

6.4 Erratum - Future Melbourne Committee Meeting Minutes of 17 June 2025**Report Author:** Jordan McKay, Governance Officer**Report Presenter:** David Thompson, Director Governance and Legal**Executive Leader:** Mans Bassi, Chief Operating Officer**Executive Summary**

1. The purpose of this report is to seek a resolution to rectify administrative errors within the confirmed minutes of the Future Melbourne Committee (FMC) meeting that was held on Tuesday 17 June 2025.
2. The proposed changes relate to agenda item 6.3 Security Support Pilot – Evaluation and Future State and can be identified via track changes in **Attachment 2**. A clean copy of the revised minutes can be found at **Attachment 3**.
3. In rectifying the minutes, the intent is to correct the record of the meeting to accurately reflect what took place and does not seek to alter the outcome of the decision in any way.

Recommendation from management

4. That the Future Melbourne Committee resolves to adopt the rectified minutes of the Future Melbourne Committee meeting number 10 held on Tuesday 17 June 2025 (Attachment 3 of the report from management).

Purpose

5. The purpose of this report is to correct the administrative errors which have been identified in the confirmed minutes of the Future Melbourne Committee (FMC) meeting number 10 held on Tuesday 17 June 2025. The errors pertain to agenda item 6.3, Security Support Pilot – Evaluation and Future State. The full suite of amendments are set out in **Attachment 2** and can be identified via track changes, and a clean copy of the revised minutes can be found at **Attachment 3**.
6. As the minutes of this meeting were confirmed by FMC at its meeting held on Tuesday, 1 July 2025 (see **Attachment 1**), this report seeks a resolution to rectify the meeting record.

Background

7. The resolution with respect to agenda item 6.3 Security Support Pilot – Evaluation and Future State was incorrectly recorded in the minutes (**Attachment 1**) as follows:
 1. *That the Future Melbourne Committee resolves to:*
 - 1.2 *Endorse the proposed approach to establish an internal Community Safety function within the City of Melbourne.*
 - 1.3 *Note that, if the draft Budget 2025-26 is approved with funding for the Community Safety function, the General Manager, Infrastructure and Amenity will implement the proposed approach and will provide update to Councillors at intervals of six months from the program's commencement.*
 - 1.4 *Note the General Manager, Infrastructure and Amenity will extend existing contracted security services for three months to enable continued service delivery while transition activities are undertaken.*
8. Councillor Andrew Rowse's votes on the motions before FMC were incorrectly recorded in the minutes for this item.

Key considerations

9. The following amendments can be identified via track changes in **Attachment 2**, and a clean copy of the revised minutes can be found at **Attachment 3**.
 - 9.1 The correct resolution which was considered by FMC and displayed on screen during the meeting is below:
 1. *That the Future Melbourne Committee resolves to:*
 - 1.2 *Endorse the proposed approach to establish an internal Community Safety function within the City of Melbourne.*
 - 1.3 *Note that, if the draft Budget 2025-26 is approved with funding for the Community Safety function, the General Manager, Infrastructure and Amenity will implement the proposed approach and will provide update to Councillors at intervals of six months from the program's commencement.*
 - 1.4 *Note the General Manager, Infrastructure and Amenity will extend under delegation the existing contracted security services for three months to enable continued service delivery while transition activities are undertaken. A further briefing will be provided to Councillors as the details and timing of the transition is confirmed.*
 - 1.5 *Notes that management will continue to work with the Council to identify opportunities to advocate to Victoria Police and the State Government for additional opportunities to improve safety and ensure increased support for the underlying drivers, particularly mental health programs.*

9.2 Amendments have been made to the voting record to reflect that Councillor Rowse abstained from voting on the amendments considered during this item and voted in the affirmative on the substantive motion (which became the resolution). Cr Rowse's votes were correctly called by the Chair during the meeting and therefore the decision made by FMC is not impacted, Council is simply making a correction to the minutes to accurately reflect the voting record.

Legal

10. The action management has taken with respect to this matter accords with the resolution determined at the FMC meeting on 17 June 2025, not what was incorrectly reflected in the minutes.

Finance

11. There are no financial implications as a result of the recommendation from management to amend the minutes. Management has acted in accordance with what was decided at the FMC meeting on 17 June 2025, not what was incorrectly reflected in the minutes.

Conflict of interest

12. No member of Council staff, or other person engaged under a contract, involved in advising on or preparing this report has declared a material or general conflict of interest in relation to the matter of the report.

Charter of Human Rights and Responsibilities

13. The recommendation to amend the minutes contained in this report is compatible with the *Charter of Human Rights and Responsibilities Act 2006*, as the recommendation itself does not raise any human rights issues.

14. This report transparently informs the community of the errors identified and in resolving to correct the minutes, Council is remaining accountable to the public by ensuring accurate records of government decision making is available (i.e. promoting the right to participate in public life).

Health and Safety

15. In developing this proposal, no Occupational Health and Safety issues or opportunities have been identified.

Consultation

16. Community consultation was not required in the preparation of this report.

Relevance to Council Plan and Council Policies

17. Governance Rules.

Social and environmental impacts

Social impacts

18. No social impacts have been identified, as management has acted in accordance with what was decided at the FMC meeting on 17 June 2025, not what was incorrectly reflected in the minutes.

Environmental impacts

19. Environmental impacts are not considered relevant to this report.

Gender Impact Assessment

20. A Gender Impact Assessment is not required for this report.

Attachment List

1. Attachment 1 - Confirmed Minutes - FMC - 17 June 2025 [6.4.1 - 126 pages]
2. Attachment 2 - Amended Minutes - Track Changes [6.4.2 - 4 pages]
3. Attachment 3 - Amended Minutes - Clean Copy [6.4.3 - 126 pages]

Future Melbourne Committee

**Meeting No 10
Tuesday 17 June 2025
5:30 pm**

**Town Hall Commons
Melbourne Town Hall Administration Building**

Confirmed Minutes



Present

Lord Mayor Nicholas Reece (Chair)
Councillor Dr Olivia Ball
Councillor Rafael Camillo
Councillor Davydd Griffiths
Councillor Dr Owen Guest (Zoom)
Councillor Philip Le Liu
Councillor Gladys Liu (Zoom)
Councillor Kevin Louey
Councillor Andrew Rowse
Councillor Mark Scott

Apology

Deputy Lord Mayor Roshena Campbell

1 Commencement of meeting and apologies

The meeting commenced at 5:32 pm.

The Chair, Lord Mayor Nicholas Reece, welcomed attendees to the meeting, acknowledged the Traditional Owners of the land governed by the City of Melbourne, the Wurundjeri Woi Wurrung and Bunurong / Boon Wurrung peoples of the Kulin, and advised that:

- the meeting was being streamed live and a recording will be made available on the City of Melbourne website.
- apologies were received from Deputy Lord Mayor Roshena Campbell.
- Councillors Dr Owen Guest and Gladys Liu joined the meeting remotely via Zoom.

2 Disclosure of conflicts of interest

The Lord Mayor advised that conflicts of interest should be disclosed as they arise.

3 Confirmation of minutes of previous meeting

Moved: Cr Scott

That the minutes of Future Melbourne Committee meeting No 9 held on Tuesday 3 June 2025 be confirmed.

Seconded: Cr Camillo

The motion was put and CARRIED UNANIMOUSLY

Voted for Lord Mayor Nicholas Reece, Cr Dr Ball, Cr Dr Guest, Cr Griffiths, Cr Rowse, Cr Liu, Cr Le Liu, Cr Scott, Cr Louey and Cr Camillo

4 Matters arising from the minutes of the previous meeting

There were no matters arising from the minutes of the previous meeting.

5 Public Questions

Below is a summary of public questions and responses. The full question time can be heard in the live stream recording of the meeting on Council's website at <https://www.melbourne.vic.gov.au/meeting/future-melbourne-committee-17-june-2025>

Miles and Dodds Reserve

Stephen Singh asked a question relating to whether the third consultation on the Miles and Dodds Pocket Park was valid given it occurred over Easter and many local families were not able to participate.

Cr Griffiths, Environmental Portfolio Lead, thanked Stephen for the question and explained that the third consultation reached more participants than earlier rounds and while the park expansion has been approved, there will be another opportunity to provide feedback during the upcoming road closure process.

Miles and Dodds Reserve

Deborah Rosen asked a question relating to the recently approved Miles and Dodds park expansion, requesting the decision be reversed due to timing of the consultation, local opposition, traffic concerns and a provided suggestion to upgrade existing larger parks nearby instead.

Cr Griffiths, Environment Portfolio Lead, thanked Deborah for the question and advised that the park expansion was approved based on the broad community feedback with future input possible during the road closure process and noted that upgrades to other Southbank parks would require separate Council budget decisions.

Queensberry Street Bike Lanes Project

Aaron Moon asked a question relating to the delay in progressing the Queensberry Street bike lanes project specifically regarding the adoption of the design by Council and seeking approval from the Department of Transport and Planning (DTP).

Lord Mayor Nicholas Reece, Infrastructure Portfolio Lead, thanked Aaron for the question and explained that the Queensberry Street bike lanes project is still in design development, with traffic, parking and greening elements under review, also that progression to detailed design depends on Department of Transport and Planning (DTP) approval and available funding.

Southbound Royal Parade Bike Lanes Project

Aaron Moon asked a question relating to the status and delay of the Southbound Royal Parade bike lanes project, which was initially scheduled to start in early 2025 but has shown no visible progress.

Lord Mayor Nicholas Reece, Infrastructure Portfolio Lead, thanked Aaron for the question and advised that this project is delayed pending a heritage exemption and approvals from Department of Transport and Planning (DTP) making it unlikely to proceed before 2026.

Bike Lane Safety

Anthony Van Der Craats asked a question relating to whether Council will conduct a full safety review of bike lanes involving emergency services due to concerns about their design and public safety.

Lord Mayor Nicholas Reece thanked Anthony for the question and referred it to Rick Kwasek, General Manager Infrastructure and Amenity.

Rick thanked Anthony for the question and advised that Melbourne's bike lane designs follow Austroads standards and are developed in coordination with relevant authorities including the Department of Transport and Planning (DTP) and VicRoads. Rick noted that the design process is rigorous which also considers site constraints and surround elements. Rick invited Anthony to submit any specific concerns to him in writing for further review.

6 Reports from management

There were four reports from Management.

Cr Le Liu as Deputy Lead of the Planning Portfolio assumed the role of Chair at 5:54pm in relation to the report where Council exercised its responsibilities under the *Planning and Environment Act 1987*.

6.1 TPM-2025-15, Melbourne Pathology - 331-381 Footscray Road, DOCKLANDS

The report from management included the following executive summary:

Future Melbourne Committee - Minutes

17 June 2025

1. The Minister for Planning has advised Council of a Ministerial Planning Permit application that seeks approval to convert the existing building located at 331-381 Footscray Road, Docklands into a research and development centre for Melbourne Pathology.
2. The Minister has accepted an application under the state Development Facilitation Program (DFP) due to it meeting requirements as a project which will significantly contribute to Victoria's economy and provide substantial public benefit, including jobs for Victorians.
3. The applicant is Sonic Healthcare (c/o Human Habitats), the owners are Costco Wholesale Australia Pty Ltd. Architects Nettleton Tribe have designed the building and prepared the plans. The estimated cost of the development is \$92 million.
4. The use and development of the land is currently controlled by the Waterfront City Outline Development Plan. The original Development Plan (DP) was approved by the Minister for Planning on 28 November 2003. The proposal requires changes to the DP in addition to a planning permit for the building and works associated with the proposal.
5. The change sought to the DP is through an addendum (refer to Attachment – Addendum to the Development Plan) that would facilitate the change of land use from a 'Bulky Goods / Homemaker / Retail' area to a 'Bulky Goods / Homemaker / Retail and Research and Development Centre'.
6. The planning permit application proposes the adaptive reuse of the existing building by making external upgrades including additional windows to the laboratory spaces and allied offices, internal fit out changes, additional landscaping and improvements to the building's thermal performance (refer to Attachment – Architectural Plans).
7. The project will provide an essential medical and health service, positively contributing to Docklands and increasing the provision of employment and economic activity within the area. The facility will be a state-of-the-art medical research and development hub, operating 365 days a year and employing more than 700 people when operating at full capacity. The adaptive reuse of the existing building will limit the carbon footprint while improving the operation of the facility and ensuring good urban design outcomes.

Cr Dr Guest and Cr Liu left the meeting at 6.04pm and returned at 6.06pm.

Moved: Cr Le Liu

1. That the Future Melbourne Committee resolves to advise the Minister for Planning that the Melbourne City Council supports the proposal, subject to conditions (refer to Attachment 4 of the report from management – Conditions).

Seconded: Cr Rowse

The motion was put and CARRIED UNANIMOUSLY

Voted for Lord Mayor Nicholas Reece, Cr Dr Ball, Cr Dr Guest, Cr Griffiths, Cr Rowse, Cr Liu, Cr Le Liu, Cr Scott, Cr Louey and Cr Camillo

Lord Mayor Nicholas Reece resumed the role of Chair at 6pm.

6.2 MPavilion

The report from management includes the following executive summary:

1. The purpose of this paper is to inform Councillors of the current licence arrangement for the Melbourne Contemporary Pavilion (MPavilion) in Queen Victoria Gardens and a proposal received from the Naomi Milgrom Foundation (NMF).
2. MPavilion, an initiative of the NMF, has featured in Queen Victoria Gardens annually since 2014 (except 2020), with local and international architects designing unique temporary pavilions to host free public events. It is the result of a longstanding partnership between Council, Creative Victoria, and NMF.
3. All pavilions have been approved by Council, Heritage Victoria and Department of Environment, Land, Water and Planning (now Department of Energy, Environment and Climate Action (DEECA)) as temporary structures. Other than the latest pavilion, all have been removed from Queen Victoria Gardens at the conclusion of each four-month season of programming. Several pavilions have been gifted to other organisations, including University of Melbourne, Melbourne Zoo and RMIT, and relocated to alternative sites.
4. On 9 April 2024 the Future Melbourne Committee resolved to approve the MPavilion 10 remaining in the Queen Victoria Gardens until 30 June 2025, subject to the necessary consents.
5. Under the terms of the licence, the NMF retains ownership of the pavilion and is responsible for all repairs and maintenance of the structure. At the expiry of the licence (or such other time agreed between the parties), NMF must remove the MPavilion from the parkland, ensuring that the surface of the land is restored and make good any damage to the surrounding parkland.
6. As the expiry of the licence nears, NMF has requested to extend the licence for an additional three years with no additional cost to Council.

The Chair, Lord Mayor Nicholas Reece, declared a material conflict of interest in this matter pursuant to section 128(3)(h) of the *Local Government Act 2020* and the *Governance Rules*. The Lord Mayor received a disclosable gift in the form of a campaign donation in the 2024 election.

Cr Kevin Louey declared a material conflict of interest in this matter pursuant to section 128(3)(h) of the *Local Government Act 2020* and the *Governance Rules*. Cr Louey received a disclosable gift in the form of a campaign donation in the 2024 election.

Cr Mark Scott declared a material conflict of interest in this matter pursuant to section 128(3)(h) of the *Local Government Act 2020* and the *Governance Rules*. Cr Scott received a disclosable gift in the form of a campaign donation in the 2024 election.

Lord Mayor Nicholas Reece, Cr Louey and Cr Scott left the meeting at 6.01pm, prior to any discussion taking place.

Election of Temporary Chair:

In the absence of both the Lord Mayor and Deputy Lord Mayor, the Future Melbourne Committee is required to elect a Temporary Chair.

Moved: Cr Dr Ball

1. That Cr Griffiths be elected as temporary chair.

Seconded Cr Le Liu

The motion was put and CARRIED.

Voted for Cr Dr Ball, Cr Griffiths, Cr Rowse, Cr Liu, Cr Le Liu and Cr Camillo

Cr Dr Guest, being present but having abstained from voting, was taken to have voted against the motion.

The motion was put and CARRIED

Cr Griffiths assumed the role of Chair at 6:02pm.

Items of correspondence were received from:

- Sean Godsell
- Deborah Cheetham
Fraillon AO
- Jasmine Placentino
- Nicole Durling
- Peter Maddison
- Elaine Chia
- Sally Noonan
- Alexi Freeman
- Rachaporn Choochuey
- William Chow
- Robin Fox
- Jason Ross
- Daniel Lee
- Liam Eastop
- Joao Ferrao
- Joel Tito
- Bruce Mowson
- Aritz Gonzalez Prieto
- Romilly Blackburn
- Bethanie Ereaut
- Ben White
- Andrew McConnell
- Emily Knight
- Sarah
- Lauren M
- David Cecil

The following people addressed the Committee:

- Sean Godsell
- Deborah Cheetham
Fraillon AO FAHA
- Jasmine Placentino
- Nicole Durling
- Peter Maddison
- Elaine Chia

Cr Liu left the meeting at 6.17pm and returned at 6.19pm.

Cr Dr Guest left the meeting at 6.17pm and returned at 6.20pm.

Moved: Cr Le Liu

1. That the Future Melbourne Committee:
 - 1.1. Approves the MPavilion 10 remaining in the Queen Victoria Gardens until 30 June 2030, subject to the necessary consents under the Heritage Act 2017 and the Crown Land (Reserves) Act 1978.
 - 1.2. At the expiry of the licence (or such earlier time agreed between the parties), NMF must remove the MPavilion 10 from the parkland, ensuring that the surface of the land is restored and make good any damage to the surrounding parkland.
 - 1.3. Notes that NMF will be required to ensure that MPavilion 10 has adequate programming, monitoring, cleaning and maintenance occurring at zero cost to Council as per the proposal submitted by NMF.

Seconded: Cr Camillo

Voted for Cr Dr Guest, Cr Rowse, Cr Liu, Cr Le Liu and Cr Camillo

Voted against Cr Dr Ball

Cr Griffiths, being present but having abstained from voting, was taken to have voted against the motion.

Cr Dr Guest left the meeting at 6.44pm and returned at 6.46pm.

Lord Mayor Nicholas Reece, Cr Louey and Cr Scott returned to the meeting at 6.46pm.

Cr Liu left the meeting at 6.46pm.

The Lord Mayor Nicholas Reece resumed the role of Chair for the remainder of the meeting at 6:46pm.

Cr Rowse left the meeting at 6.46pm and returned at 6.47pm.

6.3 Security Support Pilot – Evaluation and Future State

Cr Liu returned to the meeting at 6.49pm.

The report from management included the following executive summary:

1. The purpose of this report is to report back to Future Melbourne Committee (FMC) on the outcomes of a pilot established to support the safety of Local Laws officers, which also considers a parallel trial of social workers in place of security guards; an international review of best practice responses to public consumption of alcohol and begging; and advice on future training and support needs of City of Melbourne on-street compliance officers.
2. In February 2025, FMC approved a pilot which provided for two contracted private security guards to support the safety of Local Laws Officers whilst they are working to enforce Local Laws relating to on-street behavioural issues, including the public consumption of alcohol and begging. Following an initial 6-week trial period (7 March – 17 April 2025), the trial was extended for a further 10 weeks and concludes on 1 July 2025.
3. An evaluation of the pilot has been conducted which included the analysis of key operational metrics, observational data from on-street activity, an Intercept Survey and direct stakeholder engagement. Importantly, the evaluation identified improved safety and perceptions of safety of Local Laws Officers. There are less defined results relating to perceptions of safety, possibly due to the short tenure of the pilot and low community awareness of the pilot as revealed by the Intercept Survey. While the pilot has led to several referrals to support services, further work is required with existing support service providers to support individuals engaging in behaviours which may not align to an existing referral pathway.
4. Considering the positive pilot outcomes and the ongoing need to provide a visible on-street presence, FMC is asked to endorse a proposed approach to enable the establishment of a Community Safety function within the City of Melbourne. The Community Safety function will aim to reduce reports and observations of on-street behaviours which breach the Local Laws in hot-spot and high-footfall locations in the city while also aiming to improve support for vulnerable people and impact declining perceptions of safety within Melbourne.
5. The Community Safety function proposal has been informed by the pilot evaluation, a literature review of a variety of legislative and policy approaches and stakeholder feedback. The Community Safety function aims to strike a balance between principles of deterrence and enforcement, prevention and early intervention to enable a visible and consistent response to on-street issues while addressing the underlying drivers of complex on-street behaviours and providing support for vulnerable people through existing support services.
6. A transition approach has been developed, which will include the development of an ongoing monitoring and evaluation approach for the Community Safety function which includes undertaking baselining of the current state. It is proposed that reviews would be undertaken at six monthly intervals, with reports back to Council to be provided.
7. To provide continuity of service with the current on-street security presence, the current contracted arrangement with CrownLand Security is proposed to be extended for three months within the General Manager delegation/exemption.

Documents to be appended to the minutes

Cr Dr Ball requested the following documents be appended to the minutes:

- the evaluation of the security guard pilot (Appendix 1)
- the legal analysis of the proposal (Appendix 2)
- the international review of best practice responses to begging & public consumption of alcohol (Appendix 3)
- the Human Rights Charter assessment of the proposal (Appendix 4)
- the gender impact assessment of the proposal and the recommendations arising from that assessment (Appendix 5).

Rick Kwasek, General Manager Infrastructure and Amenity agreed to the request.

Items of correspondence were received from:

- Luke Martin
- Saifan
- Janine Pattison,
Southbank
- Neighbourhood Watch
- Vijay
- Nicholas Edrington
- Lisandra
- Luke Harris, Collins Street
Precinct Group
- Kim Davey
- Stan Toohey
- Jane Toohey
- Felix J S Toohey
- Sylvia Hungria
- Lyn Gazal
- Ekaterina Send
- David Malaspina
- Yvonne Singer
- Andre Da Silva
- Patricia Da Silva
- Jenny Eltham
- Gregory Denham

The following people addressed the Committee:

- Karl Hessian
- Aaron Moon
- Meghan Fitzgerald, Fitzroy Legal Service (Zoom)

The following person requested to address the Committee but was not present:

- Patrick Chipp, Homeless Persons Union (Zoom)

Cr Le Liu left the meeting at 6.53pm and returned at 6.55pm.

Cr Liu left the meeting at 7.06pm and returned at 7.20pm.

Moved: Cr Camillo

1. That the Future Melbourne Committee resolves to:
 - 1.1. Endorse the proposed approach to establish an internal Community Safety function within the City of Melbourne.
 - 1.2. Note that, if the draft Budget 2025-26 is approved with funding for the Community Safety function, the General Manager, Infrastructure and Amenity will implement the proposed approach and will provide update to Councillors at intervals of six months from the program's commencement.
 - 1.3. Note the General Manager, Infrastructure and Amenity will extend existing contracted security services for three months to enable continued service delivery while transition activities are undertaken.

Seconded: Lord Mayor Nicholas Reece

Cr Dr Ball foreshadowed that she would move an alternate motion in the event that the substantive motion fails.

Cr Dr Ball proposed an amendment to the substantive motion.

Moved: Cr Dr Ball

1. That the Future Melbourne Committee:
 - 1.1. notes the report from management proposing an internal Community Safety function within the City of Melbourne; and
 - 1.2. notes the current trial of contracted private security guards will conclude on 1 July 2025;
 - 1.3. resolves to extend the current trial to 1 Oct 2025; and

- a) an independent expert review of the proposal for compliance with the Victorian Charter of Human Rights and Responsibilities;
- b) a comprehensive review of the legal implications of the proposal from management;
- c) stakeholder engagement among people likely to be subject to such local laws enforcement measures and their representative organisations; and
- d) publication of: the evaluation of the pilot, and the literature review commissioned by FMC in February, the Gender Impact Assessment and recommendations arising, as cited in the management report, and advice on the training and support needs of City of Melbourne's on-street compliance officers.

Seconded: Cr Griffiths

The amendment was put and lost.

Voted for Cr Dr Ball and Cr Griffiths.

Voted against Lord Mayor Nicholas Reece, Cr Dr Guest, Cr Liu, Cr Le Liu, Cr Scott, Cr Louey and Cr Camillo.

Cr Rowse, being present but having abstained from voting, was/were taken to have voted against the motion.

Cr Dr Ball proposed another amendment to the substantive motion.

Moved: Cr Dr Ball

1. That the Future Melbourne Committee:
 - 1.1. Endorses the proposed approach to establish an internal Community Safety function within the City of Melbourne.
 - 1.2. Notes that, if the draft Budget 2025-26 is approved with funding for the Community Safety function, the General Manager, Infrastructure and Amenity will implement the proposed approach and will provide updates to the Future Melbourne Committee at quarterly intervals from the program's commencement.
 - 1.3. Notes the General Manager, Infrastructure and Amenity will extend under delegation the existing contracted security services to enable continued service delivery while transition activities are undertaken. A further briefing will be provided to the Future Melbourne Committee as the details and timing of the transition is confirmed.
 - 1.4. Notes that management will continue to work with the Council to identify opportunities to advocate to Victoria Police and the State Government for additional opportunities to improve safety and ensure increased support for the underlying drivers, particularly mental health programs.

Seconded: Cr Griffiths

The amendment was put and lost.

Voted for Cr Dr Ball and Cr Griffiths.

Voted against Lord Mayor Nicholas Reece, Cr Dr Guest, Cr Liu, Cr Le Liu, Cr Scott, Cr Louey and Cr Camillo.

The motion was put and carried.

Voted for Lord Mayor Nicholas Reece, Cr Dr Guest, Cr Liu, Cr Le Liu, Cr Scott, Cr Louey and Cr Camillo.
Voted against Cr Dr Ball and Cr Griffiths.

6.4 Council Strategic Planning Program - Budget 2025-26 and Revenue and Rating Plan 2025-29 - Submissions Hearing

The report from management included the following executive summary:

1. The draft Budget 2025–26 and draft Revenue and Rating Plan 2025–29 community engagement has been conducted in accordance with City of Melbourne’s Community Engagement Policy and has yielded 1,559 submissions in total.
2. Budget submissions are provided by residents, businesses, workers and visitors as all segments are impacted by the services City of Melbourne provides. 94% of submissions relate to bike lanes. Submitters are almost exclusively supportive of bike lanes for safety, health, sustainability and liveability reasons and a majority seek additional funding.
3. Other topics attracting feedback include the delayed Hawke Street/Spencer Street/West Melbourne Structure Plan rollout, city safety, waste, open space, Little India in Docklands, infrastructure, Greenline, Queen Victoria Market and public transport.
4. Pursuant to the Local Government Act 2020, the Budget and Revenue and Rating Plan are due for adoption by 30 June 2025. An executive summary is a short summary of the whole report. It should provide the audience with a quick overview of the important information contained in the report.

Cr Liu left the meeting at 8.06pm and returned at 8.10pm.

Cr Liu retired from the meeting at 8.11pm.

Documents to be appended to the minutes

Cr Dr Ball asked a question of management relating to unspent funds in the cycling infrastructure program.

Rick Kwasek, General Manager Infrastructure and Amenity took the question on notice and agreed that the response be appended to the minutes (refer Appendix 6) at Cr Dr Ball’s request.

Items of correspondence during the consultation period were received from:

- | | | |
|----------------------------|-----------------------|-----------------------|
| • Sam Murray | • Arsh Katoch | • Gideon Segal |
| • Anton Mifsud | • Emille Chang-tave | • Owen Bentley |
| • Sue Scarfe | • Ted Tilbrook | • Andrew Wyse |
| • Johannes Brants | • Cal Gleeson | • Neason Howard |
| • Lachlan McKenna | • Gemma Behrens | • Douglas Rowland |
| • Hannah Troop | • Mohamed Suraj | • Alison Lemer |
| • Matthew Serafini | • Puthiya | • M G |
| • Alice Banks | • Kuttimappilakath | • Nathan Birrell |
| • Bob Smith | • Sim Avin | • Sean Lynch |
| • Marin Kraljevic | • Marcelo GONZALEZ | • Gabriel Medina |
| • Trent Daisley | • Leigh Butterworth | • Boyd Hellier Knox |
| • James Anders | • Sinem Yener | • Bosco Lai |
| • Christientiae Saint-Piaf | • Max Fink | • Luca Foerster |
| • Leah Christou | • Christopher Hill | • Anthony Panayotides |
| • Nick Renwick | • Danielle Chang-tave | • Julia Pham |
| • Nick Renwick | • Cait Kelly | • Cherrie Wu |
| • Evi Jansen | • Andre Medina | • Jeanette Pepi |
| • Ira Francis | • Danielle Chang-tave | • Jo Brzoska |
| • Janet Mcconville | • Robbie Flood | • Steven Christian |

Future Melbourne Committee - Minutes

17 June 2025

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|-------------------------|---------------------|---------------------------|
| • alex macleod | • Amit Khot | • Matt Spain |
| • Lachlan McKenna | • Seamas McCaffrey | • Bosco Lai |
| • Richard Grace | • Steve Meade | • Jarrod Smith |
| • Asanka Epa | • Kai Brach | • Cody S |
| • Lachlan Smith | • James Gardiner | • David Hall |
| • Tony Mustard | • Andrew Napier | • Salman Shami |
| • Peter Bishop | • Damien Schroder | • Ashley Anderson |
| • Thomas Mccullagh | • BENJAMIN DOHERTY | • Tuan Nguyen |
| • James Jardine | • Adam Griffiths | • Justin King |
| • Jack Dunne | • Nathaniel Brady | • Gautam Prakash |
| • Rob La Marca | • Angus Morris | • Jonathan Reachill |
| • Kamil Zajac | • Daniel Mead | • Marie-Louise Fitzgerald |
| • Matthew McMahan | • sophie travers | • Michelle Wellington |
| • David Palmer | • Aidan Barac-Dunn | • Christine Tanod |
| • Luke Burns | • David Colls | • Asher Purvis |
| • Joshua Wike-Gysen | • Ange Vescovi | • Ethan Said |
| • Fane Bastin | • Peter Ross | • Eliza Bergin |
| • ross kilborn | • Christian Brosch | • callum henderson |
| • Owen Oneill | • David Smith | • Murray Jones |
| • Jonathan Schlossberg | • John Handley | • Stefan Tulloch |
| • David Chalmers | • Matthew Shaw | • Michael McKenna |
| • Adam Deller | • Liam Clifford | • Christopher Brennan |
| • Midge Bateup | • Hinam Mehra | • Anthony Hindle |
| • Kate Allan | • Marina Booth | • Jacob Woolan |
| • tobe cooper | • Elena Pereyra | • Carlijn Kerdiijk |
| • Patrick O'Doherty | • Anthony Caud | • Kyle Hofer |
| • Jeremy Maxwell | • Madison Liddell | • Iona Goodwin |
| • Max Pearse | • Nicholas Hunter | • Aphro Demetriou |
| • Matthew Parker | • Colin Brown | • Michael Laffan |
| • James Bennett | • Ariel Zeleznikow- | • Nicole's McCormack |
| • Thijs van der Heijden | • Johnston | • Georgia Woolan |
| • Jess T | • Samuel Alderson | • Charles Speranza |
| • Andrew Waelen | • Jan van de Graaff | • Sophie Groth |
| • Jarred Abrahams | • Rocio Silva | • Stephen Chan |
| • Christopher van der | • Alexander Lugg | • Lee Turner |
| Weyden | • Randall Saunders | • Emma Johnston |
| • Cathy Robinson | • Joseph Murphy | • Carter Lightfoot |
| • William Watt | • Melissa Francis | • Matt Knight |
| • Rob McGauran | • Karyn Bos | • Kate U |
| • Matthew Hammond | • Mun Soon | • Pat Riordan |
| • Steve Milton | • Sofie Dios | • Alicea Burns |
| • Julian Silverman | • Nicole Allard | • Brad Priest |
| • Timothy Clifford | • Rowan Gaze | • Gene Easton |
| • Thomas Bredin-Grey | • Lucy Buzacott | • Tim McGuigan |
| • Mike Sinclair | • Karen Clark | • Meghan Grant-Botto |
| • Ross Savedge | • Andrew Riordan | • Luke Austin |
| • Jo Jones | • Conor Mooney | • Paul Gerloff |
| • Savannah Smith | • Lindy Sussfinder | • Henry Macedo |
| • S L | • Lucas Huggins | • Vida Douglas |
| • Peter O'Donoghue | • Luke Franco | • Alex Rayfield |
| • Owen Bentley | • Hannah Badland | • Ben OConnor |
| • Paul Swift | • Stephen McLennan | • Charlie Yoga |
| • Luke Harris (Collins | • Glenn Eckardt | • Guy Rutter |
| Street Precinct Group) | • Pedro San | • Brodie Katz |
| • Harry Williams | • Jackie watts | • Andy White |
| • Justin Benson | • Nim Evans | • Damien Devereux |
| • Eugene Von Nagy | • Irene Moser | • Brett Hopper |
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| • Jackson Hill | • Charlie O'Hara | • Raymond S |
| • Simon Peevers | • Josh Barker | • Andrea den Ouden |
| • Rebecca Karpiuk | • Matt Browne | • Kaye Anderson |
| • Kirsty Fergie | • Salme Geransar | • Joe Fujimaki |
| • Luke Boyd | • Brent Tomlinson | • Hendri Budiman |
| • Conrad Lee | • Keir Willox | • L G |
| • John Angless | • Louise Andrew | • Brae Grimes |
| • Yew Zhi Tan | • Adam I | • TINA McCarthy |
| • Justin Karpiuk | • Nicholas Filby | • Paula Fleming |
| • Nicholas Byron | • Cheryl Voigt | • Lital Weizman |
| • Elisabeth Dunn | • Kate Koomen | • Ricardo Angola |
| • D W | • Zoe Dwyer | • Henry Khosasih |
| • Russell Manning | • Harrison Shoebridge | • Rodrigo Bini |
| • John Toone | • Joy Ko | • Willem Ford |
| • Brigid Moran | • Josh Collingwood | • Jordan Oakley |
| • Pei Wun Han | • Ben Creed | • Christopher van der Weyden |
| • Sam Strong | • Oscar Howard | • Rory Dickson |
| • Don Burns | • jane Durlacher | • Patrick Buzolic |
| • Martin Stockfeld | • Reuben Steel | • Thomas James |
| • Purdie Long | • Sheldon Williamson | • Andrew Nicoll |
| • Nicholas Squillari | • Amanda Cooper | • Michael van Aar |
| • Manuela Marasco | • Kai Sean Eng | • Mike Owen |
| • Sharon Wright | • Raffael Basrie | • JARROD PYE |
| • Matilda Reynolds | • Andrew Zimmermann | • Matthew Sullivan |
| • Jun Hu | • Ron Peel | • Samual Fisher |
| • Lewis Pearse | • Vincent Coleman | • Joseph Darling |
| • Damien Clout | • Jayne Rafferty | • Greg McPherson |
| • Warwick Sampson | • Bridget Slocum | • Luke Stanistreet |
| • Ryan Everleigh | • Jeck Lau | • Mike BENTLEY |
| • Josh McLean | • Amy Muir | • Robert Boyd |
| • Erin Ferguson | • Jennifer Pitch | • Tom Tallis |
| • Ben Gilmour | • Taylan Karaman | • Alexandra BT |
| • Josh Coates | • Alexandra M | • Luke Rogers |
| • James Taylor | • Michael Arthur | • Simon Gibson |
| • Manning Thomson | • Angus Hughes | • Tom Keeble |
| • Sabine Kasel | • Carin Widjaja | • Mark Krstic |
| • Margaret McKenzie | • Angela Sankey | • Ed Lewis |
| • Mandy McDonald | • Ryan Griffin | • Maria Teresa Tavares |
| • Rebecca Lubansky | • Sony Tandi | • Sophie Jeppe |
| • Jacob Stanford | • Tam Stevens | • Pierre Vairo |
| • Greg OShea | • David Nursentana | • Ben Lehner |
| • Mark van den Enden | • Bobby Hendarto | • Soraya Permatasari |
| • Jess De | • Harrison Simic | • Guido Brandt |
| • Dean Tran | • Glen O'Rourke | • Ho Ras Herman |
| • Mike Maka | • Phil Hendy | • Reynard Dwiputra |
| • Ann Scott | • Arie Hadiwidjaja | • Mark Bates |
| • Blake Hunter | • Merv Joe | • Claire Courtel |
| • Jordan Leahy | • Rama Hutagalung | • Kathryn Kennedy |
| • Nickola Hoffmann | • Christopher Milner | • Kevin Fitzsimons |
| • Luke Cini | • Matt Trawn | • Christopher Karalis |
| • Wusing Ho | • Claire Weekley | • Christopher Lee |
| • Josée Pinsonneault | • Cam Prentice | • Lisa Bendtsen |
| • Sean Cousins | • Charlie Vella | • Peter Lipcsey |
| • Thomas Martiniello | • Helen Rolls | • Erick Erick |
| • David Tso | • Bailey Florence | • Neil Head |
| • Dean Lushaj | • Ashley Goldstraw | • Chris Potter |
| • Richard Lester | • Taylor Patrick | |
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• Jessica Noll	• Andrew Ma	• Tim Benedict
• Zachary Wilcox	• Rory Rathborne	• ' - -
• Gregory Hanson	• Kenny Gonzalez	• Edward Rossi
• Hannah McInnes	• Stacey Katelis	• Martin George
• April Huggins	• Grace Phang	• Michelle O'Brien
• Chris Dermody	• Jarrod Kutka	• Chris Vincent
• Robyn Moore	• Daniel John McArthur	• Manon Dolet
• Markus Tschech	• Ken Kuo	• Nate Macgregor
• Nim Evans	• John Humphreys	• Tamara Antonucci
• David Kwong	• Brenda Linsell	• Fred O'Brien
• Darren Murphy	• Catherine Haggart	• Tom McPhail
• Stephanie Finemore	• Cat Haggart	• Xavier Brouwer
• Jules Witte	• Dave Picking	• James Farnell
• kathleen Burke	• Alex Holmes	• Elena Robertson
• Lachlan Perry	• Monica Capell	• Bradley Chimes
• Candy Skinner	• T H	• Kristin Lewis
• Andruw Hidayat	• Lucy MacKay	• Nicholas Danilevsky
• Paul Magarey	• Lucy Croft	• Jerry Tjiam
• Claire Havens	• Charlotte Buckingham	• Jesse McNelis
• Cezary Carmichael	• Khan Churchill	• Sam Morell
• Nick Lovering	• Christobel Saunders	• Gursharan Chana
• Peter Price	• David Meiklejohn	• Hayley OSullivan
• Michael Kanizay	• Philippa Pietromonaco	• Mara McSweeney
• Terezia Toth	• Mason Cox	• Megan Richardson
• Farida Sheb	• Justin Davies	• David Lee
• Sally Moxham	• Mutsumi Karasaki	• Jason Pan
• Jackson Smith	• Caitlin S	• Robyn Leander Bunting
• Hasse Russell	• Ridz R	• nikki jarrad
• Yazi Medinne	• Cory Boardman	• Leeten Chin
• Tom Purcell	• david ascroft	• Martin Ince
• L Hockings	• Marsha Strahl	• Andy Fergus
• Amy Crawford	• Edith Campbell	• Liam Atwood
• Tim Haynes	• Joe Novella	• Jeffrey Westhorpe
• Daniel Spagnolo	• Sarah Allen	• Nga O'Brien
• Tania Burstin	• Greg Lightfoot	• Hafez Alavi
• Rob McDonald	• Denis Lecoge	• Alison Bullock
• Yong Sit	• Sam Evans	• Sasha Lonzi
• Meagan Butler	• Rod Schmid	• Kellie Johnston
• T Nankervis	• Tabea Wolff	• German Lopez
• Byron Richardson	• Francesca Smith	• Dean Campbell
• Marc Loeliger	• Karen Hovenga	• Alex Hadley
• Kate Pannifex	• Jo Oliveira	• Al Bui
• Megan Richardson	• Stephanie Miller	• David Dougan
• John Archer	• Andrew Morison	• Laurence Basell
• M B	• Alex Bishop	• Zoe Ottaway
• Matthew Seale	• Simon Zoric	• Andrew Jenkinson
• Edwin Nicholls	• JENNIFER	• Alistair Wilson
• Glen Ditchfield	• PAPAKOSTAS	• Brad Dodemond
• Dmitri Colebatch	• Esper Olesen	• Kevin Dullaghan
• Sally Thompson	• Michel Wortman	• Aoife Reid
• Ken Tabart	• Joe Beech	• Danny Macdonald
• Henry Cooper	• Maddy Sbeghen	• Dennis Hosking
• Alyson Macdonald	• Marco Gutierrez	• Dan Creighton
• Olivia Payne	• Dylan Sutherland	• James Shafiei
• Charlie Naughton	• Brigette Brown	• Martin Venter
• Daniel Dickmann	• Jemma Gillies	• Eduardo Rubio del
• Cameron Roach	• Damian Zhou	• Castillo

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| • Maureen Pound | • Katherine Walters | • David Barclay |
| • Evelyn Hovenga AM | • Samantha Everton | • Raymond Setunga |
| • Bruce Crosthwaite | • Jeff Weitzel | • Charlie Richardson |
| • Rick Di Paola | • Stewart Galloway | • Julie Fam |
| • Andrew Hine | • Warwick Hook | • Rachelle Hume |
| • Cindy Ross | • Olivia Leung | • Dayna Andreussi |
| • Michael Shaw | • Neil Bourne | • Junwen Chen |
| • Rosemary Gregg | • Shaun Thomson | • Tim Anderson |
| • Fraser Nock | • Alice Fleming | • Dennis Lindemann |
| • James Gordon | • Rasmus Fiedler | • Caroline Brandt |
| • Shan Des | • Damon Ethakada | • Leon Slabbert |
| • John Addis | • Michael McNair | • WENDY TONKIN |
| • Daniel Ben-Barak | • Ingrid Potgieter | • Anthony Moschini |
| • Danny Mohar | • ALEXANDER | • Craig Guthrie |
| • Gavan Prendergast | • HARMAN | • Callum Porritt |
| • Lara Westcott | • Anthony Day | • Melissa Ireland |
| • Rik Thwaites | • Heather Wark | • Ning Chien |
| • Matthew O'Neill | • Paul Arden | • Joachim Dieterle |
| • Mel Reynolds | • James Fischer | • Felix Lauer |
| • Amanda Holmes | • Luke Brooks | • Valerie Collado |
| • Darren Steffen | • Kirk Mitchell | • Amy Williams |
| • owen meade | • Elizabeth Martin | • Al Meredith |
| • Sabine Joha-Meade | • Matthew Hooper | • Paul Baker |
| • Stuart Stapely | • Nirvadesh Ramkishore | • Isobel Bond |
| • Johnson Bollander | • Bronwen Evans | • Ben M |
| • Rohan Sharp | • Staci Bakewell | • Steven Hancock |
| • Peter Aitken | • Sandra Exter | • Matthew Bond |
| • Tim Shepperd | • Elizabeth Bulling | • Peter Campbell |
| • Alessandro Cavoli | • Gerardo Ivan Rangel | • Joseph Kalkoul |
| • Timothy Harrington | • Pamela Evans | • Julie Nguyen |
| • Mark Simpson | • Andrew Romanin | • Andrew Morley |
| • Glen Janetzki | • Elizabeth Antunes | • Leon Borrack |
| • Eran Stiller | • Peter Tung | • Lauri Widdup |
| • David Laursen | • jenni davies | • Yusuke Tsutsui |
| • Steffi Ngau | • Rob Luk | • Jos Verswijveren |
| • Vivien Muller | • Hamish Payne | • Derek Samuel |
| • Ben Emonson | • Thomas Sorensen | • Kelly Murphy |
| • Robyn Oliver | • Shaun O'Reilly | • James Garriock |
| • Aden Sargeant | • Marko Turner | • Graeme Thiessen |
| • John Stevens | • Mary McNeill | • Kim Trathen |
| • Ohnmar John | • Ash Colcott | • Simon Woods |
| • Thamara Gunasekera | • Baden Holder | • Simon Marrow |
| • Oscar Nitz | • Andi Sebastian | • Marc Bellette |
| • Anneliese S | • Oliver Johns | • MARIA FRASER |
| • Liz Sherry | • Luuk Heitink | • Madeleine de Haan |
| • Andy Stretton | • Brendan Smith | • Sam Butcher |
| • Melanie Patterson | • Brett Davis | • Andrew Costa |
| • Jane Maynard | • Melanie von | • Jake Elliott |
| • daniela perla flavin | • Schorlemer | • Cindy James |
| • Adrian Bruch | • Daniel Bouchet | • Cindy James |
| • Michael Mattiske | • Duncan Paul | • Nick Bond |
| • Katie Naughton | • Damien Bovalino | • Laurence Comerford |
| • Dan Claes | • Shelly Casey | • Berenice Heuberger |
| • Charlotte Laursen | • marla celeste | • Daniel Mensingh |
| • Jen Qiu | • Beau Maher | • Brendan Kerry |
| • Ryan Moore | • Maxine Janka | • Greg malcher |
| • Raoul Wainwright | • Kon Romios | • Martin John |
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• Quinn Rothenbuehler	• Molly Voss	• Nicklaus Mahony
• Ves J	• Martin Keir	• Peter McLean
• Andrew Cossen	• Laura Wilson	• Tim Turner
• Molly Dempsey	• Marie Lepretre	• Portia Morgan
• Andrew Todd-Weckmann	• Adrian Hunt	• Andrew Webb
• Amanda Cooper	• Ben Schwarz	• Charles Barber
• Emily Laursen	• Azhar Abidi	• Kevin Moran
• Lochlan Sinclair	• Angus Laird	• Kathy Lazanas
• Petra Fischer	• Craig Murphy	• Meredith Kefford
• Catrina Sofo	• Adam Wingrove	• Maria Pia Amati
• Kathryn Whalley	• Md Gulam M Z Bhuiyan	• Joe Ghilks
• Michael Gronow	• Byron Hutton	• Kyle Pirie
• Sean Milligan	• Lloyd Denovan	• Nathan Glover-Smith
• Steve Pettitt	• S W	• Christopher Schultz
• Richard Larsen	• James Thio	• Adam Lana
• Bruce Pritchard	• kevin abbott	• Tessa Toumbourou
• Ben Russell	• Garry McDonald	• Jago Dodson
• Simone Rogora	• Peter Mitchell	• Guislaine Allen
• Ruth Oliver	• Miltza Banach-Wightman	• Victoria Veldhuizen
• Alison Pyle	• Sachila Herath	• Sergio Alderuccio
• Daniel Park	• Owen Dickson	• Roy Gwyther-Jones
• Clinton Hill	• Stephen Lodge	• Kat Drutschinin
• Peter Bagley	• Grace Brown	• Estelle Conley
• Bob Kenyon	• Tom Werner	• Fernando Fullam-Stone
• Holly Hughes	• Caitlin Jakeman	• Graeme Perrins
• Toby Heislars	• David LE BRETON	• Robbie Rowlands
• James Barker	• James Debono	• Olivia Campisi
• faerlie Mackintosh	• Kate Abfalder	• Abel Muller
• Maddie Ballard	• Robert Douglas	• Claire Wilson
• Fintan Sweeney	• Mya Feld	• Dwayne Richards
• Jacob Pollard	• Jill Post	• Josephine Bongiovanni
• Jessica Saigar	• Cherie Smith	• Marc Campbell
• Hugo King-Irwin	• Will Partlett	• Michael Croce-Yap
• Tom McFarlane	• Oliver Kinsella	• Matt Falvo
• Narelle Claridge	• Dale Amtsberg	• David Hamilton
• Clint Yabuka	• Robert Thomas	• Emma Manderson
• Ben Thomson	• Fergus Edwin	• Geoeg Hibbard
• Colin Crohan	• Paul Donaldson	• Jayden Humphris
• Alessandro Sica	• Gerard Ramirez	• Victoria Hobday
• Gary Bennett	• Karien Dekker	• Alan Leenaerts
• Ben Ryder	• Sammy B	• Ruby Simpfendorfer
• Katie Hester	• Adelle M	• Sophia Nibbe
• Melanie Birkbeck	• Victoria Baranov	• Scout Deurwaarder
• Jasper Janmaat	• Tatjana Nikolic	• Shrey Dutt
• Angus Wirth	• Trivess Moore	• Leann Jones
• Corey Innes	• Hayden Chan	• Lachlan Cole
• Ariel Jones	• Fiona Brannon	• Ian Gopfert
• Fred De Banks	• Rod Styles	• Lee Emery
• Jaron Fisher	• Thomas Noonan	• Christine Mandrawa
• Luke Thompson	• Pieter Engelbrecht	• Thomas Young
• Willem Cornelissen	• Kemran Mestan	• Rupert Christie
• P V	• Vanessa Birch	• Malcolm Crum
• Emmy Brown	• Lily Power	• Angelica Roache-Wilson
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• Henri Reinschild	• Neeraj Puntambekar	• Dean Bodagh
• Laura Braakhuis	• Jenny Pettenon	• Dan Yamaguchi

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| • Sydney Burnett | • Josh Simmonds | • Eben Simmons |
| • Clare Morgan | • Johanna Hanley | • Justin Halliday |
| • Sharang Tanpure | • Lesley James | • Martin Av-Hedenstroem |
| • Tayla Marshall | • Jenny Gunnersen | • George Hedon |
| • James Palmer | • Esme Hahlo | • Aaron Bloch |
| • Oliver Michael | • Harry Paine | • Janette Corcoran |
| • Ben Campbell | • Michael Langley | • Corey Racovalis |
| • Andrew Conway | • Jessica Parrish | • Matthew Harriss |
| • Daniel Digby | • Kristie Borg | • David Balcombe |
| • Simon Digby | • Alex Bowen | • Madeleine Gemmell |
| • William Symons | • Christophe Brulliard | • Chris Grose |
| • Mitchell Connolly | • George Krithis | • Belinda Bos |
| • Jan Williamson | • Christine Gobius | • Anthony Waite |
| • James Launder | • Nathan Corcoran | • Andrew Beswick |
| • Ben Packer | • Cathy Brice | • Sean Pugh |
| • Cameron Wheatley | • Penelope shaw | • Caroline Beirne |
| • Jaiman Patel | • Kate Ferguson | • Alex Selles |
| • Matt Blanc | • Charlotte Pache | • Rod Lawlor |
| • Matthias Bringezu | • Chris Jones | • Andrew Corbett |
| • Elyse Morahan | • Ruben Bel | • Stephen Beckett |
| • Tom Swallow | • Anna Tran | • Penelope Beeston |
| • DIANNE GUNN | • Alyn Spencer | • Adrian Muller |
| • William Young | • Andrew White | • Diego Ribba |
| • Tiffany Taylor | • Olaf Kruger | • Kieran Williames |
| • Helen Teasdale | • James Williamson | • Chris P |
| • Megan Graham | • Ben Skudutis | • Sant-Rayn Pasricha |
| • Dave Wichmann | • Belinda Blackburn | • Alister Briggs |
| • Campbell Fuller | • Kyle Raftery | • Andrew Fraser |
| • Phil Phil | • Georgia Grace | • Scott Larkins |
| • George Keleher | • Vi Nguyen | • Ash Rogers |
| • Louis Lejeune | • Brian Clarke | • Simon Dargaville |
| • Lachlan Payne | • Ruth Jorm | • Jac W |
| • Tess Nolan | • Rosie O'Sullivs | • Shaun Gerstman |
| • Myra De Smet | • Jessica Kaufman | • Lucia Pugh |
| • Colin Neil | • Ed Carmel | • Wendy Orams |
| • Adrian Garvey | • Sharni Beere | • Mark Graham |
| • Joe City | • Andrew Lau | • John Byron |
| • Amansa Stuart | • Joey T | • Daniela Mollica |
| • Alec Robotham | • Quyen Dinh | • Lee Lasaruk |
| • George McKnight | • Kirsty Garli k | • Helen Fitzgibbon |
| • Christian Strybosch | • Alan Solomon | • Annette Robinson |
| • Lachlan Porter | • Penelope Lewin | • David Proud |
| • Nicholas Mol | • John Myers | • Phineas Mollison |
| • Sally Boxall | • Scott Gillies | • Tom van Ommeren |
| • Adam Paterson | • David Nicholas | • Travis Wade |
| • Katherine Dolinar | • Cecile Carbonnel | • Jeremy Lawrence |
| • Michelle Pasmanik | • Janine Lyon | • Marco Lui |
| • Tom Jennings | • Julie Clutterbuck (Port
Phillip Bicycle Users) | • Alex Hailstone |
| • Kevin King | • Justin Ah Yick | • Aleksandar Stefanovic |
| • Carole Vimeux | • Sophia Grobler | • David Burgner |
| • Peter Gray | • Rocio Rius | • Martin Houston |
| • Robert NICHOLSON | • Chris Dempsey | • Paula Fleming |
| • Josh Blake | • clive appleton | • Michael Rowan |
| • James Tolstrup | • Franka Tuchelt | • Stella Lesic |
| • Kai Cappel | • Imogen Ellis | • Leigh Harink |
| • Afshin Shahriari | • Troy Stephan | • Luke Coppens |
| • Graeme Marks | | • Wendy Schumer |
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• Cameron Stewart	• Grant Langdon	• Sam Hargreaves
• Daniel Berthold	• Sam Bentley	• Daniel Alcantara
• Katie Cookson	• Victoria Millar	• Jamie Swinnerton
• Nick Robinson	• Helen Moss	• Sam Hollander
• Julian Viola	• Lawrence Chong	• Rob Heselev
• Ashley Musgrove	• Paul McDonald	• Ken Barton
• Allyson Bader	• Peter Saville	• Frank Catena
• Grania Brenner	• Sophie Herel	• Nathan James
• Jon Fothergill	• Fhibault Fregoni	• Scott Weber
• Alexander D'Aloia	• Andre Woop	• Andrew Moig
• Tom newman-morris	• Peter Cox	• Max Anquetil
• Daniel Lansell-Kenny	• David Moore	• Barry Wilson
• Brent Houghton	• Marty Wells	• Angela Borg
• Barbara Baker	• Isitha Subasinghe	• Carina Royce
• James Hilliard	• Chris Trueman	• Frank Freschi
• Graham Johnson	• Mike Nolan	• Grace Walpole
• Kim Taylor	• Will Whitehead	• Donna Chenoweth
• Ellen Day	• Cameron Logan	• Ray Jones
• Evette Dale	• Matthew Wickert	• Alice Clarke
• Barry Newstead	• Adrian Calleri	• Philip Grantham
• Narelle Beurle	• Richard Harris	• Christian Lloyd
• Tim Kiddle	• Lauren Bradley	• Hayley Kerr
• Peter Cox	• Sarah Darmanin	• Philip Anderson
• Craig Sinclair	• Adam Piers	• Bruce Davie
• Robert Barro	• Christopher Arnott	• Richard Ploeg
• Christine Harris	• Evelien de Bruin	• Sarah Huffam
• Daisy Hoffmann	• Chris Barrington-Brown	• Emma Carney
• Robert Pease	• Michael Virant	• Nick Panopoulos
• Daniel Attard	• Jennifer Raven	• Rob Sansom
• Hilarie Kohn	• Maree Dalakis	• Patricia Hoey
• Fiona McManus	• Don Barrie	• Meredith Kefford
• Mark Lemmon	• Nicola Lorenzini	• Val Cowan
• Sarah Adamson	• Kelvin Kumangai	• Kathleen Munson
• Robert Muir	• Christian Catania	• GAYNOR
• Carol Trezise	• James Sturgess	• WHITEHEAD
• Luke Shein	• Andrew Nurse	• Louis Ryan
• Bonnie Matheson	• Amanda Stevens	• Nick Lavars
• Giuseppe Giuffrida	• Juliet Cooper	• Hunter Perske
• Chenille Hosking	• Annett Finger	• Tim Hoban
• Yung Ong	• Steven Law	• Phillip Boyack
• Stephen Bradbury	• Carla D'Andreti	• Nicole Cook
• Noel Buckley	• Susan Syer	• Gareth Cook
• Sida Wang	• Cara Horner	• Fiona Symmons
• Tania Van woerden	• Peter Gasson	• Kim Taylor
• Nicola Miles	• Lilian Smith	• Sam Fasso
• Chris Bright	• Pam Moffat	• Julian Conrad
• Deanne Xu	• Beau Atkinson	• Emily Borleis
• Lucille Wagner	• Nat Bromhead	• Lisa Chapman
• Leesa McDonell	• Marie Andrieux	• Nino Pl
• Jane Howard	• Linda Baird	• Peter Morgan
• Greg Hines	• Rob Roseby	• Lucas Harris
• Leonie Walker	• Emma Farley	• Jessamy Gleeson
• Jack Miller	• Mark Creamer	• Zane Jackson
• Pauline Lange	• Debbie Hocking	• Fleur Maidment
• Jeffrey Barnes	• Andy Lloyd	• Jane Mackinlay
• Tamara Tse	• Jemilla Lister	• Radha Claridge
• Harrison Watt	• DEBRA Houghton	• Sam Butterfield

