

## **Women's Safety and Justice Taskforce Reforms**

## ACKNOWLEDGEMENT OF COUNTRY

The Office of the Independent Implementation Supervisor acknowledges the traditional custodians of the lands across the State of Queensland, and pays our respects to the Elders past, present, and emerging. We value the culture, traditions, and contributions that the Aboriginal and Torres Strait Islander people have contributed to our communities, and recognise our collective responsibility as government, communities, and individuals to ensure equality, recognition, and advancement of Aboriginal and Torres Strait Islander Queenslanders in every aspect of our society.

## ACKNOWLEDGEMENT OF VICTIM-SURVIVORS OF DOMESTIC AND FAMILY VIOLENCE AND SEXUAL VIOLENCE

The Office of the Independent Implementation Supervisor pays our respects to victim-survivors of domestic and family violence and sexual violence. They remain at the forefront of our monitoring efforts. We thank the victim-survivors who courageously shared their stories and experiences to shape how we can best prevent and respond to violence. We will continue to listen and take action to ensure victim-survivors' voices are heard through our work to ensure the best possible domestic, family and sexual violence service system responses.



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DOI: <https://doi.org/10.60652/4pm8-y995>  
ISBN 978-0-9756308-1-5.

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## Further Assistance

If you require assistance, the following support services are available:

- In the event of an **emergency**, please call the police on Triple Zero (000)
- If the matter is not urgent you can contact **Policelink** on 131 444 or visit the Queensland Police Service website [www.police.qld.gov.au/domestic-violence](http://www.police.qld.gov.au/domestic-violence)
- **1800 RESPECT** is a national family violence and sexual assault counselling service (1800 737 732)
- **DV Connect** is a 24-hour crisis support line for anyone affected by domestic or family violence, and can be contacted on 1800 811 811 or [www.dvconnect.org](http://www.dvconnect.org)
- The **Queensland Sexual Assault Line** offers telephone support and crisis counselling to anyone – adults and young people of any gender identity – who has been sexually assaulted or abused, and for anyone who is concerned or suspects someone they care about might have been assaulted or abused. They can be contacted on 1800 010 120, 7 days per week 7.30am-11.30pm. Visit [www.dvconnect.org/sexual-assault-helpline/](http://www.dvconnect.org/sexual-assault-helpline/)
- **Kids Helpline** is a 24-hour free counselling service for young people aged between 5 and 25, and can be contacted on 1800 55 1800 or [www.kidshelpline.com.au](http://www.kidshelpline.com.au)
- **MensLine Australia** is a 24-hour counselling service for men, and can be contacted on 1300 78 99 78 or [www.mensline.org.au](http://www.mensline.org.au)
- **Lifeline** is a 24-hour telephone counselling service, and can be contacted on 13 11 14 or [www.lifeline.org.au](http://www.lifeline.org.au)
- **13YARN** is a free 24-hour national crisis support line that offers a confidential one-on-one yarning opportunity with a Lifeline-trained Aboriginal and Torres Strait Islander Crisis Supporter for Aboriginal and Torres Strait Islander peoples. They can be contacted on 13 92 76 or you can visit [www.13yarn.org.au](http://www.13yarn.org.au)
- **QLife** is a free peer support and referral service for LGBTIQ+ people via telephone and webchat. They can be contacted 1800 184 527 between 3pm and 12am, 7 days a week or you can visit [www.qlife.org.au](http://www qlife.org.au)
- **Suicide Call Back Service** can be contacted on 1300 659 467 or [www.suicidecallbackservice.org.au](http://www.suicidecallbackservice.org.au)
- **Beyondblue** can be contacted on 1300 224 636 or [www.beyondblue.org.au](http://www.beyondblue.org.au)

8 November 2024

Dear Ministers,

As Independent Implementation Supervisor, I am pleased to present *The Office of the Independent Implementation Supervisor, Women's Safety and Justice Taskforce Reforms Biannual Progress Report 5 (November 2024)* (Fifth Progress Report), arising from the recommendations in:

- *Hear her voice - Report One - Addressing coercive control and domestic and family violence in Queensland (Report One),*
- *Hear her voice - Report Two - Women and girls' experiences across the criminal justice system (Report Two), and*
- *A Call for Change: Commission of Inquiry into Queensland Police Service responses to domestic and family violence (A Call for Change).*

Consistent with my Work Plan of 31 May 2024, in the Fifth Progress Report I detail the progress of, and my findings and conclusions <sup>The Office of the Independent Implementation Supervisor, Women's Safety and Justice Taskforce Reforms Biannual Progress Report 5 (November 2024)</sup> recommendations scheduled for completion between 1 April 2024 and 30 September 2024. I make comment on a range of significant milestones due throughout this period.

Adequacy assessments are included on the implementation of the Government's Response to *Report Two* Recommendation 36 - Sexual Assault Investigation Kits, and *A Call for Change* Recommendation 49 - comprising Queensland Police Service training to take account of the unique experiences of First Nations peoples in responding to domestic and family violence. I have taken the opportunity to discuss legal training as per *Report One* Recommendation 39.

This Report provides deep dives on the lifecycle of Forensic Medical Examination Kits, and knowledge transfer and training across the domestic, family and sexual violence system, targeted at promoting increased understanding, system stewardship and sustainability. Implementation highlights are showcased for Queensland Corrective Services' trial of body scanning technology at Brisbane Women's Correctional Centre, and Queensland Police Service's First Nations Cultural Capability Training.

Throughout the report I highlight implementation opportunities to deliver sustained change for victim-survivors and persons using violence from the perspective of increasing trust in the DFSV system through key learnings and insights to build collaboration, coverage, consistency, and communication between stakeholders.

Yours sincerely,  
Cathy Taylor FIPAA  
Independent Implementation Supervisor

## Contents

<b>ACRONYMS.....</b>	<b>8</b>
<b>EXECUTIVE SUMMARY .....</b>	<b>10</b>
<b>REFORM IMPLEMENTATION SNAPSHOTS .....</b>	<b>13</b>
DFSV REFORM IMPLEMENTATION TO DATE .....	13
FIFTH PROGRESS REPORT .....	14
<b>1 BACKGROUND.....</b>	<b>15</b>
OUR IMPACT .....	16
OUR APPROACH.....	21
OUR ENGAGEMENT .....	23
<b>2 REFORM IMPLEMENTATION PROGRESS .....</b>	<b>26</b>
OVERALL REFORM IMPLEMENTATION PROGRESS TO DATE .....	26
PROGRESS OF INDIVIDUAL RECOMMENDATIONS AND MILESTONES DUE THIS REPORTING PERIOD.....	30
IMPLEMENTATION HIGHLIGHTS .....	32
<i>QCS Body Scanner Trial</i> .....	32
<i>QPS ‘Look to the Stars’</i> .....	35
<b>3 ADEQUACY ASSESSMENTS .....</b>	<b>38</b>
HOW ADEQUACY IS ASSESSED .....	38
CLOSING THE LOOP ON PRIOR ADEQUACY ASSESSMENTS .....	39
SELECTION OF ADEQUACY ASSESSMENTS FOR THIS REPORT .....	40
FUTURE ADEQUACY ASSESSMENTS .....	40
RECOMMENDATION 3.049 QPS FIRST NATIONS CULTURAL CAPABILITY TRAINING .....	42
<i>Adherence</i> .....	43
<i>Quality</i> .....	44
<i>Sustainability</i> .....	46
RECOMMENDATION 2.036 FORENSIC MEDICAL EXAMINATION KITS .....	48
<i>Adherence</i> .....	49
<i>Quality</i> .....	51
<i>Sustainability</i> .....	53
<b>4 DEEP DIVES .....</b>	<b>56</b>
UNDERSTANDING LIFECYCLES IN THE DFSV SYSTEM: AN EXAMPLE USING FORENSIC MEDICAL EXAMINATION KITS.....	57
<i>What are system lifecycles?</i> .....	57
<i>How can knowledge of the kit lifecycle provide systemic opportunity?</i> .....	60
<i>Why is improving system lifecycles important to victim-survivors?</i> .....	65
UNDERSTANDING KNOWLEDGE TRANSFER IN THE DFSV SYSTEM: AN EXAMPLE USING EDUCATION & TRAINING .....	66
<i>What is knowledge transfer?</i> .....	66
<i>Where are the knowledge transfer opportunities?</i> .....	67
<i>How can knowledge transfer be leveraged?</i> .....	70
<i>Why is improving knowledge transfer important for victim-survivors?</i> .....	76
<b>5 SYSTEM INSIGHTS .....</b>	<b>77</b>
COLLABORATION .....	77
<i>Aligning responsibility, control, and action</i> .....	78
<i>Promising approaches to leveraging training</i> .....	78
COVERAGE .....	78
<i>Remote accessibility</i> .....	79
<i>Cultural capability</i> .....	79

CONSISTENCY .....	79
<i>Employee well-being</i> .....	79
<i>Gaining trust and respect in community</i> .....	80
<i>Supporting remote workforces</i> .....	81
COMMUNICATION .....	81
<i>Refining cultural representation in communications</i> .....	81
<i>Information sharing with remote communities</i> .....	82
VISUALISING THE SYSTEM .....	82
<i>Reducing barriers with lifecycles</i> .....	82
<i>Progress transparency with web tools</i> .....	82
<i>Making service networks visible</i> .....	82
<i>Sourcing cultural approaches to improve the mainstream system</i> .....	83
<b>6 CONCLUSION .....</b>	<b>84</b>
<b>GLOSSARY .....</b>	<b>85</b>
<b>REFERENCES .....</b>	<b>87</b>
<b>APPENDIX 1: SCOPE OF THE IIS FIFTH PROGRESS REPORT .....</b>	<b>90</b>
<b>APPENDIX 2: VARIATION TO SCOPE FOR THE IIS FIFTH PROGRESS REPORT .....</b>	<b>91</b>
<b>APPENDIX 3: PROGRESS OF INDIVIDUAL RECOMMENDATIONS DUE FOR COMPLETION .....</b>	<b>91</b>
<b>APPENDIX 4: PROGRESS OF SIGNIFICANT MILESTONES DUE BY 30 SEPTEMBER 2024 .....</b>	<b>128</b>
<b>APPENDIX 5: LISTING OF KNOWLEDGE TRANSFER RECOMMENDATIONS .....</b>	<b>133</b>
<b>APPENDIX 6: CONSULTATION SUMMARY .....</b>	<b>136</b>

## Figures

Figure 1: Timeline of events establishing the IIS role and work program. ....	15
Figure 2: Cumulative progress of recommendations at the First, Second, Third and Fourth Progress Reports ..	16
Figure 3: Lenses for monitoring reform progress across the DFSV system. ....	23
Figure 4: Locations of OIIS consultation for the Fifth Progress Report. ....	24
Figure 5: Progress of the reform program by report. ....	26
Figure 6: Implementation timeframe for Report One, highlighting the due date of notable recommendations. ....	27
Figure 7: Implementation timeframe for Report Two, highlighting the due date of notable recommendations. ....	28
Figure 8: Implementation timeframe for A Call for Change, highlighting the due date of notable recommendations. ....	29
Figure 9: Overall progress of recommendations and significant milestones due for completion.....	30
Figure 10: QCS (2024) body scanning technology imagery. ....	33
Figure 11: Look to the Stars artwork. ....	35
Figure 12: Adequacy Assessment Framework. ....	38
Figure 13: Summary of adequacy assessment findings in previous IIS progress reports. ....	39
Figure 14: IIS timeframe of tangible onground reforms ready for implementation assessment. ....	40
Figure 15: High-level overview of the lifecycle of the new kits implemented in response to Recommendation 36 of Report Two. ....	58
Figure 16: Types of service models used within HHS' for FMEs across Queensland.....	61
Figure 17: OIIS categorisation numbers and definitions for DFSV system change levels.....	68
Figure 18: Training recommendations example using OIIS levels of change across reform program.....	69
Figure 19: Knowledge transfer recommendations by lead stakeholder/s. ....	70
Figure 20: Knowledge transfer ecosystem for education and training in DFSV system. ....	71
Figure 21: Implementation of knowledge transfer recommendations across the reform program. ....	72

## Tables

Table 1: Open recommendations at the conclusion of the Fourth Progress Reporting period. ....	16
Table 2: Fifth Progress Report recommendations and significant milestones due by lead agency. ....	31
Table 3: Matrix of content coverage across updated training courses. ....	43
Table 4: Recommendations due for completion in scope for the Fifth Progress Report. ....	90
Table 5: Recommendations with a significant milestone due in scope for the Fifth Progress Report. ....	90
Table 6: Recommendations removed from the scope of the Fifth Progress Report. ....	91
Table 7: Recommendations added to the scope of the Fifth Progress Report. ....	91

## ACRONYMS

A Call for Change	A Call for Change: Commission of Inquiry into Queensland Police Service responses to domestic and family violence
BAQ	Bar Association of Queensland
COIDFV	A Call for Change: Commission of Inquiry into Queensland Police Service responses to domestic and family violence
CRASF	DFV Common Risk Assessment Safety Framework
DYJ	Department of Youth Justice
DDO	District Duty Officer
DFSV	Domestic, Family and Sexual Violence
DFV	Domestic and Family Violence
DFVVPC	Domestic and Family Violence Vulnerable Persons Command
DIVRG	Domestic Violence Integrated Response Group
DJAG	Department of Justice and Attorney-General
DO	District Officer
DPP	Department of Public Prosecutions
DTATSIPCA	Department of Treaty, Aboriginal and Torres Strait Islander Partnerships, Communities and the Arts
DVLO	Domestic Violence Liaison Officer
ED	Emergency Department
ETO	Education and Training Officer
FME	Forensic medical examination
FMEK	Forensic Medical Examination Kit
FMQ	Forensic Medicine Queensland
FNE	Forensic nurse examiner
FNJO	First Nations Justice Office
FSQ	Forensic Science Queensland
FTO	Field Training Officer
FYC	First Year Constable
FYCP	First Year Constable Program
FYCS	First Year Constable Section
JRC	Justice Reform Committee
HHS	Hospital and Health Service
HRT	High Risk Team
IIS	Independent Implementation Supervisor
ISR	Integrated Service Response
LAQ	Legal Aid Queensland
LMS	Learning Management System
NGO	Non-government organisation



NQDVRS	North Queensland Domestic Violence Resource Service
OCMO	Office of the Chief Medical Officer
OIC	Officer-in-Charge
OIS	Office of the Independent Implementation Supervisor
OPM	Operational Procedures Manual
PLO	Police Liaison Officer
PMO	Program Management Office
PPM	Professional Practice Manager
QCDFVR	Queensland Centre for Domestic and Family Violence Research
QCOSS	Queensland Council of Social Service
QCS	Queensland Corrective Services
QDAC	Queensland Drug and Alcohol Court
QIFVLS	Queensland Indigenous Family Violence Legal Service
QLS	Queensland Law Society
QPS	Queensland Police Service
QPUE	Queensland Police Union of Employees
Report One	Hear her voice – Report One – Addressing coercive control and domestic and family violence in Queensland
Report Two	Hear her voice – Report Two – Women and girls’ experiences across the criminal justice system
SAIK	Sexual assault investigation kit
SANE	Sexual assault nurse examiner
SCPESR	Special Coordinator for Police and Emergency Services Reform
TIPLO	Torres Strait Islander Police Liaison Officer
TSCS	Training Support and Coordination Service
VPU	Vulnerable Persons Unit
WSCJSC	Women’s Safety and Criminal Justice Steering Committee
WSJT	Women’s Safety and Justice Taskforce

## EXECUTIVE SUMMARY

Over two years have passed since the two landmark Women's Safety and Justice Taskforce (WSJT) reports and the Commission of Inquiry into Queensland Police Service responses to domestic, family and sexual violence (COIDFSV) were handed down, largely supported or supported in principle by the Queensland Government. Honouring victim-survivor's voices, including the hope and trust that they have placed in giving their evidence to the independent Taskforce and Commission of Inquiry, alongside their reports and the significant commitments of the Queensland Government, continues to demand change.

Throughout the reporting period and over the last year, extensive effort has been underway to enact legislation and progress whole-of-government plans and frameworks underpinning the supporting foundations for the reform program. Significant deliverables include commencement of the permanent Victims' Commissioner, the release of the *Better Justice Together* strategy for First Nations peoples and the commencement of the sexual violence case management pilot in the Brisbane and Ipswich courts.

While progress has been made in implementing the recommendations of *Report One* and *A Call for Change*, efforts to alleviate sexual violence and mitigate its impacts, particularly for the victim-survivors of sexual abuse in contact with the criminal justice system or women and girls who are on remand or in custody are less progressed and remain in the early stages with delays in foundational recommendations such as expanding early intervention programs and bail programs and developing the Justice Reinvestment Framework. Further, under *A Call for Change*, a decision remains outstanding on an operating model for a police integrity unit in Queensland.

With commitments to enhance community safety appropriately the cornerstone of government pledges, Queensland's supporting systems for delivering safer communities are under strain. Police records show the number of annual domestic and family violence (DFV) occurrences has almost doubled between 2017-2018 and 2022-2023, Queensland's prisons are overcrowded, courts continue to highlight backlog concerns and Queensland's DNA laboratory is managing well-known backlogs, including for victims of sexual assault.

Convergence of these pressures impacts the capacity of the criminal justice and domestic, family and sexual violence (DFFSV) systems to deliver timely access to justice for victim-survivors of DFFSV and their families and persons using violence. Ultimately, this diminishes public trust. We cannot lose sight of the tremendous opportunity presented to tackle DFFSV in Queensland and to mitigate the pervasive and insidious effects for families and communities, including those women and girls who have been sexually assaulted who are in contact with the criminal justice system.

At this point in the reform program, it is critical that a whole-of-system perspective is adopted, to improve coordination of policies and implementation actions in pursuit of overarching system objectives. In this report, I have continued to highlight the gaps in the DFFSV system and opportunities to strengthen our collective effort. There are six implementation areas the government needs to focus on if it is to work together to mitigate the concerns identified by the WSJT to move the DFFSV system forward.

Firstly, a **shift to systems stewardship** is needed. As the reforms move firmly into onground implementation, there is an opportunity to revise and refresh overarching governance arrangements to take a systems approach to strengthen the DFFSV system, break down siloes and truly consider the

interdependencies of actions and resourcing in one part of the system on the operations of other parts of the system. Good governance should optimise decisions and outcomes for the community and encourage improved performance.

The deep dive on the roll-out of Forensic Medical Examination Kits (FMEKs) showcases the criticality of systems thinking in implementation, including the downstream impacts for clinical examiners and ongoing pressures for Forensic Science Queensland (FSQ) in timely analysis.

Secondly, there is an opportunity to **consolidate and prioritise key deliverables** to ensure ongoing momentum of the reforms in a meaningful way and keep women and girls safe in Queensland. From my consultations it is evident that the capacity of the DFSV service system to absorb more reform is limited – widespread concern continues to be reported about increasing demand and complexity. I support prioritisation with strategic sequencing of current reforms to allow for the DFSV system capability to reposition and regain the ability to absorb further change.

Thirdly, supporting **knowledge transfer through translating structures and responses** into onground practice and leveraging the training and education underway for all parts of the system – courts, judiciary, police, frontline workers including the non-government sector – should be a concerted priority. The deep dive on knowledge transfer in section 4 highlights the opportunities for the government to ensure a coordinated and system-wide sharing of knowledge to benefit employees and victim-survivors. I support further opportunities to maximise and align training and education opportunities into the future. I also consider the establishment of a Judicial Commission in Queensland consistent with other jurisdictions, critical to supporting ongoing education and consistency of decision-making.

Fourthly, **establishing clear measures of success** for the community and government to truly understand whether we are making a difference for women and girls' safety in Queensland remains critical to understanding whether the reforms are working in practice and what needs to change. This is especially important in understanding and guiding the downstream effects of change, particularly for First Nations peoples who are already seriously over-represented in the youth and adult criminal justice systems and experience disproportionate violence compared with their non-First Nations counterparts.

Fifthly, **transparent and regular reporting** on the reforms in a way that is accessible to the community and key DFSV system stakeholders should feature as a routine part of understanding the effects of the reforms and shaping responses going forward. It is imperative that we understand the differences being made to the lives of women and girls and whether we are effecting enduring change for persons using violence. The *Coercive Control Monitoring Report Preliminary report – July 2024* produced by the New South Wales (NSW) Bureau of Crime Statistics and Research provides a good starting point for quantitative reporting, that could be considered for Queensland's DFV – related reforms.

Finally, with just six months from the commencement date and having discussed the experiences of other state counterparts further progressed in legislating for coercive control, **readiness for the commencement of the new coercive control offence in Queensland** remains at the forefront of my considerations. Amplifying community awareness of what coercive control is and its effects as well as informed sexual consent is vital. This includes ensuring awareness and understanding of the new laws as they reach culturally diverse and remote communities, particularly for First Nations communities where cultural differences present specific challenges.

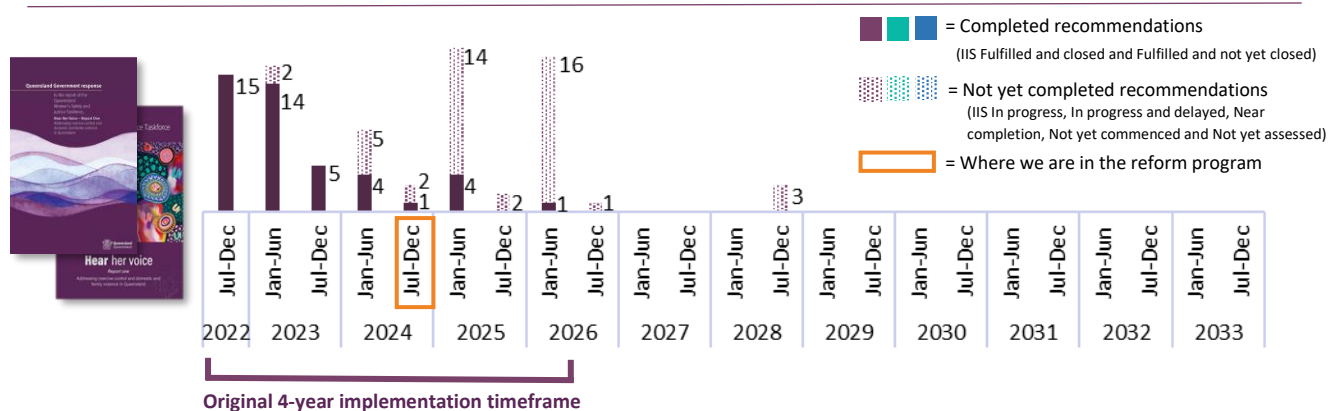
In this report, I have tested implementation at its extremities, including implementation in the Torres Strait. I continue to identify opportunities under the four foundations of good implementation - collaboration, coverage, consistency and communication.

We are at a critical point. The wide-spread and longstanding effects of DFSV for victim-survivors and their families are well known and the commitments of government to overcome these, considerable. As envisaged by the WSJT, to ensure women and girls are safe and their voices are heard, close attention needs to continue to be given to implementation across the system in all parts of the state.

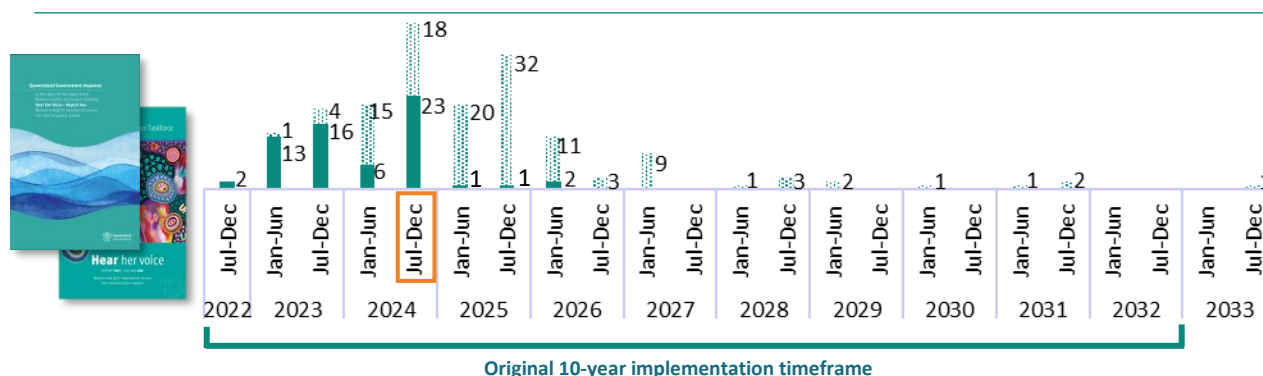
## REFORM IMPLEMENTATION SNAPSHOTS

### DFSV reform implementation to date

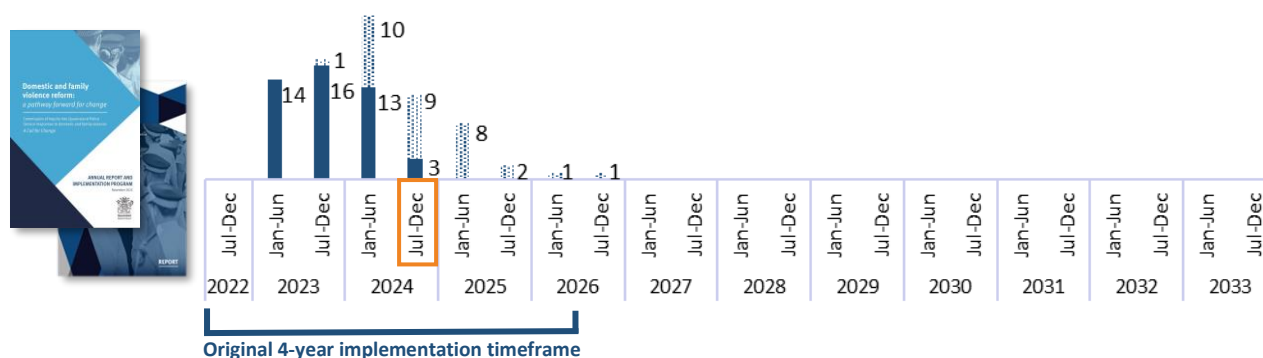
#### Hear Her Voice, Report One: 4-phase implementation timeframe over 4 years



#### Hear Her Voice, Report Two: 3-phase implementation timeframe over 10 years



#### A Call for Change: 4-year implementation timeframe



Note: This graphic shows the number of recommendations due within each 6-month period that have been completed to date.

#### Key achievements to date

- ▶ Legislation passed to criminalise coercive control and establish the affirmative consent model.
- ▶ New High-Risk Teams commenced.
- ▶ Strengthened DFV and cultural capability training within QPS.
- ▶ Release of *Queensland's Plan for the primary prevention of violence against women 2024-28*.
- ▶ Victims Commissioner commenced.
- ▶ Designated private, safe, and secure areas established within police stations for persons presenting for DFV matters.

#### Delayed recommendations to watch

- ▶ Establish a dedicated district level Victim Liaison Officer scheme. (Recommendation 23 of *A Call for Change*).
- ▶ Development of a Justice Reinvestment Framework (Recommendation 94 of *Report Two*).
- ▶ Review of the issues impacting the time women and girls are held in watchhouses (Recommendation 105 of *Report Two*).
- ▶ Expanding early intervention and bail support for women and girls in custody (Recommendation 113 of *Report Two*).

#### What's to come?

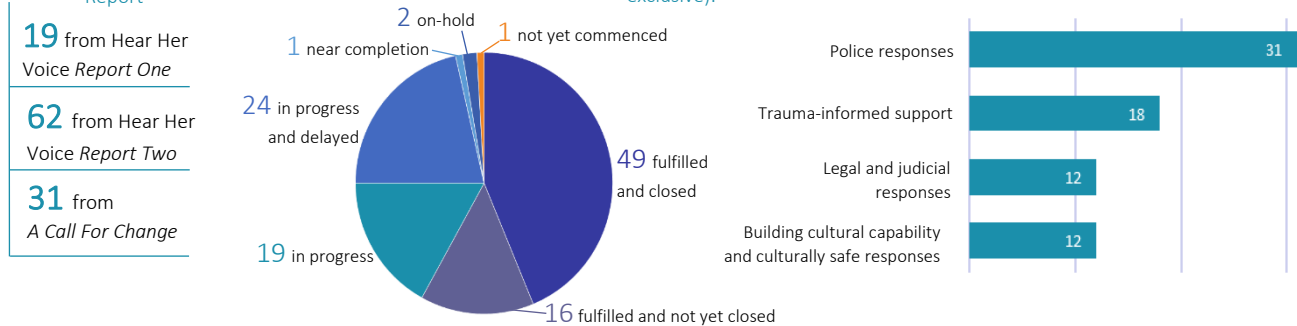
- ▶ Statewide network of perpetrator intervention programs.
- ▶ Ongoing training across QPS, frontline DFSV services and the legal sector.
- ▶ Co-design a victim-centric legislative framework for adult restorative justice in Queensland.
- ▶ Progressive rollout of embedded DFV support workers in police stations across Queensland.
- ▶ Rollout of updated respectful relationships education and corresponding professional development training.

# Fifth Progress Report

## Recommendation progress

**112** recommendations were due for completion by 30 September 2024, and in scope for the IIS Fifth Progress Report

Implementation has mainly focused on four key themes of the reform program by number of recommendations (categories are not mutually exclusive):



### Key achievements include:

- Release of the *Better Justice Together: Queensland's Aboriginal and Torres Strait Islander justice strategy 2024–2031* (Recommendation 1 of Report One)
- Implemented the revised *Domestic and Family Violence Common Risk And Safety Framework* (Recommendation 21 of Report One)
- Establishment of a Sexual Violence Case Management Pilot in Brisbane and Ipswich District Courts (Recommendations 69 and 71 of Report Two)
- Establishment of a permanent Victims' Commissioner (Recommendations 18 and 181 of Report Two, Recommendation 79 of A Call for Change)

## Adequacy assessments

### Recommendation 49 of A Call for Change

#### Updated First Nations cultural capability training for police officers

The IIS found:

- strong evidence** of adherence to the Government Response
- strong evidence** of sufficient quality of content coverage and training delivery, with ongoing work to close feedback loops from recipients
- satisfactory evidence** the training content is integrated and embedded into everyday organisational structures, culture and operations, with opportunity to enhance the roles of Police Liaison Officers to further embed cultural training

### Recommendation 36 of Report Two

#### Review and update the quality of sexual assault investigation kits:

The IIS found:

- strong evidence** of adherence to the Government Response, with the new kits widely regarded as a major improvement for forensic medical examinations
- opportunity to strengthen** consistency of use through updating labelling requirements and enhancing training for clinical staff
- satisfactory evidence** of sustainability, with opportunity to further strengthen dedicated resourcing for forensic medical examinations and closure of feedback loops

## Deep dives

### Understanding lifecycles in the DFSV system

Mapping the key points in the lifecycle of a forensic medical examination kit (FMEK) provides clarity on the broader implementation ecosystem and the differences in alignment of responsibility, control, and action across stakeholders.

Systemic opportunities to strengthen implementation :

- data collection and feedback loops for FMEK responses,
- supporting dedicated resourcing and workforce retention for forensic medical examinations, and
- further embedding and endorsing frameworks for responding to sexual assault.

### Understanding knowledge transfer in the DFSV system

Knowledge transfer is a key systemic component to translate system structures such as legislation, policy, frameworks, and guidelines into onground practice change.

Examining progress of knowledge transfer reform revealed:

- most stakeholders are focused on the knowledge transfer activities required within their own agencies,
- stakeholders further along in implementation demonstrate greater integration of knowledge transfer efforts, and
- there are further opportunities for sharing, collaboration, and coordination on knowledge transfer between stakeholders to produce a more efficient and effective DFSV system.

## Opportunities

Insights on reform progress and reflection upon the progress of the 4C's highlight opportunities to further improve the implementation of recommendations that will ultimately strengthen the DFSV system:

**Collaboration**, particularly relating to understanding of upstream and downstream impacts of decision-making, aligning responsibility and control of stakeholders, and co-design to strengthen and streamline training efforts.

**Coverage**, using service and lifecycle mapping to highlight stakeholder roles and interconnections, service gaps and accountability mechanisms to identify barriers and enablers to implementation.

**Consistency**, through supporting workforce stability and wellbeing, dedicated resourcing for service models, and top-down and bottom-up endorsement to embed practice frameworks and principles.

**Communication**, to support increased clarity of systems functions, understanding and certainty in decision making from system stewards, and strengthen relevance and tailoring of community messaging.

## 1 BACKGROUND

Since 2021 the WSJT and the COIDFV have examined the effects of, and responses to DFSV as well as the experiences of women and girls across the criminal justice system. A timeline of dates for the release of ensuing reports, Government Responses and resulting Independent Implementation Supervisor (IIS) reports is provided in Figure 1.

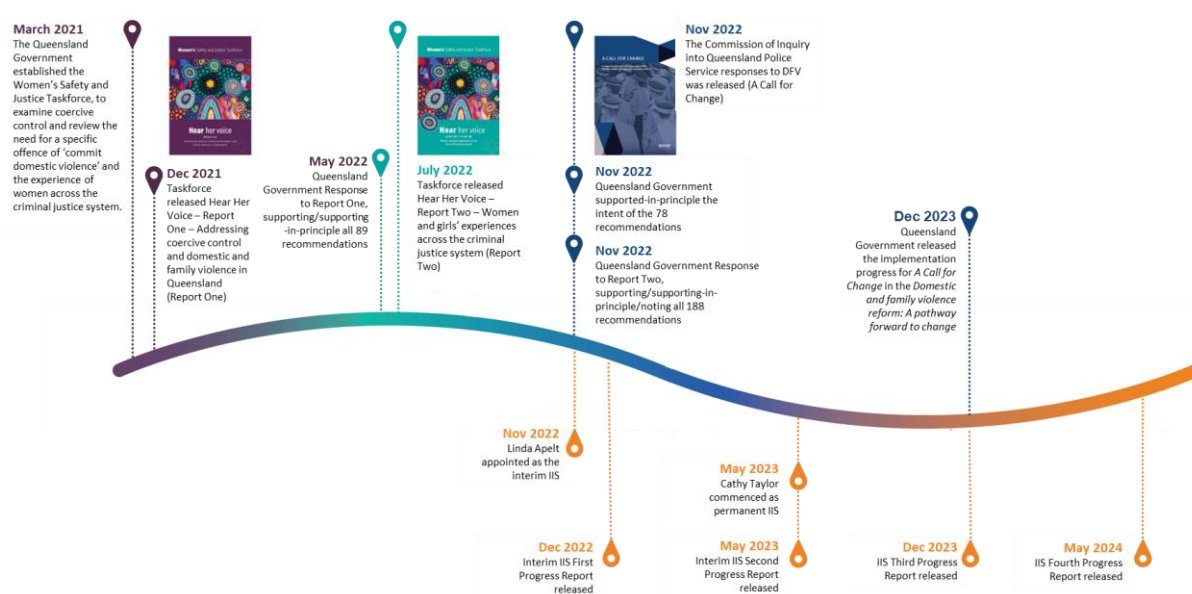


Figure 1: Timeline of events establishing the IIS role and work program.

The IIS has previously reported biannually to the Attorney-General and Minister for Justice and Minister for the Prevention of Domestic and Family Violence, and to the Minister for Police and Community Safety on the independent oversight of:

- the progress of the implementation of the Government Response to the recommendations from:
  - Hear her voice - Report One - Addressing coercive control and domestic and family violence in Queensland (Report One),*
  - Hear her voice - Report Two - Women and girls' experiences across the criminal justice system (Report Two),* and
  - A Call for Change: Commission of Inquiry into Queensland Police Service responses to domestic and family violence (A Call for Change).*
- the achievement of systemic outcomes
- the adequacy of implementation of the Government Response to recommendations
- what further measures are required to ensure the recommendations supported by the Queensland Government are implemented fully within the specified timeframes.

Following Ms Linda Apelt's term as interim IIS from November 2022 until May 2023 and the completion of the First and Second Progress Reports, Ms Cathy Taylor was appointed as the permanent IIS in March 2023 and commenced in the role on 2 May 2023 for progress reports thereafter.

## Our Impact

The IIS has assessed a total of 121 recommendations across *Report One*, *Report Two* and *A Call for Change* from commencement to the Fourth Progress Report period ending 31 March 2024.

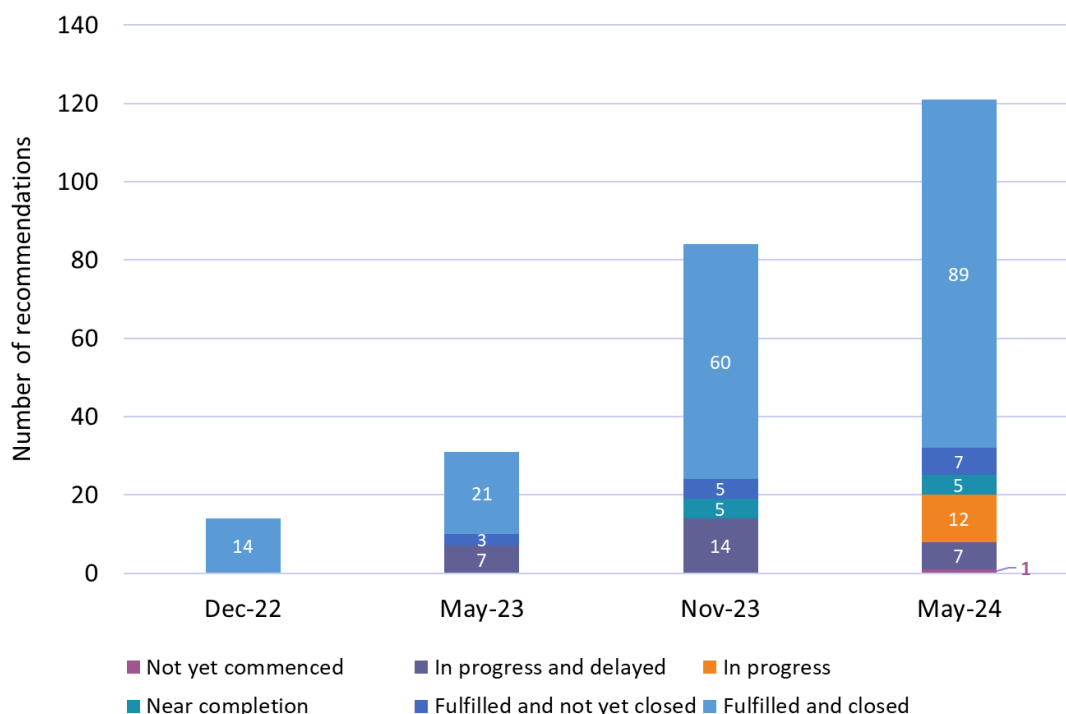


Figure 2: Cumulative progress of recommendations at the First, Second, Third and Fourth Progress Reports

After these assessments the IIS considered 96 recommendations completed, with 89 recommendations categorised as fulfilled and closed, and 7 are fulfilled but remaining open for further monitoring.

The distribution of progress for the 89 recommendations fulfilled and closed was:

- 14 recommendations from the First Progress Report in December 2022
- 7 recommendations from the Second Progress Report in May 2023
- 39 recommendations from the Third Progress Report in November 2023
- 29 recommendations from the Fourth Progress Report in May 2024.

Table 1 provides the recommendations open for further monitoring.

Table 1: Open recommendations at the conclusion of the Fourth Progress Reporting period.

Report	Recommendation No.	Topic
<i>Report One</i>	Recommendation 3	Consultation on introducing a judicial commission.
	Recommendation 22	Embedding a practice framework for child safety staff
	Recommendation 39	Ensuring legal training on nature and impact of DFV, including coercive control, the substantive and procedural law, and how to refer clients to services and supports.
<i>Report Two</i>	Recommendation 36	Upgrade of FMEKs
	Recommendation 137	Body searches in women's correctional facilities



<i>A Call for Change</i>	Recommendation 24	QPS to engage an external expert to advise on best practice procedures around awareness, identification, and reporting of sexual harassment.
	Recommendation 49	QPS Cultural Capability Training.

In each report the IIS has made a range of implementation findings, learnings, and conclusions.

**In the First Progress Report** – The First Progress Report highlighted the early work of agencies underway to scope implementation responsibilities and governance arrangements. Emerging implementation challenges and opportunities were identified as: workforce capability and capacity both in government and the non-government sector; retaining and recruiting staff particularly in regional and remote areas; a need for rationalisation of governance across the reforms to ensure it is meaningful and drives change; and consultation fatigue arising from the reforms.

**In the Second Progress Report** – The IIS highlighted concerns about the paucity of perpetrator programs and early intervention efforts to prevent violence before it occurs.<sup>1</sup> Notably, the *Broadening the Focus: Queensland’s strategy to strengthen responses to people who use domestic and family violence 2024*<sup>2</sup>, seeks to improve system and community responses to hold persons using violence responsible for their harmful attitudes and behaviours and support them to change. This strategy includes a priority area enhancing support for children and young persons using, or at risk of using, violence.

