherwise reasonably available and accessible to the person in question.*

*Council should take into consideration in the context of the giving of an order under section 124 of the Local Government Act 1993 (NSW) as respects the subject matter of the Protocol.*

Whilst this option is rarely used, it has proved helpful in certain cases.

An unintended consequence of the NSW State Protocol seems to have been that while rough sleepers are no longer 'moved on' without care or compassion, the reverse can occur whereby the welfare of the homeless person can sometimes be ignored entirely where they are left alone to entrench themselves in public places for longer periods. It is rarely enough to refer a homeless person to services or provide them phone numbers. The rough sleeper often deteriorates both mentally and physically if there is no assertive outreach and intensive case management. It would be fair to suggest that the Protocol may have resulted in a more passive response to rough sleeping in public spaces rather than a proactive one.

**The extent to which the Protocol is being implemented in practice by government organisations providing direct service delivery and non-government organisations contracted on behalf of government.**

While Northern Beaches Council works closely with government contracted specialist homelessness service (SHS) providers, Council have also funded an additional outreach support worker attached to a local NGO, Community Northern Beaches (CNB). Their role is to ensure a more timely and intensive case management approach to rough sleeping in public spaces that arises in our area. CNB provides material aid and a central drop-in location in Manly, which has the highest rate of rough sleepers in the LGA. While they are responsive and cooperative, Mission Australia (the SHS provider for the area) do not have a physical presence in Manly, but they have developed a useful collaboration with CNB.

Our objective is to identify and engage rough sleepers as soon as possible to try to avoid entrenchment. This is a long-term process as a level of rapport and trust must be developed between the outreach worker and the individual. This is particularly important in a tourist-dependent location such as Manly and Council therefore determined that additional resources were required to fill the outreach gaps.

Discussion with frontline workers in SHS funded services highlight the lack of a simple referral process and silos between separate programs.

**b) The appropriateness of the Protocol to support joint responses between government organisations, non-government organisations and local governments working in partnership to respond to homelessness.**

The Protocol does not detail a coordinated response between departments and has resulted in an ad-hoc response. It attempts to simplify an issue that is extremely complex and has many gaps.

An appropriate response to this often complex problem requires all relevant organisations to work collaboratively and cooperatively across different levels of government and related agencies. Assertive outreach or case coordinated management approaches led by the State Government would be strongly supported.

Currently, in the absence of other co-ordinating bodies, Northern Beaches Council is leading and planning the local homelessness response. Council facilitates forums, engages in extreme weather planning, established an interagency and is currently planning a street count operation.

Community-based responses to assist in improving the local street sleeping response have predominantly come about from Council and NGO. A recent shift to contracted social housing providers is showing much improvement in terms of collaboration and responsiveness.

The advice in the Protocol includes a referral list of agencies that can support homeless people and states; *“Under the Protocol, officials should give homeless people contact telephone numbers of local organisations which may be able to help them or contact a service on their behalf.”* In our experience the procedure is rarely this simple. Many of the referral agencies require the individual to make the contact. Most rough sleepers suffering complex trauma and related issues are not capable of attending clinics or making appointments. They find it difficult to self-refer or trust a government official to do this for them.

Multi-disciplinary assertive outreach is needed to address these cases. They require intensive, assertive case management to develop a relationship with the individual that builds trust and insight before they will consider offers of help or housing. This can take weeks or months of outreach and engagement to achieve this result. A more assertive approach involving mental health and drug and alcohol trained outreach workers is needed. This could be included in future SHS contracts instead of the current silo approach and program based models.

Further, in Section 6.6 the Protocol discusses the complex needs of homeless people including co-morbidity issues.

*“The Protocol encourages a non-discriminatory response and, if possible, a referral of that person to services with relevant expertise. This response is particularly important when the official considers that the person is at risk of harming themselves or other people.”*

This recommended action in the Protocol is not realistic. It is our experience that there are inadequate services available to refer individuals experiencing co-morbidity issues. This results in the individual being left without access to appropriate services and very often this can lead to a deterioration of the person’s condition, including experiencing more mental health episodes which expose the public to increased distress and risk. This has been experienced in Manly on many occasions.

As such, the system is failing vulnerable individuals, whilst also exposing the community to increased risk. It also shows the complexity of the resulting issue.

The following case study demonstrates some of these gaps currently occurring.

*Four homeless males have been entrenched at a local sporting oval for many months. This location has often hosted rough sleepers until they are willing to engage and find alternative accommodation or assistance. All four rough sleepers experience co-morbidity with drug dependence and mental health issues. Specialist Homeless Services outreach workers have not had successful engagement. They do not qualify for crisis accommodation or other housing options while they are using drugs. They are also not eligible for detox programs until they stop substance use, which is unlikely whilst rough sleeping and living in a group setting.*

*Police have tried moving them away at various times with limited success. One of these rough sleepers was recently released from prison and has returned to the same location, where he was previously arrested. NSW Health Mental Health outreach will not attend or refer with drug use perceived as the primary issue. The absence of intervention increases risks on both the rough sleepers and the guardians of the public space.*

*The situation has resulted in a cleaner of the nearby public toilets being assaulted by one of these individuals and a further serious assault on one of the men by one of the other rough sleepers. The increasing levels of aggression, accumulation of possessions and unhygienic environment has also resulted in sporting groups and the wider public being unable to use the space comfortably or safely with any ease. It poses an unreasonable threat to the community resulting in public unease and a lack of personal safety.*

**c) Whether the Protocol appropriately protects the rights and interests of people who are experiencing homelessness who use public places, including indigenous people and minority groups.**

We have observed a number of rough sleepers who are not Australian residents and do not qualify for benefits or health care. These people often become entirely reliant on charity and begging. CNB raised money for one man to return to New Zealand, however it took many months of engagement to reach this outcome. Due to their exclusion for government health, housing and welfare services, it is common for them to become entrenched in public spaces for longer periods. The Protocol is unable to address this issue and more is needed to result in more flexible and innovative interventions.

**d) Whether the Protocol appropriately balances the rights and interests of people who are experiencing homelessness with those of residents, businesses and other people and organisations using public places.**

Manly is a major tourist destination. Council receives many complaints from local ratepayers and business about rough sleepers who often choose popular locations, thereby negatively affecting other members of the public from using them. As earlier referenced, the Northern Beaches Homeless Protocol has attempted to address this conflict by including the Disentitling Conduct and Exceptional Circumstances clause, which gives Council the right to negotiate moving people after being given time and alternative options. It is aimed at avoiding entrenchment and accumulation of belongings that sometimes create public hygiene concerns.