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| • Ben Johnston | • Timothy Pittman | • Adrian Bell |
| • Nathan Reading | • Steve Loney | • Paul Roberts |
| • Jason Alo | • Dejan Jovanovic | • Annette Kroen |
| • Prita Jobling-Baker | • Neil Cooke | • David Ashkanasy |
| • Maya Rivis | • Di Williams | • LAURA PERJU |
| • Penny Duffell | • Cameron Macphail | • Delena Davies |
| • Aleisha Wills | • Vincent McCarthy | • Peter Thompson |
| • Finn Mercury | • Kirsten Broadgate | • Rohan Craddock |
| • Patrick O'Hanlon | • Stephanie Veyrier | • Madeleine Reilly |
| • Damian Cera | • Jenni Sanders | • Robin Thompson |
| • Peter New | • Kieran Rogan | • Jay Iwasaki |
| • Amy Geddes | • Sharon Thornton | • Patrick O'Brien |
| • Nell Anger | • Macy Rattasits | • Refik Kocak |
| • James Cousins | • Sam Hankin | • Jason Mahon |
| • Richard Alexander | • Misja Carbo | • Eveline Matshijs |
| • Simon Punt | • James Connolly | • Andre Franken |
| • Manuela Andreetta | • Michael McLean | • Joshua Weberruss |
| • Mervyn Kuek | • martin liedtke | • Mark Symonds |
| • Robert Stephenson | • Sarah Howells | • Dave Lane |
| • Ben Eltringham-Smith | • Kathryn Read | • Larry Isaac |
| • Xavier Hinckson | • Jillian Allan | • Ben Daly |
| • Philip Molloy | • Neil Hooke | • Chris Conlan |
| • Paolo Pennacchia | • Miha Pakusch | • Nim Evans |
| • Steven Shaw | • Col Sanders | • Shum Pathy |
| • James Reeve | • Jurgen Kriel | • Ben Dingle |
| • Aaron Fraser | • Marion LECOGE | • Mick Roche |
| • Al da Silva | • Amy Rowe | • tom van sebill |
| • Ines Corcuera | • Taign Horsburgh | • Andy Siers |
| • Kate Fielden | • Glenn Calder | • Angie Bruce |
| • Cristian Biotto | • Joseph McEwen | • Philip Pille |
| • Khanh Nguyen | • Brian McLaughlin | • Michael Walker |
| • Li Mei Brusey | • Trevor Chudleigh | • Alex Findlay |
| • Paul Gelda | • Thomas Attard | • Chris Lawson |
| • Leonore Ryan | • James Thyer | • Laura Henderson |
| • Mitchell Green | • Jacqueline Anderson | • Forrest Koch |
| • Sue-Ellen Hirth | • Fiona Tyrrell | • Jasper McMahon |
| • Grace Garriock | • Phelin Ndimanyi | • Ben Moore |
| • Steven Curtain | • Matthew Costanzo | • Michael Smith |
| • Theo Sheridan | • Ben Abraham | • Tim Mulholland |
| • Arax Basil | • Edward Strain | • Omar Alejandro |
| • Ben Gook | • Stacey Sharpe | • Ramirez Salas |
| • Susan Sharpe | • Andrew Gannon | • Michael Black |
| • Simon Hirth | • David Williams | • Anthony Jones |
| • Lauren Ware | • Georgina Lewis | • Tim Ahpee |
| • Martin Madsen | • Emma Hanssens | • Thomas Vincent-Cross |
| • kelley mackay | • Chris Dalziel | • Ed Wong |
| • Matt Beshara | • Jason Choi | • Michael Callahan |
| • Chwen (Philip) Chu | • Jack Edwards | • Michael Young |
| • Matt Byrush | • Brett Oneil | • Evgenii Neumerzhitchii |
| • Samaa Kanani | • Greg Wilhelmi | • Kara McMillan |
| • Dale Ipsen | • Nathan Odgers | • Elizabeth Juniper |
| • Patrick Bradfield Smith | • Kirra Johnson | • Charlotte Young |
| • Kathryn Skidmore | • Nicholas Williams | • Clare Field |
| • John Sacchero | • Brian Doecke | • Anthony Merrett |
| • Marcus Coghlan | • Peter Gerrand | • Hue Lim |
| • Sue Denmead | • Sean Martin | • Adrian Cook |
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|---|-------------------------|--------------------------|
| • Gordon Oakley | • Steve Ra | • Chris Jones |
| • Zak Brown | • Mary-Lou Howie | • Rob Frewin |
| • simon meade | • Carolyn Hall | • Michael Hassett |
| • Tim Rogers | • Anthony Coles | • Mali Lewis |
| • Claire Whelan | • Hannah Phillips | • Peter Liston |
| • Verity Udovicich | • Elise Giles | • Catherine Ryan |
| • Jonathan Darvall | • Glenyys Romanes | • Rowan Wilson |
| • Brett Willemsen | • Josh Dundas | • Jamal Hakim |
| • Caroline Graham | • Brenda O'Keefe | • Rowland Ball |
| • Fiona Chircop | • Nicholsd Tyrrell | • Lillian Wong |
| • George Bazeley | • Stuart Fazakerley | • Elle Kallista |
| • Corbin Afanasyev | • Sylvia Hungria | • Jennie Ramage |
| • Paul Shen | • Maya Barrett | • Annica Schoo |
| • Derek Lawrie | • Ben McCarthy | • Narelle Graefe |
| • Chris Lee | • Jane Holroyd | • Mary Masters |
| • Sean Kelly | • Marika Andrews | • Jeremy Vincent |
| • Marc Holland | • Paul Handley | • Dinan McMahon |
| • Bruce Geddes | • Alison McCormack (for | • Sandra Geitz |
| • Rob La Marca | Bicycle Network) | • Timothy Piper |
| • Tom Sulston | • Ann Rogers | • Grace Killmer |
| • Toby Eggleston | • Lochlan Broughton | • Luke Martin |
| • David Endersby | • Glenda Morris | • Meredith Gibbs |
| • Martin Jones | • Alex Marks | • Bronwyn Ritchie |
| • Jessie Johnston | • Amy Sudiby | • Alexei Trundle |
| • Josie Bigland | • spence n | • Josh Lilly |
| • Lawrence Symes | • Russell Chesler | • John Moran |
| • Mark Liddle | • Steve Pennells | • LINDA DUGAN |
| • Kate Eddy | • Margaret Baker | • Aaron Moon |
| • JAMES WHELAN | • Kathryn Feehan | • Andrew Paull |
| • Arthur Lubenfeld | • Paul Brannon | • Stephen Dobney |
| • Meng Khim Martin Lim | • Darren McClelland | • Helen Smart |
| • Joe Chamma | • Hunter Kremer-Slevin | • Karin Moore |
| • Cam Jones | • Sophie Yates | • Annie Bolitho |
| • Andrew Posselt | • David Lunn | • You Liston |
| • Izaak Raaijmakers | • Helen Sweeting | • Michael Petit |
| • Griffith Young | • Glennys a Jones | • Cameron Roberts |
| • Anthony Holmes | • Faith Hunter | • Nicholas Sing |
| • Angel English | • Jarrod Runciman | • Muriel Alexander |
| • Lauren Kelly | • William Melbourne | • Fleur Summers |
| • Michael Morgan | • Karl Hessian | • Daniel Neville |
| • Andrew Slee | • David Willis | • Luke Hall |
| • Kate Kennedy | • Chris Gethen | • Tom Lauritz |
| • Amanda Cochran | • Maelor Himbury | • Anna Bhardwa |
| • James Kimpton | • Deepa Gupta | • Elizabeth Ivory |
| • Giovanni Fruttero Riera | • Rastko Antic | • Lisa Godinho |
| • Sam Easfham | • Kathleen Mary | • Elizabeth Taylor |
| • Maurice Hanratty | Mcperson | • Gautam Gupta |
| • Liam McFadzean | • Rhys Lawry | • Dean Andrews |
| Lodge | • Susan Korce | • John Mulqueaney |
| • Linda Gale | • Kyle Griffin | • Helen Gibney |
| • Kaspar Lucattini | • Matthew Lara | • Anthony van der Craats |
| | • Anders Barlow | |
| • | | |
| Items of correspondence to the FMC report were received from: | | |
| • Anthony Van Der | • Callum Harrison | • Jane Mullet |
| Craats | • Janis Munro | • Steve Manders |
| • Robert Boyle | • Harley Vincent | • Adrian Jackson |
-

Future Melbourne Committee - Minutes

17 June 2025

- Shannon Regan
 - Angela Devine
 - Nicholas Dow
- The following people addressed the Committee:
- Michael Petit
 - Deepa Gupta
 - David Hamilton
 - Kate Kennedy (Zoom)
 - Timothy Piper (Zoom)
 - Lachlan Cole (Zoom)
 - Linda Dugan
 - George Hedon
 - Karl Hessian
 - Michael Smith
 - Aaron Moon
 - Anna Bhardwa
 - Gautam Gupta
 - Jamal Hakim (Zoom)
 - Artemis Pattichi, Southbank Sustainability Group
 - Anthony Van Der Craats
 - Bike lane submissions begin
 - Alison McCormack (for Bicycle Network)
 - Nicholas Dow (Zoom)
 - James Gardiner (Zoom)
 - Damien Schroder
 - Matilda Raynolds
 - Daniel Ben-Barak
 - James Garriock
 - Samaa Kanani
 - Greg Wilhelmi
 - Peter McLean (Zoom)
 - Kaspar Lucattini
 - Sandra Geitz
 - Muriel Alexander
 - Charlotte Pache (Zoom)

The following people requested to address the Committee but were not present:

- Rocio Silva
- Mary Masters
- Samuel Alderson
- Bosco Lai
- Alice Banks
- Arsh Katoch
- Cecile Carbonnel
- Peter Liston
- Luke Martin
- Bike lane submissions begin
- Johannes Brants
- Luca Foerster
- Thomas Mccullagh
- Jarred Abrahams
- William Watt
- Marina Booth
- Justin Davies
- Kyle Hofer
- Michael Laffan
- Tim McGuigan
- Randall Saunders
- Simon Peevers
- Rod Schmid
- Luke Cini
- Lucas Huggins
- Dean Lushaj
- Keir Willox
- Stephen McLennan
- Brae Grimes
- Thomas James
- Salman Shami
- Robert Boyd
- Jo Oliveira
- Alexandra BT
- Asher Purvis
- Christopher Karalis
- Ken Kuo
- Stefan Tulloch
- John Humphreys
- Tabea Wolff
- Michael McKenna
- Hafez Alavi
- Martin George
- Anthony Hindle
- Amanda Holmes
- Michelle O'Brien
- Melanie Patterson
- Stephen Chan
- Jen Qiu
- Hayley OSullivan
- Katherine Walters
- Gene Easton
- Oliver Johns
- Leeten Chin
- Callum Porritt
- Rebecca Karpiuk
- Alessandro Cavoli
- Russell Manning
- Karien Dekker
- Kathryn Whalley
- Thamara Gunasekera
- Fergus Edwin
- Ryan Everleigh
- Sam Butcher
- Kat Drutschinin
- Sabine Kasel
- Lee Emery
- Bronwen Evans
- Rupert Christie
- Ben Creed
- Vi Nguyen
- Kon Romios
- Sophia Grobler
- Amanda Cooper
- Caroline Beirne
- Taylan Karaman
- Barry Wilson
- Simon Marrow
- Louis Ryan
- Angus Hughes
- Nick Bond
- Steve Loney
- Glen O'Rourke
- Misja Carbo
- James Thio
- Jurgen Kriel
- Patrick Buzolic
- David Williams
- Tom Tallis
- Kirra Johnson
- Larry Isaac
- Tom McFarlane
- Chris Dermody
- Michael Callahan
- Corbin Afanasyev

Future Melbourne Committee - Minutes

17 June 2025

- | | | |
|-----------------------|---------------------|---------------------|
| • Lachlan Perry | • Tessa Toumbourou | • Han Te Riele |
| • James Kimpton | • Matthias Bringezu | • Damian Cera |
| • Oliver Kinsella | • Colin Neil | • Li Mei Brusey |
| • Michael Kanizay | • James Tolstrup | • John Sacchero |
| • Elise Giles | • Sean Pugh | • Sam Hankin |
| • Christopher Schultz | • Alex Selles | • Sarah Howells |
| • Alex Marks | • Robert Pease | • Joseph McEwen |
| • Terezia Toth | • Daniel Attard | • David Ashkanasy |
| • Dinan McMahon | • Fhibault Fregoni | • Paul Shen |
| • Jarrod Kutka | • Andre Woop | • Izaak Raaijmakers |
| • Annie Bolitho | • Isitha Subasinghe | • Grace Killmer |
| • Nicholas Sing | • Nat Bromhead | • Tom Lauritz |
| • Brenda Linsell | • Lisa Chapman | |
| • Alex Macleod | • Jessamy Gleeson | |

Cr Camillo left the meeting at 8.12pm and returned at 8.37pm.

Cr Dr Guest retired from the meeting at 8.25pm.

Cr Scott left the meeting at 8.38pm and returned at 8.51pm.

Cr Dr Ball left the meeting at 8.53pm and returned at 8.57pm.

Cr Le Liu left the meeting at 8.55pm and returned at 9.01pm.

Cr Rowse left the meeting at 9.01pm and returned at 9.08pm.

Cr Le Liu left the meeting at 10.01pm and returned at 10.03pm.

Cr Camillo left the meeting at 10.15pm and returned at 10.17pm.

Cr Louey left the meeting at 10.46pm and returned at 10.51pm.

Cr Scott left the meeting at 10.54pm and returned at 10.57pm.

Cr Camillo left the meeting at 10.56pm and returned at 10.57pm.

Procedural Motion to continue the meeting beyond 11pm

Moved: Cr Rowse

1. That the Future Melbourne Committee continues until 11.30pm.

Seconded: Cr Le Liu

The motion was put and CARRIED UNANIMOUSLY

Voted for Lord Mayor Nicholas Reece, Cr Dr Ball, Cr Griffiths, Cr Rowse, Cr Le Liu, Cr Scott, Cr Louey and Cr Camillo

Moved: Lord Mayor Nicholas Reece

1. That the Future Melbourne Committee:

- 1.1. Having considered all written submissions in response to the draft Budget and the draft Revenue and Rating Plan and having heard from anyone wishing to be heard, refers consideration of the Budget 2025–26 and Revenue and Rating Plan 2025–29 to the 30 June 2025 Council meeting.

Seconded: Cr Camillo

The motion was put and CARRIED UNANIMOUSLY

Voted for Lord Mayor Nicholas Reece, Cr Dr Ball, Cr Griffiths, Cr Rowse, Cr Le Liu, Cr Scott, Cr Louey and Cr Camillo

7 General Business

There were no items of general business.

8 Urgent Business

There were no items of urgent business.

9 Public Questions

There were three public questions.

Below is a summary of public questions and responses. The full question time can be heard in the live stream recording of the meeting on Council's website at <https://www.melbourne.vic.gov.au/meeting/future-melbourne-committee-17-june-2025>

Bike Lane Projects listed on Council's Website

Aaron Moon asked a question relating to the accuracy of the bike lane delivery schedule on Council's website.

Lord Mayor Nicholas Reece took the question on notice and advised that Council will review the website and provide written response to Aaron.

Pedestrianisation and urban planning

Daniel Ben-Barak asked a question relating to the potential pedestrianisation of other streets in the CBD, noting the success of Bourke Street and part of Swanston Street after removing motor vehicle traffic.

Lord Mayor Nicholas Reece thanked Daniel for the question and noted that Council plans include extending pedestrianisation on Elizabeth Street, with long-term planning also underway for Bourke Street. The Lord Mayor also mentioned being inspired by Sydney's George Street and emphasised that Council is actively seeking similar urban infrastructure opportunities.

Meeting Conclusion

Chris Thrum asked a question relating to whether the viewers watching the meeting online could retire for the evening.

Lord Mayor Nicholas Reece responded that the meeting will be concluded shortly.

10 Closure of Meeting

The Lord Mayor declared the meeting closed at 11:10 pm.

Confirmed at the meeting of the Future Melbourne Committee on Tuesday 1 July 2025.



Chair
Future Melbourne Committee

Security Support Pilot future state options



1 Councillor Forum

Purpose

Following a resolution at FMC on 4 February 2025, City of Melbourne procured the services of Crownland Security to support the safety of Local Laws Officers in conducting their duties while they addressed complex on-street issues.

An options analysis for a future program to support the delivery of a visible safety presence capable of addressing complex on-street behaviours has been developed and feedback is required on key elements of that program.

Presentation Outline

- Strategic context
- Pilot background
- Key metrics
- Pilot outcomes
- Lessons learnt
- Operating Principles
- Resourcing Model – Options for consideration
- Role descriptions
- Roadmap
- Key Performance Indicators
- Advocacy, support and partnership opportunities
- Transition Approach
- Feedback sought from Councillors
- Proposed next steps

Strategic Context

Council Plan alignment

The City Street Safety initiative in the current Council Plan commits to continuing to work with Victoria Police and other agencies to deliver a range of initiatives that improve safety and perceptions of safety on the streets of Melbourne and within our communities.

Council resolution

On 4 February 2025 the Future Melbourne Committee resolved to:

- 1.1. Approve the commencement of a procurement process to contract a security services provider to support Local Laws Officers to address complex on street issues for a period of 6 weeks as part of a pilot.
- 1.2. Note Councillors will be further briefed on the outcome of the procurement process and specifics of the provider including details of the program and commencement date.
- 1.3. Authorise management to commence a pilot once the appropriate provider has been selected.
- 1.4. Approve the commissioning of a detailed design and evaluation of the pilot which will form part of a subsequent report to the Future Melbourne Committee outlining the outcome of the pilot and next steps, with consideration given to a parallel trial of social workers in place of security guards along with an international review of best practice responses to the public consumption of alcohol and begging; and advice on future training and support needs of the City of Melbourne's on-street compliance officers.

On 15 April 2025, the Future Melbourne Committee resolved to:

- 1.1. Extend the current trial of security personnel that support Local Laws Officers who address complex on-street issues for the period 19 April up until 1 July 2025. This extension ensures continuous security while the City of Melbourne gathers further data on the program's effectiveness; and responds to positive feedback from traders.
- 1.2. Authorises expenditure up to \$100, 000 to extend the trial, and request the Chief Executive Officer to ensure that this expenditure does not impact the FY 2024/25 budget surplus.

Budget allocation

The 2025-26 Draft Budget allocates \$2 million for the project.

How did we get here?

Occupational violence has impacted the enforcement of Local Laws

- Complex on street behaviours like the public consumption of alcohol and begging are enforced under Melbourne City Councils Activities Local Law 2024 which is administered by Local Laws Teams with Victoria Police as required.
- Due to the risk of occupational violence occurring when responding to complex on-street behaviours, there had been inconsistent enforcement of Local Laws where there was a perceived risk that engagements could escalate.
- In recent years, there has also been reduced capacity within Victoria Police to support Local Laws Officers which has further compounded risks of occupational violence and staff safety concerns.

Increased public scrutiny on safety in the CBD

There has been an increase in criminal incidents in the municipality which is coinciding with declining perceptions of safety linked to community members seeing people begging, consuming alcohol in public and displaying anti-social behaviour. We know that these issues are impacting residents, visitors and businesses.

Pilot Background

- Initial 6-week pilot from 7 March to 17 April 2025 (Phase 1)
- Pilot extended for 10 weeks, to conclude on 1 July 2025 (Phase 2)
- Following procurement processes, Crownland Security were contracted
- Two security guards were paired with two Local Laws Officers daily from 12noon – 8pm
- The primary patrol areas included the block of Swanston, Flinders, Elizabeth and La Trobe. Teams have also patrolled Southbank, Lygon Street, Errol Street and Spencer Street when possible.
- When Local Laws Officers engaged with people deemed to be offending they would:
 - Explain the concern relating to their conduct or behaviour and request compliance
 - Provide information on referrals to support services
- Where compliance wasn't easily achieved, directions were issued and referrals to police made when required
- During these interactions, one of the security guards would stand in a position where they could intervene should a threat of a physical incident appear, however not so close to overwhelm or intimidate. The other security guard would stand back.
- Where appropriate Crownland Security stood well back from the interaction.



Patrol areas during the pilot

KEY METRICS

Phase 1 - 7 March – 17 April 2025

- 667 direct interactions:
 - On average approx. 16 interactions per day.
 - Most interactions were for begging, followed by impacting amenity.
 - 4 reported incidents of occupational violence.
 - In 54 interactions some form of verbal abuse or threat of physical violence observed.
 - 35 interactions resulted in a referral to a support agency or organisation.
- 109 passive interactions where the offender has walked away upon sighting the team and no interaction has been possible/required:
 - Of these, 82% of compliance issues observed were related to begging

Phase 2 – 15 April – 1 July 2025

(data as of 28 May 2025)

- 823 direct interactions:
 - On average approx. 19. interactions per day.
 - Most interactions were for begging, followed by impacting amenity.
 - In 73 interactions some form of verbal abuse or threat of physical violence was observed.
 - 20 interactions have resulted in a referral to a support agency or organisation.
- Building on earlier insights presented to FMC which indicated a reduction in the number of individuals observed begging and public drinking, further data gathering is in progress, including an Intercept survey and additional observational data recorded by LLO's.

Pilot Outcomes

The pilot presented opportunities to address the safety of Local Laws Officers while also contributing to improved perceptions of safety for visitors, residents and business operators within the CBD and supporting vulnerable people demonstrating a variety of complex on-street behaviours. The extent to which these opportunities have been realised have been assessed and actions proposed as part of the future program.

Opportunity	Outcome	Recommendation
<p>Support for Local Laws Officers safety while addressing on-street issues including begging, public consumption of alcohol and antisocial behaviour.</p>	<p>Prior to the pilot, there had been inconsistent engagement from Local Laws Officers with individuals displaying certain on-street behaviours due to concerns for their safety. To date in the pilot there have been over 100 recorded incidents of physical or verbal occupational violence during the pilot. However, officers reported that they have felt safer and more willing to interact with individuals during the pilot period.</p>	<p>Survey Local Laws Officers at completion of pilot to gain further insight into their perceptions of safety.</p>
<p>Improved perceptions of safety by community through increased and consistent enforcement by providing a safer environment for Local Laws Officers to engage with individuals displaying behaviours which impact perceptions of safety.</p>	<p>Preliminary survey results indicate predominantly neutral views on the pilot in terms of whether it is having an impact on perceptions of safety. Some survey responses highlight low community awareness about the pilot, reservations about the small scale of the pilot and people already feeling safe in the CBD. Some survey respondents indicate they are happy to receive more information on the pilot and are supportive of its expansion. Survey participants have also responded favourably to the pilot in terms of an additional safety measure being implemented.</p>	<p>Develop a communications and stakeholder engagement campaign to support the next phase of the pilot which addresses the intent of the pilot, including the broader service offering from CoM to support the wellbeing of vulnerable people in the community.</p>
<p>Support for those experiencing vulnerability by providing the right support to address the underlying causes and drivers of certain on street behaviours through referrals to appropriate agencies.</p>	<p>To date there have been close to 50 referrals to support services, however there is limited oversight of the outcome of the referrals and whether alternative pathways should be explored.</p>	<p>Formalise pathway into existing CoM multi-agency coordination and explore opportunities to expand capacity and remit as part of transition to future operating model with specific consideration given to information sharing protocols.</p>

Deployment model

The pilot deployment model involved two Local Laws Officers being paired with two Security Guards working in teams of four. While this strengthened the safety of both Local Laws Officers and Security Guards who generally work in pairs, it limited the geographical coverage and our ability to reach all patrol locations, this approach meant our pilot officers were less visible and could also be perceived as intimidating by members of our community.

Planned pilot patrol locations



Observations – Hot Spots



What did our community tell us about the pilot?



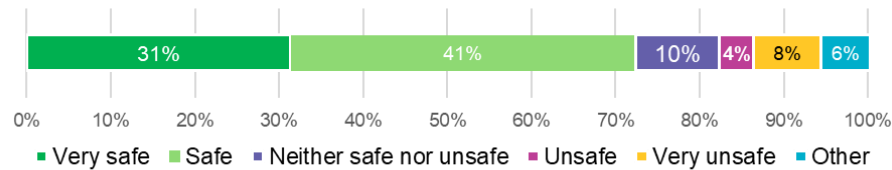
A cross-section of community voices

We spoke to 51 residents, workers, visitors, business owners and students from a range of ages and genders.

Perceptions of Safety



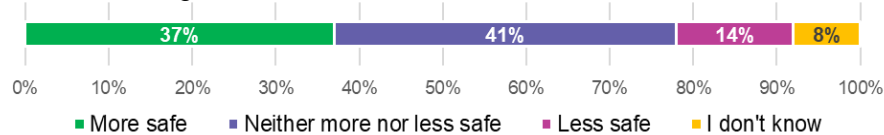
Consistent with CoMSIS data relating to day time, most people felt safe in the CBD. Of those who felt unsafe, over half cited issues that are being targeted by the pilot.



Awareness and impact of the pilot

There is low community awareness of the pilot with 69% of respondents unaware it was running.

When provided with more information, most were neutral or felt safer knowing the pilot was running.



Of the respondents who felt less safe in response to the pilot, feedback included dissatisfaction and confusion around the role of security guards, and concern for the people being engaged through the pilot.

Factors impacting perceptions of safety

"Seeing syringes, people who appear to be influenced by drugs, aggressive behaviour"

"On weekends there's problematic behaviour in the city and rough sleepers"

"Anti social behaviour, fear of being attacked/abused"

Factors impacting perception of the trial

"Sounds okay but I'm concerned about targeting people who are begging, they aren't doing that by choice. I've heard shelters are full and these people have fallen through the cracks"

"More eyes on the street looking out for situations, increasing awareness of safety, they're trained to help people where they can"

What did businesses tell us about the pilot?

A place-based perspective



We spoke to businesses inside the primary patrol area to ask for their feedback and suggestions. Further engagement will occur at the end of the trial.



Awareness and impact of the pilot

"A very necessary service especially with the prevalence of drug affected people outside the store"

"We still have people spraying graffiti and theft but we have noticed a big improvement with begging and people sitting outside, that doesn't happen anymore"

"Haven't noticed much difference"

"I haven't noticed the security guards presence"

"I saw them escorting a male away from the BSM intersection the other day who was yelling and screaming. He was likely on drugs. The security guards arrived quickly and de-escalated the situation"



Suggestions to improve feelings of safety

"Regular check ins – get the guards to come into the store and make their presence known"

"Having a police and/or council presence to run training with our store on crime prevention"

"The trial is a really good idea but I'm not sure if it's being implemented right because we still have a lot of issues. Last night someone was threatening to jump over the counter and bash us."

"We need more guards – especially on Elizabeth St"

"More night time presence between 9 and 10pm in the BSM strip"






"More security guards"

Lessons Learnt

Throughout the pilot we encountered challenges and gained valuable insights that form the basis for recommendations for a future program of work. These lessons will guide us towards more effective use of resources in the next phase of this work.

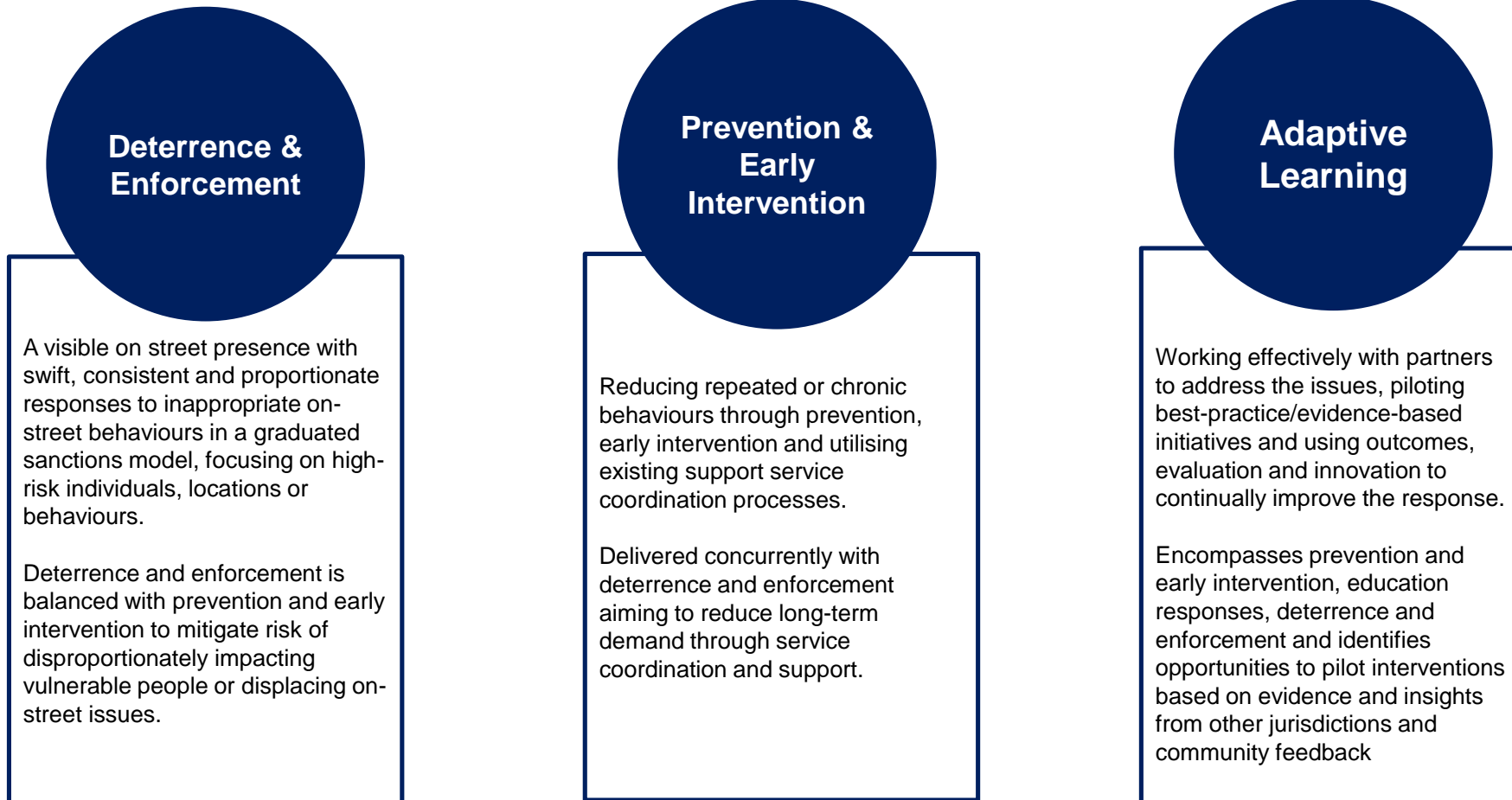
What did we learn?

Key Actions

<p>Safety has improved however there is a continued reliance on Victoria Police</p>	<p>Security guards have been able to prevent physical assaults on our staff and staff have reported increased feelings of safety. However, once on-street behaviour exceeds the remit of Local Laws Officers there is a continued reliance on Victoria Police to respond within their operational priorities.</p>		<ul style="list-style-type: none"> Continued advocacy to Victoria Police and the State Government about our safety priorities.
<p>The deployment model limited the on-street presence of the pilot</p>	<p>The current deployment model of 2 x Security Guards with 2 X Local Laws Officers deployed in a team is not an efficient use of resourcing. Suitably trained and resourced staff should be able to effectively patrol in pairs. This also has the benefit of reducing the risk of intimidating members of the public.</p>		<ul style="list-style-type: none"> Refining the deployment model to increase on street visibility, focusing on hot spots and repeat behaviour.
<p>Greater engagement with and coordination from support services is required</p>	<p>There has been inconsistent support from existing support service organisations meaning that where referral or diversion opportunities exist, we cannot guarantee that need is being met and over time this may mean the effectiveness of the program is diminished. Some support service providers have expressed concerns about the pilot including that the pilot is displacing vulnerable people, rather than addressing their complex needs.</p>		<ul style="list-style-type: none"> Working with service providers to increase understanding of the program and to define a referral pathway.
<p>Community awareness and understanding of the pilot is low</p>	<p>Survey insights indicated low community awareness of the pilot and confusion between the role of Local Laws Officers and the role of Security Guards, with some community members believing the role of the Security Guards is to address on-street behaviours rather than to support Local Laws Officers in their roles.</p>		<ul style="list-style-type: none"> Developing a communications and engagement strategy explaining the programs aims.
<p>Capability gap between Local Laws Officers and Security Guards</p>	<p>Existing Local Laws Officers do not currently have the training, equipment or expectations to manage and address escalation of behaviours whilst enforcing Local Laws.</p>		<ul style="list-style-type: none"> Creation of a new role that enables recruitment of the right skills and experience.

Future Operating Principles

To guide strategic decision-making, we've developed a set of operating principles based on an international literature review, the pilot evaluation, City of Melbourne priorities and values. These guiding principles will shape how this program will progress into the future. To date there has broadly been a deterrence focused approach with best-efforts made to refer vulnerable individuals in to support-services where possible.



Future Resourcing Model

Informed by the experience in the pilot, best practice literature review and the operating principles, a resourcing model is proposed for the future of the program. This provides increased capacity and greater on-street presence.



- Proposes to establish Community Safety roles internal to the City of Melbourne
- This model would include a Supervision layer as well as an internal City of Melbourne Coordinator to provide connection to the organisation, to connect and coordinate with support service providers and to support place-based interventions and outcomes. The Community Safety Officer, Supervisor and Coordinator roles will be authorised to act under the local laws, with Supervisors primarily providing additional on-street presence.
- Requires defining a referral pathway into existing support services.

Future Resourcing Model – detailed overview

	Current	Proposed Model
Capacity	2 x Local Laws Officers 2 x Security Guards + internal and external manager	11 x Community Safety Officers including supervisors and coordination.
Deployment	2 x Local Laws Officers paired with 2 x Security Guards	2 x Community Safety Officers paired. Supervisor in field with Officers >90% of time.
Shift coverage	8 hours per day 7 days per week	11 hours per day 7 days per week
Location coverage	One team servicing one location at a time.	Two teams at two different locations at once delivering greater geographic coverage due to overlap of shifts.
Roster	Rostered overtime or within current roster	4 on/ 4 off roster Hours of roster will vary depending on operational requirements. Teams will receive at least a fortnight notice.

Role Descriptions – high-level overview

Community Safety Officers

Community Safety Officers (CSO's) would be authorised to enforce the local law and trained to manage a higher level of personal risk than a Local Laws Officer. CSOs will be on-road officers working in pairs which achieves new efficiencies and limits the perception of intimidation. CSOs will perform the following duties:

- Provide referrals to support services for vulnerable people
- Engage with businesses in patrol locations
- Be a visible presence in the community
- Intervene in unsafe or anti-social behaviours with the aim to de-escalate
- Take necessary enforcement where other efforts have been ineffective

Training will cover:

- Customer service and public interaction (including CoM Code of Conduct)
- Trauma-informed engagement
- Mental health and AOD awareness
- Cultural safety
- Family violence and gendered violence training
- Information on local support systems for vulnerable people
- De-escalation techniques and occupational violence prevention
- Authorised Officer and local laws
- Appropriate use of force and self-defence
- Arrest and handcuffing procedures

Community Safety Coordinator

Predominantly office-based but equipped with the same training and authorisations as Community Safety Officers (CSO's) to ensure readiness for on-road support as required, the Coordinator duties will include:

- Data reporting
- Business and community liaison in patrol or hot spot areas
- Team tasking (based on data-led insights)
- Customer enquiries
- Forward planning
- Supporting Supervisors with complex focussed engagement

Coordinators will also be responsible for proactive liaison with stakeholders including support services and Victoria Police and supporting place-based interventions and responses to issues as they emerge.

Community Safety Supervisor

Predominantly working on-road, Supervisors will receive the same training and authorisations as Community Safety Officers (CSO's). Their duties will include:

- Supervision and support of on-road teams
- Coverage of CSO leave to maximise "boots on the ground"
- Lead team briefs/debriefs
- Data collection

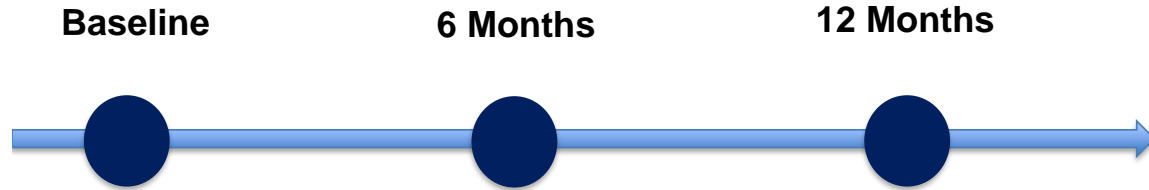
Supervisors will also be responsible for focussed engagement with people who persistently fail to comply

How do we get there?

The pilot has established a strong foundation to build on. We know we need to maintain a strong focus on safety whilst taking action to address underlying drivers which contribute to repeated behaviours to have a long-term impact.

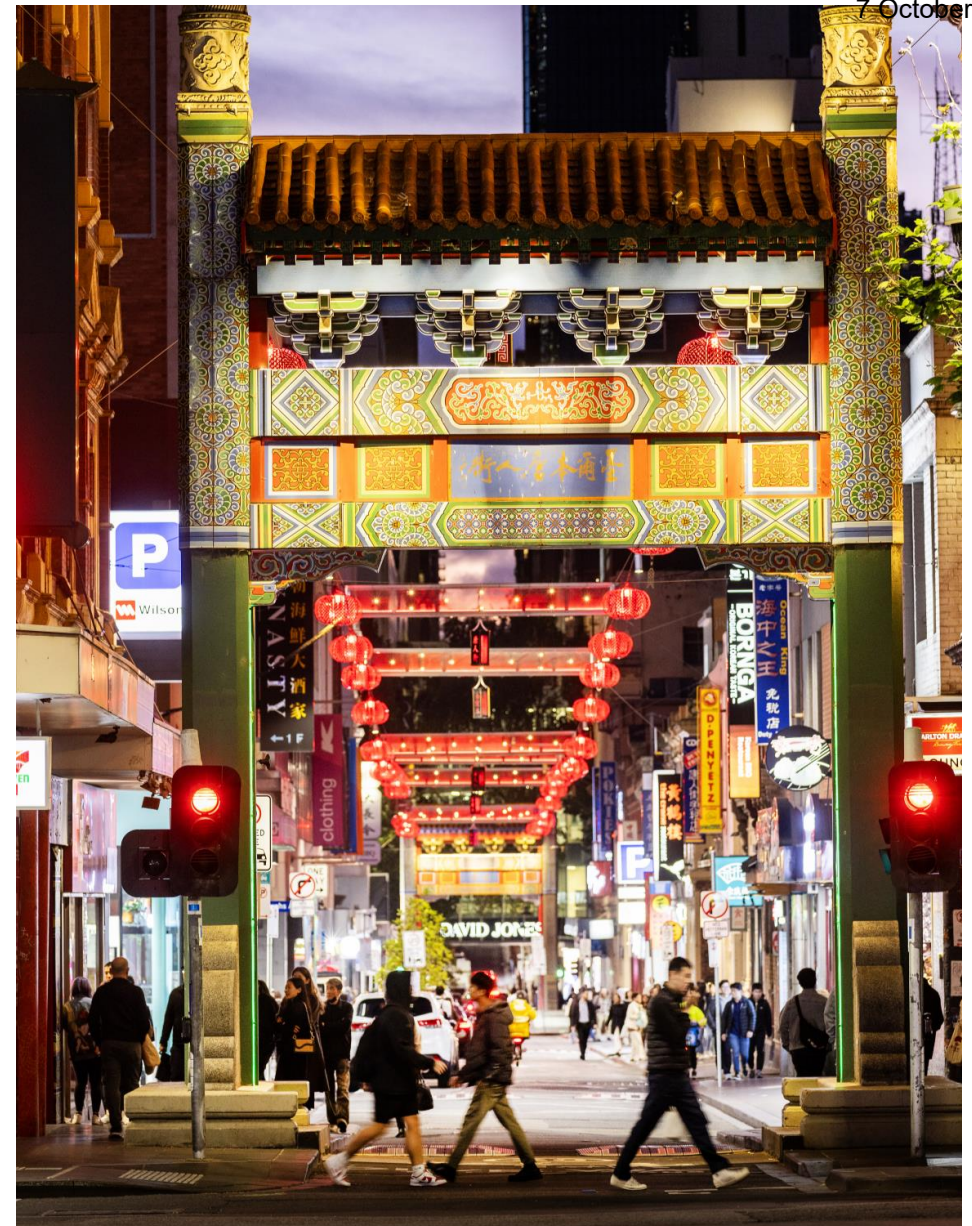


HOW WILL WE MEASURE PROGRESS?



We will measure our progress against 6 key outcomes, in 6 monthly intervals which will enable us to understand and measure the impact of the program as well as environmental factors such as new Metro stations coming online in the municipality:

1. A reduction in reports of begging, public intoxication and public nuisance behaviour in hot spot areas by our community members.
2. A reduction in observations by Local Laws and Community Safety Officers of begging, public intoxication and public nuisance behaviour in hot spot areas and areas of high footfall.
3. Identification of individuals persistently begging, consuming alcohol in public or creating a public nuisance consistent with Local Laws and commence active management/oversight of these individuals.
4. Improved community awareness of the program.
5. Improved perceptions of safety within hot-spot areas.
6. Regular engagement with Victoria Police to enhance interoperability and address key crime issues including retail theft, criminal damage, theft including theft from motor vehicles and bicycle theft.



SUPPORT, PARTNERSHIPS AND ADVOCACY

Council has a vital role to play in advocating to other layers of government and other partners to influence outcomes which can directly contribute to the program's success.

We see those advocacy opportunities as:



A commitment to an ongoing partnership from Victoria Police

We rely on Victoria Police to support our teams when there are issues that escalate and we know that their presence on-street through Operation Brightside has a positive impact on achieving the key outcomes.

As Victoria Police regains capacity, we want to ensure that focus returns to supporting CoM with the highly-visible on-street behaviours this program is addressing as well as important related services like the Police and Clinician Emergency Response (PACER) program.



Increased mental health support

An increase in the capacity of mental health crisis response and other mental health support programs will positively impact vulnerable people experiencing mental health incidents within our community. This would likely have flow on benefits to perceptions of safety.

Advocacy to the State Government on this issue and the broader implementation of recommendations from the Mental Health Royal Commission is a critical opportunity.



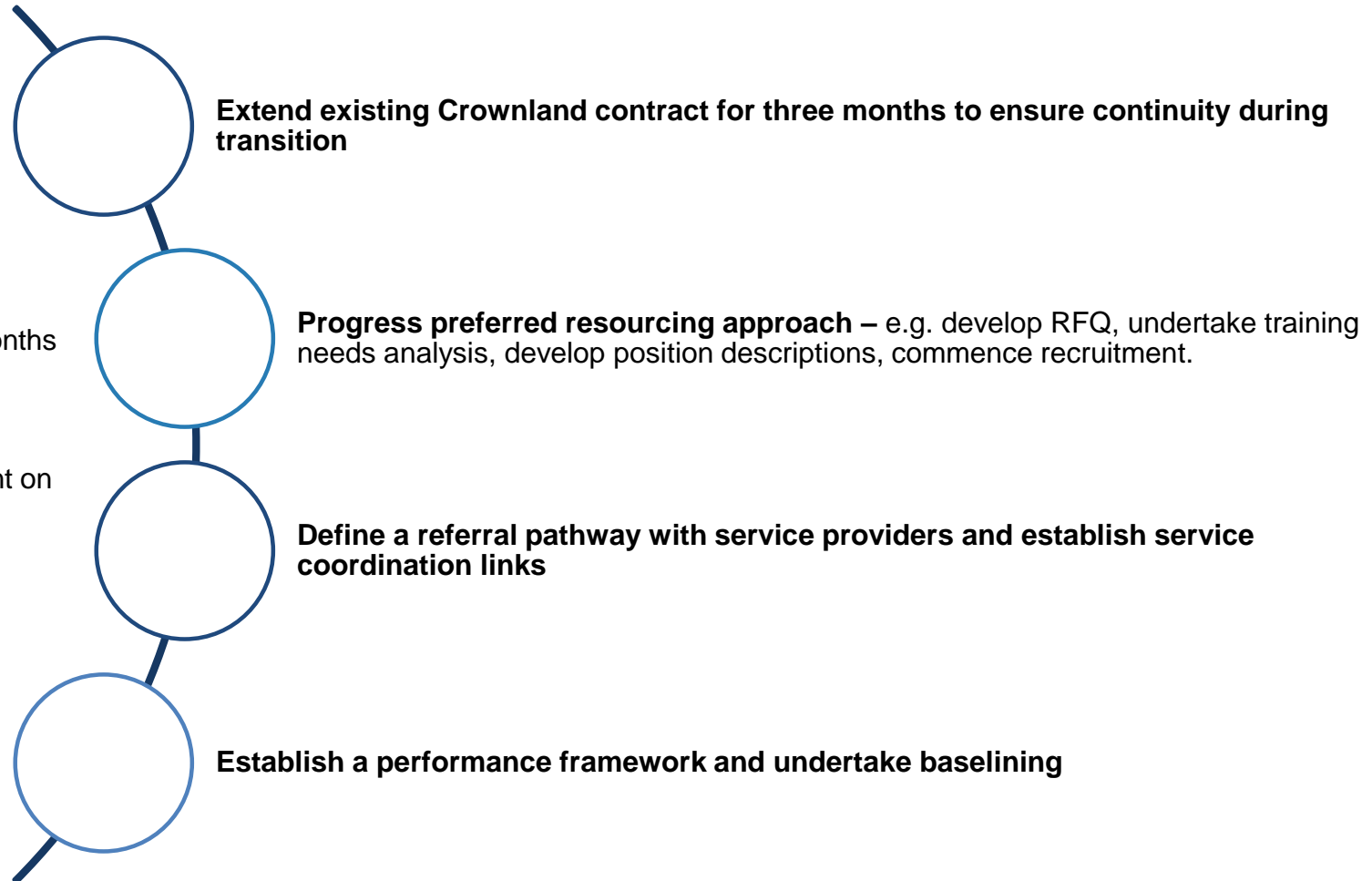
Championing outcomes from the program

The pilot has already delivered positive outcomes and as we build on these, Councillors can promote the benefits of the program and the impact it is having to both resident and business stakeholders.

Transition approach

Several key actions are proposed over the next 3 months to transition the pilot into its future state.

Some of these are contingent on Councils feedback on the resourcing options.



Key Risks

1. Perceptions of safety do not improve, or decline.
2. Occupational health and safety risks (internal model) associated with employees engaging with higher-risk behaviours.
3. Jurisdictional and authority creep.
4. City of Melbourne further embeds a service more appropriately delivered by another agency/organisation.
5. Negative perceptions from support services – seen as displacing the problem rather addressing underlying drivers
6. Victoria Police operational priorities do not change in the short-medium term.
7. Training and interoperability.
8. Disconnection from broader organisational strategy of supporting people with vulnerable needs.

Risk Mitigation

1. Clear communications strategy encompassing the intent of the program, roles and responsibilities and other CoM service offerings to support safety and vulnerable people.
2. Consider occupational health and safety hazards and risks and develop strategies to address.
3. Procurement and contract settings, MOUs, training, audit and ongoing advocacy with the State Government,
4. Prioritise formalisation of service coordination including consultation on preferred model, developing information sharing protocols and exploring joint training opportunities.
5. Prioritise formalisation of service coordination including consultation on preferred model, developing information sharing protocols and exploring joint training opportunities,
6. Ongoing advocacy with Victoria Police and the State Government.
7. Formal training needs analysis, joint training as appropriate and engagement with partners including Victoria Police and support services.
8. Explore opportunities to embed this program as part of broader strategic response to safety and vulnerable people: Council Plan, Municipal Health and Wellbeing Plan, Services Review.



Appendix 2

21 February 2025

Examination of Australian Legislation Relating to Begging and Consumption of Alcohol in Public Spaces

Executive Summary

The following explores the different legislative approaches of the Australian states and territories to instances of begging or gathering of alms, and the public consumption of alcohol. Through comparison of varying jurisdictions, it becomes clear that regardless of whether begging is decriminalised, the approach is largely the same. Public order legislation which is deliberately broad is used with discretion by police and local law enforcement officers to move beggars on, whether the act itself is a criminal offence or not. Whilst the common consensus is that the most effective strategy to reduce begging is through diversion of individuals into welfare programs, where criminal justice intervention is utilised as a last resort, many states have struggled to successfully operationalise this style. The City of Melbourne's strategy to address begging which emphasises a welfare-based approach aided by enforcement where required remains consistent with best practice in Australia. Similarly, across Australia there is a diverse range of laws restricting public drinking, however the most common are council-based restrictions designating 'wet areas' and 'dry areas'. Move on orders, confiscation and destruction of the liquor possessed by those violating these laws are the primary responses, with referral to sobering up centres and health professionals utilised when individuals present a danger to themselves due to intoxication.

Examination of Australian Legislation Relating to Begging and Consumption of Alcohol in Public Spaces

Public order legislation, regarding consumption of alcohol outside of unlicensed premises, public drunkenness, and begging, have seen significant amendments across Australia in recent years, with many jurisdictions opting to lessen or repeal the offences entirely due to their disproportionate effect upon those experiencing poverty and homelessness, amongst other societal issues^{1,2}. However, whilst there has been a gradual trend to decriminalise begging, with Western Australia³ (conditional offence in relation to transport⁴), Tasmania⁵, New South Wales⁶ and Queensland⁷ repealing legislation, it remains an offence in Victoria⁸, South Australia⁹ and the Northern Territory¹⁰ (see Appendix A for a legislative breakdown). The desired shift towards a health-based approach to combat begging, instead of the criminal justice approach of old, has not necessarily been reflected in the responses of law enforcement agents to instances of begging^{6,11}. Instead of utilising repealed anti-begging legislation, public nuisance and public order offences have been reappropriated to address the issue. In Tasmania¹², public annoyance legislation is used to prevent beggars from ‘[disturbing] the peace’, ‘[engaging] in disorderly conduct’, or ‘[committing] any nuisance’. Likewise, law enforcement agents in NSW and the ACT can leverage ‘drunk and disorderly’ legislation¹³ to provide them with ‘move on’ and exclusion powers, whereby beggars can be vacated if their conduct is believed to be ‘likely to give rise to a risk in public safety’ or is ‘disorderly’³.

Whilst begging is a last resort measure undertaken by those who are desperate², it’s acceptance and subsequent decriminalisation does not necessarily represent the best way forward. Previous instances of ‘professional begging’ syndicates in Melbourne are part of a growing trend which has been observed internationally across many wealthy cities with high tourism numbers^{14,15}. This reinforces the need to prevent individualised begging and instead divert funds to organisations who are best positioned to identify those truly in need and assist.

Furthermore, decriminalisation without adopting a different method of resolution is a passive approach which fails to acknowledge the harms of begging, both for the general public and the individual’s engaging in the behaviour^{16,17}. Whilst a zero-tolerance approach towards begging which relies purely upon the threat of criminal justice (CJ) intervention are largely unsuccessful in significantly reducing occurrences over a long period of time¹. It can be effective in a concentrated geographical area, diverting people towards locations with less

stringent law enforcement¹. However, it can also have an adverse effect upon the community by pushing people towards other, more harmful and illegal sources of income, such as theft¹.

Despite this, enforceable laws and their associated punishments can form part of a coercive escalation framework, which utilises support services to reduce instances of begging¹⁶, with CJ responses employed as a last resort. The active diversion of beggars towards support services, whether through direct facilitation of contact with the appropriate organisation, or provision of information, is the most effective form of intervention¹⁶. However, this requires proactive engagement of law enforcement, local government, and support outreach workers with beggars in the community¹⁶.

Similarly, whilst there has been widespread decriminalisation of public drunkenness offences in favour of a health-based approach, the act of drinking in public outside of licensed locations remains illegal across much of Australia. This is relatively consistent across states and territories, with specific locations and conditions for consumption of alcohol being determined by local councils in line with the state's overarching legislation (see Appendix B). The ACT¹⁷, Northern Territory¹⁸, South Australia¹⁹, Queensland²⁰, and NSW²¹, operate through legislation around alcohol-free zones (AFZ)²², 'wet areas'²³, and 'dry areas'²⁵, creating a complex geographical patchwork of locations in which individuals can or cannot consume alcohol outside of licensed premises. On the other hand, Victoria^{25,26}, Tasmania¹², and Western Australia²⁷ have a more consistent approach which largely prohibits the consumption of alcohol in public places without a permit. However, this is also subject to local laws^{26,28}.