**In the Third Progress Report** – The IIS suggested a more coordinated and cooperative training effort across the service system to sustain effort into the future and highlighted the opportunity afforded by a peak body for Queensland DFV services to support integrated capability building across the DFV system.<sup>3</sup> On 13 April 2024, to support consistent training responses to DFV across government and non-government agencies, a state-wide Training Support and Coordination Service and evaluation<sup>4</sup> was announced underpinned by a new *Domestic and Family Violence Training and Change Management Framework*.<sup>5</sup> Since this report increased coordination across the DFSV system is expected through the announcement of Queensland Council of Social Service (QCOS) as the peak advocacy body of the sector.<sup>6</sup>

The Office of the Independent Implementation Supervisor (OIIS) developed an Adequacy Assessment Framework and conducted its first assessments around the adherence, quality and sustainability on the implementation of Recommendation 15 of *A Call for Change*, covering the implementation of police body worn camera footage reviews of DFV incident attendance by QPS officers. With the ongoing sustainability of the implementation of this recommendation requiring further consideration, in the interim the QPS have revised resourcing efficiencies on current review expectations and over the long term, are trialling a new artificial intelligence approach for footage review and feedback to officers. The trials provide an alternative means of screening footage and

<sup>1</sup> See pages 31-32 [Second Progress Report](#)

<sup>2</sup> Attorney-General and Minister for Justice and Minister for the Prevention of Domestic and Family Violence The Honourable Yvette D'Ath. (2024) Innovative strategy puts spotlight on those using domestic and family violence, Available from:

<https://statements.qld.gov.au/statements/100927>

<sup>3</sup> see pages 51-52 [Third Progress Report](#)

<sup>4</sup> Attorney-General and Minister for Justice and Minister for the Prevention of Domestic and Family Violence The Honourable Yvette D'Ath. (2024) More than \$50M for initiatives to prevent, respond and break the cycle of DFV, Available from:

<https://statements.qld.gov.au/statements/100107>

<sup>5</sup> Queensland Government. (2023). Domestic and Family Violence Training and Change Management Framework, Available from:

<https://www.publications.qld.gov.au/dataset/dfv-training-change-framework/resource/5b008641-88fc-4f17-af46-585fdfeb0f67>

<sup>6</sup> Attorney-General and Minister for Justice and Minister for the Prevention of Domestic and Family Violence The Honourable Yvette D'Ath. (2024) More than \$50M for initiatives to prevent, respond and break the cycle of DFV, Available from:

<https://statements.qld.gov.au/statements/100107>

supplying real time identification of issues and provision of positive and corrective feedback to attending officers and their supervisors.

**In the Fourth Progress Report** – The IIS monitored the progress of implementation of the Government Response to 61 recommendations and 40 significant milestones for delivery across *Report One, Report Two, and A Call for Change* during the period 1 October 2023 to 31 March 2024.

The achievements noted in the Fourth Progress Report for DFSV reform progress included the passing of the Criminal Law (Coercive Control and Affirmative Consent) and Other Legislation Amendment Bill 2023 to criminalise coercive control and to introduce affirmative consent. Landmark legislation was passed to establish a permanent Victims' Commissioner and a Sexual Violence Review Board.

The IIS noted the release of *Queensland's Plan for the Primary Prevention of Violence Against Women 2024-2028*<sup>7</sup> signaling an intended rebalancing of focus and effort from crisis intervention towards prevention, consistent with the national sector shift.

The IIS highlighted the need for long-term funding to support specialist staff and services through examining the enablers and challenges to building coordinated and integrated sexual assault services, including the Sexual Assault Response Team in Townsville (SART). The recurrent funding uplift of 20 per cent to DFSV service providers allocated in the 2024-25 Budget,<sup>8</sup> will go some way towards providing funding certainty for service providers and assist in securing more sustainable services into the future.

**Fourth Progress Report QPS Impact** – Adequacy assessments conducted in this reporting period included Recommendation 17 – QPS five-day DFV specialist training, with the need for consistency of service provision in regional, rural and remote Queensland identified. The QPS are currently reviewing and refining structure and content to reflect the feedback of participants, findings of the IIS in her Fourth Progress Report, and address gaps identified against the *Domestic and Family Violence Training and Change Management Framework*.

A dedicated QPS officer will be taken offline for an 8-10 week period to implement these enhancements, with a view to training delivery commencing again in February 2025. Following this work, QPS will communicate with Vulnerable Persons Units across the state to close the feedback loop. Planned changes include:

- Introduction of 'scenario-based' activities that can be adapted to focus on different vulnerable cohorts (for example, children, First Nations community) and local contexts. Through this scenario-based approach, facilitators will work with course participants to unpack the response options relevant in each region/area and address the IIS' finding that, currently, the course content caters more for staff in South East Queensland.
- Introduction of a blended delivery model that provides for some elements of the training to be completed remotely from an officer's home station. Domestic, Family Violence and Vulnerable Persons Command (DFVVP) and People Capability Command are working with

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<sup>7</sup> Queensland Government. (2024). Queensland's plan for the primary prevention of violence against women 2024–28 [online]. Available from: <https://www.publications.qld.gov.au/dataset/domestic-and-family-violence-prevention/resource/5e93ad13-32a1-4444-a423-cf0bad6bc746>

<sup>8</sup> Attorney-General and Minister for Justice and Minister for the Prevention of Domestic and Family Violence the Honourable Yvette D'Ath, (2024) *Budget boost to protect Queenslanders from violence*, Available from: <https://statements.qld.gov.au/statements/100446>

external, expert content providers to record their sessions with a view to providing the flexibility for these sessions to be facilitated remotely or in a blended model.

In addition, the QPS has implemented changes from the IIS' Fourth Progress Report, including the appointment of an Inspector for Advocacy and Engagement in the DFVPC, who works proactively to connect Domestic, Family Violence and Vulnerable Persons Units (DFVVPUs) and the Command and to maximise DFVVPUs awareness and understanding of the resources available to support DFV specialist staff. This includes awareness of the online training resources made available to specialist staff.

Further, recruitment to specialist DFV roles in the QPS now requires applicants to provide evidence of their ability to take a holistic, victim-centred approach, as taught through the DFV specialist training.

Stakeholders were aided to improve DFSV system understanding through the OIIS producing assets to aid information sharing and documenting business unit structures, multi-agency information flows, and developing a concept pilot interactive GIS mapping solution and management dashboard. Production of these assets will assist in developing a shared vision and improved decision-making approaches for multiple stakeholders within the DFSV system.

Insights arising from the adequacy assessments and deep dives conducted included the identification of four common themes to underscore ongoing implementation efforts; collaboration, coverage, consistency and communication, aimed at improving trust in the DFSV system.

#### **Fourth Progress Report Department of Justice and Attorney-General (DJAG) Impact –**

Opportunities identified in the IIS Fourth Progress Report are being considered as part of continuous improvement and embedding of implemented recommendations. Key examples include:<sup>9</sup>

##### *Sexual Assault Response Teams (SART)*

- **To streamline consultation and contract reporting a common database (InfoXchange) has been implemented to help agencies collaborate by sharing existing consultation and evaluation information.** The use of InfoXchange is also helping to embed information sharing obligations and protocols to facilitate collaboration between government and support services.
- **SART continues to increase its coverage in rural and remote areas** including Ayr/Burdekin, Charter Towers and Ingham. Improvements to the data collection and case management systems (InfoXchange) has also enabled improved outreach in the areas surrounding Ayr Burdekin, Charter Towers and Ingham.
- **A new position of Community Educator has been created within the SART and Sexual Assault Support Service (SASS) model to improve regular SART education coverage in rural communities.**
- An integrated service response initiative with DJAG and Queensland Health has delivered education session and developed resources/guidelines for SART operations, including **access to QPS website content and hospital procedures**. This improved **communication will aid transparency and understanding of the operation** of the SART and assist with decision-making.

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<sup>9</sup> Changes made are as provided by the key recommendation relevant lead agencies in previous reporting periods, DJAG and QPS.

- **The identified enablers of the Townsville SART model as outlined in the Fourth Progress Report are informing development of the model for an integrated response to sexual assault which Deakin University are currently leading in response to Recommendations 9 and 11 of *Report Two*.**

#### *High Risk Team (HRT)*

- Learnings from the rollouts of Townsville and Redlands is informing planning for the rollout of the Rockhampton HRT (due to commence in 2025).
- The Townsville and Redlands HRTs have also implemented the following continuous improvements:
  - **Trialling a First Nations Cultural Advisor Administration Support role** to the First Nations Cultural Advisor (FNCA) to enable the FNCA to focus on providing culturally appropriate and tailored advice, responses and collateral information typically not available through various HRT core members.
  - **Professional development sessions to clarify and embed information sharing protocols** have been rolled out in the Townsville services through the provision of sector development worker to facilitate collaboration with allied health professionals and clinicians.
  - **Feedback loops have been formalised** to communicate information such as HRT risk factors, safety management action items, and protective factors for cases managed between an associate member/agency and HRT. The role of HRT case managers employed by the lead agency has been further developed and enhanced as an enabler to solidify these feedback loops.
  - **To improve consistency, stakeholders have also been given more direction regarding assessment of risk at the stage of referral into HRT and/or stepping down of cases, and rationales have been strengthened for assessments and stepped down closures.**

#### *DFV Integrated Services System Guide (ISS Guide)*

- **The ISS Guide has been developed to help entities understand more about the DFV integrated service system.** It includes best practice guidance on working in an integrated way at the individual level, agency level, and systems level. It is intended for use by government agencies, specialist DFV service providers, and other non-government organisations who may engage with, or respond to, people experiencing DFV.
- **To complement the ISS Guide, an integrated service systems online training module has been developed in partnership with the Queensland Centre for Domestic and Family Violence Research (QCDFVR).** The module sits within the suite of Common Risk and Safety Framework (CRASF) training modules. It is self-paced and can be accessed at any time.

- **These products support strengthened communication with DFV integrated service system stakeholders and strengthened consistency** in terms of providing best practice guidance and making training available to improve responses.

**Delays and ongoing sequencing issues were noted by the IIS** in this period including the need for ongoing prioritisation of the DFV communication strategy in Recommendation 5 of *Report One*; and supporting the uplift of data collection and reporting systems across the DFSV service system in Recommendation 86 of *Report One*.

**Concerns for First Nations over-representation** – In both the Third and Fourth Progress Reports the IIS reiterated the importance of addressing the over-representation of First Nations peoples in the criminal justice system and meeting Closing the Gap targets in Recommendation 1 of *Report One*. The *Better Justice Together: Queensland's Aboriginal and Torres Strait Islander justice strategy 2024-2031*<sup>10</sup> released on 26 July 2024.<sup>11</sup> signifies an important step in guiding this work moving forward.

## Our Approach

The purpose of the OIIS is to support the IIS in overseeing the implementation of the Queensland Government's response to recommendations from *Report One*, *Report Two* and *A Call for Change* and to monitor and report implementation progress of the 355 recommendations from those reports. As trusted leaders in independent policy implementation strategy, systems and onground effectiveness progress reporting, the DFSV system is shaped for optimal implementation and sustainability to provide a better future for women and girls in Queensland.

Our guiding principles are:

- to act with impartiality, fairness, balance, and transparency with all stakeholders
- to produce evidence-based implementation reports that consider lived experience, industry practice and academic research
- to ensure inclusion and accessibility of all Queenslanders, including the impact of reforms on specific groups such as women and girls, children, and young people, First Nations, LGBTIQ+ and regional and remote communities
- at the heart of what we do, to honour and respect the voices of victim-survivors.

Our key stakeholders include:

- the Queensland community, including victim-survivors and persons using violence
- sector service providers
- courts and the judiciary
- oversight bodies whose mandates intersect with DFSV
- sector knowledge brokers
- government departments
- relevant Ministers.

<sup>10</sup> Queensland Government, (2024) *Better Justice Together: Queensland's Aboriginal and Torres Strait Islanders Justice Strategy 2024–2031*, Available from: <https://www.publications.qld.gov.au/dataset/first-nations-justice-office/resource/ee34f4ae-486d-44b7-857b-9bb96fb3c538>

<sup>11</sup> Attorney-General and Minister for Justice and Minister for the Prevention of Domestic and Family Violence The Honourable Yvette D'Ath, (2024) *New strategy tackles overrepresentation of First Nations peoples in the justice system* [online], Available from: <https://statements.qld.gov.au/statements/100928>

The IIS is not established under legislation and is not a statutory body. This makes building legitimacy and our support base through collaboration and relationship building vital to our ability to create value and to maximise our operational capacity.

Monitoring and progress reporting on the DFSV reform program are approached through our unique independent oversight to add valuable insights aimed at guiding stakeholders:

- Continuously monitoring the progress of individual recommendations and milestones for the reporting period.
- Considering the overall progress of DFSV system implementation, for example, by key themes, types of service provision and/or DFSV responses, and from the perspective of vulnerable cohort groups.
- Conducting adequacy assessments on the implementation of recommendations by examining adherence to the Government Response, the quality of the implementation, and sustainability of the effort required by stakeholders to maintain the implementation long term.
- Conducting deep dive discussions to highlight examples of learnings and innovations on the impact of recommendations within the DFSV system.
- Developing tools where needed to aid stakeholders to hold a shared vision of the DFSV system for improved decision-making.

We connect with state, national and international DFSV professional, technical and academic research to inform on progress reporting best practice. Discussions are held with experts on a range of matters including policy implementation, social policy, implementation science, behaviour change, communications, systems thinking, design, analysis and reporting, to provide a deep understanding of the current literature and future trends on matters likely to impact the sector.

In this reporting period, insights have been added through the identification and continued development of:

- collaboration, coverage, consistency, and communication to support the government's role as a system steward for the DFSV reforms as identified in the Fourth Progress Report
- visual representations of structures and information flows for multi-agency response to improve understanding and communication across the DFSV system
- as focus on the development of prevention and early intervention programs increases, highlighting of different cultural approaches being used within the DFSV system.

The DFSV reform program is of considerable size, scale and complexity. The ability to view the reform program in whole or part, and from multiple perspectives, becomes vital when meaningfully considering the progress of implementation. DFSV reform implementation progress is viewed in a range of ways, including grouping recommendations into categories by:

- lead agency
- target groups such as young people and First Nations peoples
- geographic locations to support regional, rural and remote communities
- prevention categories of primary, secondary, tertiary and recovery.<sup>12</sup>

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<sup>12</sup> Searchable OIIS category recommendations and associated definitions are available at <https://www.ois.qld.gov.au/approach>

An OIIS categorisation of recommendations in the DFSV reform program across *Report One*, *Report Two* and *A Call for Change* is contained in Figure 3.

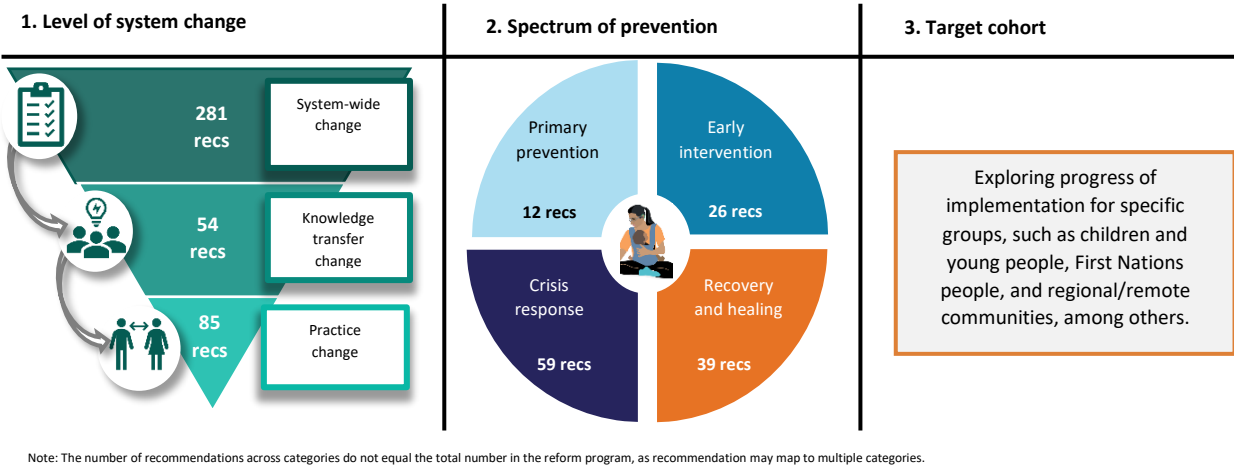


Figure 3: Lenses for monitoring reform progress across the DFSV system.

Viewing the reform from various perspectives, and combining perspectives, provides insights on the:

- sequencing and management of reforms,
- interdependencies between recommendations to align areas of opportunity to efficiently allocate grouped resources,
- identification of upstream and downstream impacts on whole of system processes when an agency makes internal changes to their strategy, policy, or process, and
- balancing social policy impacts, such as coercive control and over-representation of First Nations community in the justice system.

Our Engagement

On 31 May 2024, the IIS wrote to the Attorney-General and Minister for Justice and Minister for the Prevention of Domestic and Family Violence and the Minister for Police and Community Safety providing a Work Plan outlining the scope of the Fifth Progress Report.

Throughout the reporting period the IIS received updates on closure reports and Requests For Change endorsed by the Justice Reform Committee.

The IIS met regularly throughout the reporting period with the reform program lead agencies including DJAG and QPS on a range of project management and progress reporting matters, such as the receipt of closure reports and information on reform delays.

In onground implementation engagement this reporting period, the IIS conducted 85 consultations with stakeholders across metropolitan and regional, rural and remote Queensland, as shown in Figure 4. This included Rockhampton, Gladstone, Mount Isa, Townsville, Cairns, Gold Coast, Toowoomba, Ipswich, Brisbane and Thursday Island. These consultations covered topics for the adequacy assessments and deep dives and involved health and hospital services (HHS), QPS, DFSV service responders and the wider DFSV sector. Relevant consultations undertaken in advance in previous reporting periods, such as the IIS’s visit to Mount Isa, have informed this report.



Figure 4: Locations of OIIS consultation for the Fifth Progress Report.

In this reporting period the IIS engaged in targeted events, including presenting at conferences and other public forums, and to speak with the media about the role of independently monitoring implementation and the progress of DFSV reform implementation:

- Invited presenter at the 2024 Annual Queensland Indigenous Family Violence Prevention Forum**<sup>13</sup> (May 2024), held across two days in Mackay, Queensland, by the Aboriginal and Torres Strait Islander Forum Advisory Group and hosted by the University of Central Queensland – Queensland Centre for Domestic and Family Violence Research. The purpose of the forum is to provide share knowledge and best practice and support improved service delivery for those supporting First Nations peoples experiencing DFV. The conference was well attended by grass roots representatives of First Nations communities across Queensland. The hot topic focus was on readiness for coercive control legislation. The event was invaluable for direct community service sector insights and networking. The IIS encourages sector leaders to consider adding this annual event to their schedules.

<sup>13</sup> <https://noviolence.org.au/events/queensland-indigenous-family-violence-prevention-forum-2024/>



- **ABC Radio Interview with Susan Graham-Ryan of Mornings Queensland** (May 2024), disseminating the findings of the IIS Fourth Progress Report, particularly in respect to the insights on the '4C's - collaboration, coverage, consistency and communication to increase trust in the DFSV system, and what these insights mean for rural, regional and remote Queenslanders.<sup>14</sup>
- **Domestic Violence Panellist at the ACWA Conference**<sup>15</sup> (June 2024), a national conference held by the Australian Child Welfare Association every two years. The 2024 Conference was held at the International Convention Centre in Sydney. The purpose of the conference was to provide thought leadership, knowledge sharing and networking of child and family welfare experts, caseworkers, sector leaders and child protection advocates to examine policies and practices that are making a difference in the lives of vulnerable children and families, and to identify ways we can do better. The panel presentation shared DFSV system insights from the Fourth Progress Report on how to build trust and a sense of shared vision, when working across siloed systems with discrete processes, language, protocols and understandings of risk.
- **Victims of Crime Day** (September 2024), hosted by Victim Assist Queensland in partnership with the victims services sector to thank criminal justice services and victim services' for supporting victim-survivors of violence in Queensland. This was an information sharing event where the IIS provided materials on the role of the IIS, how the OIIS conducts adequacy assessments, deep dives and generates insights, and the importance of hearing rural, regional and remote voices in the system to improve outcomes for victim-survivors.

In addition to public events, the IIS has attended strategic engagements with Queensland Government departments, central agencies and key external stakeholders by providing information sessions on the role of the IIS, operations and insights tailored for DFSV implementation reform progress relevant to the Child Death Review Board, Queensland Law Society (QLS), QPS, DJAG and met with independent authorities such as the Queensland Family and Child Commission.

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<sup>14</sup> <https://www.abc.net.au/listen/programs/northqld-mornings/mornings/103916654>

<sup>15</sup> <https://www.acwa.asn.au/acwa-national-conference/>

## 2 REFORM IMPLEMENTATION PROGRESS

Guided by implementation plans for each report endorsed by the Queensland Government, the IIS assesses the overall progress of reform implementation, along with the progress of individual recommendations once they are scheduled for completion in a particular reporting period.

### Overall reform implementation progress to date

Some recommendations are scheduled to commence implementation in future years. The expected end date for reform implementation according to the original DJAG Program Management Office implementation plan for *Report One* and *A Call for Change* is 2026, and 2032 for *Report Two*. Of the 355 recommendations due to date, 203 have been assessed by the IIS, with 154 of these completed and 49 still in progress as shown in Figure 5.

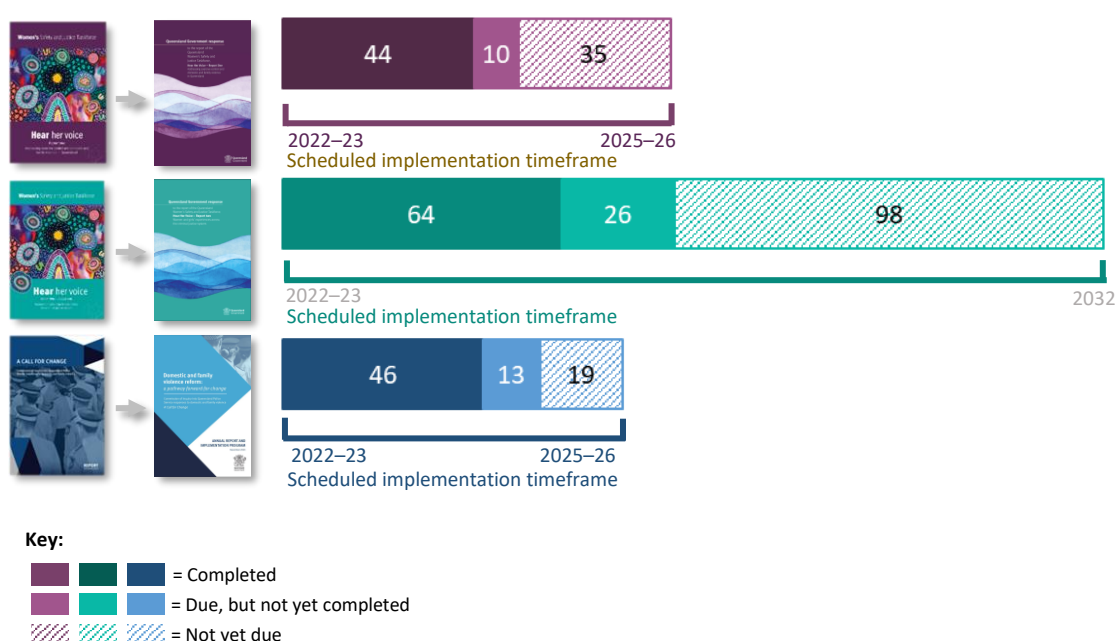


Figure 5: Progress of the reform program by report.

As implementation has unfolded across *Report One*, *Report Two* and *A Call for Change*, several recommendations have been subject to a Request for Change to the Justice Reform Committee. These requests either seek to bring the delivery due date forward where it can be delivered ahead of schedule, extend the due date where more time is required, or change the milestones or definition of delivery in some cases.

From October 2023 to September 2024, 33 recommendations have been subject to a Request for Change, with the average date change being an extension of 12.7 months. Of these recommendations, 18 were due to be completed by 30 September 2024 but have since been extended to a future reporting period.

It is important to note that of the 154 recommendations completed to date, a majority involve foundational structural system reform, 21 recommendations relate to knowledge transfer and 19 recommendations relate to onground practice change.

Across the whole reform program, up to 70 recommendations have been identified as creating tangible onground reform and are subject to a further implementation assessment. This includes for example, respectful relationships education, state-wide network of perpetrator programs, victim

advocate service for victim-survivors of sexual violence and the Next Steps Home Program (providing critical housing support for women who are on parole or at risk of being remanded in custody).<sup>16</sup>

For meaningful progress assessments to be made, the IIS requires a minimum of 6 months onground implementation, post the Queensland Government's scheduled implementation completion date.

*Report One* has a four-year delivery timeframe from 2022 to 2026. Of the 89 recommendations in *Report One*, 44 have been completed to date, 10 have been due but are still in progress, and 35 are scheduled to be delivered in a future reporting period.

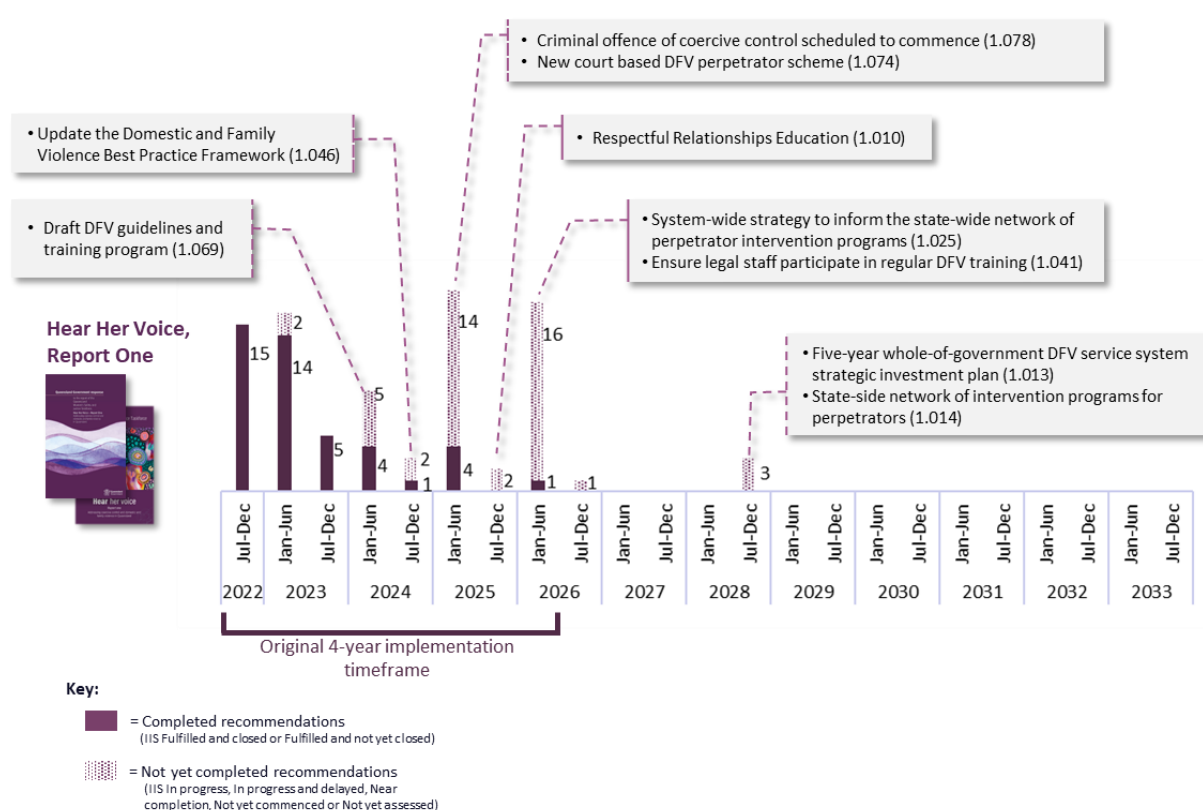


Figure 6: Implementation timeframe for Report One, highlighting the due date of notable recommendations.

Figure 6 shows good progress has been made in implementing the Government Response to *Report One* recommendations, although the timeframe for delivering four recommendations has been extended past the scheduled implementation timeframe of June 2026.

Several recommendations have commenced implementation but are scheduled to be delivered in later years as they have a longer delivery timeframe. This includes the evaluation of the respectful relationships education currently being rolled out across Queensland schools, ongoing training for the legal sector, the state-wide network of perpetrator programs and the whole-of-government DFV service system investment plan. As these recommendations are key to achieving tangible impact for victim-survivors, perpetrators and prevention within the broader community, ongoing monitoring of these recommendations until their final delivery date is vital.

<sup>16</sup> Media statement Wednesday, 19 April 2023, 'Palaszczuk Government delivers more support for women leaving custody' <https://statements.qld.gov.au/statements/97591#:~:text=Next%20Step%20Home%20provides%20critical,home%2C%20combined%20with%20appropriate%20supports.>

*Report Two* has a 10-year delivery timeframe from 2022 to 2032. Out of 188 recommendations, 64 have been completed to date, 26 have been due but are still in progress, and 98 are scheduled to be delivered in a future reporting period.

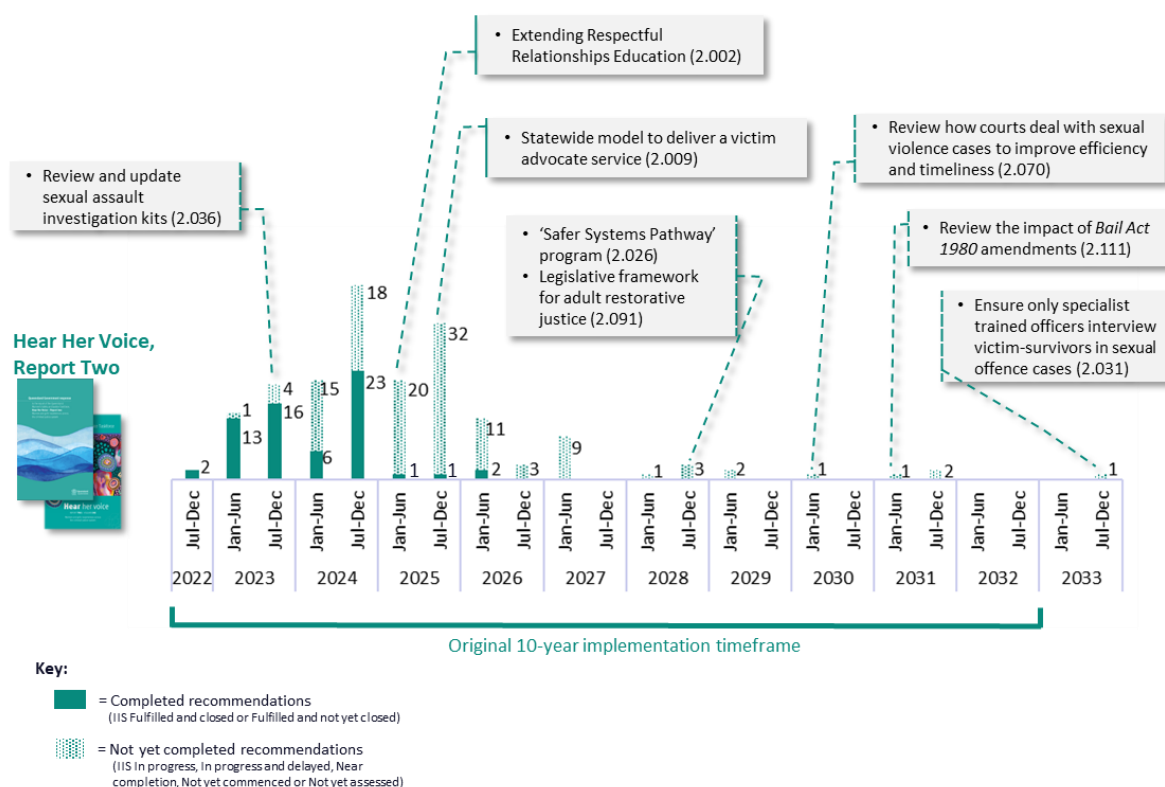


Figure 7: Implementation timeframe for Report Two, highlighting the due date of notable recommendations.

Figure 7 shows the longer implementation timeframe scheduled for *Report Two* and a lower proportion of recommendations completed to date. The delivery of one recommendation has been extended past the scheduled implementation period and is now due to be delivered in 2033.

Ongoing monitoring of *Report Two* recommendation implementation is crucial given the longer timeframe for implementation rollout, with many recommendations to be finalised in later years intended to create a direct onground change for victim-survivors of sexual violence and women and girls in the criminal justice system. This includes the victim-advocate service, ‘Safer Systems Pathway’ program, and review of legislation to improve the experiences of women and girls in custody.

*A Call for Change* has a four-year delivery timeframe from 2022 to 2026. Figure 8 shows out of 78 recommendations, 46 have been completed to date, 13 have been due but are still in progress, and 19 are scheduled to be delivered in a future reporting period.

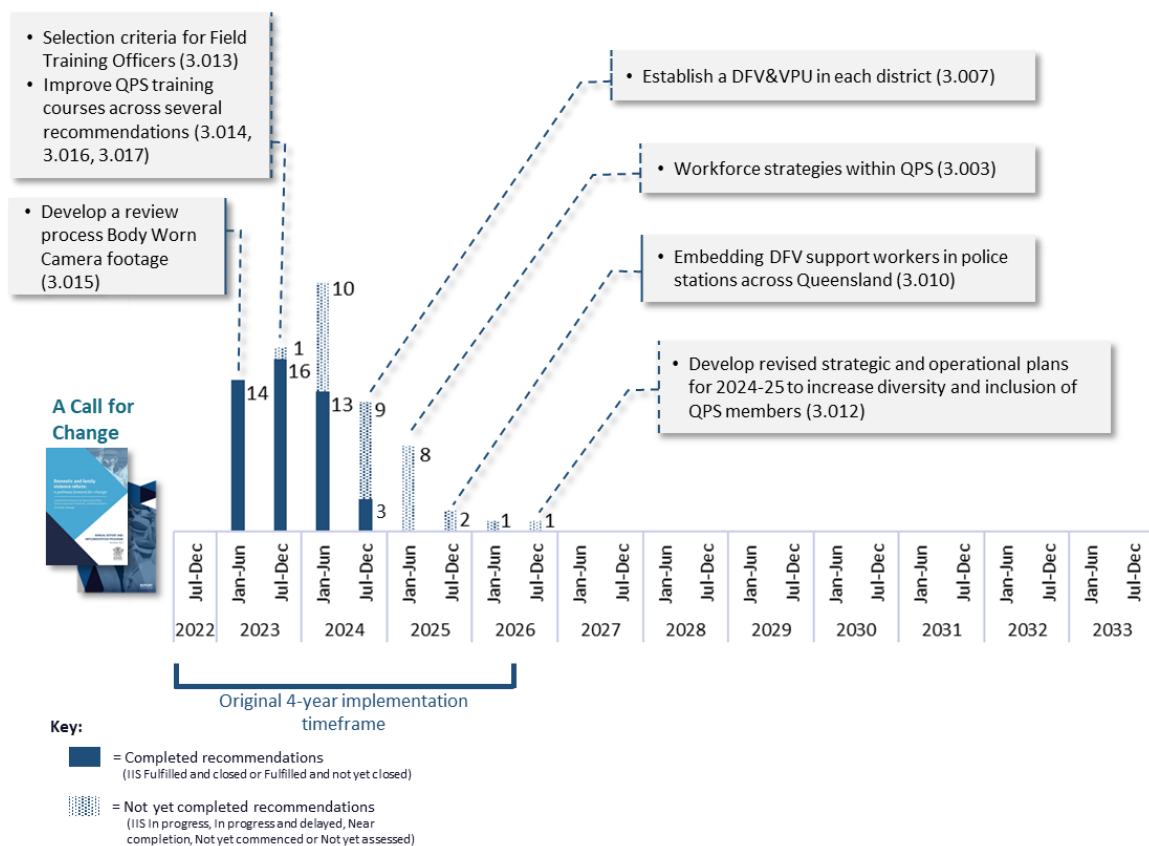


Figure 8: Implementation timeframe for *A Call for Change*, highlighting the due date of notable recommendations.

Figure 8 shows most of the Government Responses to *A Call for Change* recommendations have been completed in the earlier years of the scheduled implementation timeframe. With a high proportion of recommendations delivered, several recommendations have commenced implementation but are scheduled to be finalised in later years. These will be key to supporting cultural capability and workforce sustainability to respond to DFV within QPS, including workforce strategies, operational plans for diversity and inclusion, and embedding DFV support workers in police stations.

## Progress of individual recommendations and milestones due this reporting period

The reporting period for the Fifth Progress Report is from 1 April 2024 until 30 September 2024. Individual recommendations were assessed for completion, and whether the IIS considers the implementation has fulfilled the Government Response.

Across *Report One*, *Report Two* and *A Call for Change*, 112 recommendations were assessed in this reporting period, including:

- 72 recommendations due for completion between 1 April to 30 September 2024,
- 30 recommendations from previous IIS progress reports that were not closed as required ongoing monitoring, and
- 10 recommendations due in a future reporting period but completed early.

The IIS monitors significant milestones due within the reporting period to maintain visibility over the progress of recommendations that may not fall due until future years but have an important milestone due earlier that will be key to completion of the overall recommendation.

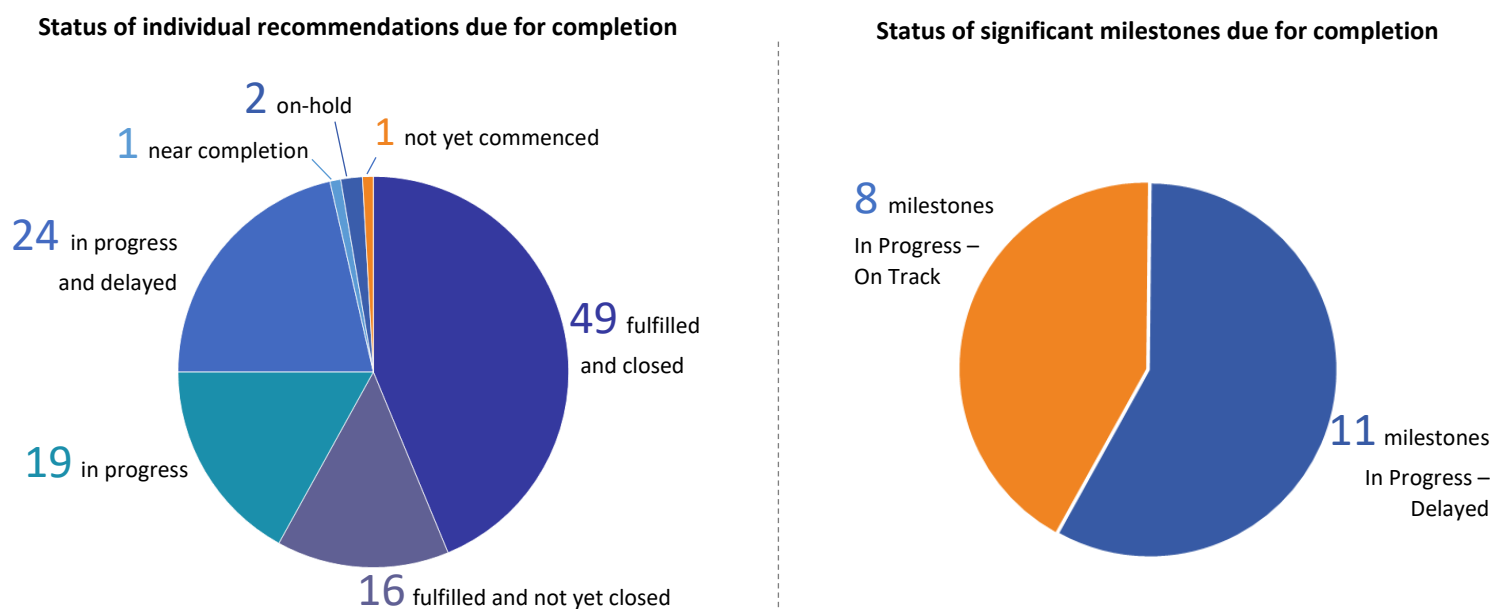


Figure 9: Overall progress of recommendations and significant milestones due for completion.

Of the 112 recommendations across *Report One*, *Report Two* and *A Call for Change* assessed within this reporting period, 65 have been completed, with 49 of these fulfilled and closed, and 16 fulfilled but remain open for ongoing monitoring. Of the remaining 47 recommendations, 46 recommendations are in progress and one recommendation has not yet commenced, and these recommendations will continue to be monitored by the IIS in future reports.

Of the 19 significant milestones due to be completed by 30 September 2024, eight are progressing in line with their expected completion dates, and 11 are in progress and delayed.

The IIS considered the progress of individual recommendations and significant milestones due for completion by lead agency for this reporting period as outlined in Table 2.