There is an increasing issue of people sleeping in vehicles, particularly in beach carparks. This presents a challenge for Council as we do not wish to regulate overnight vehicles as a way of managing rough sleeping. However there are concerns that there is little proactive assistance or intervention for this growing population.

**e) Any other related matters**

In August 2019 Council co-ordinated the inaugural Northern Beaches Housing and Homelessness Forum. Present on the day were key representatives of all the local specialist services in housing and homelessness in this area. Overwhelmingly it became apparent that demand far exceeds supply in all types of accommodation but most importantly affordable and social housing. In relation to the State Protocol we would contend that following this forum the following issues are vital to improving responses to rough sleeping and should be included in any future Protocol development.

**Housing and Homelessness Forum – Discussion Paper - Summary**

**1. Housing First**

The need for social and affordable housing supply is critically important; it is the biggest gap in the service system. Crisis and transitional housing programs play a pivotal role, but adequate long-term housing solutions are needed to reach the ultimate goal of helping people to exit homelessness. A Housing First model is overwhelmingly seen as the most practical solution and best practice. Getting people into permanent housing with accompanying support services, is the best way to reduce homelessness. Permanent supportive housing programs quickly move people with complex needs experiencing chronic homelessness into permanent housing, with flexible and individual support for as long as needed. Australian and international evidence strongly supports Housing First programs as the most effective way to address chronic homelessness, including rough sleeping. Link - [Housing First \(PDF 248 KB\)](#)

All other services and intervention options are secondary to the provision of adequate housing. The NSW Government supports this approach in their Homelessness Strategy 2018-2023, however none of this is reflected in the Protocol.

**2. Supported accommodation for those with co-morbidity issues**

Co-morbidity is a common and increasing presentation amongst rough sleepers, many of whom suffer from both alcohol/drug dependency and mental health conditions. Without appropriate clinical care, this cohort often lack the ability or motivation to apply for housing. Their co-morbidities present great barriers to engaging with support and therefore there is a greater risk of becoming long-term rough sleepers. The longer a person stays rough sleeping and is unable to access secure housing, increases the chances that they will end up either incarcerated or scheduled under the Mental Health Act. It also increases risks in terms of public safety, crime and anti-social behaviour.

### **3. Community Assertive Outreach Teams**

The lack of mental health outreach services that will attend some critical situations was identified by service providers as a clear gap. This is not just confined to male rough sleepers, but also is seen in women applying for shelter. Women's shelters cannot accept intake from women with untreated mental health issues. This means that they tend to spiral into more vulnerable situations especially if they are street or car sleeping.

The complex housing pathways process perpetuates homelessness. More trusting arrangements between housing providers and outreach workers will help. If outreach workers can verify a person's homeless status, it will improve the chances that a person can be housed. Clients often have complex needs that require building trust. Opportunities for engagement are often missed due to the complicated bureaucracy involved in applying for housing.

Using a coordinated approach, involving trained outreach workers, housing providers, Local Health District (LHD) health services, Council and Police (where necessary) is considered best practice. Complex trauma often accompanies clients and in many circumstances, for a diverse range of reasons, they can be reluctant to voluntarily attend a service venue. It is critical in some circumstances for services to have the willingness and capacity to go to the client, particularly until the initial bond of trust has been developed. As such, it is suggested that case coordination groups are established by the NSW Government to ensure greater coordination.

### **4. Community Education**

There is a need to educate the broader community about homelessness, the role of government and the importance of social and affordable housing. This could help improve the negative perceptions and foster a healthy and inclusive community.

There is often confusion in the wider community about the best way to help homeless people. Many well intentioned people mistake this as offering goods, such as food, clothing and other items directly to the rough sleeper, with no connectivity to appropriate services, support and housing. This can actually entrench homelessness and further alienate less supportive members of the community. Opportunities exist to channel this goodwill into more helpful support (usually financial or volunteering) by educating the community about 'good giving' concepts and should be encouraged.

## Recommendations

In summary, the Northern Beaches Council Community Safety Committee submits the following recommendations to the Inquiry into the Protocol for Homeless People in Public Places:

### General

1. Undertake an audit of current approaches to identify gaps and key issues.
2. Implement the Housing First model to reduce rough sleeping.
3. Corrections NSW ensure that prisoners are screened and referred for housing and drug treatment prior to release to reduce the likelihood of rough sleeping.
4. Increase treatment and rehabilitation options including inpatient, outpatient and outreach clinics for persons with no fixed place of abode and for people under 18.
5. Acknowledge and support the role of local government in the management of public places.

### Co-morbidity issues

1. Priority is given to secure supported accommodation for rough sleepers experiencing co-morbidity issues.
2. Consider co-morbidity issues holistically and using multi-disciplinary case managers.

### Case Coordination and Outreach

1. Support the development of coordinated case management approaches and/or assertive outreach teams in hotspot areas.
2. Specialist Homelessness Services (SHS) contracts include outreach services that include multi-disciplinary case management with greater flexibility and a wraparound approach.
3. Include NSW Health Mental Health Outreach workers in case co-ordination responses for rough sleepers in public spaces.

Thank you for your consideration of our submission on this important and complex social issue. We look forward to the outcomes of the Inquiry.

|                          |   |
|--------------------------|---|
| <b>ITEM 5.5</b>          | <b>JUMP ROCK SAFETY REVIEW</b>                          |
|                          | <b>PRESENTER - MANAGER PARKS OPERATIONS, SCOT HEDGE</b> |
| <b>REPORTING OFFICER</b> | <b>COORDINATOR, COMMUNITY SAFETY</b>                    |
| <b>TRIM FILE REF</b>     | <b>2020/039110</b>                                      |
| <b>ATTACHMENTS</b>       | <b>NIL</b>  |

## ISSUE

Council is carrying out a safety review around Jump Rock, which is a well-known location for people to cliff jump into the water, located near Little Manly Point Park.

## BACKGROUND

The following Notice of Motion (51/2019) was submitted by Councillor Bingham to the Council meeting on 17 December 2019.