The retention of destruction/pour out, confiscation and move on powers allow law enforcement to address individuals engaging in this type of behaviour with a variety of responses, depending on the specific context of the situation and perpetrator(s). However, this can result in discriminatory practices which disproportionately affect minorities, such as young people, those experiencing homelessness, and Indigenous populations²⁹. The introduction of sobering up centres (SUCs) in many of Australia's capital cities has given police a desirable alternative to holding intoxicated individual's in cells whilst they are believed to present a danger to themselves^{30,31,32,33,34}. Referrals to these services is a key part of the growing health-based approach to public drunkenness, and by extension to reducing the act of drinking in public³⁵. Evaluations of SUCs in Australia, the US and Canada have found that whilst there are high re-admission rates, there has been a reduction in incarceration rates and time spent in custody for people experiencing complex needs³⁵. Despite critiques for the continued

enforcement of prohibition of alcohol consumption in public spaces²⁹, research conducted in a number of national and international locations has found that it has improved perceptions of safety, the condition of the environment (through a reduction in broken glass and littering), and the general amenity of many public spaces²⁹.

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Appendix A

Australian State-Based Anti-Begging Legislation				
State/Territory	Legislation		Notes (if req.)	Source
VIC <i>Illegal</i>	Summary Offences Act 1966 (Vic) – S 49A	1) A person must not beg or gather alms. 2) A person must not cause, procure, or encourage a child to beg or gather alms.	Penalty: 12 months imprisonment	Summary Offences Act 1966 (Vic). Available here .
NSW <i>Legal but enforced through alternative legislation</i>	Summary Offences Amendment (Intoxicated and Disorderly Conduct) Bill 2011 (NSW) - S 9	A person who: a) Is given a move on direction for being intoxicated and disorderly in a public place, and b) At any given time within 6 hours after the move on direction is given, is intoxicated and disorderly in the same or another public place, Is guilty of an offence with the maximum penalty of 6 units.	Whilst begging is legal, alternative legislation such as this is used to move people on and disrupt the behaviour.	Summary Offences Amendment (Intoxicated and Disorderly Conduct) Bill 2011 (NSW). Available here .
QLD <i>Legal but enforced through alternative legislation</i>	Summary Offences Act 2005 (Qld) – S 6	A person commits a public nuisance offence if: a) The person behaves in i) A disorderly way; or ii) An offensive way; or iii) A threatening way; or iv) A violent way; and b) The person’s behaviour interferes, or is likely to interfere, with the peaceful passage through, or enjoyment of, a public place by a member of the public	Begging decriminalised 2 September 2024. Whilst begging is legal, alternative legislation such as this is used to move people on and disrupt the behaviour.	Summary Offences Act 2005 (Qld). Available here .
NT <i>Illegal</i>	Summary Offence Act 1923 (NT) – S 56	Any person who: c) Wanders abroad, or from house to house, or places himself in any public place, street, highway, court, or passage, to beg or gather alms, or causes or procures or encourages any child to do so;	Shall be guilty of an offence, punishable by \$500 fine, 3 months’ imprisonment, or both.	Summary Offences Act 1923 (NT). Available here .
WA <i>Legal except when involving public transport</i>	Public Transport Authority Regulations 2003 (WA) – R 14	Unless authorised in writing by the chief executive officer, a person who begs or busks in or on a conveyance or a facility commits an offence. Modified penalty: \$100 fine Penalty: \$500 fine	Begging is only criminalised around/on public transport. Criminal laws preventing begging repealed in 2004.	Public Transport Authority Regulations 2003 (WA). Available here .
SA <i>Illegal</i>	Summary Offences Act 1953 (SA) – S 12	A person who: a) Begg or gathers alms in a public space; or b) Is in a public place for the purpose of begging or gathering alms; or c) Goes from house to house begging or gathering alms; or d) Causes or encourages a child to beg or gather alms in a public place, or to be in a public place for the purpose of gathering alms; or e) Exposes wounds or deformities with the object of gathering alms	Is guilty of an offence with a maximum penalty of a \$250 fine	Summary Offences Act 1953 (SA). Available here .

<p>ACT <i>Legal but enforced through alternative legislation</i></p>	<p>Crime Prevention Powers Act 1998 (ACT) – S 4</p>	<p>Move-on powers:</p> <ol style="list-style-type: none"> 1) Where a police officer has reasonable grounds for believing that a person in a public place has engaged, or is likely to engage, in violent conduct in that place, the police officer may direct the person to leave the vicinity 2) A person shall not, without reasonable excuse, contravene a direction given in accordance with subsection 1). 	<p>Begging is legal in the ACT, but vaguely defined move-on powers allow police discretion to address begging when deemed problematic.</p>	<p>Crime Prevention Powers Act 1998 (ACT). Available here.</p>
<p>TAS <i>Legal but enforced through alternative legislation</i></p>	<p>Police Offences Act 1935 (Tas) – S 13</p>	<p>A person shall not, in a public place:</p> <ol style="list-style-type: none"> a) Behave in a violent, riotous, offensive, or indecent manner b) Disturb the public peace c) Engage in disorderly conduct d) Jostle, insult, or annoy any person e) Commit any nuisance; or f) Throw, let off, or set fire to any firework 	<p>Whilst begging is legal in Tasmania, public annoyance legislation has been reappropriated to ‘move on’ beggars.</p>	<p>Police Offences Act 1935 (Tas). Available here.</p>

Appendix B

Australian State-Based Public Consumption of Alcohol Legislation				
<i>State/Territory</i>	<i>Legislation</i>		<i>Notes (if req.)</i>	<i>Sources</i>
VIC <i>Legal except when otherwise declared by local laws.</i>	Local Government Act 2020 (Vic)	1) Local laws concerning alcohol consumption in public places are predicated by Division 3 (Local Laws) of the Local Government Act 2020.	No state-based legislation prohibiting the public consumption of alcohol, as such approaches differ between LGAs (see examples of Melbourne metropolitan councils here).	Local Government Act 2020 (Vic). Available here . VicHealth Local Laws in Metro Council. Available here .
NSW <i>Legal except when in alcohol-free zones (AFZ)</i>	Local Government Act 1993 (NSW) – S 642	A police officer or an enforcement officer may seize any alcohol (and the bottle, can, receptacle or package in which it is contained) that is in the immediate possession of a person in an alcohol-free zone if: a) The person is drinking alcohol in the AFZ, or b) The officer has reasonable cause to believe that the person is about to drinking, or has recently been drinking, alcohol in the AFZ	PCA is legal except in designated alcohol-free zones determined by local councils.	Local Government Act 1993 (NSW). Available here .
QLD <i>Illegal except when in designated ‘wet areas’</i>	Liquor Act 1992 (Qld) – S 173B	A person must not consume liquor in: a) A public place that is: i) A roach; or ii) Land owned by, or under the control of, a local government, other than a conservation park or resources reserve; or iii) Relevant land prescribed under a regulation or b) A doorway, entrance or vestibule that gives access to premises from a public place mentioned in <i>paragraph (a)</i>	PCA only legal in designated ‘wet areas’	Liquor Act 1992 (Qld). Available here .
NT <i>Legal except in specific locations or when otherwise declared by local councils</i>	Liquor Act 2019 (NT) – S 171	A person must no consume liquor in any public place (or in a vehicle at a public place) in the following locations: a) Alice Springs b) Darwin c) Katherine d) Palmerston e) Tennant Creek f) The Darwin Waterfront Precinct g) Any local government area that a local council declares, by notice published on the council’s website, to be subject to this prohibition h) Any place not within a location specific by paragraphs (a) to (g) but within 2km of licensed premises i) Any place prescribed by regulation	PCA is legal across the NT except in the location specified and when within 2km of a licenced premises.	Liquor Act 2019 (NT). Available here .
WA <i>Illegal</i>	Liquor Control Act 1988 (WA) – S 119	(1) A person who consumes liquor in any place or on any premises, including any park or reserve, without the consent of the occupier, or of the person or authority having control, or that place or those premises commits an offence	Illegal across WA	Liquor Control Act 1988 (WA). Available here .
SA	Liquor Licensing Act 1997 (SA) – S 131	(1) The Minister may, by notice in the Gazette, prohibit the consumption or possession or both of liquor in the public place or public places specified in the notice (a) Subject to this section, a council may, by notice in the Gazette, prohibit the consumption of possession or both of liquor in the public place or public places within	Legal unless designated as a ‘dry area’ through publishing notices in the Gazette	Liquor Licensing Act (SA). Available here .

<i>Legal except in 'dry areas'</i>		the area of the council specified in the notice during the period (not exceeding 48 hours) specified in the notice		
<p>ACT</p> <p><i>Legal except in specified locations and alcohol-free places</i></p>	<p>Liquor Act 2010 (ACT) – S 198/199</p>	<p>Alcohol-free places (S 198):</p> <p>(1) A regulation may prescribe a place to be a place where liquor and low-alcohol liquor must not be consumed (a <i>permanent alcohol-free place</i>)</p> <p>(2) The commissioner may declare a public place to be a place where liquor and low-alcohol liquor must not be consumed for a stated period not longer than 1 month (a <i>temporary alcohol-free place</i>)</p> <p>Offence – consume liquor at certain public places (S 199):</p> <p>(1) A person commits an offence if:</p> <p>a) The person consumes liquor or low-alcohol liquor; and</p> <p>b) The liquor or low-alcohol liquor is consumed at:</p> <ul style="list-style-type: none"> i. A bus interchange; or ii. A bus station; or iii. A light rail stop; or iv. A place that is within 50m from the above and: <ul style="list-style-type: none"> D. A shop; or E. Licensed premises or permitted premises; or v. A permanent alcohol-free place; or vi. A temporary alcohol-free place 	<p>Legal except in specified locations and alcohol-free places</p>	<p>Liquor Act 2010 (ACT). Available here.</p>
<p>TAS</p> <p><i>Illegal</i></p>	<p>Police Offences Act 1935 (Tas) – S 25</p>	<p>(2) A person must not consume liquor in a public street or in any public place that is prescribed by the regulation for the purposes of this section.</p>	<p>Illegal</p>	<p>Police Offences Act (Tas). Available here.</p>

Appendix 3

International Best Practice Responses to Begging and Public Consumption of Alcohol*Executive Summary*

This international literature review examined best practice responses to begging and public consumption of alcohol. Using a mixture of academic works and grey literature, three key domains were prioritised; diverted giving schemes (and associated public education campaigns), employment assistance programs, and effective approaches to enforcement. Due to the scope of the paper, services such as drug and alcohol support, housing assistance, mental health practitioners, and provision of welfare, which are already offered within the City of Melbourne, were not included. Rather, novel areas which have not been utilised in Melbourne to the same extent as elsewhere (if at all) were examined, intending to provide direction and information on how CoM could implement a best practice approach to effectively reduce begging whilst remaining compassionate and cognisant of the difficulties faced by those on the street engaging in the unwanted behaviours. This literature review also sought to provide direction on limiting public consumption of alcohol (PCA). Three strategies were identified: public education on local laws, assistance for those experiencing homelessness who may be disproportionately targeted by enforcement of public order offences, and referrals towards drug and alcohol support services when substance misuse issues were identified as a causal factor of the behaviour.

The practice of begging (also known as panhandling in the United States of America or gathering of alms in the Summary Offences Act) is an unremitting worldwide issue with no clear or simple solution. Complex factors such as homelessness, poverty, substance abuse, and mental illness require a holistic approach to effectively rehabilitate individuals and reintegrate them into society. Varying approaches have been trailed across the globe with mixed success. One of the most common programs utilised are Diverted Giving Schemes (DGS) and public education campaigns. They are designed to reduce the lucratively of begging by encouraging the public to donate money to charities and support services instead of the individuals on the street. There are many examples of DGS across America (Denver in particular) and England. However, the effectiveness of DGS and public education campaigns has been questioned by critics. There is no empirical evidence that DGS has decreased the number of beggars in areas where they have been established, and their ability to generate meaningful income for support agencies is doubted. It is theorised that these programs fail to address one of the key motivators for begging; the desire to obtain income to support addictions. Many of the people on the street

begging are either ineligible for support (for various reasons such as citizenship and previous behaviour), or the support offered does not meet their needs. As such, whilst DGS and public education may form part of an approach to reducing begging, they must be paired with other initiatives which are designed to address the causal factors.

Employment assistance programs is another avenue which has been explored. Many beggars are not homeless, however, the welfare they receive is not enough to prosper and establish a stable place of residence, preventing them from experiencing the basic quality of life everyone should be entitled to in a wealthy country such as Australia. Whilst initiatives such as *The Big Issue* and *YP4* have provided a much-needed source of employment for people experiencing (or who have experienced) homelessness and poverty allowing them to earn money through legal and dignifying means, there is a distinct lack of services to support reintegration into the workforce. There is a very high percentage of people begging with criminal records, low educational attainment, and poor employment histories, restricting their employment options. Provision of programs which upskill these people are critical to bridge the gap between welfare reliance and obtaining financial independence through secure employment. It is recommended that where possible voluntary paid work is offered in 'public works' like projects, with a minimum workforce quota of people who have experienced homelessness (or are actively homeless) implemented for contracted organisations. Furthermore, community corrections orders are proposed in the place of fines, yielding a benefit to the community through unpaid work, whilst also aiding the integration of offenders with support services, providing employability skills/opportunities, and reducing the financial pressures already present.

The final section of this research paper outlines the elements required for effective enforcement of begging. Whilst the context of begging differs depending on location, aspects from overseas can be applied to the Australian example. Through combining best practice techniques relevant to the Australian begging conditions, the following recommendations were made:

1. An incremental enforcement framework be developed. This should clearly outline the process for creation of profiles, referral to relevant agencies, progress tracking, and the procedure for escalation.
2. A welfare-based enforcement approach must be emphasised which prioritises diversion through support services over criminal justice intervention.

3. Replacing fines and incarceration with community correction orders should be explored.
4. A trauma informed and culturally sensitive approach must be adopted when engaging with Indigenous people, prioritising support and referral over enforcement and CJS involvement.

Unlike begging, PCA is a readily accepted practice in many parts of the world. There are conflicting beliefs influencing its legality across jurisdictions. One perspective is that PCA normalises alcohol and creates a 'healthy' drinking culture, whereas others believe that it contributes to binge drinking and an increase in violence. Legislation regulating PCA is highly inconsistent across Australia (see Appendix C), and even more so globally. As such, there are many who engage in this practice within the CoM municipality due to a lack of knowledge regarding the local laws. In these cases, it is important to be understanding of the complexity, utilising move on or confiscation powers where required, with a focus on education and prevention of future recurrences.

PCA disproportionately affects people living on the street. In these cases, it is necessary to address the issues of homelessness or substance addiction first. Failure to do so will inevitably result in recidivism due to the lack of a private residence to consume alcohol in, or the necessary support to break free from the addiction contributing to their behaviour. A welfare-based strategy aligns with the wider best practice approach to alcohol related harm, as is evidenced through the decriminalisation of public drunkenness.

Recommendations

The following recommendations have been made based upon the research conducted in each subsection:

Diverted Giving Schemes and Public Education:

- A) A diverted giving scheme is set up in the City of Melbourne, which uses a combination of physical cash donation points, installed in council buildings throughout the municipality, and a partnership with 7-Eleven explored to have donation points available in their stores as well (see Appendix A). In addition, posters should be dispersed throughout the city that have QR codes to allow for online donations, with a website and hotline that can be utilised for those who require assistance.

- B) This DGS will also provide an opportunity for public education; however, it is critical that the mistakes of past campaigns (especially Nottingham) are not reproduced. This requires sensitivity, with a human-centred approach adopted towards the marketing and message projected. A collaborative approach with homeless rights organisations is encouraged to ensure that the message is appropriate and endorsed by relevant groups.
- C) This DGS should aim for full transparency, with information readily available for the public regarding donations received (anonymised), where these funds are being diverted to, and what the additional funds have allowed organisations to do. This will assist in providing tangible feedback for donators and encourage more public interaction.

Employment Schemes:

- A) Provision of voluntary paid work for those with no fixed address or on welfare payments in 'public works' like projects, intending to provide work history and build employment skills.
- B) Instigate a minimum workforce percentage requirement from this demographic for contracted organisations (where applicable/possible) undertaking such projects.
- C) Design and disseminate a refined information booklet which provides clear instructions on seeking help (physical locations and online resource) - if this has been provided whilst enforcing local laws, it must clearly define what is required by the individual and subsequent actions that will be taken if the individual fails to comply with the instructions. This information sheet must be cognisant of the difficulties some may experience with literacy, providing clear direction on where non-English translations are available (instructions written in specific language), and a map to support services (explained by officer) for those who may not be able to read.
- D) Investigate the implementation of community-corrections orders in the place of fines, intending to provide a penalty which does not place additional burden upon the financial resources of those struggling; to reduce contact with the criminal justice system; and build employability skills through community work and attendance to support sessions.

Enforcement-based Approaches:

- A) Development of an incremental enforcement framework which clearly outlines the process for creation of profiles, referral of offenders, progress tracking, and escalation procedure.
- B) Emphasis on a welfare-based enforcement approach that focuses on diversion instead of CJS interventions
- C) Exploration of the potential to utilise community corrections orders (CCO) in the place of fines and lengthy court proceedings
- D) Trauma informed and culturally sensitive approach when engaging with Indigenous people which prioritises support and referral over enforcement and CJS involvement.

Public Consumption of Alcohol Approach

- A) Increased public education of the local laws preventing PCA and the harms associated with alcohol consumption.
- B) Continued use of confiscation and move on orders, utilising CJS and police when intermediate measures do not achieve the desired result
- C) Emphasis on referring individuals to the appropriate support services, addressing the underlying factors prompting PCA (see examples from Darebin and Yarra councils)¹¹¹

Approaches to Begging Prevention

Begging, panhandling (USA)¹ or gathering of alms² is a practice which is implemented across the world, often by those experiencing poverty with complex needs that welfare services are unable to properly resolve³. Governments and local councils have tried a variety of methods to reduce the presence of beggars on the street, whether it be to improve the general amenity of areas, to benefit local businesses and increase perception of safety for the public, or to assist the beggars themselves with re-entering society and experiencing the benefits other citizens enjoy⁴. Like many social issues there is not a simplistic 'fix' to the phenomenon of begging, because there is not a singular reason why people engage in the act⁵. As such, a holistic approach is required that targets a variety of areas, with a mixture of individualistic support programs, and upstream measures to mitigate the factors trapping people in cycles of poverty and creating a reliance upon begging to generate income. This report will provide examples of different techniques used to address begging internationally, identifying approaches which have been successful in other regions and may be reproducible in the City of Melbourne, whilst also discussing why some strategies failed, and the lessons which these attempts provide.

Diverted Giving Schemes and Public Education

A common approach which has seen mixed success are Diverted Giving Schemes (DGS)⁶. These strategies are used in combination with public education campaigns to reduce the money being given directly to beggars, instead encouraging people to donate directly to charitable support organisations⁶. There is various form of DGS, however they all follow the same general premise. In America, disused parking meters have been repurposed into donation points⁷ (Image 1 below). They are brightly coloured and provide a highly visible source of public education, preventing panhandlers from being pushed out of the public consciousness. These points intend to increase the donations made, whilst also mitigating the power imbalance present during the donation process when conducted with beggars themselves⁴. DGS's revolving around donation points are now present in several American cities^{7,8}, with the local council's parking officers emptying them on their normal rounds⁸. A similar campaign has been run in Winchester, England, operating under the banner "Spare Change for Real Change"⁹. This program encourages people to give money to Winchester Churches Nightshelter and Trinity Winchester, with red house-shaped donation boxes positioned in shops and businesses throughout the city (Image 2 below). In addition, people may donate by texting a hotline⁹ and nominating an amount. This addresses the shift to an increasingly cashless

society over the last 15 years^{10,11} and removes one of the primary barriers which have negatively affected the fundraising efforts of charities and other sources reliant upon cash donations¹².

*Image 1 (left)*⁸: Example of DGS popular in America, featuring a colourful parking meter-like donation point. Captured in New Haven, Connecticut, USA.

*Image 2 (right)*¹³: These donation boxes are placed within participating businesses in Winchester, England, to divert funds towards charities.



However, whilst these schemes have received widespread support, there is a lack of evidence regarding their effectiveness⁶. No studies have found that the presence of DGSs such as these have resulted in a reduction of beggars/panhandlers⁶, and questions have been raised regarding their ability to generate meaningful income for support agencies, with cities such as Baltimore reported modest earnings of \$2,400 - \$4800 annually (USD), whilst Denver amassed \$8,500 (USD) in the first 6 months of the program⁷. In Denver, some of the donation points have been vandalised, presumably by panhandlers, to prevent people from inserting coins, or creating a moral dilemma by attaching notes critiquing the lack of human interaction through the revised donation process⁷. The lack of empirical reduction in beggars in areas which DGS have been established may be due to the reason why people beg in the first place. It is theorised that many beggars are seeking income to support an addiction to alcohol or another substances^{4,14}. As such, whilst DGS may be effective in addressing the basic needs of some individuals through provision of accommodation, food or other necessities, they do not provide others with the disposable income required to satiate addictions, therefore failing to alleviate the primary incentive to beg. However, it is important not to overgeneralise substance abuse as the singular reasons all beggars engage in this behaviour⁴. There are many different reasons why people beg, and an overly simplistic approach which fails to acknowledge the complex

needs of individuals will not achieve the desired results⁴. This will be evidenced below in a discussion of Nottingham's public education campaign run in the mid 2010's.

A further critique of some schemes is the lack of transparency regarding the donation process¹⁵. DGS operate under the premise that when donations are made directly to a beggar in the street, the money can be spent on anything, with some campaigns contending that generous people donating to beggars on the street are 'killing [them] with kindness' by funding addictions and disrupting the treatment by medical professions^{16,17,18}. On the other hand, DGS contend that the donations received through their campaigns will be spent on more constructive ventures, benefitting both the individuals begging, and society as a whole. However, the failure to provide adequate transparency and report where money is being spent does not align well with this line of reasoning, leading to some commentators even claiming that the money isn't reaching the services at all¹⁵. This does not encourage widespread public support and fails to provide those donating with any indication that their money has gone towards those in need.

Additionally, access to crucial support programs remains an issue, with many beggars reporting that they have been denied support from these critical services, whether due to organisations having insufficient resources to meet the demand, or individuals themselves failing to meet the requirements for provision of assistance³. The donations made to DGS intending to help those on the street, and reduce the number of people begging, may not be used to assist the intended individuals, especially when they are not involved with the support programs. As such, the effectiveness of DGS are limited by their inability to directly support those on the street by alleviating their need to beg. Instead, they empower organisations through provision of additional funding, allowing them to take on extra clients and provide more services to those in need. This further reinforces the contention that a multifaceted approach to combat begging is required, combining DGS and more direct interventions which engage with the beggars themselves.

There has been condemnation of some of the public education campaigns in England for a lack of compassion and failure to acknowledge the complex needs underpinning people's decision to beg^{5,19,20,21}. In Nottingham, England, a public education campaign was run in 2016 intending to divert funds away from beggars and towards charities²². However, their demonisation of beggars did not encourage donations at and had a negative effect upon the public's perception of beggars and homeless people more generally²⁰. Nottingham's approach reduced causation for begging to a simplistic base of addiction, failing to consider other

contributing factors. This is reflected through use of phrases such as “watch your money go up in smoke”, “watch your money go to a fraud” and “give money to someone begging and feed a harmful addiction”²¹. The negative connotations of homeless people in these ads led to it being banned by the Advertising Standards Authority as it created and exacerbated ‘negative stereotypes’²¹. It is important that DGS do not further isolate the very people they intend to assist through divisive marketing campaigns as this will further compound the issues which beggars, and people on the street more generally, face.

Recommendations:

Whilst DGS are not the ultimate solution to begging, they do provide an important avenue to educate the public and may reduce the income generated, intending to limit the potential appeal of begging. As noted earlier, a combination of strategies is required to address the problem, with DGS presenting one such approach. Therefore, it is recommended that:

- D) A diverted giving scheme is set up in the City of Melbourne, which uses a combination of physical cash donation points, installed in council buildings throughout the municipality, and a partnership with 7-Eleven explored to have donation points available in their stores as well (see Appendix A). In addition, posters should be dispersed throughout the city that have QR codes to allow for online donations, with a website and hotline that can be utilised for those who require assistance.
- E) This DGS will also provide an opportunity for public education; however, it is critical that the mistakes of past campaigns (especially Nottingham) are not reproduced. This requires sensitivity, with a human-centred approach adopted towards the marketing and message projected. A collaborative approach with homeless rights organisations is encouraged to ensure that the message is appropriate and endorsed by relevant groups.
- F) This DGS should aim for full transparency, with information readily available for the public regarding donations received (anonymised), where these funds are being diverted to, and what the additional funds have allowed organisations to do. This will assist in providing tangible feedback for donators and encourage more public interaction.

Employment Schemes

Begging stems from a desire to generate income for oneself, aiming to provide a source of flexible funds to meet needs that differ between individuals and their circumstances. Whilst many people assume that all beggars are seeking money to source drugs and feed an addiction, research indicates that there are also less insidious reasons people resort to begging. Studies found that purchasing food and accommodation were the most common uses for the income generated through begging^{4,23,24}. Homeless people's reliance upon convenient food and accommodation, in addition to the substance abuse issues which are highly prevalent in this population, generate the conditions for an expensive and unsustainable lifestyle that traps people in a cycle of poverty²⁵. Employment schemes are used spasmodically across the world to transition people from long-term unemployment back into the workforce with mixed success. These schemes provide an important bridge for people shifting from a reliance upon begging and social welfare payments to survive, to a more independent and sustainable way of life.

However, there are many difficulties faced by beggars when attempting to enter the workforce, whether this be through employment schemes or independently. Amongst beggars there is a high number of people with no employment history, or with experience that exclusively in unskilled or lowskilled positions⁴. There is also a lack of educational attainment, with many people failing to finish school, and an absence of formally recognised qualifications⁴. These factors lock people in a loop, whereby the lack of experience or education prevents them from being employed, which in turn restricts their ability to gain experience or a foothold within the workforce and fund an education or training for a qualification. This is further compounded by substance abuse issues, mental health difficulties and impaired physical health from living on the street, having poor nutrition, lack of access to medication, and damage caused by drugs and alcohol³. A high proportion of individuals begging have also had previous contact with the criminal justice system⁴. These criminal records severely inhibit one's ability to obtain work, and when considered with the factors above it becomes evident that more must be done to integrate these people into the workforce.

However, despite the vast range of factors inhibiting people's participation in the workforce, employment programs are primarily run by charities and social enterprises, with a lack of pioneering, innovation or participation by local councils. Initiatives such as *The Big Issue* and *YP4* have been revolutionary in providing homeless people with an opportunity to

earn an income through legal means and develop key skills which aid in employability^{6,27}. In England, *The Big Issue* has been particularly beneficial for women from backgrounds with strict gender roles by providing them with an independent income. Whilst data gathered by the University of York indicates that women make up 14% of the homeless population, it is acknowledged that the existing systems in England do not allow for accurate recording of homelessness²⁸. Women are more likely to experience hidden homelessness, moving around between friends and family, or sheltering in locations which are open 24-hrs, and therefore not recorded when data is gathered from those sleeping rough²⁸. Female vendors of *The Big Issue* were much less likely to have previous employment history (13%) than their male counterparts (67%), and only 6% held formal qualifications in comparison to 37%²⁸. This highlights the discussion above regarding barriers to employment and shows that there is a gender disparity which must also be considered when implementing employment reintegration programs. For some women especially there must be programs designed around first-time entry into the workforce, which are cognisant of the unique challenges which this presents.

In Europe, large scale employment re-entry programs have been conducted, including *public works* campaigns designed to reduce long-term unemployment²⁹. Public work strategies involve obligatory participation by those on welfare benefits intending to curb misuse of the system and 'restore work habits'²⁹. However, there is mounting evidence that these are ineffective³⁰. Regardless, elements of this approach, such as involvement of people on welfare (or not) who may be unemployed in public projects, may be replicable with some alterations to create an effective program to further employment efforts. Coercive measures have been employed overseas to engage individuals in return-to-work programs, with their welfare benefits depending upon their participation in such schemes²⁹. However, evaluations of a French program (TZCLD) revealed that voluntary involvement was a key element to its success²⁹. This aligns with the Stages of Change Model prevalent in the discourse of behavioural psychology, specifically the stages of *Action* and *Maintenance*, whereby the individual must have the intention and motivation to change their behaviour and maintain this new habit over time^{31,32}. Threatening someone with removal of their welfare benefits or criminal proceedings does not necessarily provide the incentive for change, however it may be used to initiate the contemplation of change³³.

In Bangladesh, a similar employment-focused approach has been utilised to address an increase in beggars³⁴. Individuals are trained in farming and livestock management, or the specifics regarding starting and maintaining small businesses, empowering them to take an

active role in improving their lives³⁴. Despite a promising premise, evaluation revealed that the lack of oversight, resources and beneficiaries resulted in no significant benefit to those partaking in the program, with all participants reporting continued motivation and engagement in begging³⁵. The facilitation of opportunities for people to obtain employment through a reduction of barriers to workforce participation is an underutilised domain by local council. However, care must be taken during development and implementation to ensure that the program addresses the needs of its participants, rather than producing a generic approach which is delivered to all regardless of their specific requirements.

Although City of Melbourne staff distribute a comprehensive 'guide to finding support services and agencies in Melbourne' which includes a dedicated section for accessing assistance with employment, it is not without its limitations³⁶. Firstly, there is an overabundance of information on services available to assist for various needs. This potentially makes it quite daunting for beggars and those requiring help as there is no clear direction one should take. It also fails to make the behaviour change 'easy' and perceived as achievable, which are crucial steps in combating the nearly addictive nature of begging³³. Whilst people do not enjoy *being a beggar*, there are reports that a feeling of elation and satisfaction is experienced when donations are received, resulting in people enjoying *being good at begging*⁴. This means that alternate ventures must be perceived as more satisfying than begging for a behaviour change to occur, especially given the added stress and unease from engaging with support services and disrupting typical routines. A 'paralysis of will' is often associated with long-term unemployment, whereby uncertainty in employment or an unreliable income stream leads to an inability to plan for the future, incapacitating decision-making^{4,37}. This highlights the necessity of linking people with support services at the point of contact, aiding ease of use/access to such programs, and ensuring delivery of clear instructions regarding future steps³⁸.

The difficulty of accessing support even when provided with such an in-depth information source is compounded by disparities in literacy skills. As noted above, many people who are begging or homeless have limited education, therefore literacy skills may not be adequate to utilise the information booklet⁴. Likewise, those begging who cannot read English due to being culturally and linguistically diverse (CALD) may be affected and unable to obtain the assistance they require. Even though interpreter services are advertised on the back cover of the booklet, this is done so in English, limiting its effectiveness. It would be beneficial to develop a simplistic and condensed version of this booklet that can be provided

by local law officers when enforcing public order offences that is sensitive to the barriers which may be present in this demographic. It should provide directions on where more information can be found, whether digitally through *Ask Izzy*³⁹, or physical locations such as the Salvation Army Office⁴⁰, be available in multiple languages, and have a map marked with key services for those who may have difficulty reading.

The final employment-based intervention is theoretical in nature and operates in tandem with an incremental enforcement approach. Instead of using fines to punish those convicted of public order offences such as begging or consumption of alcohol in public, community corrections orders (CCO) may empower offenders and provide a benefit the community⁴¹. The limitations with issuing fines to demographics that are most commonly experiencing poverty is exemplified by research in Canada⁴². A 2011 paper found that between 2000 and 2010 over 67,000 tickets were issued by the Toronto Police enforcing the Safe Streets Act^{42,43}. Of the more than \$4 million in fines, barely \$8,000 were paid⁴³. This demonstrates that fining people who do not have the resources to pay them creates further issues, with an increase in criminal justice system interventions such as escalated fines, court appearances, and imprisonment^{43,44}. These interventions are very expensive to the state and taxpayers, whilst also trapping people in a cycle of crime. Frequent periods of incarceration due to failure to attend court or pay fines removes people from support networks and ceases any welfare payments⁴³. These must be restarted each time, and often this is not done before people are released from prison. Prison's rehabilitative potential fails beggars and homeless people due to the lack of cohesive support services which span from prison to reintegration⁴. All too often these services are not prearranged, with people being released from prison straight back into the circumstances which are the root cause of the problems these people face⁴.

Instead CCOs provide a 'punishment' which people have the capacity to undertake and does not detract from their already limited resources. CCOs allow for the development of employability skills, benefit the community through the associated labour, and keep people out of prison⁴⁵. As part of these CCOs, connection with support services and attendance to employability workshops could be facilitated, with the intention to improve the individual's situation rather than only punishing them.

Recommendations:

Employment-based interventions to mitigate homelessness, and by extension begging, are primarily conducted by not-for-profit (NFP) organisations. However, there are numerous

options for local councils to demonstrate best practice and take an active role in providing people with the opportunity to better their lives through development of innovative programs.

- A) Provision of voluntary paid work for those with no fixed address or on welfare payments in 'public works' like projects, intending to provide work history and build employment skills.
- B) Instigate a minimum workforce percentage requirement from this demographic for contracted organisations (where applicable/possible) undertaking such projects.
- C) Design and disseminate a refined information booklet which provides clear instructions on seeking help (physical locations and online resource) - if this has been provided whilst enforcing local laws, it must clearly define what is required by the individual and subsequent actions that will be taken if the individual fails to comply with the instructions. This information sheet must be cognisant of the difficulties some may experience with literacy, providing clear direction on where non-English translations are available (instructions written in specific language), and a map to support services (explained by officer) for those who may not be able to read.
- D) Investigate the implementation of community-corrections orders in the place of fines, intending to provide a penalty which does not place additional burden upon the financial resources of those struggling; to reduce contact with the criminal justice system; and build employability skills through community work and attendance to support sessions.

Enforcement-Based Approaches

The issue of begging is a worldwide phenomenon^{4,5,46,47}, however there are location specific contextual factors which require different approaches to address the underlying causes. When comparisons between mainland Europe, America, South-East Asia, the UK and Australia are made it becomes clear that a generic enforcement approach co-opted from overseas is not a viable option. However, whilst approaches utilised overseas may not be appropriate for direct reproduction within Australia due to the contrasting contributing factors, there are aspects which provide important information regarding implementation of various interventions.

In mainland Europe, the begging issue is typically associated with an influx of immigrants of Roma background which occurred after the 2007 accession of Romanian and Bulgaria to the European Union^{47,48,49}. Whilst the Scandinavian region has been at the forefront of best practice

responses to many issues of law and order, their attempts to decrease begging provide little insight for the Australian context due to the focus on immigration policy⁴⁷. Rather than adopting the welfare-based approach to crime which has seen widespread success across Scandinavia, the begging issue is addressed through strict immigration policies, with increased penal powers of eviction and exclusion. In Denmark, begging is viewed primarily as an immigration issue⁴⁷. As such shelters are only made available for citizens, aiming to avoid Denmark becoming the “shelter of Europe”⁴⁷. In 2017, harsh laws which target foreign nationals caught begging were implemented, allowing authorities to arrest and jail people for ‘being intimidating’ based on the location they were begging in, instead of the nature of their behaviour⁵⁰. This legislation has received widespread criticism from human rights organisations and highlights the extent to which non-citizens facing poverty are pushed out of the country⁵⁰. On the other hand, whilst begging is legal in Norway, the issue of begging by foreigners is framed as an issue of human trafficking⁴⁷. As such, policy has been implemented which intends to criminalise the organisation of begging, rather than the beggars on the street directly^{5,47}. Public sentiment is divided in Norway regarding beggars, nevertheless NGOs provide a significant amount of assistance to foreigners who are living on Norwegian streets, with the aim to increase contact of those at risk with public agencies⁵¹. Sweden has adopted yet another approach, intending to address the problem of begging by Roma people through provision of funds to NGOs operating within Romanian and Bulgaria⁴⁷. This aims to decrease the widespread impoverishment which is theorised to motivate people to migrate to the wealthy countries of the EU, and in turn reduce the occurrence of begging within Sweden⁴⁷.

What becomes evident from the comparison between the Scandinavian countries is that their issue with begging is primarily associated with the Roma people, rather than the state’s citizens. This is likely due to the discrepancies in welfare available between citizens and foreign nationals^{47,52}. Begging typically stems from social inequalities in housing, income, and from health-related issues (amongst other contributing factors). Given the Scandinavian welfare-states’ provision of comprehensive benefits to their citizens, there is a low proportion of citizens in situations where begging becomes the most viable option⁵². On the other hand, these countries become hot spots for immigrants who do not have access to the same welfare benefits, yet still seek to take advantage of the opportunities presented⁴⁷. When they are unable to support themselves there is very little support available for them, with begging becoming the last resort⁴⁷.

Similarly, in South-East Asia (SEA) there is a phenomenon termed ‘begpacking’ (‘begging’ and ‘backpacking’), where tourists beg, busk, or sell small wares in public to fund their travels, often behind signs with messages such as ‘please help fund my travel’^{53,54,55,56}.



Pictured here (left)⁵⁵ are two tourists selling photos, an illegal work practice on a tourist visa. They are often accompanied by signs such as that in Image 2 (right)⁵⁴.

This has been heavily critiqued with begpackers deemed entitled and unethical, reinforcing colonial attitudes towards the region as a place of spiritual enlightenment and a ‘playground for white people’⁵³. Those engaging in begpacking are exploiting the generosity of the oftentimes poorer population of SEA and utilising their kindness to travel cheaply. Given the expenses required for people in SEA to travel to many Western countries, with payment required to apply for a visa (which is not necessary when tourists visit SEA countries), there has been much outrage^{56,57}. Various tactics have been employed to combat this trend; Hong Kong has implemented busking laws, cracking down on people without relevant permits ‘working’ whilst on tourist visas⁵⁸, Thailand authorities are ensuring that tourists have enough money to travel, with people required to have at least ฿10,000 (equivalent of \$480 AUD) at immigration checkpoints⁵⁹, and Indonesia police have begun to arrest people partaking in the practice, taking them to their respective embassies for deportation⁵⁵. Whilst the underlying cause of this form of begging in SEA differs from the Scandinavian context above, similar measures are utilised which intend to prevent people who may engage in begging from entering the country or allow deportation of those caught. In addition to ‘begpackers’, many people in the Global South beg due to problematic labour markets (low education levels, limited employment opportunities, security issues) and poor or no access to welfare protection for citizens⁴. Research indicates that begging occurs in these contexts due to a lack of labour market opportunities, rather than an inability to engage in work, contrasting with the Global North context which is the primary focus of this paper⁴.

In the USA, panhandling (begging) also presents a significant issue. In contrast to Europe and SEA it is committed primarily by citizens, but unlike other locations where this is also the case, American panhandlings are predominantly ethnic minorities^{4,60}. The legality of panhandling differs between states, but due to restrictions on widespread bans of individual expression stemming from laws protecting the right to freedom of speech, it remains legal in many jurisdictions^{61,62,63}. Despite this, specific laws which prevent panhandling in certain locations have been implemented, and there has been an increase in calls for widespread bans and criminalisation of the act despite their potential to impede on freedom of speech/expression laws therefore being deemed unconstitutional⁶⁴. In the US, panhandling is predominantly conducted by homeless males of African American descent, with an average age of 38.4 years⁶⁰. A stark contrast to the Scandinavian context discussed above, where immigrants were the primary offending demographic. The significant structural and social inequalities prevalent in the US such as increased CJS involvement, decreased educational attainment, and racialized housing discrimination have contributed to the overrepresentation of black Americans in the homeless and panhandling population^{65,66}.

Similar structural barriers and significant intergenerational trauma has negatively affected Indigenous people in Australia⁶⁷. Over-policing and racialized child protection policies has culminated in an overrepresentation of Indigenous people in the CJS, and a greater proportion of people experiencing disadvantage and complex needs (such as alcohol and substance misuse problems, and mental and physical health difficulties)^{67,68}. Whilst Victoria has the lowest percentage of Indigenous people at 1% (8.1% of Indigenous people residing in Australia), this does not mean issues of discrimination and over-policing are not present^{68,69,70}. Historically, Indigenous Australians have been more harshly punished for minor transgressions such as public order offences, with these arrests contributing to continued intergenerational disadvantage, and an overrepresentation within the CJS⁶⁸. As part of the 'Closing the Gap' initiative, diversion of Indigenous people from the CJS towards culturally sensitive support services to reduce overrepresentation within the CJS has been identified as a key area of focus^{71,72}. Subsequently, when considering the enforcement of anti-begging legislation, a culturally sensitive approach must be adopted when Indigenous people are concerned which is conscious of the intergenerational trauma and additional hardship that may be factors contributing to their behaviour. These individuals should be diverted towards trauma-informed support services specifically designed to assist Indigenous people, with care taken to prevent introduction or re-exposure to the CJS.

Furthermore, in America, the lack of effective housing assistance, robust welfare benefits, and health system have contributed to a distinct divide in quality of life experienced by citizens, with many people facing poverty and homelessness^{65,66,73}. This is compounded by the lack of government intervention through services assisting people experiencing homelessness, poverty, and substance abuse issues to re-enter society, instead opting for a punitive approach centring on enforcement of legislation⁷⁴. An extreme example evidencing the effect of the lack of a state welfare system (compared to a poor system), among other issues, is Delhi, India⁷⁵. Despite rapidly modernising, there is significant poverty, with over 20,000 beggars in Delhi alone⁷⁶. This demonstrates the importance of a strong welfare system, but also serves as a warning against the cost cutting of social services and provision of benefits to society's most vulnerable.

The punitive approach by the US to minor crimes exacerbates social divides and fails to address the root causes of issues such as panhandling⁷⁷. Instead of adopting a welfare-based approach, which intends to divert people from the street into support services and reintegrate (or integrate) them back into the community, people are pushed further and further from civilization and the services they require, or imprisoned, which contributes to increased disadvantage^{78,79}. It is important that a similar mistake is not made in Australia, where rehabilitation should be prioritised over further marginalisation and invisibilisation of those suffering on the street.

The UK provides some valuable insights for Australia into enforcement as they share a relatively similar offender demographic. Research in Edinburgh found that 89% of beggars were UK nationals, with 73% having a local connection or recent/current address in the area^{80,81}. However, as noted above, there is a hyper fixation in the UK on begging as singularly funding substance addictions^{4,5,82,83,84}. This fails to acknowledge the complex motivations for engaging in begging and contrasts with international literature^{4,5}. As such, the approach by the UK primarily revolves around alcohol and substance abuse support services and CJS interventions. Darlington Borough Police have developed an approach which focuses on empathy (understanding the underlying issues and needs of those begging – enabling direction towards appropriate services), engagement (sharing intelligence, systematic approach towards individuals – development of support plan, regular street monitoring, provision of information on accessing support, multiagency approach – sharing intelligence and referrals), education (of public through DGS), enforcement (utilising alternatives to fines, working with courts to produce sentences which address underlying causes of begging, encourage behavioural change without use of CJS, sharing information between law enforcement agencies)⁸⁵. Similarly,

Nottingham City Council's (NCC) begging strategy centres on three core values; shelter – everyone should have a roof over their head, support – increasing signposting and accessibility of support services, enforcement – utilising police-led coercive entry into substance abuse treatment programs⁸⁶. NCC's plan highlights the focus on substance abuse as a cause of begging, and whilst using coercive welfare in Australia is a viable avenue it must be more robust and able to assist with a greater variety of causal factors. Additionally, Darlington Police's systematic reporting and referral process would be very beneficial to CoM, allowing for easier cross-agency follow-up and create the framework for a clear enforcement process with specific steps for diversion before CJS involvement is required as a last resort.

Compared to America and Europe, the primary demographic in Australia engaging in begging are white Australian males, aged 35-54 years^{5,87}. It is theorised that this demographic does not possess the coping mechanisms necessary to deal with health issues, unemployment, the breakdown of relationships, or substance abuse and dependency issues^{5,88}. Furthermore, a low rate of engagement with support services had been identified⁸⁹. Given the differences between this demographic, the beggars in Scandinavia (predominantly Roma immigrants), tourists in SEA, and the US (predominantly racial minorities), the approach to enforcement must be different. In 2013, Victoria Police, the City of Melbourne Council, and the Salvation Army (with involvement from organisations such as the Magistrate's Court and Homeless Law), conducted a joint operation coined Operation Minta, to enforce begging laws throughout the City of Melbourne⁹⁰. People were arrested and charged under s49A of the *Summary Offences Act 1966 (Vic)*⁹¹. If they were deemed appropriate for a diversion program operated by the Salvation Army their matters were postponed by three months to allow for its completion, and charges were subsequently dropped. If individuals were not placed into the diversion program their cases were heard in the magistrate's court. In 2016, 26 people were charged and referred to the Melbourne Magistrate's Court; 8 were placed in the diversion program, 1 chose not to apply for diversion, and 17 failed to appear at the hearing. Of these 17, 14 failed to appear for the adjourned hearing and warrants were issued for their arrests⁹². This highlights the danger of addressing a health and wellbeing issue through the criminal justice system, with offenders receiving fines and imprisonment, resulting in detrimental criminal records that further entrench them in the cycle of crime and poverty⁹³. Whilst enforcement is necessary, there must be an incremental approach which prioritises diversion into welfare and towards appropriate support agencies, only utilising the CJS as a last resort. This intends to mitigate the risk of increasing the vulnerability of at-risk individuals, further compounding the problem.

However, enforcement strategies employed using this methodology in England have seen limited success due to poor policing strategies and the lack of a detailed framework which provides individuals (beggars and law enforcement authorities alike) a clear outline of the procedure, from initial engagement through to enforcement⁵. Current enforcement techniques risk displacement of individuals and actions, with beggars resorting to other forms of petty crime, such as theft, to survive⁹⁴. This demonstrates the necessity of adopting a holistic approach, which targets both the causes of begging, namely homelessness, poverty, and substance abuse, whilst also diverting people already engaging in the practice.

For enforcement to be an effective deterrent in reducing begging it must be consistent, not necessarily severe. Research has found that certainty of apprehension is the most important factor in deterrence, not the severity of punishment associated⁹⁵. This exemplifies the need for consistent and thorough enforcement to effectively deter begging, rather than utilisation of harsh punishments or operating in an authoritative fashion with increased application of sanctions. Historically move on orders have been the primary tool used to combat begging, however they have been used sporadically, with a lack of consistency from police and local law officers⁹⁶. Since the Summary Offences Act was instated, the role of the police has arguably shifted from maintenance of public order, across to criminal investigation and crime prevention⁹⁷. This is exemplified through the lack of consistent enforcement of anti-begging (and other public order offences) legislation across the globe, with many countries ignoring the issue (whether illegal or not)^{4,98,99}, failing to prosecute offenders and utilise move on orders, or provide a welfare-based alternative solution. This has also occurred in the City of Melbourne, resulting in a lack of deterrence due to the perception that begging laws are not enforced by police, and rarely by local council officers. However, it is worth noting that anti-begging laws may not deter individuals regardless of enforcement due to the survival nature of the act, emanating from personal desperation, rather than a logical cost-benefit analysis by the individuals^{4,64}.

The ineffectiveness of increased severity of punishment (or threat of) is further exemplified through examination of financial penalties. Fines issued for begging violations are unlikely to be paid without further criminal activity (through begging or other petty crimes) and additional costs to the criminal justice system, if at all^{43,44}. The Canadian research discussed above highlights the ineffectiveness of fines for crimes of financial desperation, with only 0.2% of fines for begging paid over a 10-year period. Some individual's accumulated up to \$25,000 (CAD), a debt that is unreasonable and unpayable for people struggling to pay for

accommodation, food and other necessities, subsequently requiring people to endure a period of imprisonment as compensation⁴³. This is further exemplified by Operation Minta, where despite attempts to direct people into diversion programs through court proceedings, the lack of court attendance resulted in a number of arrests and warrants⁹². This places an additional unnecessary burden upon the CJS and places at-risk individuals into an environment which fails to aid their complex needs, compounding their struggles and further disadvantaging them upon release⁹⁰.

In Victoria between July 2020 and June 2023, 19 fines were issued for violations of begging/gathering alms laws, with a further 10 people imprisoned¹⁰⁰. Neither of these punitive actions are appropriate responses to the crime, given the complex needs of individual's engaging in the act. Fining people who are begging can have the unintended effect of increasing the individual's need to beg or commit other crimes to pay off the sanction and obtain the additional income originally desired⁶. As one beggar put it, 'we end up having to beg just to pay off the begging fine'⁶. Imprisonment is also inept at effectively punishing begging and preventing recidivism as it further inhibits an individual's ability to make positive life changes, resulting in a detrimental effect to their employability, use and connection with support services and case workers, and relationships^{4,43,79}. This illustrates the unsuitability of the sanctions available to enforce begging laws, which further exacerbate the underlying factors generating the undesirable behaviour.

As discussed above, implementation of CCOs to 'punish' begging offenders may be an avenue for positive change. By imposing a sanction which is easily adherable and does not require monetary redress, whilst also keeping people within the community and out of prison, beggars can be further connected with support services and agencies assisting to alleviate the conditions from which their behaviour stems¹⁰¹. Whilst continued failure to meet the stipulations set in the incremental enforcement framework or violation of the conditions for the CCO may still result in fines or imprisonment, it is important to implement a process which aims to collaborate with beggars, prioritising rehabilitation and community integration, rather than adopting a punitive approach relying on CJS interventions.

Recommendations:

- A) Development of an incremental enforcement framework which clearly outlines the process for creation of profiles, referral of offenders, progress tracking, and escalation procedure.

- B) Emphasis on a welfare-based enforcement approach that focuses on diversion instead of CJS interventions
- C) Exploration of the potential to utilise community corrections orders (CCO) in the place of fines and lengthy court proceedings
- D) Trauma informed and culturally sensitive approach when engaging with Indigenous people which prioritises support and referral over enforcement and CJS involvement.

Approaches to Preventing Public Consumption of Alcohol

The legality of public consumption of alcohol (PCA) varies greatly around the world, and even within Australia, with blanket bans^{102,103,104}, area specific restrictions^{105,106} and time-based limitations^{107,108} implemented in different locations. These legislative approaches reflect contrasting beliefs in the effect of PCA upon public health, safety, and violent incidents. Whilst the dominant contention in Western culture links normalisation of alcohol through public consumption with an increased prevalence of underage drinking, binge drinking, alcohol-fuelled harms, and other public disorders¹⁰⁹, there are many exceptions. For example, Colombia recently repealed legislation which made personal drug use and PCA illegal, implemented during a 'war on drugs'-like policy approach by the right-wing government. This was overturned by the courts, deeming it unconstitutional to restrict individual's right to alcohol and drug consumption¹¹⁰. Furthermore, across Europe many countries have little to no top-down restrictions on PCA, either criminalising drunkenness or violations of public orders, or implementing local government area (LGA) specific legislation. Opposition to the bans cite 'healthy' drinking cultures developed through normalisation of alcohol as a protective factor against harms such as binge drinking, however this perspective is not well supported.

Despite extensive research, in some countries where alcohol-related social problems are prevalent, PCA remains widely legal. However, over the last 15 years there has been an increase in LGA restrictions on PCA, corresponding with an increase in bars and restaurants making use of the outdoors spaces offered by their venues, whether this be footpaths, beer gardens or rooftops¹¹¹. This raises questions surrounding the intent of PCA-restricting laws: do they seek to promote increased public health? Do they exist to aid local businesses in achieving monopoly over consumption of alcohol in (semi)-public spaces? Or are they targeted at minorities with whom problematic behaviour is associated?

Research indicates that despite the increased commonness of PCA bans there is a lack of evaluation or evidence to support their effectiveness¹¹². They have been found to have a disproportionately negative effect upon minorities such as youth (who are unable to legally drink in licensed venues), the homeless (who do not have a private residence to drink in, nor the funds to purchase alcohol in licensed venues), and lower socioeconomic demographics^{111,112}. These laws are under-enforced, inconsistently applied and targeted towards the same groups of people, with a minority of public drinkers receiving a majority of fines. Furthermore, despite increasing the perception of safety and improving the amenity of space through reduced waste and litter^{106,113}, there is inconclusive evidence that PCA bans reduce alcohol-related crime and violence¹¹², with no causal relationship found. Instead, individuals are displaced to more secluded drinking spaces, moving the 'problem' from one space to another, negatively affecting a different group of people who are now exposed to the unwanted behaviour, and potentially exposing the drinkers to increased danger due to decreased public presence and lack of assistance should it be required (due to health issues or after an assault for example)^{111,112}.

Regardless of the behaviour's legality, PCA is seldomly addressed through the CJS, instead, move on orders, referral to support services, public education, and destruction/confiscation of liquor alternatives are utilised. Whilst the act of PCA is typically not viewed as warranting a punitive response to the extent of a fine, the failure to follow directions of authorised personnel regarding disposal or sealing of liquor containers or moving from the area is enforceable through other laws. Furthermore, illegal and antisocial acts committed whilst consuming alcohol in public are typically addressed through the specific laws they violate, however when these laws fail to prevent the act, or the act is not aptly covered by other legislation, PCA restricting laws may be used as an alternative.

When violations of PCA legislation occur, incidents are typically considered on a case-by-case basis, taking into account the diverse contributing factors and addressing the dominant cause of the behaviour directly in an attempt to reduce recidivism.

- Lack of knowledge: Research indicates that upwards of 60% of people surveyed were either completely unaware or did not properly understand the legislation restricting the consumption of alcohol in public¹¹². This is unsurprising given the vast array of approaches adopted domestically and internationally. In these cases, public education should be prioritised over enforcement, utilising move on orders or confiscation where appropriate.

- Substance abuse issues: There has been a considerable shift towards combating alcohol-related harms through welfare-based responses instead of utilising the CJS¹⁰⁵. This is particularly important when assisting those experiencing substance abuse issues who may also be more prone to PCA. Facilitating entrance into detox programs or similar support initiatives, and referral towards sobering up centres (SUC) should be prioritised where possible.
- Homelessness/poverty: The homeless population are disproportionately affected by legislation which restricts activities in public spaces¹¹¹. Whilst for many 'average' people the consumption of alcohol is part of their normal routine, when homeless this can be criminalised. Due to their lack of a private residence, people are unable to partake in an activity many take for granted and view as 'normal'. It is far more important to address the lack of housing or secure accommodation causing the public aspect of their behaviour, rather than punish the act itself.

Despite the controversial aspects of enforcing discriminative and divisive legislation such as laws preventing the consumption of alcohol in public, there is widespread support from the community¹¹². This is reflected in studies which have found a positive increase in the perception of safety whilst in public, and reports of a more appealing amenity of the general area through reduced rubbish, broken bottles, and the other waste^{112,113}.