Table 2: Fifth Progress Report recommendations and significant milestones due by lead agency.

Lead agency	Recommendations due in this reporting period			Significant milestones due in this reporting period		
	Total	Completed	In progress	Total	In progress – On track	In progress – Delayed
Department of Justice and Attorney-General	58	37	21	11	6	5
Queensland Corrective Services and Department of Youth Justice	3	2	1	1	0	1
Queensland Health	1	1	0	2	0	2
Queensland Police Service	29	15	14	2	0	2
Department of Youth Justice	3	3	0	1	0	1
Department of Child Safety, Seniors and Disability Services	1	1	0	No significant milestones due in this reporting period		
Department of Justice and Attorney-General and Legal Aid Queensland	1	1	0			
Department of Justice and Attorney-General and Queensland Police Service (co-leads)	1	0	1			
Department of Transport and Main Roads	1	0	1			
Legal Aid Queensland	1	1	0			
Office of the Director of Public Prosecutions and Queensland Police Service (co-leads)	1	0	1			
Public Service Commission	1	0	1			
Queensland Corrective Services	3	1	2			
Queensland Corrective Services and Queensland Treasury	1	0	1			
Queensland Health, Department of Child Safety, Seniors and Disability Services and Queensland Corrective Services (co-leads)	1	1	0			
Queensland Health and Queensland Police Service (co-leads)	1	0	1			
Queensland Human Rights Commission and Queensland Corrective Services (co-leads)	1	1	0			
Queensland Police Service, Queensland Corrective Services and Department of Youth Justice (co-leads)	2	0	2			
Queensland Treasury	1	0	1			
Queensland Corrective Services and Queensland Health	1	1	0			
Department of Justice and Attorney-General, Queensland Police Service and Legal Aid Queensland (co-leads)	No recs due in this reporting period			1	1	0
Department of Housing				1	1	0

The IIS assessment of the progress of each individual recommendation is provided in Appendix 3 and the progress of each significant milestone is provided in Appendix 4.

## Implementation Highlights

The IIS highlights the following implementation progress of the reform program.

### *QCS Body Scanner Trial*

In 2022, the WSJT in *Report Two* highlighted issues with the treatment of women in prison, emphasising the importance of respectful and trauma-informed practices, including those surrounding the conduct of strip searches. One of the key concerns raised by women to the WSJT was the distress caused to women prisoners by strip searches, as approximately 87 per cent of women in prison have lived experienced of child and/or adult sexual abuse, physical abuse, and/or domestic violence; and 66 per cent are victim-survivors of multiple types of abuse.<sup>17</sup>

*'On my first day at prison I was strip searched, and this happened numerous times within my imprisonment. The process of strip searching and urine testing is traumatic, I felt violated. I did not want people to see my body, but I was made to do it. It felt like I was being sexually assaulted - take your clothes off, do it now or else. I felt sick every time I was searched. How much lower can you be made to feel?'*

In September 2023 the Queensland Human Rights Commission (QHRC) released its report *'Stripped of our dignity'*,<sup>18</sup> a review of all Queensland women's prison strip searching practices, finding QCS officers supporting the need for change for prisoners.

*'We're trying to create better versions of humanity when they (prisoners) leave than when they came in and if we're dehumanising them by doing this stuff purely because a piece of paper says so — then we're not doing that'.<sup>1</sup>*

For prison safety, strip searches pose a real risk of physical harm to both prisoners and prison officers where resistance to conducting the search is encountered.

For prison officers conducting strip searches, negative impacts on mental well-being can occur through fears for their own physical safety and in suffering vicarious trauma.

For the Queensland prison system, with reports of staff shortages and high staff turnover, approaches that minimise harm such as those possible with implementing new technologies in workplaces are required.<sup>19</sup>

### **Trial implementation**

Under Recommendation 136 of *Report Two*, the WSJT recommended Queensland Corrective Services (QCS) introduce non-invasive screening technology and end the practice of 'removal of clothing searches'.<sup>20</sup> for women prisoners (Government Response supported); and in Recommendation 137 that the QHRC exercise its functions under section 61(c) of the *Human Rights Act 2019*.<sup>21</sup> to review QCS policies, procedures and practices for conducting these searches, and

<sup>17</sup> Queensland Government (March 2019). *Improving outcomes for incarcerated women*. Queensland Corrective Services. Accessed online: <https://corrections.qld.gov.au/improving-outcomes-for-incarcerated-women/>

<sup>18</sup> Queensland Human Rights Commission. (Sept 2023). *Stripped of our dignity: A Human rights review of policies, procedures, and practices in relation to strip searches of women in Queensland prisons*. Available online: [https://www.qhrc.qld.gov.au/\\_data/assets/pdf\\_file/0007/45187/QHRC\\_StrippedOfOurDignity\\_FullReport.pdf](https://www.qhrc.qld.gov.au/_data/assets/pdf_file/0007/45187/QHRC_StrippedOfOurDignity_FullReport.pdf)

<sup>19</sup> Queensland Ombudsman. (2024). *Prison overcrowding and other matters report*. Published 21 Feb 2024. [online]. Available at: <https://www.ombudsman.qld.gov.au/publications/ombudsman-investigative-reports/prison-overcrowding-and-other-matters-report>

<sup>20</sup> Strip searches under this legislation are referred to as 'search requiring the removal of clothing', see *Corrective Services Act 2006* (Qld) sch 4 Dictionary.

<sup>21</sup> *Human Rights Act 2019* Queensland, s61(c) Available at: <https://www.legislation.qld.gov.au/view/html/inforce/current/act-2019-005>



provide advice to QCS on the changes for consideration (Government Response supported in principle).

In June 2023, the *Corrective Services Act 2006* was amended to insert a power for QCS to conduct a new type of non-invasive search of a person using low dose x-ray body scanning technology.<sup>22</sup> This technology is similar to airport security screening, as shown in Figure 10.



Figure 10: QCS (2024) body scanning technology imagery.

In addition to the re-traumatisation and dehumanisation strip searches cause to women in prison, they are reported as being neither effective nor efficient for their primary purposes, to locate and detect contraband being brought into prisons,<sup>23</sup> and as a method of improving prison safety.<sup>24</sup>

Implementing the low dose x-ray body scanning technology provides several benefits:

- Increased capacity to detect contraband such as mobile phones, weapons, as well as organic substances such as powdered drugs that may be concealed under clothing or internally. The technology's increased ability to locate contraband increases safety within the prison for prisoners and prison officers,
- Increased workplace health and safety for prison officers conducting the search.
- Further deterrent to external parties attempting to bring contraband into prisons due to the increased likelihood of detection, and
- Positive effects on the overall prison environment through reductions in prisoners self-harming, assaults, positive urine tests, and contraband seizures.<sup>25</sup>

In June 2024, QCS commenced a three-month trial of low dose X-ray body scanners at Brisbane Women's Correctional Centre (BWCC), reporting 1647 body scans have been conducted.<sup>26</sup>

<sup>22</sup> Queensland Government, (June 2023). Corrective Services Amendment Regulation 2024 Human Rights Certificate. Accessed online: <https://www.legislation.qld.gov.au/view/pdf/published/hrc/sl-2024-0072>

<sup>23</sup> Government of Western Australia. (2019). *Strip searching practices in Western Australian prisons*. Office of the Inspector of Custodial Services. Accessed at: <https://www.oics.wa.gov.au/wp-content/uploads/2019/04/Strip-Searches-Review.pdf>  
Australian Human Rights Commission. (August 2023). *Current issues in prison management: Submission to United Nations Special Rapporteur on Torture*. Accessed at:

[https://humanrights.gov.au/sites/default/files/16.11.23\\_submission\\_to\\_the\\_united\\_nations\\_special\\_rapporteur\\_on\\_torture\\_002\\_0.pdf](https://humanrights.gov.au/sites/default/files/16.11.23_submission_to_the_united_nations_special_rapporteur_on_torture_002_0.pdf)

<sup>24</sup> Queensland Human Rights Commission. (September 2023). *Stripped of our dignity: A Human rights review of policies, procedures, and practices in relation to strip searches of women in Queensland prisons*. Available online:

[https://www.qhrc.qld.gov.au/\\_data/assets/pdf\\_file/0007/45187/QHRC\\_StrippedOfOurDignity\\_FullReport.pdf](https://www.qhrc.qld.gov.au/_data/assets/pdf_file/0007/45187/QHRC_StrippedOfOurDignity_FullReport.pdf)

<sup>25</sup> Human Rights Law Centre, Total Control: ending the routine strip searching of women in Victoria's prisons (2017) 7, referring to Department of Justice (Victoria), 'Piloting a Way Forward: The Women's Prisons Region Strip Search Pilot – An Evaluation of the First 12 Months' (2004).

<sup>26</sup> Queensland Corrective Services. (2024). Scanner crackdown on prison contraband. [online] Available from: <https://corrections.qld.gov.au/scanner-crackdown-on-prison-contraband/>

Addressing *Report Two* and the QHRC reports, along with internal continual improvement process reviews, the QCS has updated Custodial Operations Practice Directives,<sup>27</sup> including the prescribed conduct for 'removal of clothing searches for female prisoners' to provide required practices acknowledging trauma and humiliation caused by the process, and allowing for circumstances concerning menstruation, pregnancy, breast feeding, disability and when in the company of children.

On 3 September 2024, the OIIS attended BWCC and viewed the body scanning facility.

The BWCC is a complex environment with many prisoners being mothers, and having complex needs arising from trauma due to sexual abuse, domestic violence, drug dependency, cognitive impairment, low literacy and education levels, and generally of poor health.<sup>28</sup> There is a rising number of women held on remand and a significant number of First Nations women in the BWCC prison population. It is the only Queensland women's prison that holds women prisoners in protection and operates as a transfer facility for prisoners from other Queensland prisons being transported to hospital and for court appearances. As prisoners are searched as they are transferred in and out of the facility, there are a high volume of 'removal of clothing' searches conducted at BWCC making it a suitable location for the trial.

Early implementation observations are that the technology appears to be performing as expected as a method to prioritise officer and prison safety, while continually improving gender-centred, trauma-informed practices. QCS reports positive responses from prisoners and QCS officers including that the process is a lot quicker, more respectful, less invasive and physically safer for both parties.

The reports are consistent with other Australian jurisdictions (Western Australia, Victoria, ACT, Tasmania and NSW) where low dose x-ray body scanning technology has been implemented for security procedures for women prisoners, and visitors, and often used in conjunction with millimetre wave body scanners (hand held wands as used in airport security). Implementation issues have been experienced in NSW with the roll out of training and assessment of staff using the scanners;<sup>29</sup> and ACT with the timing of radiation certification of the devices permitting their use.

QCS have advised a full evaluation will be conducted to measure the success of the new technology. It is anticipated the low dose X-ray body scanning technology will then be rolled out to other Queensland women's prisons.

The introduction of this technology provides opportunity for a cultural shift in the prison system to enhance understanding the experiences of women and girls in the criminal justice system, and the intersectionality of their social, cultural, and economic disadvantage; together with substance dependency, and trauma arising from DFV and sexual abuse.

If leveraged, this implementation provides a significant opportunity to alternative positive life pathways for women and girls in the justice system and produces a safer community.

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<sup>27</sup> Queensland Corrective Services. (2024). Custodial operations practice directives - Prisoner Search. Version 8, 16/09/2024. [online]. Available at: <https://www.publications.qld.gov.au/dataset/qcs-procedures/resource/f3171e45-a4b6-4c8b-9597-4f687b266948>

<sup>28</sup> Australian Institute of Health and Welfare 2020, *The health and welfare of women in Australia's prisons*, AIHW, Canberra. Accessed at: <https://www.aihw.gov.au/reports/prisoners/health-and-welfare-of-women-in-prison/summary>

<sup>29</sup> Public Service Association of NSW. (2024). *Body Scanners Despite Outcome 28 May 2024*. Accessed at: <https://psa.asn.au/body-scanners-dispute-outcome/>

### **QPS 'Look to the Stars'**

The new QPS Cultural Capability training is a unique, evidence-based approach that can serve as a model for system reforms, where knowledge transfer through education and training is essential.

The IIS Fourth Progress Report identified the importance of the '4C's - collaboration, coverage, consistency, and communication - in building trust within the DFSV system. These concepts should guide stakeholders in their implementation efforts toward better stewardship. The Fourth Progress Report identified early sign of collaboration within the DFSV system and highlighted the need to develop this concept into more mature forms of collaboration, which this training exemplifies.

This training has the potential to be transformative in many respects, including being the first training in QPS history to include mandatory delivery to all officers and employees of QPS (from recruit to Commissioner level). It aims to bring the cultural shift within the QPS organisation to better their responses to First Nations peoples, build relationships with First Nations peoples, and improve their DFV responses by understanding the family culture including kinship.

The 'Look to the Stars' artwork was created to reflect upon the history and strengthen the current and future relationship between Aboriginal and Torres Strait Islander communities and the QPS. It reflects a collective narrative of the past and present to create a united message for the future. The elements of the 'Look to the Stars' artwork is used throughout the QC2039 Cultural Capability training course.

#### **Look to the Stars**



*Figure 11: Look to the Stars artwork.*

The artwork was explained to trainees through explaining different parts/aspects of the artwork as follows, refer to Figure 11:

*"The 'today line' across the top of the artwork, represents the present - opportunities we have to reframe relations between QPS and First Nations peoples. The 'today line' is made up*

*of 'today stars', named (from left to right), Courage to Listen, Fairness from our Learning, and Pride in our actions which correspond to QPS values - Courage, Integrity, and Respect. The dark and empty space in the 'Today Line' represents those times we don't get it right, however what is important is that we learn from our mistakes, by listening and learning before we act. The 'today stars' are bright, equal, and illuminating - as are we when we are culturally capable. The 'yesterday Line' at the bottom of the artwork represents the past, as far back as 60,000 years and as recent as yesterday. As the stars of yesterday glow in the distance, they form part of our sky and shine a light on what we do.'*<sup>30</sup>

The OIIS observed officers reflecting on mindset changes they experienced throughout the course. Many expressed an increased awareness of the mistrust that First Nations people have towards police, stemming from historical issues.

Officers noted the importance of taking the time to build relationships with First Nations peoples and some officers emphasised the role of Police Liaison Officers (PLOs) in strengthening these connections. Officers reported a better understanding of DFV issues within First Nations communities at the conclusion of the training.

The training incorporates collaboration with First Nations experience at every step, the training as mentioned in the Recommendation 49 adequacy assessment, includes:

- co-design and co-development with First Nations stakeholders, and DFV subject matter experts,
- co-delivery alongside a First Nations person and involvement of community justice group and Elders to provide localised context to the training, and
- incorporation of cultural protocols, such as yarning circle, in the training delivery.

Key learnings from the training observation and participation included the practical onground delivery of the training with specific cultural protocols for officers designed to create a safe space for all participants to learn openly, including:

- **Setting cultural expectations** – Officers were asked to sit in a circle with the 'Look to the Stars' artwork in the centre of the circle used to ground the training as a sacred space free from conflict as designed and set as an expectation by Elders.
- **The use of cultural artefacts** – A culturally safe learning environment was built through materials such as a Torres Strait welcome mat and yarning mat, and conducting a 'Welcome to Country' with cultural importance and appropriateness of delivery of the welcome explained at the commencement of the training.
- **Supporting staff well-being** – Cultural safety and well-being protocols were developed in the delivery approach to support First Nations facilitators. Officers were given permission to raise any cultural questions and experiences they had to promote open discussion and respectful conversations. To ensure First Nations facilitators' well-being the partner trainer fields all questions asked by officers to provide time, space, and choice, for the First Nations facilitator to answer questions and prevent training fatigue and secondary trauma for those facilitators. The protocol is anticipated to be of particular importance as the training covers all QPS employees (approximately 17,000) and will take several years to initially deliver

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<sup>30</sup> To learn more about the artwork and all the elements that contribute to this representation of our journey, please visit: <https://looktothestars.mypolice.qld.gov.au/explore-artwork/>

before becoming an embedded ongoing training offering, and facilitators are limited in number and participate in delivery on a voluntary basis.

- ***Removing visible barriers to learning*** – Officers wear casual clothing when attending the training to minimise the visible barriers a uniform can create for First Nations peoples due to historical factors. The absence of uniforms aids in addressing power dynamics for greater group participation of officers of from different ranks and departments.<sup>31</sup>
- ***The power of furniture*** – Classroom furniture was removed leaving participants with chairs in a circle around the yarnning mat. Participants stated the room set up initially flagged to them that a practical and different training was going to occur. The removal of individual tables left them initially feeling exposed to the group in the circle, but later realised this allowed more engaged and open participation in the sessions.<sup>32</sup>

The training aims to bring about a cultural shift, enhancing QPS' understanding of the First Nations victim-survivor, kinship culture, DFV matters, and overall, seeks to improve responses to First Nations communities.

The approach adopted by, and delivery of, this training course can positively influence future training for and by stakeholders across the DFSV system.

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<sup>31</sup> Clothing as a barrier to communication generally, and more specifically to forms of workplace participation, social participation and human rights is widely reported in the literature.

<sup>32</sup> The effect of furniture in learning environments is widely reported. Furniture in workplace settings is both functional and a component of the learning experience to promote physical health, increase collaborative interactions, provide flexibility for learning activities and to create a welcoming and stimulating environment.



### 3 ADEQUACY ASSESSMENTS

Adequacy assessments aid in reporting implementation progress through a structured examination of an individual recommendation or groups of interrelated recommendations.

Adequacy assessments examine how well a tangible onground reform works within the responsibility and control of the lead stakeholder conducting the implementation.

#### How adequacy is assessed

A practical tool was required to answer three practical questions for stakeholders on reform implementation progress: *Did the stakeholder do what government committed to be done? Is it of a quality reasonably expected by the public? Can the effort be sustained long term?* To answer these questions, the OIIS developed a framework to aid in progress monitoring for recommendations selected by the OIIS to examine the implementation of the Government Response by considering,

- adherence to the Government Response to the recommendation,
- quality of the implementation, and
- sustainability of the response.<sup>33</sup>

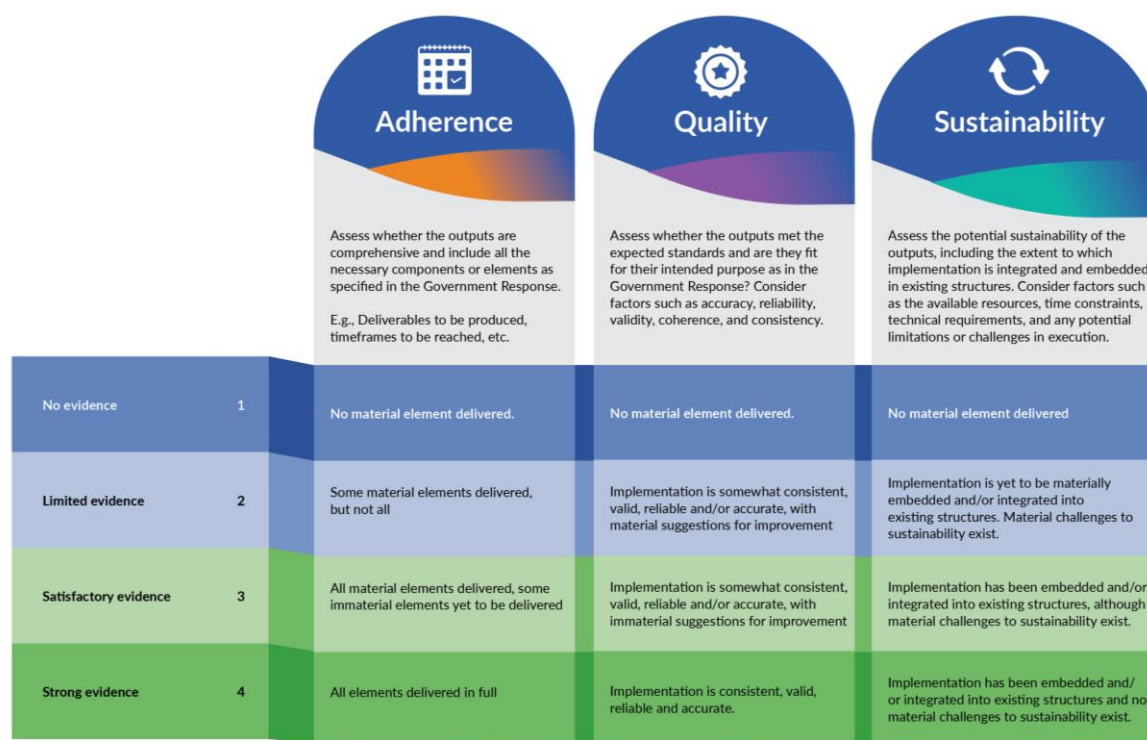


Figure 12: Adequacy Assessment Framework.

As each recommendation is different in content, context and purpose in the reform program, the application of the framework has been further developed to provide more nuanced considerations sourced from existing knowledge within adherence, quality, and sustainability. The framework is drawn from relevant academic literature suitable for the topic content, along with conducting and analysing in-depth stakeholder consultations at key points of the DFSV system.

<sup>33</sup> The OIIS Adequacy Assessment Framework is available via the website at <https://www.ois.qld.gov.au>

## Closing the loop on prior adequacy assessments

Adequacy assessments require a minimum of six months rollout time for tangible onground implementation to provide meaningful progress reporting. The initial periods of the reform focused on foundational elements such as legislation, frameworks, policy and guidelines deemed not suitable by the IIS for adequacy assessment. The first OIIS adequacy assessments were conducted in the Third and Fourth Progress Reports covering:

- Recommendation 13 *A Call for Change* – QPS criteria for selection of Field Training Officers,
- Recommendation 15 *A Call for Change* – QPS body worn camera footage reviews, and
- Recommendation 17 *A Call for Change* – QPS 5-day specialist DFV Training.

The adequacy assessments conducted all related to QPS implementations. This is a result of the large number of QPS recommendations due for completion in this part of the reform rollout and the shorter completion timeframes listed in *A Call for Change*, and the small number of recommendations suitable for adequacy assessment from other stakeholders in *Report One* and *Report Two* with longer lead times.

Figure 13 shows a summary of results for the adequacy assessments conducted by the IIS to date.<sup>34</sup>

		Adherence	Quality	Sustainability
Rec 13 of A <i>Call for Change</i>	<b>QPS criteria for Field Training Officers</b> <i>Fourth Progress Report</i>	Strong	Limited	Satisfactory
Rec 15 of A <i>Call for Change</i>	<b>QPS Body worn camera footage review for DFV attendances</b> <i>Third Progress Report</i>	Strong	Satisfactory	Limited
Rec 17 of A <i>Call for Change</i>	<b>QPS 5-day DFV Specialist Training</b> <i>Fourth Progress Report</i>	Strong	Strong Metropolitan delivery Satisfactory Regional, rural remote delivery	Strong

Figure 13: Summary of adequacy assessment findings in previous IIS progress reports.

The OIIS has continued to provide follow up support to stakeholders to improve the adherence, quality and sustainability of recommendation implementation to best ensure ongoing legacy of the DFSV reforms, and this has been positive in delivering improvements in DFSV reform implementation.

<sup>34</sup> Full details of the Adequacy Assessment are available at <https://www.oiiis.qld.gov.au/home/fourth-progress-report>

## Selection of adequacy assessments for this report

The recommendations selected for adequacy assessments in the Fifth Progress Report are:

- Recommendation 49 of *A Call for Change* – First Nations experiences in QPS training
- Recommendation 36 *Report Two* – rollout of new FMEKs.

It is noted that an adequacy assessment on Recommendation 39 of *Report One* – legal training, led by DJAG – was expected this reporting period. Further time is required to progress onground implementation for meaningful assessments to be conducted on this recommendation.

Ongoing delays have meant Recommendation 168 of *Report Two* – identification documents for women and girls in custody prior to release has been unable to be selected for an adequacy assessment. Recommendation 168 is led by QCS.

The IIS will continue to monitor these recommendations in future reporting periods. In the interim, coverage of relevant topic areas from these recommendations is included in the deep dives conducted in this report.

## Future adequacy assessments

There are 355 recommendations across the DFSV reform program, with up to 70 recommendations with tangible onground reforms suitable for selection for an adequacy assessment.

Selection of recommendations for assessment of adequacy remains at the discretion of the IIS.

Adequacy assessments are conducted for tangible onground reforms to understand how implementation is unfolding practically on the ground, usually for a single or small group of involved stakeholders.

Figure 14 shows the number of recommendations that are anticipated to be ready for an assessment in each 6-month period until the scheduled end of the reform program. The timeframes indicated are based upon scheduled delivery completion timeframes advised by government, plus an additional 6-month period to allow sufficient time for onground rollout to capture a meaningful assessment of the implementation.

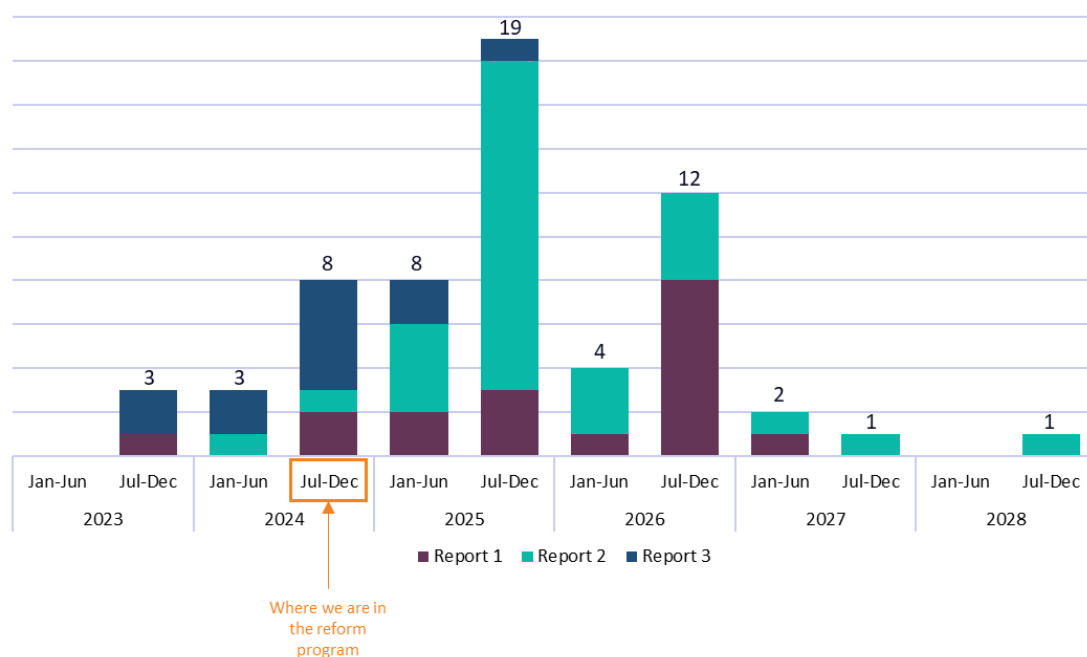


Figure 14: IIS timeframe of tangible onground reforms ready for implementation assessment.



Assessment timeframes may be extended where a recommendation is not delivered on schedule. Of the 121 recommendations in total assessed by the IIS as at end March 2024, approximately 40 per cent of these recommendations had experienced changes to their delivery dates and/or were subject to formal extension. Current projections demonstrate a need for ongoing onground implementation assessment into 2027, providing recommendations are delivered as scheduled.

### Recommendation 3.049 QPS First Nations cultural capability training

The harmful consequences for First Nations women who are misidentified as respondents and prosecuted for the use of resistive violence in DFV matters were highlighted in the report *A Call for Change*.<sup>35</sup> A series of recommendations to improve the training of QPS officers to strengthen response capabilities to DFV for First Nations peoples, included Recommendation 49:

*‘Within 12 months, the Queensland Police Service improve its training in relation to domestic and family violence by strengthening programs to address the need for police to take into account the unique experiences of First Nations peoples and communities when responding to domestic and family violence, including considerations relevant to misidentification of victim-survivors and how to communicate with First Nations peoples and communities to ensure that the conditions of Protection Orders are both appropriate to the circumstances and clearly understood by the parties.’*

The Queensland Government supported this recommendation by responding:

*‘By the end of 2023-24, the QPS will make improvements to its training to address the need for police to take into account the unique experiences of First Nations peoples and communities when responding to domestic and family violence, culturally relevant relationship dynamics and culturally appropriate communication methods.’*<sup>36</sup>

The QPS has taken a holistic approach that considers several existing QPS’ First Nations and DFV courses. To action Recommendation 49 (and interrelated recommendations) the QPS nominated a series of existing courses that have been revised and new courses that have been developed:

- Recruit training - Domestic and Family Violence (27 days)
- QC1947 DFV: Investigations for First Year Constables (three days)
- QCS1895 DFV: The Holistic Approach User Course (three days)
- QC1972 DFV: The Holistic Approach Extension Course (two days)
- QC1914 DFV & VP Specialist Course (five days)
- QC1998 DFV & VP Specialist Course (Leadership) (five days)
- QC1945 Recruit Cultural Capability Training: First Nations Peoples (two days)
- QC2039 Cultural Capability Training: First Nations Peoples (a new two-day course comprising of an online three-hour pre-requisite component, followed by a half-day face-to-face training for all QPS officers and staff).

The OIIS assessed the adequacy of the QPS implementation of the Government Response to Recommendation 49 by:

- consulting with different ranking officers on the ground across different policing regions and departments about their learnings from previous trainings,
- reviewing relevant training module outlines and a mapping exercise of training course content,

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<sup>35</sup> Commission of Inquiry into Queensland Police Service responses to domestic and family violence. 2022. *A Call for Change*: Commission of Inquiry into Queensland Police Service responses to domestic and family violence. Available from: <https://www.qpsdfvinquiry.qld.gov.au/about/report.aspx>

<sup>36</sup> Commission of Inquiry into Queensland Police Service responses to domestic and family violence. 2022. *Behind The Call for Change*: A companion report to *A Call For Change*, the report delivered by the Commission of Inquiry into Queensland Police Service Responses to domestic and family violence. Available from: <https://www.qpsdfvinquiry.qld.gov.au/about/report.aspx>

- conducting participant observations of the face-to-face delivery of the train-the-trainer course for the new 'QC2039 Cultural Capability Training' workshop component, holding discussions with training facilitators and participants, and
- reviewing the compulsory online module required to be completed prior to attending the compulsory delivery of the workshop component.

The OIIS applied the Adequacy Assessment Framework to assess the adherence, quality, and sustainability of the implementation of Recommendation 49, refer Figure 12.

### Adherence

To assess adherence the OIIS considered whether the QPS implementation of this recommendation met the Government Response by reviewing and mapping the course content against the deliverables required.

*Table 3: Matrix of content coverage across updated training courses.*

COURSE NAME	TOPICS		
	Address the need for police to take into account the unique experiences of First Nations peoples and communities when responding to DFV	Including considerations to relevant to misidentification of victim-survivors	How to communicate with First Nations peoples and communities to ensure that the conditions of Protection Orders are both appropriate to the circumstances and clearly understood by the parties.
Recruit Training - Domestic and Family Violence (27 days)	✓	✓	
QC1947 DFV Investigations for First Year Constables (3 days)	✓	✓	
QCS1895 DFV: The Holistic Approach User Course (3 days)	✓	✓	
QC1972 DFV: The Holistic Approach Extension Course (2 days)	✓	✓	✓
QC1914 DFV & VP Specialist Course (5 days)	✓	✓	✓
QC1998 DFV & VP Specialist Course (Leadership) (5 days)	✓	✓	✓
QC1945 Recruit Cultural Capability Training: First Nations Peoples (2 days)	✓		
QC2039 Cultural Capability Training (2 Days)	✓	✓	✓

Each training course was found to contain and reflect unique First Nations experiences including considerations to address misidentification of victim-survivors, culturally relevant relationship dynamics, and culturally appropriate communication methods, consistent with the requirements outlined in the Government Response.

The OIIS conducted a participatory observation of train-the-trainer delivery for QC2039 Cultural Capability Training: First Nations Peoples, and reviewed the mandatory online course module required as pre workshop attendance for all participants. The content for both the workshop and online module met the intent of this recommendation.

In determining adherence of the content of the relevant course, the IIS notes a highly collaborative approach supported the transfer of knowledge to QPS officers and staff in gaining a better understanding of cultural history and specific factors relevant to First Nations communities in the

context of DFV incidents. The QPS sought input from a range of First Nations stakeholders to develop the updated course content including:

- Department of Treaty, Aboriginal and Torres Strait Islander Partnership, Communities and the Arts,
- Elders and community groups,
- QPS First Nations Unit,
- QPS First Nations Training Working Group,
- DFV academics, and
- specialist support service experts.



The IIS found there is strong evidence the QPS has adhered to the Government Response to strengthen its training courses to address the need for police to consider the experiences of First Nations peoples and communities when responding to DFV.

### Quality

To assess quality of implementation the OIIS considered the design and delivery of the training, learners' perceived relevance of the training, the support of learners' new skills through supplementary materials, the completion of feedback loops to improve future delivery and inform participants of subsequent changes.

#### Co-design and co-delivery

The IIS Fourth Progress Report emphasised the importance of elevating the depth of collaboration in achieving system reform.<sup>37</sup> The implementation of Recommendation 49 is an example of this collaborative integration at every step of the training process, from co-design, co-development, to co-delivery.

All relevant QPS training courses listed under Recommendation 49 were co-designed and co-developed with input from First Nations stakeholders and DFV experts. While not all listed courses are co-delivered, the rollout of QC2039 Cultural Capability Training: First Nations Peoples (two days) to all QPS officers and employees is designed to be co-delivered with a First Nations person present and actively delivering the content to trainees. The training is structured to be culturally appropriate, including formats like yarning circles that adhere to culturally sensitive communication and behaviour guidelines for the training delivery. This provides an opportunity for genuine discussions about the experiences of First Nations peoples historically and the impacts on First Nations' families today and ongoing cultural practices and responsibilities.

The OIIS has been informed that the rollout of this course to other regions will involve engaging local community justice groups and Elders in each district. As this training is rolled out state-wide, local First Nations participation will initially include invitations for Elders to open the training with smoking ceremonies and to observe the sessions. In the future, the training rollout may include an opportunity for Elders to provide localised context and content in specific districts.

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<sup>37</sup> Sullivan, H. (2022). *Collaboration and Public Policy: Agency in the Pursuit of Public Purpose*. Basingstoke: Palgrave Macmillan Cham.

## **Relevance of training content for trainees**

A core consideration of the quality of implementation is whether the content of the training meets the expected standard of the intended purpose of the Government Response, including whether the training from the trainee's perspective:

- increases trainee's knowledge and ability to take the unique experiences of First Nations peoples and communities when responding to DFV matters,
- improves trainee's understanding of the culturally relevant relationship dynamics, and
- improves trainee's use culturally appropriate communication methods.

Given the diverse cultural and historical contexts across Queensland, it's crucial to consider the diversity of First Nations communities when discussing the unique experiences of First Nations peoples and communities, to ensure relevancy for QPS officers in each region.

Officers collectively acknowledged the training enhanced their understanding of historical cultural factors and relevant considerations such as intergenerational trauma. Some officers expressed concerns certain training content felt "sanitised". This concern was primarily raised by officers in regions outside of South East Queensland, where officers felt the levels of resistive violence among female victim-survivors is different to that depicted in the DFV training. These officers believed the training content alone would not prepare them to respond to DFV incidents in their region. Officers highlighted more practical content specific to their region was more effective to provide local cultural context, such as reviews of body-worn footage and in-person discussions with PLOs who attended some parts of the training.

The OIIS notes the new QC2039 Cultural Capability Training: First Nations Peoples (two-day course) rollout for all police employees aims to address these issues by involving a co-delivery model with a First Nations person and engaging local community justice groups and Elders in further local contextualisation of content in later delivery. Taking this local approach is expected to further enrich training content with relevant context for officers and First Nations communities.

The OIIS conducted a participant observation of the QC2039 Cultural Capability Training: First Nations Peoples training and found the training content included practical guidance on responding in a culturally capable manner. The training explored the barriers that may prevent First Nations DFV victim-survivors from engaging with QPS. For example, understanding and approaching incidents where some victim-survivors may hesitate to report incidents due to concerns about their partner's safety in police custody, potential family repercussions, and fears about their children being removed.

In consultations officers reported they now make a conscious effort to build trust through culturally appropriate approaches when engaging with First Nations individuals. Officers stated they gained insights into kinship culture, enhancing their understanding of family dynamics in responding to DFV situations.

## **Evaluating training and feedback loops**

Previous OIIS reports highlighted the importance of having evaluation processes and feedback loops in place to help identify strengths, address issues, and implement necessary changes in course content. Feedback loops ensure learner feedback is considered, keeping the content relevant to learners' experiences and course objectives while maintaining training quality.

The QPS considered participant feedback from the relevant training courses related to Recommendation 49 and Recommendation 41 when designing and developing the new QC2039

Cultural Capability Training: First Nations Peoples (two-day) course. Most officers consulted agreed there was sufficient opportunity to provide feedback following each training course.

The QPS is currently working to address training feedback loops that were raised in the IIS' previous adequacy assessment of Recommendation 17 of *A Call for Change* in the IIS' Fourth Progress Report. The OIIS acknowledges this work is still underway, given the short timeframe between adequacy assessments in the Fourth and Fifth Progress Reports.



The IIS found there is strong evidence regarding the quality of implementation of the Government Response to strengthen the DFV training including considerations relevant to misidentification of victims and communication with First Nations peoples and communities.

## Sustainability

To assess sustainability of implementation the OIIS examined training access and the extent training content is integrated and embedded into existing everyday organisational structures, culture, and operations.

### Access

In the Fourth Progress Report officers previously raised concerns over travel requirements associated with training sessions for Recommendation 17 of *A Call for Change* – five-day specialist DFV training course, along with an additional complexity in rostering, resulting in fewer officers available on the ground. The QPS has taken positive steps to address these challenges by:

- adopting mixed-mode delivery methods, allowing some training components to be completed online where feasible, reducing the need for in-person training in Brisbane, and
- expanding the availability of in-person training delivery to some regional areas, reducing travel requirements on officers in regional and remote districts.

In consultations officers continued to highlight ongoing challenges with burnout, morale and fatigue among their workforce can limit their capacity to attend training sessions and their ability to engage with the content, regardless of the delivery mode or quality of course content or delivery.<sup>38</sup>

To support sustainability of training efforts, workforce well-being is vital to alleviate these challenges (see section 4 and section 5 for further discussion). Supporting workforce retention and addressing fatigue will improve participation and engagement among training recipients and facilitate stronger adoption and penetration of course content into onground practice. It will strengthen QPS' ability to optimise the outcomes of training over the long term.

The OIIS understands further work on employee well-being is being undertaken through Recommendation 37 of *A Call for Change* to establish a joint committee to use an evidence-based approach to addressing burnout and build the organisation's psychological health and well-being.<sup>39</sup>

<sup>38</sup> Drew, J. M. (2024). 'Trauma, Critical Incidents, Organizational and Operational Stressors: The Relationship Between Harms and Psychological Outcomes for Police', *Police Quarterly* 0(0), 1-26. Available from: <https://research-repository.griffith.edu.au/items/a29de290-6101-44f4-bab2-9c245c5da39b>

<sup>39</sup> Drew, J. M., Sargeant, E. and Martin, S. (2024). 'Why do police consider leaving the profession?: The interplay between job demand stress, burnout, psychological distress and commitment', *Policing - A Journal of Policy and Practice* 18 Available from: <https://research-repository.griffith.edu.au/items/76ed398a-de4d-4110-938a-7733acc2140c>

## Reinforcing and embedding First Nations cultural practices

A key part of building a sustainable cultural training program is to reinforce and embed cultural practices in everyday work. This can be achieved by increasing local community engagement, using diverse cultural knowledge to achieve outcomes, and integrating PLOs whenever possible to enhance culturally tailored responses when interacting with First Nations peoples and communities.<sup>40</sup>

In consultations officers agreed while training provides essential foundational knowledge, practical experience in the field implementing training is what truly integrates this content into daily work. Many officers highlighted the value of working in rural or remote First Nations communities, where interactions with Elders, community members, and PLOs greatly enhance their cultural understanding.

The importance of using PLOs in their daily work to reinforce training content and understand its practical application was emphasised in consultations across all regions. Officers reported working closely with PLOs, viewing them as valuable resources for gaining a deeper understanding of local cultural contexts. This included seeking PLOs' help in finding family ties, engaging with First Nations families during calls for service, and building relationships with victim-survivors.

The extent to which officers engaged PLOs varied greatly across districts. Some districts reported that PLOs were heavily integrated into daily operations, while officers in other districts had minimal interaction or awareness of their role. The new cultural capability training aims encourages officers to engage with PLOs, First Nations Elders and local community justice groups.



The IIS found there is satisfactory evidence to support the maintenance of the First Nations cultural capability course content to organisational structures, culture, and procedures.

Identifying ways to empower PLOs within districts through clearly defined roles and enhancing the role profile could provide a valuable opportunity to further embed cultural training within the organisation.