*"That Council undertake a complete safety review of Jump Rock and related jump sites at Collins Beach."*

### Background from Cr Bingham

It is estimated that every summer thousands of teenagers (and many adults) descend on the area known as Jump Rock at Collins Beach in Manly to jump from the rock platform. This activity has been going on for decades.

The jump is promoted extensively on the web and Facebook, including in a list of "The 5 Best Jumping Spots in Australia".

You can view people jumping here: <https://youtu.be/sdoGNx0Rgeg>

Due to the danger of this activity and a number of injuries, in 2007 Manly Council tried to discourage jumpers by building a number of fences to block pedestrian access to the rock overhanging and a number of platforms.

However, this has been unsuccessful and in fact has made the activity more dangerous. People still jump by climbing around the fence and jumping from the narrow ledge that provides no run-up. Even worse, they climb on the top of the fence – a slippery metal rail – that is used as a high-risk eight metre jumping tower by people who find the natural five metre drop too tame.

A different set of problems applies to a lower three metre drop rock overhang, a few metres below and to the side of Jump Rock. This area is completely fenced off, meaning that people no longer have the option of a low jump.

There are also reports of people being injured jumping from an alternative rock hanging about 25 metres closer to the beach, where they land in shallow water that the original jump rock site.

In 2009 the Manly Council considered, but did not pursue, alternative to the current fencing arrangement, including removing the fence completely, making the fence harder to get around or harder to use as a high-dive tower. It also considered demolishing the rock platform entirely but decided that was inappropriate.

**DISCUSSION**

Council's Parks and Recreation team are leading the review of safety at Jump Rock and are seeking feedback on the issue to help brief the consultant. Any feedback or direct experience and views on the issue are welcomed.

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**RECOMMENDATION**

That the feedback provided by the committee on the safety issues related to Jump Rock will be included in the consultant's information.

|                          |  |
|--------------------------|--|
| <b>ITEM 5.6</b>          | <b>NORTHERN BEACHES COMMUNITY SAFETY PLAN - SURVEY RESULTS</b> |
| <b>REPORTING OFFICER</b> | <b>COORDINATOR, COMMUNITY SAFETY</b>                           |
| <b>TRIM FILE REF</b>     | <b>2020/058994</b>   |
| <b>ATTACHMENTS</b>       | <b>1 Safety Plan Consultation Results</b>                      |

## ISSUE

The Committee has been briefed on various occasions on the development of the Community Safety Plan 2020-2025. This update concerns the community engagement aspect of the Plan and the results of two surveys.

## BACKGROUND

The Community Safety Plan will provide the strategic direction for safety related issues across the Northern Beaches and provide focus areas for the Community Safety Committee.

The intended outcomes of the Plan are:

- Increased community awareness of Council's role in community safety.
- Improved actual and perceived safety in public spaces.
- Reduced local crime by collaborating on the social issues that contribute to these problems.
- Support of initiatives that strengthen and sustain safety for our most vulnerable citizens.
- A resilient and safe community to live, work and visit.

The Plan also seeks to address perceptions of safety and focus on emerging issues of concern, including crime types and issues that emerge through research, statistics, stakeholder interviews and community engagement, such as; suicide prevention, elder abuse and community resilience.

The specific purpose and objectives of the surveying was to:

- Assess the communities sense of safety living on the Northern Beaches and establish some benchmark measures
- Identify the communities level of importance and satisfaction with community safety and crime prevention
- Measure perceptions of crime and safety compared with crime statistics
- Identify specific scenarios where residents do not feel safe on the Northern Beaches
- Validate results through multiple survey mediums including an open online survey where people consciously chose to participate compared to a randomised telephone survey (400pax)
- Provide community data to inform preparation of the draft Community Safety Plan for formal public exhibition

This report represents what Council has heard as accurately, comprehensively and transparently as possible by using consistent quantitative and qualitative analysis techniques.

Community and stakeholder engagement for the Community Safety Plan was conducted over a 12 week period, from 20 September to 16 December 2019, and consisted of a series of activities that provided opportunities and platforms for community and stakeholders to participate.

- Stage 1: 'Your Say Northern Beaches' online survey
- Stage 2: Twelve Stakeholder focus groups and consultations
- Stage 3: Randomised telephone survey

This report reflects the insights of 1,162 participating community members and stakeholders, including; a 'Your Say Northern Beaches' online survey to all residents of the Northern Beaches (n=661), a randomised telephone survey (n=401) and twelve stakeholder focus groups (n=100).

In total, 1,162 people engaged during the consultation period and every effort was made to gather feedback from across a broad spectrum of our community, and ensure as balanced a sample as possible across the demographic range.

The themes drawn from these responses provide Council with an emerging picture of community sentiment on the project. By cross-referencing these themes with demographic information, for example age group, postcode and gender, a clearer picture is formed of who in our community may be impacted by the project.

Overall, age and gender was reasonably distributed, with slightly more females (55%) than males (45%) involved.

The engagement process gave consistent and accessible information and asked a uniform set of questions of all participants across activities. Results provide responses across a spectrum of demographics, expertise, experience and understanding of our local government area.

### **Survey Promotion**

Promotion of the online survey was in two ads and media releases to the Manly Daily, Pittwater Life and Peninsula Living providing large distribution scope to raise project awareness and community interest. The Plan was included in the Northern Beaches Community Engagement Newsletters with a distribution list of over 22,000; this activity increased awareness and drove traffic to the project landing-page, essential documentation and engagement tools. Council also sent 15 direct emails to approximately 120 community members and a variety of community development related interagencies, committees and groups. It was also included in the email newsletter of Northern Beaches Surf Lifesaving that goes to more than 9,000 recipients.

## **DISCUSSION**

### **Survey Results**

Results from all forms of community engagement show that the Northern Beaches is a very safe place to live and that community perceptions of safety are high. The survey results generally correlate with consultation and research.

There was high feedback on lighting, clean streets/facilities and CCTV which support the proposal for 'Safe Design'. There was also a strong response to 'Good sense of community', which supports a focus on social connections, wellbeing and resilience initiatives in the Plan. Safety related to public transport matches consultation feedback. The high response rate to drug & alcohol related concerns (39%) reinforce stakeholder feedback and crime statistics. There was also a response rate to harassment (10%) for factors that make people feel unsafe reinforces what young women said in consultations.

