

# Victorian Legislative Council Legal and Social Issues Committee

Inquiry into Anti-LGBTIQ+ Hate Crimes in Victoria

## SUBMITTER

**Geoff Steer**

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## SUBMITTED

**April 2026**

*Individual submission — not submitted on behalf of any organisation*

## ABOUT THE AUTHOR

Geoff Steer is a practitioner with 25 years of specialist experience in hate crime investigation and response. He **proposed, established, and led the NSW Police Force Hate Crime Unit for seven years** — the first dedicated hate crime unit in Australia. His training includes the US Federal Law Enforcement Training Centre and time with the NYPD Hate Crimes Task Force and Suffolk and Nassau County hate crime units. He co-authored a chapter in *Hate Crime Perpetrators: New Perspectives from Theory, Research and Practice* and is currently co-authoring a new book on hate crime investigations. He gave evidence to the NSW Special Commission of Inquiry into LGBTIQ Hate Crimes (Commissioner Sackar, 2023) and is currently developing the **Hate Crime Threat Management Framework** — comprising the Hostility and Concerning Trajectory Model (HCTM-26) and the Mitigation and Intervention Framework (MIF-26).

## DISTINCTIVE CONTRIBUTIONS OF THIS SUBMISSION

This submission makes four contributions not likely to appear in other submissions to this inquiry:

1. A hate-crime-specific offender typology framework — covering thrill-seeking, defensive, retaliatory, mission-driven, and intrafamilial offending — applied to every Term of Reference. The argument that each typology requires a fundamentally different response, and that applying a single strategy across all five categories produces predictable failure, is a practitioner insight the academic literature describes but no current Australian operational doctrine implements.
2. Formal recognition of intrafamilial hate crime as a structurally distinct operational problem. This category — identity-motivated harm within family systems, closely aligned with honour-based violence — is routinely misclassified as domestic violence across all Australian jurisdictions. The submission argues, with doctrinal and evidentiary grounding, that this misclassification is a systemic blind spot requiring dedicated recording categories, investigative doctrine, and response protocols.
3. A practitioner-grounded account of the criminal justice pipeline failure — from investigator to prosecutor to judiciary — based on direct operational experience in NSW and confirmed by the findings of Commissioner Sackar's Special Commission of Inquiry. The submission argues that the failure of aggravated offence provisions in practice is a structural, pipeline-wide problem, not a failure at any single point, and that piecemeal reform of one stage without the others will not break the cycle.
4. A operational doctrine — HCTM-26 and MIF-26 — and a credible pilot pathway with governance structure, methodology, success measures, timeline, and indicative cost. The submission does not merely recommend that Victoria adopt a structured professional judgement framework; it demonstrates what one looks like, why it is superior to generalist tools, and how it could be validated and adopted within a 24-month pilot.

## STRUCTURE OF THE SUBMISSION

The submission addresses all eight Terms of Reference for which the author holds relevant expertise (ToR 9 is noted but not addressed, with an explanation and direction to Victorian-based sources). It contains 41 structured recommendations across all ToRs, each specifying an action, required change, intended outcome, and responsible party. The submission is organised as follows:

Section	Content	Key Recommendations
ToRs 1–5	Recruitment/communication; countering hate crime; prevention; victim safety; platform responsibilities.	Recs 1.1–5.3 (19 recommendations)

	Includes the typology framework, intrafamilial doctrine, and platform duty of care analysis.	
<b>ToR 6</b>	Empirical data, under-reporting, misidentification, definitional fragmentation, data quality.	Recs 6.1–6.10 (10 recommendations)
<b>ToR 7</b>	Impact on diverse communities: Rainbow Mob, people with disability, multicultural and multifaith LGBTQIA+ people. Includes practitioner-grounded account of secondary victimisation, confirmed by Sackar Commission findings.	Recs 7.1–7.5 (5 recommendations)
<b>ToR 8</b>	Interjurisdictional strategies. Includes CJS pipeline analysis, national strategy, intelligence sharing, and civil prevention orders.	Recs 8.1–8.8 (8 recommendations including civil hate crime prevention orders)

### Central Recommendation

Victoria Police establish a dedicated Hate Crime Unit with an embedded protective intelligence capability, incorporating investigative, analytical, and community-liaison functions, grounded in the Hate Crime Threat Management Framework. This unit provides the operational foundation from which the remaining 41 recommendations derive their practical effect.