Recommendations:

Maintain a welfare-based approach to reduction of public consumption of alcohol which aligns with the wider response to alcohol-related issues through:

- A) Increased public education of the local laws preventing PCA and the harms associated with alcohol consumption.
- B) Continued use of confiscation and move on orders, utilising CJS and police when intermediate measures do not achieve the desired result
- C) Emphasis on referring individuals to the appropriate support services, addressing the underlying factors prompting PCA (see examples from Darebin and Yarra councils)¹¹¹

Conclusion

This review highlights that whilst the exact context of begging within Australia differs to the rest of the world, there are many policies, strategies and programs which could be adapted to play a major role in reshaping the various organisation's ability to effectively manage the begging problem. Across Australia there is a great deal of variation in legislative approaches to beggars (see Appendix B for a breakdown), however the consensus is that people should not be required to beg. This piece demonstrated how a welfare-based enforcement approach could be employed to divert people towards the appropriate support services, whilst acknowledging the difficulties with assisting those who have complex needs and a lack of desire to change their ways. Regardless, preventing people from entering the criminal justice system when other options are available was identified as a priority, intending to mitigate the harms of CJS involvement upon the individual, and reduce the resource cost upon the state and taxpayers.

Similarly, the international and domestic approaches to public consumption of alcohol were examined, highlighting the necessity of addressing complex needs over law enforcement and imposition of punishments (such as fines). Three key areas of intervention were identified:

1. Public education of local laws prohibiting public consumption and the harms of alcohol
2. Welfare-based approach which connects people in need (substance abuse issues, homelessness, poverty etc.) with support services to address the contributing factors to their PCA
3. Continued prioritisation of move-on orders, confiscation and public education over CJS involvement

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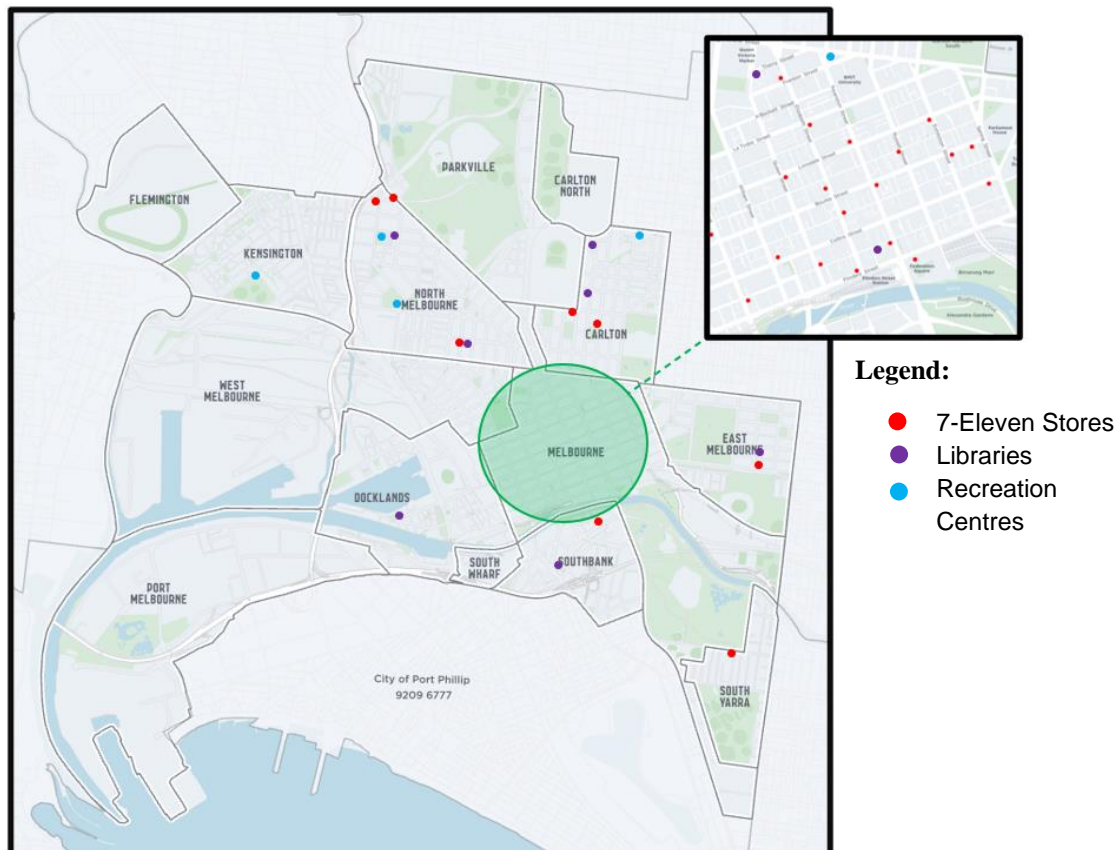
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Appendix A

Map of Potential Physical Donation Points: CoM Municipality



This map outlines the potential locations of physical donation points which could be established across the City of Melbourne as part of a diverted giving scheme to prevent cash donations being made to beggars. Through partnership with 7-Eleven, 27 additional donation points could be established. This is especially beneficial within the CBD given the density of stores and the prevalence of beggars gathering around their storefronts.

Location References:

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2. City of Melbourne Libraries: [Library locations and opening hours | City of Melbourne](#)
3. City of Melbourne Recreation Centres: [Recreation centres | City of Melbourne](#)

Appendix B

Australian State-Based Anti-Begging Legislation				
<i>State/Territory</i>	<i>Legislation</i>		<i>Notes (if req.)</i>	<i>Source</i>
VIC <i>Illegal</i>	Summary Offences Act 1966 (Vic) – S 49A	1) A person must not beg or gather alms. 2) A person must not cause, procure, or encourage a child to beg or gather alms.	Penalty: 12 months imprisonment	114. Summary Offences Act 1966 (Vic). Available here .
NSW <i>Legal but enforced through alternative legislation</i>	Summary Offences Amendment (Intoxicated and Disorderly Conduct) Bill 2011 (NSW) - S 9	A person who: a) Is given a move on direction for being intoxicated and disorderly in a public place, and b) At any given time within 6 hours after the move on direction is given, is intoxicated and disorderly in the same or another public place, Is guilty of an offence with the maximum penalty of 6 units.	Whilst begging is legal, alternative legislation such as this is used to move people on and disrupt the behaviour.	115. Summary Offences Amendment (Intoxicated and Disorderly Conduct) Bill 2011 (NSW). Available here .
QLD <i>Legal but enforced through alternative legislation</i>	Summary Offences Act 2005 (Qld) – S 6	A person commits a public nuisance offence if: a) The person behaves in i) A disorderly way; or ii) An offensive way; or iii) A threatening way; or iv) A violent way; and b) The person’s behaviour interferes, or is likely to interfere, with the peaceful passage through, or enjoyment of, a public place by a member of the public	Begging decriminalised 2 September 2024. Whilst begging is legal, alternative legislation such as this is used to move people on and disrupt the behaviour.	116. Summary Offences Act 2005 (Qld). Available here .
NT <i>Illegal</i>	Summary Offence Act 1923 (NT) – S 56	Any person who: c) Wanders abroad, or from house to house, or places himself in any public place, street, highway, court, or passage, to beg or gather alms, or causes or procures or encourages any child to do so;	Shall be guilty of an offence, punishable by \$500 fine, 3 months’ imprisonment, or both.	117. Summary Offences Act 1923 (NT). Available here .
WA <i>Legal except when involving public transport</i>	Public Transport Authority Regulations 2003 (WA) – R 14	Unless authorised in writing by the chief executive officer, a person who begs or busks in or on a conveyance or a facility commits an offence. Modified penalty: \$100 fine Penalty: \$500 fine	Begging is only criminalised around/on public transport. Criminal laws preventing begging repealed in 2004.	118. Public Transport Authority Regulations 2003 (WA). Available here .
SA <i>Illegal</i>	Summary Offences Act 1953 (SA) – S 12	A person who: a) Begg or gathers alms in a public space; or b) Is in a public place for the purpose of begging or gathering alms; or c) Goes from house to house begging or gathering alms; or d) Causes or encourages a child to beg or gather alms in a public place, or to be in a public place for the purpose of gathering alms; or e) Exposes wounds or deformities with the object of gathering alms	Is guilty of an offence with a maximum penalty of a \$250 fine	119. Summary Offences Act 1953 (SA). Available here .

<p>ACT <i>Legal but enforced through alternative legislation</i></p>	<p>Crime Prevention Powers Act 1998 (ACT) – S 4</p>	<p>Move-on powers:</p> <ol style="list-style-type: none"> 1) Where a police officer has reasonable grounds for believing that a person in a public place has engaged, or is likely to engage, in violent conduct in that place, the police officer may direct the person to leave the vicinity 2) A person shall not, without reasonable excuse, contravene a direction given in accordance with subsection 1). 	<p>Begging is legal in the ACT, but vaguely defined move-on powers allow police discretion to address begging when deemed problematic.</p>	<p>120. Crime Prevention Powers Act 1998 (ACT). Available here.</p>
<p>TAS <i>Legal but enforced through alternative legislation</i></p>	<p>Police Offences Act 1935 (Tas) – S 13</p>	<p>A person shall not, in a public place:</p> <ol style="list-style-type: none"> a) Behave in a violent, riotous, offensive, or indecent manner b) Disturb the public peace c) Engage in disorderly conduct d) Jostle, insult, or annoy any person e) Commit any nuisance; or f) Throw, let off, or set fire to any firework 	<p>Whilst begging is legal in Tasmania, public annoyance legislation has been reappropriated to ‘move on’ beggars.</p>	<p>121. Police Offences Act 1935 (Tas). Available here.</p>

Appendix C

Australian State-Based Public Consumption of Alcohol Legislation				
State/Territory	Legislation		Notes (if req.)	Sources
VIC <i>Legal except when otherwise declared by local laws.</i>	Local Government Act 2020 (Vic)	1) Local laws concerning alcohol consumption in public places are predicated by Division 3 (Local Laws) of the Local Government Act 2020.	No state-based legislation prohibiting the public consumption of alcohol, as such approaches differ between LGAs (see examples of Melbourne metropolitan councils here).	122. Local Government Act 2020 (Vic). Available here . 123. VicHealth Local Laws in Metro Council. Available here .
NSW <i>Legal except when in alcohol-free zones (AFZ)</i>	Local Government Act 1993 (NSW) – S 642	A police officer or an enforcement officer may seize any alcohol (and the bottle, can, receptacle or package in which it is contained) that is in the immediate possession of a person in an alcohol-free zone if: a) The person is drinking alcohol in the AFZ, or b) The officer has reasonable cause to believe that the person is about to drinking, or has recently been drinking, alcohol in the AFZ	PCA is legal except in designated alcohol-free zones determined by local councils.	124. Local Government Act 1993 (NSW). Available here .
QLD <i>Illegal except when in designated ‘wet areas’</i>	Liquor Act 1992 (Qld) – S 173B	A person must not consume liquor in: a) A public place that is: i) A roach; or ii) Land owned by, or under the control of, a local government, other than a conservation park or resources reserve; or iii) Relevant land prescribed under a regulation or b) A doorway, entrance or vestibule that gives access to premises from a public place mentioned in <i>paragraph (a)</i>	PCA only legal in designated ‘wet areas’	125. Liquor Act 1992 (Qld). Available here .
NT <i>Legal except in specific locations or when otherwise declared by local councils</i>	Liquor Act 2019 (NT) – S 171	A person must no consume liquor in any public place (or in a vehicle at a public place) in the following locations: a) Alice Springs b) Darwin c) Katherine d) Palmerston e) Tennant Creek f) The Darwin Waterfront Precinct g) Any local government area that a local council declares, by notice published on the council’s website, to be subject to this prohibition h) Any place not within a location specific by paragraphs (a) to (g) but within 2km of licensed premises i) Any place prescribed by regulation	PCA is legal across the NT except in the location specified and when within 2km of a licenced premises.	126. Liquor Act 2019 (NT). Available here .
WA <i>Illegal</i>	Liquor Control Act 1988 (WA) – S 119	(1) A person who consumes liquor in any place or on any premises, including any park or reserve, without the consent of the occupier, or of the person or authority having control, or that place or those premises commits an offence	Illegal across WA	127. Liquor Control Act 1988 (WA). Available here .
SA	Liquor Licensing Act 1997 (SA) – S 131	(1) The Minister may, by notice in the Gazette, prohibit the consumption or possession or both of liquor in the public place or public places specified in the notice (a) Subject to this section, a council may, by notice in the Gazette, prohibit the consumption of possession or both of liquor in the public place or public places within	Legal unless designated as a ‘dry area’ through publishing notices in the Gazette	128. Liquor Licensing Act (SA). Available here .

<i>Legal except in 'dry areas'</i>		the area of the council specified in the notice during the period (not exceeding 48 hours) specified in the notice		
<p>ACT</p> <p><i>Legal except in specified locations and alcohol-free places</i></p>	<p>Liquor Act 2010 (ACT) – S 198/199</p>	<p>Alcohol-free places (S 198):</p> <p>(1) A regulation may prescribe a place to be a place where liquor and low-alcohol liquor must not be consumed (a <i>permanent alcohol-free place</i>)</p> <p>(2) The commissioner may declare a public place to be a place where liquor and low-alcohol liquor must not be consumed for a stated period not longer than 1 month (a <i>temporary alcohol-free place</i>)</p> <p>Offence – consume liquor at certain public places (S 199):</p> <p>(1) A person commits an offence if:</p> <p>a) The person consumes liquor or low-alcohol liquor; and</p> <p>b) The liquor or low-alcohol liquor is consumed at:</p> <ul style="list-style-type: none"> i. A bus interchange; or ii. A bus station; or iii. A light rail stop; or iv. A place that is within 50m from the above and: <ul style="list-style-type: none"> D. A shop; or E. Licensed premises or permitted premises; or v. A permanent alcohol-free place; or vi. A temporary alcohol-free place 	<p>Legal except in specified locations and alcohol-free places</p>	<p>129. Liquor Act 2010 (ACT). Available here.</p>
<p>TAS</p> <p><i>Illegal</i></p>	<p>Police Offences Act 1935 (Tas) – S 25</p>	<p>(2) A person must not consume liquor in a public street or in any public place that is prescribed by the regulation for the purposes of this section.</p>	<p>Illegal</p>	<p>130. Police Offences Act (Tas). Available here.</p>

Appendix D

Legality of Begging – International Jurisdiction’s Legislation				
<i>Country</i>	<i>Legality</i>	<i>Notes (if req.)</i>	<i>Legislation (if known)</i>	<i>Sources</i>
England/Wales	Illegal	Vagrancy Act 1824 (UK): - ‘Every person ... placing himself or herself in any public place, ... to beg or gather alms, or causing or procuring or encouraging any child or children so to do; shall be deemed an idle and disorderly person within the true intent and meaning of this Act’.		2. Vagrancy Act 1824 (UK). Available here .
Scotland	Legal	Whilst passive begging was decriminalised in 1982, aggressive begging remains illegal, enforced through anti-intimidation legislation.	Decriminalisation: Civic Government (Scotland) Act 1982 repealed the Vagrancy Act 1824. Enforcement: Criminal Justice and Licensing (Scotland) Act 2010 – S 38	131. Civic Government (Scotland) Act 1982. Available here . 132. Criminal Justice and Licensing (Scotland) Act 2010. Available here .
Ireland	Legal	Begging is largely prohibited unless in accordance with a license, permit or authorisation – passive begging is an exception when it does not meet the criteria (right). Garda Siochana can issue move on orders to those who do not meet the criteria (right) of an offence but are still begging (Criminal Justice (Public Order) Act 2011 – S3).	Criminal Justice (Public Order) Act 2011 – S 2 2. A person who, while begging in any place – (a) harasses, intimidates, assaults or threatens any other person or persons, or (b) obstructs the passage of persons or vehicles, is guilty of an offence	133. Criminal Justice (Public Order) Act 2011. Available here .
New Zealand	Legal	Passive begging is legal in NZ unless there is a local council bylaw (Example: Auckland). Aggressive/nuisance begging can be addressed through Summary Offences Act 1981 (NZ) under section 21 (intimidation).	Local council bylaws – Auckland: Public Safety and Nuisance Bylaw 2013: - <i>A person must not use a public place to wilfully obstruct, disturb, interfere with, alarm, distress, intimidate or harm any other person in their use or enjoyment of that public place</i> Aggressive begging criminalised through Summary Offences Act 1981 (NZ) – S 21: (1) Every person commits an offence who, with intent to frighten or intimidate any other person, or knowing that his or her conduct is likely to cause that other person reasonably to be frightened or intimidated	134. Auckland Council. (2013). Public Safety and Nuisance Bylaw. Available here . 135. Summary Offences Act 1981 (NZ). Available here .
Belgium	Legal	Decriminalised in 1993 through an amendment to the Penal Code. Widespread begging restrictions implemented by local municipalities through their police powers.	Penal Code 1967 (BE) – Art. 342-347 (repealed)	136. Penal Code 1967 (BE). Available here . (French) 137. Human Rights Watch. (2023)
France	Legal	1994: Passive begging decriminalised 2003: Offences created for:	Criminal Code of the French Republic (1994)	138. Criminal Code of the French Republic (1994). Available here .

		<p>1. Exploitation of beggary (Art. 225-12-5) 2. Aggressive begging (Art. 312-12-1) 3. Endangering minors (Art. 225-12-6) 4. Human trafficking and exploitation (Art. 225-4-1)</p> <p>Local governments can create anti-begging measures providing they are time-limited, and for a specific area (example: here).</p>		<p>139. Housing Rights Watch. (2012) – France 140. Derdek, N. (2020). 141. Chrisafis, A. (2011, December 14).</p>
Hungary	Legal	<p>Vague wording regarding passive/silent (use of a sign/cup/hat) vs active begging (approaching people/verbal requests).</p> <p>Criminalised through the Infractions Act II.</p> <p>‘Imploring’ could be used to criminalise all forms of the act; currently ‘silent’ begging is the only legal form.</p>	<p>Infractions Act II (2012) – S 185:</p> <p>(1) A person who engages in begging accompanied by an infant person commits an infraction (2) A person who engages in begging in a public space imploring passer-by or persons in the public space to hand over money and also who mendicates going from house to house or home to home commits an infraction</p>	<p>142. Infractions Act II 2012 (HU). Available here.</p>
Germany	Legal	<p>Begging itself is not a crime on a national level in Germany, however there may be city regulations prohibiting it in specific locations.</p> <p>Exploitation of beggars is a crime (S 232)</p> <p>Theoretically aggressive begging (if physical contact or obstruction is made) can qualify as <i>coercion</i> (S 240) – this has never been done in case law.</p>	<p>German Criminal Code – S 232/240</p>	<p>143. German Criminal Code. Available here. 144. Housing Rights Watch. (2012) - Germany</p>
Italy	Legal	<p>Adult begging decriminalised in 1999; begging with minors remained a criminal act (Article 600 octies).</p> <p>In 2018, ‘harrasive begging’ introduced as an offence (Article 669 bis.)</p> <p>Public decency legislation could also be used in certain situations (Article 726).</p>	<p>Penal Code 1930 (IT) – Article(s):</p> <ul style="list-style-type: none"> - 600 octies - 669 bis. - 726 	<p>145. Penal Code 1930 (IT). Available here. 146. Kompatscher, A. (2021).</p>
Denmark	Illegal	<p>Begging is illegal AFTER receiving an official police warning.</p> <p>It is a precondition for conviction that the begging causes ‘nuisance to the public’.</p> <p>In specific situations a warning is not required, such as in pedestrian zones, transport stations supermarkets.</p>	<p>Criminal Code (DK):</p> <ul style="list-style-type: none"> - §197: Whoever against police warning guilty of begging or allow anyone under 18 who belong to his household, mendicant, punishable by imprisonment for up to six months. Under extenuating circumstances, the penalty may be cancelled. Warning after this clause shall be valid for five years. 	<p>147. Danish Criminal Code. Available here. 148. <i>Dian vs Denmark</i> (2022) 44002/22 DK. https://hudoc.echr.coe.int/eng?i=001-234499 149. Ganty, S. (2024)</p>
Norway	Legal	<p>National anti-begging laws repealed in 2005; however, municipalities have the authority to implement local restrictions on begging, including a total ban (rarely used; example: Bjørnafjorden)</p>	<p>N/A</p>	<p>150. Lein, L. (2016) 151. Norway Today. (2022).</p>
Sweden	Legal	<p>Whilst there is currently no national law prohibiting begging, the Swedish government has presented plans for a national begging ban.</p>	<p>Public Order Act 1993 (SE)</p>	<p>152. Bryant, M. (2024) 153. Kallgren, M.E. (2020).</p>

		Whilst uncommon, municipalities can implement anti-begging legislation through reference to public order national laws.		
Finland	Legal	Begging decriminalised in 1987; but bans have been proposed in parliament several times to combat increased aggressive begging. Begging is not specifically mentioned in the Public Order Act 2003.	Public Order Act 2003 (FI)	154. Housing Rights Watch. (2012) - Finland.
Bangladesh	Illegal	Begging criminalised in 2011; the use of children for begging has been criminal since 1974.	The Vagrants and Shelterless Persons (Rehabilitation) Act 2011 (BD): 9. An officer not below the rank of Sub-Inspector of Police, or an officer authorized by the District Magistrate or Special Magistrate, may, at any time, detain a person from any place if he is convinced that there is a reasonable ground for considering him a vagrant. Vagrant defined as: 'any such person who has no fixed place or space for living or overnight stay or creates public disturbance by wandering around aimlessly or engages in begging from own or being induced by others; but does not include any person who collects and utilizes money, food or aid for charitable, religious or publicly beneficial causes'. The Children Act 2013 (BD): 72. If any person employs any child for the purpose of begging or causes any child to beg, or if any person having the custody, supervision or care of a child indulges or encourages his employment for the purpose of begging, or gives him away for begging, the person shall be deemed to have committed an offence under this Act and shall, for such offence, be punished with imprisonment for a term which may extend to 5 years, or with fine which may extend to Taka 1 lac, or with both	155. The Vagrants and Shelterless Persons (Rehabilitation) Act 2011 (BD). Available here . 156. The Children Act 2013 (BD). Available here .
India	Illegal	Critiqued as overly punitive, failing to address the underlying causes.	Bombay Prevention of Begging Act 1959 (IN): (1) Any police officer, or other person authorized in this behalf in accordance with rules made by the [Chief Commissioner] may arrest without a warrant any person who is found begging: Provided that no person entering on any private premises for the purpose of soliciting or receiving alms shall be so arrested or shall be so arrested or shall be liable to any proceedings under this Act except under a complaint by the occupier of the premises.	157. Bombay Prevention of begging Act 1959 (IN). Available here .
Thailand	Illegal	Backpackers begging in South-East Asia is a significant problem, known as 'begpackers'. This practice is addressed through Section 13(1) and Section 13(3).	Control of Begging Act, B.E. 2559 (2016): Section 13 – No person shall carry out the begging. Any of the follow acts shall be deemed as begging:	158. Control of Begging Act, B.E. 2559 (2016; TH). Available here . 159. Integrity Legal. (n.d.).

			<p>(1) To beg for money for property from others for the living, whether it is carried out orally or by any statement or gesture;</p> <p>(2) Any act done by any means whatsoever to induce another person's compassion and delivery of money or property.</p> <p>(3) The performance of a talent show, whether in the form of musical performance or any other performance, with a view to obtaining money or property from spectators or listeners, a request for money or property amongst friends or relatives or a solicitation of donations under the law on the control of solicitation of donations shall not be deemed as begging under this Act.</p>	
Indonesia	Illegal	<p>Due to a decentralised government system, laws may differ at a regional level.</p> <p>For example, in Kendari corrective measures such as social assistance are used, whereas in Jakarta, Public Order legislation is used to imprison beggars.</p>	<p>Penal Code of Indonesia: Article 504.</p> <p>(1) Any person who begs alms in public, shall, being guilty of begging, be punished by a maximum light imprisonment of six weeks</p> <p>(2) Begging committed by three or more person above the age of sixteen years shall be punished by a maximum light imprisonment of three months.</p>	<p>160. The Indonesian Criminal Code (Penal Code). Available here.</p> <p>161. Consortium for Street Children. (n.d.). Indonesia.</p>
United States of America	Legal	<p>Known as 'panhandling', this practice is protected as freedom of speech under the First Amendment.</p> <p>Aggressive begging and area specific restrictions can be implemented by municipalities; however, many are deemed unconstitutional.</p> <p>City ordinances must be:</p> <ul style="list-style-type: none"> - Neutral in content - Specific - Leave alternative means of communication available - Serve a government interest that is pressing and legitimate <p>Example: San Francisco</p>	<p>Constitution of the United States: First Amendment</p> <ul style="list-style-type: none"> - 'Congress shall make no law respecting an establishment of religion, or prohibiting the free exercise thereof; or abridging the freedom of speech, or of the press; or the right of the people peaceably to assemble, and to petition the Government for a redress of grievances'. <p>San Francisco Municipal Police Code</p> <ul style="list-style-type: none"> - Section S 120-2 – Aggressive solicitation ban: <ul style="list-style-type: none"> (1) No person shall solicit in an aggressive manner in any public place. 	<p>162. Mead, J. (2018).</p> <p>163. Pufong, MG. (2023).</p> <p>164. U.S. Const. amend. I. Available here.</p> <p>165. San Francisco Municipal Police Code. Available here.</p>
Canada	Legal	<p>Whilst there is no overarching federal law which criminalises panhandling, many municipalities have bylaws which prohibit various forms of panhandling (aggressive/disruptive).</p> <p>Aggressive/disruptive panhandling can be indirectly addressed through S 175 of the Criminal Code.</p>	<p>Criminal Code 1985 (CA)</p> <ul style="list-style-type: none"> - S 175: Causing disturbance, indecent exposure, loitering etc. <ul style="list-style-type: none"> (1) Every one who <ul style="list-style-type: none"> (a) Not being in a dwelling-house, causes a disturbance in or near a public place (iii) by impeding or molesting other persons (c) Loiters in a public place and in anyway obstructs persons who are in that place 	<p>166. Criminal Code 1985 (CA). Available here.</p> <p>167. Consortium for Street Children. (n.d.). Canada.</p>
Brazil	Legal	<p>Anti-begging legislation was repealed in 2009.</p> <p>Use of children to beg is criminalised. Parents who allow their children (whilst minors) to beg may face three months imprisonment. The exploitation of minors through is also a crime.</p>	<p>Law on Criminal Violations (Decree-Law No. 3,688 of 1941) – repealed by Law 11.983/09.</p>	<p>168. Consortium for Street Children. (n.d.). Brazil.</p>

<p>South Africa</p>	<p>Legal</p>	<p>Passive panhandling is legal in SA, however begging which meets the criteria of harassment is criminalised.</p> <p>Local laws have been adopted in some provinces/municipalities which place further restrictions on panhandlers.</p> <p>Example: Cape Town</p>	<p>Protection from Harassment Act 17 (2011):</p> <p>Harassment means directly or indirectly engaging in conduct that the respondent knows or ought to know –</p> <p>(a) Causes harm or inspires the reasonable belief that harm may be caused to the complainant or a related person</p> <p>Cape Town – Streets, Public Place and the Prevention of Noise Nuisances Bylaw 2007 – Section 2:</p> <p>(1) No person, excluding an authorised official or any other official or person acting in terms of the law, shall</p> <p style="padding-left: 20px;">C. Continue to beg from a person or closely follow a person after the person has given a negative response to such begging</p>	<p>169. Protection from Harassment Act 17 (2011; SA). Available here.</p> <p>170. City of Cape Town. (2007). <i>Streets, Public Place and the Prevention of Noise Nuisances Bylaw</i>.</p>
<p>NOTE: Difficulties obtaining specific legislative references due to language restrictions, supplementary sources utilised when required. Subsequently some sources provided are in languages other than English.</p>				

HUMAN RIGHTS COMPATABILITY ASSESSMENT TOOL

The Victorian Charter of Human Rights and Responsibilities (the Charter) is an agreed set of human rights, freedoms and responsibilities protected by law.

Council must observe these rights when making decisions, creating local laws, setting policies and providing services.

This assessment tool is designed to help staff undertake a thorough and methodical assessment of any proposed / recommended policy, plan, procedure or decision and identify whether it impacts upon any of the protected rights or freedoms.

Ensure this assessment is registered in e-Docs with the policy, plan, procedure or decision for corporate records.

Date of Assessment	2 June 2025
Completed by	Kelsey Sully
Responsible Director	Dean Robertson
Responsible Executive	Rick Rwasek
Name of plan, policy, procedure, decision, etc	Security Support Pilot – future state options / Community Safety Officer program.

1. What is the objective of the proposed / recommended policy, plan, procedure or decision?

Council approved a pilot for two security guards who would support local laws officers in executing their duties. This pilot commenced on 7 March 2025 and will conclude on 1 July, subject to approval of a future Community Safety Officer proposal and three month transition period during which the current pilot arrangements would be extended. Community Safety Officers would be authorised to act under the Activities Local Law (Local Law) and be trained to respond to higher risk situations that Local Laws officers would not engage in. This Human Rights Compatibility Assessment is required due to the nature of the program which would see Community Safety Officers engaging with individuals demonstrating on-street behaviours in breach of the Activities Local Law 2024 (Local Law). These individuals may be experiencing some form of vulnerability during the interaction or in the lead up to the interaction. More structurally, there is a power imbalance between individuals in positions of authority and members of the community. Concurrently, there are declining perceptions of safety within the City of Melbourne with the issues in scope for the program, amongst others, attributed as impacting this perceptions. City of Melbourne plays an important role in balancing the complexities of providing public spaces that are safe, clean and free from issues impacting amenity.

Your Assessment:

The Community Safety Officer program engages the human rights of the right to freedom of movement and the right to liberty and security of the person. On one hand, this program could be seen as restricting the freedom of people coming into the city to beg or to engage in the behaviours in scope for the pilot. While doing so would be in breach of the Local Laws, there are some broader rights of freedom of movement which could be impacted by the Community Safety Officer program which is aiming to prevent these behaviours. Concurrently. The right to liberty and security of the person is engaged in two different ways. Firstly, visitors, workers, tourists and residents in the City of Melbourne have a right to go about their lives safely and securely and free from harm and behaviours which impact on their ability to do so could be considered as limiting their right to security. This is further complicated when considering some of the complex needs individuals who are begging, consuming alcohol in public, accessing amenity or displaying other behaviours in breach of the Local Laws may have. On completion of this assessment, the Community Safety Officer program was found to not limit and human rights.

HUMAN RIGHTS COMPATABILITY ASSESSMENT TOOL

2. Is the proposed / recommended policy, plan, procedure or decision likely to engage one or more human rights recognised under the Victorian Charter of Human Rights?

Yes.

Right to consider	Your Assessment - Does the policy, plan, procedure or decision engage the right?
FREEDOM	
<p>Freedom of movement, expression, assembly and association</p> <p><i>People have the right to assemble and meet peacefully, to freely associate with others and to form and join trade unions.</i></p> <p><i>People who are lawfully in Victoria have the right to enter and leave the State, to move around freely within it and to freely choose where they live.</i></p> <p><i>People have the right to hold opinions without interference from the government or from other people. People have the right to seek out, receive and pass on information and ideas of all kinds.</i></p>	Y
<p>Right to liberty and security</p> <p><i>Everyone has the right to freedom and security.</i></p>	Y
<p>A fair hearing</p> <p><i>A person has a right to a fair hearing. This means the right to have criminal charges or civil proceedings decided by a competent, independent and impartial court or tribunal after a fair and public hearing.</i></p>	N

HUMAN RIGHTS COMPATABILITY ASSESSMENT TOOL

<p>Right not to be tried or punished more than once <i>A person must not be tried or punished more than once for the same offence if he or she has already been convicted or acquitted of that offence in court.</i></p>	N
<p>Rights in criminal proceedings <i>A person who is charged with a crime has the right to be presumed innocent until proven guilty, to be informed of their charge and tried without unreasonable delay, the right not to be compelled to testify or confess guilt and the right to have any conviction and sentence reviewed by a higher court.</i></p>	N
<p>Retrospective criminal laws <i>A person has the right not to be prosecuted or punished or acts or omissions that were not criminal offences at the time they were committed.</i></p>	N
<p>Freedom of thought, conscience, religion and belief <i>People have the freedom to have or choose a religion or belief, and the freedom to demonstrate their religion or belief. They can do this privately or publicly – at home, at work or in a place of worship – as part of a group or alone.</i></p>	N
<p>Property rights <i>A person must not be deprived of his or her property except in accordance with law.</i></p>	N
<p>Freedom from forced work <i>A person must not be held in slavery or servitude, or forced to work, except as part of normal civil obligations, as part of a court order, or during emergency situations.</i></p>	N
RESPECT	
<p>Right to life <i>Every person has the right to life and the right not to be arbitrarily deprived of life.</i></p>	N
<p>Protection of families and children <i>Families are entitled to be protected by society and the State. Children have the right to protection according to their best interests, without discrimination.</i></p>	N

HUMAN RIGHTS COMPATABILITY ASSESSMENT TOOL

<p>Cultural rights, including recognition that human rights have a special importance for the Aboriginal people of Victoria</p> <p><i>People of all cultural, religious, racial or linguistic backgrounds have the right to enjoy their culture, declare and practice their religion and use their languages.</i></p> <p><i>Aboriginal persons hold distinct cultural rights and must not be denied the right, with other members of their community to enjoy their identity and culture, to maintain and use their language, to maintain their kinship ties and to maintain their distinctive spiritual, material and economic relationship with the land and waters and other resources with which they have a connection under traditional laws and customs.</i></p>	<p>N</p>
<p>EQUALITY</p>	
<p>Equal recognition before the law</p> <p><i>Everyone is entitled to equal and effective protection against discrimination, and to enjoy human rights without discrimination.</i></p>	<p>N</p>
<p>Entitlement to participate in public life (including voting)</p> <p><i>Every person has the right to take part in public affairs without discrimination. Every eligible person has the right to vote, be elected and to have equal access to the Victorian public service and public office.</i></p>	<p>N</p>
<p>DIGNITY</p>	
<p>Protection from torture and cruel inhumane or degrading treatment, medical or scientific experimentation or treatment without consent</p> <p><i>A person must not be tortured, treated or punished in a cruel, inhumane or degrading way. A person must not be subjected to medical or scientific experimentation or treatment without their full, free and informed consent.</i></p>	<p>N</p>
<p>Protection of privacy and reputation</p> <p><i>A person's personal privacy, family, home or correspondence cannot be unlawfully or arbitrarily interfered with or have their reputation unlawfully attacked</i></p>	<p>N</p>
<p>Humane treatment when deprived of liberty</p> <p><i>All persons deprived of liberty by arrest or detention must be treated with humanity and with respect for the inherent dignity of the person.</i></p>	<p>Y</p>

HUMAN RIGHTS COMPATABILITY ASSESSMENT TOOL

3. Does the proposed / recommended policy, plan, procedure or decision limit any human right?

If you have identified above that a right is engaged by the policy, plan, procedure or decision, you will now need to use the **compatibility matrix** below to assess whether any right you have identified above is limited by the policy, plan, procedure or decision.

If you do decide that there is a possibility of a right being limited, you will need to determine whether such a limitation is justifiable. This is assessed at **Question 4**.

[If you decide that although a right is engaged, the policy, plan, procedure or decision will not result in any limitation of that right, then you do not need to proceed with this assessment tool.]

Right to consider	Possible limitations	Your Assessment - Does the policy, plan, procedure or decision limit the right?
FREEDOM		
Freedom of movement, expression, assembly and association	<ul style="list-style-type: none"> Limits the ability of a person to choose where to live. Proposes surveillance of an individual's movements. Limits the ability to move through, remain in, or enter or depart from areas of public space or on private land. Regulates the format of any expression (eg speech, publication, broadcast, display or promotion). Censors materials or requires review / approval before publication. Regulates / restricts an individual's access to information (including via the internet). Penalises or disadvantages any person on the basis of their opinions. Limits the right to peacefully protest or to come together for a common purpose. Compels membership, or differentiates on the basis of membership of a group, association, or professional body. 	N
Right to liberty and security	<ul style="list-style-type: none"> Authorises the detention of a person with a mental illness. Relates to the management of security of anyone in your care, especially those in involuntary care. 	N
A fair hearing	<ul style="list-style-type: none"> Regulates complaints procedures, restricts review of administrative decision-making or appeals processes, or their impartiality. Reverses the onus of proof of a matter or regulates the way in which 'evidence' is collected and presented. 	N

HUMAN RIGHTS COMPATABILITY ASSESSMENT TOOL

Right not to be tried or punished more than once	<ul style="list-style-type: none"> Allows a person to be punished a second time for the same 'offence'. 	
Rights in criminal proceedings	<ul style="list-style-type: none"> Affects the presumption of innocence. Deals with the admissibility of 'evidence' or restricts access to material to be used as 'evidence'. Regulates the procedures for investigation and prosecution of 'offences' or the bringing of disciplinary actions. Regulates requests to appeal/review a decision, or establishes time limits on the lodging of complaints or appeals. Regulates the representation of an 'accused', or their access to support persons, advisors, assistants, or interpreters. 	N
Retrospective criminal laws	<ul style="list-style-type: none"> Imposes sanctions for conduct that, at the time undertaken, was not contrary to policy, procedure or practice. Applies more severe penalties for conduct than existed at the time the conduct was undertaken. Fails to apply less severe penalties if penalties have decreased since the conduct was undertaken. 	N
Freedom of thought, conscience, religion and belief	<ul style="list-style-type: none"> Promotes, restricts or interferes with religion or beliefs or requires disclosure of religion or belief. Impinges upon or disadvantages a person because of the person's opinions, thoughts or beliefs. Affects a person's worship, observance, practice, teaching, or proselytising their religion or belief. Requires acts or conduct, or imposes conditions on benefits that prevent adherence to religion or belief. Sets dress codes (possibly for safety or hygiene reasons) that do not accommodate religious dress. Restricts the capacity for those in your care or control to comply with the requirements of their religion. 	N
Property rights	<ul style="list-style-type: none"> Provides for acquisition, seizure or forfeiture of a person's property. 	N
Freedom from forced work	<ul style="list-style-type: none"> Compels the provision of any labour or the performance of any service under threat of a penalty. 	N

HUMAN RIGHTS COMPATABILITY ASSESSMENT TOOL

RESPECT		
Right to life	<ul style="list-style-type: none"> Impacts on the way services are provided, or how and whether these services can be accessed. Establishes procedures for the management of those held in your care. 	N
Protection of families and children	<ul style="list-style-type: none"> Affects the ability to form and maintain close or enduring personal relationships or fails to recognise them. Regulates the obligations of family members towards each other, including parents and guardians towards children. Affects the welfare of children within the family or your care. 	N
Cultural rights, including recognition that human rights have a special importance for the Aboriginal people of Victoria	<ul style="list-style-type: none"> Limits the observance of any religious practices, regardless of the religion. Restricts people's capacity to declare or make public their affiliation to a particular racial, religious or cultural group. Limits or prohibits communication in languages other than English, including through the provision of information. Limits the ability of Aboriginal persons or members of an ethnic group to take part in a cultural practice, or otherwise interferes with their distinct cultural practices. Restricts the provision of services or trade on religious holidays. Relates to the preparation and serving of food. May interfere with the relationship between Aboriginal persons and land, water and resources. 	N
EQUALITY		
Equal recognition before the law	<ul style="list-style-type: none"> Attempts to assist those who are socially, culturally and/or economically disadvantaged. Positively discriminates to diminish or eliminate conditions that have resulted in specific groups being disadvantaged. Provides for the delivery of a service to some but not others. Disproportionately impacts on those with a protected attribute under the Equal Opportunity Act (EOA). Restricts eligibility by reference to age or other protected attribute under the EOA. 	Y
Entitlement to participate in public life (including voting)	<ul style="list-style-type: none"> Limits the ability to take part in municipal and parliamentary elections. Regulates participation in public affairs / decision making. 	N

HUMAN RIGHTS COMPATABILITY ASSESSMENT TOOL

DIGNITY		
Protection from torture and cruel inhumane or degrading treatment, medical or scientific experimentation or treatment without consent	<ul style="list-style-type: none"> Affects the physical or mental well-being of a person in a manner that may cause serious physical or mental pain or suffering, or humiliate or debase a person (albeit non-intentionally). Removes or restricts the right to complain about service delivery. Affects the conditions attached to all forms of State care and detention. Authorises a person to be searched or puts in place procedures for conducting searches. Regulates the treatment of persons at, for example, an approved mental health service, a disability or aged care service, or supported residential service. 	N
Protection of privacy and reputation	<ul style="list-style-type: none"> Involves surveillance of persons for any purpose, such as closed-circuit television (CCTV). Involves collection and/or publication of personal information and how it is accessed, used or disclosed. Involves powers of entry, search, seizure, confiscation or forfeiture. Provides for treatment or testing of a service user without their consent. Involves a professional duty of confidentiality. Provides for mandatory disclosure or reporting of information (eg of convictions, injury or illness). Restricts access by individuals to their own personal information. Changes or creates any confidentiality provisions or secrecy provisions relating to personal information. Regulates the storage, security or retention of personal information. Creates an identification system or proposes to link/match personal information across or within agencies. Relates to handling personal information for research or statistics. Involves the interception, censorship, monitoring or other regulation of postal articles and all other communications. 	N
Humane treatment when deprived of liberty	<ul style="list-style-type: none"> Enables you to detain individuals or relates to the conditions under which a person may be detained. 	Y

HUMAN RIGHTS COMPATABILITY ASSESSMENT TOOL

4. Is the limitation reasonable, necessary, justified and proportionate?

A. What is the nature of the right?

Consider the right that is being limited. What right does it provide? Who does it apply to? Why is it a human right that should be protected? How important is the right to a democratic society?

B. What is the nature and extent of the limitation?

Here you should consider the limitation that is being applied to the right. How does the limitation affect persons protected under the Charter? How many people does it affect? How much does the limitation affect a person's way of life? What are the potential consequences of the limitation?

Your Assessment:

C. What is the importance of the purpose of the limitation?

Why, in the particular circumstances, is limiting the right important? Why is there a real need for the limitation being proposed? Look at the objective(s) you identified in Question 1 and consider whether it addresses an area of public or social concern that is pressing and substantial enough to warrant limiting the right. Your explanation should provide relevant and sufficient reasons and briefly describe the consequences of not implementing the plan, policy, procedure or decision.

If you decide that the objective for limiting the right does not seem to be important or significant your plan, policy, procedure or decision is likely to be incompatible with human rights. You will need to think about whether there are other ways to achieve the objective without limiting the right.

If the objective for the limitation does appear to be important and significant, proceed to **Part D**

Your Assessment:

HUMAN RIGHTS COMPATABILITY ASSESSMENT TOOL**D. What is the relationship between the limitation and its purpose?**

Here you should describe the effect of the limitation of the right and whether it is likely to be effective in achieving the objective being sought. Refer back to your answer to Question 1 – think about the problem that the limitation is seeking to address and consider whether the limitation will in fact result in a reduction of that problem. You should be able to establish a rational connection between the legitimate aim to be achieved and the measure limiting the right. If the objective might be legitimate but unless the proposed measure will actually achieve that objective, the limitation of the right is likely to be impermissible.

If you decide that the limitation is not rationally connected to the objective your plan, policy, procedure or decision is likely to be incompatible with human rights. You will need to think about whether there are other ways to achieve the objective without limiting the right.

If you decide that the limitation is likely to be effective in achieving the objective being sought, proceed to **Part E**.

Your Assessment:

E. Are there any less restrictive means reasonably available to achieve the purpose that the limitation seeks to achieve?

Here you should assess whether the limitation of the right is no more restrictive than it needs to be in order to achieve its objective. Answering the following questions will help you to assess whether the limitation of the right is reasonable, necessary and proportionate:

- Are there less restrictive alternatives for achieving the objective, and have they been tried? Look at the objectives you identified at Question 1 and consider whether these outcomes can be achieved only by the proposed limitation of the right. If there is another less restrictive way of achieving the desired outcome, you must explain why that option was not taken.
- Does the limitation involve a blanket restriction or does it allow for different cases to be treated differently? Blanket restrictions will often be considered disproportionate, as it has the effect of imposing limitations in circumstances where they are not really needed.
- Has sufficient regard been paid to the rights and interests of those affected? Proportionality requires that even if the objective of the limitation is of sufficient importance and it has been carefully designed to limit the right as little as possible, it may still not be justified, because of the severity of the effects of the measure on individuals or groups.
- Do safeguards exist to ensure effective guarantees of human rights in practice? For example, does the limiting measure make appropriate provision for procedural fairness and/or effective judicial oversight? Have any discretionary powers been appropriately circumscribed to prevent the risk of abuse or arbitrary exercise of the discretion?

HUMAN RIGHTS COMPATABILITY ASSESSMENT TOOL

Does the limitation destroy the very essence of the right? Think about the right being limited and consider whether there will be anything left of the right after the restrictions are put in place. Remember that no restriction is ever justified if it impairs the very essence of a right.

If your assessment concludes that the limitation is proportionate, the proposed / recommended plan, policy, procedure or decision is likely to be compatible with human rights.

If you decide that the effect of the limitation is likely to be disproportionate to the objective being sought, your proposed / recommended plan, policy, procedure or decision is likely to be incompatible with human rights. You will need to think about whether there are other ways to achieve the objective of the plan, policy, procedure or decision without limiting the right.

Your Assessment:

Final Assessment:

Is the policy, plan, procedure or decisions compatible with the Victorian Charter of Human Rights and Responsibilities?

Compatible

Incompatible

HUMAN RIGHTS COMPATABILITY ASSESSMENT TOOL

Appendix 5

GENDER IMPACT ASSESSMENT

EVALUATION OF OPERATION AVIATOR

Creating equal opportunities for people of all genders and diversities

The program

Major Initiative 50 (MI50) City, Street Safety Initiative, commits to continuing to work with Victoria Police and other agencies to deliver a range of initiatives that improve safety on the streets of Melbourne and within our communities (the city).

Following a resolution on 4 February 2025, City of Melbourne procured the services of Crownland Security to support the safety of Local Laws Officers in conducting their duties while they addressed complex on-street issues.

The 6 week pilot will run from 7 March 2025 to 18 April 2025, and the resolution required a report back to FMC on the evaluation of the pilot outlining the outcome of the pilot and next steps, with consideration given to a parallel trial of social workers in place of security guards; an international review of best practice responses to public consumption of alcohol and begging and advice on future training and support needs of Local Laws Officers.

We have conducted a domestic and international review of begging and the public consumption of alcohol, and while different jurisdictions have different laws these reviews found the need for an enforcement approach to address issues or impacts caused by these behaviors. These enforcement activities should be coupled with additional support for vulnerable people to allow them avoid the justice system or be subject to enforcement action.

We have found this assertive and consistent public presence has had a significant impact on street behaviour, the perception of safety and improved amenity of the City and that a program to address these should be ongoing.

The recommendation from Management is for an additional two Local Laws Teams consisting of a Supervisor and four Officers (supported by a Coordinator) to deal with complex on-street issues on an ongoing basis; or

An additional four Local Laws Teams consisting of a Supervisor and four Officers (supported by two Coordinators) to deal with complex on-street issues on an ongoing basis; and

In addition to ongoing enforcement, investigate appropriate supports for people who may find themselves begging or consuming alcohol in a public place; including diverted giving scheme, improved referrals system, increase social employment and increase financial and AOD advice and support.

Legislative and Policy Context This initiative aligns with:

- The Victorian Gender Equality Act 2020
- The City of Melbourne's Gender Equality Action Plan
- Safe Cities and Safe Public Spaces for Women and Girls (UN Women Global Initiative)
- Victoria's Free from Violence Strategy



GENDER IMPACT ASSESSMENT

Issues

Thinking about gendered issues right from the beginning:

- Possible differences in impacts on people of different genders. Speak with a diverse group of people in your workplace about gender issues.
- Consider intersectionality – the influence of age, ability, indigenous status, culture, religion, sexual orientation, which can expose people to overlapping forms of discrimination and disadvantage.
- Important topics include the needs, preference, perceptions and experiences of women, men and gender diverse people, as well as differences in access owing to cost, transport, safety, child-care etc.
- What evidence might be required to investigate?

3. Identifying Gendered Inequalities and Considerations Women, gender-diverse individuals, and other vulnerable groups experience higher rates of street harassment, violence, and discrimination. The introduction of a new specialised team must consider these dynamics to ensure the initiative supports all members of the community equitably.

Questions to Consider:

1. Are there any unintended consequences of increasing on street presence that may negatively impact specific gender groups?
2. How can we ensure that the initiative does not disproportionately impact marginalised communities, including women, gender-diverse individuals, and First Nations people?

4. Potential Gendered Impacts

4.1. Safety and Perceptions of Security

- Women and gender-diverse individuals may feel safer with a more visible on street presence but may also be wary of increased surveillance and enforcement practices.
- An increased presence in authority figures could have a deterrent effect on anti-social behaviour but may also lead to unintended intimidation, particularly among marginalised communities.
- Ensuring new staff members are trained in gender-sensitive and trauma-informed approaches is critical to fostering trust and inclusivity.
- Women who are begging on the street may feel intimidated by the presence of authority figures They may also have trauma associated with male violence, which could heighten feelings of fear and vulnerability.
- Aboriginal and Torres Strait Islander people and other vulnerable individuals may also have increased feelings of intimidation due to past experiences with authority figures and enforcement practices.

Questions to Consider:

3. How can staff be trained to handle gender-based violence, harassment, and discrimination appropriately?
4. How will this new team be held accountable for their interactions with the public, particularly concerning gender-sensitive issues?

4.2. Interaction with Diverse Communities



GENDER IMPACT ASSESSMENT

- Marginalized groups, including women experiencing homelessness, First Nations people, and LGBTIQ+ individuals, may have different experiences with law enforcement.
- The use of tools such as OC spray and batons should be carefully considered, ensuring they do not contribute to fear or over-policing of vulnerable groups.

4.3. Workplace Safety and Gender Considerations for Staff

- Staff must be trained to recognise and appropriately respond to gender-based violence or harassment that Local Laws officers or the public may face.

Evidence and analysis

Learn about the differences between men and women (or at least about women)) in their needs, preferences, circumstances and access to the initiative. Sources could include:

- *Internal data – existing discussions with residents, advisory committees, community reps or service providers, surveys, existing staff knowledge, service usage among people or communities targeted by the initiative.*
- *Desktop research - information about broad social conditions, benchmarking, implications for staff in the initiative*
- *Meaningful consultation with stakeholders*
Note: disaggregation of data will provide the best possible information.
- *What is the evidence telling you?*
- *Who is getting a service/access/benefit and who is missing out?*
- *Is the initiative perpetuating existing stereotypes and inequalities?*

Data will be collated over the course of the trial

Questions to Consider:

5. What data will be collected to assess the impact of the initiative on different genders?
6. How will gender-disaggregated data be used to refine and improve the initiative over time?

Proposed Option	Method	Benefits	Costs, Risks and Impact	Overall gender impact / response

Recommendation/s



GENDER IMPACT ASSESSMENT

5. Recommendations to Promote Gender Equity

1. **Gender-Sensitive Training:** Require all staff members to complete gender-responsive, trauma-informed, and cultural competency training.
2. **Diversity in Hiring:** Prioritise employing a diverse workforce, including women and gender-diverse individuals.
3. **Community Consultation:** Engage with women's advocacy groups, LGBTIQ+ organizations, and diverse community members to shape the implementation strategy.
4. **Data Collection and Monitoring:** Track and analyze gender-disaggregated data on safety incidents, public perceptions, and engagement with security personnel to ensure continuous improvement.
5. **Clear Public Messaging:** Ensure communication materials highlight the role of this new team as supportive rather than punitive to foster community trust.
6. **Accountability Measures:** Establish a complaint and feedback mechanism that allows individuals to report concerns related to staff interactions, ensuring transparency and accountability.

6. To Be Considered For any questions that currently do not have definitive answers, further research, stakeholder engagement, and data collection will be necessary to ensure the initiative is designed and implemented equitably.



Appendix 6

Future Melbourne Committee

Meeting No. 10

Tuesday 17 June 2025

Agenda Item 6.4

Council Strategic Planning Program

Budget 2025-26 and Revenue and Rating Plan 2025-29 - Submissions Hearing

Question on notice to be appended to the FMC minutes

Question:

There are no funds carried forward into financial year 2024-25 (on p407). But on 27 August last year, Council resolved to "approve the carry forward of capital funds into 2024-25, including 100% of unspent funds within the cycle infrastructure program." The report to that meeting said that this was \$1.75m. So why is that carry-forward not represented in the report on p407?

Response:

The decision to allocate the carry forward funds of \$1.75 million to the Capital Budget during the financial year 24/25 was contingent on the necessity of those funds to complete cycle infrastructure works. As the allocated \$4 million was sufficient for scoped and permit-approved works, these funds were not required to be spent.

Excerpt from Future Melbourne Committee meeting minutes – 17 June 2025.**Proposed changes are tracked.****6.3 Security Support Pilot – Evaluation and Future State**

Cr Liu returned to the meeting at 6.49pm.

The report from management included the following executive summary:

1. The purpose of this report is to report back to Future Melbourne Committee (FMC) on the outcomes of a pilot established to support the safety of Local Laws officers, which also considers a parallel trial of social workers in place of security guards; an international review of best practice responses to public consumption of alcohol and begging; and advice on future training and support needs of City of Melbourne on-street compliance officers.
2. In February 2025, FMC approved a pilot which provided for two contracted private security guards to support the safety of Local Laws Officers whilst they are working to enforce Local Laws relating to on-street behavioural issues, including the public consumption of alcohol and begging. Following an initial 6-week trial period (7 March – 17 April 2025), the trial was extended for a further 10 weeks and concludes on 1 July 2025.
3. An evaluation of the pilot has been conducted which included the analysis of key operational metrics, observational data from on-street activity, an Intercept Survey and direct stakeholder engagement. Importantly, the evaluation identified improved safety and perceptions of safety of Local Laws Officers. There are less defined results relating to perceptions of safety, possibly due to the short tenure of the pilot and low community awareness of the pilot as revealed by the Intercept Survey. While the pilot has led to several referrals to support services, further work is required with existing support service providers to support individuals engaging in behaviours which may not align to an existing referral pathway.
4. Considering the positive pilot outcomes and the ongoing need to provide a visible on-street presence, FMC is asked to endorse a proposed approach to enable the establishment of a Community Safety function within the City of Melbourne. The Community Safety function will aim to reduce reports and observations of on-street behaviours which breach the Local Laws in hot-spot and high-footfall locations in the city while also aiming to improve support for vulnerable people and impact declining perceptions of safety within Melbourne.
5. The Community Safety function proposal has been informed by the pilot evaluation, a literature review of a variety of legislative and policy approaches and stakeholder feedback. The Community Safety function aims to strike a balance between principles of deterrence and enforcement, prevention and early intervention to enable a visible and consistent response to on-street issues while addressing the underlying drivers of complex on-street behaviours and providing support for vulnerable people through existing support services.
6. A transition approach has been developed, which will include the development of an ongoing monitoring and evaluation approach for the Community Safety function which includes undertaking baselining of the current state. It is proposed that reviews would be undertaken at six monthly intervals, with reports back to Council to be provided.
7. To provide continuity of service with the current on-street security presence, the current contracted arrangement with CrownLand Security is proposed to be extended for three months within the General Manager delegation/exemption.