Several themes emerged from both research, data, consultations, qualitative and quantitative feedback including:

- Safe futures for young people, and people experiencing issues with alcohol & other drugs, domestic & family violence, and homelessness
- Seniors safety including elder abuse, frauds and scams
- Safe spaces including developing a stronger night time economy
- Safe design including crime prevention through environmental design (CPTED) e.g. lighting
- Build resilient and connected communities to increase safety

- Emergency response management including community preparedness and vehicle mitigation

The results of the engagement process indicated that the results of surveying and consultations broadly correlated with data and crime statistics. This will strengthen the Plan and support a variety of themes and actions that will be developed further.

The attached presentation provides a concise summary of the online survey and randomized telephone survey and brief analysis of these results.

The next steps for the Plan include:

1. Draft the Community Safety Plan with actions across Council business units and stakeholders
2. Submit draft Plan to Council in May 2020 to approve for public exhibition
3. Review the submissions from the public exhibition period
4. Submit final draft Plan for adoption by Council in August 2020.

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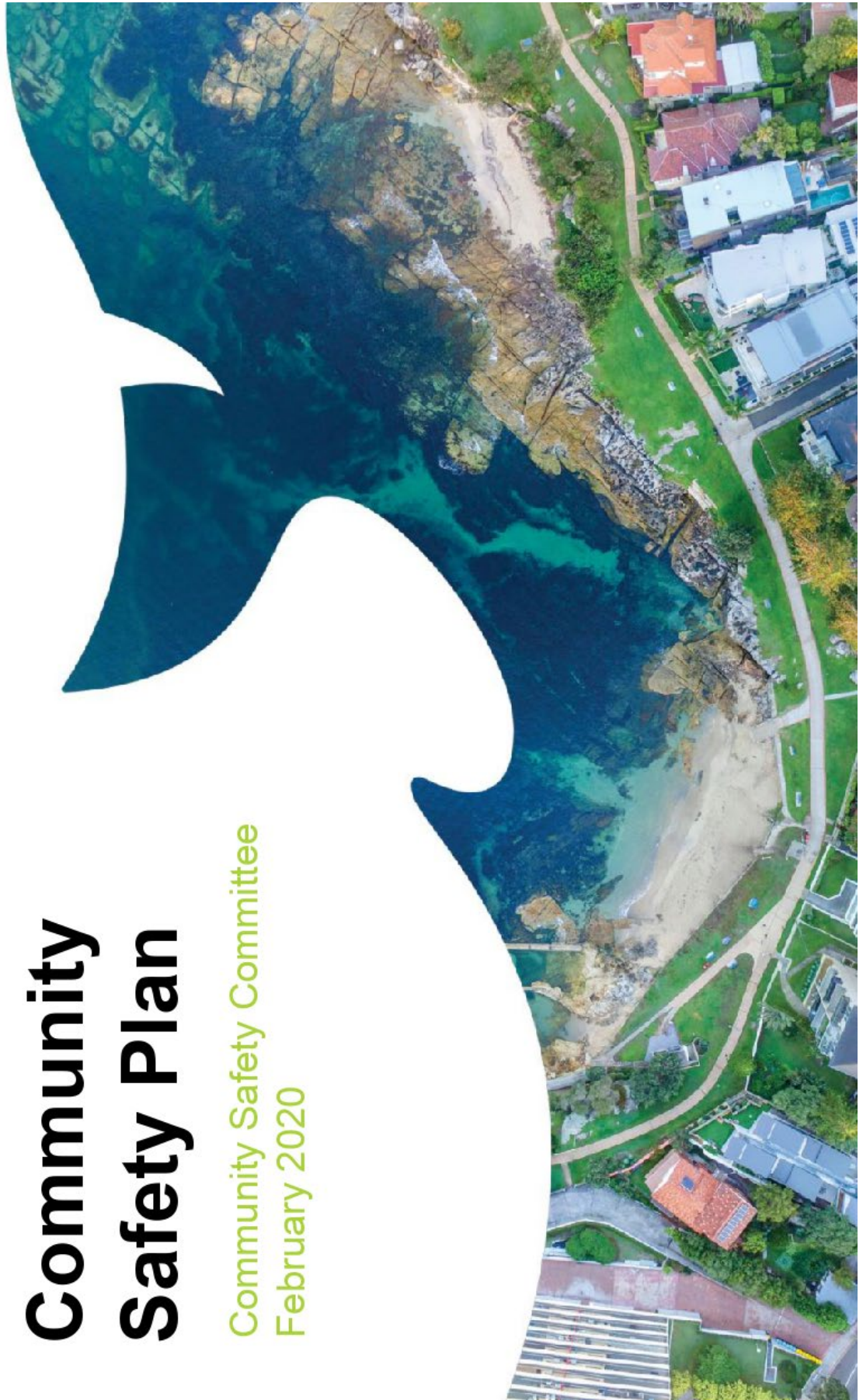
## RECOMMENDATION

That the information be received and noted.



# Community Safety Plan

Community Safety Committee  
February 2020



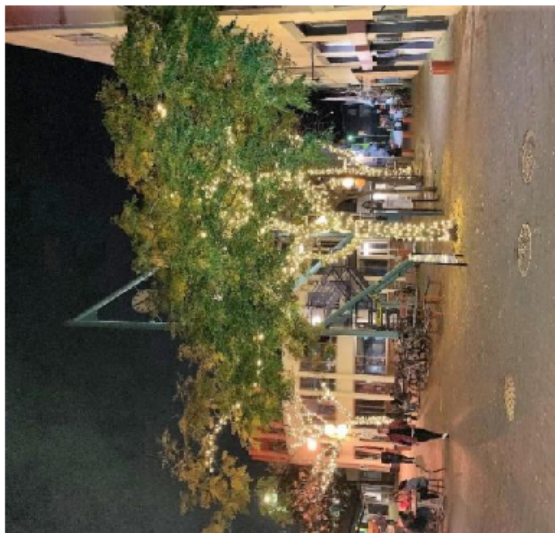
# Strategic Framework

- Community Strategic Plan 2018 – 2028 vision:  
*‘ ... a safe, inclusive and connected community that lives in balance with our extraordinary coastal and bushland environment.’*
- Five year plan 2020-2025
- Identify relevant community safety issues
- Develop a range of strategies to direct Council, community and other stakeholder efforts