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<sup>40</sup> Australian Public Service Commission. (2019). *Aboriginal and Torres Strait Islander Cultural Capability Framework*, [online] Available from: <https://www.apsc.gov.au/working-aps/diversity-and-inclusion/aboriginal-and-torres-strait-islander-workforce/cultural-capability-framework>

## Recommendation 2.036 Forensic Medical Examination Kits

Victim-survivors of sexual violence may consent to undergoing a Forensic Medical Examination (FME) to collect evidence which may be used to support a criminal justice investigation and prosecution. FMEs are performed by a health clinician often in a health facility or sometimes a sexual assault non-government service. The clinicians who can conduct FMEs ('trained examiners') on persons 14 years or older include:

- Sexual Assault Nurse Examiner, being a Registered Nurse with at least two years' experience who has completed a SANE training course
- Forensic Nurse Examiner, being a Registered Nurse who has completed a post-graduate qualification in forensic medicine
- Forensic physician or a doctor who has completed specific training in FMEs.<sup>41</sup>

Where no trained examiner is available, a doctor, other than an intern, can perform the FME and 24/7 telephone support is available from Forensic Medicine Queensland (FMQ). This can often be doctors in the Emergency Department (ED), as this is where victim-survivors often first present.<sup>42</sup>

For children under 14 years, the [\*Interagency guidelines for responding to children, youth people and adults who have experienced sexual assault or child sexual abuse\*](#) states the examiner must have 'appropriate paediatric skills including child protection and/or sexual assault medical examination training or skills'.<sup>43</sup>

Prior to July 2023, examiners used Sexual Assault Investigation Kits (SAIKs) to conduct FMEs, which consisted of six swabs used to collect forensic samples from the victim-survivor. The WSJT discussed the use of SAIKs in *Report Two* and highlighted concerns regarding their quality, accessibility and use, and the quality forensic evidence collected.<sup>44</sup>

In Recommendation 36 of *Report Two*, the WSJT stated:

*'Queensland Health review and update the Sexual Assault Investigation Kits used in Queensland to ensure they are at least of consistent quality as those used in New South Wales and Victoria. As a minimum requirement, kits must be DNA free, and contain DNA decontamination kits and an adequate number of swabs and testing apparatus.'*

The Queensland Government supported this recommendation.

The OIIS undertook consultations with several stakeholder groups involved in the SAIK review, upgrade, distribution, training, clinical use, transportation, and analysis of the new kits that replaced the SAIKs. This included several metropolitan and regional HHS' and corresponding police districts. Consultation findings were supplemented with:

1. an examination of clinician training modules and support resources for the new kits,
2. observation of clinician FME training delivered by FMQ,

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<sup>41</sup> Commission of Inquiry into Forensic DNA Testing in Queensland 2022. Commission of Inquiry into Forensic DNA Testing in Queensland 2022, Accessed online: <https://www.health.qld.gov.au/research-reports/reports/review-investigation/commission-of-inquiry-forensic-dna-testing>.

<sup>42</sup> Queensland Government, (December 2023). *Responding to sexual assault and child sexual abuse: Queensland Government Interagency Guidelines for responding to children, young people and adults who have experienced sexual assault or child sexual abuse* [online] Available from: <https://www.publications.qld.gov.au/ckan-publications-attachments-prod/resources/924faa15-d282-48f0-a8e8-739521e2b0b1/interagency-guidelines-responding-sexual-assault-child-sexual-abuse.pdf?ETag=8273e87f1f8e6a4cc860ecd3e556030>.

<sup>43</sup> Ibid.

<sup>44</sup> Women's Safety and Justice Taskforce. 2022. *Hear her voice – Report two – women and girls' experiences across the criminal justice system*. Available from <https://www.womenstaskforce.qld.gov.au/publications>.



3. a mock scenario of an FME using the new kits to understand the insights more holistically being raised in consultations.

Assessing the adequacy of implementation of the Government Response to this recommendation focused on how the kits were reviewed and updated, with consideration given to the training, support and guidelines provided to examiners, QPS and FSQ to transition from the SAIKs to the new kits.

The OIIS notes the SAIKs were also reviewed under the [Commission of Inquiry into Forensic DNA Testing in Queensland](#), which produced several recommendations on how they should be updated which has informed the review and update of the SAIKs alongside Recommendation 36 of *Report Two*. Further, the *Performance Audit Report 27 September 2024 Delivering forensic medical examinations (follow-up audit) Report 2:2024-25* prepared by the Queensland Audit Office (QAO) makes three recommendations directed to Queensland Health relating to improved clinical care for victims, building capability to deliver state-wide FME services and uplifting monitoring and reporting across HHS'.

While consistent with the findings of the QAO, the OIIS's Adequacy Assessment Framework was applied to assess the implementation of Recommendation 36 of *Report Two* in examining the adherence, quality and sustainability of the reform implementation.

### **Adherence**

To consider adherence the OIIS examined whether implementation of Recommendation 36 of *Report Two* met the requirements of the Government Response, i.e., have the contents of the SAIKs been reviewed, compared to NSW and Victorian kit contents, and been updated to meet the requirements set out in the recommendation.

FSQ led a review of the SAIK contents, with input from stakeholders in Queensland Health, Office of the Chief Medical Officer (OCMO), representatives from individual HHS', QPS, Office of the Director of Public Prosecutions (ODPP), victim-survivor advocates from non-government organisations, and interstate forensic medicine experts.

As a result, the SAIKS and Just-In-Case Kits were replaced by four modules ('the kits'):

1. **FMEK:** Consumables required to collect DNA evidence, including swabs, mouthwash, spermatozoa slides and a patient DNA reference sample, along with a Forensic Medical Examination Report for the examiner to complete,
2. **Clothing Collection Kits (CCK):** Packaging used to collect outer clothing where suspected they may provide DNA evidence. The CCK is delivered to, and analysed by, QPS. This is a new module in Australia that has not been used in other states,
3. **Toxicology Kit (TOX):** The consumables needed to collect blood and urine samples to test the presence of chemical substances, and
4. **Contamination Reduction Kits (CRKs):** The examiner's personal protective equipment, patient gown and sheets used to create a DNA-decontaminated space and ensure the use of the FMEK and CCKs remain DNA-free.

Recommendation 36 of *Report Two* required the contents of the kits to:

- be at least the same quality as NSW and Victoria,
- be DNA free, and
- contain DNA decontamination kits.

- contain an adequate number of swabs and testing apparatus.

Stakeholders widely agreed these requirements have been met, noting the contents are comprehensive, of a high quality, and the FMEK, CRK and CCK are DNA-free. The TOX is not required to be DNA-free as its purpose is to detect the presence of chemicals in blood, urine, and saliva, and does not detect the presence of DNA.

Stakeholders agreed the kits were of the same quality as the those in NSW and Victoria. Development of the components of the kits, sourcing of manufacturers and supply chain logistics were led by FSQ, which included an internal validation process to ensure the kits complied with the requirements of Recommendation 36 of *Report Two* as well as the series of recommendations from the [Commission of Inquiry into Forensic DNA Testing in Queensland](#). Consultation was conducted with interstate stakeholders to benchmark the modules against those in used in NSW and Victoria, except for CCKs which had not been implemented elsewhere in Australia. This was supported by the fact that:

- a comparison of the contents in the NSW and Victorian kits were supplied, with the contents being largely consistent and only a few minor variations to the barcodes used
- an assessment by the QAO found Queensland Health has completed Recommendation 36 of *Report Two*, including matching kit quality with those used in NSW and Victoria.<sup>45</sup>
- the same supplier was procured to produce the Queensland kits
- stakeholders who have worked across NSW and Queensland noted strong similarities between the kits
- some Queensland clinicians use the Forensmed NSW iPhone application developed to support use of the NSW kits, as the instructions closely aligned with the Queensland kit contents.

It is important to note the kits have been subject to ongoing review and an updated version will be released in late 2024 with the following changes expected, among others:

- the inclusion of a DNA-free speculum,
- the inclusion of lubricant,
- TOX will be made DNA-free,
- updated labelling and barcoding system, and
- transparent plastic covers to allow the paperwork and kit contents to be visible once packaged.



The IIS found there is strong evidence that Queensland Health has adhered to the Government Response to review and update the contents of the SAIKs, meeting the requirements set out in the Government Response to Recommendation 36 of *Report Two*.

<sup>45</sup> Queensland Audit Office. (2024). 'Performance Audit Report: Delivering forensic medical examinations (follow-up audit)', *Report 2: 2024-25*, Available from: <https://www.qao.qld.gov.au/sites/default/files/2024-09/Delivering%20forensic%20medical%20examinations%20%28follow-up%20audit%29%20%28Report%202%20%E2%80%932024%E2%80%9325%29.pdf>

## **Quality**

When addressing the quality of implementation for Recommendation 36 of *Report Two*, the OIIS considered coverage and access, training and resources provided to examiners to support consistent use, and clarity of processes for transportation and storage.

### ***Distribution of the kits***

Each HHS is responsible for ordering the new kits, maintaining stock and inventory management. The kits became available to order through the Supply Chain Branch in mid-2023 and the Chief Medical Officer issued a memorandum to HHS' on 8 August 2023 advising on the availability and the ordering process. No issues were reported for ordering the kits and stakeholders noted the process was straightforward through the internal Queensland Health resource planning software.

Inventory data showed all 16 HHS' had consistently ordered kits from the distribution centres to maintain stock levels. The OCMO initiated a quarterly audit in February 2024 to provide inventory visibility at a facility-level, which found most facilities held at least one full kit (containing all four modules). The OCMO continues to work closely with the Supply Chain Branch and HHS facilities to encourage ordering and ensure sufficient stock on hand of all four modules.

### ***Supporting consistent use of the kits***

The more comprehensive contents and complexity of the kits has required additional training for examiners. This is a crucial element of implementation to ensure:

- examiners can use the kits accurately and consistently,
- clinical staff feel supported to use the kits and are willing to conduct examinations,
- reliable samples are collected that provide evidential value to an investigation, and ultimately improve experiences and outcomes for victim-survivors.

FMQ updated guiding documentation and training resources in close consultation with FSQ and with consideration of other state, national and international FME guidelines. Training provided included a series of online seminars and practical workshops launched in July 2023 to new and existing examiners. The workshops are held in Brisbane, incorporating online and in-person components, although FMQ have sought to provide mixed-mode training options and arranged local trainers where possible for some regions. Positive feedback was frequently provided on these courses, which have evolved over time in response to clinician feedback and kit updates.

Stakeholders in several regions complemented these workshops by providing additional training sessions and practical supervision run by local clinicians, noting examiners often require further guidance and practice on the ground before performing FMEs independently. Additional information sessions for new examiners involving QPS and ODPP were reported to be beneficial in addressing concerns about joining the FME roster due to fear of the criminal justice investigation and court processes.

Capability to use the kits was reported to be strong among trained examiners but due to the shortage of examiners across regions, it is common for doctors, predominately in ED, to be asked to perform FMEs without prior training. In these situations, the FMQ telephone hotline was identified as valuable resource, although stakeholders agreed it does not provide the same support as targeted training. Some reported self-sourcing the Forensmed NSW iPhone application when the telephone hotline was not feasible. While helpful, the iPhone application was not viewed as a permanent

solution, as it is not purpose-built for Queensland clinicians and does not account for slight variations between kits.

Stakeholders reported the varied experience of examiners has led to some inconsistencies in how the new kits are being used, namely relating to labelling and assembly, rather than the collection of the samples themselves. Common examples of inconsistencies raised included:

- misaligned barcodes across the sample and corresponding paperwork
- barcodes used on paperwork or packaging that do not match the samples taken
- incorrect items being packaged in the FMEK and CCK modules
- missing paperwork or no labelling on the outer package once the kit is sealed, making it difficult for QPS to identify the details of the kit
- identifying details placed on the outer package, creating privacy risks for the victim-survivor.

Stakeholders frequently attributed this to the barcoding system, agreeing it would be confusing and time-consuming for less experienced examiners to navigate. This was made more challenging on busy shifts, under high time pressure within ED and during early hours of the morning, which can increase the likelihood of labelling inconsistencies, and frustration and anxiety among examiners.

Although it is too early to observe the implications on investigations and prosecution, stakeholders raised concerns this could impact evidence admissibility and potentially subject examiners and victim-survivors to unnecessary scrutiny, impacting court outcomes and ultimately influencing community confidence in reporting sexual assault.

“[The labelling] needs to be intuitive and yes, a level of complexity is required, but it doesn’t need to be this bad. Otherwise, we risk a whole new set of problems if making it too complicated.”

Suggestions to address this included simplifying the barcode process, providing clearer instructions on the paperwork, or using colour coding to help examiners identify where to correctly place the labels. FSQ has sought feedback from clinical examiners on usability of the kits, and are currently reviewing the barcoding system, with an updated kit scheduled for release in late 2024.

### ***Processes for transporting and storing the kits***

Where victim-survivors choose to not make a report, stakeholders highlighted the lack of facilities in regional, rural and remote areas and central procedural guidance on ‘Collect and Store’ requirements as barriers to consistent storage. A small number of stakeholders noted their HHS facilities do not have a 24-hour laboratory, any laboratory, or a locked fridge to keep the collected kit secure until it can be transported to the FSQ laboratory in Brisbane. While some noted they used a locked bag in an open-source fridge as a workaround, the lack of storage capabilities across sites has resulted in confusion among health staff and storage inconsistencies across regions.

Where victim-survivors choose to make a report, stakeholders were satisfied the transport procedure for the new kits was more streamlined, with the four modules distributed to, and held by, the HHS facilities prior to examination, instead of QPS.<sup>46</sup>

Stakeholders noted the QPS process for lodging and transporting ‘Collect and Analyse’ kits to the laboratory is largely straightforward. Some initial confusion was reported on the process for

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<sup>46</sup> Under the old procedure, the SAIKs and JICs were distributed to, and held by, QPS and were provided to clinical staff by QPS officers only when the victim-survivor presented for examination.

inputting multiple barcodes into the Forensic Register and the refrigeration requirements for storage and transportation, although QPS has worked closely with FSQ to clarify these procedures. Some stakeholders reported challenges can still arise where the kit is incorrectly packaged by examiners which creates administrative delays within QPS and the need for further discussions with FSQ to resolve packaging issues and maintain evidence integrity.

The frequency of transporting 'Collect and Analyse' kits to the FSQ laboratory in Brisbane varied greatly across regions, due to the lodging requirements within QPS, long-distance travel from regional areas and challenges resourcing officers for property runs. Following consultations, QPS has developed and commenced a new approach for transporting the kits to FSQ using a courier service to provide more regular transport runs and reduce the burden on QPS staff.

Stakeholders noted there is currently no procedure guiding the storage of 'Collect and Analyse' kits after the complaint is withdrawn, resulting in inconsistent storage timeframes. This has prevented 'Collect and Analyse' kits from being transferred to a 'Collect and Store' option where the complaint is later withdrawn, reducing the options available for the victim-survivor. A small number of stakeholders also noted further clarity is needed for the information provided to victim-survivors regarding the timeframes and process for storage, analysis and destruction to ensure they can make an informed choice when deciding whether to make a report.

Overall, in applying the IIS Adequacy Assessment Framework to consider the quality of the implementation of the new kits (involving consistency, reliability, accuracy and coherence), the consistency of storage timeframes for kits, examiners' experience in the use of the kits (particularly in relation to labelling and assembly), and the availability of trained examiners informs the findings below.



The IIS found there is limited evidence regarding the quality of implementation of this recommendation. The work underway to review and update the barcoding system within the modules will support greater consistency of use among clinical examiners and clarity of lodgement processes within QPS.

To further support quality of implementation, the IIS suggests:

- continuing to provide targeted and streamlined training to doctors on forensic medical examinations using the new kits, and
- clarifying the process for storing a kit after a victim-survivor's complaint is later withdrawn, including whether it can be transferred to a 'Collect and Store'.

### ***Sustainability***

To examine sustainability of implementation the OIIS considered how the processes for use, transportation, storage and analysis have been updated to reflect and support the new kits and whether an oversight process is in place to support ongoing improvement.

### ***Oversight and feedback***

Stakeholders agreed implementation of this recommendation has strengthened interagency collaboration and fostered a widespread commitment across all agencies to continual improvement.

Several mechanisms have been established for ongoing monitoring and feedback from stakeholders' involvement in implementation and onground operations:

- Six-monthly reviews of the kits conducted by FSQ, in collaboration with other agencies, to address feedback and examine opportunities to improve kit usability,
- Fortnightly interagency FMEK Committee meetings, including representatives from QPS Sexual Violence Response, FSQ, FMQ and OCMO,
- Forensic Sciences Steering Committee, which works across the system to review ongoing matters relating to implementation,
- Forensic Medical Examinations Advisory Sub-Committee, with representatives across FSQ, FMQ, ODP, QPS, and forensic physicians in Queensland and interstate (which has been transitioned to the OCMO),
- Monthly meetings of the Regional Forensic Coordinators (RFCs) within each HHS, enabling feedback from local clinicians on kit usability and resourcing for sexual assault responses,
- Bimonthly Community of Practice meetings, which any trained examiner can attend to provide feedback on the kits and share knowledge and practice learnings.

Promoting feedback opportunities from doctors who have not received formal training on the kits will help strengthen feedback loops, as they are required to use the kits but may not be aware of how to provide feedback through the above channels.

There is an opportunity to build formal feedback pathways to clinicians using the kits. Informal feedback loops exist in some regions, where QPS officers may inform a local coordinator on specific issues with labelling or packaging. This was often ad hoc and driven by local level alliances between QPS and HHS staff. FSQ is exploring a formal approach to enable feedback from the FSQ laboratory, QPS Forensics and QPS investigating officers to individual HHS facilities and clinical examiners.

### ***Availability of trained examiners***

The lack of trained examiners in some regions and difficulties staffing a 24/7 examiner roster was highlighted as a barrier to consistent use of the kits. This challenge was sometimes compounded for victim-survivors under 14 years, who can only be examined by examiners with paediatric experience, and offenders, who can only be examined by a FNE or physician.<sup>47</sup>

This can impact the victim-survivor's ability to access a timely and trauma-informed FME response, with stakeholders across several regions reporting instances of victim-survivors waiting hours in ED for an available examiner, being told to return the next morning, or being turned away altogether requiring transport to a different facility to be examined.

The number of examiners participating in active rosters can be unpredictable and fluid, with staff retention remaining an ongoing issue in many regions. Queensland Health have increased efforts to recruit and train new examiners among nurses and doctors and continues to monitor the capacity of existing rosters to address barriers to roster participation and retention.

### ***Skills maintenance***

A key consideration of sustainable implementation is whether the effects of training can be maintained over time, which can be a particular challenge for facilities with high staff turnover,

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<sup>47</sup> Queensland Government, (December 2023) *Responding to sexual assault and child sexual abuse: Queensland Government Interagency Guidelines for responding to children, young people and adults who have experienced sexual assault or child sexual abuse* [online] Available from: <https://www.publications.qld.gov.au/ckan-publications-attachments-prod/resources/924faa15-d282-48f0-a8e8-739521e2b0b1/interagency-guidelines-responding-sexual-assault-child-sexual-abuse.pdf?ETag=8273e87f1f8e6a4cc860ecd3e556030>.

locum clinicians, or areas with fewer sexual assault presentations making it difficult for staff to maintain skills through FMEs alone.

Stakeholders noted it can take several examinations for staff to feel confident using the kits independently, which can be a barrier when staff have infrequent exposure to the kits. FMQ are exploring additional options to make refresher courses and online materials available to staff following training to support skills maintenance.

### **Capacity implications**

The more comprehensive nature of the kits has increased the time required to conduct FMEs. While acknowledging this was necessary, stakeholders highlighted this has increased the time impost on examiners and EDs by taking clinicians off the floor and occupying ED capacity for longer periods.

The average length of time per kit varied across and within regions, with most stakeholders reporting an average of 1–4 hours. This can be influenced by the examiner's experience and familiarity with the kit, the availability of a dedicated FME room within the facility, the victim-survivor's well-being and the samples required.

A small number of stakeholders from regions reported instances where an FME has taken 6-8 hours, being the majority of the examiner's shift, for clinicians with no prior experience or training on the kits. This additional time was not spent on the physical examination of the victim-survivor, but for the initial room setup and the subsequent paperwork and packaging due to the larger kit size, complex barcoding system, and an examiner's inexperience. The majority agreed this time impost could be reduced by simplifying or clarifying the barcoding system, providing dedicated space for FMEs within HHS', increasing availability of trained examiners, and ongoing support for less experienced clinicians.



The IIS found there is satisfactory evidence to support the maintenance of the updated FMEs. The work by FMQ and Queensland Health to build and support the cohort of trained examiners participating on an active roster will help alleviate capacity challenges impacting EDs and victim-survivor experiences.

To further support sustainability of implementation, the IIS suggests:

- exploring options for creating a dedicated space for FMEs within HHS facilities,
- exploring avenues to strengthen and close feedback loops with clinicians using the kits, and
- developing a mechanism to capture continuous feedback from victim-survivors.

### **What's next?**

This adequacy assessment examined the implementation of Recommendation 36 of *Report Two*, looking at adherence, quality, and sustainability of the Government Response in isolation. To properly understand how implementation is unfolding, it is valuable to examine what broader factors outside of the Government Response are influencing how the kits are being implemented on the ground. The deep dive section builds upon this adequacy assessment by applying a broader systems-lens to implementation of Recommendation 36 of *Report Two* to identify higher-level systemic achievements and opportunities.



## 4 DEEP DIVES

Deep dives are conducted to explore how a tangible onground reform operates as an element within the wider DFSV system. The OIIS deep dive approach is grounded in systems thinking, allows for relevant contextualisation, and sources from a range of data including observations, demonstrations, mapping, consultation, and research to understand how implementation is operating in practice.

Deep dives aim to support knowledge sharing throughout the DFSV and criminal justice systems by highlighting implementation learnings, opportunities for continuous improvement and examples of best practice and innovation.

Deep dives require a period of onground rollout time to enable meaningful insights.

The first deep dives were conducted by the IIS in the Fourth Progress Report. From these deep dives the IIS discovered how specific structures within the DFSV system work, including the HRT in Townsville under Recommendation 18 of *Report One*, and implementing multi-agency sexual assault responses in Recommendation 11 of *Report Two*.

For this progress report, deep dives were conducted on:

- the lifecycle of FMEKs in the DFSV system - arising from an identified need in the adequacy assessment of Recommendation 36 of *Report Two* for improved sector understanding of the different upstream and downstream stakeholder needs, and
- knowledge transfer through training within the DFSV system - due to the number and diversity of training recommendations currently underway in various stages of development with different stakeholders.



# Understanding lifecycles in the DFSV system: An example using Forensic Medical Examination Kits

Topic summary:	An examination of the lifecycle of the updated kits to understand the systemic factors that influence how they are being implemented and how agencies within the kit lifecycle can respond to victim-survivors seeking an FME.
Purpose:	To introduce the importance of understanding lifecycles in the DFSV system for enhanced system stewardship, to strengthen system responses for victim-survivors.
Source:	Consultations with 59 individual stakeholders from July to September 2024 relating to system responses for victim-survivors of sexual violence seeking a forensic medical examination.

## What are system lifecycles?

Understanding system lifecycles shifts the focus from isolated components of a system to the characteristics, relationships, structures, and feedback loops that define their collective operation.<sup>48</sup> This perspective is crucial for understanding the complexities of implementation, as it reveals the factors that shape onground operations to enhance system design and stewardship.

This deep dive uses the implementation of the new kits as an example of applying a systems-thinking lens in implementation. The lifecycle of the kits illustrated in Figure 15 shows each phase and stakeholder is pivotal in achieving the collective goal of holding perpetrators to account and improving experiences for victim-survivors.

This lifecycle operates within a complex multi-agency system that responds to victim-survivors of sexual assault seeking an FME. This means implementation of the kits is impacted by broader enablers and challenges within the sexual violence service system. While not directly linked to the implementation of the kits, they are essential in determining the overall success of the kits and should be considered when examining how implementation is unfolding on the ground. Analysing implementation through this framework can help uncover the strengths and opportunities for implementation that can refine and enhance the impact of reforms.

<sup>48</sup> Arnold, R. D., and Wade, J. P. (2015). A Definition of Systems Thinking: A Systems Approach. *Procedia Computer Science*, 44, 669-678; Cabrera, D. and Cabrera, L. (2023). What Is Systems Thinking? *Learning, Design, and Technology*, 1495-1522; McNab, D. et al. (2020). Development and application of 'systems thinking' principles for quality improvement. *BMJ Open Quality*, 9(1).

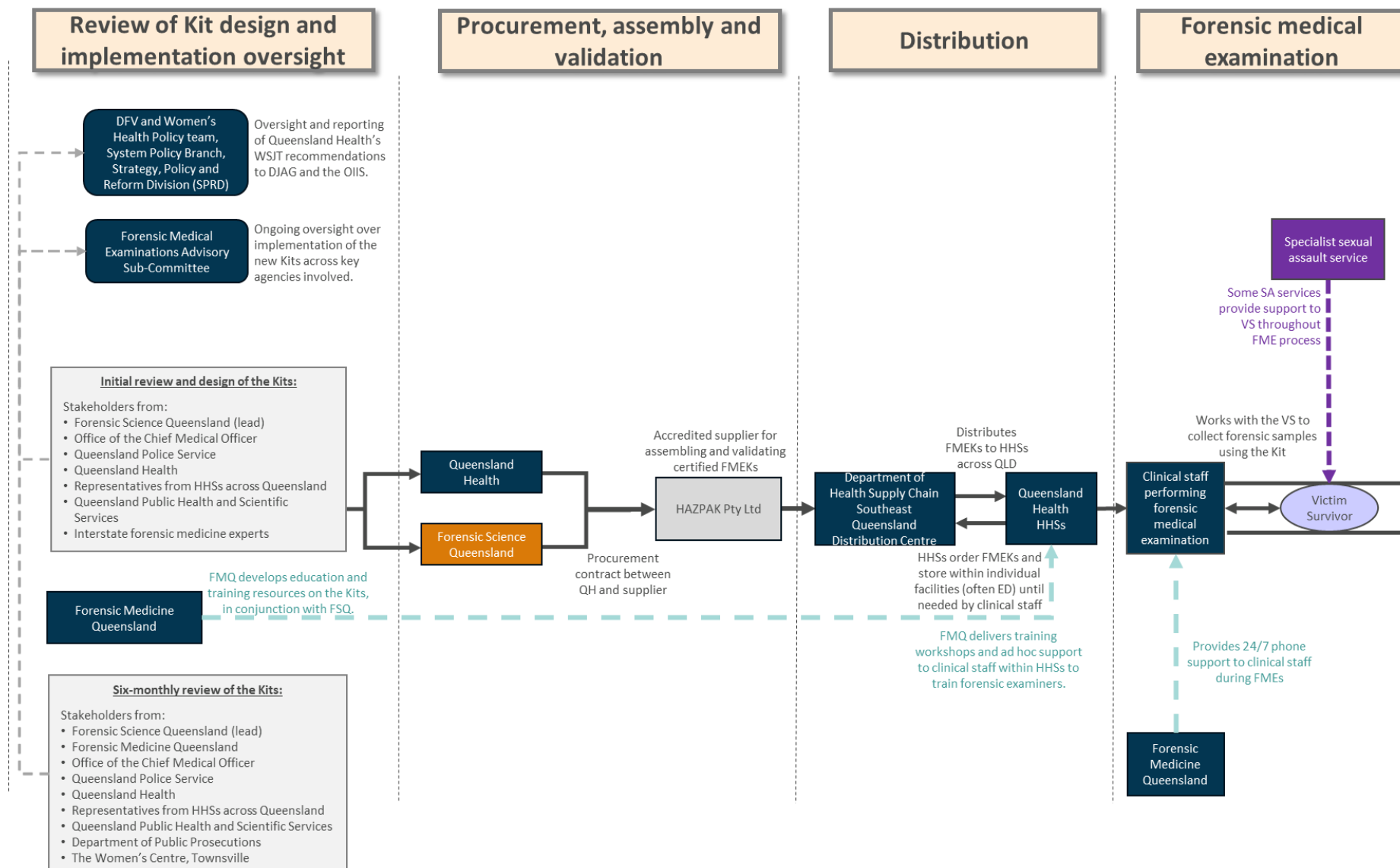
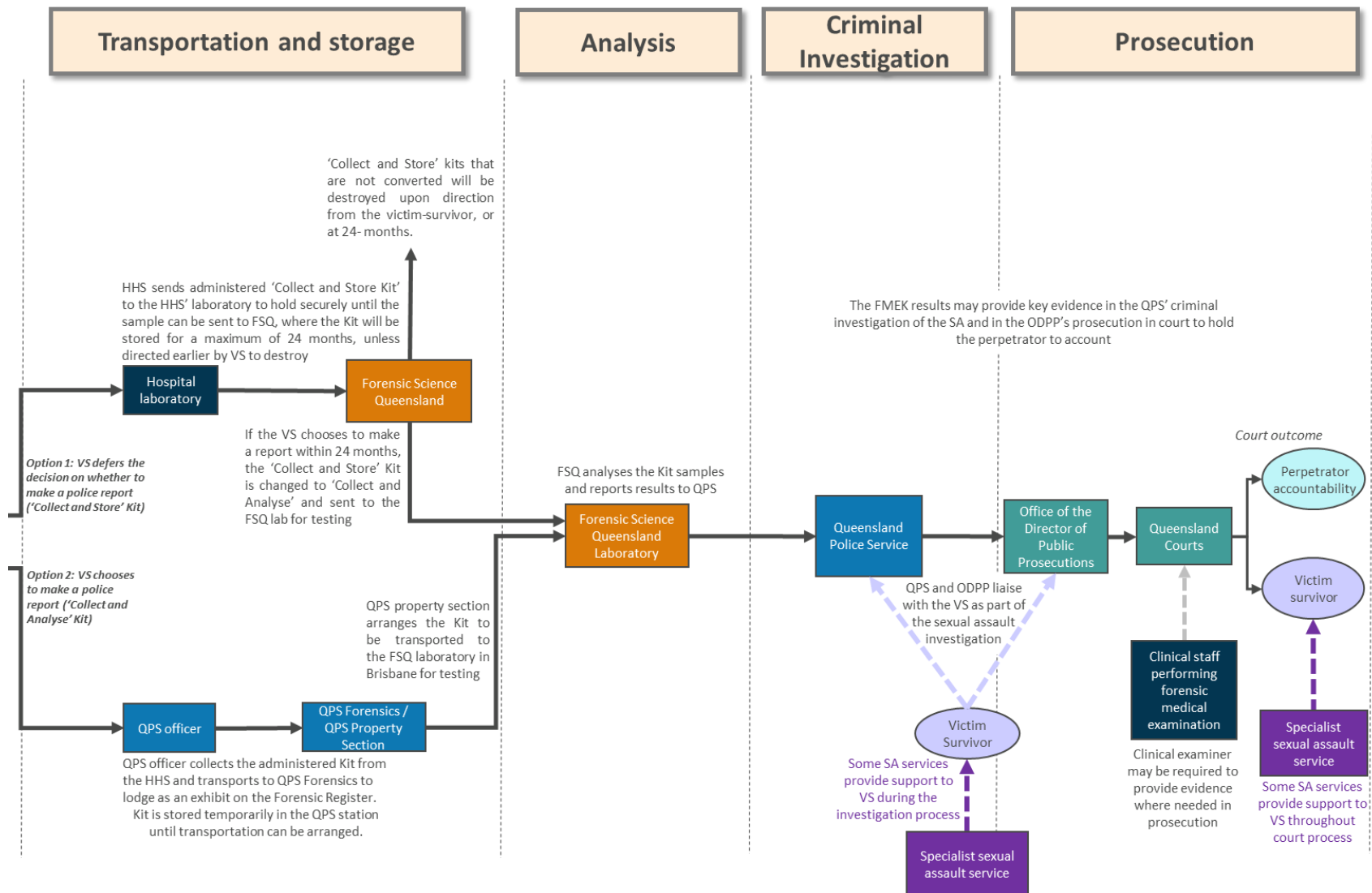


Figure 15: High-level overview of the lifecycle of the new kits implemented in response to Recommendation 36 of Report Two. Continued next page.



### *How can knowledge of the kit lifecycle provide systemic opportunity?*

The factors raised by stakeholders during consultation are outlined below and are discussed under the phase(s) of the kit lifecycle.

#### **Review of kit design and implementation oversight**

**Building strong systems requires an ability to share information and feedback across all agencies within the system to support a common understanding and identify patterns, gaps, or areas for improvement.<sup>49</sup>**

Examples of strong interagency information sharing and feedback pathways were reported in relation to the kits' review and implementation, with some suggestions made to strengthen and close feedback loops between the FSQ lab, QPS and clinicians using the kits (see section 3). Stakeholders highlighted several opportunities to strengthen the information sharing and integration within the broader FME system by improving data capture and monitoring mechanisms for individual agency responses which will in turn, influence implementation oversight of the kits.

For example, some stakeholders highlighted the value of reporting on the broader FME process within HHS', from the time the victim-survivor presents to ED triage to the time they are seen by the forensic examiner and the time of discharge. Stakeholders within some HHS' have established a process to record key information on FME responses to support their own service planning, such as the number of examinations performed, the type of examiner and the time taken for the examination.

Work is underway in Queensland Health to improve data collection on sexual assault, including building data indicators on service responses to sexual assault. Building consistent data collection and reporting processes and developing a process to link and aggregate this information across HHS', would provide greater visibility over victim-survivor's experiences. It would provide valuable insights to inform the kits' implementation itself, such as the design of the kits, sexual assault service pathways within HHS', and resources for examiners.

#### **Distribution**

**The new distribution pathway implemented for the updated kits is an example of a positive process change that has benefited several agencies and phases across the lifecycle.**

Under the former process, SAIKs were held by QPS officers and brought to the HHS facility when the victim-survivor presented for an FME. The QPS officer would then collect the SAIK once completed, generally waiting at the HHS facility while the examination was being conducted.

Under the new process, the kits are distributed directly to HHS' from Queensland Health's Supply Chain Branch and held at each HHS facility, often in ED, until an FME is required. QPS present to the HHS to collect the kit if the victim-survivor chose to make a report, requiring the 'Collect and Analyse' kit to be lodged on the QPS Forensic Register. If no report is made, the HHS arranges transportation of the 'Collect and Store' kit directly to the FSQ laboratory.

By reducing the time and resources required and streamlining efforts across the distribution, FME and transportation phases, stakeholders agreed this new process has created greater efficiencies for

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<sup>49</sup> Arnold, R. D., and Wade, J. P. (2015). A Definition of Systems Thinking: A Systems Approach. *Procedia Computer Science*, 44, 669-678.

both QPS and HHS staff. This is an example of how examining the interactions between phases and stakeholder groups within the kit lifecycle can deliver greater efficiencies.

### Forensic medical examination

**Stakeholders highlighted service responses to victim-survivors seeking an FME is impacted by the level of dedicated FME resourcing, workforce availability, and sexual assault service pathways and frameworks within HHS'.**

### Dedicated resourcing for FMEs

Dedicated resourcing within HHS' was frequently identified as an enabler to the sustainability of FME responses for victim-survivors of sexual assault.

The approach to resourcing sexual assault services within HHS facilities varied across regions. For example, as shown in Figure 16, some regions had a dedicated forensic service established within their HHS facility with trained examiners permanently rostered 24/7, while others had a voluntary on-call roster with varying levels of examiner availability. Some facilities had periods where no trained examiners were available, leaving doctors with no prior training responsible for conducting the FME.

Across the regions consulted, several of these models were relationship-driven and championed by a passionate staff member within the HHS, as opposed to having a dedicated service with certainty of resourcing. These champions often went above and beyond their role to build the FME response model in their region, by conducting FMEs for victim-survivors when other examiners were not available, supporting recruitment and additional training for new examiners, and interagency networking with their local service providers. Some models relied upon the dedication and goodwill of staff to voluntarily join the FME roster outside of their normal role, which often created challenges to staffing the FME roster consistently.

Stakeholders in these regions were concerned about sustainability of these models, as staff burnout and turnover were common risks and they did not have an established structure or succession planning embedded within their organisation that could withstand staffing changes.

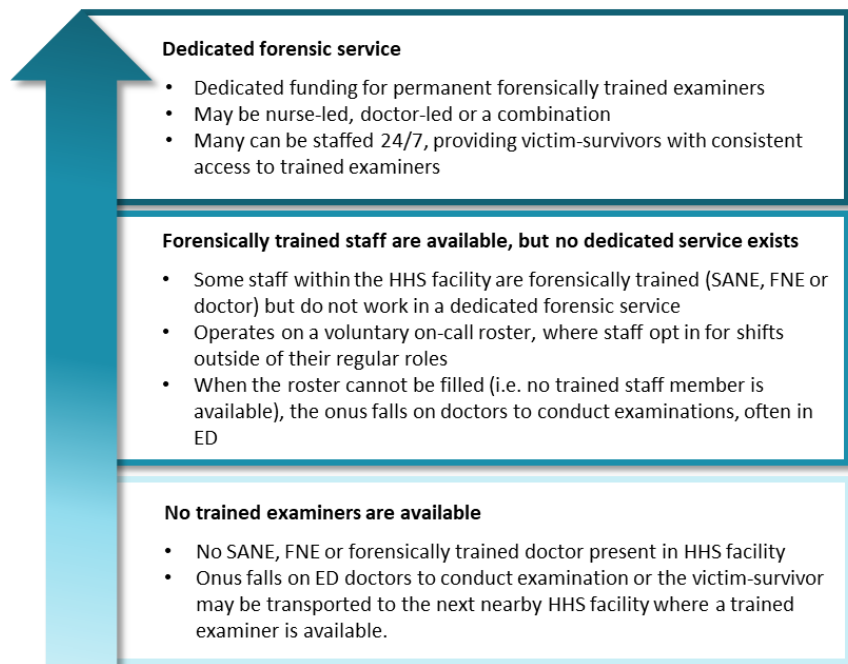


Figure 16: Types of service models used within HHS' for FMEs across Queensland.

"If [the coordinator within the HHS] left, I don't know what we would do... Keeping that role within the HHS is so important to maintain the structure and relationship between HHS and QPS."

In mid-2024, the Queensland Government announced dedicated funding will be provided to help establish dedicated FME service models around Queensland. This includes \$44 million to be invested over four years to establish a new state-wide adult forensic examination model of care for victim-survivors of sexual violence in public hospitals.<sup>50</sup> This will be a valuable step to establish dedicated resourcing for FME responses within HHS' and support more consistent availability of FME services across Queensland, although ongoing consideration should be given to the approach for staffing and rostering to ensure the sustainability of such models.

### Embedded processes

As FMEs are one component of the healthcare response offered to victim-survivors of sexual assault presenting to ED,<sup>51</sup> they form part of the broader sexual assault service pathways within HHS'. The extent to which frameworks and principles for responding to sexual assault are embedded within each organisation, and adopted consistently by staff, is an important determinant of success within the implementation lifecycle. Embedding organisation-wide structures goes beyond documenting internal procedures and looks to the organisational culture, organisational structures that support adoption of a new practice, and how staff are incentivised and held accountable to follow those processes to ensure they are enduring. This requires top-down and bottom-up endorsement within an organisation to ensure the onground practices and attitudes align with, and are reinforced by, the service pathways and organisation-wide frameworks surrounding them.<sup>52</sup>

Where FME models are predominately relationship-driven and person-dependent, adoption and consistent application of service principles and frameworks across an organisation can be challenging. Stakeholders reported this was evident in some regions where some medical staff within their HHS facility did not view FMEs to be within a doctor's scope of practice or did not treat it as a high priority. This resulted in victim-survivors receiving different service responses depending on the staff member or facility they presented to.

Where a trained examiner was available, stakeholders noted the FME response was often timely and trauma-informed, but provided examples where no trained examiner was available and victim-survivors waited hours in ED for an available physician, were told to return the next morning after shift changes, or were turned away altogether requiring transport to a different facility to be examined.

"I do the first response... taking the victim to the hospital. I haven't had the best experience with new FMEs. It's always on night work where [the NGO service] isn't open and [the SANE] isn't available. When it was [the SANE], it was fantastic. But other times, it's been hours [we've] had to sit there... And then the doctor says 'are you going to call the SANE?' and we say 'no it's your job'. That's the most difficult part."

Queensland Health has developed the Sexual Assault Service Framework, distributed to all HHS' in mid-2024, which reinforces the processes and principles for acute HHS settings when responding to victim-survivors of sexual violence. This framework, coupled with the dedicated FME services to be established in public hospitals, will facilitate greater consistency of service response. Ongoing efforts to ensure consistent messaging endorsed from leadership within HHS' remain key to establish a

<sup>50</sup> Queensland Government, (June 2024), *Health Workforce Strategy for Queensland to 2032: Investment Plan* [online]. Available from: [https://www.health.qld.gov.au/\\_data/assets/pdf\\_file/0040/1339996/Health-Workforce-Strategy-Investment-Plan-Digital.pdf](https://www.health.qld.gov.au/_data/assets/pdf_file/0040/1339996/Health-Workforce-Strategy-Investment-Plan-Digital.pdf)

<sup>51</sup> Other components of care offered to victim-survivors presenting to ED may include medical assessment and treatment, injury management, sexually transmitted infection and pregnancy prophylaxis, and psychosocial and cultural support.