Documents to be appended to the minutes

Cr Dr Ball requested the following documents be appended to the minutes:

- the evaluation of the security guard pilot (Appendix 1)
- the legal analysis of the proposal (Appendix 2)

- the international review of best practice responses to begging & public consumption of alcohol (Appendix 3)
- the Human Rights Charter assessment of the proposal (Appendix 4)
- the gender impact assessment of the proposal and the recommendations arising from that assessment (Appendix 5).

Rick Kwasek, General Manager Infrastructure and Amenity agreed to the request.

Items of correspondence were received from:

- Luke Martin
- Saifan
- Janine Pattison, Southbank
- Neighbourhood Watch
- Vijay
- Nicholas Edrington
- Lisandra
- Luke Harris, Collins Street Precinct Group
- Kim Davey
- Stan Toohey
- Jane Toohey
- Felix J S Toohey
- Sylvia Hungria
- Lyn Gazal
- Ekaterina Send
- David Malaspina
- Yvonne Singer
- Andre Da Silva
- Patricia Da Silva
- Jenny Eltham
- Gregory Denham

The following people addressed the Committee:

- Karl Hessian
- Aaron Moon
- Meghan Fitzgerald, Fitzroy Legal Service (Zoom)

The following person requested to address the Committee but was not present:

- Patrick Chipp, Homeless Persons Union (Zoom)

Cr Le Liu left the meeting at 6.53pm and returned at 6.55pm.

Cr Liu left the meeting at 7.06pm and returned at 7.20pm.

Moved: Cr Camillo

1. That the Future Melbourne Committee resolves to:
 - 1.1. Endorse the proposed approach to establish an internal Community Safety function within the City of Melbourne.
 - 1.2. Note that, if the draft Budget 2025-26 is approved with funding for the Community Safety function, the General Manager, Infrastructure and Amenity will implement the proposed approach and will provide update to Councillors at intervals of six months from the program's commencement.
 - 1.3. Note the General Manager, Infrastructure and Amenity will extend under delegation the existing contracted security services ~~for three months to~~

enable continued service delivery while transition activities are undertaken. A further briefing will be provided to Councillors as the details and timing of the transition is confirmed.

4.3-1.4. Notes that management will continue to work with the Council to identify opportunities to advocate to Victoria Policy and the State Government for additional opportunities to improve safety and ensure increased support for the underlying drivers, particularly mental health programs.

Seconded: Lord Mayor Nicholas Reece

Cr Dr Ball foreshadowed that she would move an alternate motion in the event that the substantive motion fails.

Cr Dr Ball proposed an amendment to the substantive motion.

Moved: Cr Dr Ball

1. That the Future Melbourne Committee:
 - 1.1. notes the report from management proposing an internal Community Safety function within the City of Melbourne; and
 - 1.2. notes the current trial of contracted private security guards will conclude on 1 July 2025;
 - 1.3. resolves to extend the current trial to 1 Oct 2025; and
 - a) an independent expert review of the proposal for compliance with the Victorian Charter of Human Rights and Responsibilities;
 - b) a comprehensive review of the legal implications of the proposal from management;
 - c) stakeholder engagement among people likely to be subject to such local laws enforcement measures and their representative organisations; and
 - d) publication of: the evaluation of the pilot, and the literature review commissioned by FMC in February, the Gender Impact Assessment and recommendations arising, as cited in the management report, and advice on the training and support needs of City of Melbourne's on-street compliance officers.

Seconded: Cr Griffiths

The amendment was put and lost.

Voted for Cr Dr Ball and Cr Griffiths.

Voted against Lord Mayor Nicholas Reece, Cr Dr Guest, Cr Liu, Cr Le Liu, Cr Scott, Cr Louey and Cr Camillo.

Cr Rowse, being present but having abstained from voting, was ~~were~~ taken to have voted against the ~~motion~~ amendment.

Cr Dr Ball proposed another amendment to the substantive motion.

Moved: Cr Dr Ball

1. That the Future Melbourne Committee:
 - 1.1. Endorses the proposed approach to establish an internal Community Safety function within the City of Melbourne.
 - 1.2. Notes that, if the draft Budget 2025-26 is approved with funding for the Community Safety function, the General Manager, Infrastructure and Amenity will implement the proposed approach and will provide updates to the Future Melbourne Committee at quarterly intervals from the program's commencement.
 - 1.3. Notes the General Manager, Infrastructure and Amenity will extend under delegation the existing contracted security services to enable continued service delivery while transition activities are undertaken. A further briefing will be provided to the Future Melbourne Committee as the details and timing of the transition is confirmed.
 - 1.4. Notes that management will continue to work with the Council to identify opportunities to advocate to Victoria Police and the State Government for additional opportunities to improve safety and ensure increased support for the underlying drivers, particularly mental health programs.

Seconded: Cr Griffiths

The amendment was put and lost.

Voted for Cr Dr Ball and Cr Griffiths.

Voted against Lord Mayor Nicholas Reece, Cr Dr Guest, Cr Liu, Cr Le Liu, Cr Scott, Cr Louey and Cr Camillo.

Cr Rowse, being present but having abstained from voting, was taken to have voted against the amendment.

The motion was put and carried.

Voted for Lord Mayor Nicholas Reece, Cr Rowse, Cr Dr Guest, Cr Liu, Cr Le Liu, Cr Scott, Cr Louey and Cr Camillo.

Voted against Cr Dr Ball and Cr Griffiths.

Future Melbourne Committee

**Meeting No 10
Tuesday 17 June 2025
5:30 pm**

**Town Hall Commons
Melbourne Town Hall Administration Building**

Unconfirmed Minutes



Present

Lord Mayor Nicholas Reece (Chair)
Councillor Dr Olivia Ball
Councillor Rafael Camillo
Councillor Davydd Griffiths
Councillor Dr Owen Guest (Zoom)
Councillor Philip Le Liu
Councillor Gladys Liu (Zoom)
Councillor Kevin Louey
Councillor Andrew Rowse
Councillor Mark Scott

Apology

Deputy Lord Mayor Roshena Campbell

1 Commencement of meeting and apologies

The meeting commenced at 5:32 pm.

The Chair, Lord Mayor Nicholas Reece, welcomed attendees to the meeting, acknowledged the Traditional Owners of the land governed by the City of Melbourne, the Wurundjeri Woi Wurrung and Bunurong / Boon Wurrung peoples of the Kulin, and advised that:

- the meeting was being streamed live and a recording will be made available on the City of Melbourne website.
- apologies were received from Deputy Lord Mayor Roshena Campbell.
- Councillors Dr Owen Guest and Gladys Liu joined the meeting remotely via Zoom.

2 Disclosure of conflicts of interest

The Lord Mayor advised that conflicts of interest should be disclosed as they arise.

3 Confirmation of minutes of previous meeting

Moved: Cr Scott

That the minutes of Future Melbourne Committee meeting No 9 held on Tuesday 3 June 2025 be confirmed.

Seconded: Cr Camillo

The motion was put and CARRIED UNANIMOUSLY

Voted for Lord Mayor Nicholas Reece, Cr Dr Ball, Cr Dr Guest, Cr Griffiths, Cr Rowse, Cr Liu, Cr Le Liu, Cr Scott, Cr Louey and Cr Camillo

4 Matters arising from the minutes of the previous meeting

There were no matters arising from the minutes of the previous meeting.

5 Public Questions

Below is a summary of public questions and responses. The full question time can be heard in the live stream recording of the meeting on Council's website at <https://www.melbourne.vic.gov.au/meeting/future-melbourne-committee-17-june-2025>

Miles and Dodds Reserve

Stephen Singh asked a question relating to whether the third consultation on the Miles and Dodds Pocket Park was valid given it occurred over Easter and many local families were not able to participate.

Cr Griffiths, Environmental Portfolio Lead, thanked Stephen for the question and explained that the third consultation reached more participants than earlier rounds and while the park expansion has been approved, there will be another opportunity to provide feedback during the upcoming road closure process.

Miles and Dodds Reserve

Deborah Rosen asked a question relating to the recently approved Miles and Dodds park expansion, requesting the decision be reversed due to timing of the consultation, local opposition, traffic concerns and a provided suggestion to upgrade existing larger parks nearby instead.

Cr Griffiths, Environment Portfolio Lead, thanked Deborah for the question and advised that the park expansion was approved based on the broad community feedback with future input possible during the road closure process and noted that upgrades to other Southbank parks would require separate Council budget decisions.

Queensberry Street Bike Lanes Project

Aaron Moon asked a question relating to the delay in progressing the Queensberry Street bike lanes project specifically regarding the adoption of the design by Council and seeking approval from the Department of Transport and Planning (DTP).

Lord Mayor Nicholas Reece, Infrastructure Portfolio Lead, thanked Aaron for the question and explained that the Queensberry Street bike lanes project is still in design development, with traffic, parking and greening elements under review, also that progression to detailed design depends on Department of Transport and Planning (DTP) approval and available funding.

Southbound Royal Parade Bike Lanes Project

Aaron Moon asked a question relating to the status and delay of the Southbound Royal Parade bike lanes project, which was initially scheduled to start in early 2025 but has shown no visible progress.

Lord Mayor Nicholas Reece, Infrastructure Portfolio Lead, thanked Aaron for the question and advised that this project is delayed pending a heritage exemption and approvals from Department of Transport and Planning (DTP) making it unlikely to proceed before 2026.

Bike Lane Safety

Anthony Van Der Craats asked a question relating to whether Council will conduct a full safety review of bike lanes involving emergency services due to concerns about their design and public safety.

Lord Mayor Nicholas Reece thanked Anthony for the question and referred it to Rick Kwasek, General Manager Infrastructure and Amenity.

Rick thanked Anthony for the question and advised that Melbourne's bike lane designs follow Austroads standards and are developed in coordination with relevant authorities including the Department of Transport and Planning (DTP) and VicRoads. Rick noted that the design process is rigorous which also considers site constraints and surround elements. Rick invited Anthony to submit any specific concerns to him in writing for further review.

6 Reports from management

There were four reports from Management.

Cr Le Liu as Deputy Lead of the Planning Portfolio assumed the role of Chair at 5:54pm in relation to the report where Council exercised its responsibilities under the *Planning and Environment Act 1987*.

6.1 TPM-2025-15, Melbourne Pathology - 331-381 Footscray Road, DOCKLANDS

The report from management included the following executive summary:

Future Melbourne Committee - Minutes

17 June 2025

1. The Minister for Planning has advised Council of a Ministerial Planning Permit application that seeks approval to convert the existing building located at 331-381 Footscray Road, Docklands into a research and development centre for Melbourne Pathology.
2. The Minister has accepted an application under the state Development Facilitation Program (DFP) due to it meeting requirements as a project which will significantly contribute to Victoria's economy and provide substantial public benefit, including jobs for Victorians.
3. The applicant is Sonic Healthcare (c/o Human Habitats), the owners are Costco Wholesale Australia Pty Ltd. Architects Nettleton Tribe have designed the building and prepared the plans. The estimated cost of the development is \$92 million.
4. The use and development of the land is currently controlled by the Waterfront City Outline Development Plan. The original Development Plan (DP) was approved by the Minister for Planning on 28 November 2003. The proposal requires changes to the DP in addition to a planning permit for the building and works associated with the proposal.
5. The change sought to the DP is through an addendum (refer to Attachment – Addendum to the Development Plan) that would facilitate the change of land use from a 'Bulky Goods / Homemaker / Retail' area to a 'Bulky Goods / Homemaker / Retail and Research and Development Centre'.
6. The planning permit application proposes the adaptive reuse of the existing building by making external upgrades including additional windows to the laboratory spaces and allied offices, internal fit out changes, additional landscaping and improvements to the building's thermal performance (refer to Attachment – Architectural Plans).
7. The project will provide an essential medical and health service, positively contributing to Docklands and increasing the provision of employment and economic activity within the area. The facility will be a state-of-the-art medical research and development hub, operating 365 days a year and employing more than 700 people when operating at full capacity. The adaptive reuse of the existing building will limit the carbon footprint while improving the operation of the facility and ensuring good urban design outcomes.

Cr Dr Guest and Cr Liu left the meeting at 6.04pm and returned at 6.06pm.

Moved: Cr Le Liu

1. That the Future Melbourne Committee resolves to advise the Minister for Planning that the Melbourne City Council supports the proposal, subject to conditions (refer to Attachment 4 of the report from management – Conditions).

Seconded: Cr Rowse

The motion was put and CARRIED UNANIMOUSLY

Voted for Lord Mayor Nicholas Reece, Cr Dr Ball, Cr Dr Guest, Cr Griffiths, Cr Rowse, Cr Liu, Cr Le Liu, Cr Scott, Cr Louey and Cr Camillo

Lord Mayor Nicholas Reece resumed the role of Chair at 6pm.

6.2 MPavilion

The report from management includes the following executive summary:

1. The purpose of this paper is to inform Councillors of the current licence arrangement for the Melbourne Contemporary Pavilion (MPavilion) in Queen Victoria Gardens and a proposal received from the Naomi Milgrom Foundation (NMF).
2. MPavilion, an initiative of the NMF, has featured in Queen Victoria Gardens annually since 2014 (except 2020), with local and international architects designing unique temporary pavilions to host free public events. It is the result of a longstanding partnership between Council, Creative Victoria, and NMF.
3. All pavilions have been approved by Council, Heritage Victoria and Department of Environment, Land, Water and Planning (now Department of Energy, Environment and Climate Action (DEECA)) as temporary structures. Other than the latest pavilion, all have been removed from Queen Victoria Gardens at the conclusion of each four-month season of programming. Several pavilions have been gifted to other organisations, including University of Melbourne, Melbourne Zoo and RMIT, and relocated to alternative sites.
4. On 9 April 2024 the Future Melbourne Committee resolved to approve the MPavilion 10 remaining in the Queen Victoria Gardens until 30 June 2025, subject to the necessary consents.
5. Under the terms of the licence, the NMF retains ownership of the pavilion and is responsible for all repairs and maintenance of the structure. At the expiry of the licence (or such other time agreed between the parties), NMF must remove the MPavilion from the parkland, ensuring that the surface of the land is restored and make good any damage to the surrounding parkland.
6. As the expiry of the licence nears, NMF has requested to extend the licence for an additional three years with no additional cost to Council.

The Chair, Lord Mayor Nicholas Reece, declared a material conflict of interest in this matter pursuant to section 128(3)(h) of the *Local Government Act 2020* and the *Governance Rules*. The Lord Mayor received a disclosable gift in the form of a campaign donation in the 2024 election.

Cr Kevin Louey declared a material conflict of interest in this matter pursuant to section 128(3)(h) of the *Local Government Act 2020* and the *Governance Rules*. Cr Louey received a disclosable gift in the form of a campaign donation in the 2024 election.

Cr Mark Scott declared a material conflict of interest in this matter pursuant to section 128(3)(h) of the *Local Government Act 2020* and the *Governance Rules*. Cr Scott received a disclosable gift in the form of a campaign donation in the 2024 election.

Lord Mayor Nicholas Reece, Cr Louey and Cr Scott left the meeting at 6.01pm, prior to any discussion taking place.

Election of Temporary Chair:

In the absence of both the Lord Mayor and Deputy Lord Mayor, the Future Melbourne Committee is required to elect a Temporary Chair.

Moved: Cr Dr Ball

1. That Cr Griffiths be elected as temporary chair.

Seconded Cr Le Liu

The motion was put and CARRIED.

Voted for Cr Dr Ball, Cr Griffiths, Cr Rowse, Cr Liu, Cr Le Liu and Cr Camillo

Cr Dr Guest, being present but having abstained from voting, was taken to have voted against the motion.

The motion was put and CARRIED

Cr Griffiths assumed the role of Chair at 6:02pm.

Items of correspondence were received from:

- Sean Godsell
- Deborah Cheetham
Frailon AO
- Jasmine Placentino
- Nicole Durling
- Peter Maddison
- Elaine Chia
- Sally Noonan
- Alexi Freeman
- Rachaporn Choochuey
- William Chow
- Robin Fox
- Jason Ross
- Daniel Lee
- Liam Eastop
- Joao Ferrao
- Joel Tito
- Bruce Mowson
- Aritz Gonzalez Prieto
- Romilly Blackburn
- Bethanie Ereaut
- Ben White
- Andrew McConnell
- Emily Knight
- Sarah
- Lauren M
- David Cecil

The following people addressed the Committee:

- Sean Godsell
- Deborah Cheetham
Frailon AO FAHA
- Jasmine Placentino
- Nicole Durling
- Peter Maddison
- Elaine Chia

Cr Liu left the meeting at 6.17pm and returned at 6.19pm.

Cr Dr Guest left the meeting at 6.17pm and returned at 6.20pm.

Moved: Cr Le Liu

1. That the Future Melbourne Committee:
 - 1.1. Approves the MPavilion 10 remaining in the Queen Victoria Gardens until 30 June 2030, subject to the necessary consents under the Heritage Act 2017 and the Crown Land (Reserves) Act 1978.
 - 1.2. At the expiry of the licence (or such earlier time agreed between the parties), NMF must remove the MPavilion 10 from the parkland, ensuring that the surface of the land is restored and make good any damage to the surrounding parkland.
 - 1.3. Notes that NMF will be required to ensure that MPavilion 10 has adequate programming, monitoring, cleaning and maintenance occurring at zero cost to Council as per the proposal submitted by NMF.

Seconded: Cr Camillo

Voted for Cr Dr Guest, Cr Rowse, Cr Liu, Cr Le Liu and Cr Camillo

Voted against Cr Dr Ball

Cr Griffiths, being present but having abstained from voting, was taken to have voted against the motion.

Cr Dr Guest left the meeting at 6.44pm and returned at 6.46pm.

Lord Mayor Nicholas Reece, Cr Louey and Cr Scott returned to the meeting at 6.46pm.

Cr Liu left the meeting at 6.46pm.

The Lord Mayor Nicholas Reece resumed the role of Chair for the remainder of the meeting at 6:46pm.

Cr Rowse left the meeting at 6.46pm and returned at 6.47pm.

6.3 Security Support Pilot – Evaluation and Future State

Cr Liu returned to the meeting at 6.49pm.

The report from management included the following executive summary:

1. The purpose of this report is to report back to Future Melbourne Committee (FMC) on the outcomes of a pilot established to support the safety of Local Laws officers, which also considers a parallel trial of social workers in place of security guards; an international review of best practice responses to public consumption of alcohol and begging; and advice on future training and support needs of City of Melbourne on-street compliance officers.
2. In February 2025, FMC approved a pilot which provided for two contracted private security guards to support the safety of Local Laws Officers whilst they are working to enforce Local Laws relating to on-street behavioural issues, including the public consumption of alcohol and begging. Following an initial 6-week trial period (7 March – 17 April 2025), the trial was extended for a further 10 weeks and concludes on 1 July 2025.
3. An evaluation of the pilot has been conducted which included the analysis of key operational metrics, observational data from on-street activity, an Intercept Survey and direct stakeholder engagement. Importantly, the evaluation identified improved safety and perceptions of safety of Local Laws Officers. There are less defined results relating to perceptions of safety, possibly due to the short tenure of the pilot and low community awareness of the pilot as revealed by the Intercept Survey. While the pilot has led to several referrals to support services, further work is required with existing support service providers to support individuals engaging in behaviours which may not align to an existing referral pathway.
4. Considering the positive pilot outcomes and the ongoing need to provide a visible on-street presence, FMC is asked to endorse a proposed approach to enable the establishment of a Community Safety function within the City of Melbourne. The Community Safety function will aim to reduce reports and observations of on-street behaviours which breach the Local Laws in hot-spot and high-footfall locations in the city while also aiming to improve support for vulnerable people and impact declining perceptions of safety within Melbourne.
5. The Community Safety function proposal has been informed by the pilot evaluation, a literature review of a variety of legislative and policy approaches and stakeholder feedback. The Community Safety function aims to strike a balance between principles of deterrence and enforcement, prevention and early intervention to enable a visible and consistent response to on-street issues while addressing the underlying drivers of complex on-street behaviours and providing support for vulnerable people through existing support services.
6. A transition approach has been developed, which will include the development of an ongoing monitoring and evaluation approach for the Community Safety function which includes undertaking baselining of the current state. It is proposed that reviews would be undertaken at six monthly intervals, with reports back to Council to be provided.
7. To provide continuity of service with the current on-street security presence, the current contracted arrangement with CrownLand Security is proposed to be extended for three months within the General Manager delegation/exemption.

Documents to be appended to the minutes

Cr Dr Ball requested the following documents be appended to the minutes:

- the evaluation of the security guard pilot (Appendix 1)
- the legal analysis of the proposal (Appendix 2)
- the international review of best practice responses to begging & public consumption of alcohol (Appendix 3)
- the Human Rights Charter assessment of the proposal (Appendix 4)
- the gender impact assessment of the proposal and the recommendations arising from that assessment (Appendix 5).

Rick Kwasek, General Manager Infrastructure and Amenity agreed to the request.

Items of correspondence were received from:

- Luke Martin
- Saifan
- Janine Pattison, Southbank
- Neighbourhood Watch
- Vijay
- Nicholas Edrington
- Lisandra
- Luke Harris, Collins Street Precinct Group
- Kim Davey
- Stan Toohey
- Jane Toohey
- Felix J S Toohey
- Sylvia Hungria
- Lyn Gazal
- Ekaterina Send
- David Malaspina
- Yvonne Singer
- Andre Da Silva
- Patricia Da Silva
- Jenny Eltham
- Gregory Denham

The following people addressed the Committee:

- Karl Hessian
- Aaron Moon
- Meghan Fitzgerald, Fitzroy Legal Service (Zoom)

The following person requested to address the Committee but was not present:

- Patrick Chipp, Homeless Persons Union (Zoom)

Cr Le Liu left the meeting at 6.53pm and returned at 6.55pm.

Cr Liu left the meeting at 7.06pm and returned at 7.20pm.

Moved: Cr Camillo

1. That the Future Melbourne Committee resolves to:
 - 1.1. Endorse the proposed approach to establish an internal Community Safety function within the City of Melbourne.
 - 1.2. Note that, if the draft Budget 2025-26 is approved with funding for the Community Safety function, the General Manager, Infrastructure and Amenity will implement the proposed approach and will provide update to Councillors at intervals of six months from the program's commencement.
 - 1.3. Note the General Manager, Infrastructure and Amenity will extend under delegation the existing contracted security services to enable continued service delivery while transition activities are undertaken. A further briefing will be provided to Councillors as the details and timing of the transition is confirmed.
 - 1.4. Notes that management will continue to work with the Council to identify opportunities to advocate to Victoria Policy and the State Government for additional opportunities to improve safety and ensure increased support for the underlying drivers, particularly mental health programs.

Seconded: Lord Mayor Nicholas Reece

Cr Dr Ball foreshadowed that she would move an alternate motion in the event that the substantive motion fails.

Cr Dr Ball proposed an amendment to the substantive motion.

Moved: Cr Dr Ball

1. That the Future Melbourne Committee:

- 1.1. notes the report from management proposing an internal Community Safety function within the City of Melbourne; and
- 1.2. notes the current trial of contracted private security guards will conclude on 1 July 2025;
- 1.3. resolves to extend the current trial to 1 Oct 2025; and
 - a) an independent expert review of the proposal for compliance with the Victorian Charter of Human Rights and Responsibilities;
 - b) a comprehensive review of the legal implications of the proposal from management;
 - c) stakeholder engagement among people likely to be subject to such local laws enforcement measures and their representative organisations; and
 - d) publication of: the evaluation of the pilot, and the literature review commissioned by FMC in February, the Gender Impact Assessment and recommendations arising, as cited in the management report, and advice on the training and support needs of City of Melbourne's on-street compliance officers.

Seconded: Cr Griffiths

The amendment was put and lost.

Voted for Cr Dr Ball and Cr Griffiths.

Voted against Lord Mayor Nicholas Reece, Cr Dr Guest, Cr Liu, Cr Le Liu, Cr Scott, Cr Louey and Cr Camillo.

Cr Rowse, being present but having abstained from voting, was taken to have voted against the motion.

Cr Dr Ball proposed another amendment to the substantive motion.

Moved: Cr Dr Ball

1. That the Future Melbourne Committee:
 - 1.1. Endorses the proposed approach to establish an internal Community Safety function within the City of Melbourne.
 - 1.2. Notes that, if the draft Budget 2025-26 is approved with funding for the Community Safety function, the General Manager, Infrastructure and Amenity will implement the proposed approach and will provide updates to the Future Melbourne Committee at quarterly intervals from the program's commencement.
 - 1.3. Notes the General Manager, Infrastructure and Amenity will extend under delegation the existing contracted security services to enable continued service delivery while transition activities are undertaken. A further briefing will be provided to the Future Melbourne Committee as the details and timing of the transition is confirmed.
 - 1.4. Notes that management will continue to work with the Council to identify opportunities to advocate to Victoria Police and the State Government for additional opportunities to improve safety and ensure increased support for the underlying drivers, particularly mental health programs.

Seconded: Cr Griffiths

The amendment was put and lost.

Voted for Cr Dr Ball and Cr Griffiths.

Voted against Lord Mayor Nicholas Reece, Cr Dr Guest, Cr Liu, Cr Le Liu, Cr Scott, Cr Louey and Cr Camillo.

Cr Rowse, being present but having abstained from voting, was taken to have voted against the motion.

The motion was put and carried.

Voted for Lord Mayor Nicholas Reece, Cr Rowse, Cr Dr Guest, Cr Liu, Cr Le Liu, Cr Scott, Cr Louey and Cr Camillo.

Voted against Cr Dr Ball and Cr Griffiths.

6.4 Council Strategic Planning Program - Budget 2025-26 and Revenue and Rating Plan 2025-29 - Submissions Hearing

The report from management included the following executive summary:

1. The draft Budget 2025–26 and draft Revenue and Rating Plan 2025–29 community engagement has been conducted in accordance with City of Melbourne’s Community Engagement Policy and has yielded 1,559 submissions in total.
2. Budget submissions are provided by residents, businesses, workers and visitors as all segments are impacted by the services City of Melbourne provides. 94% of submissions relate to bike lanes. Submitters are almost exclusively supportive of bike lanes for safety, health, sustainability and liveability reasons and a majority seek additional funding.
3. Other topics attracting feedback include the delayed Hawke Street/Spencer Street/West Melbourne Structure Plan rollout, city safety, waste, open space, Little India in Docklands, infrastructure, Greenline, Queen Victoria Market and public transport.
4. Pursuant to the Local Government Act 2020, the Budget and Revenue and Rating Plan are due for adoption by 30 June 2025. An executive summary is a short summary of the whole report. It should provide the audience with a quick overview of the important information contained in the report.

Cr Liu left the meeting at 8.06pm and returned at 8.10pm.

Cr Liu retired from the meeting at 8.11pm.

Documents to be appended to the minutes

Cr Dr Ball asked a question of management relating to unspent funds in the cycling infrastructure program.

Rick Kwasek, General Manager Infrastructure and Amenity took the question on notice and agreed that the response be appended to the minutes (refer Appendix 6) at Cr Dr Ball’s request.

Items of correspondence during the consultation period were received from:

- | | | |
|--------------------|---------------------------|---------------------|
| • Sam Murray | • Trent Daisley | • Emille Chang-tave |
| • Anton Mifsud | • James Anders | • Ted Tilbrook |
| • Sue Scarfe | • Christientae Saint-Piaf | • Cal Gleeson |
| • Johannes Brants | • Leah Christou | • Gemma Behrens |
| • Lachlan McKenna | • Nick Renwick | • Mohamed Suraj |
| • Hannah Troop | • Nick Renwick | • Puthiya |
| • Matthew Serafini | • Evi Jansen | • Kuttimappilakath |
| • Alice Banks | • Ira Francis | • Sim Avin |
| • Bob Smith | • Janet Mcconville | • Marcelo GONZALEZ |
| • Marin Kraljevic | • Arsh Katoch | • Leigh Butterworth |

Future Melbourne Committee - Minutes

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- Sinem Yener
 - Max Fink
 - Christopher Hill
 - Danielle Chang-tave
 - Cait Kelly
 - Andre Medina
 - Danielle Chang-tave
 - Robbie Flood
 - Gideon Segal
 - Owen Bentley
 - Andrew Wyse
 - Neason Howard
 - Douglas Rowland
 - Alison Lemer
 - M G
 - Nathan Birrell
 - Sean Lynch
 - Gabriel Medina
 - Boyd Hellier Knox
 - Bosco Lai
 - Luca Foerster
 - Anthony Panayotides
 - Julia Pham
 - Cherrie Wu
 - Jeanette Pepi
 - Jo Brzoska
 - Steven Christian
 - alex macleod
 - Lachlan McKenna
 - Richard Grace
 - Asanka Epa
 - Lachlan Smith
 - Tony Mustard
 - Peter Bishop
 - Thomas Mccullagh
 - James Jardine
 - Jack Dunne
 - Rob La Marca
 - Kamil Zajac
 - Matthew McMahan
 - David Palmer
 - Luke Burns
 - Joshua Wike-Gysen
 - Fane Bastin
 - ross kilborn
 - Owen Oneill
 - Jonathan Schlossberg
 - David Chalmers
 - Adam Deller
 - Midge Bateup
 - Kate Allan
 - tobe cooper
 - Patrick O'Doherty
 - Jeremy Maxwell
 - Max Pearse
 - Matthew Parker
 - James Bennett
 - Thijs van der Heijden
 - Jess T
 - Andrew Waelen
 - Jarred Abrahams
 - Christopher van der Weyden
 - Cathy Robinson
 - William Watt
 - Rob McGauran
 - Matthew Hammond
 - Steve Milton
 - Julian Silverman
 - Timothy Clifford
 - Thomas Bredin-Grey
 - Mike Sinclair
 - Ross Savedge
 - Jo Jones
 - Savannah Smith
 - S L
 - Peter O'Donoghue
 - Owen Bentley
 - Paul Swift
 - Luke Harris (Collins Street Precinct Group)
 - Harry Williams
 - Justin Benson
 - Eugene Von Nagy
 - Amit Khot
 - Seamas McCaffrey
 - Steve Meade
 - Kai Brach
 - James Gardiner
 - Andrew Napier
 - Damien Schroder
 - BENJAMIN DOHERTY
 - Adam Griffiths
 - Nathaniel Brady
 - Angus Morris
 - Daniel Mead
 - sophie travers
 - Aidan Barac-Dunn
 - David Colls
 - Ange Vescovi
 - Peter Ross
 - Christian Brosch
 - David Smith
 - John Handley
 - Matthew Shaw
 - Liam Clifford
 - Hinam Mehra
 - Marina Booth
 - Elena Pereyra
 - Anthony Caud
 - Madison Liddell
 - Nicholas Hunter
 - Colin Brown
 - Ariel Zeleznikow-Johnston
 - Samuel Alderson
 - Jan van de Graaff
 - Rocio Silva
 - Alexander Lugg
 - Randall Saunders
 - Joseph Murphy
 - Melissa Francis
 - Karyn Bos
 - Mun Soon
 - Sofie Dios
 - Nicole Allard
 - Rowan Gaze
 - Lucy Buzacott
 - Karen Clark
 - Andrew Riordan
 - Conor Mooney
 - Lindy Sussfinder
 - Lucas Huggins
 - Luke Franco
 - Hannah Badland
 - Stephen McLennan
 - Glenn Eckardt
 - Pedro San
 - Jackie watts
 - Nim Evans
 - Irene Moser
 - Matt Spain
 - Bosco Lai
 - Jarrod Smith
 - Cody S
 - David Hall
 - Salman Shami
 - Ashley Anderson
 - Tuan Nguyen
 - Justin King
 - Gautam Prakash
 - Jonathan Reachill
 - Marie-Louise Fitzgerald
 - Michelle Wellington
 - Christine Tanod
 - Asher Purvis
 - Ethan Said
 - Eliza Bergin
 - callum henderson
 - Murray Jones
 - Stefan Tulloch
 - Michael McKenna
 - Christopher Brennan
 - Anthony Hindle
 - Jacob Woolan
 - Carlijn Kerdijk
 - Kyle Hofer
 - Iona Goodwin
 - Aphro Demetriou
 - Michael Laffan
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• Nicole's McCormack	• Josh McLean	• Amy Muir
• Georgia Frendo	• Erin Ferguson	• Jennifer Pitch
• Charles Speranza	• Ben Gilmour	• Taylan Karaman
• Sophie Groth	• Josh Coates	• Alexandra M
• Stephen Chan	• James Taylor	• Michael Arthur
• Lee Turner	• Manning Thomson	• Angus Hughes
• Emma Johnston	• Sabine Kasel	• Carin Widjaja
• Carter Lightfoot	• Margaret McKenzie	• Angela Sankey
• Matt Knight	• Mandy McDonald	• Ryan Griffin
• Kate U	• Rebecca Lubansky	• Sony Tandi
• Pat Riordan	• Jacob Stanford	• Tam Stevens
• Alicea Burns	• Greg OShea	• David Nursentana
• Brad Priest	• Mark van den Enden	• Bobby Hendarto
• Gene Easton	• Jess De	• Harrison Simic
• Tim McGuigan	• Dean Tran	• Glen O'Rourke
• Meghan Grant-Botto	• Mike Maka	• Phil Hendy
• Luke Austin	• Ann Scott	• Arie Hadiwidjaja
• Paul Gerloff	• Blake Hunter	• Merv Joe
• Henry Macedo	• Jordan Leahy	• Rama Hutagalung
• Vida Douglas	• Nickola Hoffmann	• Christopher Milner
• Alex Rayfield	• Luke Cini	• Matt Trawn
• Ben OConnor	• Wusing Ho	• Claire Weekley
• Charlie Yoga	• Josée Pinsonneault	• Cam Prentice
• Guy Rutter	• Sean Cousins	• Charlie Vella
• Brodie Katz	• Thomas Martiniello	• Helen Rolls
• Andy White	• David Tso	• Bailey Florence
• Damien Devereux	• Dean Lushaj	• Ashley Goldstraw
• Brett Hopper	• Richard Lester	• Taylor Patrick
• Jackson Hill	• Charlie O'Hara	• Raymond S
• Simon Peevers	• Josh Barker	• Andrea den Ouden
• Rebecca Karpiuk	• Matt Browne	• Kaye Anderson
• Kirsty Fergie	• Salme Geransar	• Joe Fujimaki
• Luke Boyd	• Brent Tomlinson	• Hendri Budiman
• Conrad Lee	• Keir Willox	• L G
• John Angless	• Louise Andrew	• Brae Grimes
• Yew Zhi Tan	• Adam I	• TINA McCarthy
• Justin Karpiuk	• Nicholas Filby	• Paula Fleming
• Nicholas Byron	• Cheryl Voigt	• Lital Weizman
• Elisabeth Dunn	• Kate Koomen	• Ricardo Angola
• D W	• Zoe Dwyer	• Henry Khosasih
• Russell Manning	• Harrison Shoebridge	• Rodrigo Bini
• John Toone	• Joy Ko	• Willem Ford
• Brigid Moran	• Josh Collingwood	• Jordan Oakley
• Pei Wun Han	• Ben Creed	• Christopher van der Weyden
• Sam Strong	• Oscar Howard	• Rory Dickson
• Don Burns	• Jane Durlacher	• Patrick Buzolic
• Martin Stockfeld	• Reuben Steel	• Thomas James
• Purdie Long	• Sheldon Williamson	• Andrew Nicoll
• Nicholas Squillari	• Amanda Cooper	• Michael van Aar
• Manuela Marasco	• Kai Sean Eng	• Mike Owen
• Sharon Wright	• Raffael Basrie	• JARROD PYE
• Matilda Reynolds	• Andrew Zimmermann	• Matthew Sullivan
• Jun Hu	• Ron Peel	• Samuel Fisher
• Lewis Pearse	• Vincent Coleman	• Joseph Darling
• Damien Clout	• Jayne Rafferty	• Greg McPherson
• Warwick Sampson	• Bridget Slocum	• Luke Stanistreet
• Ryan Everleigh	• Jeck Lau	

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• Mike BENTLEY	• Tom Purcell	• david ascroft
• Robert Boyd	• L Hockings	• Marsha Strahl
• Tom Tallis	• Amy Crawford	• Edith Campbell
• Alexandra BT	• Tim Haynes	• Joe Novella
• Luke Rogers	• Daniel Spagnolo	• Sarah Allen
• Simon Gibson	• Tania Burstin	• Greg Lightfoot
• Tom Keeble	• Rob McDonald	• Denis Lecoge
• Mark Krstic	• Yong Sit	• Sam Evans
• Ed Lewis	• Meagan Butler	• Rod Schmid
• Maria Teresa Tavares	• T Nankervis	• Tabea Wolff
• Sophie Jeppe	• Byron Richardson	• Francesca Smith
• Pierre Vairo	• Marc Loeliger	• Karen Hovenga
• Ben Lehner	• Kate Pannifex	• Jo Oliveira
• Soraya Permatasari	• Megan Richardson	• Stephanie Miller
• Guido Brandt	• John Archer	• Andrew Morison
• Ho Ras Herman	• M B	• Alex Bishop
• Reynard Dwiputra	• Matthew Seale	• Simon Zoric
• Mark Bates	• Edwin Nicholls	• JENNIFER
• Claire Courtel	• Glen Ditchfield	• PAPAKOSTAS
• Kathryn Kennedy	• Dmitri Colebatch	• Esper Olesen
• Kevin Fitzsimons	• Sally Thompson	• Michel Wortman
• Christopher Karalis	• Ken Tabart	• Joe Beech
• Christopher Lee	• Henry Cooper	• Maddy Sbeghen
• Lisa Bendtsen	• Alyson Macdonald	• Marco Gutierrez
• Peter Lipcsey	• Olivia Payne	• Dylan Sutherland
• Erick Erick	• Charlie Naughton	• Brigitte Brown
• Neil Head	• Daniel Dickmann	• Jemma Gillies
• Chris Potter	• Cameron Roach	• Damian Zhou
• Jessica Noll	• Andrew Ma	• Tim Benedict
• Zachary Wilcox	• Rory Rathborne	• '- -
• Gregory Hanson	• Kenny Gonzalez	• Edward Rossi
• Hannah McInnes	• Stacey Katelis	• Martin George
• April Huggins	• Grace Phang	• Michelle O'Brien
• Chris Dermody	• Jarrod Kutka	• Chris Vincent
• Robyn Moore	• Daniel John McArthur	• Manon Dolet
• Markus Tschech	• Ken Kuo	• Nate Macgregor
• Nim Evans	• John Humphreys	• Tamara Antonucci
• David Kwong	• Brenda Linsell	• Fred O'Brien
• Darren Murphy	• Catherine Haggart	• Tom McPhail
• Stephanie Finemore	• Cat Haggart	• Xavier Brouwer
• Jules Witte	• Dave Picking	• James Farnell
• kathleen Burke	• Alex Holmes	• Elena Robertson
• Lachlan Perry	• Monica Capell	• Bradley Chimes
• Candy Skinner	• T H	• Kristin Lewis
• Andruw Hidayat	• Lucy MacKay	• Nicholas Danilevsky
• Paul Magarey	• Lucy Croft	• Jerry Tjiam
• Claire Havens	• Charlotte Buckingham	• Jesse McNelis
• Cezary Carmichael	• Khan Churchill	• Sam Morell
• Nick Lovering	• Christobel Saunders	• Gursharan Chana
• Peter Price	• David Meiklejohn	• Hayley OSullivan
• Michael Kanizay	• Philippa Pietromonaco	• Mara McSweeney
• Terezia Toth	• Mason Cox	• Megan Richardson
• Farida Sheb	• Justin Davies	• David Lee
• Sally Moxham	• Mutsumi Karasaki	• Jason Pan
• Jackson Smith	• Caitlin S	• Robyn Leander Bunting
• Hasse Russell	• Ridz R	• nikki jarrad
• Yazi Medinne	• Cory Boardman	• Leeten Chin

Future Melbourne Committee - Minutes

17 June 2025

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- | | | |
|---------------------------------|------------------------|----------------------|
| • Martin Ince | • Timothy Harrington | • Pamela Evans |
| • Andy Fergus | • Mark Simpson | • Andrew Romanin |
| • Liam Atwood | • Glen Janetzki | • Elizabeth Antunes |
| • Jeffrey Westhorpe | • Eran Stiller | • Peter Tung |
| • Nga O'Brien | • David Laursen | • jenni davies |
| • Hafez Alavi | • Steffi Ngau | • Rob Luk |
| • Alison Bullock | • Vivien Muller | • Hamish Payne |
| • Sasha Lonzi | • Ben Emonson | • Thomas Sorensen |
| • Kellie Johnston | • Robyn Oliver | • Shaun O'Reilly |
| • German Lopez | • Aden Sargeant | • Marko Turner |
| • Dean Campbell | • John Stevens | • Mary McNeill |
| • Alex Hadley | • Ohnmar John | • Ash Colcott |
| • Al Bui | • Thamara Gunasekera | • Baden Holder |
| • David Dougan | • Oscar Nitz | • Andi Sebastian |
| • Laurence Basell | • Anneliese S | • Oliver Johns |
| • Zoe Ottaway | • Liz Sherry | • Luuk Heitink |
| • Andrew Jenkinson | • Andy Stretton | • Brendan Smith |
| • Alistair Wilson | • Melanie Patterson | • Brett Davis |
| • Brad Dodemond | • Jane Maynard | • Melanie von |
| • Kevin Dullaghan | • daniela perla flavin | • Schorlemer |
| • Aoife Reid | • Adrian Bruch | • Daniel Bouchet |
| • Danny Macdonald | • Michael Mattiske | • Duncan Paul |
| • Dennis Hosking | • Katie Naughton | • Damien Bovalino |
| • Dan Creighton | • Dan Claes | • Shelly Casey |
| • James Shafiei | • Charlotte Laursen | • marla celeste |
| • Martin Venter | • Jen Qiu | • Beau Maher |
| • Eduardo Rubio del
Castillo | • Ryan Moore | • Maxine Janka |
| • Maureen Pound | • Raoul Wainwright | • Kon Romios |
| • Evelyn Hovenga AM | • Katherine Walters | • David Barclay |
| • Bruce Crosthwaite | • Samantha Everton | • Raymond Setunga |
| • Rick Di Paola | • Jeff Weitzel | • Charlie Richardson |
| • Andrew Hine | • Stewart Galloway | • Julie Fam |
| • Cindy Ross | • Warwick Hook | • Rachelle Hume |
| • Michael Shaw | • Olivia Leung | • Dayna Andreussi |
| • Rosemary Gregg | • Neil Bourne | • Junwen Chen |
| • Fraser Nock | • Shaun Thomson | • Tim Anderson |
| • James Gordon | • Alice Fleming | • Dennis Lindemann |
| • Shan Des | • Rasmus Fiedler | • Caroline Brandt |
| • John Addis | • Damon Ethakada | • Leon Slabbert |
| • Daniel Ben-Barak | • Michael McNair | • WENDY TONKIN |
| • Danny Mohar | • Ingrid Potgieter | • Anthony Moschini |
| • Gavan Prendergast | • ALEXANDER
HARMAN | • Craig Guthrie |
| • Lara Westcott | • Anthony Day | • Callum Porritt |
| • Rik Thwaites | • Heather Wark | • Melissa Ireland |
| • Matthew O'Neill | • Paul Arden | • Ning Chien |
| • Mel Reynolds | • James Fischer | • Joachim Dieterle |
| • Amanda Holmes | • Luke Brooks | • Felix Lauer |
| • Darren Steffen | • Kirk Mitchell | • Valerie Collado |
| • owen meade | • Elizabeth Martin | • Amy Williams |
| • Sabine Joha-Meade | • Matthew Hooper | • Al Meredith |
| • Stuart Stapely | • Nirvadesh Ramkishore | • Paul Baker |
| • Johnson Bollander | • Bronwen Evans | • Isobel Bond |
| • Rohan Sharp | • Staci Bakewell | • Ben M |
| • Peter Aitken | • Sandra Exter | • Steven Hancock |
| • Tim Shepperd | • Elizabeth Bulling | • Matthew Bond |
| • Alessandro Cavoli | • Gerardo Ivan Rangel | • Peter Campbell |
| | | • Joseph Kalkoul |
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• Julie Nguyen	• Maddie Ballard	• Robert Douglas
• Andrew Morley	• Fintan Sweeney	• Mya Feld
• Leon Borrack	• Jacob Pollard	• Jill Post
• Lauri Widdup	• Jessica Saigar	• Cherie Smith
• Yusuke Tsutsui	• Hugo King-Irwin	• Will Partlett
• Jos Verswijveren	• Tom McFarlane	• Oliver Kinsella
• Derek Samuel	• Narelle Claridge	• Dale Amsberg
• Kelly Murphy	• Clint Yabuka	• Robert Thomas
• James Garriock	• Ben Thomson	• Fergus Edwin
• Graeme Thiessen	• Colin Crohan	• Paul Donaldson
• Kim Trathen	• Alessandro Sica	• Gerard Ramirez
• Simon Woods	• Gary Bennett	• Karien Dekker
• Simon Marrow	• Ben Ryder	• Sammy B
• Marc Bellette	• Katie Hester	• Adelle M
• MARIA FRASER	• Melanie Birkbeck	• Victoria Baranov
• Madeleine de Haan	• Jasper Janmaat	• Tatjana Nikolic
• Sam Butcher	• Angus Wirth	• Trivess Moore
• Andrew Costa	• Corey Innes	• Hayden Chan
• Jake Elliott	• Ariel Jones	• Fiona Brannon
• Cindy James	• Fred De Banks	• Rod Styles
• Cindy James	• Jaron Fisher	• Thomas Noonan
• Nick Bond	• Luke Thompson	• Pieter Engelbrecht
• Laurence Comerford	• Willem Cornelissen	• Kemran Mestan
• Berenice Heuberger	• P V	• Vanessa Birch
• Daniel Mensingh	• Emmy Brown	• Lily Power
• Brendan Kerry	• Nicky Kuijs	• Yasmin Morgan
• Greg malcher	• Henri Reinschild	• Neeraj Puntambekar
• Martin John	• Laura Braakhuis	• Jenny Pettenon
• Quinn Rothenbuehler	• Molly Voss	• Nicklaus Mahony
• Ves J	• Martin Keir	• Peter McLean
• Andrew Cossen	• Laura Wilson	• Tim Turner
• Molly Dempsey	• Marie Lepretre	• Portia Morgan
• Andrew Todd-Weckmann	• Adrian Hunt	• Andrew Webb
• Amanda Cooper	• Ben Schwarz	• Charles Barber
• Emily Laursen	• Azhar Abidi	• Kevin Moran
• Lochlan Sinclair	• Angus Laird	• Kathy Lazanas
• Petra Fischer	• Craig Murphy	• Meredith Kefford
• Catrina Sofo	• Adam Wingrove	• Maria Pia Amati
• Kathryn Whalley	• Md Gulam M Z Bhuiyan	• Joe Ghilks
• Michael Gronow	• Byron Hutton	• Kyle Pirie
• Sean Milligan	• Lloyd Denovan	• Nathan Glover-Smith
• Steve Pettitt	• S W	• Christopher Schultz
• Richard Larsen	• James Thio	• Adam Lana
• Bruce Pritchard	• kevin abbot	• Tessa Toumbourou
• Ben Russell	• Garry McDonald	• Jago Dodson
• Simone Rogora	• Peter Mitchell	• Guislaine Allen
• Ruth Oliver	• Militza Banach-Wightman	• Victoria Veldhuizen
• Alison Pyle	• Sachila Herath	• Sergio Alderuccio
• Daniel Park	• Owen Dickson	• Roy Gwyther=Jones
• Clinton Hill	• Stephen Lodge	• Kat Drutschinin
• Peter Bagley	• Grace Brown	• Estelle Conley
• Bob Kenyon	• Tom Werner	• Fernando Fullam-Stone
• Holly Hughes	• Caitlin Jakeman	• Graeme Perrins
• Toby Heislars	• David LE BRETON	• Robbie Rowlands
• James Barker	• James Debono	• Olivia Campisi
• faerlie Mackintosh	• Kate Abfalter	• Abel Muller
		• Claire Wilson

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|------------------------------|------------------------|---|
| • Dwayne Richards | • George Keleher | • Vi Nguyen |
| • Josephine Bongiovanni | • Louis Lejeune | • Brian Clarke |
| • Marc Campbell | • Lachlan Payne | • Ruth Jorm |
| • Michael Croce-Yap | • Tess Nolan | • Rosie O'Sullivan |
| • Matt Falvo | • Myra De Smet | • Jessica Kaufman |
| • David Hamilton | • Colin Neil | • Ed Carmel |
| • Emma Manderson | • Adrian Garvey | • Sharni Beere |
| • Geoege Hibbard | • Joe City | • Andrew Lau |
| • Jayden Humphris | • Amansa Stuart | • Joey T |
| • Victoria Hobday | • Alec Robotham | • Quyen Dinh |
| • Alan Leenaerts | • George McKnight | • Kirsty Garli k |
| • Ruby Simpfendorfer | • Christian Strybosch | • Alan Solomon |
| • Sophia Nibbe | • Lachlan Porter | • Penelope Lewin |
| • Scout Deurwaarder | • Nicholas Mol | • John Myers |
| • Shrey Dutt | • Sally Boxall | • Scott Gillies |
| • Leann Jones | • Adam Paterson | • David Nicholas |
| • Lachlan Cole | • Katherine Dolinar | • Cecile Carbonnel |
| • Ian Gopfert | • Michelle Pasmanik | • Janine Lyon |
| • Lee Emery | • Tom Jennings | • Julie Clutterbuck (Port
Phillip Bicycle Users) |
| • Christine Mandrawa | • Kevin King | • Justin Ah Yick |
| • Thomas Young | • Carole Vimeux | • Sophia Grobler |
| • Rupert Christie | • Peter Gray | • Rocio Rius |
| • Malcolm Crum | • Robert NICHOLSON | • Chris Dempsey |
| • Angelica Roache-
Wilson | • Josh Blake | • clive appleton |
| • Britta Klingspohn | • James Tolstrup | • Franka Tuchelt |
| • Dean Bodagh | • Kai Cappel | • Imogen Ellis |
| • Dan Yamaguchi | • Afshin Shahriari | • Troy Stephan |
| • Sydney Burnett | • Graeme Marks | • Eben Simmons |
| • Clare Morgan | • Josh Simmonds | • Justin Halliday |
| • Sharang Tanpure | • Johanna Hanley | • Martin Av-Hedenstroem |
| • Tayla Marshall | • Lenny James | • George Hedon |
| • James Palmer | • Jenny Gunnerson | • Aaron Bloch |
| • Oliver Michael | • Esme Hahlo | • Janette Corcoran |
| • Ben Campbell | • Harry Paine | • Corey Racovalis |
| • Andrew Conway | • Michael Langley | • Matthew Harriss |
| • Daniel Digby | • Jessica Parrish | • David Balcombe |
| • Simon Digby | • Kristie Borg | • Madeleine Gemmell |
| • William Symons | • Alex Bowen | • Chris Grose |
| • Mitchell Connolly | • Christophe Brulliard | • Belinda Bos |
| • Jan Williamson | • George Krithis | • Anthony Waite |
| • James Launder | • Christine Gobius | • Andrew Beswick |
| • Ben Packer | • Nathan Corcoran | • Sean Pugh |
| • Cameron Wheatley | • Cathy Brice | • Caroline Beirne |
| • Jaiman Patel | • Penelope shaw | • Alex Selles |
| • Matt Blanc | • Kate Ferguson | • Rod Lawlor |
| • Matthias Bringezu | • Charlotte Pache | • Andrew Corbett |
| • Elyse Morahan | • Chris Jones | • Stephen Beckett |
| • Tom Swallow | • Ruben Bel | • Penelope Beeston |
| • DIANNE GUNN | • Anna Tran | • Adrian Muller |
| • William Young | • Alyn Spencer | • Diego Ribba |
| • Tiffany Taylor | • Andrew White | • Kieran Williams |
| • Helen Teasdale | • Olaf Kruger | • Chris P |
| • Megan Graham | • James Williamson | • Sant-Rayn Pasricha |
| • Dave Wichmann | • Ben Skudutis | • Alister Briggs |
| • Campbell Fuller | • Belinda Blackburn | • Andrew Fraser |
| • Phil Phil | • Kyle Raftery | • Scott Larkins |
| | • Georgia Grace | |
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• Ash Rogers	• Hilarie Kohn	• Maree Dalakis
• Simon Dargaville	• Fiona McManus	• Don Barrie
• Jac W	• Mark Lemmon	• Nicola Lorenzini
• Shaun Gerstman	• Sarah Adamson	• Kelvin Kumangai
• Lucia Pugh	• Robert Muir	• Christian Catania
• Wendy Orams	• Carol Trezise	• James Sturgess
• Mark Graham	• Luke Shein	• Andrew Nurse
• John Byron	• Bonnie Matheson	• Amanda Stevens
• Daniela Mollica	• Giuseppe Giuffrida	• Juliet Cooper
• Lee Lasaruk	• Chenille Hosking	• Annett Finger
• Helen Fitzgibbon	• Yung Ong	• Steven Law
• Annette Robinson	• Stephen Bradbury	• Carla D'Andreti
• David Proud	• Noel Buckley	• Susan Syer
• Phineas Mollison	• Sida Wang	• Cara Horner
• Tom van Ommeren	• Tania Van woerden	• Peter Gasson
• Travis Wade	• Nicola Miles	• Lilian Smith
• Jeremy Lawrence	• Chris Bright	• Pam Moffat
• Marco Lui	• Deanne Xu	• Beau Atkinson
• Alex Hailstone	• Lucille Wagner	• Nat Bromhead
• Aleksandar Stefanovic	• Leesa McDonell	• Marie Andrieux
• David Burgner	• Jane Howard	• Linda Baird
• Martin Houston	• Greg Hines	• Rob Roseby
• Paula Fleming	• Leonie Walker	• Emma Farley
• Michael Rowan	• Jack Miller	• Mark Creamer
• Stella Lesic	• Pauline Lange	• Debbie Hocking
• Leigh Harink	• Jeffrey Barnes	• Andy Lloyd
• Luke Coppens	• Tamara Tse	• Jemilla Lister
• Wendy Schumer	• Harrison Watt	• DEBRA Houghton
• Cameron Stewart	• Grant Langdon	• Sam Hargreaves
• Daniel Berthold	• Sam Bentley	• Daniel Alcantara
• Katie Cookson	• Victoria Millar	• Jamie Swinnerton
• Nick Robinson	• Helen Moss	• Sam Hollander
• Julian Viola	• Lawrence Chong	• Rob Heselev
• Ashley Musgrove	• Paul McDonald	• Ken Barton
• Allyson Bader	• Peter Saville	• Frank Catena
• Grania Brenner	• Sophie Herel	• Nathan James
• Jon Fothergill	• Fhibault Fregoni	• Scott Weber
• Alexander D'Aloia	• Andre Woop	• Andrew Moig
• Tom newman-morris	• Peter Cox	• Max Anquetil
• Daniel Lansell-Kenny	• David Moore	• Barry Wilson
• Brent Houghton	• Marty Wells	• Angela Borg
• Barbara Baker	• Isitha Subasinghe	• Carina Royce
• James Hilliard	• Chris Trueman	• Frank Freschi
• Graham Johnson	• Mike Nolan	• Grace Walpole
• Kim Taylor	• Will Whitehead	• Donna Chenoweth
• Ellen Day	• Cameron Logan	• Ray Jones
• Evette Dale	• Matthew Wickert	• Alice Clarke
• Barry Newstead	• Adrian Calleri	• Philip Grantham
• Narelle Beurle	• Richard Harris	• Christian Lloyd
• Tim Kiddle	• Lauren Bradley	• Hayley Kerr
• Peter Cox	• Sarah Darmanin	• Philip Anderson
• Craig Sinclair	• Adam Piers	• Bruce Davie
• Robert Barro	• Christopher Arnott	• Richard Ploeg
• Christine Harris	• Evelien de Bruin	• Sarah Huffam
• Daisy Hoffmann	• Chris Barrington-Brown	• Emma Carney
• Robert Pease	• Michael Virant	• Nick Panopoulos
• Daniel Attard	• Jennifer Raven	• Rob Sansom