# Work to date

- Crime Data Analysis (Jul – Aug 2019)
- Extensive Consultation (Sep – October 2019):
  - Community Safety Committee
  - Police
  - Council staff (Seniors, Youth, Emergency management, Rangers)
  - Domestic violence interagency, drug and alcohol services, homelessness forum
  - Youth service providers, Youth Advisory Group

# Community Surveys

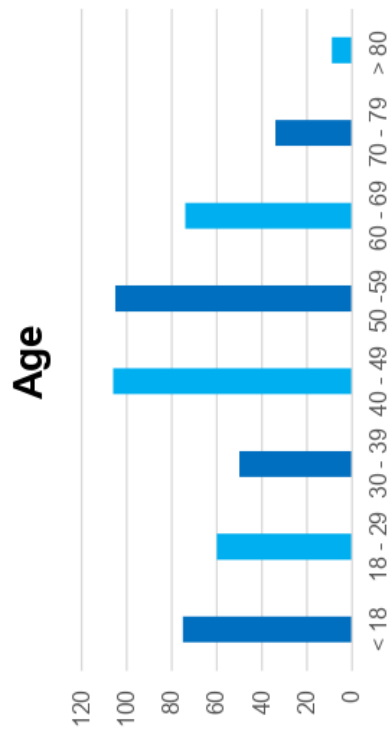


1. Online Survey
  - 20 Sep – 27 Oct 2019 (Self Select)
  - **661** participants (518 completed)
2. Telephone Survey - Dec 2019 (Random)
  - Landline & mobile to **401** households
  - 122 acquired through number harvesting
  - 5 point scale (1 = not at all satisfied, 5 = very satisfied)

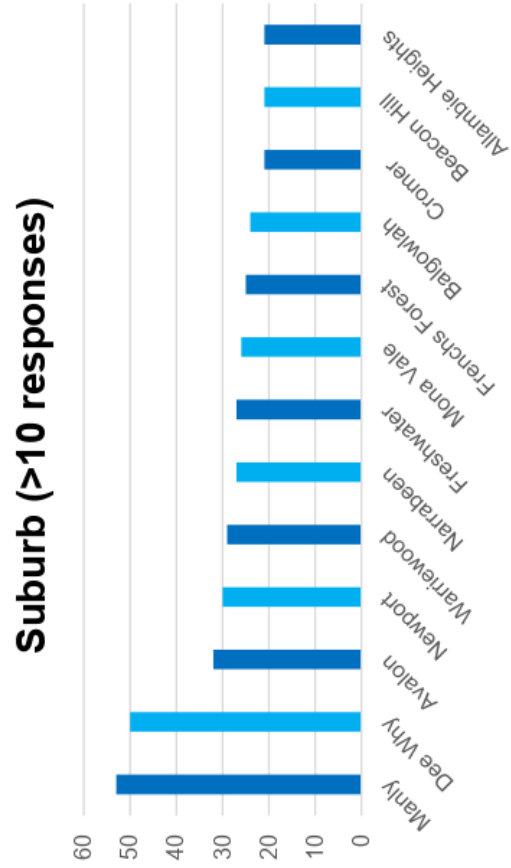
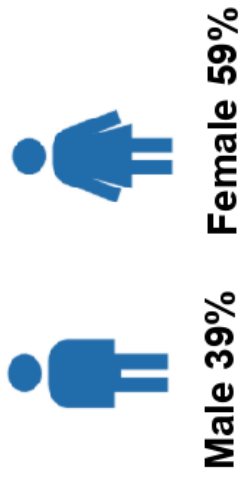
# Purpose

1. Assess the communities sense of safety living on the Northern Beaches and establish some benchmark measures
2. Identify the communities level of importance and satisfaction with community safety and crime prevention
3. Measure perceptions of crime and safety compared with crime statistics
4. Identify specific scenarios where residents do not feel safe on the Northern Beaches
5. Validate results of an online survey where people consciously chose to participate compared to a random telephone survey