<sup>52</sup> Nilsen, P. and Bernhardsson, S. (2019) Context matters in implementation science: a scoping review of determinant frameworks that describe contextual determinants for implementation outcomes, *BMC Health Services Research*, 189.



culture within the organisation that supports the framework principles, and ensure service practices, principles and escalation pathways are embedded and reinforced by staff at every level.

### Workforce retention

A key consideration to supporting a strong FME response is having a skilled and sustainable workforce, which requires targeted strategies and practices within organisations and sectors to support staff retention. Workforce shortages and attrition were commonly reported as an ongoing challenge within the FME system, such as the limited availability of trained examiners in some regions, workforce fatigue and capacity pressures within HHS' and QPS, and shortage of analysts within FSQ to meet demand of incoming 'Collect and Analyse' kits.

For example, stakeholders frequently raised the confronting nature of FMEs creates a high risk of vicarious trauma and emotional burnout among examiners, particularly those who are frequently exposed to FMEs, are less experienced or have not voluntarily joined an FME roster. One stakeholder highlighted that where the obligation falls on ED, female doctors are often asked to perform the FME over male colleagues to better support the victim-survivor's well-being, despite the possibility they may have their own past trauma with sexual assault.

"People are doing a lot of on-call shifts already not for FMEs, so people don't want to jump onto having another on-call roster... We've had ED doctors drop off because the ED workload was too much emotionally and physically. We [need] to get the ED roster sorted first, then maybe we'll find it easier to have a doctor agree to be on call for FMEs."

Supporting employee well-being and skills maintenance is a vital factor in improving examiner retention. Stakeholders provided examples of strategies used, with some formally part of their service model and others more ad hoc in nature. This included:

- resourcing a 24/7 dedicated FME roster to ease capacity pressures on trained examiners and reduce the onus on untrained examiners,
- flexible rostering options to temporarily swap staff to other forensic service branches for a break from sexual assault matters,
- using a 'buddy system' for two examiners to conduct FMEs together, allowing more frequent exposure to the kits and opportunities for cross-checking and peer support,
- providing integrated training with QPS, ODPP and non-government organisation (NGO) staff in their local network,
- relationship-building between local frontline staff across agencies,
- offering regular reflective practice sessions and clinical supervision, and
- offering career progression and specialisation pathways for doctors.

With workforce shortages and high attrition rates among examiners an ongoing concern for all stakeholders, embedding these strategies within service models will be key to reducing fatigue, supporting emotional well-being, and increasing job satisfaction to maintain a sustainable workforce.

Analysis

Criminal investigation

Prosecution

**Applying a systems-thinking lens to implementation requires an understanding of the upstream and downstream impacts a change may have within the lifecycle. This requires careful consideration of how implementation of the new kits influences the analysis of forensic samples and the use of forensic results in investigation and prosecution to achieve the collective goal of improving outcomes for victim-survivors and the ability to hold perpetrators to account.**

Any update to the kit design must be mindful of potential downstream implications on other stakeholders and lifecycle phases. Careful consideration of the kit's usability among clinical examiners is needed to ensure sampling and labelling accuracy, maintain integrity of evidence during storage and transportation, and support efficient and high-quality forensic testing. This is particularly important at the outset of implementation design, as stakeholders' level of accountability in different phases of the lifecycle may not always match their control or influence over the process. For example, FSQ is responsible for analysis to identify DNA within samples, but do not have control over the quality to which samples are collected in the previous phases. Similarly, the QPS are responsible for managing and maintaining integrity of evidence for the criminal justice investigation, but do not have control over how kits are packaged, labelled or analysed.

Many stakeholders acknowledged the major improvement to kit design, highlighting the positive impact the higher quality and more comprehensive kits will have on analysis and the identification of forensic evidence. With kit usability among clinical examiners an important factor influencing the availability and use forensic evidence in prosecution, ongoing efforts are being made to ensure kit updates and supporting materials facilitate clarity and consistency of labelling.

Stakeholders identified the immense demand pressures being placed on FSQ due to the number of kits and samples requiring analysis and impact of the DNA testing backlog as a result of the [Commission of Inquiry into Forensic DNA Testing in Queensland](#) findings. The approach to managing increasing demand for analysis within FSQ will be vital, as stakeholders reported long turnaround times already exist to receive results on some kits. While there is a prioritisation process to escalate analysis of some samples, the overall delays can impact the investigation of sexual assault by QPS, as DNA results can be a crucial piece of evidence informing investigation decisions. This can impact the timeliness of QPS' investigation and the court processes, and negatively impact victim-survivors' experiences.

FSQ have been working with QPS and ODPP to establish processes for prioritisation of incoming kits and the backlog of historical case reviews, although further work is underway to forecast and manage expected capacity pressures. This will be supported by ongoing work between DJAG, ODPP, Queensland Courts, QPS and FSQ to manage timeframes and action items required for sexual violence offence proceedings. This includes the Sexual Violence Case Management Pilot, operating in Brisbane and Ipswich, which is designed to support early identification and resolution of pre-trial issues, including identification of DNA samples for testing, to "minimise delay in the Court process, provide greater certainty to all Court users and reduce the potential for re-traumatisation of witnesses".<sup>53</sup>

<sup>53</sup> District Court of Queensland (2024), 'Sexual Violence Case Management', *Practice Direction Number 3 of 2024*, Available from: [https://www.courts.qld.gov.au/\\_data/assets/pdf\\_file/0009/805878/dc-pd-03-of-2024.pdf](https://www.courts.qld.gov.au/_data/assets/pdf_file/0009/805878/dc-pd-03-of-2024.pdf)







### *Why is improving system lifecycles important to victim-survivors?*

Identifying DNA evidence can be critical in the investigation and prosecution of sexual assault, impacting the ability to hold the perpetrator to account and achieve a successful court outcome for victim-survivors. The WSJT highlighted issues with the poor quality of the former SAIKs used to collect DNA evidence and recommended they be updated to increase their ability to collect reliable forensic evidence.

With the kits now upgraded to a higher quality, their ability to produce valuable forensic evidence to support a victim-survivor's case remains influenced by how accessible FMEs are to victim-survivors and how the kits are utilised, transported, analysed, and used in criminal justice proceedings. The WSJT highlighted broader barriers for victim-survivors in accessing timely, trauma-informed, and high-quality FMEs, including lack of trained examiners, reluctance of medical staff to perform FMEs, and inconsistent procedures across HHS' for responding to sexual assault.

Applying systems-thinking to identify and promote implementation opportunities will assist more accessible, timely, consistent, collaborative, and reliable FME responses to victim-survivors. This will remain vital to ensure system responses to victim-survivors uphold the core principles of trauma-informed care: Trustworthiness, Choice, Collaboration, Empowerment and Safety. Understanding how the new kits are impacting outcomes for victim-survivors, including how each phase of the kit lifecycle is operating and the broader influencing factors on the implementation of the kits, will support this.

Viewing implementation through the lifecycle lens supports a deeper understanding of upstream and downstream impacts and the broader service ecosystem involved in implementation, which can highlight critical influencing factors that might otherwise go unnoticed.

Each stakeholder's engagement in the kit's lifecycle can be enhanced through this approach, building stronger interconnectedness across stakeholders and phases, ultimately improving the responsiveness, accountability, integration and resource allocation of individual agencies and the lifecycle's overall functionality.



## Understanding knowledge transfer in the DFSV system: An example using education & training

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<b>Topic Summary:</b>	This deep dive introduces knowledge transfer as a critical component in translating system-wide change with onground practice change.
<b>Purpose:</b>	To increase awareness of systemic approaches to knowledge transfer to enhance successful reform, highlight opportunities for system efficiency, and enhance outcomes for victim-survivors and persons using violence.
<b>Sources:</b>	Informed by consultations with stakeholders across policing, health, legal bodies, judiciary, DFSV NGOs, and wider DFSV community, from metropolitan and regional locations across Queensland.

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To build or change a system requires a mechanism of translating structures such as legislation, policy, frameworks, and guidelines into actions as onground practice. The most common method for effecting this system-to-practice translation involves the concept of ‘knowledge transfer’.

Formal workplace education and training implementations were selected as the examples for this deep dive as they are the most common type of knowledge transfer contemplated by the DFSV reform program for translating recommendation responses to onground reform.<sup>54</sup>

Monitoring implementation progress of knowledge transfer in the DFSV system supports stakeholder’s capacity for continued improvement of integrated service responses, workforce capability, and accountability for justice system priorities long-term metric evaluation listed as a priority under the *Domestic and Family Violence Training and Change Management Framework*<sup>55</sup> and *Domestic, family and sexual violence: system monitoring and evaluation framework*.<sup>56</sup>

### What is knowledge transfer?

Knowledge transfer is the sharing of information on theories, concepts, ideas, experience, and practical skills between parties i.e., across different areas of an organisation and/or between organisations and the community. Knowledge transfer can occur formally or informally, and through a wide variety of methods from simple storytelling discussions and documentation; to more complex transfers through coaching and mentoring, shadowing, modelling, creating communities of practice, cross training, participating in collaborative projects, and conducting education and training.<sup>57</sup>

For the purposes of implementation, the focus is on the system structures and practices in place to allow the reform changes to progress and be sustained. No assessment on DFSV-specific content within stakeholders’ education and training materials is made in this report.

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<sup>54</sup> Training is defined as ‘teaching or developing oneself or others, any skills and knowledge that relates to specific useful competencies in the workplace’.

<sup>55</sup> Queensland Government. (2023). *Domestic and Family Violence Training and Change Management Framework*, Available from: <https://www.publications.qld.gov.au/dataset/dfv-training-change-framework/resource/5b008641-88fc-4f17-af46-585fdfeb0f67>

<sup>56</sup> Queensland Government. (2023). *Domestic, family and sexual violence monitoring and evaluation framework*. Available from: <https://www.publications.qld.gov.au/ckan-publications-attachments-prod/resources/e1d527e0-f415-44d0-a405-74cad958141c/dfsv-system-monitoring-evaluation-framework.pdf?ETag=0a4408b05110fc7d236710a801db49d2>

<sup>57</sup> As the concept of knowledge transfer can be widely applied contextually and is a multidisciplinary field studied in organisational theory, communications, psychology and cognitive anthropology, there is debate on distinguishing technical terminology and its relevance, between knowledge transfer, knowledge sharing and training, and discussions of this are outside the scope of this report.



In consultations, most stakeholders are currently focused on the actions required within their own agencies in respect to knowledge transfer due to the volume, complexity, and timeframes of the reforms. Stakeholders who are more advanced in their reform program journey are demonstrating greater integration of knowledge transfer efforts with collaboration, co-design, and co-delivery with the non-government sector and wider community where appropriate. As the DFSV system matures, it is expected that future progress reports find more collaborative knowledge transfer processes occurring across the system as part of business-as-usual.

### *Where are the knowledge transfer opportunities?*

The benefits gained by leveraging knowledge transfer include:

- building a knowledge base to aid where knowledge loss via employee attrition is an issue,
- increasing productivity through collective problem solving and decision-making, and
- leveraging the learnings of others.

The barriers to knowledge transfer include the:

- absence of a shared vision,
- communication challenges arising from a lack of clarity in roles, inadequate documentation of organisational or system purpose, and real or perceived power imbalances between participants,
- cultural and social challenges within and between organisations,
- separation of strategic and operational functions in and between organisations,
- lack of understanding, participation and/or cooperation by a participant in the wider system,
- time and resource constraints, and
- geographic dispersion.

Many of the listed organisational barriers were raised in consultations with DFSV stakeholders on their experiences within the DFSV system in other areas of implementation within the system including the formation of HRTs, Vulnerable Persons Units (VPUs), and multiagency responses to sexual assault in the IIS Fourth Progress Report.<sup>58</sup>

The value to be gained by examining knowledge transfer in the DFSV system is that addressing common barriers between stakeholders, either in whole or in-part, is likely to have a substantial impact for the entire flow of operations across the system.

A total of 54 Government Responses to recommendations were identified that relate to knowledge transfers across the 355 recommendations from *Report One*, *Report Two* and *A Call for Change*.<sup>59</sup> see Figure 17. A full listing of knowledge transfer recommendations is available in Appendix 5.

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<sup>58</sup> <https://www.ojis.qld.gov.au/home/fourth-progress-report>

<sup>59</sup> There is a difference in content between recommendations made by the WSJT Taskforce and the Commission of Inquiry: *A Call for Change*, and the content and level of commitment provided by the Government Response to the recommendations. The IIS is required to report implementation progress against the Government Response, and this may determine differences in OIIS mapping categories.

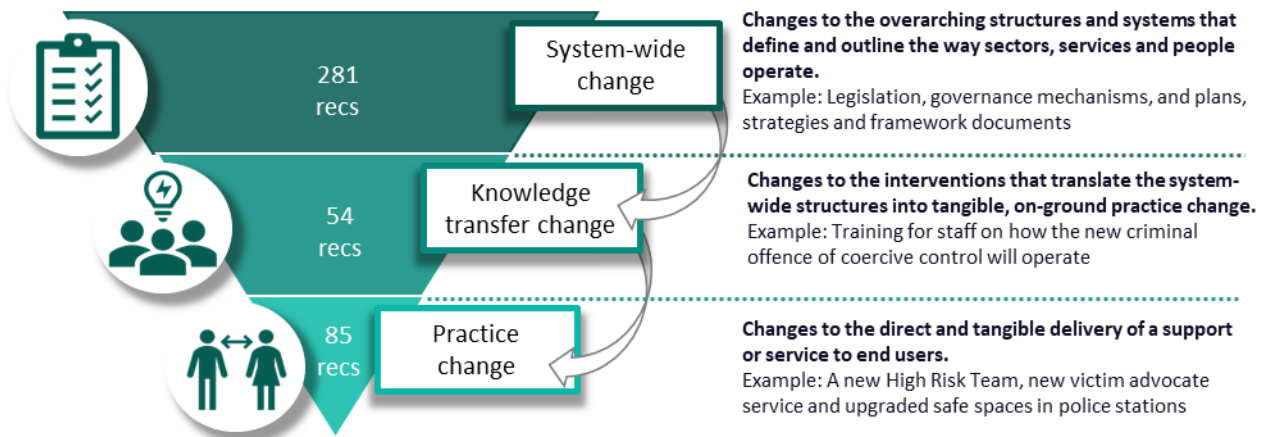


Figure 17: OIIS categorisation numbers and definitions for DFSV system change levels.

It should be noted that for a variety of reasons, the recommendations of the WSJT and the COIDFV are drafted differently according to their remit and findings. There are some recommendations at the systems level with a clear linear progression, being a directly corresponding recommendation at each categorisation level; there are groups of recommendations that can be traced between all three levels as they relate to similar topic content; for some the recommendation wording directly specifies the actions required to fulfil all three levels within the one recommendation; and sometimes there are standalone recommendations at any one level where subsequent action is inferred to effect the response.

An example of the linked nature of QPS recommendations aimed at improving QPS responses to First Nations DFV incidents from a system-wide, knowledge transfer and practice change level is provided in Figure 18.

**Example: The Taskforce highlighted a need to strengthen training within QPS in relation to responding to DFV, including improving training on culturally appropriate responses when responding to DFV for First Nations peoples and communities.**

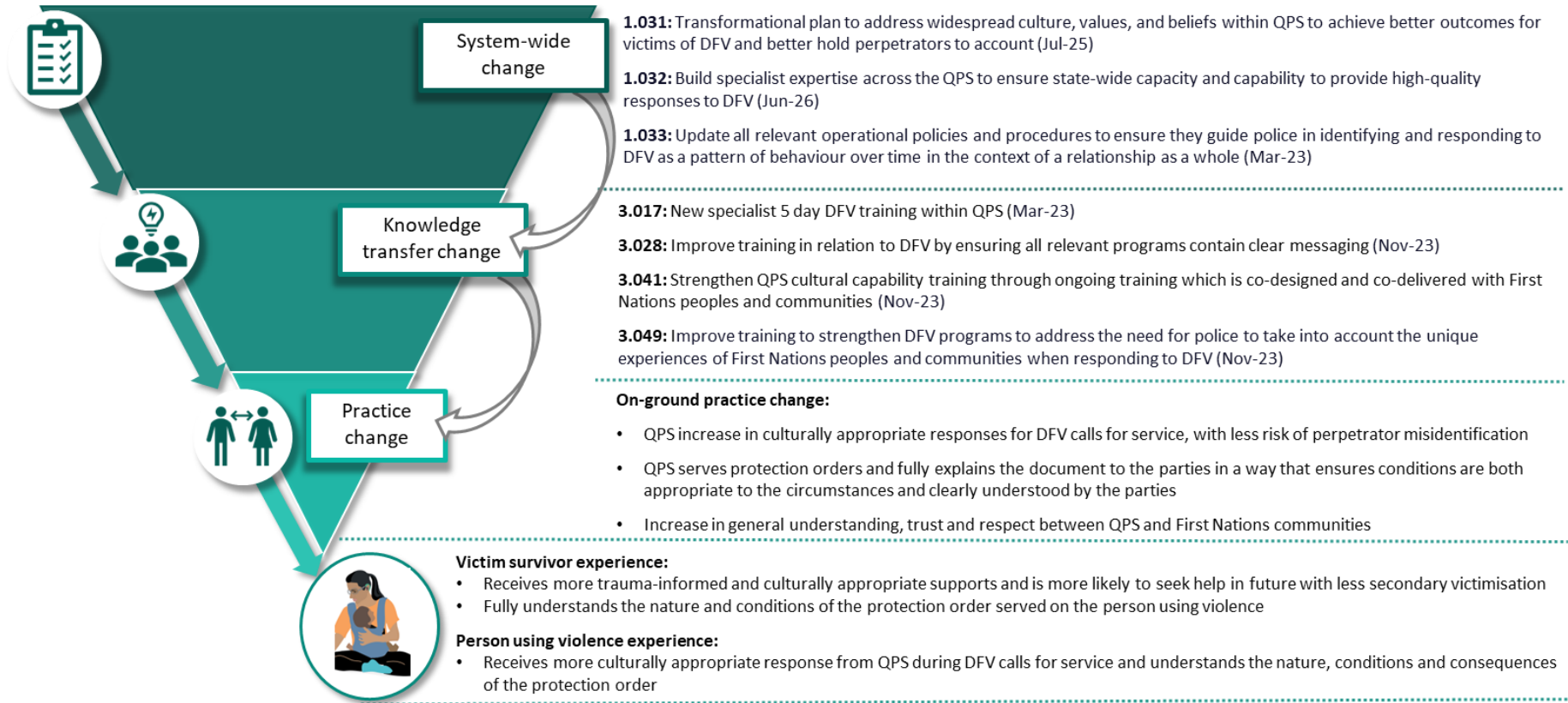


Figure 18: Training recommendations example using OIIS levels of change across reform program.

### How can knowledge transfer be leveraged?

Leveraging knowledge transfer occurs when stakeholders actively work together, share what education and training they have available where possible, learn from each other's successes and mistakes, and communicate and collaborate on their efforts into the future.

In consultations stakeholders were unaware of knowledge transfers being implemented by other stakeholders as part of the DFSV reforms. All stakeholders were eager to connect with counterparts across the system and needed further information on:

- who their counterparts are within the system,
- what education and training leveraging opportunities are available,
- an authorising environment for the connection, and
- technical infrastructure mechanisms to enable the exchanges of materials.

Stakeholders were passionate about their training packages and enthusiastic about sharing their design and delivery approaches with other stakeholders wherever possible, along with the opportunity to gain efficiencies by leveraging existing learnings and materials from other stakeholders.

Figure 19 shows the distribution of knowledge transfer recommendations across the DFSV reforms by lead stakeholder. QPS are observed as holding the largest delivery of knowledge transfer recommendations, and having completed the most recommendations, followed by DJAG.

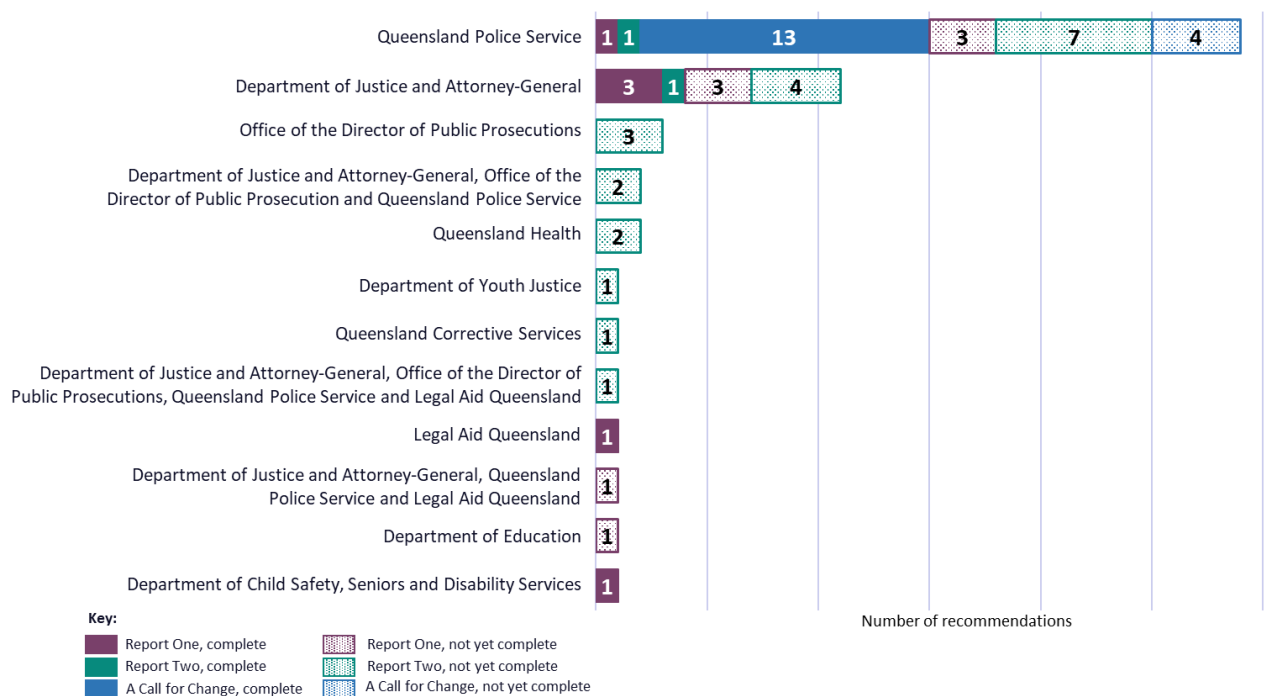
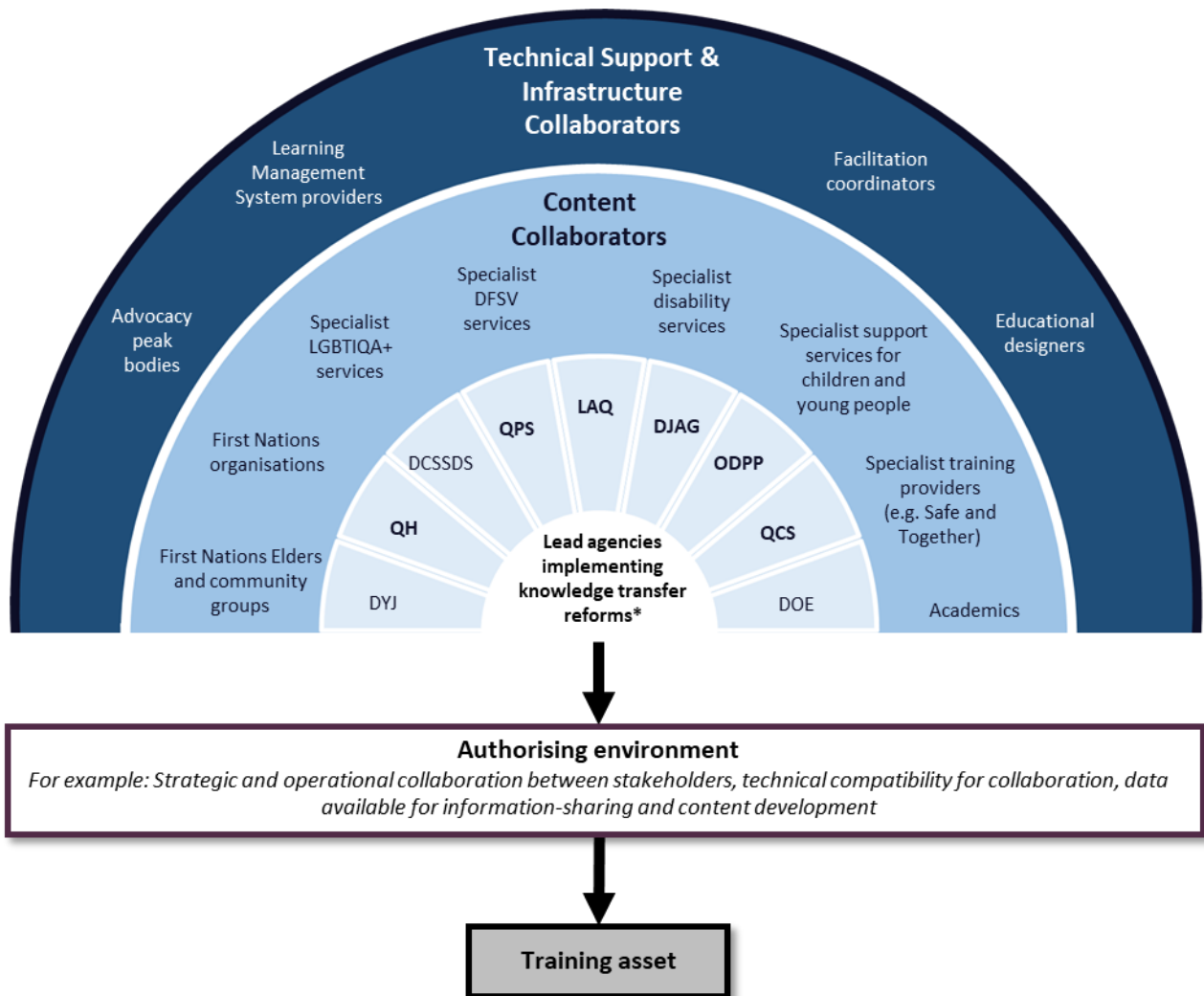


Figure 19: Knowledge transfer recommendations by lead stakeholder/s.

It is noted that a count by number of knowledge transfer recommendations by lead agency visualises effort and experience in the implementation process of knowledge transfer, and does not necessarily reflect factors such as the size, complexity, depth, or relative importance of a particular knowledge transfer.



To aid stakeholders in visualising the implementation progress to date in this part of the system, Figure 20 shows the lead stakeholders for all identified knowledge transfer recommendations in the DFSV reforms. From consultation with the lead stakeholders who have knowledge transfer recommendations due in this reporting period, the DFSV Content Collaborators they have sourced are listed; along with the technical support and infrastructure collaborators they have relied upon during their processes.



\* Lead agencies with a knowledge transfer recommendation due in this reporting period are bolded.

Figure 20: Knowledge transfer ecosystem for education and training in DFSV system.

The consistency of knowledge transfer through education and training is provided by the *Domestic and Family Violence Training and Change Management Framework*<sup>60</sup> released in November 2023. This framework provides stakeholders and sector service providers with guidance, supportive tools, elements suggested to develop DFV training, and a foundational consistency across the DFSV sector.

<sup>60</sup> Queensland Government. (2023). *Domestic and Family Violence Training and Change Management Framework*, Available from: <https://www.publications.qld.gov.au/dataset/dfv-training-change-framework/resource/5b008641-88fc-4f17-af46-585fdfeb0f67>

In consultations some stakeholders are implementing this framework with work underway to review and amend existing training, and build new training with the framework in mind.

The implementation timeline for recommendations relating to knowledge transfer is shown in Figure 21.

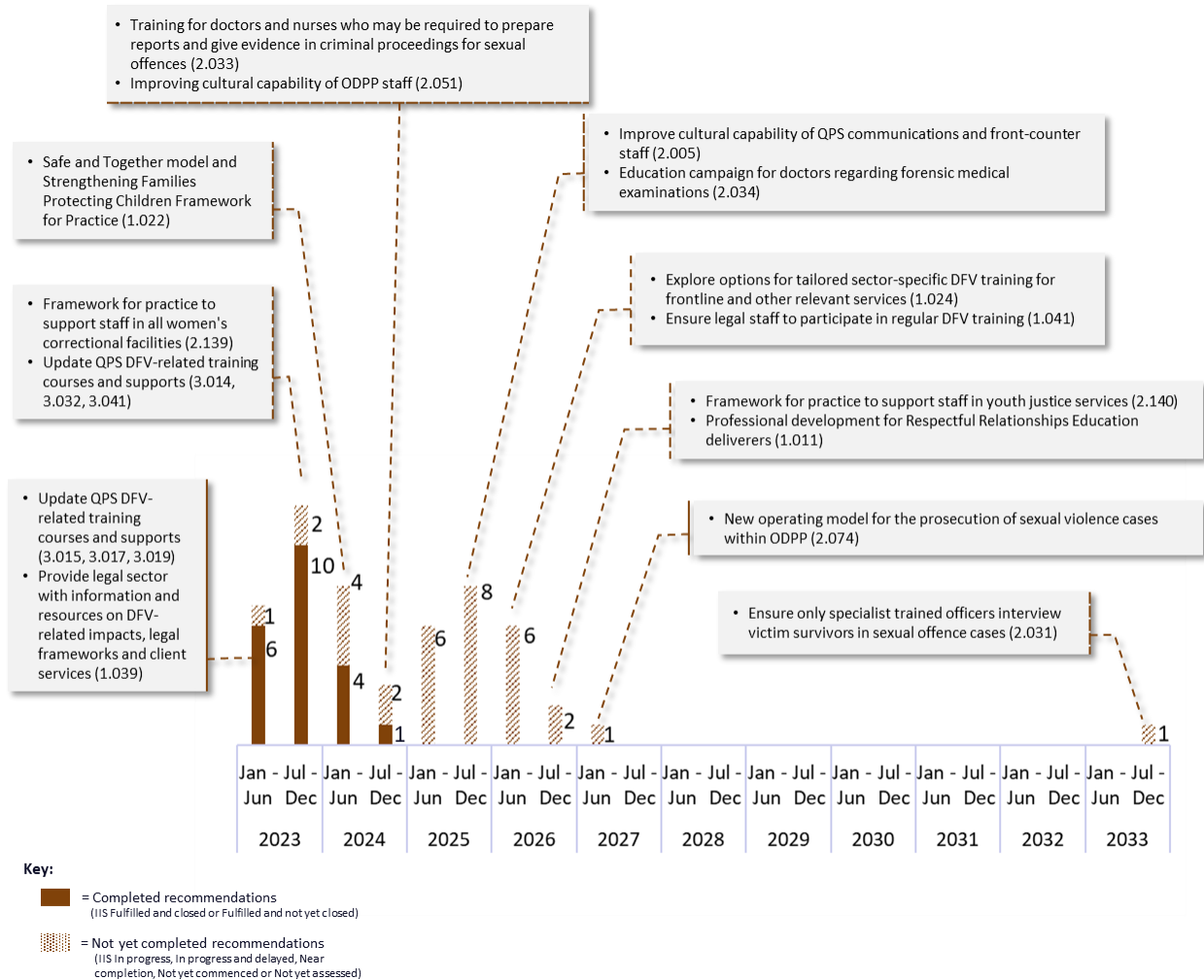


Figure 21: Implementation of knowledge transfer recommendations across the reform program.

Opportunities remain for stakeholders to connect, share materials, and leverage learnings during the reform implementation and beyond as a standard approach to knowledge transfer.

To progress awareness of knowledge transfer implementation in the interim, the OIIS consulted with QPS; Queensland Health; legal bodies – Legal Aid Queensland (LAQ), Queensland Indigenous Family Violence Legal Service (QIFVLS), ODPP, QLS, the Bar Association of Queensland (BAQ); and the judiciary – Magistrates Court and District Court divisions of Queensland.

Each stakeholder provides a unique and valuable source of knowledge to contribute towards improvements in implementation progress. While there are specific needs and responsibilities within each stakeholder organisation in terms of education and training relating to their operational purpose, it is vital for the operation of the system that the needs and responsibilities are clearly understood throughout the DFSV system by all stakeholders.



There are clear opportunities for further sharing, collaboration, and coordination of training and education to build effective capability and capacity to assist stakeholders and produce a more efficient and effective DFSV system.

## **QPS**

The QPS has completed a significant amount of knowledge transfers through education and training provision in the DFSV reform program to date, due to the shorter delivery timeframes required by *A Call for Change*. These education and training efforts include the key topics in the DFSV reform program including cultural capability, specialist DFV training, using trauma-informed approaches, and understanding coercive control.

From consultations, examination of a range of course materials, and participant observations of education and training deliveries, the potential for knowledge transfer in education and training learnings from the QPS is considerable. Design and delivery have used a wide range of best practice approaches for learner engagement in face-to-face, mixed mode and online content delivery.

QPS training requires large scale effort to service over 17,000 employees geographically dispersed across Queensland,<sup>61</sup> and challenges around these aspects are being addressed in whole and part for issues within the control and responsibility of the stakeholder.

The QPS utilise Ignite as their Learning Management System (LMS) to host training courses accessible on QPS computers. The system is capable of tracking participant progress and completion of training modules.

## **Queensland Health**

From consultations, examination of materials and participant observations of the FMEK training to medical staff, an extensive database of online modules, face-to-face and mixed mode delivery options exist on topics of relevance to DFSV reforms. Queensland Health utilise iLearn as their LMS to host training courses. This LMS functionality is accessible in the workplace or remotely, and available for staff and non-Queensland Health participants. The system is capable of tracking participant progress and completion of training modules.

In consultations, stakeholders discussed some joint knowledge sharing occurring in the system in education and training; for example, between Queensland Health, ODPP and QPS in delivering training to aid expert forensic witnesses in court preparations and processes arising from sexual assault cases.

## **DJAG**

Several training implementations have commenced in this reporting period led by DJAG that are relevant to DFSV legal education and training. The *Domestic and Family Violence Training and Change Management Framework* was released to guide DFSV stakeholders and sector support service providers in developing education and training materials with foundational core knowledge.<sup>62</sup>

Two foundational online training modules on coercive control modules have been released. These modules are available state-wide to government agencies, NGOs and community groups. Module 1 focuses on the nature and types of behaviours, identifying patterns of behaviours, and impact on

<sup>61</sup> <https://www.police.qld.gov.au/organisational-structure>

<sup>62</sup> <https://www.publications.qld.gov.au/ckan-publications-attachments-prod/resources/5b008641-88fc-4f17-af46-585fdfeb0f67/dfv-training-change-management-framework.pdf?ETag=cc3c7a1983ae44fa5905ad2f12ba033c>

victim-survivors of coercive control. Module 2 overviews the legislative changes and criminal justice system and consequences for persons using violence. Both modules are available through the QCDFVR.<sup>63</sup>

QCOSS was appointed as the interim DFV sector advocate and is overseeing the development of an independent standalone peak body. An additional \$34.6 million funding package announced in April 2024, was proposed to produce DFV training modules in a state-wide Training Support and Coordination Service (TSCS) to assist NGOs in providing consistent responses across the state.<sup>64</sup>

The IIS has been advised the TSCS is currently undergoing investment and commissioning processes for procurement, and awaits further development, providing an opportunity to reflect on alignment of training provision across the system and ensure funding is used most effectively into the future.

### **Legal stakeholders**

Education and training for DFSV reforms are in different stages of development across the legal stakeholders.

QLS and BAQ funding is driven by professional memberships and the supply of user-pays education and training courses and accreditations. The volume of education and training required across the profession through the DFSV reform program, and through other areas of legislative change across their areas of service provision and practice areas, has reached the capacity of their capabilities.

Currently QLS members complete 10 CPD points per year, with family violence and safety being one of the topics available for member selection. Members self-assess if they met the requirements for a particular training area. QLS offers specialist accreditation consisting of written and oral assessment pieces. Questions within this accreditation can cover a wide range of topics and include scenarios including coercive control scenarios. QLS expressed a need for a wholistic approach to collaboration and coordination of legal training across police prosecutions, DPP, and courts.

BAQ requires barristers complete 10 CPD points annually. Half of all CPD points require attendance at face-to-face delivery sessions. BAQ already partners with DPP for some training, but do not engage significantly with third parties. The judiciary are welcome to attend BAQ training conferences.

LAQ has been proactive in addressing DFSV legal education and training for DFSV reforms. LAQ is Queensland Government funded to undertake state criminal and civil law matters and supplemented with client contributions and interest from on LAQ funds.<sup>65</sup> LAQ provides state-wide training for duty lawyers handling DFV cases. LAQ supply unfunded legal training for coercive control for inhouse staff and where possible preferred suppliers for case work. Completion of training is on an honour system by participants. The preferred approach to training implementation is to include any DFSV training requirements for duty lawyers as free CPD points with voluntary completion.

QIFVLS are working with QPS and are synchronising the five-day specialist DFV training modules. The feedback has been extremely positive in providing a better understanding of that part of the system for police and for clients. QIFVLS expressed First Nations peoples' preference for face-to-face training and emphasised the use of accessible language in training materials. QIFVLS training

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<sup>63</sup> <https://noviolence.org.au/learn/>

<sup>64</sup> <https://statements.qld.gov.au/statements/100107>

<sup>65</sup> <https://www.legalaid.qld.gov.au/About-us/Our-organisation/Legal-Aid-Queensland>

preference is for the supply of core modules that could then be tailored internally to suit their needs.

### Courts and Judiciary

In consultations there was widespread support from stakeholders for the Specialist Domestic Violence Magistrates Court,<sup>66</sup> and its ability to be a best practice model for courts generally. Stakeholders supported this model due to its ability to improve wrap around service responses for victim-survivors and persons using violence, in addition to supplying coordinated multi-stakeholder training to organisations, supporting service integration and aiding implementation efforts.

Magistrates' coverage of DFV content runs from initial induction to annual compulsory state conferences underpinned by the National Judicial College of Australia's National Curriculum to include voluntary DFV presentations on legislative updates, practical issues in hearings of DFV applications, and summary proceedings for DFV offences. Conferences are in person and contain a range of engaged learning methodologies. In 2024 the conference DFV sessions included presentations on DFV and coercive control case studies and an extensive and highly experienced interactive panel from across the DFSV system in discussions on the various roles involved in dealing with an application for a Domestic Violence Order (DVO).

The role of a Magistrate is extremely broad. For personal well-being due to the nature of the DFV case content, Magistrates are rotated for time limited periods into specialist courts. Magistrates encounter a large volume of legislative and practice change, and education and training demands are high across all areas of criminal and civil law. Over time many jurisdictions have taken alternative approaches to coordination and support for the role of Magistrates.

The Judicial Commission of NSW has been in place since 1986,<sup>67</sup> and takes a holistic approach to supporting judicial function in that it coordinates and provides continuing education and training for the judiciary, focusing on consistency in decision-making, high performance standards, up to date legal advancements, instilling contemporary community values and administering complaints investigation and management processes against the judiciary.<sup>68</sup> This Commission conducts sentencing research and shares knowledge with the public through the provision of bench books, legal databases, educational videos, and e-newsletters on legal developments.

Victoria and the Northern Territory have Judicial Commissions. Their aim is to increase community trust and confidence in the legal system by providing transparency and support for professional standards and processes of judicial conduct in complaints management. Similarly, on 10 September 2024 the Tasmanian Government introduced the Judicial Commission Bill 2024.<sup>69</sup> This bill outlines transparency of processes for complaints handling against the judiciary.

In Western Australia, the Law Reform Commission of Western Australia is currently reviewing the position in consideration of a Judicial Commission.<sup>70</sup> Nationally a federal judicial commission is under consideration, with acknowledgement that any scope, design, or model '*must respect the independence of the courts and judiciary in accordance with the Constitution*'.<sup>71</sup>

<sup>66</sup> <https://www.courts.qld.gov.au/courts/domestic-and-family-violence-court>

<sup>67</sup> <https://legislation.nsw.gov.au/view/whole/html/inforce/current/act-1986-100>

<sup>68</sup> <https://www.judcom.nsw.gov.au/>

<sup>69</sup> <https://www.parliament.tas.gov.au/bills/bills2024/justice-miscellaneous-commission-of-inquiry-bill-2024-26-of-2024>

<sup>70</sup> <https://www8.austlii.edu.au/au/other/walrc/2013/1.pdf>

<sup>71</sup> [https://consultations.ag.gov.au/legal-system/federal-judicial-commission/supporting\\_documents/discussionpaper.pdf](https://consultations.ag.gov.au/legal-system/federal-judicial-commission/supporting_documents/discussionpaper.pdf)



The Queensland Government ‘supported in principle’ the introduction of legislation to establish an independent Queensland Judicial Commission in response to Recommendation 3 *Report One*, and related recommendations 68 and 119 of *Report Two*, calling for judicial officers to engage in professional development that relates to gendered issues and trauma-informed approaches to improve the experience of women and girls in the criminal justice system.