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• Patricia Hoey	• Kate Fielden	• Glenn Calder
• Meredith Kefford	• Cristian Biotto	• Joseph McEwen
• Val Cowan	• Khanh Nguyen	• Brian McLaughlin
• Kathleen Munson	• Li Mei Brusey	• Trevor Chudleigh
• GAYNOR	• Paul Gelda	• Thomas Attard
• WHITEHEAD	• Leonore Ryan	• James Thyer
• Louis Ryan	• Mitchell Green	• Jacqueline Anderson
• Nick Lavars	• Sue-Ellen Hirth	• Fiona Tyrrell
• Hunter Perske	• Grace Garriock	• Phelin Ndimanyi
• Tim Hoban	• Steven Curtain	• Matthew Costanzo
• Phillip Boyack	• Theo Sheridan	• Ben Abraham
• Nicole Cook	• Arax Basil	• Edward Strain
• Gareth Cook	• Ben Gook	• Stacey Sharpe
• Fiona Symmons	• Susan Sharpe	• Andrew Gannon
• Kim Taylor	• Simon Hirth	• David Williams
• Sam Fasso	• Lauren Ware	• Georgina Lewis
• Julian Conrad	• Martin Madsen	• Emma Hanssens
• Emily Borleis	• kelley mackay	• Chris Dalziel
• Lisa Chapman	• Matt Beshara	• Jason Choi
• Nino Pl	• Chwen (Philip) Chu	• Jack Edwards
• Peter Morgan	• Matt Byrush	• Brett Oneil
• Lucas Harris	• Samaa Kanani	• Greg Wilhelmi
• Jessamy Gleeson	• Dale Ipsen	• Nathan Odgers
• Zane Jackson	• Patrick Bradfield Smith	• Kirra Johnson
• Fleur Maidment	• Kathryn Skidmore	• Nicholas Williams
• Jane Mackinlay	• John Sacchero	• Brian Doecke
• Radha Claridge	• Marcus Coghlan	• Peter Gerrand
• Sam Butterfield	• Sue Denmead	• Sean Martin
• Han Te Riele	• Adam Young	• Arielle Milecki
• Ben Johnston	• Timothy Pittman	• Adrian Bell
• Nathan Reading	• Steve Loney	• Paul Roberts
• Jason Alo	• Dejan Jovanovic	• Annette Kroen
• Prita Jobling-Baker	• Neil Cooke	• David Ashkanasy
• Maya Ravis	• Di Williams	• LAURA PERJU
• Penny Duffell	• Cameron Macphail	• Delena Davies
• Aleisha Wills	• Vincent McCarthy	• Peter Thompson
• Finn Mercury	• Kirsten Broadgate	• Rohan Craddock
• Patrick O'Hanlon	• Stephanie Veyrier	• Madeleine Reilly
• Damian Cera	• Jenni Sanders	• Robin Thompson
• Peter New	• Kieran Rogan	• Jay Iwasaki
• Amy Geddes	• Sharon Thornton	• Patrick O'Brien
• Nell Anger	• Macy Rattasits	• Refik Kocak
• James Cousins	• Sam Hankin	• Jason Mahon
• Richard Alexander	• Misja Carbo	• Eveline Matthijs
• Simon Punt	• James Connolly	• Andre Franken
• Manuela Andreetta	• Michael McLean	• Joshua Weberruss
• Mervyn Kuek	• martin liedtke	• Mark Symonds
• Robert Stephenson	• Sarah Howells	• Dave Lane
• Ben Eltringham-Smith	• Kathryn Read	• Larry Isaac
• Xavier Hinckson	• Jillian Allan	• Ben Daly
• Philip Molloy	• Neil Hooke	• Chris Conlan
• Paolo Pennacchia	• Miha Pakusch	• Nim Evans
• Steven Shaw	• Col Sanders	• Shum Pathy
• James Reeve	• Jurgen Kriel	• Ben Dingle
• Aaron Fraser	• Marion LECOGE	• Mick Roche
• Al da Silva	• Amy Rowe	• tom van seville
• Ines Corcuera	• Taign Horsburgh	• Andy Siers

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|--------------------------|---------------------------|---------------------|
| • Angie Bruce | • Arthur Lubenfeld | • Glennys a Jones |
| • Philip Pille | • Meng Khim Martin Lim | • Faith Hunter |
| • Michael Walker | • Joe Chamma | • Jarrod Runciman |
| • Alex Findlay | • Cam Jones | • William Melbourne |
| • Chris Lawson | • Andrew Posselt | • Karl Hessian |
| • Laura Henderson | • Izaak Raaijmakers | • David Willis |
| • Forrest Koch | • Griffith Young | • Chris Gethen |
| • Jasper McMahon | • Anthony Holmes | • Maelor Himbury |
| • Ben Moore | • Angel English | • Deepa Gupta |
| • Michael Smith | • Lauren Kelly | • Rastko Antic |
| • Tim Mulholland | • Michael Morgan | • Kathleen Mary |
| • Omar Alejandro | • Andrew Slee | • Mcherson |
| • Ramirez Salas | • Kate Kennedy | • Rhys Lawry |
| • Michael Black | • Amanda Cochran | • Susan Korce |
| • Anthony Jones | • James Kimpton | • Kyle Griffin |
| • Tim Ahpee | • Giovanni Fruttero Riera | • Matthew Lara |
| • Thomas Vincent-Cross | • Sam Easfham | • Anders Barlow |
| • Ed Wong | • Maurice Hanratty | • Chris Jones |
| • Michael Callahan | • Liam McFadzean | • Rob Frewin |
| • Michael Young | • Lodge | • Michael Hassett |
| • Evgenii Neumerzhitskii | • Linda Gale | • Mali Lewis |
| • Kara McMillan | • Kaspar Lucattini | • Peter Liston |
| • Elizabeth Juniper | • Steve Ra | • Catherine Ryan |
| • Charlotte Young | • Mary-Lou Howie | • Rowan Wilson |
| • Clare Field | • Carolyn Hall | • Jamal Hakim |
| • Anthony Merrett | • Anthony Coles | • Rowland Ball |
| • Hue Lim | • Hannah Phillips | • Lillian Wong |
| • Adrian Cook | • Elise Giles | • Elle Kallista |
| • Gordon Oakley | • Glenyys Romanes | • Jennie Ramage |
| • Zak Brown | • Josh Dundas | • Annica Schoo |
| • simon meade | • Brenda O'Keefe | • Narelle Graefe |
| • Tim Rogers | • Nicholisd Tyrrell | • Mary Masters |
| • Claire Whelan | • Stuart Fazakerley | • Jeremy Vincent |
| • Verity Udovicich | • Sylvia Hungria | • Dinan McMahon |
| • Jonathan Darvall | • Maya Barrett | • Sandra Geitz |
| • Brett Willemsen | • Ben McCarthy | • Timothy Piper |
| • Caroline Graham | • Jane Holroyd | • Grace Killmer |
| • Fiona Chircop | • Marika Andrews | • Luke Martin |
| • George Bazeley | • Paul Handley | • Meredith Gibbs |
| • Corbin Afanasyev | • Alison McCormack (for | • Bronwyn Ritchie |
| • Paul Shen | • Bicycle Network) | • Alexei Trundle |
| • Derek Lawrie | • Ann Rogers | • Josh Lilly |
| • Chris Lee | • Lochlan Broughton | • John Moran |
| • Sean Kelly | • Glenda Morris | • LINDA DUGAN |
| • Marc Holland | • Alex Marks | • Aaron Moon |
| • Bruce Geddes | • Amy Sudibyo | • Andrew Paull |
| • Rob La Marca | • spence n | • Stephen Dobney |
| • Tom Sulston | • Russell Chesler | • Helen Smart |
| • Toby Eggleston | • Steve Pennells | • Karin Moore |
| • David Endersby | • Margaret Baker | • Annie Bolitho |
| • Martin Jones | • Kathryn Feehan | • You Liston |
| • Jessie Johnston | • Paul Brannon | • Michael Petit |
| • Josie Bigland | • Darren McClelland | • Cameron Roberts |
| • Lawrence Symes | • Hunter Kremer-Slevin | • Nicholas Sing |
| • Mark Liddle | • Sophie Yates | • Muriel Alexander |
| • Kate Eddy | • David Lunn | • Fleur Summers |
| • JAMES WHELAN | • Helen Sweeting | • Daniel Neville |
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- Luke Hall
- Tom Lauritz
- Anna Bhardwa
- Elizabeth Ivory
- Lisa Godinho
- Elizabeth Taylor
- Gautam Gupta
- Dean Andrews
- John Mulqueeneey
- Helen Gibney
- Anthony van der Craats

Items of correspondence to the FMC report were received from:

- Anthony Van Der Craats
- Robert Boyle
- Callum Harrison
- Janis Munro
- Harley Vincent
- Jane Mullet
- Steve Manders
- Adrian Jackson
- Shannon Regan
- Angela Devine
- Nicholas Dow

The following people addressed the Committee:

- Michael Petit
- Deepa Gupta
- David Hamilton
- Kate Kennedy (Zoom)
- Timothy Piper (Zoom)
- Lachlan Cole (Zoom)
- Linda Dugan
- George Hedon
- Karl Hessian
- Michael Smith
- Aaron Moon
- Anna Bhardwa
- Gautam Gupta
- Jamal Hakim (Zoom)
- Artemis Pattichi, Southbank Sustainability Group
- Anthony Van Der Craats
- Bike lane submissions begin
- Alison McCormack (for Bicycle Network)
- Nicholas Dow (Zoom)
- James Gardiner (Zoom)
- Damien Schroder
- Matilda Raynolds
- Daniel Ben-Barak
- James Garriock
- Samaa Kanani
- Greg Wilhelmi
- Peter McLean (Zoom)
- Kaspar Lucattini
- Sandra Geitz
- Muriel Alexander
- Charlotte Pache (Zoom)

The following people requested to address the Committee but were not present:

- Rocio Silva
- Mary Masters
- Samuel Alderson
- Bosco Lai
- Alice Banks
- Arsh Katoch
- Cecile Carbonnel
- Peter Liston
- Luke Martin
- Bike lane submissions begin
- Johannes Brants
- Luca Foerster
- Thomas Mccullagh
- Jarred Abrahams
- William Watt
- Marina Booth
- Justin Davies
- Kyle Hofer
- Michael Laffan
- Tim McGuigan
- Randall Saunders
- Simon Peevers
- Rod Schmid
- Luke Cini
- Lucas Huggins
- Dean Lushaj
- Keir Willox
- Stephen McLennan
- Brae Grimes
- Thomas James
- Salman Shami
- Robert Boyd
- Jo Oliveira
- Alexandra BT
- Asher Purvis
- Christopher Karalis
- Ken Kuo
- Stefan Tulloch
- John Humphreys
- Tabea Wolff
- Michael McKenna
- Hafez Alavi
- Martin George
- Anthony Hindle
- Amanda Holmes
- Michelle O'Brien
- Melanie Patterson
- Stephen Chan
- Jen Qiu
- Hayley OSullivan
- Katherine Walters
- Gene Easton
- Oliver Johns
- Leeten Chin
- Callum Porritt
- Rebecca Karpiuk
- Alessandro Cavoli
- Russell Manning
- Karien Dekker
- Kathryn Whalley
- Thamara Gunasekera
- Fergus Edwin
- Ryan Everleigh
- Sam Butcher
- Kat Drutschinin
- Sabine Kasel
- Lee Emery
- Bronwen Evans
- Rupert Christie
- Ben Creed
- Vi Nguyen

Future Melbourne Committee - Minutes

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|-------------------|-----------------------|---------------------|
| • Kon Romios | • Michael Callahan | • Robert Pease |
| • Sophia Grobler | • Corbin Afanasyev | • Daniel Attard |
| • Amanda Cooper | • Lachlan Perry | • Fhibault Fregoni |
| • Caroline Beirne | • James Kimpton | • Andre Woop |
| • Taylan Karaman | • Oliver Kinsella | • Isitha Subasinghe |
| • Barry Wilson | • Michael Kanizay | • Nat Bromhead |
| • Simon Marrow | • Elise Giles | • Lisa Chapman |
| • Louis Ryan | • Christopher Schultz | • Jessamy Gleeson |
| • Angus Hughes | • Alex Marks | • Han Te Riele |
| • Nick Bond | • Terezia Toth | • Damian Cera |
| • Steve Loney | • Dinan McMahon | • Li Mei Brusey |
| • Glen O'Rourke | • Jarrod Kutka | • John Sacchero |
| • Misja Carbo | • Annie Bolitho | • Sam Hankin |
| • James Thio | • Nicholas Sing | • Sarah Howells |
| • Jurgen Kriel | • Brenda Linsell | • Joseph McEwen |
| • Patrick Buzolic | • Alex Macleod | • David Ashkanasy |
| • David Williams | • Tessa Toumbourou | • Paul Shen |
| • Tom Tallis | • Matthias Bringezu | • Izaak Raaijmakers |
| • Kirra Johnson | • Colin Neil | • Grace Killmer |
| • Larry Isaac | • James Tolstrup | • Tom Lauritz |
| • Tom McFarlane | • Sean Pugh | |
| • Chris Dermody | • Alex Selles | |

Cr Camillo left the meeting at 8.12pm and returned at 8.37pm.

Cr Dr Guest retired from the meeting at 8.25pm.

Cr Scott left the meeting at 8.38pm and returned at 8.51pm.

Cr Dr Ball left the meeting at 8.53pm and returned at 8.57pm.

Cr Le Liu left the meeting at 8.55pm and returned at 9.01pm.

Cr Rowse left the meeting at 9.01pm and returned at 9.08pm.

Cr Le Liu left the meeting at 10.01pm and returned at 10.03pm.

Cr Camillo left the meeting at 10.15pm and returned at 10.17pm.

Cr Louey left the meeting at 10.46pm and returned at 10.51pm.

Cr Scott left the meeting at 10.54pm and returned at 10.57pm.

Cr Camillo left the meeting at 10.56pm and returned at 10.57pm.

Procedural Motion to continue the meeting beyond 11pm

Moved: Cr Rowse

1. That the Future Melbourne Committee continues until 11.30pm.

Seconded: Cr Le Liu

The motion was put and CARRIED UNANIMOUSLY

Voted for Lord Mayor Nicholas Reece, Cr Dr Ball, Cr Griffiths, Cr Rowse, Cr Le Liu, Cr Scott, Cr Louey and Cr Camillo

Moved: Lord Mayor Nicholas Reece

1. That the Future Melbourne Committee:
 - 1.1. Having considered all written submissions in response to the draft Budget and the draft Revenue and Rating Plan and having heard from anyone wishing to be heard, refers consideration of the Budget 2025–26 and Revenue and Rating Plan 2025–29 to the 30 June 2025 Council meeting.

Seconded: Cr Camillo

The motion was put and CARRIED UNANIMOUSLY

Voted for Lord Mayor Nicholas Reece, Cr Dr Ball, Cr Griffiths, Cr Rowse, Cr Le Liu, Cr Scott, Cr Louey and Cr Camillo

7 General Business

There were no items of general business.

8 Urgent Business

There were no items of urgent business.

9 Public Questions

There were three public questions.

Below is a summary of public questions and responses. The full question time can be heard in the live stream recording of the meeting on Council's website at <https://www.melbourne.vic.gov.au/meeting/future-melbourne-committee-17-june-2025>

Bike Lane Projects listed on Council's Website

Aaron Moon asked a question relating to the accuracy of the bike lane delivery schedule on Council's website.

Lord Mayor Nicholas Reece took the question on notice and advised that Council will review the website and provide written response to Aaron.

Pedestrianisation and urban planning

Daniel Ben-Barak asked a question relating to the potential pedestrianisation of other streets in the CBD, noting the success of Bourke Street and part of Swanston Street after removing motor vehicle traffic.

Lord Mayor Nicholas Reece thanked Daniel for the question and noted that Council plans include extending pedestrianisation on Elizabeth Street, with long-term planning also underway for Bourke Street. The Lord Mayor

Meeting Conclusion

Chris Thrum asked a question relating to whether the viewers watching the meeting online could retire for the evening.

Lord Mayor Nicholas Reece responded that the meeting will be concluded shortly.

10 Closure of Meeting

The Lord Mayor declared the meeting closed at 11:10 pm.

Confirmed at the meeting of the Future Melbourne Committee on Tuesday 1 July 2025.



Chair
Future Melbourne Committee

Security Support Pilot future state options



1 Councillor Forum

Purpose

Following a resolution at FMC on 4 February 2025, City of Melbourne procured the services of Crownland Security to support the safety of Local Laws Officers in conducting their duties while they addressed complex on-street issues.

An options analysis for a future program to support the delivery of a visible safety presence capable of addressing complex on-street behaviours has been developed and feedback is required on key elements of that program.

Presentation Outline

- Strategic context
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Strategic Context

Council Plan alignment

The City Street Safety initiative in the current Council Plan commits to continuing to work with Victoria Police and other agencies to deliver a range of initiatives that improve safety and perceptions of safety on the streets of Melbourne and within our communities.

Council resolution

On 4 February 2025 the Future Melbourne Committee resolved to:

- 1.1. Approve the commencement of a procurement process to contract a security services provider to support Local Laws Officers to address complex on street issues for a period of 6 weeks as part of a pilot.
- 1.2. Note Councillors will be further briefed on the outcome of the procurement process and specifics of the provider including details of the program and commencement date.
- 1.3. Authorise management to commence a pilot once the appropriate provider has been selected.
- 1.4. Approve the commissioning of a detailed design and evaluation of the pilot which will form part of a subsequent report to the Future Melbourne Committee outlining the outcome of the pilot and next steps, with consideration given to a parallel trial of social workers in place of security guards along with an international review of best practice responses to the public consumption of alcohol and begging; and advice on future training and support needs of the City of Melbourne's on-street compliance officers.

On 15 April 2025, the Future Melbourne Committee resolved to:

- 1.1. Extend the current trial of security personnel that support Local Laws Officers who address complex on-street issues for the period 19 April up until 1 July 2025. This extension ensures continuous security while the City of Melbourne gathers further data on the program's effectiveness; and responds to positive feedback from traders.
- 1.2. Authorises expenditure up to \$100, 000 to extend the trial, and request the Chief Executive Officer to ensure that this expenditure does not impact the FY 2024/25 budget surplus.

Budget allocation

The 2025-26 Draft Budget allocates \$2 million for the project.

How did we get here?

Occupational violence has impacted the enforcement of Local Laws

- Complex on street behaviours like the public consumption of alcohol and begging are enforced under Melbourne City Councils Activities Local Law 2024 which is administered by Local Laws Teams with Victoria Police as required.
- Due to the risk of occupational violence occurring when responding to complex on-street behaviours, there had been inconsistent enforcement of Local Laws where there was a perceived risk that engagements could escalate.
- In recent years, there has also been reduced capacity within Victoria Police to support Local Laws Officers which has further compounded risks of occupational violence and staff safety concerns.

Increased public scrutiny on safety in the CBD

There has been an increase in criminal incidents in the municipality which is coinciding with declining perceptions of safety linked to community members seeing people begging, consuming alcohol in public and displaying anti-social behaviour. We know that these issues are impacting residents, visitors and businesses.

Pilot Background

- Initial 6-week pilot from 7 March to 17 April 2025 (Phase 1)
- Pilot extended for 10 weeks, to conclude on 1 July 2025 (Phase 2)
- Following procurement processes, Crownland Security were contracted
- Two security guards were paired with two Local Laws Officers daily from 12noon – 8pm
- The primary patrol areas included the block of Swanston, Flinders, Elizabeth and La Trobe. Teams have also patrolled Southbank, Lygon Street, Errol Street and Spencer Street when possible.
- When Local Laws Officers engaged with people deemed to be offending they would:
 - Explain the concern relating to their conduct or behaviour and request compliance
 - Provide information on referrals to support services
- Where compliance wasn't easily achieved, directions were issued and referrals to police made when required
- During these interactions, one of the security guards would stand in a position where they could intervene should a threat of a physical incident appear, however not so close to overwhelm or intimidate. The other security guard would stand back.
- Where appropriate Crownland Security stood well back from the interaction.



Patrol areas during the pilot

KEY METRICS

Phase 1 - 7 March – 17 April 2025

- 667 direct interactions:
 - On average approx. 16 interactions per day.
 - Most interactions were for begging, followed by impacting amenity.
 - 4 reported incidents of occupational violence.
 - In 54 interactions some form of verbal abuse or threat of physical violence observed.
 - 35 interactions resulted in a referral to a support agency or organisation.
- 109 passive interactions where the offender has walked away upon sighting the team and no interaction has been possible/required:
 - Of these, 82% of compliance issues observed were related to begging

Phase 2 – 15 April – 1 July 2025

(data as of 28 May 2025)

- 823 direct interactions:
 - On average approx. 19. interactions per day.
 - Most interactions were for begging, followed by impacting amenity.
 - In 73 interactions some form of verbal abuse or threat of physical violence was observed.
 - 20 interactions have resulted in a referral to a support agency or organisation.
- Building on earlier insights presented to FMC which indicated a reduction in the number of individuals observed begging and public drinking, further data gathering is in progress, including an Intercept survey and additional observational data recorded by LLO's.

Pilot Outcomes

The pilot presented opportunities to address the safety of Local Laws Officers while also contributing to improved perceptions of safety for visitors, residents and business operators within the CBD and supporting vulnerable people demonstrating a variety of complex on-street behaviours. The extent to which these opportunities have been realised have been assessed and actions proposed as part of the future program.

Opportunity	Outcome	Recommendation
<p>Support for Local Laws Officers safety while addressing on-street issues including begging, public consumption of alcohol and antisocial behaviour.</p>	<p>Prior to the pilot, there had been inconsistent engagement from Local Laws Officers with individuals displaying certain on-street behaviours due to concerns for their safety. To date in the pilot there have been over 100 recorded incidents of physical or verbal occupational violence during the pilot. However, officers reported that they have felt safer and more willing to interact with individuals during the pilot period.</p>	<p>Survey Local Laws Officers at completion of pilot to gain further insight into their perceptions of safety.</p>
<p>Improved perceptions of safety by community through increased and consistent enforcement by providing a safer environment for Local Laws Officers to engage with individuals displaying behaviours which impact perceptions of safety.</p>	<p>Preliminary survey results indicate predominantly neutral views on the pilot in terms of whether it is having an impact on perceptions of safety. Some survey responses highlight low community awareness about the pilot, reservations about the small scale of the pilot and people already feeling safe in the CBD. Some survey respondents indicate they are happy to receive more information on the pilot and are supportive of its expansion. Survey participants have also responded favourably to the pilot in terms of an additional safety measure being implemented.</p>	<p>Develop a communications and stakeholder engagement campaign to support the next phase of the pilot which addresses the intent of the pilot, including the broader service offering from CoM to support the wellbeing of vulnerable people in the community.</p>
<p>Support for those experiencing vulnerability by providing the right support to address the underlying causes and drivers of certain on street behaviours through referrals to appropriate agencies.</p>	<p>To date there have been close to 50 referrals to support services, however there is limited oversight of the outcome of the referrals and whether alternative pathways should be explored.</p>	<p>Formalise pathway into existing CoM multi-agency coordination and explore opportunities to expand capacity and remit as part of transition to future operating model with specific consideration given to information sharing protocols.</p>

Deployment model

The pilot deployment model involved two Local Laws Officers being paired with two Security Guards working in teams of four. While this strengthened the safety of both Local Laws Officers and Security Guards who generally work in pairs, it limited the geographical coverage and our ability to reach all patrol locations, this approach meant our pilot officers were less visible and could also be perceived as intimidating by members of our community.

Planned pilot patrol locations



Observations – Hot Spots



What did our community tell us about the pilot?



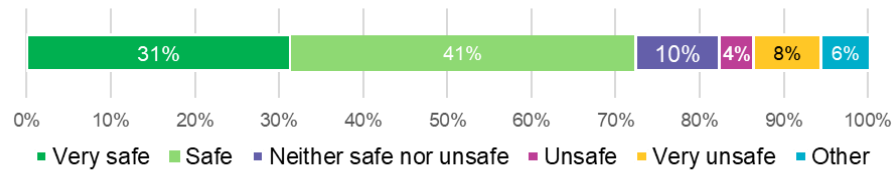
A cross-section of community voices

We spoke to 51 residents, workers, visitors, business owners and students from a range of ages and genders.

Perceptions of Safety



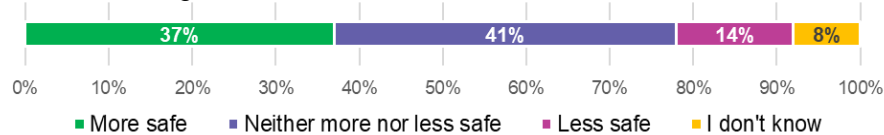
Consistent with CoMSIS data relating to day time, most people felt safe in the CBD. Of those who felt unsafe, over half cited issues that are being targeted by the pilot.



Awareness and impact of the pilot

There is low community awareness of the pilot with 69% of respondents unaware it was running.

When provided with more information, most were neutral or felt safer knowing the pilot was running.



Of the respondents who felt less safe in response to the pilot, feedback included dissatisfaction and confusion around the role of security guards, and concern for the people being engaged through the pilot.

Factors impacting perceptions of safety

"Seeing syringes, people who appear to be influenced by drugs, aggressive behaviour"

"On weekends there's problematic behaviour in the city and rough sleepers"

"Anti social behaviour, fear of being attacked/abused"

Factors impacting perception of the trial

"Sounds okay but I'm concerned about targeting people who are begging, they aren't doing that by choice. I've heard shelters are full and these people have fallen through the cracks"

"More eyes on the street looking out for situations, increasing awareness of safety, they're trained to help people where they can"

What did businesses tell us about the pilot?

A place-based perspective



We spoke to businesses inside the primary patrol area to ask for their feedback and suggestions. Further engagement will occur at the end of the trial.



Awareness and impact of the pilot

"A very necessary service especially with the prevalence of drug affected people outside the store"

"We still have people spraying graffiti and theft but we have noticed a big improvement with begging and people sitting outside, that doesn't happen anymore"

"Haven't noticed much difference"

"I haven't noticed the security guards presence"

"I saw them escorting a male away from the BSM intersection the other day who was yelling and screaming. He was likely on drugs. The security guards arrived quickly and de-escalated the situation"



Suggestions to improve feelings of safety

"Regular check ins – get the guards to come into the store and make their presence known"

"Having a police and/or council presence to run training with our store on crime prevention"

"The trial is a really good idea but I'm not sure if it's being implemented right because we still have a lot of issues. Last night someone was threatening to jump over the counter and bash us."

"We need more guards – especially on Elizabeth St"

"More night time presence between 9 and 10pm in the BSM strip"

"More security guards"

Lessons Learnt

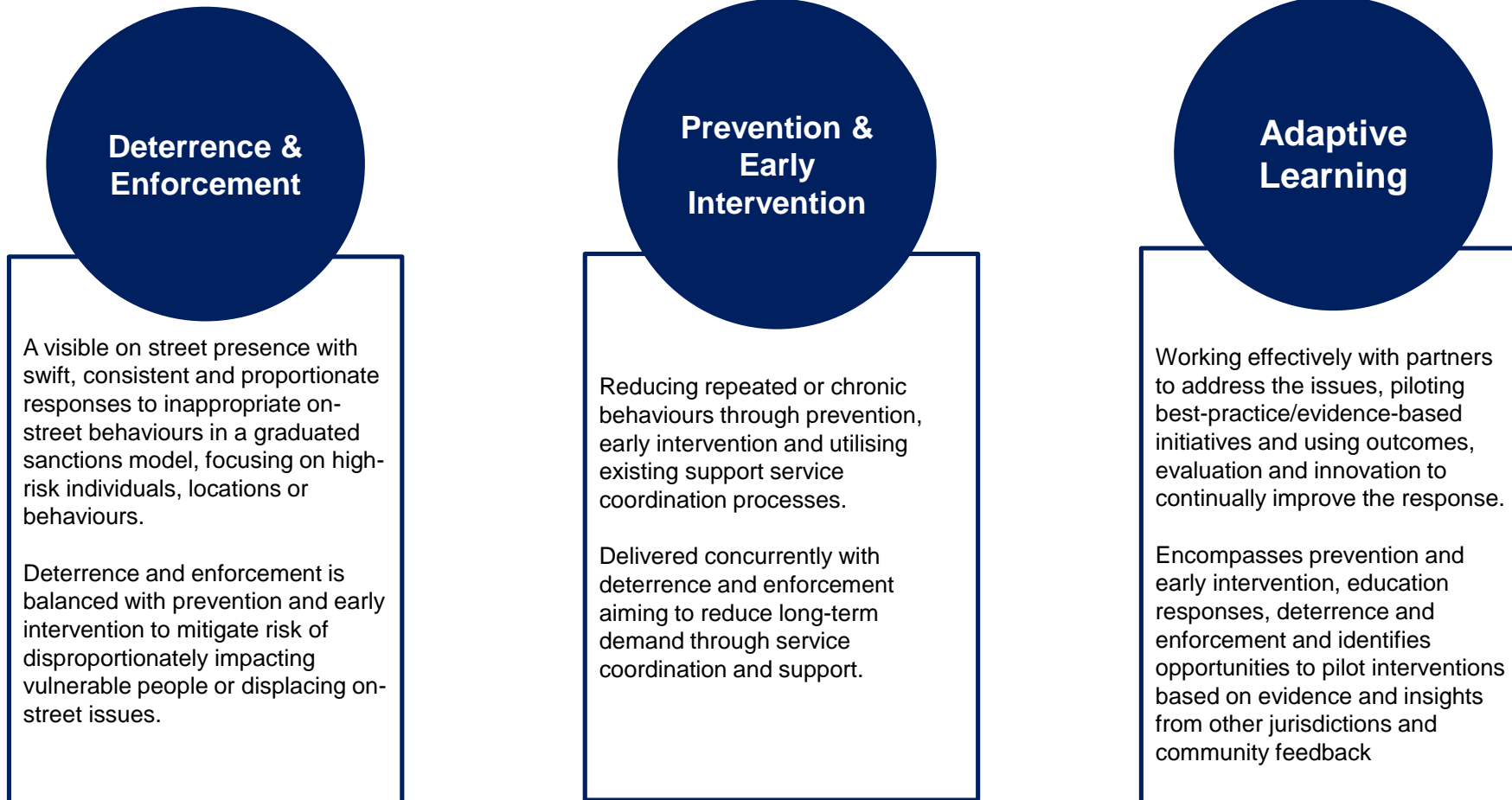
Throughout the pilot we encountered challenges and gained valuable insights that form the basis for recommendations for a future program of work. These lessons will guide us towards more effective use of resources in the next phase of this work.

What did we learn?

		Key Actions
Safety has improved however there is a continued reliance on Victoria Police	Security guards have been able to prevent physical assaults on our staff and staff have reported increased feelings of safety. However, once on-street behaviour exceeds the remit of Local Laws Officers there is a continued reliance on Victoria Police to respond within their operational priorities.	<ul style="list-style-type: none"> Continued advocacy to Victoria Police and the State Government about our safety priorities. Refining the deployment model to increase on street visibility, focusing on hot spots and repeat behaviour. Working with service providers to increase understanding of the program and to define a referral pathway. Developing a communications and engagement strategy explaining the programs aims. Creation of a new role that enables recruitment of the right skills and experience.
The deployment model limited the on-street presence of the pilot	The current deployment model of 2 x Security Guards with 2 X Local Laws Officers deployed in a team is not an efficient use of resourcing. Suitably trained and resourced staff should be able to effectively patrol in pairs. This also has the benefit of reducing the risk of intimidating members of the public.	
Greater engagement with and coordination from support services is required	There has been inconsistent support from existing support service organisations meaning that where referral or diversion opportunities exist, we cannot guarantee that need is being met and over time this may mean the effectiveness of the program is diminished. Some support service providers have expressed concerns about the pilot including that the pilot is displacing vulnerable people, rather than addressing their complex needs.	
Community awareness and understanding of the pilot is low	Survey insights indicated low community awareness of the pilot and confusion between the role of Local Laws Officers and the role of Security Guards, with some community members believing the role of the Security Guards is to address on-street behaviours rather than to support Local Laws Officers in their roles.	
Capability gap between Local Laws Officers and Security Guards	Existing Local Laws Officers do not currently have the training, equipment or expectations to manage and address escalation of behaviours whilst enforcing Local Laws.	

Future Operating Principles

To guide strategic decision-making, we've developed a set of operating principles based on an international literature review, the pilot evaluation, City of Melbourne priorities and values. These guiding principles will shape how this program will progress into the future. To date there has broadly been a deterrence focused approach with best-efforts made to refer vulnerable individuals in to support-services where possible.



Future Resourcing Model

Informed by the experience in the pilot, best practice literature review and the operating principles, a resourcing model is proposed for the future of the program. This provides increased capacity and greater on-street presence.



- Proposes to establish Community Safety roles internal to the City of Melbourne
- This model would include a Supervision layer as well as an internal City of Melbourne Coordinator to provide connection to the organisation, to connect and coordinate with support service providers and to support place-based interventions and outcomes. The Community Safety Officer, Supervisor and Coordinator roles will be authorised to act under the local laws, with Supervisors primarily providing additional on-street presence.
- Requires defining a referral pathway into existing support services.

Future Resourcing Model – detailed overview

	Current	Proposed Model
Capacity	2 x Local Laws Officers 2 x Security Guards + internal and external manager	11 x Community Safety Officers including supervisors and coordination.
Deployment	2 x Local Laws Officers paired with 2 x Security Guards	2 x Community Safety Officers paired. Supervisor in field with Officers >90% of time.
Shift coverage	8 hours per day 7 days per week	11 hours per day 7 days per week
Location coverage	One team servicing one location at a time.	Two teams at two different locations at once delivering greater geographic coverage due to overlap of shifts.
Roster	Rostered overtime or within current roster	4 on/ 4 off roster Hours of roster will vary depending on operational requirements. Teams will receive at least a fortnight notice.

Role Descriptions – high-level overview

Community Safety Officers

Community Safety Officers (CSO's) would be authorised to enforce the local law and trained to manage a higher level of personal risk than a Local Laws Officer. CSOs will be on-road officers working in pairs which achieves new efficiencies and limits the perception of intimidation. CSOs will perform the following duties:

- Provide referrals to support services for vulnerable people
- Engage with businesses in patrol locations
- Be a visible presence in the community
- Intervene in unsafe or anti-social behaviours with the aim to de-escalate
- Take necessary enforcement where other efforts have been ineffective

Training will cover:

- Customer service and public interaction (including CoM Code of Conduct)
- Trauma-informed engagement
- Mental health and AOD awareness
- Cultural safety
- Family violence and gendered violence training
- Information on local support systems for vulnerable people
- De-escalation techniques and occupational violence prevention
- Authorised Officer and local laws
- Appropriate use of force and self-defence
- Arrest and handcuffing procedures

Community Safety Coordinator

Predominantly office-based but equipped with the same training and authorisations as Community Safety Officers (CSO's) to ensure readiness for on-road support as required, the Coordinator duties will include:

- Data reporting
- Business and community liaison in patrol or hot spot areas
- Team tasking (based on data-led insights)
- Customer enquiries
- Forward planning
- Supporting Supervisors with complex focussed engagement

Coordinators will also be responsible for proactive liaison with stakeholders including support services and Victoria Police and supporting place-based interventions and responses to issues as they emerge.

Community Safety Supervisor

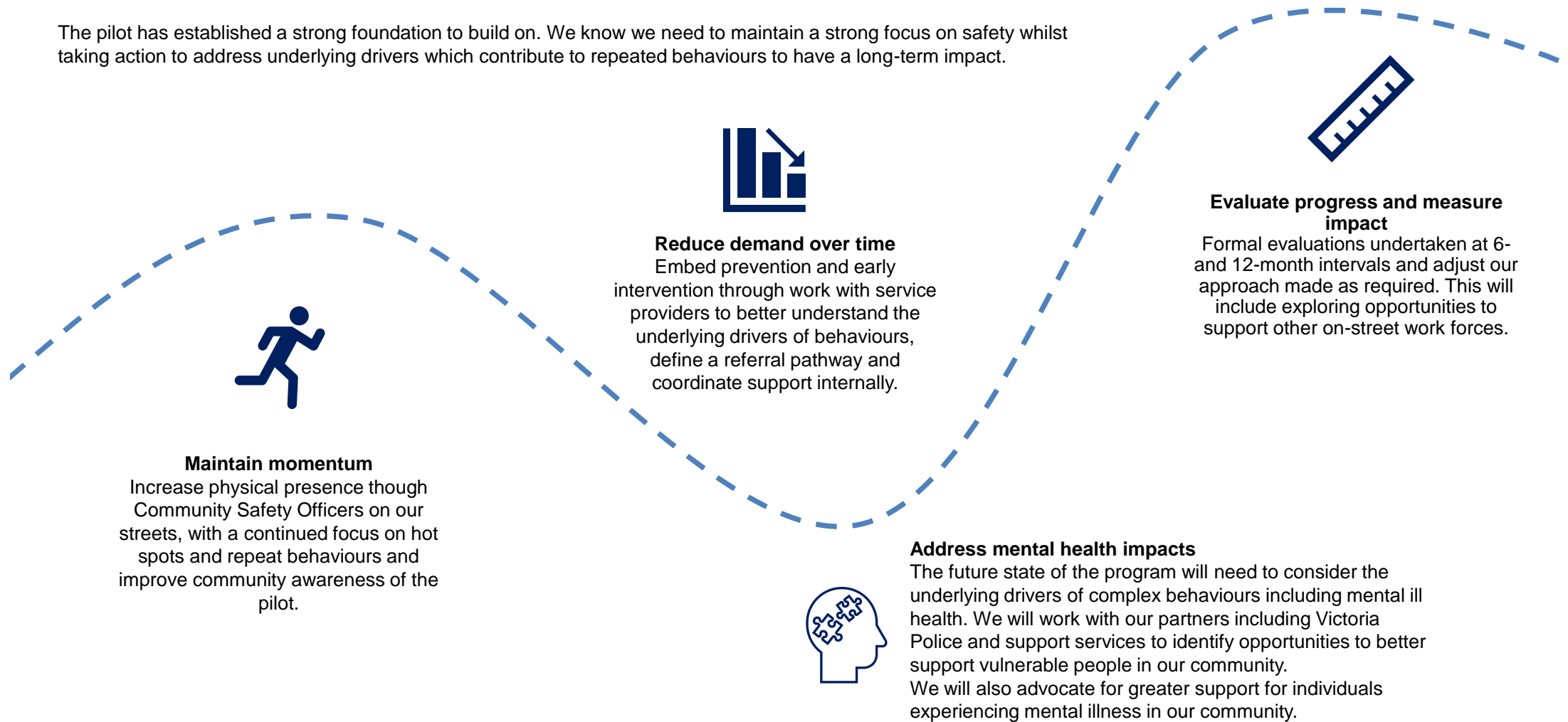
Predominantly working on-road, Supervisors will receive the same training and authorisations as Community Safety Officers (CSO's). Their duties will include:

- Supervision and support of on-road teams
- Coverage of CSO leave to maximise "boots on the ground"
- Lead team briefs/debriefs
- Data collection

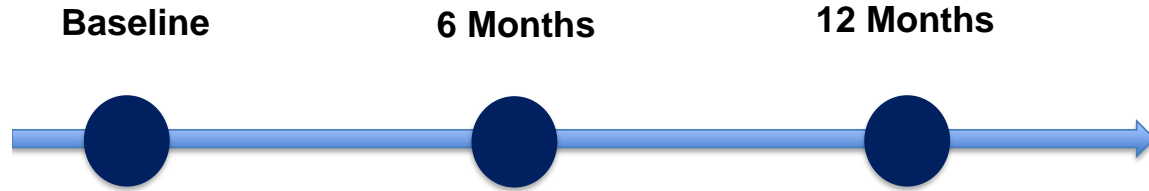
Supervisors will also be responsible for focussed engagement with people who persistently fail to comply

How do we get there?

The pilot has established a strong foundation to build on. We know we need to maintain a strong focus on safety whilst taking action to address underlying drivers which contribute to repeated behaviours to have a long-term impact.

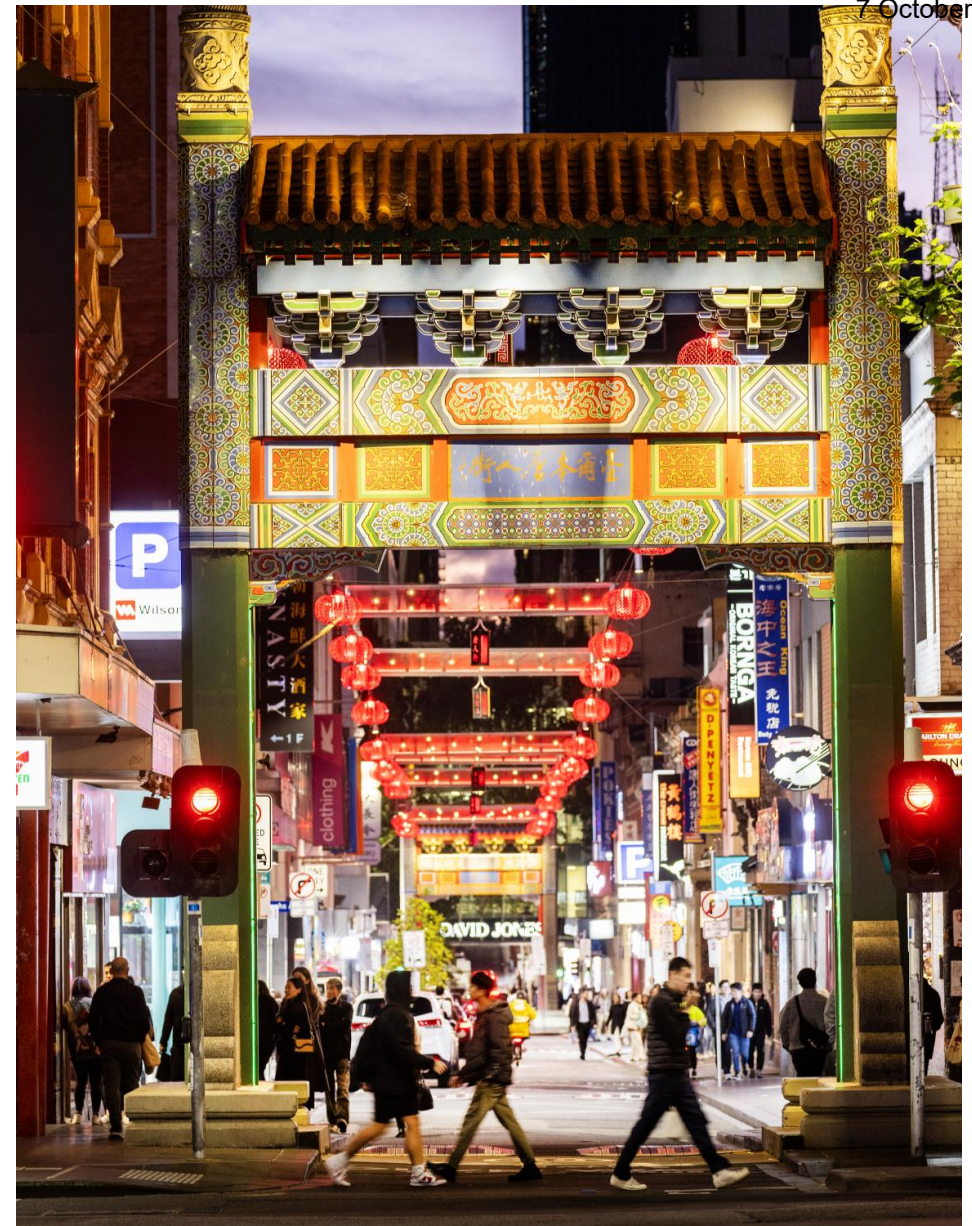


HOW WILL WE MEASURE PROGRESS?



We will measure our progress against 6 key outcomes, in 6 monthly intervals which will enable us to understand and measure the impact of the program as well as environmental factors such as new Metro stations coming online in the municipality:

1. A reduction in reports of begging, public intoxication and public nuisance behaviour in hot spot areas by our community members.
2. A reduction in observations by Local Laws and Community Safety Officers of begging, public intoxication and public nuisance behaviour in hot spot areas and areas of high footfall.
3. Identification of individuals persistently begging, consuming alcohol in public or creating a public nuisance consistent with Local Laws and commence active management/oversight of these individuals.
4. Improved community awareness of the program.
5. Improved perceptions of safety within hot-spot areas.
6. Regular engagement with Victoria Police to enhance interoperability and address key crime issues including retail theft, criminal damage, theft including theft from motor vehicles and bicycle theft.



SUPPORT, PARTNERSHIPS AND ADVOCACY

Council has a vital role to play in advocating to other layers of government and other partners to influence outcomes which can directly contribute to the program's success.

We see those advocacy opportunities as:



A commitment to an ongoing partnership from Victoria Police

We rely on Victoria Police to support our teams when there are issues that escalate and we know that their presence on-street through Operation Brightside has a positive impact on achieving the key outcomes.

As Victoria Police regains capacity, we want to ensure that focus returns to supporting CoM with the highly-visible on-street behaviours this program is addressing as well as important related services like the Police and Clinician Emergency Response (PACER) program.



Increased mental health support

An increase in the capacity of mental health crisis response and other mental health support programs will positively impact vulnerable people experiencing mental health incidents within our community. This would likely have flow on benefits to perceptions of safety.

Advocacy to the State Government on this issue and the broader implementation of recommendations from the Mental Health Royal Commission is a critical opportunity.



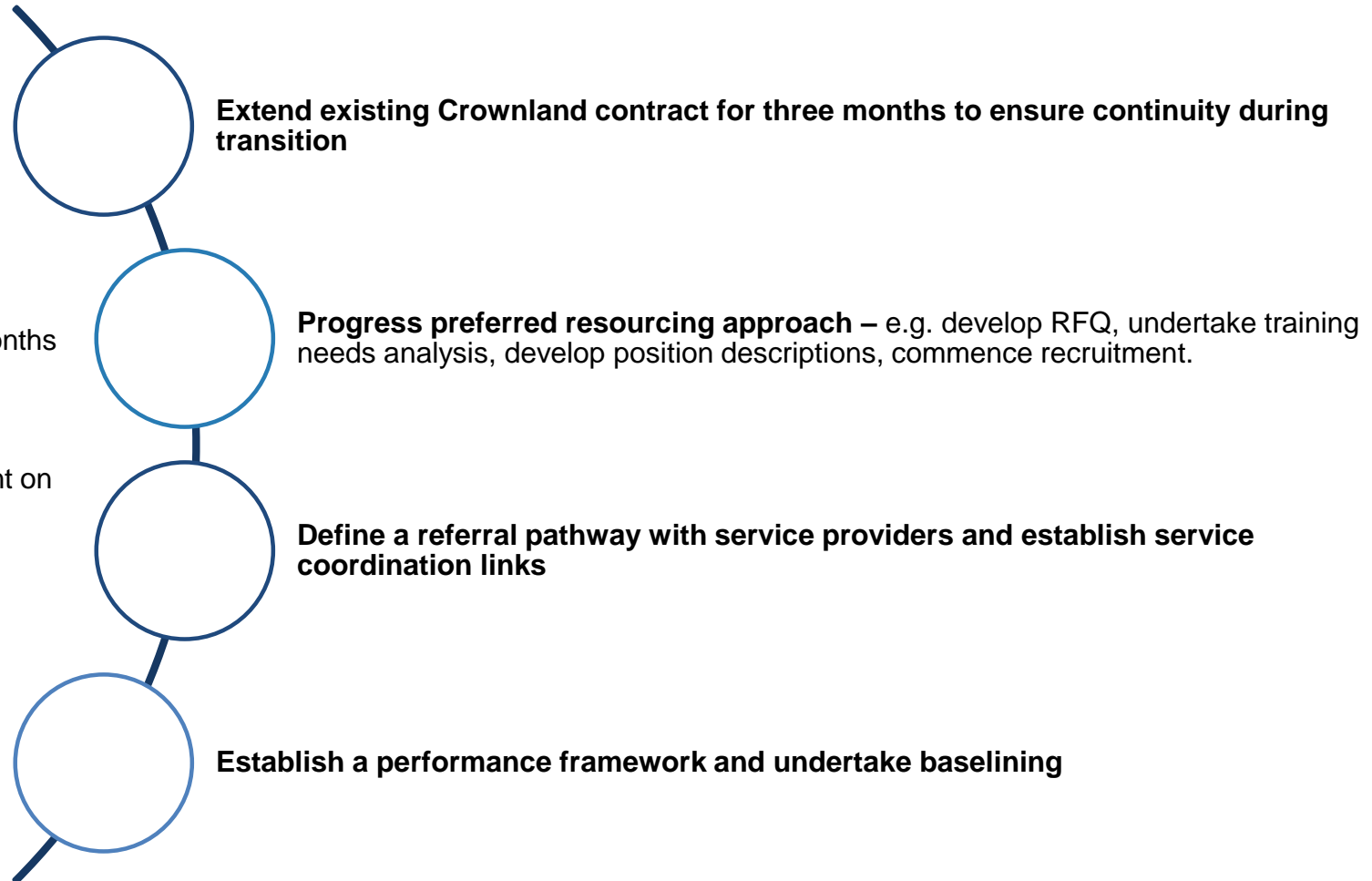
Championing outcomes from the program

The pilot has already delivered positive outcomes and as we build on these, Councillors can promote the benefits of the program and the impact it is having to both resident and business stakeholders.

Transition approach

Several key actions are proposed over the next 3 months to transition the pilot into its future state.

Some of these are contingent on Councils feedback on the resourcing options.



Key Risks

1. Perceptions of safety do not improve, or decline.
2. Occupational health and safety risks (internal model) associated with employees engaging with higher-risk behaviours.
3. Jurisdictional and authority creep.
4. City of Melbourne further embeds a service more appropriately delivered by another agency/organisation.
5. Negative perceptions from support services – seen as displacing the problem rather addressing underlying drivers
6. Victoria Police operational priorities do not change in the short-medium term.
7. Training and interoperability.
8. Disconnection from broader organisational strategy of supporting people with vulnerable needs.

Risk Mitigation

1. Clear communications strategy encompassing the intent of the program, roles and responsibilities and other CoM service offerings to support safety and vulnerable people.
2. Consider occupational health and safety hazards and risks and develop strategies to address.
3. Procurement and contract settings, MOUs, training, audit and ongoing advocacy with the State Government,
4. Prioritise formalisation of service coordination including consultation on preferred model, developing information sharing protocols and exploring joint training opportunities.
5. Prioritise formalisation of service coordination including consultation on preferred model, developing information sharing protocols and exploring joint training opportunities,
6. Ongoing advocacy with Victoria Police and the State Government.
7. Formal training needs analysis, joint training as appropriate and engagement with partners including Victoria Police and support services.
8. Explore opportunities to embed this program as part of broader strategic response to safety and vulnerable people: Council Plan, Municipal Health and Wellbeing Plan, Services Review.



Appendix 2

21 February 2025

Examination of Australian Legislation Relating to Begging and Consumption of Alcohol in Public Spaces

Executive Summary

The following explores the different legislative approaches of the Australian states and territories to instances of begging or gathering of alms, and the public consumption of alcohol. Through comparison of varying jurisdictions, it becomes clear that regardless of whether begging is decriminalised, the approach is largely the same. Public order legislation which is deliberately broad is used with discretion by police and local law enforcement officers to move beggars on, whether the act itself is a criminal offence or not. Whilst the common consensus is that the most effective strategy to reduce begging is through diversion of individuals into welfare programs, where criminal justice intervention is utilised as a last resort, many states have struggled to successfully operationalise this style. The City of Melbourne's strategy to address begging which emphasises a welfare-based approach aided by enforcement where required remains consistent with best practice in Australia. Similarly, across Australia there is a diverse range of laws restricting public drinking, however the most common are council-based restrictions designating 'wet areas' and 'dry areas'. Move on orders, confiscation and destruction of the liquor possessed by those violating these laws are the primary responses, with referral to sobering up centres and health professionals utilised when individuals present a danger to themselves due to intoxication.

Examination of Australian Legislation Relating to Begging and Consumption of Alcohol in Public Spaces

Public order legislation, regarding consumption of alcohol outside of unlicensed premises, public drunkenness, and begging, have seen significant amendments across Australia in recent years, with many jurisdictions opting to lessen or repeal the offences entirely due to their disproportionate effect upon those experiencing poverty and homelessness, amongst other societal issues^{1,2}. However, whilst there has been a gradual trend to decriminalise begging, with Western Australia³ (conditional offence in relation to transport⁴), Tasmania⁵, New South Wales⁶ and Queensland⁷ repealing legislation, it remains an offence in Victoria⁸, South Australia⁹ and the Northern Territory¹⁰ (see Appendix A for a legislative breakdown). The desired shift towards a health-based approach to combat begging, instead of the criminal justice approach of old, has not necessarily been reflected in the responses of law enforcement agents to instances of begging^{6,11}. Instead of utilising repealed anti-begging legislation, public nuisance and public order offences have been reappropriated to address the issue. In Tasmania¹², public annoyance legislation is used to prevent beggars from ‘[disturbing] the peace’, ‘[engaging] in disorderly conduct’, or ‘[committing] any nuisance’. Likewise, law enforcement agents in NSW and the ACT can leverage ‘drunk and disorderly’ legislation¹³ to provide them with ‘move on’ and exclusion powers, whereby beggars can be vacated if their conduct is believed to be ‘likely to give rise to a risk in public safety’ or is ‘disorderly’³.