# Online Survey

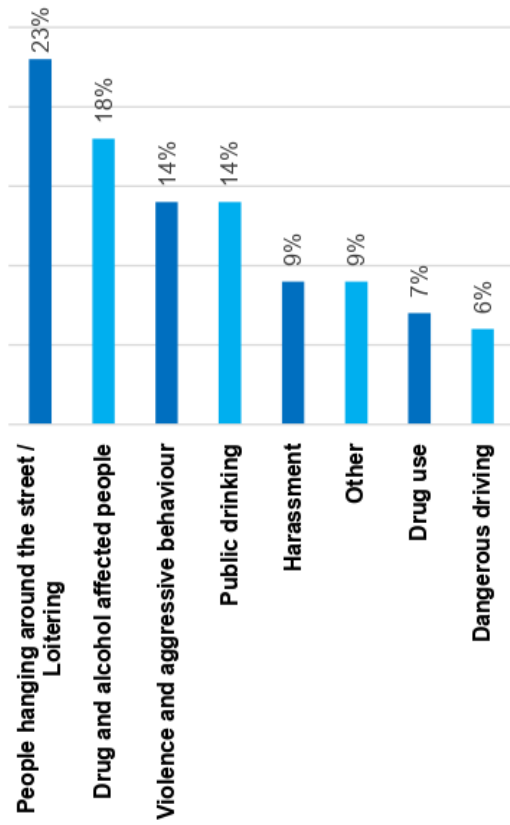


## Gender

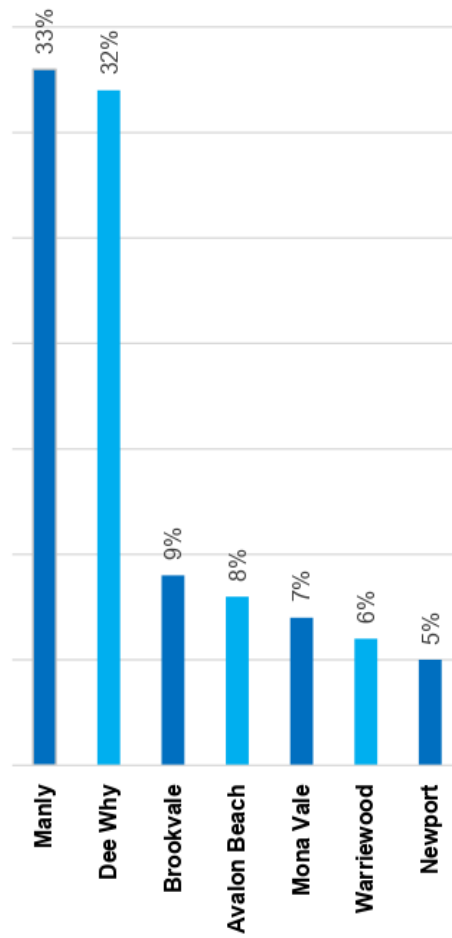


## Online Survey Response

### What made you feel unsafe?

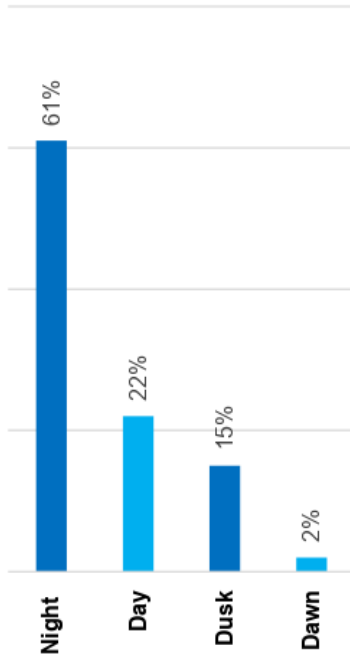


### Where did you feel unsafe?

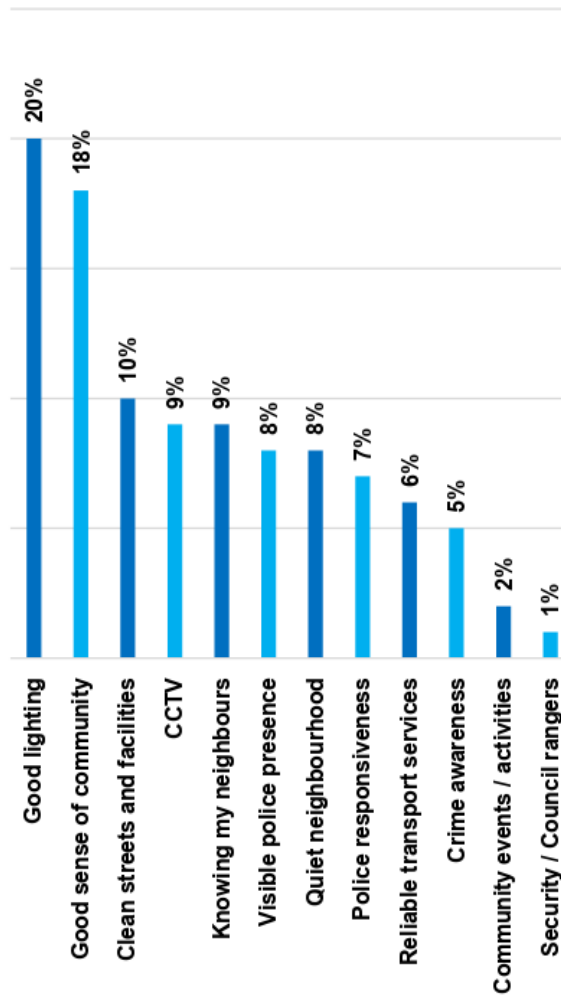


# Online Survey Response

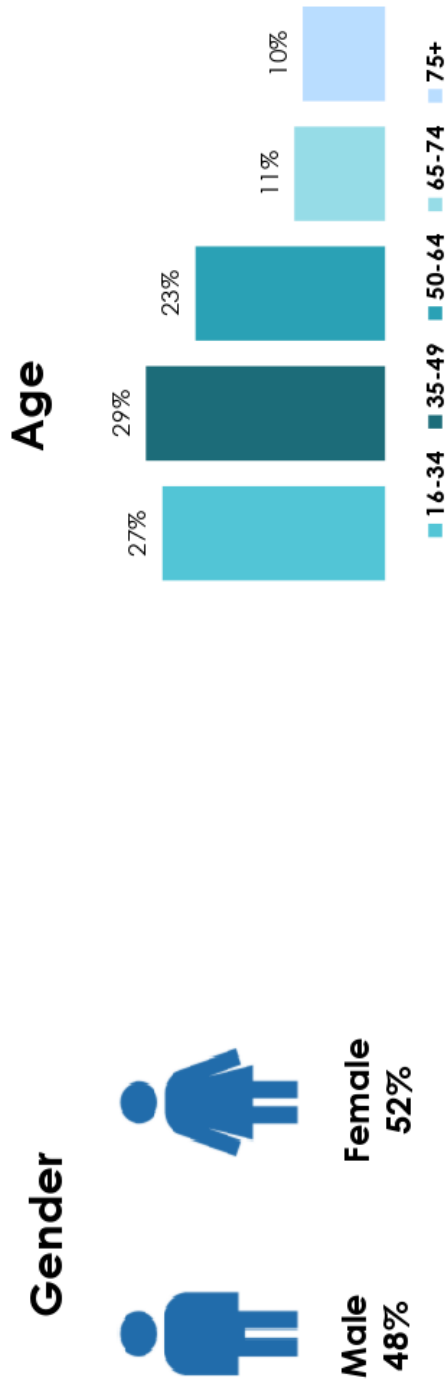
## Time of Day



## What contributes to feeling safe?



# Telephone Survey - Random



Spread of responses across all 5 Wards  
Weighted by age and gender to reflect the 2016 ABS profile of  
Northern Beaches Council

# Telephone Survey – Key Findings

The results of this research have demonstrated that residents on the Northern Beaches feel safe in their area.