It has been recognised that as with other jurisdictions, Queensland would benefit from a Judicial Commission. To date, work has occurred to consult on a preferred model and a final decision as to whether a Judicial Commission will be established in Queensland has not been released. Completion of this implementation would enhance consistency for victim-survivors and persons using violence across the DFV system and deliver on key findings of the WSJT, particularly that the nature and extent of training of judicial officers in Queensland should be transparent and publicly available and judicial officers should receive ongoing education about DFV recognising the areas they work in and ensure they remain physically and mentally well.

### ***Why is improving knowledge transfer important for victim-survivors?***

Across *Report One*, *Report Two* and *A Call for Change* victim-survivors provided their lived experience of the DFSV system stating the responses from service providers were as traumatising as the domestic and sexual abuse they endured.

Research has consistently demonstrated that having services that are effective, involve stakeholders who work together using integrated approaches, and use collaborative practices, reduces the additional harm caused to victim-survivors seeking help and increases the likelihood of seeking support in the future.<sup>72</sup>

As the system moves to rebalance prevention and early intervention, the importance of knowledge transfer through education and training presents a real opportunity to break the cycle of DFSV and address intergenerational change to create a safer community for Queensland.

The Queensland Government acknowledges education and training within the DFSV reform program is a long-term ongoing journey for stakeholders, service providers, and the community.

Significant funds have been allocated to areas of DFSV sector training and education. Opportunities exist in maximising the use and alignment of resources efficiently into the future.

Queensland would benefit from a Judicial Commission to enhance consistency of legal education and training in the DFSV sector. The IIS awaits implementation progress for ongoing work to develop a suitable model for a Judicial Commission for Queensland.

<sup>72</sup>Australia’s National Research Organisation for Women’s Safety. (2020). "Working across sectors to meet the needs of clients experiencing domestic and family violence " ANROWS Insights 05/2020.

## 5 SYSTEM INSIGHTS

Monitoring, reviewing, and reporting implementation progress, allows for early action to shape services and responses to women and children from a range of cohorts across the complex and geographically dispersed DFSV system.

In the Fourth Progress Report the IIS emphasised the importance of stakeholders working together to achieve systemic outcomes to improve the implementation of recommendations. The common themes identified from consultations were presented as the '4C's' - collaboration, coverage, consistency and communication, to underscore ongoing implementation effort. It was noted the themes are essential to building trust within the DFSV system.

In this reporting period, insights are gained through collectively analysing the progress of individual recommendations, and the consultation and inquiries in conducting adequacy assessments for Recommendation 49 of *A Call for Change* - QPS First Nations cultural capability training, and Recommendation 36 of *Report Two* - updated FMEKs, themes arising from the deep dives on lifecycles using the example of FMEKs, and the knowledge transfer example on education and training within the DFSV system.

To assess implementation progress, consultations were held with DFSV service providers from metropolitan, rural, regional, and remote areas across Queensland. This reporting period presented the commencement of consultations considering intersectionality of First Nations communities and remoteness, with the OIIS travelling to the Torres Strait.

The Torres Strait was selected as a location to test implementation progress as geographically it poses one of the most extreme set of challenges in the DFSV service system. Covering an area of 48,000km<sup>2</sup> between the Cape York Peninsula and western province of Papua New Guinea, the Torres Strait comprises 133 islands with 38 of those inhabited. Governance is through three separate authorities covering the five major island clusters.<sup>73</sup> The population at 2021 census was 4124 people with approximately even numbers of males and females.<sup>74</sup> The Torres Strait population speak one of three main languages Kala Lagaw in the western islands, Meriam Mir in the eastern islands and Yumplatok across the Torres Strait and part of Cape York Peninsula.<sup>75</sup>

Together the insights from the current and previous reporting periods allow reflection on the progress of the '4C's' - collaboration, coverage, consistency, communication to improve the implementation of recommendations and strengthen the DFSV system.

### Collaboration

In the Fourth Progress Report the IIS identified the early stages of collaboration occurring between stakeholders in the system in forming connections, building professional relationships, and commencing new structured service provision including the HRT and multi-agency responses. The insights from this report emphasised the need for further development of collaboration through the inclusion of the right organisations and people for improved decision-making and increasing the clarity of purpose and roles within the DFSV system through the drafting of process documentation (for example, information referral pathways and organisational structures) to allow consensus to be reached on workflows and procedures to progress joint tasks. Co-design is critical for effective

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<sup>73</sup> <https://www.torres.qld.gov.au/council/about-the-shire/about-the-torres-strait>

<sup>74</sup> <https://abs.gov.au/census/find-census-data/quickstats/2021/315011402>

<sup>75</sup> <https://aiatsis.gov.au/explore/languages-alive>





collaboration as it allows for unique and lived perspectives to be included and involves greater participation in key decision-making.

In this reporting period an elevated concept of collaboration is highlighted to aid in the movement of stakeholders as DFSV system stewards.

***Aligning responsibility, control, and action*** – The FMEK deep dive presents opportunities to gain efficiencies through a detailed mapping of the key points in lifecycles to identify differences in the alignment of responsibility, control, and action, across stakeholders involved in a chain of events within the system. Similarly, the deep dive on knowledge transfer presents opportunities to create efficiencies through creating and sharing education and training resources with and between stakeholders.

In effective and efficient systems, responsibility, control, and often action is aligned, and sits with a particular stakeholder for that event, particularly when there is not an oversight entity shepherding the overall system or function. Without careful collaborative process design, and/or with an eye to end-to-end system oversight, barriers to efficiency are likely at each stakeholder interface which adversely impacts the experience of victim-survivors within the system.

***Promising approaches to leveraging training*** – Implementation progress examples have been evidenced in elevated collaborations between stakeholders this reporting period. The most prominent of these being the implementation of cultural capability training from the QPS collaboration with First Nations communities under Recommendation 49 of *A Call for Change*.

As outlined in the deep dive on knowledge transfer through education and training, increased informal and formal collaborations are developing in some areas of education and training within the system. Information clarity, perceived role barriers, and attitudinal barriers were observed in training sessions and consultations in the legal and health sectors. Greater emphasis is needed on collaborative efforts in education and training provision, and in the understanding of upstream and downstream responsibilities of other stakeholders in the system.

There are further opportunities to strengthen collaborations to leverage knowledge transfer within the DFSV system through the creation of authorising environments for information sharing, and ensuring the connection of specialist staff at multiple levels within and between different stakeholder organisations.

The IIS will continue to monitor the progress of implementation of knowledge transfer related recommendations, particularly where multiple stakeholders are involved with the provision of service delivery for victim-survivors and women and girls in the criminal justice system.

## Coverage

Issues of state-wide workforce coverage and those of quality, functionality, and availability of service provision raised in the Fourth Progress Report remain, and this would not reasonably be expected to be resolved in a single six-month reporting period.

In previous progress reports, stakeholders emphasised the lack of services available for children and young people when exposed to DFV in their home environment, and for those engaged in relationships under the age of 18 years who are a victim-survivor or perpetrator of intimate partner violence. There is a gap raised in those consultations regarding the availability of crisis accommodation and longer-term housing options, interventions for persons using violence, mental health and substance abuse supports, and culturally appropriate and tailored services.

**Remote accessibility** – DFSV service coverage in the Torres Strait is particularly challenging through geographic distance, being ocean bound for transportation, and in DFSV service accessibility.

Logistically, many of the islands have relatively small populations, and do not have their own police station or in-residence service providers with most service providers being located on Thursday Island. Attending incidents for DFSV service providers involves significant transportation timeframes, and often culturally complex decisions on the removal of parties, and practicalities around the subsequent housing and return to the island of parties. To help address the initial incident timeframe gap and cultural capability, PLOs are available on some islands to provide situational incident advice to police while enroute. PLOs perform an essential role in bridging cultural divides, and can be placed in difficult positions due to family and community ties. It is noted PLOs are not equipped nor have available policing supports of QPS officer colleagues as they are not fully sworn officers.

Many islands are only accessible via boat or helicopter and are subject to the unpredictable weather in the region that can cause further delays in DFSV service provision. The helicopters and pilots utilised by the QPS for DFSV incident attendance and removal of victim-survivors and/or persons using violence sit with Queensland Health and availability according to medical priorities. Pilots are also subject to safety and well-being requirements restricting flight and maintenance time. The cost involved in the provision of services is considerable, and the government has announced two new emergency AW139 helicopters will be provided to the region.<sup>76</sup>

Further transparency for all stakeholders would be beneficial around decision mapping and workflows in DFSV service provision, and this is likely to improve communication, collaboration, and cultural awareness across other First Nations communities.

**Cultural capability** – Work remains underway in this reporting period in addressing capacity pressures on DFSV services and strengthening the DFSV service offerings available across rural, regional, and remote Queensland. In consultations stakeholders have stressed the importance of including cultural diversity in approaching DFSV interventions.

Consultations in the Torres Strait this reporting period provide examples of First Nations collaborations, including the specific roles and expectations based on the relationship and position within the family group that differ from mainstream community practices. Torres Strait approaches to DFV include ‘whole of family’ approaches in decision-making considerations at each step of the DFV response pathway.

To advance the DFSV system, there is an opportunity for decision makers to identify opportunities from other cultures to inform and improve ‘mainstream’ approaches to DFSV.

## Consistency

The Fourth Progress Report identified that consistency was required in the application of strategy, policy, guidelines, and decision-making within organisations. Workforce continuity was identified as a barrier impacting the quality of service provision to victim-survivors.

**Employee well-being** – Workforce attraction, retention, and stability have continued to be discussed in consultations with stakeholders. The IIS notes an increased awareness of the importance of employee well-being in the DFSV sector from specialist service providers from the QPS, Queensland Health, legal professional bodies, and judiciary. Awareness of employee well-being

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<sup>76</sup> <https://statements.qld.gov.au/statements/101205>



is essential to providing a safe and supportive trauma-informed workplace and minimising secondary trauma of employees dealing with DFSV cases.<sup>77</sup>

Emerging research shows organisational and operational inefficiencies have a greater impact on employee well-being in terms of burnout and overwhelm than trauma caused by attending critical incidents. Operational stress refers to the stress from doing the job itself, and includes achieving work-life balance, shift work fatigue, and the long-term impact of negative public comment. Organisational stress refers to leadership culture, styles and attitudes and procedural justice,<sup>78</sup> perceptions of staff shortages and red tape. A recent study surveyed 1763 Australian Police with a key finding being:

*'The impact of organisational stress was three times stronger and the relationship with operational stress was two and half times stronger. No direct relationship between trauma stress and burnout was found. It was fully explained by organizational and operational stress'.<sup>79</sup>*

Another recent study of 530 frontline and administrative first responders indicates well-being programs moderate the impact of trauma and stress, with greater benefits obtained through designing *supportive and positive team and organisational environments*.<sup>80</sup>

The emerging research is of great importance to DFSV system stakeholders as it demonstrates the factors impacting the ability to provide consistent and quality responses through workforce are largely within the control of the leadership of stakeholder organisations. As leadership has responsibility, control, and actionability to change workplace environments, it is possible to produce more favourable results for employee well-being addressing attraction and attrition of the DFSV workforce.

Research on the organisational impacts on employee well-being is a significant opportunity to provide guidance and support of implementation improvements for the DFSV system. It will be very interesting to see the results translated across studies in other areas of emergency and crisis responses for other stakeholders within the DFSV system, and the importance decision makers place on embedding the heart of the reforms and approaching the system as whole.

**Gaining trust and respect in community** – DFV service providers in the Torres Strait stressed the importance of culturally respectful DFV interventions. *'Nothing about us without us'* was repeatedly emphasised in consultations with DFV service providers. Consultations emphasised the involvement of the Community Justice Group as pivotal for any change in community attitudes and behaviours towards DFV and persons using violence.

Consistency in DFV service provision and trust in decision-making authorities was raised as a challenge by many service providers. An example of positive experience with the DFV legal system centered on Magistrates working alongside community, recognising the status of Elders when

<sup>77</sup> Centre, Monash Gender and Family Violence Prevention (2021). Best Practice Guidelines: Supporting the Wellbeing of Family Violence Workers During Times of Emergency and Crisis. Monash University. Online resource. <https://doi.org/10.26180/14605005.v1>. Available from: [https://bridges.monash.edu/articles/online\\_resource/Best\\_Practice\\_Guidelines\\_Supporting\\_the\\_Wellbeing\\_of\\_Family\\_Violence\\_Workers\\_During\\_Times\\_of\\_Emergency\\_and\\_Crisis/14605005?file=28042191](https://bridges.monash.edu/articles/online_resource/Best_Practice_Guidelines_Supporting_the_Wellbeing_of_Family_Violence_Workers_During_Times_of_Emergency_and_Crisis/14605005?file=28042191)

<sup>78</sup> Drew, J.M. & Chevroulet, C. (2024). Broken promises in policing: Understanding leadership, procedural justice and psychological health through the lens of psychological contract breach. *Policing: An International Journal*. <https://hdl.handle.net/10072/432437>

<sup>79</sup> Drew, J.M. & Williamson, H. (2024). Trauma, critical incidents, organizational and operational stressors: The relationship between harms and psychological outcomes for police. *Police Quarterly*. Available from: <https://journals.sagepub.com/doi/10.1177/10986111241275048>

<sup>80</sup> Hernandez Grande, A. et al. (2024) 'Managing the impact of workplace trauma for Australian first responders: Harmonizing policy and practice', *Public Money & Management*, pp. 1-10. doi: 10.1080/09540962.2024.2401942



hearing matters, and taking the time to engage with the community before and after duties was interpreted as a sign of valuing of relationships, community, and culture.

DFV stakeholders need to further consider the importance of cultural capability aspects when arranging logistics for DFV service provision, such as fly-in/fly-out court circuits with pressing timeframes, to allow sufficient time for consistency in service provision.

**Supporting remote workforces** – Attraction and retention of workforces in rural, region, and remote locations needs a carefully balanced approach to avoid unintended consequences on local communities when providing DFSV services.

For example, in the Torres Strait central hub of Thursday Island, land and housing resource availability is limited. The conditions on the provision of housing with employment needs careful consideration. Increasing services to meet community needs must take account for, and provide counteraction to, housing shortages and housing affordability. The inequity with filling local roles with local staff who are then ineligible for housing or housing support, particularly for NGOs, was raised in consultation as causing unwanted separation in the living arrangements of families.

Scarcity of housing results in increased rental prices, and in living situations where several large numbers of family members, and intergenerational members are unable to secure independent housing, and need to reside at the one location. Increased proximity in living arrangements has been raised as an aggravating factor for DFV and presents challenges in managing practical conditions for protection orders including residence and no contact clauses.

Without addressing these interrelated aspects of workforce incentivisation and local community impacts, the DFSV system service implementations are likely to be hampered.

## Communication

Improving communication in DFSV implementations provides the opportunity to enhance public confidence in the sector for DFSV victim-survivors. Effective communication enables individuals to tackle challenges with problem solving mindsets, teams to collaborate, organisations to act with consistency and transparency, and the community to understand the required changes in behavioural and attitudinal norms.

In the Fourth Progress Report consultations, opportunities were identified to support increased clarity, understanding and certainty in decision-making at all organisational levels to build trust within and between stakeholders, employees, collaborators and the community.

To address the collaboration, coverage, consistency and communication concerns identified this reporting period and continue positive progress of the reform implementations, stakeholders are urged to prioritise opportunities to address system functions, and then their role within it, to better relate to the upstream and downstream impacts of their decision-making.

**Refining cultural representation in communications** – Consultations in the Torres Strait have stressed the need to ‘see’ individuals and communities in the communication, education and training materials that reflect their community as essential to the success of campaigns and programs. There was a clear distinction made by Torres Strait DFSV service providers on the importance and relevance for locals of communication materials co-developed or previewed by individuals with Torres Strait heritage, with those from and living in the Torres Strait.

**Information sharing with remote communities** – Not all implementations need large scale or complex intervention. There are small yet effective changes observed and remediated this reporting period. It was raised in consultation that specialist service providers found it difficult to stay informed of changes within the DFSV system and spent valuable staff time searching to identify requirements, and then financial resources to try and print physical copies. There was an issue with the provision of implementation materials as many clients spoke languages other than English or did not have access to computers. This information has been relayed by the OIIS to the relevant recommendation lead DJAG, who have committed to send additional copies and recognised the opportunity to address similar issues likely for other remote First Nations communities.

## Visualising the system

The value of a shared vision for the DFSV system through having tools that enable stakeholders and decision makers to 'see' the system cannot be overemphasised.

In the Fourth Progress Report the OIIS created a GIS Mapping tool capable of providing insightful management dashboards for better decision-making for all stakeholders. The pilot mapping remains under consideration with several stakeholders. System structures and information flows were drafted to aid the Townsville HRT, and feedback is that these assets have proven valuable in improving communication and understanding of those operations.

**Reducing barriers with lifecycles** – In this reporting period the OIIS has presented the implementation of Recommendation 36 of *Report Two - FMEK* to demonstrate the value in mapping lifecycles as an example of end-to-end process to better understand and visualise the DFSV system. The adequacy assessment for this recommendation showed adherence, quality, and sustainability aspects of the kit itself within Queensland Health's operations. The deep dive demonstrated how the kit moves through its lifecycle within the wider DFSV system. By undertaking this lifecycle mapping, insights are gleaned to understand where barriers are blocking efficiencies in the system, particularly where they impact the experience of victim-survivors.

Ideas, information, and concepts presented in IIS progress reports are provided to lessen the DFSV reform overwhelm reported by stakeholders. Assets mapping (such as organisational structures, information flows, systems design and lifecycles etc.) are for use by stakeholders in continuing to improve their own implementation efforts.

A systems approach is needed to affect the DFSV reforms, time, and resources invested in setting solid early implementation foundations creating more effective and streamlined long term change.

**Progress transparency with web tools** – To enhance communication and collaboration for stakeholders, further transparency of the DFSV implementation progress this reporting period is being provided through the OIIS development of online searchable tables – an interactive web asset to aid in viewing the reform through various categories, see Figure 3 in section 1. For example, to review implementation progress on a particular topic area or target group.

**Making service networks visible** – Previous progress reports have emphasised the importance of a shared vision for stakeholders in effectively communicating, collaborating, and efficiently accessing and using available resources.

A common issue concerning shared vision was raised in this reporting period in consultations with DFSV service providers in the Torres Strait. Stakeholders expressed there was difficulty in knowing what DFSV services including prevention, persons using violence programs and sexual assault





services are available, who runs those services, how to access those services and whether they were connected in any way to identify staffing pools and any service gaps and unintended overlaps.

Follow up inquiries showed no service mapping is currently publicly available, although GIS spatial mapping does exist for environmental research throughout the region, to provide an implementation improvement pathway for decision makers with further local consultation on participation.

***Sourcing cultural approaches to improve the mainstream system*** – The insights gained emphasise the importance of promoting a systems approach, to encourage stakeholders to see themselves as Systems Stewards. Efforts to make the system visible to enable better and shared understanding and decision-making for long-term performance and responsible management practices across all levels of government.

Synergy in the approach to the structural design in systems is important. The IIS notes the system approach is aligned with the trauma-informed practice which emphasises many of the '4C's and their part in underpinning trust in relationships. Alignment was observed in the First Nations 'Look to the Stars' artwork and audio explanation of the mindset and journey being undertaken demonstrating a systems approach, underpinned by building relationships and trust, providing aspects for further connection and learning between mainstream approaches to strengthening the DFSV system.



## 6 CONCLUSION

In Queensland, the WSJT and the COIDFV identified systemic and structural issues that must be addressed if public confidence in the delivery of justice is to be restored. Significant legislative changes are now well progressed and the real work in implementing these changes on the ground has commenced to support vulnerable women and children experiencing violence.

Upon reviewing reform implementation progress across *Report One*, *Report Two* and *A Call for Change*, I support a reprioritisation and consolidation of key deliverables. Taking this approach will enable the DFSV system to reposition and effectively absorb the implementation changes ahead. A re-prioritisation must not lose sight of the objectives of the WSJT, leverage the valuable work to date, and include a strategic sequencing of reforms.

The DFSV implementation progress priorities must comprise:

- **Breaking cycles of violence** – to reach the goal of ending DFSV our efforts to rebalance focus from crisis intervention toward prevention and early intervention measures focusing on developing respectful relationships and parenting.
- **Focusing on our most vulnerable** – prioritising intersectional support for marginalised target groups including women with disabilities, older women, refugee and migrant women, socially and economically disadvantaged women, women with mental health and substance dependency, women with low levels of education and/or literacy, women from LGBTIQ+, rural, regional and remote communities, First Nations communities, and women and girls in prison.
- **Providing interventions for persons using violence** – programs to address violent behaviour, to change attitudes and address drivers of violence, such as substance abuse, histories of trauma and mental health are under-resourced, requiring immediate capacity and capability uplift.

The DFSV implementation progress priorities need:

- **A supported workforce** – a consistent, stable and trauma-informed workforce is critical to minimise burnout and stress from organisational and systemic factors, secondary trauma of employees dealing with DFSV cases, and retraumatisation of the many sector employees with lived experience.
- **An understanding of what works** – from service model selection to remote worker incentivisation, reform progress success hinges on creating a shared vision across the system, supported by quality data collection, storage, accessibility, appropriate measures of success, and accountability through regular, transparent reporting.
- **System stewardship** – strengthening the DFSV system through stakeholder implementations that are guided by collaboration, consistency, coverage and communication, to provide cohesive seamless trauma-informed responses and restore public, sector, and victim-survivor's trust.

I thank those involved for their time, effort and expertise in this reporting period. I trust the insights provided will positively progress implementation moving forward to benefit victim-survivors.



## GLOSSARY

Adequacy assessment	An implementation inquiry to assess systemic fidelity through satisfactory or acceptable adherence, quality, and sustainability applied to tangible onground reforms.
Adherence	The extent to which the implementation follows the requirements of the Government Response.
Appropriateness	The perceived level of relevance, suitability, compatibility, usefulness, or practicality of an implementation by organisational stakeholders.
Co-design	A collaborative process involving multiple stakeholders, including those with lived experience, in the creation of products, services, systems, or policy that is more relevant, purposeful and effective for users and participants.
Coercive control	A pattern of abusive behaviours over time, which can be physical and/or non-physical, that hurt, humiliate, isolate, frighten, or threaten another person to control or dominate them.
Collaboration	The act of working together with other people or organisations to create or achieve something.
Communication	A written, verbal, or electronic information exchange between individuals and organisations through a common system of symbols, signs, or behaviour as a technique for expressing ideas effectively, including a connection between parts of a whole.
Consistency	Acting or doing the same way over time, especially to be fair or accurate in an argument or set of ideas that do not contain any logical contributions.
Crisis response	Interventions that support victim-survivors of violence against women, and hold perpetrators to account, to prevent the reoccurrence of violence.
Early intervention	Interventions that aim to change the trajectory for individuals at higher risk of perpetrating or experience violence.
First Nations	The term First Nations recognises Aboriginal peoples and Torres Strait Islander peoples as the sovereign peoples of Australia. It recognises various language groups as separate and unique sovereign nations.
Framework	A framework uses overviews, outlines, and plans to provide a way of categorising concepts, constructs, variables, or their relationships, to offer guidance and provide consistency in applications of the worldview.
Information sharing	Information sharing refers to the collection, use and disclosure of personal information either within an organisation or between organisations.
Intersectionality	The complex, cumulative way in which the effects of multiple forms of discrimination such as racism, sexism, and classism can combine, overlap, or intersect especially in the experiences of marginalised individuals or groups.
Knowledge transfer	Knowledge transfer is the sharing of information on theories, concepts, ideas, experience, and practical skills across different areas of an organisation and/or between organisations.
Lifecycle	The end-to-end process of implementing an intervention, product or program, including all activities, stakeholders, and information involved in each phase.
Model	A model operationalises a theory through describing the relationships between a set of variables and is used to explain, describe, and predict how the worldview works.



Practice change	Changes to the direct and tangible delivery of a support or service to end users, for example a new High Risk Team, new victim advocate service and upgraded safe spaces in police stations
Primary prevention	Strategies and interventions aimed to prevent violence before it occurs by addressing the underlying factors that contribute to violence, such as societal norms, gender inequalities, and cultural attitudes.
Program Fidelity	The extent to which an implementation has been delivered as intended through specific adherence to the specific task, and/or when considered holistically within a system – synonymous with integrity.
Quality	The degree to which the implementation satisfied specific requirements, including being targeted towards a desired end state, being unambiguous, is implemented with skill, is committed to set goals, is actively supported by constituency groups, and is not in conflict with other requirements.
Recovery and healing	Interventions that support rehabilitation and healing for victim-survivors to prevent the cycle of abuse and support long-term safety, health, well-being, and resilience.
Requirement	A necessary condition that may be compulsorily requested such as the development of legislation, policy, guidelines, or procedures.
Sustainability	The extent to which an implementation can be maintained or institutionalised within an organisation's stable operations.
Stewardship	A relational approach to engaging with service delivery partners and thinking beyond efficiency and effectiveness towards the common good.
Systems thinking	A way of thinking that shifts the focus from looking at isolated components of a program or policy to the broader set of characteristics, relationships, structures, interrelated processes, and feedback loops that define the components' collective operation.
System-wide change	Changes to the overarching structures and systems that define and outline the way sectors, services and people operate, for example legislation, governance mechanisms, and plans, strategies, and framework documents.





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## APPENDIX 1: Scope of the IIS Fifth Progress Report

The following recommendations are in scope for the current reporting period of 1 April 2024 to 30 September 2024. These recommendations are outlined in Table 4 and Table 5.

*Table 4: Recommendations due for completion in scope for the Fifth Progress Report.*

	Number of Recs	Specific recommendations in scope
<b>Recommendations due for completion between 1 April 2024 and 30 September 2024</b>		
WSJT Report One	6	6, 7, 8, 21, 43, 46
WSJT Report Two	42	1, 8, 18, 19, 20, 21, 39, 43, 44, 45, 56, 58, 59, 62, 69, 71, 76, 77, 81, 82, 84, 85, 86, 87, 88, 90, 106, 110, 113, 122, 126, 135, 143, 149, 154, 158, 160, 162, 173, 176, 177, 181
A Call for Change	24	4, 6, 7, 8, 9, 22, 23, 25, 26, 29, 31, 34, 37, 38, 45, 54, 56, 58, 61, 62, 67, 74, 75, 78
<b>Recommendations to be carried over from previous report</b>		
Fulfilled and not yet closed	7	WSJT Report One: 3, 22, 39 WSJT Report Two: 36, 137 A Call for Change: 24, 49
Near completion	5	WSJT Report One: 1, 36, 68 WSJT Report Two: 4, 180
In progress	10	WSJT Report One: 69 WSJT Report Two: 12, 94, 103, 132, 139, 156, 168, 174 A Call for Change: 11
In progress and delayed	7	WSJT Report One: 72 WSJT Report Two: 68, 105, 183 A Call for Change: 1, 46, 47
Not yet commenced	1	WSJT Report Two: 119
<b>Total number of recommendations in scope for completion</b>	<b>102</b>	

*Table 5: Recommendations with a significant milestone due in scope for the Fifth Progress Report.*

	Number of Recs	Specific recommendations in scope
<b>Significant milestones due for completion between 1 April 2024 and 30 September 2024</b>		
WSJT Report One	5	5, 16, 24, 41, 49
WSJT Report Two		
A Call for Change	2	10, 55
<b>Significant milestones to be carried over from previous report</b>		
In progress - delayed	12	WSJT Report One: 13, 14, 15, 19, 30 WSJT Report Two: 9, 10, 147, 150, 161, 170 A Call for Change: 30

## APPENDIX 2: Variation to scope for the IIS Fifth Progress Report

The recommendations in scope for the Fifth Progress Report varied slightly from the IIS' work plan due to updated timeframes for delivery for the lead agencies. The scope variation is outlined in Table 6 and Table 7.

*Table 6: Recommendations removed from the scope of the Fifth Progress Report.*

	Number of Recs	Specific recommendations in scope
<b>Recommendations removed from scope of the Fifth Progress Report</b>		
WSJT Report One	2	32*, 35*
WSJT Report Two	5	93**, 108**, 141**, 175**, 185**

\*These recommendations are carried over from the IIS Fourth Progress Report, as their final delivery date has now been changed and the IIS has accepted the changes, the recommendations are out of scope for the IIS Fifth Progress Report.

\*\*These recommendations were in-scope, but their final delivery date has changed and the IIS has accepted the changes, making the recommendations out of scope for the IIS Fifth Progress Report.

*Table 7: Recommendations added to the scope of the Fifth Progress Report.*

	Number of Recs	Specific recommendations in scope
<b>Recommendations removed to the scope of the Fifth Progress Report</b>		
WSJT Report One	5	74, 75, 76, 78, 79
WSJT Report Two	4	46, 99, 123, 134
A Call for Change	1	63





The IIS has accepted earlier closure reports for the above recommendations for inclusion in the scope of the IIS Fifth Progress Report.




## APPENDIX 3: Progress of individual recommendations due for completion

The following framework presents the IIS considerations on the progress of individual recommendations due for completion in this reporting period.

The recommendations are presented by report and provide a summary of progress made supporting the IIS recommendation status.

The status and progress criteria applied to each recommendation are:

Progress For all recommendations	
	<b>Not scheduled / not commenced</b> Not yet scheduled to have commenced / scheduled to be in progress but yet to commence
	<b>Starting</b> Any front-end planning in progress e.g., recruitment for project team; project planning, or recruitment activity (may not be applicable for every recommendation)
	<b>In progress</b> Delivery underway e.g., co-design process underway; consultation in train; strategy or framework under development; pilot underway
	<b>Near completion</b> Awaiting any final endorsements, evaluations, or closure activity (may not be applicable for every recommendation)
	<b>Complete</b> Recommendation deemed complete by the Government; final closure report signed off
	<b>On hold</b> Delivery on hold
	<b>Delayed</b> Recommendation is underway (starting, in progress, or near completion) but is behind schedule

Fulfillment For all recommendations	
	<b>Not fulfilled</b> Government Response not considered fulfilled by the OIIS
	<b>Fulfilled – not yet closed</b> Government Response considered fulfilled by the OIIS; further monitoring required
	<b>Fulfilled – closed</b> Government Response considered fulfilled by the OIIS; no further monitoring required

## Hear her voice – Report One – *Addressing Coercive control and domestic and family violence in Queensland*

### Recommendation 1



**The IIS considers this recommendation is fulfilled and closed.**

On 26 July 2024, the Queensland Government released the “*Better Justice Together: Queensland’s Aboriginal and Torres Strait Islander justice strategy 2024–2031*” (the Strategy), a co-designed, whole-of-government and community strategy to address the over-representation of First Nations peoples in the Queensland criminal justice system.

The Strategy outlines four focus areas:

- working together
- early intervention and prevention with local decision-making for safer communities and families
- doing justice differently for a better and fairer justice system
- address offending and reduce re-offending.

Three action plans will support the seven-year Strategy. These action plans will list actions, detail how change will be made, and who is responsible. The first action plan, “*Better Justice Together: Foundational action plan 2024–26*”, has a focus on partnership securing strong foundations for the Strategy.

The IIS considers this recommendation fulfilled and closed.

### Recommendation 3



**The IIS considers this recommendation is fulfilled and not yet closed.**

As highlighted in previous IIS Progress Reports, the Queensland Government has consulted with key stakeholders on the establishment of, and the preferred model for, an independent Queensland Judicial Commission.

The IIS continues to await a decision as to whether an independent Queensland Judicial Commission will be established and considers this recommendation not yet closed.

### Recommendation 6



**The IIS considers this recommendation is in progress.**

The Queensland Government supported this recommendation to review the Domestic and Family Violence Media Guide (the Guide) through consultation with key stakeholders including media outlets. The purpose of the revised Guide is to encourage trauma-informed journalism practices when reporting on DFV matters.

The Guide’s release has been rescheduled to coincide with the commencement of the coercive control legislation. This will ensure the Guide contains advice on any amendments to the *Criminal Law (Coercive Control and Affirmative Consent) and Other Legislation Amendment Act 2024* and the courts have processes in place to support any changes. It will also support latest advice for media on how they can work with the new laws for example, accessing transcripts in DFV proceedings.

The IIS considers this recommendation in progress.



## Recommendation 7



**The IIS considers this recommendation is in progress.**

Following the review of the Domestic and Family Violence Media Guide (the Guide) (Recommendation 6), the Queensland Government committed to advocate the Guide nationally to promote its use and consistency in media across reporting on DFV matters.

As outlined at Recommendation 6 above, the release of the revised Guide has been extended to coincide with the commencement of the coercive control legislation. As this recommendation is dependent on Recommendation 6, and to allow time to advocate nationally, delivery of Recommendation 7 has been extended to August 2025.

The IIS considers this recommendation is in progress.

## Recommendation 8



**The IIS considers this recommendation is in progress.**

The Queensland Government has engaged with a supplier to co-design a suite of tailored resources about coercive control and the changes to law. The development of the resources has been informed by, and aligns with, the best-practice approach outlined in the *Coercive Control Communication Framework 2024-2027*.

The co-design sessions have been completed and production has commenced. The suite of resources is planned to include videos, fact sheets, posters, social media tiles and accessible stories. Tailored messaging will be used for each audience group in addition to cultural artwork, which has been produced for this project. The resources are planned to be released later in 2024.

The IIS considers this recommendation is in progress.

## Recommendation 21



**The IIS considers this recommendation is fulfilled and closed.**

In 2022, the Queensland Government launched the revised CRASF as a whole-of-system risk assessment framework for recognising, assessing, and responding to all forms of DFV over time. It can be used by a range of stakeholders in various settings across the DFV service and justice systems and includes an assessment of the safety and risk of harm for victims, including children, as well as the risk of a perpetrator continuing to use violence.

Implementation and promotion of the revised CRASF has been supported by a series of training sessions and a suite of resources including webinars, guides, and factsheets for relevant stakeholders.

The Queensland Centre for Domestic and Family Violence Research (QCDFVR) continues to offer online training sessions and self-paced online training modules that are available for agencies and individuals.

The IIS considers this recommendation fulfilled and closed.



## Recommendation 22



**The IIS considers this recommendation is fulfilled and closed.**

As highlighted in the IIS previous report, the Department of Child Safety, Seniors and Disability Services (DCSSDS) since 2017, has adopted the *Safe and Together* model, which is a perpetrator and pattern-based approach to assessment, intervention and safety planning for children, young people, parents and families affected by domestic and family violence.

In September 2024, DCSSDS introduced the first phase of their online client management system, Unify with the second phase to commence later in 2024. The introduction of exposure to domestic and family violence as a new abuse type will support practitioners in assessing risk where there is domestic and family violence. It is expected to provide clearer data on the number of children in households where there is domestic and family violence who come to the attention of DCSSDS.

The IIS considers this recommendation fulfilled and closed.

## Recommendation 36



**The IIS considers this recommendation in progress and delayed.**

The IIS Fourth Progress Report established that the Queensland Police Service (QPS) was developing a victim-focused and trauma-informed complaint process that allows victim-survivors to make a complaint safely and confidentially against sworn and non-sworn QPS staff.

The complaint process was previously advised to be delivered by June 2024.

QPS has advised that further work is required to understand how First Nations cultural considerations can be incorporated into their disciplinary processes. Further, the advice and insights of the QPS First Nations Advisory Group will be sought in the progression of this recommendation.

The IIS considers this recommendation in progress and delayed.

## Recommendation 39



**The IIS considers this recommendation is fulfilled and not yet closed.**

The Queensland Government committed to assist the BAQ and the QLS to implement this recommendation by providing information and access to resources on domestic and family violence – related impacts, legal frameworks and client supports.

With the *Domestic and Family Violence training and Change Management Framework* (the Framework) announced by the Queensland Government on 13 April 2024, the Legal Professional Development Working Group is aligning its work and advice with the implementation of the Framework.

A new Training Support and Coordination Service (TSCS) will develop foundational modules and schedule training opportunities on coercive control and relevant legislative changes. Supporting the new training service, two foundational modules on coercive control are available on the QCDFVR website. The modules are available to government agencies, non-government organisations and legal practitioners.



From consultations with the legal profession and the members of the Legal Professional Development Working Group, information resources to support legal training are under development and in progress.

With work continuing to implement and embed the TSCS, and training resources for legal practitioners at varying stages, the IIS continues to consider this recommendation fulfilled and not yet closed. Further commentary on this recommendation and training more generally in relation to DFSV can be found at the deep dive in section 4.

### Recommendation 43



**The IIS considers this recommendation is fulfilled and closed.**

LAQ supported the development of the Domestic and Family Violence Training and Change Management Framework to inform future training (as per Recommendation 23, Report One).

LAQ continues to offer DFV training through Continuing Professional Development to all in-house staff, Community Legal Centre staff and preferred suppliers in criminal, family, and civil law. Specific trauma-informed training has also been provided to in-house staff in family law and civil law with extension of this training to some panels, mediators and arbitrators in 2023.

LAQ are currently exploring options to develop a system that can accurately track, record, and publish participation in the training.

As the training is available to all lawyers on the preferred supplier lists, the IIS considers this recommendation fulfilled and closed.

### Recommendation 46



**The IIS considers this recommendation is fulfilled and closed.**

On 16 May 2023, the Attorney-General wrote to the QLS in support of this recommendation. LAQ and the QLS have collaborated to coordinate a review of the Domestic and Family Violence Best Practice Framework, ensuring it is comprehensive, contemporary (reflective of legislative, practice and procedural changes recommended by the WSJT and fit for use across all parts of the legal profession.

The Framework has been promoted to relevant stakeholders. LAQ will continue to review, update the Framework as required and promote it through its preferred supplier list, duty lawyer networks, and the Community Legal Education networks across Queensland.

The IIS considers this recommendation is fulfilled and closed.

### Recommendation 68



**The IIS considers this recommendation is in progress.**

The Queensland Government has undertaken significant consultation with judicial stakeholders to explore options to continually review and revise DFV content in bench books within each Queensland court.

As discussed in the IIS Fourth Progress Report, work to review and revise the existing bench books is aligned with work to fully digitise the court and tribunal system through the Court and Tribunal Digitisation Project.





While this work is ongoing, there have been delays with the software needed to create a new digital platform for the DFV bench book. The software is expected to be delivered by June 2025.

As a result, the IIS considers this recommendation in progress.

## Recommendation 69



**The IIS considers this recommendation is in progress.**

As highlighted in the Third and Fourth Progress Reports, the Queensland Government has developed and reviewed a draft set of DFV Guidelines to reflect current legislation covering the prosecution of DFV. The ODPP aims to finalise the review of the Guidelines which supplement the Director's Guidelines (Recommendation 47, Report Two) by December 2024.

The Guidelines will be reviewed and implemented alongside anticipated legislative changes, particularly coercive control laws, commencing in mid-2025.

The IIS considers this recommendation is in progress.

## Recommendation 72



**The IIS considers this recommendation on-hold.**

Previous Progress Reports have highlighted that work was underway to invite the Legal Affairs and Safety Committee to review and investigate the operation of the *Dangerous Prisoners (Sexual Offenders) Act 2003* (Qld).

As the Queensland Government is yet to invite the Legal Affairs and Safety Committee to consider the review, the IIS considers this recommendation to be on-hold.

## Recommendation 74



**The IIS considers this recommendation in progress.**

The Queensland Government supported this recommendation committing to establish a new court-based domestic violence perpetrator diversion scheme.

On 11 October 2023, the Bill for the *Criminal Law (Coercive Control and Affirmative Consent) and Other Legislation Amendment Act 2024* was introduced to Parliament introducing amendments to establish a court-based domestic violence diversion scheme for adults. The scheme will allow a limited cohort of defendants charged with an offence of contravening a domestic violence order or police protection notice to be referred to participate in an approved diversion program or counselling.

The amendments will commence on 26 May 2025 and planning is underway to establish and operationalise the diversion scheme which will initially be rolled out to one site.

With work underway to establish the court-based diversion scheme, the IIS considers this recommendation in progress.



## Recommendation 75



**The IIS considers this recommendation fulfilled and closed.**

On 11 October 2023, the Bill for the *Criminal Law (Coercive Control and Affirmative Consent) and Other Legislation Amendment Act 2024* was introduced to Parliament, making amendments to the *Domestic and Family Violence Protection Act 2012* (Qld).

The amendment introduced a new offence to stop a person facilitating domestic abuse on behalf of a perpetrator against a person named as an aggrieved in a DVO, with a circumstance of aggravation if it is for reward. The amendments will commence on 26 May 2025.

The IIS considers this recommendation as fulfilled and closed.