Whilst begging is a last resort measure undertaken by those who are desperate², it’s acceptance and subsequent decriminalisation does not necessarily represent the best way forward. Previous instances of ‘professional begging’ syndicates in Melbourne are part of a growing trend which has been observed internationally across many wealthy cities with high tourism numbers^{14,15}. This reinforces the need to prevent individualised begging and instead divert funds to organisations who are best positioned to identify those truly in need and assist.

Furthermore, decriminalisation without adopting a different method of resolution is a passive approach which fails to acknowledge the harms of begging, both for the general public and the individual’s engaging in the behaviour^{16,17}. Whilst a zero-tolerance approach towards begging which relies purely upon the threat of criminal justice (CJ) intervention are largely unsuccessful in significantly reducing occurrences over a long period of time¹. It can be effective in a concentrated geographical area, diverting people towards locations with less

stringent law enforcement¹. However, it can also have an adverse effect upon the community by pushing people towards other, more harmful and illegal sources of income, such as theft¹.

Despite this, enforceable laws and their associated punishments can form part of a coercive escalation framework, which utilises support services to reduce instances of begging¹⁶, with CJ responses employed as a last resort. The active diversion of beggars towards support services, whether through direct facilitation of contact with the appropriate organisation, or provision of information, is the most effective form of intervention¹⁶. However, this requires proactive engagement of law enforcement, local government, and support outreach workers with beggars in the community¹⁶.

Similarly, whilst there has been widespread decriminalisation of public drunkenness offences in favour of a health-based approach, the act of drinking in public outside of licensed locations remains illegal across much of Australia. This is relatively consistent across states and territories, with specific locations and conditions for consumption of alcohol being determined by local councils in line with the state's overarching legislation (see Appendix B). The ACT¹⁷, Northern Territory¹⁸, South Australia¹⁹, Queensland²⁰, and NSW²¹, operate through legislation around alcohol-free zones (AFZ)²², 'wet areas'²³, and 'dry areas'²⁵, creating a complex geographical patchwork of locations in which individuals can or cannot consume alcohol outside of licensed premises. On the other hand, Victoria^{25,26}, Tasmania¹², and Western Australia²⁷ have a more consistent approach which largely prohibits the consumption of alcohol in public places without a permit. However, this is also subject to local laws^{26,28}.

The retention of destruction/pour out, confiscation and move on powers allow law enforcement to address individuals engaging in this type of behaviour with a variety of responses, depending on the specific context of the situation and perpetrator(s). However, this can result in discriminatory practices which disproportionately affect minorities, such as young people, those experiencing homelessness, and Indigenous populations²⁹. The introduction of sobering up centres (SUCs) in many of Australia's capital cities has given police a desirable alternative to holding intoxicated individual's in cells whilst they are believed to present a danger to themselves^{30,31,32,33,34}. Referrals to these services is a key part of the growing health-based approach to public drunkenness, and by extension to reducing the act of drinking in public³⁵. Evaluations of SUCs in Australia, the US and Canada have found that whilst there are high re-admission rates, there has been a reduction in incarceration rates and time spent in custody for people experiencing complex needs³⁵. Despite critiques for the continued

enforcement of prohibition of alcohol consumption in public spaces²⁹, research conducted in a number of national and international locations has found that it has improved perceptions of safety, the condition of the environment (through a reduction in broken glass and littering), and the general amenity of many public spaces²⁹.

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Appendix A

Australian State-Based Anti-Begging Legislation				
State/Territory	Legislation		Notes (if req.)	Source
VIC <i>Illegal</i>	Summary Offences Act 1966 (Vic) – S 49A	1) A person must not beg or gather alms. 2) A person must not cause, procure, or encourage a child to beg or gather alms.	Penalty: 12 months imprisonment	Summary Offences Act 1966 (Vic). Available here .
NSW <i>Legal but enforced through alternative legislation</i>	Summary Offences Amendment (Intoxicated and Disorderly Conduct) Bill 2011 (NSW) - S 9	A person who: a) Is given a move on direction for being intoxicated and disorderly in a public place, and b) At any given time within 6 hours after the move on direction is given, is intoxicated and disorderly in the same or another public place, Is guilty of an offence with the maximum penalty of 6 units.	Whilst begging is legal, alternative legislation such as this is used to move people on and disrupt the behaviour.	Summary Offences Amendment (Intoxicated and Disorderly Conduct) Bill 2011 (NSW). Available here .
QLD <i>Legal but enforced through alternative legislation</i>	Summary Offences Act 2005 (Qld) – S 6	A person commits a public nuisance offence if: a) The person behaves in i) A disorderly way; or ii) An offensive way; or iii) A threatening way; or iv) A violent way; and b) The person’s behaviour interferes, or is likely to interfere, with the peaceful passage through, or enjoyment of, a public place by a member of the public	Begging decriminalised 2 September 2024. Whilst begging is legal, alternative legislation such as this is used to move people on and disrupt the behaviour.	Summary Offences Act 2005 (Qld). Available here .
NT <i>Illegal</i>	Summary Offence Act 1923 (NT) – S 56	Any person who: c) Wanders abroad, or from house to house, or places himself in any public place, street, highway, court, or passage, to beg or gather alms, or causes or procures or encourages any child to do so;	Shall be guilty of an offence, punishable by \$500 fine, 3 months’ imprisonment, or both.	Summary Offences Act 1923 (NT). Available here .
WA <i>Legal except when involving public transport</i>	Public Transport Authority Regulations 2003 (WA) – R 14	Unless authorised in writing by the chief executive officer, a person who begs or busks in or on a conveyance or a facility commits an offence. Modified penalty: \$100 fine Penalty: \$500 fine	Begging is only criminalised around/on public transport. Criminal laws preventing begging repealed in 2004.	Public Transport Authority Regulations 2003 (WA). Available here .
SA <i>Illegal</i>	Summary Offences Act 1953 (SA) – S 12	A person who: a) Begg or gathers alms in a public space; or b) Is in a public place for the purpose of begging or gathering alms; or c) Goes from house to house begging or gathering alms; or d) Causes or encourages a child to beg or gather alms in a public place, or to be in a public place for the purpose of gathering alms; or e) Exposes wounds or deformities with the object of gathering alms	Is guilty of an offence with a maximum penalty of a \$250 fine	Summary Offences Act 1953 (SA). Available here .

<p>ACT <i>Legal but enforced through alternative legislation</i></p>	<p>Crime Prevention Powers Act 1998 (ACT) – S 4</p>	<p>Move-on powers: 1) Where a police officer has reasonable grounds for believing that a person in a public place has engaged, or is likely to engage, in violent conduct in that place, the police officer may direct the person to leave the vicinity 2) A person shall not, without reasonable excuse, contravene a direction given in accordance with subsection 1).</p>	<p>Begging is legal in the ACT, but vaguely defined move-on powers allow police discretion to address begging when deemed problematic.</p>	<p>Crime Prevention Powers Act 1998 (ACT). Available here.</p>
<p>TAS <i>Legal but enforced through alternative legislation</i></p>	<p>Police Offences Act 1935 (Tas) – S 13</p>	<p>A person shall not, in a public place: a) Behave in a violent, riotous, offensive, or indecent manner b) Disturb the public peace c) Engage in disorderly conduct d) Jostle, insult, or annoy any person e) Commit any nuisance; or f) Throw, let off, or set fire to any firework</p>	<p>Whilst begging is legal in Tasmania, public annoyance legislation has been reappropriated to ‘move on’ beggars.</p>	<p>Police Offences Act 1935 (Tas). Available here.</p>

Appendix B

Australian State-Based Public Consumption of Alcohol Legislation				
<i>State/Territory</i>	<i>Legislation</i>		<i>Notes (if req.)</i>	<i>Sources</i>
VIC <i>Legal except when otherwise declared by local laws.</i>	Local Government Act 2020 (Vic)	1) Local laws concerning alcohol consumption in public places are predicated by Division 3 (Local Laws) of the Local Government Act 2020.	No state-based legislation prohibiting the public consumption of alcohol, as such approaches differ between LGAs (see examples of Melbourne metropolitan councils here).	Local Government Act 2020 (Vic). Available here . VicHealth Local Laws in Metro Council. Available here .
NSW <i>Legal except when in alcohol-free zones (AFZ)</i>	Local Government Act 1993 (NSW) – S 642	A police officer or an enforcement officer may seize any alcohol (and the bottle, can, receptacle or package in which it is contained) that is in the immediate possession of a person in an alcohol-free zone if: a) The person is drinking alcohol in the AFZ, or b) The officer has reasonable cause to believe that the person is about to drinking, or has recently been drinking, alcohol in the AFZ	PCA is legal except in designated alcohol-free zones determined by local councils.	Local Government Act 1993 (NSW). Available here .
QLD <i>Illegal except when in designated ‘wet areas’</i>	Liquor Act 1992 (Qld) – S 173B	A person must not consume liquor in: a) A public place that is: i) A roach; or ii) Land owned by, or under the control of, a local government, other than a conservation park or resources reserve; or iii) Relevant land prescribed under a regulation or b) A doorway, entrance or vestibule that gives access to premises from a public place mentioned in <i>paragraph (a)</i>	PCA only legal in designated ‘wet areas’	Liquor Act 1992 (Qld). Available here .
NT <i>Legal except in specific locations or when otherwise declared by local councils</i>	Liquor Act 2019 (NT) – S 171	A person must no consume liquor in any public place (or in a vehicle at a public place) in the following locations: a) Alice Springs b) Darwin c) Katherine d) Palmerston e) Tennant Creek f) The Darwin Waterfront Precinct g) Any local government area that a local council declares, by notice published on the council’s website, to be subject to this prohibition h) Any place not within a location specific by paragraphs (a) to (g) but within 2km of licensed premises i) Any place prescribed by regulation	PCA is legal across the NT except in the location specified and when within 2km of a licenced premises.	Liquor Act 2019 (NT). Available here .
WA <i>Illegal</i>	Liquor Control Act 1988 (WA) – S 119	(1) A person who consumes liquor in any place or on any premises, including any park or reserve, without the consent of the occupier, or of the person or authority having control, or that place or those premises commits an offence	Illegal across WA	Liquor Control Act 1988 (WA). Available here .
SA	Liquor Licensing Act 1997 (SA) – S 131	(1) The Minister may, by notice in the Gazette, prohibit the consumption or possession or both of liquor in the public place or public places specified in the notice (a) Subject to this section, a council may, by notice in the Gazette, prohibit the consumption of possession or both of liquor in the public place or public places within	Legal unless designated as a ‘dry area’ through publishing notices in the Gazette	Liquor Licensing Act (SA). Available here .

<i>Legal except in 'dry areas'</i>		the area of the council specified in the notice during the period (not exceeding 48 hours) specified in the notice		
<p>ACT</p> <p><i>Legal except in specified locations and alcohol-free places</i></p>	<p>Liquor Act 2010 (ACT) – S 198/199</p>	<p>Alcohol-free places (S 198):</p> <p>(1) A regulation may prescribe a place to be a place where liquor and low-alcohol liquor must not be consumed (a <i>permanent alcohol-free place</i>)</p> <p>(2) The commissioner may declare a public place to be a place where liquor and low-alcohol liquor must not be consumed for a stated period not longer than 1 month (a <i>temporary alcohol-free place</i>)</p> <p>Offence – consume liquor at certain public places (S 199):</p> <p>(1) A person commits an offence if:</p> <p>a) The person consumes liquor or low-alcohol liquor; and</p> <p>b) The liquor or low-alcohol liquor is consumed at:</p> <ul style="list-style-type: none"> i. A bus interchange; or ii. A bus station; or iii. A light rail stop; or iv. A place that is within 50m from the above and: <ul style="list-style-type: none"> D. A shop; or E. Licensed premises or permitted premises; or v. A permanent alcohol-free place; or vi. A temporary alcohol-free place 	<p>Legal except in specified locations and alcohol-free places</p>	<p>Liquor Act 2010 (ACT). Available here.</p>
<p>TAS</p> <p><i>Illegal</i></p>	<p>Police Offences Act 1935 (Tas) – S 25</p>	<p>(2) A person must not consume liquor in a public street or in any public place that is prescribed by the regulation for the purposes of this section.</p>	<p>Illegal</p>	<p>Police Offences Act (Tas). Available here.</p>

Appendix 3

International Best Practice Responses to Begging and Public Consumption of Alcohol*Executive Summary*

This international literature review examined best practice responses to begging and public consumption of alcohol. Using a mixture of academic works and grey literature, three key domains were prioritised; diverted giving schemes (and associated public education campaigns), employment assistance programs, and effective approaches to enforcement. Due to the scope of the paper, services such as drug and alcohol support, housing assistance, mental health practitioners, and provision of welfare, which are already offered within the City of Melbourne, were not included. Rather, novel areas which have not been utilised in Melbourne to the same extent as elsewhere (if at all) were examined, intending to provide direction and information on how CoM could implement a best practice approach to effectively reduce begging whilst remaining compassionate and cognisant of the difficulties faced by those on the street engaging in the unwanted behaviours. This literature review also sought to provide direction on limiting public consumption of alcohol (PCA). Three strategies were identified: public education on local laws, assistance for those experiencing homelessness who may be disproportionately targeted by enforcement of public order offences, and referrals towards drug and alcohol support services when substance misuse issues were identified as a causal factor of the behaviour.

The practice of begging (also known as panhandling in the United States of America or gathering of alms in the Summary Offences Act) is an unremitting worldwide issue with no clear or simple solution. Complex factors such as homelessness, poverty, substance abuse, and mental illness require a holistic approach to effectively rehabilitate individuals and reintegrate them into society. Varying approaches have been trailed across the globe with mixed success. One of the most common programs utilised are Diverted Giving Schemes (DGS) and public education campaigns. They are designed to reduce the lucratively of begging by encouraging the public to donate money to charities and support services instead of the individuals on the street. There are many examples of DGS across America (Denver in particular) and England. However, the effectiveness of DGS and public education campaigns has been questioned by critics. There is no empirical evidence that DGS has decreased the number of beggars in areas where they have been established, and their ability to generate meaningful income for support agencies is doubted. It is theorised that these programs fail to address one of the key motivators for begging; the desire to obtain income to support addictions. Many of the people on the street

begging are either ineligible for support (for various reasons such as citizenship and previous behaviour), or the support offered does not meet their needs. As such, whilst DGS and public education may form part of an approach to reducing begging, they must be paired with other initiatives which are designed to address the causal factors.

Employment assistance programs is another avenue which has been explored. Many beggars are not homeless, however, the welfare they receive is not enough to prosper and establish a stable place of residence, preventing them from experiencing the basic quality of life everyone should be entitled to in a wealthy country such as Australia. Whilst initiatives such as *The Big Issue* and *YP4* have provided a much-needed source of employment for people experiencing (or who have experienced) homelessness and poverty allowing them to earn money through legal and dignifying means, there is a distinct lack of services to support reintegration into the workforce. There is a very high percentage of people begging with criminal records, low educational attainment, and poor employment histories, restricting their employment options. Provision of programs which upskill these people are critical to bridge the gap between welfare reliance and obtaining financial independence through secure employment. It is recommended that where possible voluntary paid work is offered in 'public works' like projects, with a minimum workforce quota of people who have experienced homelessness (or are actively homeless) implemented for contracted organisations. Furthermore, community corrections orders are proposed in the place of fines, yielding a benefit to the community through unpaid work, whilst also aiding the integration of offenders with support services, providing employability skills/opportunities, and reducing the financial pressures already present.

The final section of this research paper outlines the elements required for effective enforcement of begging. Whilst the context of begging differs depending on location, aspects from overseas can be applied to the Australian example. Through combining best practice techniques relevant to the Australian begging conditions, the following recommendations were made:

1. An incremental enforcement framework be developed. This should clearly outline the process for creation of profiles, referral to relevant agencies, progress tracking, and the procedure for escalation.
2. A welfare-based enforcement approach must be emphasised which prioritises diversion through support services over criminal justice intervention.

3. Replacing fines and incarceration with community correction orders should be explored.
4. A trauma informed and culturally sensitive approach must be adopted when engaging with Indigenous people, prioritising support and referral over enforcement and CJS involvement.

Unlike begging, PCA is a readily accepted practice in many parts of the world. There are conflicting beliefs influencing its legality across jurisdictions. One perspective is that PCA normalises alcohol and creates a 'healthy' drinking culture, whereas others believe that it contributes to binge drinking and an increase in violence. Legislation regulating PCA is highly inconsistent across Australia (see Appendix C), and even more so globally. As such, there are many who engage in this practice within the CoM municipality due to a lack of knowledge regarding the local laws. In these cases, it is important to be understanding of the complexity, utilising move on or confiscation powers where required, with a focus on education and prevention of future recurrences.

PCA disproportionately affects people living on the street. In these cases, it is necessary to address the issues of homelessness or substance addiction first. Failure to do so will inevitably result in recidivism due to the lack of a private residence to consume alcohol in, or the necessary support to break free from the addiction contributing to their behaviour. A welfare-based strategy aligns with the wider best practice approach to alcohol related harm, as is evidenced through the decriminalisation of public drunkenness.

Recommendations

The following recommendations have been made based upon the research conducted in each subsection:

Diverted Giving Schemes and Public Education:

- A) A diverted giving scheme is set up in the City of Melbourne, which uses a combination of physical cash donation points, installed in council buildings throughout the municipality, and a partnership with 7-Eleven explored to have donation points available in their stores as well (see Appendix A). In addition, posters should be dispersed throughout the city that have QR codes to allow for online donations, with a website and hotline that can be utilised for those who require assistance.

- B) This DGS will also provide an opportunity for public education; however, it is critical that the mistakes of past campaigns (especially Nottingham) are not reproduced. This requires sensitivity, with a human-centred approach adopted towards the marketing and message projected. A collaborative approach with homeless rights organisations is encouraged to ensure that the message is appropriate and endorsed by relevant groups.
- C) This DGS should aim for full transparency, with information readily available for the public regarding donations received (anonymised), where these funds are being diverted to, and what the additional funds have allowed organisations to do. This will assist in providing tangible feedback for donators and encourage more public interaction.

Employment Schemes:

- A) Provision of voluntary paid work for those with no fixed address or on welfare payments in 'public works' like projects, intending to provide work history and build employment skills.
- B) Instigate a minimum workforce percentage requirement from this demographic for contracted organisations (where applicable/possible) undertaking such projects.
- C) Design and disseminate a refined information booklet which provides clear instructions on seeking help (physical locations and online resource) - if this has been provided whilst enforcing local laws, it must clearly define what is required by the individual and subsequent actions that will be taken if the individual fails to comply with the instructions. This information sheet must be cognisant of the difficulties some may experience with literacy, providing clear direction on where non-English translations are available (instructions written in specific language), and a map to support services (explained by officer) for those who may not be able to read.
- D) Investigate the implementation of community-corrections orders in the place of fines, intending to provide a penalty which does not place additional burden upon the financial resources of those struggling; to reduce contact with the criminal justice system; and build employability skills through community work and attendance to support sessions.

Enforcement-based Approaches:

- A) Development of an incremental enforcement framework which clearly outlines the process for creation of profiles, referral of offenders, progress tracking, and escalation procedure.
- B) Emphasis on a welfare-based enforcement approach that focuses on diversion instead of CJS interventions
- C) Exploration of the potential to utilise community corrections orders (CCO) in the place of fines and lengthy court proceedings
- D) Trauma informed and culturally sensitive approach when engaging with Indigenous people which prioritises support and referral over enforcement and CJS involvement.

Public Consumption of Alcohol Approach

- A) Increased public education of the local laws preventing PCA and the harms associated with alcohol consumption.
- B) Continued use of confiscation and move on orders, utilising CJS and police when intermediate measures do not achieve the desired result
- C) Emphasis on referring individuals to the appropriate support services, addressing the underlying factors prompting PCA (see examples from Darebin and Yarra councils)¹¹¹

Approaches to Begging Prevention

Begging, panhandling (USA)¹ or gathering of alms² is a practice which is implemented across the world, often by those experiencing poverty with complex needs that welfare services are unable to properly resolve³. Governments and local councils have tried a variety of methods to reduce the presence of beggars on the street, whether it be to improve the general amenity of areas, to benefit local businesses and increase perception of safety for the public, or to assist the beggars themselves with re-entering society and experiencing the benefits other citizens enjoy⁴. Like many social issues there is not a simplistic ‘fix’ to the phenomenon of begging, because there is not a singular reason why people engage in the act⁵. As such, a holistic approach is required that targets a variety of areas, with a mixture of individualistic support programs, and upstream measures to mitigate the factors trapping people in cycles of poverty and creating a reliance upon begging to generate income. This report will provide examples of different techniques used to address begging internationally, identifying approaches which have been successful in other regions and may be reproducible in the City of Melbourne, whilst also discussing why some strategies failed, and the lessons which these attempts provide.

Diverted Giving Schemes and Public Education

A common approach which has seen mixed success are Diverted Giving Schemes (DGS)⁶. These strategies are used in combination with public education campaigns to reduce the money being given directly to beggars, instead encouraging people to donate directly to charitable support organisations⁶. There is various form of DGS, however they all follow the same general premise. In America, disused parking meters have been repurposed into donation points⁷ (Image 1 below). They are brightly coloured and provide a highly visible source of public education, preventing panhandlers from being pushed out of the public consciousness. These points intend to increase the donations made, whilst also mitigating the power imbalance present during the donation process when conducted with beggars themselves⁴. DGS’s revolving around donation points are now present in several American cities^{7,8}, with the local council’s parking officers emptying them on their normal rounds⁸. A similar campaign has been run in Winchester, England, operating under the banner “Spare Change for Real Change”⁹. This program encourages people to give money to Winchester Churches Nightshelter and Trinity Winchester, with red house-shaped donation boxes positioned in shops and businesses throughout the city (Image 2 below). In addition, people may donate by texting a hotline⁹ and nominating an amount. This addresses the shift to an increasingly cashless

society over the last 15 years^{10,11} and removes one of the primary barriers which have negatively affected the fundraising efforts of charities and other sources reliant upon cash donations¹².

*Image 1 (left)*⁸: Example of DGS popular in America, featuring a colourful parking meter-like donation point. Captured in New Haven, Connecticut, USA.

*Image 2 (right)*¹³: These donation boxes are placed within participating businesses in Winchester, England, to divert funds towards charities.



However, whilst these schemes have received widespread support, there is a lack of evidence regarding their effectiveness⁶. No studies have found that the presence of DGSs such as these have resulted in a reduction of beggars/panhandlers⁶, and questions have been raised regarding their ability to generate meaningful income for support agencies, with cities such as Baltimore reported modest earnings of \$2,400 - \$4800 annually (USD), whilst Denver amassed \$8,500 (USD) in the first 6 months of the program⁷. In Denver, some of the donation points have been vandalised, presumably by panhandlers, to prevent people from inserting coins, or creating a moral dilemma by attaching notes critiquing the lack of human interaction through the revised donation process⁷. The lack of empirical reduction in beggars in areas which DGS have been established may be due to the reason why people beg in the first place. It is theorised that many beggars are seeking income to support an addiction to alcohol or another substances^{4,14}. As such, whilst DGS may be effective in addressing the basic needs of some individuals through provision of accommodation, food or other necessities, they do not provide others with the disposable income required to satiate addictions, therefore failing to alleviate the primary incentive to beg. However, it is important not to overgeneralise substance abuse as the singular reasons all beggars engage in this behaviour⁴. There are many different reasons why people beg, and an overly simplistic approach which fails to acknowledge the complex

needs of individuals will not achieve the desired results⁴. This will be evidenced below in a discussion of Nottingham's public education campaign run in the mid 2010's.

A further critique of some schemes is the lack of transparency regarding the donation process¹⁵. DGS operate under the premise that when donations are made directly to a beggar in the street, the money can be spent on anything, with some campaigns contending that generous people donating to beggars on the street are 'killing [them] with kindness' by funding addictions and disrupting the treatment by medical professions^{16,17,18}. On the other hand, DGS contend that the donations received through their campaigns will be spent on more constructive ventures, benefitting both the individuals begging, and society as a whole. However, the failure to provide adequate transparency and report where money is being spent does not align well with this line of reasoning, leading to some commentators even claiming that the money isn't reaching the services at all¹⁵. This does not encourage widespread public support and fails to provide those donating with any indication that their money has gone towards those in need.

Additionally, access to crucial support programs remains an issue, with many beggars reporting that they have been denied support from these critical services, whether due to organisations having insufficient resources to meet the demand, or individuals themselves failing to meet the requirements for provision of assistance³. The donations made to DGS intending to help those on the street, and reduce the number of people begging, may not be used to assist the intended individuals, especially when they are not involved with the support programs. As such, the effectiveness of DGS are limited by their inability to directly support those on the street by alleviating their need to beg. Instead, they empower organisations through provision of additional funding, allowing them to take on extra clients and provide more services to those in need. This further reinforces the contention that a multifaceted approach to combat begging is required, combining DGS and more direct interventions which engage with the beggars themselves.

There has been condemnation of some of the public education campaigns in England for a lack of compassion and failure to acknowledge the complex needs underpinning people's decision to beg^{5,19,20,21}. In Nottingham, England, a public education campaign was run in 2016 intending to divert funds away from beggars and towards charities²². However, their demonisation of beggars did not encourage donations at and had a negative effect upon the public's perception of beggars and homeless people more generally²⁰. Nottingham's approach reduced causation for begging to a simplistic base of addiction, failing to consider other

contributing factors. This is reflected through use of phrases such as “watch your money go up in smoke”, “watch your money go to a fraud” and “give money to someone begging and feed a harmful addiction”²¹. The negative connotations of homeless people in these ads led to it being banned by the Advertising Standards Authority as it created and exacerbated ‘negative stereotypes’²¹. It is important that DGS do not further isolate the very people they intend to assist through divisive marketing campaigns as this will further compound the issues which beggars, and people on the street more generally, face.

Recommendations:

Whilst DGS are not the ultimate solution to begging, they do provide an important avenue to educate the public and may reduce the income generated, intending to limit the potential appeal of begging. As noted earlier, a combination of strategies is required to address the problem, with DGS presenting one such approach. Therefore, it is recommended that:

- D) A diverted giving scheme is set up in the City of Melbourne, which uses a combination of physical cash donation points, installed in council buildings throughout the municipality, and a partnership with 7-Eleven explored to have donation points available in their stores as well (see Appendix A). In addition, posters should be dispersed throughout the city that have QR codes to allow for online donations, with a website and hotline that can be utilised for those who require assistance.
- E) This DGS will also provide an opportunity for public education; however, it is critical that the mistakes of past campaigns (especially Nottingham) are not reproduced. This requires sensitivity, with a human-centred approach adopted towards the marketing and message projected. A collaborative approach with homeless rights organisations is encouraged to ensure that the message is appropriate and endorsed by relevant groups.
- F) This DGS should aim for full transparency, with information readily available for the public regarding donations received (anonymised), where these funds are being diverted to, and what the additional funds have allowed organisations to do. This will assist in providing tangible feedback for donators and encourage more public interaction.

Employment Schemes

Begging stems from a desire to generate income for oneself, aiming to provide a source of flexible funds to meet needs that differ between individuals and their circumstances. Whilst many people assume that all beggars are seeking money to source drugs and feed an addiction, research indicates that there are also less insidious reasons people resort to begging. Studies found that purchasing food and accommodation were the most common uses for the income generated through begging^{4,23,24}. Homeless people's reliance upon convenient food and accommodation, in addition to the substance abuse issues which are highly prevalent in this population, generate the conditions for an expensive and unsustainable lifestyle that traps people in a cycle of poverty²⁵. Employment schemes are used spasmodically across the world to transition people from long-term unemployment back into the workforce with mixed success. These schemes provide an important bridge for people shifting from a reliance upon begging and social welfare payments to survive, to a more independent and sustainable way of life.

However, there are many difficulties faced by beggars when attempting to enter the workforce, whether this be through employment schemes or independently. Amongst beggars there is a high number of people with no employment history, or with experience that exclusively in unskilled or lowskilled positions⁴. There is also a lack of educational attainment, with many people failing to finish school, and an absence of formally recognised qualifications⁴. These factors lock people in a loop, whereby the lack of experience or education prevents them from being employed, which in turn restricts their ability to gain experience or a foothold within the workforce and fund an education or training for a qualification. This is further compounded by substance abuse issues, mental health difficulties and impaired physical health from living on the street, having poor nutrition, lack of access to medication, and damage caused by drugs and alcohol³. A high proportion of individuals begging have also had previous contact with the criminal justice system⁴. These criminal records severely inhibit one's ability to obtain work, and when considered with the factors above it becomes evident that more must be done to integrate these people into the workforce.

However, despite the vast range of factors inhibiting people's participation in the workforce, employment programs are primarily run by charities and social enterprises, with a lack of pioneering, innovation or participation by local councils. Initiatives such as *The Big Issue* and *YP4* have been revolutionary in providing homeless people with an opportunity to

earn an income through legal means and develop key skills which aid in employability^{6,27}. In England, *The Big Issue* has been particularly beneficial for women from backgrounds with strict gender roles by providing them with an independent income. Whilst data gathered by the University of York indicates that women make up 14% of the homeless population, it is acknowledged that the existing systems in England do not allow for accurate recording of homelessness²⁸. Women are more likely to experience hidden homelessness, moving around between friends and family, or sheltering in locations which are open 24-hrs, and therefore not recorded when data is gathered from those sleeping rough²⁸. Female vendors of *The Big Issue* were much less likely to have previous employment history (13%) than their male counterparts (67%), and only 6% held formal qualifications in comparison to 37%²⁸. This highlights the discussion above regarding barriers to employment and shows that there is a gender disparity which must also be considered when implementing employment reintegration programs. For some women especially there must be programs designed around first-time entry into the workforce, which are cognisant of the unique challenges which this presents.

In Europe, large scale employment re-entry programs have been conducted, including *public works* campaigns designed to reduce long-term unemployment²⁹. Public work strategies involve obligatory participation by those on welfare benefits intending to curb misuse of the system and 'restore work habits'²⁹. However, there is mounting evidence that these are ineffective³⁰. Regardless, elements of this approach, such as involvement of people on welfare (or not) who may be unemployed in public projects, may be replicable with some alterations to create an effective program to further employment efforts. Coercive measures have been employed overseas to engage individuals in return-to-work programs, with their welfare benefits depending upon their participation in such schemes²⁹. However, evaluations of a French program (TZCLD) revealed that voluntary involvement was a key element to its success²⁹. This aligns with the Stages of Change Model prevalent in the discourse of behavioural psychology, specifically the stages of *Action* and *Maintenance*, whereby the individual must have the intention and motivation to change their behaviour and maintain this new habit over time^{31,32}. Threatening someone with removal of their welfare benefits or criminal proceedings does not necessarily provide the incentive for change, however it may be used to initiate the contemplation of change³³.

In Bangladesh, a similar employment-focused approach has been utilised to address an increase in beggars³⁴. Individuals are trained in farming and livestock management, or the specifics regarding starting and maintaining small businesses, empowering them to take an

active role in improving their lives³⁴. Despite a promising premise, evaluation revealed that the lack of oversight, resources and beneficiaries resulted in no significant benefit to those partaking in the program, with all participants reporting continued motivation and engagement in begging³⁵. The facilitation of opportunities for people to obtain employment through a reduction of barriers to workforce participation is an underutilised domain by local council. However, care must be taken during development and implementation to ensure that the program addresses the needs of its participants, rather than producing a generic approach which is delivered to all regardless of their specific requirements.

Although City of Melbourne staff distribute a comprehensive 'guide to finding support services and agencies in Melbourne' which includes a dedicated section for accessing assistance with employment, it is not without its limitations³⁶. Firstly, there is an overabundance of information on services available to assist for various needs. This potentially makes it quite daunting for beggars and those requiring help as there is no clear direction one should take. It also fails to make the behaviour change 'easy' and perceived as achievable, which are crucial steps in combating the nearly addictive nature of begging³³. Whilst people do not enjoy *being a beggar*, there are reports that a feeling of elation and satisfaction is experienced when donations are received, resulting in people enjoying *being good at begging*⁴. This means that alternate ventures must be perceived as more satisfying than begging for a behaviour change to occur, especially given the added stress and unease from engaging with support services and disrupting typical routines. A 'paralysis of will' is often associated with long-term unemployment, whereby uncertainty in employment or an unreliable income stream leads to an inability to plan for the future, incapacitating decision-making^{4,37}. This highlights the necessity of linking people with support services at the point of contact, aiding ease of use/access to such programs, and ensuring delivery of clear instructions regarding future steps³⁸.

The difficulty of accessing support even when provided with such an in-depth information source is compounded by disparities in literacy skills. As noted above, many people who are begging or homeless have limited education, therefore literacy skills may not be adequate to utilise the information booklet⁴. Likewise, those begging who cannot read English due to being culturally and linguistically diverse (CALD) may be affected and unable to obtain the assistance they require. Even though interpreter services are advertised on the back cover of the booklet, this is done so in English, limiting its effectiveness. It would be beneficial to develop a simplistic and condensed version of this booklet that can be provided

by local law officers when enforcing public order offences that is sensitive to the barriers which may be present in this demographic. It should provide directions on where more information can be found, whether digitally through *Ask Izzy*³⁹, or physical locations such as the Salvation Army Office⁴⁰, be available in multiple languages, and have a map marked with key services for those who may have difficulty reading.

The final employment-based intervention is theoretical in nature and operates in tandem with an incremental enforcement approach. Instead of using fines to punish those convicted of public order offences such as begging or consumption of alcohol in public, community corrections orders (CCO) may empower offenders and provide a benefit the community⁴¹. The limitations with issuing fines to demographics that are most commonly experiencing poverty is exemplified by research in Canada⁴². A 2011 paper found that between 2000 and 2010 over 67,000 tickets were issued by the Toronto Police enforcing the Safe Streets Act^{42,43}. Of the more than \$4 million in fines, barely \$8,000 were paid⁴³. This demonstrates that fining people who do not have the resources to pay them creates further issues, with an increase in criminal justice system interventions such as escalated fines, court appearances, and imprisonment^{43,44}. These interventions are very expensive to the state and taxpayers, whilst also trapping people in a cycle of crime. Frequent periods of incarceration due to failure to attend court or pay fines removes people from support networks and ceases any welfare payments⁴³. These must be restarted each time, and often this is not done before people are released from prison. Prison's rehabilitative potential fails beggars and homeless people due to the lack of cohesive support services which span from prison to reintegration⁴. All too often these services are not prearranged, with people being released from prison straight back into the circumstances which are the root cause of the problems these people face⁴.

Instead CCOs provide a 'punishment' which people have the capacity to undertake and does not detract from their already limited resources. CCOs allow for the development of employability skills, benefit the community through the associated labour, and keep people out of prison⁴⁵. As part of these CCOs, connection with support services and attendance to employability workshops could be facilitated, with the intention to improve the individual's situation rather than only punishing them.

Recommendations:

Employment-based interventions to mitigate homelessness, and by extension begging, are primarily conducted by not-for-profit (NFP) organisations. However, there are numerous

options for local councils to demonstrate best practice and take an active role in providing people with the opportunity to better their lives through development of innovative programs.

- A) Provision of voluntary paid work for those with no fixed address or on welfare payments in 'public works' like projects, intending to provide work history and build employment skills.
- B) Instigate a minimum workforce percentage requirement from this demographic for contracted organisations (where applicable/possible) undertaking such projects.
- C) Design and disseminate a refined information booklet which provides clear instructions on seeking help (physical locations and online resource) - if this has been provided whilst enforcing local laws, it must clearly define what is required by the individual and subsequent actions that will be taken if the individual fails to comply with the instructions. This information sheet must be cognisant of the difficulties some may experience with literacy, providing clear direction on where non-English translations are available (instructions written in specific language), and a map to support services (explained by officer) for those who may not be able to read.
- D) Investigate the implementation of community-corrections orders in the place of fines, intending to provide a penalty which does not place additional burden upon the financial resources of those struggling; to reduce contact with the criminal justice system; and build employability skills through community work and attendance to support sessions.

Enforcement-Based Approaches

The issue of begging is a worldwide phenomenon^{4,5,46,47}, however there are location specific contextual factors which require different approaches to address the underlying causes. When comparisons between mainland Europe, America, South-East Asia, the UK and Australia are made it becomes clear that a generic enforcement approach co-opted from overseas is not a viable option. However, whilst approaches utilised overseas may not be appropriate for direct reproduction within Australia due to the contrasting contributing factors, there are aspects which provide important information regarding implementation of various interventions.

In mainland Europe, the begging issue is typically associated with an influx of immigrants of Roma background which occurred after the 2007 accession of Romanian and Bulgaria to the European Union^{47,48,49}. Whilst the Scandinavian region has been at the forefront of best practice

responses to many issues of law and order, their attempts to decrease begging provide little insight for the Australian context due to the focus on immigration policy⁴⁷. Rather than adopting the welfare-based approach to crime which has seen widespread success across Scandinavia, the begging issue is addressed through strict immigration policies, with increased penal powers of eviction and exclusion. In Denmark, begging is viewed primarily as an immigration issue⁴⁷. As such shelters are only made available for citizens, aiming to avoid Denmark becoming the “shelter of Europe”⁴⁷. In 2017, harsh laws which target foreign nationals caught begging were implemented, allowing authorities to arrest and jail people for ‘being intimidating’ based on the location they were begging in, instead of the nature of their behaviour⁵⁰. This legislation has received widespread criticism from human rights organisations and highlights the extent to which non-citizens facing poverty are pushed out of the country⁵⁰. On the other hand, whilst begging is legal in Norway, the issue of begging by foreigners is framed as an issue of human trafficking⁴⁷. As such, policy has been implemented which intends to criminalise the organisation of begging, rather than the beggars on the street directly^{5,47}. Public sentiment is divided in Norway regarding beggars, nevertheless NGOs provide a significant amount of assistance to foreigners who are living on Norwegian streets, with the aim to increase contact of those at risk with public agencies⁵¹. Sweden has adopted yet another approach, intending to address the problem of begging by Roma people through provision of funds to NGOs operating within Romanian and Bulgaria⁴⁷. This aims to decrease the widespread impoverishment which is theorised to motivate people to migrate to the wealthy countries of the EU, and in turn reduce the occurrence of begging within Sweden⁴⁷.

What becomes evident from the comparison between the Scandinavian countries is that their issue with begging is primarily associated with the Roma people, rather than the state’s citizens. This is likely due to the discrepancies in welfare available between citizens and foreign nationals^{47,52}. Begging typically stems from social inequalities in housing, income, and from health-related issues (amongst other contributing factors). Given the Scandinavian welfare-states’ provision of comprehensive benefits to their citizens, there is a low proportion of citizens in situations where begging becomes the most viable option⁵². On the other hand, these countries become hot spots for immigrants who do not have access to the same welfare benefits, yet still seek to take advantage of the opportunities presented⁴⁷. When they are unable to support themselves there is very little support available for them, with begging becoming the last resort⁴⁷.

Similarly, in South-East Asia (SEA) there is a phenomenon termed ‘begpacking’ (‘begging’ and ‘backpacking’), where tourists beg, busk, or sell small wares in public to fund their travels, often behind signs with messages such as ‘please help fund my travel’^{53,54,55,56}.



Pictured here (left)⁵⁵ are two tourists selling photos, an illegal work practice on a tourist visa. They are often accompanied by signs such as that in Image 2 (right)⁵⁴.

This has been heavily critiqued with begpackers deemed entitled and unethical, reinforcing colonial attitudes towards the region as a place of spiritual enlightenment and a ‘playground for white people’⁵³. Those engaging in begpacking are exploiting the generosity of the oftentimes poorer population of SEA and utilising their kindness to travel cheaply. Given the expenses required for people in SEA to travel to many Western countries, with payment required to apply for a visa (which is not necessary when tourists visit SEA countries), there has been much outrage^{56,57}. Various tactics have been employed to combat this trend; Hong Kong has implemented busking laws, cracking down on people without relevant permits ‘working’ whilst on tourist visas⁵⁸, Thailand authorities are ensuring that tourists have enough money to travel, with people required to have at least ฿10,000 (equivalent of \$480 AUD) at immigration checkpoints⁵⁹, and Indonesia police have begun to arrest people partaking in the practice, taking them to their respective embassies for deportation⁵⁵. Whilst the underlying cause of this form of begging in SEA differs from the Scandinavian context above, similar measures are utilised which intend to prevent people who may engage in begging from entering the country or allow deportation of those caught. In addition to ‘begpackers’, many people in the Global South beg due to problematic labour markets (low education levels, limited employment opportunities, security issues) and poor or no access to welfare protection for citizens⁴. Research indicates that begging occurs in these contexts due to a lack of labour market opportunities, rather than an inability to engage in work, contrasting with the Global North context which is the primary focus of this paper⁴.

In the USA, panhandling (begging) also presents a significant issue. In contrast to Europe and SEA it is committed primarily by citizens, but unlike other locations where this is also the case, American panhandlings are predominantly ethnic minorities^{4,60}. The legality of panhandling differs between states, but due to restrictions on widespread bans of individual expression stemming from laws protecting the right to freedom of speech, it remains legal in many jurisdictions^{61,62,63}. Despite this, specific laws which prevent panhandling in certain locations have been implemented, and there has been an increase in calls for widespread bans and criminalisation of the act despite their potential to impede on freedom of speech/expression laws therefore being deemed unconstitutional⁶⁴. In the US, panhandling is predominantly conducted by homeless males of African American descent, with an average age of 38.4 years⁶⁰. A stark contrast to the Scandinavian context discussed above, where immigrants were the primary offending demographic. The significant structural and social inequalities prevalent in the US such as increased CJS involvement, decreased educational attainment, and racialized housing discrimination have contributed to the overrepresentation of black Americans in the homeless and panhandling population^{65,66}.

Similar structural barriers and significant intergenerational trauma has negatively affected Indigenous people in Australia⁶⁷. Over-policing and racialized child protection policies has culminated in an overrepresentation of Indigenous people in the CJS, and a greater proportion of people experiencing disadvantage and complex needs (such as alcohol and substance misuse problems, and mental and physical health difficulties)^{67,68}. Whilst Victoria has the lowest percentage of Indigenous people at 1% (8.1% of Indigenous people residing in Australia), this does not mean issues of discrimination and over-policing are not present^{68,69,70}. Historically, Indigenous Australians have been more harshly punished for minor transgressions such as public order offences, with these arrests contributing to continued intergenerational disadvantage, and an overrepresentation within the CJS⁶⁸. As part of the 'Closing the Gap' initiative, diversion of Indigenous people from the CJS towards culturally sensitive support services to reduce overrepresentation within the CJS has been identified as a key area of focus^{71,72}. Subsequently, when considering the enforcement of anti-begging legislation, a culturally sensitive approach must be adopted when Indigenous people are concerned which is conscious of the intergenerational trauma and additional hardship that may be factors contributing to their behaviour. These individuals should be diverted towards trauma-informed support services specifically designed to assist Indigenous people, with care taken to prevent introduction or re-exposure to the CJS.

Furthermore, in America, the lack of effective housing assistance, robust welfare benefits, and health system have contributed to a distinct divide in quality of life experienced by citizens, with many people facing poverty and homelessness^{65,66,73}. This is compounded by the lack of government intervention through services assisting people experiencing homelessness, poverty, and substance abuse issues to re-enter society, instead opting for a punitive approach centring on enforcement of legislation⁷⁴. An extreme example evidencing the effect of the lack of a state welfare system (compared to a poor system), among other issues, is Delhi, India⁷⁵. Despite rapidly modernising, there is significant poverty, with over 20,000 beggars in Delhi alone⁷⁶. This demonstrates the importance of a strong welfare system, but also serves as a warning against the cost cutting of social services and provision of benefits to society's most vulnerable.

The punitive approach by the US to minor crimes exacerbates social divides and fails to address the root causes of issues such as panhandling⁷⁷. Instead of adopting a welfare-based approach, which intends to divert people from the street into support services and reintegrate (or integrate) them back into the community, people are pushed further and further from civilization and the services they require, or imprisoned, which contributes to increased disadvantage^{78,79}. It is important that a similar mistake is not made in Australia, where rehabilitation should be prioritised over further marginalisation and invisibilisation of those suffering on the street.

The UK provides some valuable insights for Australia into enforcement as they share a relatively similar offender demographic. Research in Edinburgh found that 89% of beggars were UK nationals, with 73% having a local connection or recent/current address in the area^{80,81}. However, as noted above, there is a hyper fixation in the UK on begging as singularly funding substance addictions^{4,5,82,83,84}. This fails to acknowledge the complex motivations for engaging in begging and contrasts with international literature^{4,5}. As such, the approach by the UK primarily revolves around alcohol and substance abuse support services and CJS interventions. Darlington Borough Police have developed an approach which focuses on empathy (understanding the underlying issues and needs of those begging – enabling direction towards appropriate services), engagement (sharing intelligence, systematic approach towards individuals – development of support plan, regular street monitoring, provision of information on accessing support, multiagency approach – sharing intelligence and referrals), education (of public through DGS), enforcement (utilising alternatives to fines, working with courts to produce sentences which address underlying causes of begging, encourage behavioural change without use of CJS, sharing information between law enforcement agencies)⁸⁵. Similarly,

Nottingham City Council's (NCC) begging strategy centres on three core values; shelter – everyone should have a roof over their head, support – increasing signposting and accessibility of support services, enforcement – utilising police-led coercive entry into substance abuse treatment programs⁸⁶. NCC's plan highlights the focus on substance abuse as a cause of begging, and whilst using coercive welfare in Australia is a viable avenue it must be more robust and able to assist with a greater variety of causal factors. Additionally, Darlington Police's systematic reporting and referral process would be very beneficial to CoM, allowing for easier cross-agency follow-up and create the framework for a clear enforcement process with specific steps for diversion before CJS involvement is required as a last resort.

Compared to America and Europe, the primary demographic in Australia engaging in begging are white Australian males, aged 35-54 years^{5,87}. It is theorised that this demographic does not possess the coping mechanisms necessary to deal with health issues, unemployment, the breakdown of relationships, or substance abuse and dependency issues^{5,88}. Furthermore, a low rate of engagement with support services had been identified⁸⁹. Given the differences between this demographic, the beggars in Scandinavia (predominantly Roma immigrants), tourists in SEA, and the US (predominantly racial minorities), the approach to enforcement must be different. In 2013, Victoria Police, the City of Melbourne Council, and the Salvation Army (with involvement from organisations such as the Magistrate's Court and Homeless Law), conducted a joint operation coined Operation Minta, to enforce begging laws throughout the City of Melbourne⁹⁰. People were arrested and charged under s49A of the *Summary Offences Act 1966 (Vic)*⁹¹. If they were deemed appropriate for a diversion program operated by the Salvation Army their matters were postponed by three months to allow for its completion, and charges were subsequently dropped. If individuals were not placed into the diversion program their cases were heard in the magistrate's court. In 2016, 26 people were charged and referred to the Melbourne Magistrate's Court; 8 were placed in the diversion program, 1 chose not to apply for diversion, and 17 failed to appear at the hearing. Of these 17, 14 failed to appear for the adjourned hearing and warrants were issued for their arrests⁹². This highlights the danger of addressing a health and wellbeing issue through the criminal justice system, with offenders receiving fines and imprisonment, resulting in detrimental criminal records that further entrench them in the cycle of crime and poverty⁹³. Whilst enforcement is necessary, there must be an incremental approach which prioritises diversion into welfare and towards appropriate support agencies, only utilising the CJS as a last resort. This intends to mitigate the risk of increasing the vulnerability of at-risk individuals, further compounding the problem.

However, enforcement strategies employed using this methodology in England have seen limited success due to poor policing strategies and the lack of a detailed framework which provides individuals (beggars and law enforcement authorities alike) a clear outline of the procedure, from initial engagement through to enforcement⁵. Current enforcement techniques risk displacement of individuals and actions, with beggars resorting to other forms of petty crime, such as theft, to survive⁹⁴. This demonstrates the necessity of adopting a holistic approach, which targets both the causes of begging, namely homelessness, poverty, and substance abuse, whilst also diverting people already engaging in the practice.

For enforcement to be an effective deterrent in reducing begging it must be consistent, not necessarily severe. Research has found that certainty of apprehension is the most important factor in deterrence, not the severity of punishment associated⁹⁵. This exemplifies the need for consistent and thorough enforcement to effectively deter begging, rather than utilisation of harsh punishments or operating in an authoritative fashion with increased application of sanctions. Historically move on orders have been the primary tool used to combat begging, however they have been used sporadically, with a lack of consistency from police and local law officers⁹⁶. Since the Summary Offences Act was instated, the role of the police has arguably shifted from maintenance of public order, across to criminal investigation and crime prevention⁹⁷. This is exemplified through the lack of consistent enforcement of anti-begging (and other public order offences) legislation across the globe, with many countries ignoring the issue (whether illegal or not)^{4,98,99}, failing to prosecute offenders and utilise move on orders, or provide a welfare-based alternative solution. This has also occurred in the City of Melbourne, resulting in a lack of deterrence due to the perception that begging laws are not enforced by police, and rarely by local council officers. However, it is worth noting that anti-begging laws may not deter individuals regardless of enforcement due to the survival nature of the act, emanating from personal desperation, rather than a logical cost-benefit analysis by the individuals^{4,64}.

The ineffectiveness of increased severity of punishment (or threat of) is further exemplified through examination of financial penalties. Fines issued for begging violations are unlikely to be paid without further criminal activity (through begging or other petty crimes) and additional costs to the criminal justice system, if at all^{43,44}. The Canadian research discussed above highlights the ineffectiveness of fines for crimes of financial desperation, with only 0.2% of fines for begging paid over a 10-year period. Some individual's accumulated up to \$25,000 (CAD), a debt that is unreasonable and unpayable for people struggling to pay for

accommodation, food and other necessities, subsequently requiring people to endure a period of imprisonment as compensation⁴³. This is further exemplified by Operation Minta, where despite attempts to direct people into diversion programs through court proceedings, the lack of court attendance resulted in a number of arrests and warrants⁹². This places an additional unnecessary burden upon the CJS and places at-risk individuals into an environment which fails to aid their complex needs, compounding their struggles and further disadvantaging them upon release⁹⁰.

In Victoria between July 2020 and June 2023, 19 fines were issued for violations of begging/gathering alms laws, with a further 10 people imprisoned¹⁰⁰. Neither of these punitive actions are appropriate responses to the crime, given the complex needs of individual's engaging in the act. Fining people who are begging can have the unintended effect of increasing the individual's need to beg or commit other crimes to pay off the sanction and obtain the additional income originally desired⁶. As one beggar put it, 'we end up having to beg just to pay off the begging fine'⁶. Imprisonment is also inept at effectively punishing begging and preventing recidivism as it further inhibits an individual's ability to make positive life changes, resulting in a detrimental effect to their employability, use and connection with support services and case workers, and relationships^{4,43,79}. This illustrates the unsuitability of the sanctions available to enforce begging laws, which further exacerbate the underlying factors generating the undesirable behaviour.

As discussed above, implementation of CCOs to 'punish' begging offenders may be an avenue for positive change. By imposing a sanction which is easily adherable and does not require monetary redress, whilst also keeping people within the community and out of prison, beggars can be further connected with support services and agencies assisting to alleviate the conditions from which their behaviour stems¹⁰¹. Whilst continued failure to meet the stipulations set in the incremental enforcement framework or violation of the conditions for the CCO may still result in fines or imprisonment, it is important to implement a process which aims to collaborate with beggars, prioritising rehabilitation and community integration, rather than adopting a punitive approach relying on CJS interventions.

Recommendations:

- A) Development of an incremental enforcement framework which clearly outlines the process for creation of profiles, referral of offenders, progress tracking, and escalation procedure.

- B) Emphasis on a welfare-based enforcement approach that focuses on diversion instead of CJS interventions
- C) Exploration of the potential to utilise community corrections orders (CCO) in the place of fines and lengthy court proceedings
- D) Trauma informed and culturally sensitive approach when engaging with Indigenous people which prioritises support and referral over enforcement and CJS involvement.

Approaches to Preventing Public Consumption of Alcohol

The legality of public consumption of alcohol (PCA) varies greatly around the world, and even within Australia, with blanket bans^{102,103,104}, area specific restrictions^{105,106} and time-based limitations^{107,108} implemented in different locations. These legislative approaches reflect contrasting beliefs in the effect of PCA upon public health, safety, and violent incidents. Whilst the dominant contention in Western culture links normalisation of alcohol through public consumption with an increased prevalence of underage drinking, binge drinking, alcohol-fuelled harms, and other public disorders¹⁰⁹, there are many exceptions. For example, Colombia recently repealed legislation which made personal drug use and PCA illegal, implemented during a 'war on drugs'-like policy approach by the right-wing government. This was overturned by the courts, deeming it unconstitutional to restrict individual's right to alcohol and drug consumption¹¹⁰. Furthermore, across Europe many countries have little to no top-down restrictions on PCA, either criminalising drunkenness or violations of public orders, or implementing local government area (LGA) specific legislation. Opposition to the bans cite 'healthy' drinking cultures developed through normalisation of alcohol as a protective factor against harms such as binge drinking, however this perspective is not well supported.

Despite extensive research, in some countries where alcohol-related social problems are prevalent, PCA remains widely legal. However, over the last 15 years there has been an increase in LGA restrictions on PCA, corresponding with an increase in bars and restaurants making use of the outdoors spaces offered by their venues, whether this be footpaths, beer gardens or rooftops¹¹¹. This raises questions surrounding the intent of PCA-restricting laws: do they seek to promote increased public health? Do they exist to aid local businesses in achieving monopoly over consumption of alcohol in (semi)-public spaces? Or are they targeted at minorities with whom problematic behaviour is associated?

Research indicates that despite the increased commonness of PCA bans there is a lack of evaluation or evidence to support their effectiveness¹¹². They have been found to have a disproportionately negative effect upon minorities such as youth (who are unable to legally drink in licensed venues), the homeless (who do not have a private residence to drink in, nor the funds to purchase alcohol in licensed venues), and lower socioeconomic demographics^{111,112}. These laws are under-enforced, inconsistently applied and targeted towards the same groups of people, with a minority of public drinkers receiving a majority of fines. Furthermore, despite increasing the perception of safety and improving the amenity of space through reduced waste and litter^{106,113}, there is inconclusive evidence that PCA bans reduce alcohol-related crime and violence¹¹², with no causal relationship found. Instead, individuals are displaced to more secluded drinking spaces, moving the 'problem' from one space to another, negatively affecting a different group of people who are now exposed to the unwanted behaviour, and potentially exposing the drinkers to increased danger due to decreased public presence and lack of assistance should it be required (due to health issues or after an assault for example)^{111,112}.