Of residents agree with the statement 'I feel safe at home'



Of those that felt unsafe (16%), the most common reasons for feeling unsafe were 'violence and aggressive behaviour' (31%), and 'drug and alcohol affected people' (21%)



Dangerous driving was the area of highest concern for residents in the Northern Beaches area

97% of residents are at least somewhat satisfied with community safety/crime prevention in the Northern Beaches area

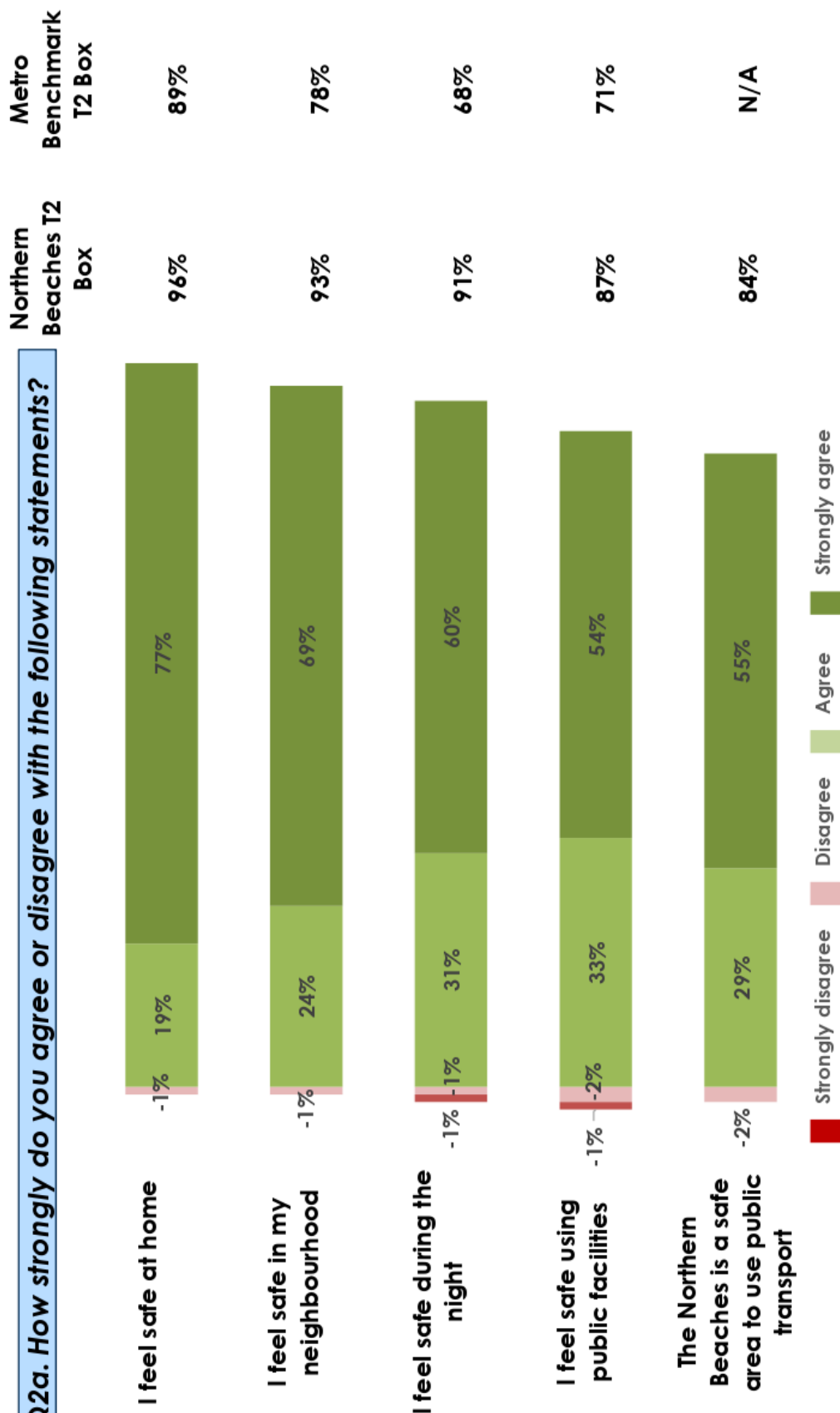


## Telephone Survey – Key Findings

- Top 2 agreement scores for all 4 comparable statements were higher than the Micromex Metropolitan Benchmark norms
- Only 16% of residents had felt unsafe in the last 12 months
- Of those that felt unsafe, almost half (48%) of residents suggested the incident occurred at night
- Concerns for community safety in the Northern Beaches area are low, which is a positive result