## Recommendation 76



**The IIS considers this recommendation fulfilled and closed.**

On 11 October 2023, the Bill for the *Criminal Law (Coercive Control and Affirmative Consent) and Other Legislation Amendment Act 2024* was introduced to Parliament, making amendments to the *Domestic and Family Violence Protection Act 2012* (Qld).

The amendment requires a court making a DVO to impose an additional standard condition that the perpetrator must not counsel or procure someone else to engage in behaviour that if engaged in by the perpetrator would be domestic violence.

The amendments will commence on 26 May 2025.

The IIS considers this recommendation as fulfilled and closed.

## Recommendation 78



**The IIS considers this recommendation fulfilled and closed.**

On 11 October 2023, the Bill for the *Criminal Law (Coercive Control and Affirmative Consent) and Other Legislation Amendment Act 2024* was introduced to Parliament, making amendments to introduce new criminal offence of coercive control, which will carry a maximum penalty of 14 years imprisonment.

The amendments will commence on 26 May 2025.

The IIS considers this recommendation as fulfilled and closed.

## Recommendation 79



**The IIS considers this recommendation fulfilled and closed.**

On 11 October 2023, the Bill for the *Criminal Law (Coercive Control and Affirmative Consent) and Other Legislation Amendment Act 2024* was introduced to Parliament, making amendments to the *Penalties and Sentence Act 1992* (Qld).





The amendments provide for an explicit aggravating sentencing factor where the offender has committed a domestic violence offence in breach of a court order or where the offence exposed a child to domestic violence.

The amendments will commence on 26 May 2025.

The IIS considers this recommendation as fulfilled and closed.



## Hear her voice - Report Two – *Women and girls' experiences across the criminal justice system*

### Recommendation 1



**The IIS considers this recommendation is in progress.**

The Queensland Government has agreed to implement a primary prevention-focused community education campaign to improve awareness and understanding about sexual violence and consent.

DJAG has launched the “*Only 100% is consent*” community awareness campaign ahead of the affirmative consent laws that commenced from 23 September 2024 in Queensland.

Further work is underway to develop a communication strategy to develop and inform additional campaigns that improves community awareness and understanding about sexual violence and consent. The communication strategy is anticipated to be released by the end of 2024.

The IIS considers this recommendation is in progress.

### Recommendation 4



**The IIS considers this recommendation is fulfilled and closed.**

In response to this recommendation, the Queensland Government noted the development of a whole-of-government and community First Nations justice strategy as part of its response to Recommendation 1 of *Report One*. The government committed to explore community interest in local initiatives to support women and girls wishing to report sexual violence as part of the strategy, including in the context of broader initiatives to address the over-representation of First Nations peoples in the criminal justice system (either as victims or offenders).

As outlined in Recommendation 1, *Report One* previously, the Queensland Government has released the “*Better Justice Together: Queensland’s Aboriginal and Torres Strait Islander justice strategy 2024–2031*” (the Strategy). In support of the Strategy, the first action plan, “*Better Justice Together: Foundational action plan 2024–26*” has been released.

The plan includes actions to explore community interest in initiatives that support women and girls wishing to report sexual violence and explore opportunities for services currently delivered by government to community-controlled organisations.

Therefore, the IIS considers this recommendation fulfilled and closed.

### Recommendation 8



**The IIS considers this recommendation near completion.**

DJAG has engaged with various stakeholders to develop and implement a broad community awareness campaign to support community and service preparedness about the change to the Failure to Report offences. The community awareness campaign will establish baseline campaign measurement.

Campaign production is underway and is planned to target adults and include tailored messaging for First Nations peoples. As the campaign launch is planned to commence in late 2024, the IIS considers this recommendation to be near completion.



## Recommendation 12



**The IIS considers this recommendation in progress and delayed.**

The Queensland Government committed to work with the Federal Government to address the digital divide for all Queenslanders by promoting access, affordability and ability, including supporting the implementation of accessible, affordable digital inclusion initiatives targeted at vulnerable cohorts.

The IIS Fourth Progress Report highlighted that the Queensland Government was working with and co-investing with the Federal Government to improve digital connectivity across regional and remote communities and work was underway to finalise planning for digital infrastructure and inclusion in Queensland.

A draft Queensland Digital Infrastructure Plan and a Digital Inclusion Strategic Plan are awaiting government consideration.

As work remains underway, the IIS considers this recommendation in progress and delayed.

## Recommendation 18



**The IIS considers this recommendation is fulfilled and closed.**

The Queensland Government committed to establish a Victims' Commissioner to promote and protect the needs of victims and determine the most appropriate victim's commission model for Queensland.

On 28 June 2024, the Queensland Government announced the appointment of Ms Rebecca O'Connor as Queensland's first Victims' Commissioner commencing her five-year term in July 2024. The *Victims' Commissioner and Sexual Violence Review Board Act 2024* (Qld), establishes the functions and powers of the independent Victims' Commissioner to promote and protect the needs of victims.

The IIS considers this recommendation fulfilled and closed.

## Recommendation 19



**The IIS considers this recommendation is fulfilled and closed.**

The Attorney-General agreed to write to the Victims' Commissioner, once established in support of a review of the Charter of Victims' Rights in the *Victims of Crime Assistance Act 2009* (Qld), including consideration of whether more rights should be recognised or if existing rights should be expanded.

On 2 September 2024, the Victims' Commissioner launched a review of the Charter of Victims' Rights. The review will consider whether the rights of crime victims are fit for purpose and whether additional rights should be recognised or if existing rights should be expanded.

As the review has commenced, the IIS considers this recommendation fulfilled and closed.



## Recommendation 20



**The IIS considers this recommendation is in progress.**

The Queensland Government has appointed an external stakeholder to conduct the statutory review of the *Human Rights Act 2019* (the Act). The terms of reference for the review include whether the recognition of victims' rights under the Charter of Victims' rights in the *Victims of Crime Assistance Act 2009* should be incorporated into the Act. The review is expected to be concluded by late 2024.

As the review is underway, the IIS considers this recommendation in progress.

## Recommendation 21



**The IIS considers this recommendation is fulfilled and closed.**

The *Victims' Commissioner and Sexual Violence Review Board Act 2024* (Qld) was passed on 4 July 2024 and requires all Queensland Government agencies to report the number of Charter of Victim's Rights complaints received and how they are dealt with in their annual reports from 2023-24.

Relevant sections of the *Victims' Commissioner and Sexual Violence Review Board Act 2024* (Qld) commenced on 2 September 2024 and the IIS considers this recommendation fulfilled and closed.

## Recommendation 36



**The IIS considers this recommendation is fulfilled and closed.**

Queensland Health reviewed existing forensic medical examination evidence including the Sexual Assault Investigation Kit and Just-in Case Kit which resulted in the development of four new forensic evidence collection kits:

- Contamination Reduction Kit
- Forensic Medical Examination Kit
- Toxicology Kit
- Clothing Collection Kit.

Two of the new kits have been benchmarked against NSW and Victoria. Further, the Toxicology Kit was designed in consultation with NSW and Victoria to ensure it is of consistent quality. Of note, as Queensland is the first jurisdiction to implement the Clothing Collection Kit, benchmarking was not possible.

Training of the new kits has been provided to HHS staff across the state. The IIS considers this recommendation fulfilled and closed.

For further information on the implementation of this recommendation, refer to the adequacy assessment and deep dive completed by the IIS in section 3 and section 4.

## Recommendation 39



**The IIS considers this recommendation in progress and delayed.**

The Queensland Government supported in principle the consideration of the implementation of a memorandum of understanding and service level agreement between Queensland Health, FSQ and the QPS including governance, role and responsibility and protocols for the timely and accurate sharing of information following the finalisation of the Commission of Inquiry into Forensic DNA Testing in Queensland.



The memorandum of understanding has been re-negotiated. The IIS is informed that the development of a service level agreement is not practical at this stage due to significant delays in DNA testing. FSQ and QPS are continuing to work together to develop strategies to manage the delays.

The IIS considers this recommendation in progress and delayed.

### Recommendation 43



**The IIS considers this recommendation is fulfilled and closed.**

The Queensland Government supported progressing amendments to legislate an affirmative model of consent and working with stakeholders to ensure the model operates fairly, justly and consistently with community values.

The *Criminal Law (Coercive Control and Affirmative Consent) and Other Legislation Amendment Act 2024* was passed on 6 March 2024 to introduce an affirmative model of consent in Queensland which commenced on 23 September 2024.

Under the new affirmative model of consent, consent to sexual activity must be mutually agreed, all participants have to seek consent, and consent must be communicated back to the asking participant.

The IIS considers this recommendation fulfilled and closed.

### Recommendation 44



**The IIS considers this recommendation is fulfilled and closed.**

The Queensland Parliament passed the *Criminal Law (Coercive Control and Affirmative Consent) and Other Legislation Amendment Act 2024* (Qld) on 6 March 2024 under which amendments were made to clarify that consent to a particular activity, such as sexual activity with a condom, is not taken to consent to other activities.

Relevant amendments commenced on 23 September 2024.

The IIS considers this recommendation fulfilled and closed.

### Recommendation 45



**The IIS considers this recommendation in progress.**

The QPS and the ODPP are reviewing a Memorandum of Understanding relating to the investigation and prosecution of sexual violence cases which is well progressed.

This recommendation is linked to the establishment of the independent Sexual Violence Review Board (Recommendation 46, *Report Two*) which is due to be established in 2025.

The IIS therefore considers this recommendation is in progress.



## Recommendation 46



**The IIS considers this recommendation fulfilled and not yet closed.**

On 9 May 2024, the *Sexual Violence Review Board Act 2024* (Qld) (the Act) received assent and the provisions relating to the Board will commence in 2025. The Act establishes the Sexual Violence Review Board with the main functions to identify and review systemic issues in relation to the reporting, investigation, and prosecution of sexual offences. The Victims' Commissioner will chair the Board.

As the legislation is passed and the Sexual Violence Review Board is yet to be established, the IIS considers this recommendation fulfilled and not yet closed.

## Recommendation 56



**The IIS considers this recommendation fulfilled and closed.**

The Queensland Government supported this recommendation to make amendments to the *Evidence Act 1977* (Qld) to include examples of improper questions, including those provided in section 41 of the *Evidence Act 1995* (NSW), such as a question that is unduly annoying, harassing, intimidating, offensive, oppressive, humiliating or repetitive.

The *Criminal Law (Coercive Control and Affirmative Consent) and Other Legislation Amendment Act 2024* was passed on 6 March 2024, which includes amendments relating to improper questions. The amendments commenced on 23 September 2024.

The IIS considers this recommendation fulfilled and closed.

## Recommendation 58 & 59



**The IIS considers these recommendations fulfilled and closed.**

Consistent with Recommendation 58, the Queensland Government has amended sections 4 and 5 of the *Criminal Law (Sexual Offences) Act 1978* (Qld) to ensure that the law reflects contemporary community attitudes to sexual offending. The amendments make clear that a court should be closed when victim-survivor's evidence is heard during a trial, regardless of the form in which the evidence is given.

Further, the amended sections 4 and 5 of the *Criminal Law (Sexual Offences) Act 1978* (Qld) have moved to a dedicated part of the *Evidence Act 1977* (Qld) (Recommendation 59).

As the legislative amendments commenced on 23 September 2024, the IIS considers both recommendations are fulfilled and closed.

## Recommendation 62



**The IIS considers this recommendation is fulfilled and not yet closed.**

The Queensland Government supported this recommendation stating that it is currently piloting an Intermediary Scheme for certain witnesses in child sexual offence proceedings. The government noted that the evaluation outcomes of the pilot would inform consideration of extending the scheme to proceedings involving adult victims of sexual violence.

The Queensland Intermediary Scheme (QIS) pilot program ran in Brisbane and Cairns region initially for two-years to assist vulnerable witnesses in child sexual offence matters to overcome communication barriers and has been continued into the 2024-25 financial year.





An evaluation by an external provider has found that the QIS was effective overall in achieving its aim of better supporting vulnerable witnesses, including reducing the risk of re-traumatisation to the witness and increasing efficiency.

The evaluation report and recommended options for expansion are under consideration by the Queensland Government. The IIS considers this recommendation fulfilled and not yet closed.

## Recommendation 68



**The IIS considers this recommendation in progress and delayed.**

The Queensland Government supported this recommendation in principle and agreed to consider expanding the scope of delivery of Recommendation 3, Recommendation 42 and Recommendation 48 of *Report One* to include sexual violence and issues related to women and girls as accused persons and offenders in the criminal justice system.

As noted in the IIS previous progress reports, consideration to expand Recommendation 3, Recommendation 42, and Recommendation 48 of *Report One* remains underway.

As work continues, the IIS considers this recommendation in progress and delayed.

## Recommendation 69 & 71



**The IIS considers this recommendation fulfilled and closed.**

The Queensland Government supported these recommendations in principle to consider establishing a specialist list for sexual violence cases and implement a plan to improve court case management of sexual violence cases in the District Court of Queensland.

On 19 July 2024, the Chief Judge issued *Practice Direction 3 of 2024*. The Practice Direction outlines best practice principles for the management of all sexual offence proceedings in Queensland and a new model for the case management of sexual violence matters that includes a specialist sexual violence list (Recommendation 69 of *Report two*), case management (Recommendation 71 of *Report Two*), and mediated case conferencing (Recommendation 72 of *Report Two*).

On 2 September 2024, a three-year Sexual Violence Case Management Pilot commenced in the Brisbane and Ipswich District courts. An evaluation of the pilot program will occur within three years to assess the effectiveness of the model and to inform future expansion of the program.

The IIS considers these recommendations are fulfilled and closed.

## Recommendation 76



**The IIS considers this recommendation fulfilled and closed.**

In support of this recommendation, the Queensland Government has made legislative amendments to the *Evidence Act 1977* (Qld) to expand the admissibility of preliminary complaint evidence to domestic and family violence offences and relocated the current provisions relating to sexual offences from the *Criminal Law (Sexual Offences) Act 1978* (Qld) to the *Evidence Act 1977* (Qld).

The amendments commenced on 23 September 2024. The IIS considers this recommendation fulfilled and closed.



## Recommendation 77



**The IIS considers this recommendation fulfilled and closed.**

The Queensland Government supported this recommendation and made amendments to the *Evidence Act 1977* (Qld) to introduce jury directions that address misconceptions about sexual violence.

The amendments introduce new jury directions for sexual offences which commenced on 23 September 2024.

The IIS considers this recommendation fulfilled and closed.

## Recommendation 81



**The IIS considers this recommendation fulfilled and closed.**

The Queensland Government supported this recommendation to make amendments to the *Criminal Law (Sexual Offences) Act 1978* (Qld) noting they would commence after the development and release of the media guide to support the responsible media reporting of sexual violence offences in response to Recommendation 84 of *Report Two*.

The date for commencement has been fixed for 26 May 2025 and the release of the media guide (Recommendation 84) is anticipated by mid-2025.

The IIS considers this recommendation fulfilled and closed.

## Recommendation 82



**The IIS considers this recommendation fulfilled and closed.**

In support of this recommendation, the Queensland Government has made amendments to the *Recording of Evidence Regulation 2018* (Qld) to allow researchers to access transcripts of sexual offence proceedings at reduced or no cost for approved research purposes.

The amendments will commence on 26 May 2025 and supporting implementation activities are underway in readiness for commencement.

As the amendments are made, the IIS considers this recommendation fulfilled and closed.

## Recommendation 84



**The IIS considers this recommendation in progress.**

The Queensland Government supported the development and promotion of a sexual violence media guide to support responsible media reporting of sexual violence. The government noted where relevant, the guide would be consistent with the revised Domestic and Family Violence Media Guide (as per Recommendation 6 of *Report One*).

The *Sexual Violence Media Guide* (the Guide) was released on 21 September 2023 aiming to assist media report appropriately and responsibly on sexual violence.

Subsequent editions of the Guide will be developed following the implementation of court related processes impacting media reporting on sexual violence after the commencement of relevant sections of the *Criminal Law (Coercive Control and Affirmative Consent) and Other Legislation Amendment Act 2024*.

The IIS considers this recommendation in progress.



## Recommendation 85



**The IIS considers this recommendation in progress.**

The Queensland Government committed to advocate nationally for consistency across jurisdictions in media reporting on sexual violence. The government committed to advocate following the development of the *Sexual Violence Media Guide* (Recommendation 84 of *Report Two*).

Due to the interdependency of Recommendation 84 and the delay in the development of the revised Guide, delivery of this recommendation is extended to mid-late 2025.

The IIS considers this recommendation in progress.

## Recommendation 86



**The IIS considers this recommendation fulfilled and closed.**

Through the *Criminal Law (Coercive Control and Affirmative Consent) and Other Legislation Amendment Act 2024*, passed by Parliament on 6 March 2024, amendments were made to the *Domestic and Family Violence Protection Act 2012* (Qld) and *DFV Protection Regulation 2012*.

The amendments enable media representatives in appropriate circumstances, to make an application for deidentified transcripts of domestic and family violence proceedings and will commence on 26 May 2025.

The IIS considers this recommendation fulfilled and closed.

## Recommendation 87



**The IIS considers this recommendation fulfilled and closed.**

The Queensland Government supported this recommendation to progress amendments to the *Youth Justice Act 1992* (Qld) to make it clear that victims of sexual violence committed or alleged to have been committed against them by a child offender can disclose information for the purposes of obtaining therapeutic counselling and support.

Following sector consultation, it was determined that an on-disclosure provision applying to the counsellor, best delivers this recommendation. Sections 287 and 289 of the *Youth Justice Act 1992* (Qld) have been amended enabling confidential information obtained from a victim:

- to be recorded, used or disclosed for the purpose of providing counselling or support to that victim
- cannot be disclosed, recorded or used to provide counselling or support to anyone else.

Confidential information obtained from someone other than a victim cannot be recorded, used or disclosed.

The amendments commenced on 30 August 2024.

The IIS considers this recommendation fulfilled and closed.

## Recommendation 88



**The IIS considers this recommendation fulfilled and closed.**

The Queensland Government supported this recommendation to review the information sharing provisions in the *Youth Justice Act 1992* (Qld) and make any necessary amendments to facilitate the sharing of information across relevant government and non-government agencies including, confidential information, for the



purposes of coordinating and providing services and supports to victims of sexual violence committed by a child offender, with appropriate safeguards.

The Department of Youth Justice (DYJ) reviewed relevant sections of the *Youth Justice Act 1992* (Qld) and undertook consultation with key stakeholders (including organisations providing services to victim-survivors) to determine the need for amendments.

The IIS is advised that the consultation did not identify any information that would assist coordination or service provision that is not already shared between government and non-government agencies. It was determined that legislative amendments were not required.

The IIS considers this recommendation fulfilled and closed.

## Recommendation 90



**The IIS considers this recommendation fulfilled and closed.**

The Queensland Government supported this recommendation in principle and agreed to explore options for a sustainable long-term plan for the expansion of adult restorative justice services in Queensland.

The following actions have been delivered:

- Stakeholder consultation, including women with lived experience regarding options to expand the adult restorative justice services.
- Research by the Australian National University to identify critical elements that need to be considered and incorporated into options for expansion.
- Development of a Restorative Justice Sexual and Gender Based Violence Practice Guide which is now part of Adult Restorative Justice Conferencing services' policy and procedures.
- KPMG has delivered a report "*Expansion of ARJC in QLD - A report on options for the sustainable and long-term expansion of Adult Restorative Justice Conferencing in Queensland*" which includes an implementation plan.

The options established in the KPMG report are currently under government consideration.

The IIS considers this recommendation fulfilled and closed.

## Recommendation 94



**The IIS considers this recommendation is in progress and delayed.**

As highlighted in the previous IIS report, the Queensland Government noted this recommendation and agreed to further consider a systemic justice reinvestment approach to support women and girls to address the factors and underlying causes of their offending behaviour to prevent them from offending and reoffending.

A Justice Reinvestment Framework is under development with the Queensland Aboriginal and Torres Strait Islander Peak (representing the Queensland Aboriginal and Torres Strait Islander Coalition) engaged to develop the Framework. Community engagement commenced in July 2024 and the Framework is now anticipated to be delivered by the end of 2024.

The IIS considers this recommendation in progress and delayed.



## Recommendation 99



**The IIS considers this recommendation fulfilled and closed.**

On 13 December 2023, the Queensland Government allocated funding of \$4.07 million over three years to LAQ to implement and evaluate an Adult Legal Advice Hotline.

The Queensland Government worked with LAQ and QPS on the establishment of the Adult Legal Advice hotline which commenced in May 2024.

The IIS considers this recommendation fulfilled and closed.

## Recommendation 103



**The IIS considers this recommendation in progress and delayed.**

The Queensland Government noted this recommendation and agreed to consider the need to review the operation of public nuisance offences within the *Summary Offences Act 2005* (Qld) and the offences within the *Regulatory Offences Act 1985* (Qld).

As noted in the previous IIS report, the *Summary Offences Act 2005* was amended to include the decriminalisation of public intoxication. A review of the *Regulatory Offences Act 1985* (Qld) offences is anticipated to commence later in 2024.

With ongoing work to consider enhancing the operation of the offence of public nuisance and the review of the offences in the *Regulatory Offences Act 1985* (Qld) expected, the IIS considers this recommendation in progress and delayed.

## Recommendation 105



**The IIS considers this recommendation in progress and delayed.**

The Queensland Government provided in principle support for this recommendation, agreeing to continue to progress actions to expedite the transfer of offenders in watchhouses to correction centres and detention centres, when ongoing custody is required by law, with any further actions to be informed by an independent review and responses to *A Call for Change*.

As noted in the IIS Fourth Progress Report, a working group has been established involving QPS, QCS and DYJ to examine the issues and to determine the next steps to deliver this recommendation, including considerations of an independent review.

The IIS is advised that QPS is conducting an internal review of all aspects associated with the management of people in custody.

As work remains in an initial phase, the IIS continues to consider this recommendation in progress and delayed.



## Recommendation 106



**The IIS considers this recommendation has not yet commenced.**

The Queensland Government noted this recommendation committing to consider the need for legislative amendments to the *Police Powers and Responsibilities Act 2000* (Qld), the *Corrective Service Act 2006* (Qld) and the *Youth Justice Act 1992* (Qld), following the implementation of Recommendation 105.

As this recommendation depends on the implementation of Recommendation 105, the IIS considers this recommendation not yet commenced.

## Recommendation 110



**The IIS considers this recommendation fulfilled and closed.**

The Queensland Government supported this recommendation committing to progress amendments to the *Bail Act 1980* (Qld) to require a police officer or court to consider a person's family and care giving responsibilities when making decisions about bail, noting that the safety of the community and victims will remain important.

The *Criminal Law (Coercive Control and Affirmative Consent) and Other Legislation Amendment Act 2024* was passed by Parliament on 6 March 2024 amending section 16(2) of the *Bail Act 1980* (Qld) to require:

- when relevant, a police officer or court considering bail to have regard to the likely effect that refusal of bail would have on a person with whom the defendant is in a family relationship and for whom the defendant is the primary care giver, or a person with whom the defendant is in an informal care relationship, or if the defendant is pregnant – the child of the pregnancy
- consideration of the likely effect a condition would have on the defendant's ability to carry out the defendant's responsibilities for those persons when a court or police officer is considering imposing a bail condition.

As the amendments to the *Bail Act 1980* (Qld) commenced on 18 March 2024, the IIS considers this recommendation fulfilled and closed.

## Recommendation 113



**The IIS considers this recommendation in progress and delayed.**

The Queensland Government supported expanding early intervention and bail support for women and girls in custody or going through the courts process by funding non-government services to support women and girls to apply for bail and meet their bail conditions.

An options paper to guide the expansion of bail support services including a rationale for potential locations is being progressed for consideration.

The IIS considers this recommendation in progress and delayed.

## Recommendation 119



**The IIS considers this recommendation is in progress.**

As highlighted in the IIS Fourth Progress Report, the delivery of this recommendation is dependent on final consideration of Recommendation 3 and Recommendation 48 of *Report One* as well as consultation with the Chief Justice, Chief Judge and Chief Magistrate. Delivery of this recommendation is also interdependent on Recommendation 68 of *Report Two* which seeks to expand professional development opportunities for judicial



officers with the goal of improving the experience of all women and girls who interact with the criminal justice system.

With judicial officers' professional development and training underway, the IIS considers this recommendation in progress.

## Recommendation 122



**The IIS considers this recommendation in progress and delayed.**

The Queensland Government has supported this recommendation in principle.

The IIS is advised that due to dependency of this recommendation on the review of Murri Court in the Magistrates Court (Recommendation 121, *Report Two*) and consideration of funding, the delivery of this recommendation has been delayed.

The IIS considers this recommendation in progress and delayed.

## Recommendation 123



**The IIS considers this recommendation fulfilled and closed.**

The Queensland Government supported this recommendation and conducted an independent evaluation of the Queensland Drug and Alcohol Court (QDAC), including a gendered analysis to identify how the court is meeting the needs of women, to inform any future program development, such as improvements to encourage women to participate in the program.

The QDAC evaluation report was delivered in June 2024 with recommendations to enhance the experiences of women and girls in the QDAC program. As part of the consideration of the report, an implementation plan was developed in consultation with stakeholders.

Implementation activities are due to be completed by December 2025.

The IIS considers this recommendation fulfilled and closed.

## Recommendation 126



**The IIS considers this recommendation fulfilled and closed.**

On 6 March 2024, the Queensland Parliament passed the *Criminal Law (Coercive Control and Affirmative Consent) and Other Legislation Amendment Act 2024* (the Act) progressing amendments to the *Penalties and Sentences Act 1992* (Qld).

Amendments include requiring the court to consider the hardship that any sentence would impose on the offender in consideration of an offender's characteristics, including gender, sex, sexuality, age, race and disability as well as consider offenders' history of abuse or victimisation (where relevant).

The Act makes related amendments to the *Youth Justice Act 1992* (Qld) to ensure the changes apply to children.

As the amendments commenced on 18 March 2024, the IIS considers this recommendation fulfilled and closed.



## Recommendation 132



**The IIS considers this recommendation fulfilled and closed.**

The Queensland Government supported this recommendation, noting its previous advocacy and that it would continue to advocate for prisoners to have full access to subsidies through Medicare, the Pharmaceutical Benefits Scheme and to access supports under the National Disability Insurance Scheme (NDIS).

The IIS is advised that the Queensland Government provided an information submission to the Independent Review of the NDIS that outlines issues experienced by people with disability in accessing information about the NDIS. The submission advocated for all prisoners, including young people in youth detention centres, to have access to appropriate supports under the NDIS.

As outlined in the IIS Fourth Progress Report, agencies will continue to advocate for Queensland women and girls in custody to access Medicare, Pharmaceutical Benefits Scheme and NDIS services.

As the Queensland Government has continued to advocate, the IIS considers this recommendation fulfilled and closed.

## Recommendation 134



**The IIS considers this recommendation fulfilled and not yet closed.**

An issues paper was completed in January 2024 with recommendations to better support mothers and their children in QCS custody including supporting women to maintain their maternal identity and mother-child connections, access healthcare, and receive improved support through programs and practice enhancements. The paper was developed in consultation with stakeholders such as Queensland Health, and DCSSDS.

Queensland Health has released the *Queensland Women and Girls' Health Strategy 2032* which outlines the government's commitment to improve the health of all women and girls in contact with the justice system including women in custody as a priority group.

On 1 July 2024, QCS has updated their Custodial Operations Practice Directive *Female Prisoners and Children* to include:

- provision of essential items free of charge to female prisoners who are pregnant/give birth or who have a child accommodated with them in custody
- a redesigned administration form, *Assessment for Accommodation of a Child in a Corrective Services Facility*, updated to ensure a child's best interest is upheld.

The IIS has selected this recommendation for monitoring in future reports. The IIS considers this recommendation fulfilled and not yet closed.

## Recommendation 135



**The IIS considers this recommendation in progress and delayed.**

The Queensland Government supported considering further how best to amend the *Coroners Act 2003* (Qld) to include the death of a child born to a mother while she is in custody, including stillbirths experienced by women in custody, and the death of a child living in custody as a reportable death in custody.

The government is currently considering ways to implement this recommendation.

With work underway to determine next steps, the IIS considers this recommendation in progress and delayed.



## Recommendation 137



**The IIS considers this recommendation fulfilled and not yet closed.**

As outlined in the IIS Fourth Progress Report, the Queensland Human Rights Commission (QHRC) has reviewed QCS's policies and procedures on the use of strip searches and prepared the report, *Stripped of Our Dignity – A human rights review of policies, procedures, and practices in relation to strip searches of women in Queensland prisons September 2023*.

QCS advises it has progressed a significant body of work in response to the QHRC's advice and recommendations including:

- ongoing review of policies, procedures and practices relating to the use of strip searches on women in Queensland's correctional facilities
- non-invasive body scanner technology launched in Brisbane Women's Correctional Centre in June 2024, with roll out to other women's correctional centres to commence from 2025.

With roll-out of non-invasive body scanner technology subject to evaluation and ongoing work underway to respond to the QHRC report, the IIS continues to consider this recommendation fulfilled and not yet closed.

## Recommendation 139



**The IIS considers this recommendation in progress.**

The Queensland Government supported this recommendation in principle, committing to explore options for the development of a practice framework within all women's correctional centres which ensures staff have the necessary skills and competencies required to manage female prisoners effectively and appropriately.

The IIS Fourth Progress Report outlined that work was in the initiation phase. Since then, work has progressed with the drafting of a practice framework underway, with final delivery anticipated by early-2025.

The IIS considers this recommendation continues to be in progress.

## Recommendation 143



**The IIS considers this recommendation fulfilled and closed.**

The Queensland Government supported the recommendation to review section 263 of the *Youth Justice Act 1992* (Qld) to ensure Youth Justice services take reasonable steps for girls in youth detention in Queensland to be managed in ways that meet the standards outlined in Recommendation 142 of *Report Two*.

The DYJ consulted with stakeholders and reviewed the youth justice principles (schedule 1 of the *Youth Justice Act 1992* (Qld)) and determined the standards outlined in this recommendation overlap with the youth justice principles, with the exception of referring to a person's disability needs.

An amendment to the *Youth Justice Act 1992* (Qld) expressly refers to disability needs and commenced on 30 August 2024.

The IIS considers this recommendation fulfilled and closed.



## Recommendation 149



**The IIS considers this recommendation is fulfilled and closed.**

The Queensland Community Safety Bill 2024 and the Criminal Justice Legislation (Sexual Violence and Other Matters) Amendment Bill 2024 were passed in Parliament to make amendments to the *Youth Justice Act 1992* (Qld) and *Corrective Services Act 2006* (Qld) respectively.

These amendments remove any doubt that participation in a program or engagement in a service while on remand in custody can be used in evidence in any criminal, civil or administrative proceedings relating to the offence for which the person has been charged and remanded in custody.

Amendments commenced to the *Youth Justice Act 1992* (Qld) on 30 August 2024 and amendments to the *Corrective Services Act 2006* (Qld) commenced on 19 September 2024.

The IIS considers this recommendation fulfilled and closed.

## Recommendation 154



**The IIS considers this recommendation in progress and delayed.**

The Queensland Government noted this recommendation seeking government to review current employment, wages and working conditions for all women (whether on remand/serving a sentence) in custody to ensure allowances, employment and remuneration offered are compatible with human rights and relevant industrial requirements.

An issues paper has been developed involving a high-level examination of women's employment, wages and working conditions in custody.

The IIS considers this recommendation in progress and delayed.

## Recommendation 156



**The IIS considers this recommendation fulfilled and closed.**

Since the IIS Fourth Progress Report, work to inform cost-effective options regarding the accessibility of Work Development Orders (WDOs) for individuals subject to community corrections orders and prisoners has been completed.

Information to support corrections staff assist female prisoners access WDOs is in place with the update and publication of the '*Custodial Operations Practice Directives – Prisoner Development: Programs and Interventions, – Community Engagement: Community Service Projects, and Appendix CE1 Guidelines for Work and Development Orders (WDOs) for Unpaid Work*'.

QCS has updated its procurement and grants templates to require external service providers to consider registering as a hardship provider to maximise WDO access in custody and the community.

In April 2023, participants in the Red Cross Sisters for Change program at the Townsville Correctional Centre commenced accessing WDOs to offset their State Penalties Enforcement Registry (SPER) debts.

Consistent with Recommendations 157 and 158 of *Report Two*, QCS and the Queensland Revenue Office (QRO) will continue to progress systemic improvements and explore barriers to access WDOs for people under supervision in the community.

As the Queensland Government has explored and identified options for expanding access to WDOs, the IIS considers this recommendation fulfilled and closed.



## Recommendation 158



**The IIS considers this recommendation in progress and delayed.**

The Queensland Government provided in-principle support for this recommendation to:

- explore options to implement a process to notify the QRO where a person with a SPER debt enters custody can have immediate suspension of enforcement action in relation to their debt
- consider appropriate ways to notify a person of an opportunity to apply for Work and Development Order where the debt is reduced by undertaking relevant courses, counselling, programs, or unpaid work and subject to the implementation of Recommendation 156.

QCS is working collaboratively with the QRO and the SPER on data sharing to respond to this recommendation, including through the development of a data sharing options paper.

As work is underway to finalise data sharing options, the IIS considers this recommendation in progress and delayed.

## Recommendation 160



**The IIS considers this recommendation is in progress.**

The Queensland Government supported this recommendation in principle agreeing to explore additional opportunities for incarcerated persons to resolve any SPER debts through non-monetary means, having regard to the broader rehabilitative and justice objectives of the State Penalties Enforcement framework and other recommendations that may deliver the intended outcome.

The QRO explored the feasibility of a 'Time Served Scheme', including consideration of the Victorian model and the practical effect on the *State Penalties Enforcement Act 1999* (Qld). No appropriate alternatives were identified by QRO for incarcerated persons to resolve SPER debts through non-monetary means.

Alternatives to assist incarcerated persons to manage their SPER debts are being progressed through work to update and streamline Queensland's fine administration system with the foundational stages of the Fine Modernisation Program (the FMP) underway. The FMP seeks to develop a streamlined, integrated system for fine administration and penalty debt management, including enhancing client's experience for complying with fine and penalty debt processes.

While work has occurred to explore additional opportunities for incarcerated persons to resolve SPER debts, work remains underway to deliver the intended outcome of Recommendation 160 as per the Government's Response. The IIS considers this recommendation in progress.

## Recommendation 162



**The IIS considers this recommendation in progress and delayed.**

The Queensland Government supported this recommendation in principle committing to review processes and explore options to enable some personal belongings and documentation of women and girls who require it to be collected and safely stored while they are in custody.

The DYJ has reviewed their existing policy, procedures and processes relating to the safe storage of a young person's belongings while in a youth detention centre has found them to be appropriate.

Due to significant delays experienced for the collect and storage of women's belongings in custody, the IIS considers this recommendation in progress and delayed.



## Recommendation 168



**The IIS considers this recommendation fulfilled and not yet closed.**

The Queensland Government supported this recommendation to review and enhance current processes to enable women and girls in custody to apply for identity documents prior to release.

For girls in custody, a review of Queensland youth detention centre practices was undertaken and found initiatives are already in place to support applying for identity documents. This is supported by a Memorandum of Understanding between the DYJ and Registry of Birth, Deaths and Marriages.

QCS has commenced initiatives for women in custody to reduce barriers in accessing documentation. This includes establishing streamlined application processes and delivering additional brokerage funding to support women accessing identification documents prior to release where possible.

As the IIS has selected this recommendation for monitoring in a future report, the IIS considers this recommendation fulfilled and not yet closed.

## Recommendation 173



**The IIS considers this recommendation in progress.**

The government committed to explore options to assist eligible women in custody apply for a Blue Card. Consultation has been undertaken with government and non-government stakeholders to assist women leaving custody to apply for a blue card where legislatively required. Blue Card Services has established partnerships with QCS and non-government service providers to develop and co-design resources.

As work is underway, the IIS considers this recommendation in progress.

## Recommendation 174



**The IIS considers this recommendation fulfilled and closed.**

The Queensland Government has reviewed the impacts of the *Working with Children (Risk Management and Screening) Act 2000* (Qld) (the Act) on women and girls who have encountered the criminal justice system as accused persons and offenders.

On 11 September 2024, the Queensland Parliament passed the *Working with Children (Risk Management and Screening) and Other Legislation Amendment Bill 2024* (Qld) establishing a new, fit-for-purpose, decision-making framework.

As the Queensland Government has considered the impacts of the Act on women and girls, the IIS considers this recommendation fulfilled and closed.

## Recommendation 176



**The IIS considers this recommendation in progress and delayed.**

The Queensland Government supported this recommendation in principle to undertake analysis to determine the viability of implementing an employment scheme pathway for women and girls with a criminal history including identifying and evaluating the possible costs, benefits, and challenges of a scheme.

Discussions are ongoing with stakeholders to determine an option to deliver this recommendation.

The IIS considers this recommendation in progress and delayed.



## Recommendation 177



**The IIS considers this recommendation in progress and delayed.**

The Queensland Government supported the replacement of the Queensland Wide Inter-linked Courts database with a modern, dynamic solution that allows for data to be extracted, analysed and leveraged to meet community expectations and inform future investment.

To date, the Queensland Government has undertaken early business analysis work of the Queensland Wide Inter-linked Courts database. At this stage, business requirements and solution definitions are yet to be progressed.

The IIS considers this recommendation is in progress and delayed.

## Recommendation 180



**The IIS considers this recommendation fulfilled and not yet closed.**

DJAG is exploring options for designing a mechanism for improved data integration across the criminal justice system, so that information about victim-survivors, accused persons and offenders can be recorded, tracked, and monitored across the system.

As noted in the IIS Fourth Progress Report, DJAG has consulted with criminal justice agencies nationally and internationally to develop options for improved data integration. An options paper has been developed, with work progressing on a preferred option, and future consideration of an implementation plan.

The IIS considers this recommendation fulfilled and not yet closed.

## Recommendation 181



**The IIS considers this recommendation fulfilled and closed.**

On 9 May 2024, the *Victims' Commissioner and Sexual Violence Review Board Act 2024* received assent which:

- established the Victims' Commissioner as an independent statutory appointment to promote and protect victims' rights
- defines the Sexual Violence Review Board with the key function to identify and review systemic issues in relation to the reporting, investigating and prosecution of sexual offences.

On 29 July 2024, Ms Rebecca O'Connor commenced as the permanent Victims' Commissioner. On 2 September 2024, the full functions and powers of the Victims' Commissioner came into effect.

The IIS considers this recommendation fulfilled and closed.

## Recommendation 183



**The IIS considers this recommendation in progress and delayed.**

As outlined in Recommendation 94 of *Report Two* above, DJAG has engaged the Queensland Aboriginal and Torres Strait Islander Child Protection Peak (representing the Queensland Aboriginal and Torres Strait Islander Coalition) to develop the Justice Reinvestment Framework.

The Framework is anticipated to be delivered by end 2024 and the IIS considers this recommendation in progress and delayed.



## **A Call for Change: Commission of Inquiry into Queensland Police Service responses to domestic and family violence**

### **Recommendation 1**



**The IIS considers this recommendation in progress and delayed.**

QPS agreed to develop and implement a mechanism for measuring DFV demands on police and the effectiveness of their responses.

The IIS is informed that a DFV Demand Model has been finalised in consultation with Queensland Government Statistician's Office (QGSO). Work is underway to develop appropriate and sustainable effectiveness measures for police responses to DFV matters, anticipated to be completed by late 2024.

The IIS considers this recommendation in progress and delayed.

### **Recommendation 4**



**The IIS considers this recommendation fulfilled and not yet closed.**

QPS has agreed to strengthen the resource model of the DFVVP by establishing permanent positions.

In response, QPS added 10 permanent positions in the DFVVP and undertaken an independent review of workforce and capability modelling of the DFVVP Command. The findings of the review detailed the requirement for 57 positions (in addition to the 10 permanent position) for the DFVVP Command to be rolled out over a 5-year period.

QPS will continue to fill these recruitment gaps by seeking additional resourcing through the internal processes.

The IIS considers this recommendation fulfilled and not yet closed.

### **Recommendation 6**



**The IIS considers this recommendation fulfilled and not yet closed.**

QPS agreed to develop designated position descriptions for Domestic Violence Liaison Officers (DVLOs) and Domestic and Family Violence Coordinators (DFVCs) and establish 30 permanent, full-time DVLO positions and a minimum of 24 permanent, fulltime DFVC positions across 15 police districts.

This recommendation is being delivered in conjunction with Recommendation 7 to establish a DFVVPU in each district. The IIS is advised that all 114 positions for Recommendation 6 and Recommendation 7 have been advertised and as of 31 August 2024, 61 members had been appointed to positions.

As QPS continue to fill positions and monitor recruitment, the IIS considers this recommendation fulfilled and not yet closed.

### **Recommendation 7**



**The IIS considers this recommendation fulfilled and not yet closed.**

QPS agreed to establish a DFVVPU in each district to maintain a 24/7 on-call DFV response capability prioritising victim-survivor safety.

This recommendation is being delivered in conjunction with Recommendation 6 to establish permanent DVLO and DFVC positions in each district.