Regardless of the behaviour's legality, PCA is seldomly addressed through the CJS, instead, move on orders, referral to support services, public education, and destruction/confiscation of liquor alternatives are utilised. Whilst the act of PCA is typically not viewed as warranting a punitive response to the extent of a fine, the failure to follow directions of authorised personnel regarding disposal or sealing of liquor containers or moving from the area is enforceable through other laws. Furthermore, illegal and antisocial acts committed whilst consuming alcohol in public are typically addressed through the specific laws they violate, however when these laws fail to prevent the act, or the act is not aptly covered by other legislation, PCA restricting laws may be used as an alternative.

When violations of PCA legislation occur, incidents are typically considered on a case-by-case basis, taking into account the diverse contributing factors and addressing the dominant cause of the behaviour directly in an attempt to reduce recidivism.

- Lack of knowledge: Research indicates that upwards of 60% of people surveyed were either completely unaware or did not properly understand the legislation restricting the consumption of alcohol in public¹¹². This is unsurprising given the vast array of approaches adopted domestically and internationally. In these cases, public education should be prioritised over enforcement, utilising move on orders or confiscation where appropriate.

- Substance abuse issues: There has been a considerable shift towards combating alcohol-related harms through welfare-based responses instead of utilising the CJS¹⁰⁵. This is particularly important when assisting those experiencing substance abuse issues who may also be more prone to PCA. Facilitating entrance into detox programs or similar support initiatives, and referral towards sobering up centres (SUC) should be prioritised where possible.
- Homelessness/poverty: The homeless population are disproportionately affected by legislation which restricts activities in public spaces¹¹¹. Whilst for many 'average' people the consumption of alcohol is part of their normal routine, when homeless this can be criminalised. Due to their lack of a private residence, people are unable to partake in an activity many take for granted and view as 'normal'. It is far more important to address the lack of housing or secure accommodation causing the public aspect of their behaviour, rather than punish the act itself.

Despite the controversial aspects of enforcing discriminative and divisive legislation such as laws preventing the consumption of alcohol in public, there is widespread support from the community¹¹². This is reflected in studies which have found a positive increase in the perception of safety whilst in public, and reports of a more appealing amenity of the general area through reduced rubbish, broken bottles, and the other waste^{112,113}.

Recommendations:

Maintain a welfare-based approach to reduction of public consumption of alcohol which aligns with the wider response to alcohol-related issues through:

- A) Increased public education of the local laws preventing PCA and the harms associated with alcohol consumption.
- B) Continued use of confiscation and move on orders, utilising CJS and police when intermediate measures do not achieve the desired result
- C) Emphasis on referring individuals to the appropriate support services, addressing the underlying factors prompting PCA (see examples from Darebin and Yarra councils)¹¹¹

Conclusion

This review highlights that whilst the exact context of begging within Australia differs to the rest of the world, there are many policies, strategies and programs which could be adapted to play a major role in reshaping the various organisation's ability to effectively manage the begging problem. Across Australia there is a great deal of variation in legislative approaches to beggars (see Appendix B for a breakdown), however the consensus is that people should not be required to beg. This piece demonstrated how a welfare-based enforcement approach could be employed to divert people towards the appropriate support services, whilst acknowledging the difficulties with assisting those who have complex needs and a lack of desire to change their ways. Regardless, preventing people from entering the criminal justice system when other options are available was identified as a priority, intending to mitigate the harms of CJS involvement upon the individual, and reduce the resource cost upon the state and taxpayers.

Similarly, the international and domestic approaches to public consumption of alcohol were examined, highlighting the necessity of addressing complex needs over law enforcement and imposition of punishments (such as fines). Three key areas of intervention were identified:

1. Public education of local laws prohibiting public consumption and the harms of alcohol
2. Welfare-based approach which connects people in need (substance abuse issues, homelessness, poverty etc.) with support services to address the contributing factors to their PCA
3. Continued prioritisation of move-on orders, confiscation and public education over CJS involvement

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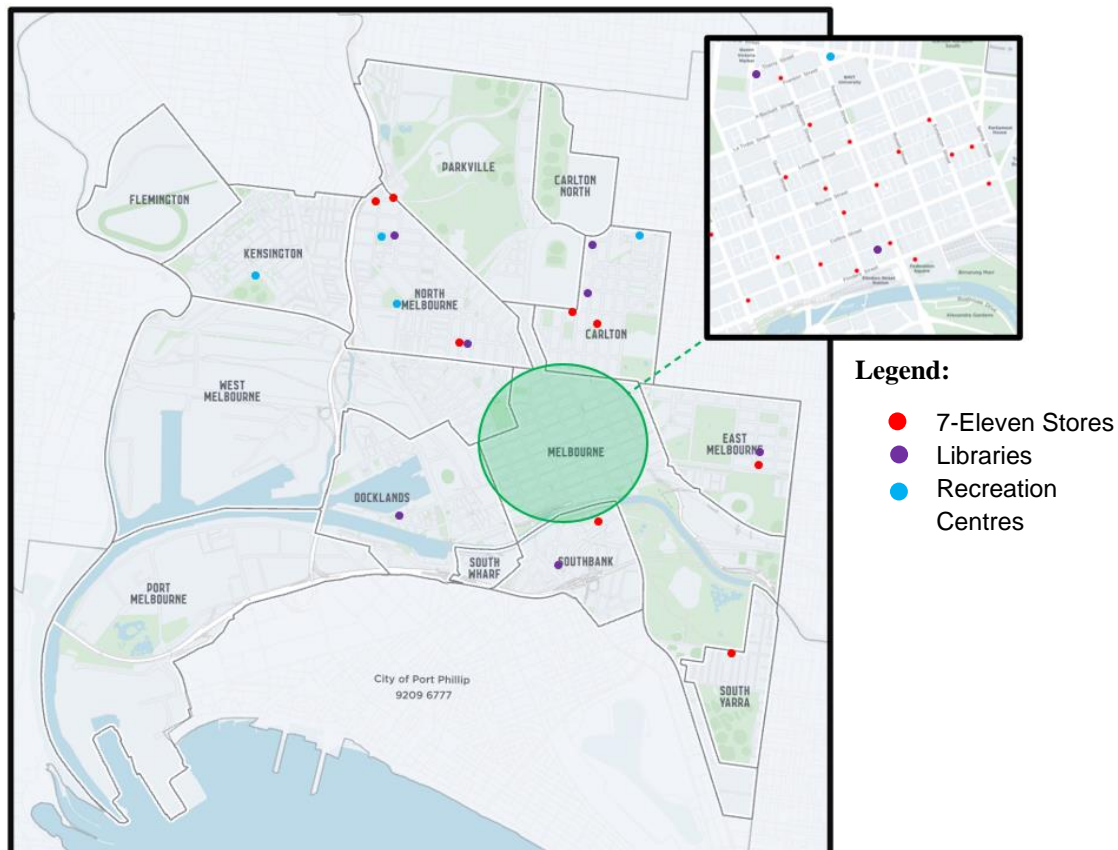
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Appendix A

Map of Potential Physical Donation Points: CoM Municipality



This map outlines the potential locations of physical donation points which could be established across the City of Melbourne as part of a diverted giving scheme to prevent cash donations being made to beggars. Through partnership with 7-Eleven, 27 additional donation points could be established. This is especially beneficial within the CBD given the density of stores and the prevalence of beggars gathering around their storefronts.

Location References:

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3. City of Melbourne Recreation Centres: [Recreation centres | City of Melbourne](#)

Appendix B

Australian State-Based Anti-Begging Legislation				
<i>State/Territory</i>	<i>Legislation</i>		<i>Notes (if req.)</i>	<i>Source</i>
VIC <i>Illegal</i>	Summary Offences Act 1966 (Vic) – S 49A	1) A person must not beg or gather alms. 2) A person must not cause, procure, or encourage a child to beg or gather alms.	Penalty: 12 months imprisonment	114. Summary Offences Act 1966 (Vic). Available here .
NSW <i>Legal but enforced through alternative legislation</i>	Summary Offences Amendment (Intoxicated and Disorderly Conduct) Bill 2011 (NSW) - S 9	A person who: a) Is given a move on direction for being intoxicated and disorderly in a public place, and b) At any given time within 6 hours after the move on direction is given, is intoxicated and disorderly in the same or another public place, Is guilty of an offence with the maximum penalty of 6 units.	Whilst begging is legal, alternative legislation such as this is used to move people on and disrupt the behaviour.	115. Summary Offences Amendment (Intoxicated and Disorderly Conduct) Bill 2011 (NSW). Available here .
QLD <i>Legal but enforced through alternative legislation</i>	Summary Offences Act 2005 (Qld) – S 6	A person commits a public nuisance offence if: a) The person behaves in i) A disorderly way; or ii) An offensive way; or iii) A threatening way; or iv) A violent way; and b) The person’s behaviour interferes, or is likely to interfere, with the peaceful passage through, or enjoyment of, a public place by a member of the public	Begging decriminalised 2 September 2024. Whilst begging is legal, alternative legislation such as this is used to move people on and disrupt the behaviour.	116. Summary Offences Act 2005 (Qld). Available here .
NT <i>Illegal</i>	Summary Offence Act 1923 (NT) – S 56	Any person who: c) Wanders abroad, or from house to house, or places himself in any public place, street, highway, court, or passage, to beg or gather alms, or causes or procures or encourages any child to do so;	Shall be guilty of an offence, punishable by \$500 fine, 3 months’ imprisonment, or both.	117. Summary Offences Act 1923 (NT). Available here .
WA <i>Legal except when involving public transport</i>	Public Transport Authority Regulations 2003 (WA) – R 14	Unless authorised in writing by the chief executive officer, a person who begs or busks in or on a conveyance or a facility commits an offence. Modified penalty: \$100 fine Penalty: \$500 fine	Begging is only criminalised around/on public transport. Criminal laws preventing begging repealed in 2004.	118. Public Transport Authority Regulations 2003 (WA). Available here .
SA <i>Illegal</i>	Summary Offences Act 1953 (SA) – S 12	A person who: a) Begg or gathers alms in a public space; or b) Is in a public place for the purpose of begging or gathering alms; or c) Goes from house to house begging or gathering alms; or d) Causes or encourages a child to beg or gather alms in a public place, or to be in a public place for the purpose of gathering alms; or e) Exposes wounds or deformities with the object of gathering alms	Is guilty of an offence with a maximum penalty of a \$250 fine	119. Summary Offences Act 1953 (SA). Available here .

<p>ACT <i>Legal but enforced through alternative legislation</i></p>	<p>Crime Prevention Powers Act 1998 (ACT) – S 4</p>	<p>Move-on powers: 1) Where a police officer has reasonable grounds for believing that a person in a public place has engaged, or is likely to engage, in violent conduct in that place, the police officer may direct the person to leave the vicinity 2) A person shall not, without reasonable excuse, contravene a direction given in accordance with subsection 1).</p>	<p>Begging is legal in the ACT, but vaguely defined move-on powers allow police discretion to address begging when deemed problematic.</p>	<p>120. Crime Prevention Powers Act 1998 (ACT). Available here.</p>
<p>TAS <i>Legal but enforced through alternative legislation</i></p>	<p>Police Offences Act 1935 (Tas) – S 13</p>	<p>A person shall not, in a public place: a) Behave in a violent, riotous, offensive, or indecent manner b) Disturb the public peace c) Engage in disorderly conduct d) Jostle, insult, or annoy any person e) Commit any nuisance; or f) Throw, let off, or set fire to any firework</p>	<p>Whilst begging is legal in Tasmania, public annoyance legislation has been reappropriated to ‘move on’ beggars.</p>	<p>121. Police Offences Act 1935 (Tas). Available here.</p>

Appendix C

Australian State-Based Public Consumption of Alcohol Legislation				
State/Territory	Legislation		Notes (if req.)	Sources
VIC <i>Legal except when otherwise declared by local laws.</i>	Local Government Act 2020 (Vic)	1) Local laws concerning alcohol consumption in public places are predicated by Division 3 (Local Laws) of the Local Government Act 2020.	No state-based legislation prohibiting the public consumption of alcohol, as such approaches differ between LGAs (see examples of Melbourne metropolitan councils here).	122. Local Government Act 2020 (Vic). Available here . 123. VicHealth Local Laws in Metro Council. Available here .
NSW <i>Legal except when in alcohol-free zones (AFZ)</i>	Local Government Act 1993 (NSW) – S 642	A police officer or an enforcement officer may seize any alcohol (and the bottle, can, receptacle or package in which it is contained) that is in the immediate possession of a person in an alcohol-free zone if: a) The person is drinking alcohol in the AFZ, or b) The officer has reasonable cause to believe that the person is about to drinking, or has recently been drinking, alcohol in the AFZ	PCA is legal except in designated alcohol-free zones determined by local councils.	124. Local Government Act 1993 (NSW). Available here .
QLD <i>Illegal except when in designated ‘wet areas’</i>	Liquor Act 1992 (Qld) – S 173B	A person must not consume liquor in: a) A public place that is: i) A roach; or ii) Land owned by, or under the control of, a local government, other than a conservation park or resources reserve; or iii) Relevant land prescribed under a regulation or b) A doorway, entrance or vestibule that gives access to premises from a public place mentioned in <i>paragraph (a)</i>	PCA only legal in designated ‘wet areas’	125. Liquor Act 1992 (Qld). Available here .
NT <i>Legal except in specific locations or when otherwise declared by local councils</i>	Liquor Act 2019 (NT) – S 171	A person must no consume liquor in any public place (or in a vehicle at a public place) in the following locations: a) Alice Springs b) Darwin c) Katherine d) Palmerston e) Tennant Creek f) The Darwin Waterfront Precinct g) Any local government area that a local council declares, by notice published on the council’s website, to be subject to this prohibition h) Any place not within a location specific by paragraphs (a) to (g) but within 2km of licensed premises i) Any place prescribed by regulation	PCA is legal across the NT except in the location specified and when within 2km of a licenced premises.	126. Liquor Act 2019 (NT). Available here .
WA <i>Illegal</i>	Liquor Control Act 1988 (WA) – S 119	(1) A person who consumes liquor in any place or on any premises, including any park or reserve, without the consent of the occupier, or of the person or authority having control, or that place or those premises commits an offence	Illegal across WA	127. Liquor Control Act 1988 (WA). Available here .
SA	Liquor Licensing Act 1997 (SA) – S 131	(1) The Minister may, by notice in the Gazette, prohibit the consumption or possession or both of liquor in the public place or public places specified in the notice (a) Subject to this section, a council may, by notice in the Gazette, prohibit the consumption of possession or both of liquor in the public place or public places within	Legal unless designated as a ‘dry area’ through publishing notices in the Gazette	128. Liquor Licensing Act (SA). Available here .

<i>Legal except in 'dry areas'</i>		the area of the council specified in the notice during the period (not exceeding 48 hours) specified in the notice		
<p>ACT</p> <p><i>Legal except in specified locations and alcohol-free places</i></p>	<p>Liquor Act 2010 (ACT) – S 198/199</p>	<p>Alcohol-free places (S 198):</p> <p>(1) A regulation may prescribe a place to be a place where liquor and low-alcohol liquor must not be consumed (a <i>permanent alcohol-free place</i>)</p> <p>(2) The commissioner may declare a public place to be a place where liquor and low-alcohol liquor must not be consumed for a stated period not longer than 1 month (a <i>temporary alcohol-free place</i>)</p> <p>Offence – consume liquor at certain public places (S 199):</p> <p>(1) A person commits an offence if:</p> <p>a) The person consumes liquor or low-alcohol liquor; and</p> <p>b) The liquor or low-alcohol liquor is consumed at:</p> <ul style="list-style-type: none"> i. A bus interchange; or ii. A bus station; or iii. A light rail stop; or iv. A place that is within 50m from the above and: <ul style="list-style-type: none"> D. A shop; or E. Licensed premises or permitted premises; or v. A permanent alcohol-free place; or vi. A temporary alcohol-free place 	<p>Legal except in specified locations and alcohol-free places</p>	<p>129. Liquor Act 2010 (<i>ACT</i>). Available here.</p>
<p>TAS</p> <p><i>Illegal</i></p>	<p>Police Offences Act 1935 (Tas) – S 25</p>	<p>(2) A person must not consume liquor in a public street or in any public place that is prescribed by the regulation for the purposes of this section.</p>	<p>Illegal</p>	<p>130. Police Offences Act (<i>Tas</i>). Available here.</p>

Appendix D

Legality of Begging – International Jurisdiction’s Legislation				
<i>Country</i>	<i>Legality</i>	<i>Notes (if req.)</i>	<i>Legislation (if known)</i>	<i>Sources</i>
England/Wales	Illegal	Vagrancy Act 1824 (UK): - ‘Every person ... placing himself or herself in any public place, ... to beg or gather alms, or causing or procuring or encouraging any child or children so to do; shall be deemed an idle and disorderly person within the true intent and meaning of this Act’.		2. Vagrancy Act 1824 (UK). Available here .
Scotland	Legal	Whilst passive begging was decriminalised in 1982, aggressive begging remains illegal, enforced through anti-intimidation legislation.	Decriminalisation: Civic Government (Scotland) Act 1982 repealed the Vagrancy Act 1824. Enforcement: Criminal Justice and Licensing (Scotland) Act 2010 – S 38	131. Civic Government (Scotland) Act 1982. Available here . 132. Criminal Justice and Licensing (Scotland) Act 2010. Available here .
Ireland	Legal	Begging is largely prohibited unless in accordance with a license, permit or authorisation – passive begging is an exception when it does not meet the criteria (right). Garda Siochana can issue move on orders to those who do not meet the criteria (right) of an offence but are still begging (Criminal Justice (Public Order) Act 2011 – S3).	Criminal Justice (Public Order) Act 2011 – S 2 2. A person who, while begging in any place – (a) harasses, intimidates, assaults or threatens any other person or persons, or (b) obstructs the passage of persons or vehicles, is guilty of an offence	133. Criminal Justice (Public Order) Act 2011. Available here .
New Zealand	Legal	Passive begging is legal in NZ unless there is a local council bylaw (Example: Auckland). Aggressive/nuisance begging can be addressed through Summary Offences Act 1981 (NZ) under section 21 (intimidation).	Local council bylaws – Auckland: Public Safety and Nuisance Bylaw 2013: - A person must not use a public place to wilfully obstruct, disturb, interfere with, alarm, distress, intimidate or harm any other person in their use or enjoyment of that public place Aggressive begging criminalised through Summary Offences Act 1981 (NZ) – S 21: (1) Every person commits an offence who, with intent to frighten or intimidate any other person, or knowing that his or her conduct is likely to cause that other person reasonably to be frightened or intimidated	134. Auckland Council. (2013). Public Safety and Nuisance Bylaw. Available here . 135. Summary Offences Act 1981 (NZ). Available here .
Belgium	Legal	Decriminalised in 1993 through an amendment to the Penal Code. Widespread begging restrictions implemented by local municipalities through their police powers.	Penal Code 1967 (BE) – Art. 342-347 (repealed)	136. Penal Code 1967 (BE). Available here . (French) 137. Human Rights Watch. (2023)
France	Legal	1994: Passive begging decriminalised 2003: Offences created for:	Criminal Code of the French Republic (1994)	138. Criminal Code of the French Republic (1994). Available here .

		<p>1. Exploitation of beggary (Art. 225-12-5) 2. Aggressive begging (Art. 312-12-1) 3. Endangering minors (Art. 225-12-6) 4. Human trafficking and exploitation (Art. 225-4-1)</p> <p>Local governments can create anti-begging measures providing they are time-limited, and for a specific area (example: here).</p>		<p>139. Housing Rights Watch. (2012) – France 140. Derdek, N. (2020). 141. Chrisafis, A. (2011, December 14).</p>
Hungary	Legal	<p>Vague wording regarding passive/silent (use of a sign/cup/hat) vs active begging (approaching people/verbal requests).</p> <p>Criminalised through the Infractions Act II. ‘Imploring’ could be used to criminalise all forms of the act; currently ‘silent’ begging is the only legal form.</p>	<p>Infractions Act II (2012) – S 185:</p> <p>(1) A person who engages in begging accompanied by an infant person commits an infraction (2) A person who engages in begging in a public space imploring passer-by or persons in the public space to hand over money and also who mendicates going from house to house or home to home commits an infraction</p>	<p>142. Infractions Act II 2012 (HU). Available here.</p>
Germany	Legal	<p>Begging itself is not a crime on a national level in Germany, however there may be city regulations prohibiting it in specific locations.</p> <p>Exploitation of beggars is a crime (S 232)</p> <p>Theoretically aggressive begging (if physical contact or obstruction is made) can qualify as <i>coercion</i> (S 240) – this has never been done in case law.</p>	<p>German Criminal Code – S 232/240</p>	<p>143. German Criminal Code. Available here. 144. Housing Rights Watch. (2012) - Germany</p>
Italy	Legal	<p>Adult begging decriminalised in 1999; begging with minors remained a criminal act (Article 600 octies).</p> <p>In 2018, ‘harrasive begging’ introduced as an offence (Article 669 bis.)</p> <p>Public decency legislation could also be used in certain situations (Article 726).</p>	<p>Penal Code 1930 (IT) – Article(s):</p> <ul style="list-style-type: none"> - 600 octies - 669 bis. - 726 	<p>145. Penal Code 1930 (IT). Available here. 146. Kompatscher, A. (2021).</p>
Denmark	Illegal	<p>Begging is illegal AFTER receiving an official police warning.</p> <p>It is a precondition for conviction that the begging causes ‘nuisance to the public’.</p> <p>In specific situations a warning is not required, such as in pedestrian zones, transport stations supermarkets.</p>	<p>Criminal Code (DK):</p> <ul style="list-style-type: none"> - §197: Whoever against police warning guilty of begging or allow anyone under 18 who belong to his household, mendicant, punishable by imprisonment for up to six months. Under extenuating circumstances, the penalty may be cancelled. Warning after this clause shall be valid for five years. 	<p>147. Danish Criminal Code. Available here. 148. <i>Dian vs Denmark</i> (2022) 44002/22 DK. https://hudoc.echr.coe.int/eng?i=001-234499 149. Ganty, S. (2024)</p>
Norway	Legal	<p>National anti-begging laws repealed in 2005; however, municipalities have the authority to implement local restrictions on begging, including a total ban (rarely used; example: Bjørnafjorden)</p>	<p>N/A</p>	<p>150. Lein, L. (2016) 151. Norway Today. (2022).</p>
Sweden	Legal	<p>Whilst there is currently no national law prohibiting begging, the Swedish government has presented plans for a national begging ban.</p>	<p>Public Order Act 1993 (SE)</p>	<p>152. Bryant, M. (2024) 153. Kallgren, M.E. (2020).</p>

		Whilst uncommon, municipalities can implement anti-begging legislation through reference to public order national laws.		
Finland	Legal	Begging decriminalised in 1987; but bans have been proposed in parliament several times to combat increased aggressive begging. Begging is not specifically mentioned in the Public Order Act 2003.	Public Order Act 2003 (FI)	154. Housing Rights Watch. (2012) - Finland.
Bangladesh	Illegal	Begging criminalised in 2011; the use of children for begging has been criminal since 1974.	The Vagrants and Shelterless Persons (Rehabilitation) Act 2011 (BD): 9. An officer not below the rank of Sub-Inspector of Police, or an officer authorized by the District Magistrate or Special Magistrate, may, at any time, detain a person from any place if he is convinced that there is a reasonable ground for considering him a vagrant. Vagrant defined as: 'any such person who has no fixed place or space for living or overnight stay or creates public disturbance by wandering around aimlessly or engages in begging from own or being induced by others; but does not include any person who collects and utilizes money, food or aid for charitable, religious or publicly beneficial causes'. The Children Act 2013 (BD): 72. If any person employs any child for the purpose of begging or causes any child to beg, or if any person having the custody, supervision or care of a child indulges or encourages his employment for the purpose of begging, or gives him away for begging, the person shall be deemed to have committed an offence under this Act and shall, for such offence, be punished with imprisonment for a term which may extend to 5 years, or with fine which may extend to Taka 1 lac, or with both	155. The Vagrants and Shelterless Persons (Rehabilitation) Act 2011 (BD). Available here . 156. The Children Act 2013 (BD). Available here .
India	Illegal	Critiqued as overly punitive, failing to address the underlying causes.	Bombay Prevention of Begging Act 1959 (IN): (1) Any police officer, or other person authorized in this behalf in accordance with rules made by the [Chief Commissioner] may arrest without a warrant any person who is found begging: Provided that no person entering on any private premises for the purpose of soliciting or receiving alms shall be so arrested or shall be so arrested or shall be liable to any proceedings under this Act except under a complaint by the occupier of the premises.	157. Bombay Prevention of begging Act 1959 (IN). Available here .
Thailand	Illegal	Backpackers begging in South-East Asia is a significant problem, known as 'begpackers'. This practice is addressed through Section 13(1) and Section 13(3).	Control of Begging Act, B.E. 2559 (2016): Section 13 – No person shall carry out the begging. Any of the follow acts shall be deemed as begging:	158. Control of Begging Act, B.E. 2559 (2016; TH). Available here . 159. Integrity Legal. (n.d.).

			<ol style="list-style-type: none"> (1) To beg for money for property from others for the living, whether it is carried out orally or by any statement or gesture; (2) Any act done by any means whatsoever to induce another person's compassion and delivery of money or property. (3) The performance of a talent show, whether in the form of musical performance or any other performance, with a view to obtaining money or property from spectators or listeners, a request for money or property amongst friends or relatives or a solicitation of donations under the law on the control of solicitation of donations shall not be deemed as begging under this Act. 	
Indonesia	Illegal	<p>Due to a decentralised government system, laws may differ at a regional level.</p> <p>For example, in Kendari corrective measures such as social assistance are used, whereas in Jakarta, Public Order legislation is used to imprison beggars.</p>	<p>Penal Code of Indonesia: Article 504.</p> <ol style="list-style-type: none"> (1) Any person who begs alms in public, shall, being guilty of begging, be punished by a maximum light imprisonment of six weeks (2) Begging committed by three or more person above the age of sixteen years shall be punished by a maximum light imprisonment of three months. 	<p>160. The Indonesian Criminal Code (Penal Code). Available here.</p> <p>161. Consortium for Street Children. (n.d.). Indonesia.</p>
United States of America	Legal	<p>Known as 'panhandling', this practice is protected as freedom of speech under the First Amendment.</p> <p>Aggressive begging and area specific restrictions can be implemented by municipalities; however, many are deemed unconstitutional.</p> <p>City ordinances must be:</p> <ul style="list-style-type: none"> - Neutral in content - Specific - Leave alternative means of communication available - Serve a government interest that is pressing and legitimate <p>Example: San Francisco</p>	<p>Constitution of the United States: First Amendment</p> <ul style="list-style-type: none"> - 'Congress shall make no law respecting an establishment of religion, or prohibiting the free exercise thereof; or abridging the freedom of speech, or of the press; or the right of the people peaceably to assemble, and to petition the Government for a redress of grievances'. <p>San Francisco Municipal Police Code</p> <ul style="list-style-type: none"> - Section S 120-2 – Aggressive solicitation ban: <ol style="list-style-type: none"> (1) No person shall solicit in an aggressive manner in any public place. 	<p>162. Mead, J. (2018).</p> <p>163. Pufong, MG. (2023).</p> <p>164. U.S. Const. amend. I. Available here.</p> <p>165. San Francisco Municipal Police Code. Available here.</p>
Canada	Legal	<p>Whilst there is no overarching federal law which criminalises panhandling, many municipalities have bylaws which prohibit various forms of panhandling (aggressive/disruptive).</p> <p>Aggressive/disruptive panhandling can be indirectly addressed through S 175 of the Criminal Code.</p>	<p>Criminal Code 1985 (CA)</p> <ul style="list-style-type: none"> - S 175: Causing disturbance, indecent exposure, loitering etc. <ol style="list-style-type: none"> (1) Every one who <ol style="list-style-type: none"> (a) Not being in a dwelling-house, causes a disturbance in or near a public place (iii) by impeding or molesting other persons (c) Loiters in a public place and in anyway obstructs persons who are in that place 	<p>166. Criminal Code 1985 (CA). Available here.</p> <p>167. Consortium for Street Children. (n.d.). Canada.</p>
Brazil	Legal	<p>Anti-begging legislation was repealed in 2009.</p> <p>Use of children to beg is criminalised. Parents who allow their children (whilst minors) to beg may face three months imprisonment. The exploitation of minors through is also a crime.</p>	<p>Law on Criminal Violations (Decree-Law No. 3,688 of 1941) – repealed by Law 11.983/09.</p>	<p>168. Consortium for Street Children. (n.d.). Brazil.</p>

<p>South Africa</p>	<p>Legal</p>	<p>Passive panhandling is legal in SA, however begging which meets the criteria of harassment is criminalised.</p> <p>Local laws have been adopted in some provinces/municipalities which place further restrictions on panhandlers.</p> <p>Example: Cape Town</p>	<p>Protection from Harassment Act 17 (2011):</p> <p>Harassment means directly or indirectly engaging in conduct that the respondent knows or ought to know –</p> <p>(a) Causes harm or inspires the reasonable belief that harm may be caused to the complainant or a related person</p> <p>Cape Town – Streets, Public Place and the Prevention of Noise Nuisances Bylaw 2007 – Section 2:</p> <p>(1) No person, excluding an authorised official or any other official or person acting in terms of the law, shall</p> <p style="padding-left: 20px;">C. Continue to beg from a person or closely follow a person after the person has given a negative response to such begging</p>	<p>169. Protection from Harassment Act 17 (2011; SA). Available here.</p> <p>170. City of Cape Town. (2007). <i>Streets, Public Place and the Prevention of Noise Nuisances Bylaw</i>.</p>
<p>NOTE: Difficulties obtaining specific legislative references due to language restrictions, supplementary sources utilised when required. Subsequently some sources provided are in languages other than English.</p>				

HUMAN RIGHTS COMPATABILITY ASSESSMENT TOOL

The Victorian Charter of Human Rights and Responsibilities (the Charter) is an agreed set of human rights, freedoms and responsibilities protected by law.

Council must observe these rights when making decisions, creating local laws, setting policies and providing services.

This assessment tool is designed to help staff undertake a thorough and methodical assessment of any proposed / recommended policy, plan, procedure or decision and identify whether it impacts upon any of the protected rights or freedoms.

Ensure this assessment is registered in e-Docs with the policy, plan, procedure or decision for corporate records.

Date of Assessment	2 June 2025
Completed by	Kelsey Sully
Responsible Director	Dean Robertson
Responsible Executive	Rick Rwasek
Name of plan, policy, procedure, decision, etc	Security Support Pilot – future state options / Community Safety Officer program.

1. What is the objective of the proposed / recommended policy, plan, procedure or decision?

Council approved a pilot for two security guards who would support local laws officers in executing their duties. This pilot commenced on 7 March 2025 and will conclude on 1 July, subject to approval of a future Community Safety Officer proposal and three month transition period during which the current pilot arrangements would be extended. Community Safety Officers would be authorised to act under the Activities Local Law (Local Law) and be trained to respond to higher risk situations that Local Laws officers would not engage in. This Human Rights Compatibility Assessment is required due to the nature of the program which would see Community Safety Officers engaging with individuals demonstrating on-street behaviours in breach of the Activities Local Law 2024 (Local Law). These individuals may be experiencing some form of vulnerability during the interaction or in the lead up to the interaction. More structurally, there is a power imbalance between individuals in positions of authority and members of the community. Concurrently, there are declining perceptions of safety within the City of Melbourne with the issues in scope for the program, amongst others, attributed as impacting this perceptions. City of Melbourne plays an important role in balancing the complexities of providing public spaces that are safe, clean and free from issues impacting amenity.

Your Assessment:

The Community Safety Officer program engages the human rights of the right to freedom of movement and the right to liberty and security of the person. On one hand, this program could be seen as restricting the freedom of people coming into the city to beg or to engage in the behaviours in scope for the pilot. While doing so would be in breach of the Local Laws, there are some broader rights of freedom of movement which could be impacted by the Community Safety Officer program which is aiming to prevent these behaviours. Concurrently. The right to liberty and security of the person is engaged in two different ways. Firstly, visitors, workers, tourists and residents in the City of Melbourne have a right to go about their lives safely and securely and free from harm and behaviours which impact on their ability to do so could be considered as limiting their right to security. This is further complicated when considering some of the complex needs individuals who are begging, consuming alcohol in public, accessing amenity or displaying other behaviours in breach of the Local Laws may have. On completion of this assessment, the Community Safety Officer program was found to not limit and human rights.

HUMAN RIGHTS COMPATABILITY ASSESSMENT TOOL

2. Is the proposed / recommended policy, plan, procedure or decision likely to engage one or more human rights recognised under the Victorian Charter of Human Rights?

Yes.

Right to consider	Your Assessment - Does the policy, plan, procedure or decision engage the right?
FREEDOM	
<p>Freedom of movement, expression, assembly and association</p> <p><i>People have the right to assemble and meet peacefully, to freely associate with others and to form and join trade unions.</i></p> <p><i>People who are lawfully in Victoria have the right to enter and leave the State, to move around freely within it and to freely choose where they live.</i></p> <p><i>People have the right to hold opinions without interference from the government or from other people. People have the right to seek out, receive and pass on information and ideas of all kinds.</i></p>	Y
<p>Right to liberty and security</p> <p><i>Everyone has the right to freedom and security.</i></p>	Y
<p>A fair hearing</p> <p><i>A person has a right to a fair hearing. This means the right to have criminal charges or civil proceedings decided by a competent, independent and impartial court or tribunal after a fair and public hearing.</i></p>	N

HUMAN RIGHTS COMPATABILITY ASSESSMENT TOOL

<p>Right not to be tried or punished more than once</p> <p><i>A person must not be tried or punished more than once for the same offence if he or she has already been convicted or acquitted of that offence in court.</i></p>	N
<p>Rights in criminal proceedings</p> <p><i>A person who is charged with a crime has the right to be presumed innocent until proven guilty, to be informed of their charge and tried without unreasonable delay, the right not to be compelled to testify or confess guilt and the right to have any conviction and sentence reviewed by a higher court.</i></p>	N
<p>Retrospective criminal laws</p> <p><i>A person has the right not to be prosecuted or punished or acts or omissions that were not criminal offences at the time they were committed.</i></p>	N
<p>Freedom of thought, conscience, religion and belief</p> <p><i>People have the freedom to have or choose a religion or belief, and the freedom to demonstrate their religion or belief. They can do this privately or publicly – at home, at work or in a place of worship – as part of a group or alone.</i></p>	N
<p>Property rights</p> <p><i>A person must not be deprived of his or her property except in accordance with law.</i></p>	N
<p>Freedom from forced work</p> <p><i>A person must not be held in slavery or servitude, or forced to work, except as part of normal civil obligations, as part of a court order, or during emergency situations.</i></p>	N
RESPECT	
<p>Right to life</p> <p><i>Every person has the right to life and the right not to be arbitrarily deprived of life.</i></p>	N
<p>Protection of families and children</p> <p><i>Families are entitled to be protected by society and the State. Children have the right to protection according to their best interests, without discrimination.</i></p>	N

HUMAN RIGHTS COMPATABILITY ASSESSMENT TOOL

<p>Cultural rights, including recognition that human rights have a special importance for the Aboriginal people of Victoria</p> <p><i>People of all cultural, religious, racial or linguistic backgrounds have the right to enjoy their culture, declare and practice their religion and use their languages.</i></p> <p><i>Aboriginal persons hold distinct cultural rights and must not be denied the right, with other members of their community to enjoy their identity and culture, to maintain and use their language, to maintain their kinship ties and to maintain their distinctive spiritual, material and economic relationship with the land and waters and other resources with which they have a connection under traditional laws and customs.</i></p>	<p>N</p>
<p>EQUALITY</p>	
<p>Equal recognition before the law</p> <p><i>Everyone is entitled to equal and effective protection against discrimination, and to enjoy human rights without discrimination.</i></p>	<p>N</p>
<p>Entitlement to participate in public life (including voting)</p> <p><i>Every person has the right to take part in public affairs without discrimination. Every eligible person has the right to vote, be elected and to have equal access to the Victorian public service and public office.</i></p>	<p>N</p>
<p>DIGNITY</p>	
<p>Protection from torture and cruel inhumane or degrading treatment, medical or scientific experimentation or treatment without consent</p> <p><i>A person must not be tortured, treated or punished in a cruel, inhumane or degrading way. A person must not be subjected to medical or scientific experimentation or treatment without their full, free and informed consent.</i></p>	<p>N</p>
<p>Protection of privacy and reputation</p> <p><i>A person's personal privacy, family, home or correspondence cannot be unlawfully or arbitrarily interfered with or have their reputation unlawfully attacked</i></p>	<p>N</p>
<p>Humane treatment when deprived of liberty</p> <p><i>All persons deprived of liberty by arrest or detention must be treated with humanity and with respect for the inherent dignity of the person.</i></p>	<p>Y</p>

HUMAN RIGHTS COMPATABILITY ASSESSMENT TOOL

3. Does the proposed / recommended policy, plan, procedure or decision limit any human right?

If you have identified above that a right is engaged by the policy, plan, procedure or decision, you will now need to use the **compatibility matrix** below to assess whether any right you have identified above is limited by the policy, plan, procedure or decision.

If you do decide that there is a possibility of a right being limited, you will need to determine whether such a limitation is justifiable. This is assessed at **Question 4**.

[If you decide that although a right is engaged, the policy, plan, procedure or decision will not result in any limitation of that right, then you do not need to proceed with this assessment tool.]

Right to consider	Possible limitations	Your Assessment - Does the policy, plan, procedure or decision limit the right?
FREEDOM		
Freedom of movement, expression, assembly and association	<ul style="list-style-type: none"> Limits the ability of a person to choose where to live. Proposes surveillance of an individual's movements. Limits the ability to move through, remain in, or enter or depart from areas of public space or on private land. Regulates the format of any expression (eg speech, publication, broadcast, display or promotion). Censors materials or requires review / approval before publication. Regulates / restricts an individual's access to information (including via the internet). Penalises or disadvantages any person on the basis of their opinions. Limits the right to peacefully protest or to come together for a common purpose. Compels membership, or differentiates on the basis of membership of a group, association, or professional body. 	N
Right to liberty and security	<ul style="list-style-type: none"> Authorises the detention of a person with a mental illness. Relates to the management of security of anyone in your care, especially those in involuntary care. 	N
A fair hearing	<ul style="list-style-type: none"> Regulates complaints procedures, restricts review of administrative decision-making or appeals processes, or their impartiality. Reverses the onus of proof of a matter or regulates the way in which 'evidence' is collected and presented. 	N

HUMAN RIGHTS COMPATABILITY ASSESSMENT TOOL

Right not to be tried or punished more than once	<ul style="list-style-type: none"> Allows a person to be punished a second time for the same 'offence'. 	
Rights in criminal proceedings	<ul style="list-style-type: none"> Affects the presumption of innocence. Deals with the admissibility of 'evidence' or restricts access to material to be used as 'evidence'. Regulates the procedures for investigation and prosecution of 'offences' or the bringing of disciplinary actions. Regulates requests to appeal/review a decision, or establishes time limits on the lodging of complaints or appeals. Regulates the representation of an 'accused', or their access to support persons, advisors, assistants, or interpreters. 	N
Retrospective criminal laws	<ul style="list-style-type: none"> Imposes sanctions for conduct that, at the time undertaken, was not contrary to policy, procedure or practice. Applies more severe penalties for conduct than existed at the time the conduct was undertaken. Fails to apply less severe penalties if penalties have decreased since the conduct was undertaken. 	N
Freedom of thought, conscience, religion and belief	<ul style="list-style-type: none"> Promotes, restricts or interferes with religion or beliefs or requires disclosure of religion or belief. Impinges upon or disadvantages a person because of the person's opinions, thoughts or beliefs. Affects a person's worship, observance, practice, teaching, or proselytising their religion or belief. Requires acts or conduct, or imposes conditions on benefits that prevent adherence to religion or belief. Sets dress codes (possibly for safety or hygiene reasons) that do not accommodate religious dress. Restricts the capacity for those in your care or control to comply with the requirements of their religion. 	N
Property rights	<ul style="list-style-type: none"> Provides for acquisition, seizure or forfeiture of a person's property. 	N
Freedom from forced work	<ul style="list-style-type: none"> Compels the provision of any labour or the performance of any service under threat of a penalty. 	N

HUMAN RIGHTS COMPATABILITY ASSESSMENT TOOL

RESPECT		
Right to life	<ul style="list-style-type: none"> Impacts on the way services are provided, or how and whether these services can be accessed. Establishes procedures for the management of those held in your care. 	N
Protection of families and children	<ul style="list-style-type: none"> Affects the ability to form and maintain close or enduring personal relationships or fails to recognise them. Regulates the obligations of family members towards each other, including parents and guardians towards children. Affects the welfare of children within the family or your care. 	N
Cultural rights, including recognition that human rights have a special importance for the Aboriginal people of Victoria	<ul style="list-style-type: none"> Limits the observance of any religious practices, regardless of the religion. Restricts people's capacity to declare or make public their affiliation to a particular racial, religious or cultural group. Limits or prohibits communication in languages other than English, including through the provision of information. Limits the ability of Aboriginal persons or members of an ethnic group to take part in a cultural practice, or otherwise interferes with their distinct cultural practices. Restricts the provision of services or trade on religious holidays. Relates to the preparation and serving of food. May interfere with the relationship between Aboriginal persons and land, water and resources. 	N
EQUALITY		
Equal recognition before the law	<ul style="list-style-type: none"> Attempts to assist those who are socially, culturally and/or economically disadvantaged. Positively discriminates to diminish or eliminate conditions that have resulted in specific groups being disadvantaged. Provides for the delivery of a service to some but not others. Disproportionately impacts on those with a protected attribute under the Equal Opportunity Act (EOA). Restricts eligibility by reference to age or other protected attribute under the EOA. 	Y
Entitlement to participate in public life (including voting)	<ul style="list-style-type: none"> Limits the ability to take part in municipal and parliamentary elections. Regulates participation in public affairs / decision making. 	N

HUMAN RIGHTS COMPATABILITY ASSESSMENT TOOL

DIGNITY		
Protection from torture and cruel inhumane or degrading treatment, medical or scientific experimentation or treatment without consent	<ul style="list-style-type: none"> Affects the physical or mental well-being of a person in a manner that may cause serious physical or mental pain or suffering, or humiliate or debase a person (albeit non-intentionally). Removes or restricts the right to complain about service delivery. Affects the conditions attached to all forms of State care and detention. Authorises a person to be searched or puts in place procedures for conducting searches. Regulates the treatment of persons at, for example, an approved mental health service, a disability or aged care service, or supported residential service. 	N
Protection of privacy and reputation	<ul style="list-style-type: none"> Involves surveillance of persons for any purpose, such as closed-circuit television (CCTV). Involves collection and/or publication of personal information and how it is accessed, used or disclosed. Involves powers of entry, search, seizure, confiscation or forfeiture. Provides for treatment or testing of a service user without their consent. Involves a professional duty of confidentiality. Provides for mandatory disclosure or reporting of information (eg of convictions, injury or illness). Restricts access by individuals to their own personal information. Changes or creates any confidentiality provisions or secrecy provisions relating to personal information. Regulates the storage, security or retention of personal information. Creates an identification system or proposes to link/match personal information across or within agencies. Relates to handling personal information for research or statistics. Involves the interception, censorship, monitoring or other regulation of postal articles and all other communications. 	N
Humane treatment when deprived of liberty	<ul style="list-style-type: none"> Enables you to detain individuals or relates to the conditions under which a person may be detained. 	Y

HUMAN RIGHTS COMPATABILITY ASSESSMENT TOOL

4. Is the limitation reasonable, necessary, justified and proportionate?

A. What is the nature of the right?

Consider the right that is being limited. What right does it provide? Who does it apply to? Why is it a human right that should be protected? How important is the right to a democratic society?

B. What is the nature and extent of the limitation?

Here you should consider the limitation that is being applied to the right. How does the limitation affect persons protected under the Charter? How many people does it affect? How much does the limitation affect a person's way of life? What are the potential consequences of the limitation?

Your Assessment:

C. What is the importance of the purpose of the limitation?

Why, in the particular circumstances, is limiting the right important? Why is there a real need for the limitation being proposed? Look at the objective(s) you identified in Question 1 and consider whether it addresses an area of public or social concern that is pressing and substantial enough to warrant limiting the right. Your explanation should provide relevant and sufficient reasons and briefly describe the consequences of not implementing the plan, policy, procedure or decision.

If you decide that the objective for limiting the right does not seem to be important or significant your plan, policy, procedure or decision is likely to be incompatible with human rights. You will need to think about whether there are other ways to achieve the objective without limiting the right.

If the objective for the limitation does appear to be important and significant, proceed to **Part D**

Your Assessment:

HUMAN RIGHTS COMPATABILITY ASSESSMENT TOOL

D. What is the relationship between the limitation and its purpose?

Here you should describe the effect of the limitation of the right and whether it is likely to be effective in achieving the objective being sought. Refer back to your answer to Question 1 – think about the problem that the limitation is seeking to address and consider whether the limitation will in fact result in a reduction of that problem. You should be able to establish a rational connection between the legitimate aim to be achieved and the measure limiting the right. If the objective might be legitimate but unless the proposed measure will actually achieve that objective, the limitation of the right is likely to be impermissible.

If you decide that the limitation is not rationally connected to the objective your plan, policy, procedure or decision is likely to be incompatible with human rights. You will need to think about whether there are other ways to achieve the objective without limiting the right.

If you decide that the limitation is likely to be effective in achieving the objective being sought, proceed to **Part E**.

Your Assessment:

E. Are there any less restrictive means reasonably available to achieve the purpose that the limitation seeks to achieve?

Here you should assess whether the limitation of the right is no more restrictive than it needs to be in order to achieve its objective. Answering the following questions will help you to assess whether the limitation of the right is reasonable, necessary and proportionate:

- Are there less restrictive alternatives for achieving the objective, and have they been tried? Look at the objectives you identified at Question 1 and consider whether these outcomes can be achieved only by the proposed limitation of the right. If there is another less restrictive way of achieving the desired outcome, you must explain why that option was not taken.
- Does the limitation involve a blanket restriction or does it allow for different cases to be treated differently? Blanket restrictions will often be considered disproportionate, as it has the effect of imposing limitations in circumstances where they are not really needed.
- Has sufficient regard been paid to the rights and interests of those affected? Proportionality requires that even if the objective of the limitation is of sufficient importance and it has been carefully designed to limit the right as little as possible, it may still not be justified, because of the severity of the effects of the measure on individuals or groups.
- Do safeguards exist to ensure effective guarantees of human rights in practice? For example, does the limiting measure make appropriate provision for procedural fairness and/or effective judicial oversight? Have any discretionary powers been appropriately circumscribed to prevent the risk of abuse or arbitrary exercise of the discretion?

HUMAN RIGHTS COMPATABILITY ASSESSMENT TOOL

Does the limitation destroy the very essence of the right? Think about the right being limited and consider whether there will be anything left of the right after the restrictions are put in place. Remember that no restriction is ever justified if it impairs the very essence of a right.

If your assessment concludes that the limitation is proportionate, the proposed / recommended plan, policy, procedure or decision is likely to be compatible with human rights.

If you decide that the effect of the limitation is likely to be disproportionate to the objective being sought, your proposed / recommended plan, policy, procedure or decision is likely to be incompatible with human rights. You will need to think about whether there are other ways to achieve the objective of the plan, policy, procedure or decision without limiting the right.

Your Assessment:

Final Assessment:

Is the policy, plan, procedure or decisions compatible with the Victorian Charter of Human Rights and Responsibilities?

Compatible

Incompatible

HUMAN RIGHTS COMPATABILITY ASSESSMENT TOOL

Appendix 5

GENDER IMPACT ASSESSMENT

EVALUATION OF OPERATION AVIATOR

Creating equal opportunities for people of all genders and diversities

The program

Major Initiative 50 (MI50) City, Street Safety Initiative, commits to continuing to work with Victoria Police and other agencies to deliver a range of initiatives that improve safety on the streets of Melbourne and within our communities (the city).

Following a resolution on 4 February 2025, City of Melbourne procured the services of Crownland Security to support the safety of Local Laws Officers in conducting their duties while they addressed complex on-street issues.

The 6 week pilot will run from 7 March 2025 to 18 April 2025, and the resolution required a report back to FMC on the evaluation of the pilot outlining the outcome of the pilot and next steps, with consideration given to a parallel trial of social workers in place of security guards; an international review of best practice responses to public consumption of alcohol and begging and advice on future training and support needs of Local Laws Officers.

We have conducted a domestic and international review of begging and the public consumption of alcohol, and while different jurisdictions have different laws these reviews found the need for an enforcement approach to address issues or impacts caused by these behaviors. These enforcement activities should be coupled with additional support for vulnerable people to allow them avoid the justice system or be subject to enforcement action.

We have found this assertive and consistent public presence has had a significant impact on street behaviour, the perception of safety and improved amenity of the City and that a program to address these should be ongoing.

The recommendation from Management is for an additional two Local Laws Teams consisting of a Supervisor and four Officers (supported by a Coordinator) to deal with complex on-street issues on an ongoing basis; or

An additional four Local Laws Teams consisting of a Supervisor and four Officers (supported by two Coordinators) to deal with complex on-street issues on an ongoing basis; and

In addition to ongoing enforcement, investigate appropriate supports for people who may find themselves begging or consuming alcohol in a public place; including diverted giving scheme, improved referrals system, increase social employment and increase financial and AOD advice and support.

Legislative and Policy Context This initiative aligns with:

- The Victorian Gender Equality Act 2020
- The City of Melbourne's Gender Equality Action Plan
- Safe Cities and Safe Public Spaces for Women and Girls (UN Women Global Initiative)
- Victoria's Free from Violence Strategy



GENDER IMPACT ASSESSMENT

Issues

Thinking about gendered issues right from the beginning:

- Possible differences in impacts on people of different genders. Speak with a diverse group of people in your workplace about gender issues.
- Consider intersectionality – the influence of age, ability, indigenous status, culture, religion, sexual orientation, which can expose people to overlapping forms of discrimination and disadvantage.
- Important topics include the needs, preference, perceptions and experiences of women, men and gender diverse people, as well as differences in access owing to cost, transport, safety, child-care etc.
- What evidence might be required to investigate?

3. Identifying Gendered Inequalities and Considerations Women, gender-diverse individuals, and other vulnerable groups experience higher rates of street harassment, violence, and discrimination. The introduction of a new specialised team must consider these dynamics to ensure the initiative supports all members of the community equitably.

Questions to Consider:

1. Are there any unintended consequences of increasing on street presence that may negatively impact specific gender groups?
2. How can we ensure that the initiative does not disproportionately impact marginalised communities, including women, gender-diverse individuals, and First Nations people?

4. Potential Gendered Impacts

4.1. Safety and Perceptions of Security

- Women and gender-diverse individuals may feel safer with a more visible on street presence but may also be wary of increased surveillance and enforcement practices.
- An increased presence in authority figures could have a deterrent effect on anti-social behaviour but may also lead to unintended intimidation, particularly among marginalised communities.
- Ensuring new staff members are trained in gender-sensitive and trauma-informed approaches is critical to fostering trust and inclusivity.
- Women who are begging on the street may feel intimidated by the presence of authority figures They may also have trauma associated with male violence, which could heighten feelings of fear and vulnerability.
- Aboriginal and Torres Strait Islander people and other vulnerable individuals may also have increased feelings of intimidation due to past experiences with authority figures and enforcement practices.

Questions to Consider:

3. How can staff be trained to handle gender-based violence, harassment, and discrimination appropriately?
4. How will this new team be held accountable for their interactions with the public, particularly concerning gender-sensitive issues?

4.2. Interaction with Diverse Communities



CITY OF MELBOURNE

GENDER IMPACT ASSESSMENT

- Marginalized groups, including women experiencing homelessness, First Nations people, and LGBTIQ+ individuals, may have different experiences with law enforcement.
- The use of tools such as OC spray and batons should be carefully considered, ensuring they do not contribute to fear or over-policing of vulnerable groups.

4.3. Workplace Safety and Gender Considerations for Staff

- Staff must be trained to recognise and appropriately respond to gender-based violence or harassment that Local Laws officers or the public may face.

Evidence and analysis

Learn about the differences between men and women (or at least about women)) in their needs, preferences, circumstances and access to the initiative. Sources could include:

- *Internal data – existing discussions with residents, advisory committees, community reps or service providers, surveys, existing staff knowledge, service usage among people or communities targeted by the initiative.*
- *Desktop research - information about broad social conditions, benchmarking, implications for staff in the initiative*
- *Meaningful consultation with stakeholders*
Note: disaggregation of data will provide the best possible information.
- *What is the evidence telling you?*
- *Who is getting a service/access/benefit and who is missing out?*
- *Is the initiative perpetuating existing stereotypes and inequalities?*

Data will be collated over the course of the trial

Questions to Consider:

5. What data will be collected to assess the impact of the initiative on different genders?
6. How will gender-disaggregated data be used to refine and improve the initiative over time?

Proposed Option	Method	Benefits	Costs, Risks and Impact	Overall gender impact / response

Recommendation/s



GENDER IMPACT ASSESSMENT

5. Recommendations to Promote Gender Equity

1. **Gender-Sensitive Training:** Require all staff members to complete gender-responsive, trauma-informed, and cultural competency training.
2. **Diversity in Hiring:** Prioritise employing a diverse workforce, including women and gender-diverse individuals.
3. **Community Consultation:** Engage with women's advocacy groups, LGBTIQ+ organizations, and diverse community members to shape the implementation strategy.
4. **Data Collection and Monitoring:** Track and analyze gender-disaggregated data on safety incidents, public perceptions, and engagement with security personnel to ensure continuous improvement.
5. **Clear Public Messaging:** Ensure communication materials highlight the role of this new team as supportive rather than punitive to foster community trust.
6. **Accountability Measures:** Establish a complaint and feedback mechanism that allows individuals to report concerns related to staff interactions, ensuring transparency and accountability.

6. To Be Considered For any questions that currently do not have definitive answers, further research, stakeholder engagement, and data collection will be necessary to ensure the initiative is designed and implemented equitably.



Appendix 6

Future Melbourne Committee

Meeting No. 10

Tuesday 17 June 2025

Agenda Item 6.4

Council Strategic Planning Program

Budget 2025-26 and Revenue and Rating Plan 2025-29 - Submissions Hearing

Question on notice to be appended to the FMC minutes

Question:

There are no funds carried forward into financial year 2024-25 (on p407). But on 27 August last year, Council resolved to "approve the carry forward of capital funds into 2024-25, including 100% of unspent funds within the cycle infrastructure program." The report to that meeting said that this was \$1.75m. So why is that carry-forward not represented in the report on p407?

Response:

The decision to allocate the carry forward funds of \$1.75 million to the Capital Budget during the financial year 24/25 was contingent on the necessity of those funds to complete cycle infrastructure works. As the allocated \$4 million was sufficient for scoped and permit-approved works, these funds were not required to be spent.