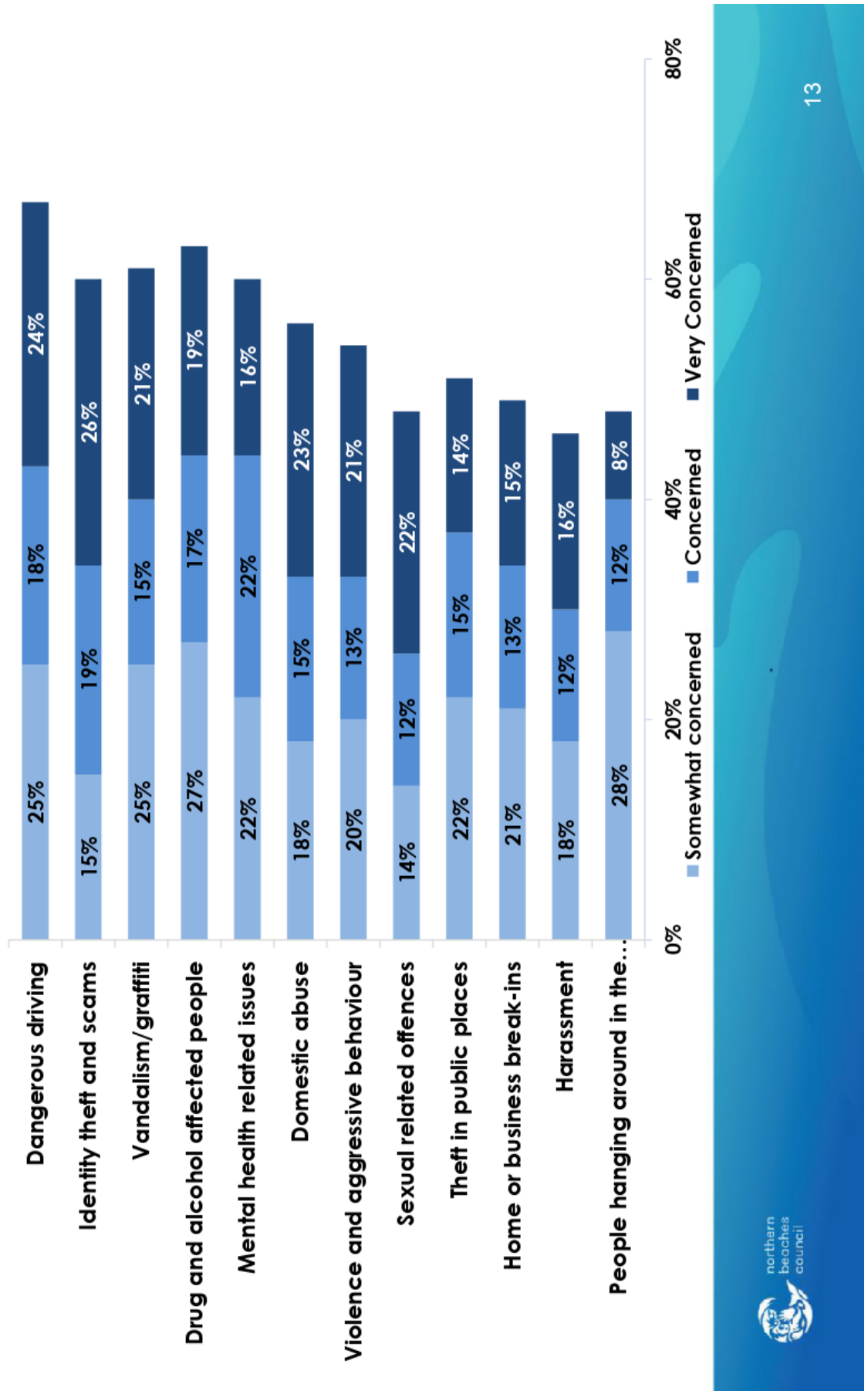
# Telephone Survey – Key Findings

Q2a. How strongly do you agree or disagree with the following statements?



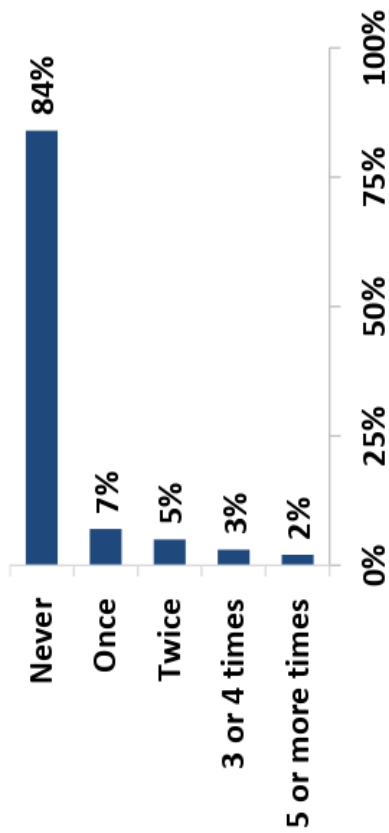
# Telephone Survey – Key Findings

Q4a. Thinking about community safety in your local area, how concerned are you with your experiences of the following?



# Telephone Survey – Key Findings

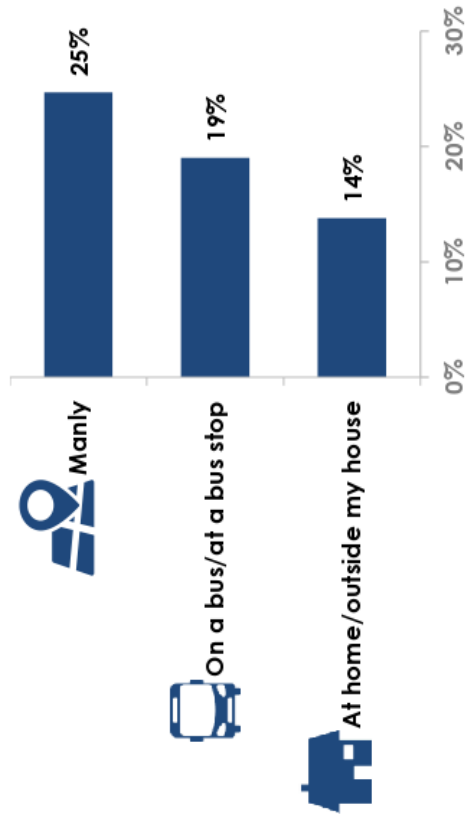
Have you felt unsafe or at risk in the past 12 months –



Of those who felt unsafe  
49% of incidence  
occurred at night.



Location of incident -



| Incident Type -                   | Count |
|-----------------------------------|-------|
| Violence and aggressive behaviour | 19    |
| Drug and alcohol affected people  | 13    |
| Dangerous driving                 | 6     |

# Summary

- Survey results generally correlate with consultation and research
- High feedback on lighting, clean streets/facilities and CCTV support the proposal for 'Safe Design'
- 'Good sense of community' response supports focus on social connections, wellbeing and resilience initiatives
- Safety related to public transport matches consultation feedback
- High response rate to drug & alcohol related concerns (39%) reinforce stakeholder feedback and crime statistics
- Response rate to harassment (10%) for factors that make people feel unsafe reinforces what young women said in consultations.

# Priority Areas

## 1. Safe Futures

- Young people
- Alcohol & other drugs
- Domestic & Family Violence
- Homelessness

## 2. Senior Safety

- Elder Abuse
- Frauds & Scams

## 3. Safe Spaces

- Night Time Economy
- Emergency response inc. community preparedness, vehicle mitigation

## 4. Safe Choices/Design

- CPTED - Reduce the opportunities for crime to occur, e.g. lighting
- Build resilient and connected communities to increase safety



# Timeline

**May 2020**

**Draft Plan to Council**

**June 2020**

**Public exhibition**

**August 2020**

**Plan adopted by Council**



***Questions?***

|                          |                                      |
|--------------------------|--------------------------------------|
| <b>ITEM 5.7</b>          | <b>FAREWELL SUPERINTENDENT DARCY</b> |
| <b>REPORTING OFFICER</b> | <b>COORDINATOR, COMMUNITY SAFETY</b> |
| <b>TRIM FILE REF</b>     | <b>2020/067766</b>                   |
| <b>ATTACHMENTS</b>       | <b>NIL</b>                           |

**ISSUE**

After 38 years of police service and more than ten years as Police Commander at Manly and the Northern Beaches this will be Superintendent Darcy's final Community Safety Committee.

It is anticipated that his replacement may be introduced to the Committee.

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**RECOMMENDATION**

That the Committee thank Superintendent Darcy for his commitment to keeping the Northern Beaches a safe place and wish him the best in his retirement from the NSW Police Force.