Establishment of DFVVPU is underway, with positions advertised and 61 positions across Recommendations 6 and 7 filled as at 31 August 2024.

With ongoing work to fill positions and monitor recruitment, the IIS considers this recommendation fulfilled and not yet closed.

## Recommendation 8



**The IIS considers this recommendation in progress and delayed.**

The QPS has engaged with an external contractor to evaluate the application of the approved sector-wide Common Risk Assessment and Safety Framework for internal use.

QPS advise that delivery of this recommendation has been extended.

The IIS considers this recommendation is in progress and delayed.

## Recommendation 9



**The IIS considers this recommendation fulfilled and not yet closed.**

QPS agreed to review the effectiveness of the Logan model to determine its suitability in other locations. If found suitable, the QPS committed to trial the model in other districts and conduct an independent evaluation at the conclusion of the trial.

The Logan model was reviewed by the DFVVP, which found it did not meet its goal of reducing repeat calls for service. Consequently, QPS decided not to extend the trial to other districts. QPS will now address the objectives of this recommendation through the delivery of Recommendations 6, 7 and 10 of *A Call for Change* and Recommendation 37 of *Report One*.

QPS advise that Recommendation 10 of *A Call for Change* and Recommendation 37 of *Report One* will be externally evaluated and QPS continue to implement Recommendations 6 and 7.

With work underway to deliver related and overlapping recommendations to deliver the intent of Recommendation 9, the IIS considers this recommendation fulfilled and not yet closed.

## Recommendation 11



**The IIS considers this recommendation in progress and delayed.**

QPS agreed to review its recruitment strategy to ensure it attracts applicants who are best placed to effectively respond to DFV.

A recruitment strategy has been drafted and stakeholder feedback has identified that additional consultation is required.

Related work is underway by the QHRC to review QPS practices and procedures for recruitment of its members (Recommendation 12) to inform QPS's broader review of recruitment practices under this recommendation.

To ensure the implications of the QHRC's work informs the review of the recruitment strategy, work on Recommendation 11 has been temporarily paused.

The IIS considers this recommendation in progress and delayed.



## Recommendation 22



**The IIS considers this recommendation fulfilled and closed.**

The QPS agreed to consider the feasibility of amending the *Domestic and Family Violence Protection Act 2012* (Qld) to allow for electronic service of Police Protection Notices (PPNs) and Temporary Protection Orders (TPOs) in appropriate circumstances.

The *Queensland Community Safety Act 2024* (Qld) was passed by Parliament on 22 August 2024 allowing electronic service of PPNs and TPOs under specific conditions.

An evaluation will be undertaken within 12 months to ensure there is no increased rate of contraventions in rural and remote areas where there is lack of reliable internet.

The IIS considers this recommendation fulfilled and closed.

## Recommendation 23



**The IIS considers this recommendation in progress and delayed.**

The QPS agreed to consider a model for rollout of Victim Liaison Officers (VLOs) in each of the 15 police districts to establish a dedicated district level VLO scheme to support aggrieved persons in Protection Order applications or related prosecutions.

QPS has completed a mapping exercise to identify existing frameworks and understand current and proposed victim touch points across the organisation. Further work is underway to identify potential solutions to achieve the intent of this recommendation, including engagement with the Victims' Commissioner.

The IIS considers this recommendation in progress and delayed.

## Recommendation 24



**The IIS considers this recommendation fulfilled and not yet closed.**

The QPS committed to develop and implement best practice procedures around awareness, identification and reporting of sexual harassment in the workplace.

The IIS Fourth Progress Report highlighted that in response to an external consultant's report delivered in June 2023, which made a range of recommendations to lift awareness and improve responses to sexual harassment within the QPS, the QPS was in the initial phase of delivering this recommendation.

As work remains underway to implement initiatives to improve awareness, prevalence and outcomes related to sexual harassment in the workplace, the IIS continues to consider this recommendation fulfilled and not yet closed.

## Recommendation 25



**The IIS considers this recommendation fulfilled and closed.**

The QPS agreed to develop a scheme where any QPS members who makes a complaint about conduct arising from sexism, misogyny or racism by allocating a Peer Support Officer to support the concerned party through the complaint process.





Informed by an intensive, one-day pilot program, the QPS has provided victim-survivor centric and trauma-informed specialist training to approximately 120 Peer Support Officers. The training provides Peer Support Officers with the skills to support a concerned party through a complaints matter across the state.

An annual review of the training will be conducted to ensure best practice. The IIS considers this recommendation fulfilled and closed.

## Recommendation 26



**The IIS considers this recommendation in progress and delayed.**

QPS agreed to establish a validated Ethical Health Scorecard to monitor, prevent and remediate the influence of a culture of fear in the organisation.

A model Scorecard has been developed and a review of the scorecard is underway, with a decision to launch currently being considered.

As the Ethical Health Scorecard is yet to be launched and integrated into strategic reporting processes, the IIS considers this recommendation in progress and delayed.

## Recommendation 29



**The IIS considers this recommendation fulfilled and not yet closed.**

The QPS committed to improve responses for reporting domestic and family violence at police stations.

All police stations have identified a designated private, safe and secure area for persons reporting DFV. The safe spaces are promoted at each station and to the public. Work is ongoing to enhance existing spaces to make them more fit for purpose supported by \$15.5 million in government funding.

The IIS considers this recommendation to be fulfilled and not yet closed.

## Recommendation 31



**The IIS considers this recommendation fulfilled and not yet closed.**

QPS supported this recommendation to facilitate suspension of a member who is charged with breaching a Domestic and Family Violence Protection Order, including a Temporary Protection Order (TPO).

QPS advise that the intent of this recommendation can be achieved through existing legislation. The Ethical Standards Command *Stand Down and Suspension Guideline* has been reviewed and will be applied for standing down or suspending a QPS employee pending disciplinary processes.

The IIS is advised that typically any officer involved in a breach of DFV protection order is suspended.

Noting the relationship of this recommendation with Recommendation 30, the IIS considers this recommendation fulfilled and not yet closed.

## Recommendation 34



**The IIS considers this recommendation in progress and delayed.**

The QPS agreed to ensure specialist advice is able to be provided to officers about their interactions with people from the LGBTQIA+ community, through enhancing the existing LGBTQIA+ Liaison Officer Program and establishing a LGBTQIA+ Community Consultative Group.



The pilot program trialling LGBTQIA+ Liaison Officer positions ended in April 2024 and an evaluation of the pilot has been completed. Findings from the evaluation and additional options to address this recommendation are currently being considered.

A draft capability statement for the QPS LGBTQIA+ Program was endorsed in September 2024 and work to establish a LGBTQIA+ Community Advisory Group is also being progressed.

With work remaining underway, the IIS considers this recommendation in progress and delayed.

## Recommendation 37



**The IIS considers this recommendation in progress.**

QPS supported this recommendation to establish a joint committee:

- to address burnout and build an evidence-informed approach to improving the organisation's psychological health and well-being
- comprising representation from the QPS, police unions, external experts and academics and the Public Service Commission, the committee will use research to design and drive strategies to address burn out and psychological stress and consider ways to ensure the ongoing effectiveness of those strategies.

In supporting this recommendation, the government committed to roll out 30 additional psychological health and well-being specialists to support QPS members, particularly those involved in domestic and family violence responses.

In March 2023, QPS established the Psychological Health and Wellbeing Committee with agreed terms of reference. The Committee has explored the evidence base including data and identified a number of key findings including that organisational and occupational factors pose the biggest risk to health and well-being.

Moving forward, the QPS has initiated a Workplace Health and Safety Management System Refresh to respond to fatigue, stress and demand exhaustion, seeking to improve health and well-being at the organisational level. A preferred structure proposed for supporting employee well-being, comprising organisational psychologists and support clinicians, is under consideration.

The IIS considers this recommendation in progress.

## Recommendation 38



**The IIS considers this recommendation in progress and delayed.**

The QPS agreed to consider options to enhance support for frontline officers and better manage the stress these officers experience, including considering a scheme to allow those commonly exposed to traumatic subject matter to nominate for a voluntary transfer or temporary placement in a less traumatic work environment.

Following feedback, a need for additional consultation has been identified to develop options to address this recommendation.

With an options paper being prepared to inform progress of this recommendation, the IIS considers this recommendation in progress and delayed.



## Recommendation 45



**The IIS considers this recommendation in progress and delayed.**

The QPS is continuing recruitment for the reconstituted First Nations Advisory Group and developing an initial action plan following confirmation of their terms of reference, with the selection process nearing completion.

With work underway to finalise the establishment of the Group and the inaugural meeting anticipated to occur in late 2024, the IIS considers this recommendation in progress and delayed.

## Recommendation 46



**The IIS considers this recommendation fulfilled and closed.**

The QPS has separated the First Nations and Multicultural Affairs Unit into two distinct and standalone units with:

- the Multicultural Affairs Unit, reporting to the Superintendent, Community Safety Group within the Communications, Culture and Engagement Division
- the First Nations Division, under recommendation 47 of *A Call for Change*, reporting to the Deputy Commissioner, Regional Services.

The IIS considers this recommendation fulfilled and closed.

## Recommendation 47



**The IIS considers this recommendation fulfilled and closed.**

The QPS agreed that by the end of 2023-24, it would:

- establish a First Nations Unit, transitioning current staffing positions to permanent
- designate First Nations identified positions and resourcing levels reflective of the current and future role

A dedicated Executive Leadership Team member for First Nations representation was also agreed to be created.

As outlined in Recommendation 46, through the separation of the First Nations and Multicultural Affairs Unit, the QPS has established the First Nations Division.

An additional 28 positions have been approved to establish the First Nations Division. As at August 2024, 35 per cent of positions were filled by First Nations peoples including five leadership positions, exceeding advertised targeted positions. The Executive Director of the Division has commenced.

With the First Nations Division operational, the IIS considers this recommendation fulfilled and closed.

## Recommendation 49



**The IIS considers this recommendation fulfilled and closed.**

As highlighted in the IIS's Fourth Progress Report, the QPS has reviewed and updated several training courses, with specialist advice from First Nation's stakeholders, to ensure they address the need for police to consider:

- unique experiences of First Nations peoples and communities when responding to DFV
- culturally relevant relationship dynamics and culturally appropriate communication methods.



As the relevant training programs have been updated and are being delivered, the IIS considers this recommendation fulfilled and closed.

For further information on the implementation of this recommendation, refer to the adequacy assessment completed by the IIS in section 3.

## Recommendation 54



**The IIS considers this recommendation fulfilled and not yet closed.**

The Queensland Government committed by the end of 2023-24 to roll-out ten additional prosecutors for circuit court attendances in rural and remote Queensland to enhance capacity to negotiate in respect of domestic and family violence matters.

On 21 July 2023, a Prosecution Instruction was issued to instruct Officers in Charge of relevant Police Prosecution Corps to:

- use their best endeavours to always provide two prosecutors for circuit court attendance in rural and remote communities
- where circumstances allow for the attendance of two prosecutors, that one prosecutor is to focus on engaging in meaningful negotiations for DFV matters.

QPS has created ten additional Senior Prosecutor positions in Cairns, Townsville, Mt Isa, Mackay, Rockhampton, and Brisbane. Recruitment for these positions has occurred and positions filled with some recent vacancies owing to attrition.

The IIS will continue to monitor this recommendation and considers the recommendation fulfilled and not yet closed.

## Recommendation 56



**The IIS considers this recommendation in progress.**

The QPS supported this recommendation to ensure rostering practices in rural and remote communities provide for sufficient non-operational periods for newly posted members to complete community preparedness inductions.

QPS advise that rostering practices in First Nations' communities have provided for sufficient non-operational periods for newly posted members to complete community preparedness inductions.

QPS has updated its Induction and Orientation Standard (the Standard) requiring new members to complete existing induction packages where one already exists for a particular location. Once the induction packages have been developed under Recommendation 55 and rolled out across locations, the Standard will be further updated to include specific requirements for timeframes for completion and published on the QPS intranet.

With work underway, the IIS considers this recommendation in progress.

## Recommendation 58



**The IIS considers this recommendation fulfilled and closed.**

The QPS has examined the feasibility of inter-departmental arrangements for public sector transfer and placement arrangements for the partners of police officers posted to rural areas.



This included liaison with a range of stakeholders (including referral to the Public Sector Commission) to understand what other public sector agencies were experiencing and seeking interest from other agencies to participate in the recommended arrangement.

Whole-of-government cooperation is needed to implement an effective framework for staff member transfer, including to work through complex industrial relations considerations. The QPS is not able to enforce cross-sector involvement for transfer arrangements for the partners of police working in other agencies.

The QPS are continuing to work to implement a more effective framework for staff member transfer within the QPS to complement the current sworn transfer framework.

As inter-departmental public sector transfer arrangements have been examined, the IIS considers this recommendation fulfilled and closed.

## Recommendation 61



**The IIS considers this recommendation fulfilled and closed.**

By the end of 2023-24, QPS committed to:

- ensure that PLOs and Torres Strait Islander Police Liaison Officers (TIPLO), who are stationed in areas where they are the only QPS presence, are issued with QLiTE devices and have appropriate access to the QPRIME system
- deliver training to PLOs and TIPLOs to support effective use of QPRIME and QLiTEs.

A training package on the use of QPRIME and QLiTE has been provided to officers based in locations without a police presence which included real-life scenarios to ensure effective application. PLOs and TIPLOs were subsequently issued their own QLiTE devices and QPRIME access.

Work is underway with an external vendor to improve network connectivity across the Torres Strait to support successful implementation of the use of QPRIME and QLiTE.

The IIS considers this recommendation fulfilled and closed.

## Recommendation 62



**The IIS considers this recommendation in progress.**

The QPS committed to consult with relevant First Nations communities and PLOs in areas where PLOs are the only permanent QPS presence, including in the Torres Strait to explore the most suitable options for servicing the community either through installing sworn officers in those communities or the expansion of powers to PLOs in those communities.

Extensive engagement occurred in the Torres Strait and Mapoon (where PLOs and TIPLOs are the only QPS presence) to explore policing services to First Nations peoples including options not limited to:

- confer powers upon PLOs and TIPLOs
- permanently station sworn members in the communities.

A total of 264 people (including PLOs and TIPLOs and selected police officers) were consulted. The consultation found that while an increased police presence is sought in select communities there are varying views on conferring police powers with 50 per cent unsupportive, 40 per cent supportive and 10 per cent undecided regarding expanding PLOs' powers.

As it considerably changes the dynamics of current arrangements and may compromise the safety of those members, their families and adversely impact community relationships with police, QPS does not support expanding powers in communities.





In relation to placing sworn members permanently in remote communities, a longer-term vision for policing in the Torres Strait to improve access to policing services is under development which requires an understanding of demand and significant consultation.

Further, the QPS has also announced trials to strengthen accessibility and police serviceability in geographically diverse areas with trials underway in Lamb Island and Beachmere and a trial to begin in Mapoon 2025.

With work remaining to examine options for policing services in areas without a QPS presence including further work to explore installing sworn police officers, the IIS considers this recommendation in progress.

### Recommendation 63



**The IIS considers this recommendation fulfilled and closed.**

The QPS committed to examine how airfields in the Torres Strait can be upgraded to enable QPS planes to land at night.

The QPS cites two reports examining the feasibility of upgrading airfields in the Torres Strait to enable QPS planes to land at night. Most recently, a 2023 QGAir discussion paper concluded that irrespective of airfield infrastructure upgrades, due to the terrestrial challenges of the geography of the islands and inclement weather experienced, the risks posed by night operations would not meet industry standards and establishing such operations would be unfeasible.

In late August 2024, it was announced that two new emergency service helicopters will operate over the Torres Strait and Northern Peninsula Area.

As the QPS has examined options for how airfields could be upgraded in the Torres Strait, the IIS considers this recommendation fulfilled and closed.

### Recommendation 67



**The IIS considers this recommendation fulfilled and closed.**

In 2023, the First Nations Justice Office (FNJO) was established in DJAG and in response to Recommendations 65, 66 and 67 of *A Call for Change*, domestic and family violence is a key priority of the FNJO. Recommendations 65 and 66 were considered fulfilled and closed by the IIS in the Fourth Progress Report.

As outlined in Recommendation 1 of *Report One* and Recommendation 4 of *Report Two*, the Queensland Government has released the *Better Justice Together: Queensland Aboriginal and Torres Strait Islander Justice Strategy*. Supporting the Strategy, the first action plan includes actions to:

- partner with First Nations' communities to design and pilot programs tailored to meet community needs for effective domestic and family violence perpetrator programs (Action 7)
- explore options to expand program delivery, including co-designing inside-outside programs and initiatives to target domestic and family violence for adults in the corrective services system (Action 20).

Additionally, the FNJO is:

- establishing partnerships with QPS including building relationships with QPS Vulnerable Persons Units across the state and members of the Domestic Violence High Risk teams, providing advice and support for initiatives
- fostering partnerships with community groups, such as Elders for Change in Townsville and the QPS to strengthen coordinated community responses to justice matters.

The IIS considers this recommendation fulfilled and closed.



## Recommendation 74



**The IIS considers this recommendation on-hold.**

The QPS agreed to support the intent of this recommendation to explore opportunities to partner with tertiary institutions to enhance the pipeline of civilian investigators with requisite skills.

QPS has noted the interdependence of this recommendation with Recommendation 68 of *A Call for Change* relating to establishing a Police Integrity Unit.

With ongoing considerations regarding the establishment of a Police Integrity Unit under Recommendation 68 underway, work to progress this recommendation has been paused.

The IIS considers this recommendation on-hold.

## Recommendation 75



**The IIS considers this recommendation is in progress.**

QPS has supported this recommendation to enhance the ethical health of the Service through:

- designing robust reporting which supports organisational decision-making
- engaging an external evaluator to assess QPS' capacity to adopt and integrate early warning systems that incorporate discipline and HR information into decision-making
- undertaking annual public reporting of de-identified sanctions and outcomes of disciplinary hearings.

An external supplier has been engaged to undertake the evaluation and is expected to be completed in November 2024, the IIS considers this recommendation in progress.

## Recommendation 78



**The IIS considers this recommendation fulfilled and closed.**

Consistent with this recommendation, the Queensland Government has established a Victims' Commissioner as an independent statutory officer.

On 28 June 2024, the Queensland Government announced the appointment of Ms Rebecca O'Connor as Queensland's first Victims' Commissioner to promote and protect the needs of victims, declare a charter of rights for victims and establish a Sexual Violence Review Board.

The Victims' Commissioners' functions include, among others, to identify and review systemic issues relating to victims and to consult in relation to matters relating to victims, including a person's experience as a victim and their experience in the criminal justice system.

The IIS considers this recommendation fulfilled and closed.



## APPENDIX 4: Progress of significant milestones due by 30 September 2024

### Hear her voice – Report One – Addressing Coercive control and domestic and family violence in Queensland

Rec number	Summary of Government Response	Significant Milestone	Status	Milestone Progress
1.005	Consider the delivery of a communication strategy to increase community awareness and understanding about the nature and impacts of domestic and family violence, including coercive control.	Mid-way evaluation of communication strategy.	In Progress – Delayed	<p>The mid-point evaluation is currently scheduled to occur in late 2025/early 2026, given the Coercive Control Communications Framework which forms part of the evaluation was released in March 2024 and will run until 2027.</p> <p>A research agency has been procured to evaluate the performance of specific activities under the framework during this period.</p>
1.013	Develop a five-year whole-of-government DFV service system strategic investment plan.	Refresh of KPMG's Domestic and Family Violence Audit Report (2016), expanded to include generalist specialist services including police, court, and health services.	In Progress – On Track	<p>KPMG has delivered the refresh of the Domestic and Family Violence Audit Report (2016).</p> <p>This will complement the Queensland Treasury Corporation's Investment Review (November 2022) and both reports will provide the basis for the strategic investment plan under this recommendation.</p>
1.014	In developing the strategic investment plan, prioritise establishing and adequately funding a state-side network of intervention programs for perpetrators.		In Progress – On Track	
1.015	Five years after the launch, review the strategic investment plan.		In Progress – On Track	
1.016	In partnership with the peak body (Recommendation 17) and other key stakeholders, develop a whole-of-government framework to strengthen and integrate service responses for victims and perpetrators.	Whole-of-government Framework for supporting and strengthening intersectional responses to domestic and family violence delivered.	In Progress – Delayed	<p>Work to develop the whole-of-government framework is underway.</p> <p>DJAG is exploring opportunities for engaging the peak body to work with the DFV sector to identify further options for strengthening intersectional responses. This is expected to occur early to mid-2025.</p>
1.019	Collaborate with health, drug and alcohol and mental health networks to improve service responses to support the safety and well-being of victims and their children, including building the capacity across QH and the non-government sector.	<p>Strengthen and promote existing initiatives across the sector including:</p> <ul style="list-style-type: none"> <li>- Queensland Health mental health, alcohol, and other drugs comprehensive care initiative</li> <li>- Screening and assessment tools.</li> </ul>	In Progress – Delayed	<p>This milestone is considered partially complete.</p> <p>The Risk Screen and Care Review tools and supporting guidance has been completed and will be released in late 2024.</p> <p>Resources relevant to Mental Health Alcohol and Other Drugs Services Comprehensive Care have been mapped, with those requiring updates identified and currently subject to</p>

				<p>review and internal consultation.</p> <p>The completion date for publishing the updated initiative is yet to be confirmed.</p>
1.024	Explore options to best implement and embed training and education for all frontline and other relevant staff across government agencies, with consideration given to economies of scale and the need to tailor to specific sectors and professions.	Communication plan developed for TSCS.	In Progress – Delayed	The OIIS is advised work has not yet commenced on this milestone.
1.030	Continue to support WorkUP to further develop and implement a Workforce Capability Strategy to attract, recruit and retain a skilled workforce to deliver DFV services.	WorkUP finalise, publicly release and commence implementation of the Workforce Capability Strategy (the Strategy).	In Progress – On Track	<p>WorkUP has developed and delivered a Workforce Capability Framework and Grow the Workforce strategy.</p> <p>The strategy is supported by a workplan outlining the capability and capacity building activities to be delivered over the short-medium- and longer-term.</p>
1.041	Consider longer term solutions to ensure legal staff undertake regular tailored DFV training to support knowledge and understanding of DFV and its impact on relevant law.	All prosecutors participate in training (QPS).	In progress – On Track	The majority of prosecutor training across Queensland has been delivered, with 323 prosecutors having completed the training. A small cohort of prosecutors have not completed the training due to being on leave.
1.049	Complete an audit of victim safety across Queensland Courts, to inform implementation of a state-wide plan to improve safety for victims of DFV when attending courts.	Commence infrastructure upgrade for Group 3: Maroochydore, Caboolture, Mackay, Rockhampton, and Toowoomba	In Progress - Delayed	Construction procurement is delayed until early 2025 due to extended design requirements

## Hear her voice - Report Two – Women and girls' experiences across the criminal justice system

Rec number	Summary of Government Response	Significant Milestone	Status	Milestone Progress
2.009	Develop and pilot the most appropriate state-wide professional victim advocate service, following consultation with people with lived experience including First Nations peoples.	A model is finalised including: <ul style="list-style-type: none"> <li>- program logic</li> <li>- implementation plan for pilot including location analysis</li> <li>- benefits and outcomes to be measured</li> <li>- evaluation and monitoring framework.</li> </ul>	In Progress – Delayed	Deakin University has been engaged to co-design, develop, deliver and evaluate a state-wide victim advocate model. The project is underway, with Ethics Approval granted and project planning and consultation complete. A discussion paper is under development to inform model design and it is expected that the pilot(s) will be implemented in April 2025.
2.010	Develop a five-year whole-of government sexual violence strategic investment plan encompassing services and supports delivered and funded by the Queensland Government. This will be taken in conjunction with the government's response to recommendation 13 of Report One.	Refresh of KPMG Domestic and Family Violence Audit Report (2016), expanded to include generalist specialist services including police, court, and health services.	In Progress – On Track	KPMG has delivered the refresh of the Domestic and Family Violence Audit Report (2016).  This will complement the Queensland Treasury Corporation's Investment Review (November 2022) and both reports will provide the basis for the strategic investment plan under this recommendation.
2.147	Review existing rehabilitation programs and services on offer to women and girls in custody, including on remand and where necessary, improve the provision of gender specific rehabilitation programs and enhance the continuity of programs and services following woman or girl's release from prison or detention.	Enhanced Women's Service delivery plan to meet the specific including strategy or action plan, infrastructure, resources and centralised program management to delivery dedicated (and integrated) services for women in the correctional system.	In Progress – Delayed	The project remains in its initiation phase. With an issues paper drafted and a Principal Project Officer appointed, scoping for significant procurement across key women's service domains is underway. Delivery timeframes may be subject to revision in a Request for Change.
2.150	Consider available services and settings to recommend a framework for mental health and trauma support programs to meet the needs of women and girls in custody. At a minimum this includes trauma-informed care principles for application in adult and child custodial settings, workforce capabilities and identification of best practice trauma interventions.	Queensland Mental Health Commission develop a whole-of-government trauma strategy.	In Progress – Delayed	Development of the whole-of-government strategy is underway. An Expert Advisory Committee was established comprising Queensland Government agencies, lived/living expertise and subject matter expertise. The Expert Advisory Committee met in May 2024 and is working alongside Queensland Health and other government agencies and stakeholders in collating research and developing the strategy.
2.161	Improve the operation of the fair absence from your home policy for public housing tenants who are entering the criminal justice system and explore opportunities to improve information sharing with Queensland Corrective Services and referral	Co-design and approval of practice and service improvements and enhanced communication materials.	In Progress – On Track	A jurisdictional analysis of absences policies has been completed and housing information in the Queensland Corrective Services Handbook and service provider information package has been reviewed.

	pathways to strengthen service responses to sustain tenancies.			Opportunities for practice and service improvements, alongside enhanced communication materials, continue to be considered by a cross-agency working group. This includes a review of existing information sharing and communication arrangements across agencies to identify opportunities for streamlining and improvement.
2.170	Amend the <i>Youth Justice Act 1992</i> to clarify that Youth Justice must ensure girls in custody have appropriate release plans in place prior to leaving custody.	<p>In consultation with relevant agencies:</p> <ul style="list-style-type: none"> <li>- review existing case management processes and service delivery frameworks to identify potential improvements in the context of the recommendation</li> <li>- continue to progress related DCYJMA initiatives that will contribute to the intent of this recommendation, including development of a gender response framework, 72-hour plans, transition review project and sector capability development efforts.</li> </ul>	In Progress – Delayed	<p>DYJ have several initiatives under review and/or development focused on enhancing the practice and processes relating to transition planning for young people exiting detention. Work is underway to review the complexities of the detention and community service delivery contexts and the inter-dependencies related to this recommendation.</p> <p>The review of case management processes and service delivery frameworks has been completed.</p> <p>The review of the 72-hour plan has been completed and recommendations have been developed and amalgamated from the QAO.</p> <p>The Transition Review Project has been delayed and is expected to recommence in December 2024.</p>

## A Call for Change: Commission of Inquiry into Queensland Police Service responses to domestic and family violence

Rec number	Summary of Government Response	Significant Milestone	Status	Milestone Progress
3.010	The Queensland Government supports integrated approaches to domestic and family violence at a local level by embedding domestic and family violence support workers in police stations across Queensland. These workers will be progressively rolled out in a staged way over a number of years in places where domestic and family violence services are available, building up to 300 workers as workforce supply and funding permits.	Roll out first tranche of DFV support workers in police stations. Subject to DPC and QT approval to release centrally held funds.	In Progress – On Track	As at 30 June 2024, funding was allocated to embed 34 domestic and family violence practitioners in 34 police stations. Embedded workers will be rolled out across Queensland as workforce availability and funding permits.
3.030	Within 12 months, the QPS develop and implement a requirement that members who are respondents to a Domestic Violence Order complete a mandatory domestic and family violence informed assessment and, if considered desirable by the assessor, counselling, prior to their return to normal duties.	Prepare options paper.	In Progress - Delayed	Preparation of the options paper is underway, as QPS is considering a range of options to address the recommendation.
3.055	By the end of 2024-25, the QPS will develop community-specific awareness and preparedness induction packages to support the placement of QPS members posted to remote locations.	With First Nations Advisory Group, develop induction packages for all new personnel posted to remote communities.	In Progress - Delayed	Induction packages are being delivered in two phases. Phase one is partially complete, including an online cultural introduction through QLearn, requiring completion prior to arriving in the community. Phase two involves an in-person cultural induction requiring completion within the first roster period. Phase Two has not yet been delivered, although consultation for its development is underway, with consideration being given to how the packages can be tailored to each unique community.



## APPENDIX 5: Listing of knowledge transfer recommendations

Rec	Lead agency	Delivery due Date	Excerpt / summary of recommendation text:
1.011	DoE	31/12/2026	Schools will be provided with resources and training materials to support the implementation of respectful relationships education, including professional development in state schools. Resources will be developed for the early childhood sector to help embed a quality focus on respectful relationships.
1.022	DCSSDS	31/03/2024	Implement and embed the Safe and Together model and Strengthening Families Protecting Children Framework for Practice (Framework for Practice)
1.023	DJAG	31/08/2023	Develop a consistent evidence-based and trauma-informed framework in accordance with current Queensland practice
1.024	DJAG	30/06/2026	Explore options to best implement and embed training and education for all frontline and other relevant staff across government agencies, with consideration given to economies of scale and the need to tailor to specific sectors and professions.
1.032	QPS	30/06/2026	Further build specialist expertise across the QPS to ensure it has state-wide capacity and capability to provide high-quality responses to DFV
1.033	QPS	31/03/2023	As part of the transformational plan (Rec 31), review and update all relevant operational policies and procedures to ensure they guide police in identifying and responding to DFV as a pattern of behaviour over time in the context of a relationship as a whole
1.034	QPS	30/06/2026	Continue to develop and deliver ongoing evidence-based and trauma-informed DFV training and education to all levels of the Queensland Police Service
1.038	DJAG	30/04/2023	Request the Law Admissions Consultative Council (LACC) reconsider the new Prescribed Areas of Knowledge requirement for undergraduate students who want to progress to admission to practice law
1.039	DJAG	30/04/2023	Assist the Bar Association of Queensland and the Queensland Law Society to provide information and access to resources on DFV related impacts, legal frameworks and client services/supports
1.041	DJAG, QPS and LAQ	30/06/2026	Ensure legal staff to participate in regular DFV training.
1.043	LAQ	30/06/2024	Legal Aid Queensland provide in-house staff and lawyers for criminal, family law and civil law on preferred supplier lists regular training on the nature and impact of DFV
1.051	DJAG	30/06/2025	Develop trauma-informed and intersectional strategy for Court Services Queensland and Community Justice Services.
1.061	QPS	30/06/2026	Undertake further consultation before progressing legislative amendments in relation to service by police liaison officers is supported by training and ongoing support
1.069	DJAG	30/06/2023	Review and finalise the draft DFV Guidelines and develop a training program that is aligned with the existing Understanding Sexual Offences Training, to develop professional capability, better understanding all forms of DFV
2.005	QPS	31/07/2025	QPS immediately improve the cultural capability of staff working in its communications centre and staff working in front-counter roles in police stations
2.013	DJAG	31/07/2025	Embed a trauma-informed system of safe pathways for victim-survivors
2.027	QPS	30/06/2026	Reaffirms recommendations 31, 32, 33 and 34 in HHV Report One and recommended expansion to include sexual violence
2.028	QPS	31/07/2025	QPS to implement ongoing competency based sexual violence and trauma
2.029	QPS	31/07/2023	Clarify the role and responsibilities of police Sexual Violence Liaison Officers
2.031	QPS	31/12/2033	Ensure that only specialist trained officers interview victim-survivors in sexual offence cases
2.033	QH	30/06/2025	Develop and implement ongoing competency based training and professional development for doctors and nurses who may be required to prepare reports and give evidence in criminal proceedings for sexual offences
2.034	QH	31/07/2025	Develop and implement a communication and education campaign to inform doctors who may be required to perform forensic medical examinations
2.047	ODPP	31/12/2024	Review the Queensland Director's Guidelines and include additional guidance about the prosecution of sexual violence related cases and treatment of victim-survivors
2.051	ODPP	30/06/2025	Develop and implement a cultural capability plan including improving capability of ODPP staff

Rec	Lead agency	Delivery due Date	Excerpt / summary of recommendation text:
2.066	DJAG & ODPP & QPS	31/10/2025	Reaffirms recommendations 38, 39, 40, 41, 42 and 47 of HHV Report One and recommends expansion to include sexual violence
2.067	DJAG & ODPP & QPS	31/12/2025	Reaffirms recommendations 38, 39, 40, 41, 42 and 47 of HHV Report One and recommends expansion to include sexual violence
2.068	DJAG	31/07/2023	Reaffirms the recommendations 3, 42, 48 from HHV Report One and recommends extension to include sexual violence
2.069	DJAG	30/09/2024	Consider establishing a specialist list for sexual violence cases in the District Court of Queensland
2.074	ODPP	30/06/2027	Consider designing and implementing a new operating model for the prosecution of sexual violence cases within ODPP
2.095	QPS	30/06/2025	Develop and implement a gender-responsive and trauma-informed approach for responding to women and girls in the criminal justice system
2.096	QPS	31/07/2025	QPS immediately improve the cultural capability of staff working in its communications centre and staff working in front-counter roles in police stations
2.112	QPS	30/09/2025	Develop and pilot gender-responsive, culturally competent, and trauma-informed bail assessment tools
2.118	ODPP; DJAG; QPS; LAQ	30/06/2025	Reaffirm and extend recommendations 39-47 of Report One to include focus and training on gendered issues for women and girls who are accused persons and offenders - and best practice in communicating with First Nations women and girls
2.119	DJAG	31/03/2024	Reaffirm recommendation 3 and 48 from Report One and consider including professional development about gendered issues and trauma-informed practice for women and girls as accused persons and offenders
2.12	DJAG	30/06/2025	Ensure that each existing specialist court model and court-based programs incorporate a renewed focus on meeting the needs of women and girls who are accused persons and offenders
2.139	QCS	31/12/2023	Develop and implement a framework for practice in all women's correctional facilities that support staff to appropriately manage women in prison
2.14	DYJ	31/12/2026	Develop and implement a framework for practice in all youth justice services that support staff to appropriately manage girls in the youth justice system
3.004	QPS	31/05/2024	By the end of 2023-24, the Queensland Government will strengthen the resource model of the QPS DFVVC to enhance its strategic capacity by providing 10 additional positions. The QPS will determine and allocate an adequate budget to the DFVVC and transition all temporary positions to permanent. The QPS will focus on building the DFVVC's capacity and capability for undertaking research, intelligence, and advocacy activities and to cultivate partnerships.
3.014	QPS	30/11/2023	By the end of 2023-24, the QPS will undertake wide-ranging and comprehensive improvements to its training of QPS members in relation to domestic and family violence that accounts for the matters in this recommendation and other training-related recommendations of the COI and WSJT. In particular, the improvements to training will involve the engagement of people with lived experience and specialist domestic and family violence advocacy groups or services to deliver face-to-face training in relation to domestic and family violence for recruits and ongoing training of in-service personnel. Training procedures and relevant courses will be updated accordingly.
3.015	QPS	30/04/2023	By the end of 2022-23, the QPS will develop a procedure that requires officers to participate in domestic and family violence-focused reflective practice sessions, including use of body worn camera footage, with their OICs.
3.016	QPS	30/11/2023	By the end of 2023-24, the QPS will undertake wide-ranging and comprehensive improvements to its training of QPS members in relation to domestic and family violence that accounts for the matters in this recommendation and other training-related recommendations of the COI and WSJT. In particular, the improvements to training will incorporate all legal, evidentiary, civil and criminal issues, the need to view domestic and family violence as a pattern of behaviour over time and the appropriate use of interpreters when responding to domestic and family violence.
3.017	QPS	31/03/2023	By the end of 2022-23, the QPS will develop and implement a procedure that stipulates all members performing roles designated by the recommendation, are to complete

Rec	Lead agency	Delivery due Date	Excerpt / summary of recommendation text:
			domestic and family violence specialist training courses most relevant to their roles they are performing.
3.019	QPS	31/05/2023	By the end of 2022-23, the QPS will develop a pocket-sized checklist for use by officers responding to domestic and family violence occurrences.
3.023	QPS	31/05/2024	By the end of 2023-24, the QPS will consider a model for rollout of VLOs in each of the 15 districts to establish a dedicated district level VLO scheme to support aggrieved persons in Protection Order applications or related prosecutions. The scheme will be supported by appropriate guidelines, ongoing training for VLOs, a formalised partnership arrangement with victim advocacy and support services. The scheme will be evaluated 12 months after establishment. The outcomes of the evaluation will be used to inform the final model for the scheme.
3.027	QPS	30/11/2023	By the end of 2023-24, the QPS will ensure all relevant documents, policies and procedures are updated to acknowledge domestic and family violence is a gendered issue.
3.028	QPS	30/11/2023	By the end of 2023-24, the QPS will make improvements to its training to include content that dispels myths about sexual assault, domestic and family violence and victims. Improvements to training will explain the dynamics of power and control, reinforce the need to investigate domestic and family violence as a pattern of behaviour over time and to consider individual personal characteristics of the people in the relationship.
3.032	QPS	30/11/2023	By the end of 2023-24, the QPS will improve its training in relation to domestic and family violence by updating all relevant programs to address the matters outlined in the recommendation. In developing these improvements to training, the QPS will engage specialists and community groups to provide advice and input.
3.034	QPS	31/05/2024	By the end of 2023-24, the QPS will ensure specialist advice is able to be provided to police officers about their interactions with people from the LGBTIQ+ community. This will be facilitated through the establishment of a LGBTIQ+ Community Consultative Group and considering opportunities to enhance the existing LGBTIQ+ Liaison Officer program.
3.041	QPS	30/11/2023	By the end of 2023-24, the QPS will ensure First Nations peoples and communities are involved in the co-design of cultural capability training for recruits and ongoing training for in-service personnel. To further strengthen cultural capability training provided to QPS members, First Nations peoples will be involved in co-delivering this training. These improvements to QPS' cultural capability will be developed in conjunction with relevant WSJT recommendations.
3.049	QPS	30/11/2023	By the end of 2023-24, the QPS will make improvements to its training to address the need for police to take into account the unique experiences of First Nations peoples and communities when responding to domestic and family violence, culturally relevant relationship dynamics and culturally appropriate communication methods.
3.055	QPS	30/11/2024	By the end of 2024-25, the QPS will develop community-specific awareness and preparedness induction packages to support the placement of QPS members posted to remote locations.
3.056	QPS	31/05/2024	By the end of 2023-24, the QPS will ensure rostering practices in rural and remote communities provide for sufficient non-operational periods for newly posted members to complete community preparedness inductions.
3.059	QPS	30/11/2023	By the end of 2023-24, the QPS will assess the needs of training for PLOs in consultation with the First Nations panel. Informed by the outcomes of this process, the QPS will further consult the First Nations panel in designing and delivering additional and ongoing training to PLOs, including in relation to domestic and family violence, trauma-informed practice, conflict resolution and suicide prevention. This training will complement, or where practical, be integrated with the implementation of other training-related recommendations for PLOs made by the COI and WSJT.
3.061	QPS	31/05/2024	By the end of 2023-24, the QPS will ensure PLOs and Torres Strait Islander PLOs who are stationed in areas where they are the only QPS presence, are issued with QLITE devices and have appropriate access to the QPRIME system. Training will be delivered to PLOs to support the effective use of QPRIME and QLITEs.

## APPENDIX 6: Consultation summary

The OIIS consulted with government and non-government stakeholders in preparation for this Report. The IIS would like to thank stakeholders for their engagement and valuable contributions.

### Stakeholder consultation

Alliance for Leadership Learning

Australia's National Research Organisation for Women's Safety (ANROWS)

Bar Association Queensland

Brisbane Magistrates Court

Centre for Women & Co.

Sisters Inside Inc.

Commissioner for Children and Young People South Australia

Courts Innovation Program, Justice Services

Department of Children, Youth Justice and Multicultural Affairs

Department of the Premier and Cabinet

Department of Treaty, Aboriginal & Torres Strait Islander Partnerships, Communities and the Arts

Department of Justice and Attorney-General

Forensic Science Queensland

Forensic Medicine Queensland

Gold Coast Centre Against Sexual Violence

Griffith Criminology Institute, Griffith University

Law Society Queensland

Legal Aid Queensland

Lena Passi Women's Shelter Assoc Inc.

Mura Kosker Sorority Inc.

Office of the Director of Public Prosecutions

Office of the Director-General, Department of Justice and Attorney-General

Office of the Public Sector Commissioner

Office of Women's Violence Prevention, Department of Justice and Attorney-General

Queensland Indigenous Family Violence Legal Service (QIFVLS)

Queensland Corrective Services

Queensland Family and Child Commission

Queensland Health, including representatives from seven HHS'

Queensland Law Society

Queensland Police Service, including representatives from four policing regions

Relationships Australia

Thursday Island Justice Inc.

True Relationships and Reproductive Health

Queensland's Victims' Commissioner

Wakai Waian Healing