



**Prevent. Support. Believe.**  
Queensland's Framework to  
address Sexual Violence

**SECOND ACTION PLAN**  
2023–24 to 2027–28



**Queensland**  
Government

### Content warning:

The contents of this document may bring up strong feelings in some readers. Be assured you are not alone, and that there are many services and support groups available to assist in dealing with these.

### Advice and support is available through:

Sexual Assault Helpline ([www.dvconnect.org/sexual-assault-helpline](http://www.dvconnect.org/sexual-assault-helpline))  
on 1800 010 120 (7.30am to 11.30pm, 7 days a week).

1800RESPECT ([www.1800respect.org.au](http://www.1800respect.org.au)) on 1800 737 732  
(24/7 telephone and online crisis support).

Lifeline ([www.lifeline.org.au](http://www.lifeline.org.au)) on 13 11 14 (24 hour crisis support and suicide prevention).

### A note on language used in this action plan

Victim/survivor/people with lived experience/people who have experienced sexual violence – these terms have been used interchangeably in the action plan. Generally, 'victim' signifies that a crime has taken place against a person, and is most often used when describing official statistics. 'Survivor' refers to someone who has begun to heal or gone through the recovery process. 'People who have experienced sexual violence' is a broad term that may refer to victims and/or survivors.

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### Attribution

Content from this action plan should be attributed as: The State of Queensland Department of Justice and Attorney-General Queensland's Framework to Address Sexual Violence Second Action Plan 2023–24 to 2027–28.

### Acknowledgement of First Nations peoples

The Queensland Government respectfully acknowledge the First Nations peoples in the State of Queensland, and acknowledge the cultural and spiritual connection that Aboriginal and Torres Strait Islander people have with the land and sea. We respectfully acknowledge Aboriginal people and Torres Strait Islander people as two unique and diverse peoples, with their own rich and distinct cultures, resilience and strengths. We specifically acknowledge the unique history and cultural heritage of Aboriginal and Torres Strait Islander people as the First Peoples of Australia.

We pay our respects to Elders past and present. We honour the legacies of Elders as we strive to strengthen this culturally responsive and inclusive framework to prevent and respond to sexual violence.



The Queensland Government is committed to providing accessible services to Queenslanders from all culturally and linguistically diverse backgrounds.

If you have difficulty in understanding this document, you can contact us on 13 QGOV (13 7468) and we will arrange an interpreter to effectively communicate the report to you.

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## Message from the Attorney-General and the Minister for Women



Since the launch of *Prevent. Support. Believe.* Queensland's Framework to address Sexual Violence (the Framework), the Queensland Government has heard more from victim-survivors across Queensland of their experience of responses to sexual violence and abuse.

Through the Women's Safety and Justice Taskforce (the Taskforce), we heard from victim-survivors of sexual violence about their experiences across the criminal justice system. We heard how misconceptions about sexual violence in the community make victim-survivors feel blamed and shamed, and that this is but one of a number of barriers to reporting. We heard that responses to those who do report often make them feel unsupported, disempowered and even traumatised by the experience. We heard that the laws about sexual violence were out of step with community expectations.

The Taskforce's *Hear Her Voice – Report Two – Women and girls' experience across the criminal justice system* (Report Two) recommended wide-ranging reforms to improve the experience of women and girls as victims of sexual assault across the criminal justice system, and to shift community attitudes and beliefs that perpetuate sexual violence and prevent victims from reporting. The Taskforce's work focused on women and girls' experiences, in recognition of the gendered nature of sexual violence. However, we know that sexual violence can happen to anyone, regardless of age, gender, race, culture, socio-economic status, ability, sexual orientation or location.

We are listening to what Queenslanders told the Taskforce and this second action plan places victim-survivors at the centre of how the Queensland Government shapes and delivers responses to sexual violence.

The second action plan builds on strong progress made under the first action plan. We have strengthened consent education, undertaken trauma-informed training for frontline staff across the Queensland Government, increased the number of clinicians who can perform forensic examinations, and implemented the sexual violence liaison officer model statewide.

Whilst strong progress has been made since the Framework was released, we know that more needs to be done to prevent sexual violence in all its forms.

Work is already underway in delivering actions under this second action plan. The Queensland Police Service has conducted an independent evaluation of the Sexual Violence Response Strategy 2021–2023 and published the next strategy for 2023–2025. Extensive progress has also been made towards the delivery of many actions, such as through the appointment of the interim Victims' Commissioner to engage with victims of crime and their families, support services and criminal justice agencies to provide resources for victims of crime.

The Queensland Government's enduring commitment to preventing and responding to sexual violence is reflected in the continued enhancement of investment in sexual violence services, with funding allocated to sexual violence support increasing by more than \$10 million from 2021–22 to 2023–24.

In 2023–24, the Queensland Government allocated \$29.6 million to the specialist sexual assault and women's health and wellbeing organisations across the state to deliver sexual violence support services.

This is in addition to \$10 million over four years for victim support services in response to the Commission of Inquiry into Forensic DNA Testing in Queensland.

This investment builds on the \$225 million over five years allocated in 2022–23 to implement the government response to Report Two, including funding for:

- the Townsville Sexual Assault Response Team and expanding the model in two new locations
- court IT upgrades in 81 locations to make it easier for victims to give video evidence
- establishment of a Victims' Commissioner
- the Queensland Sexual Assault Network
- a community education campaign to improve awareness and understanding about sexual violence, including consent
- adult restorative justice services for adult sexual and DFV offences and a staged expansion
- piloting a victims' advocate service in key locations and developing the most appropriate model for a statewide victim advocate service.

In partnership with the Commonwealth Government, the Queensland Government is working to address and prevent domestic, family and sexual violence nationally, including through an allocation of over \$37.1 million over 4 years to recruit up to a total of 111.6 workers in Queensland by 2024–25 with funding extending into 2025–26.

The Queensland Government is continuing to refine its investment approach and has also committed to developing a whole-of-government sexual violence strategic investment plan to guide investment decisions across government.

We will continue to listen to the voices of victim-survivors, sexual violence service providers, and the broader Queensland community in our efforts towards ending sexual violence in Queensland.

**Hon Yvette D'Ath MP**

Attorney-General and Minister for Justice  
and Minister for the Prevention of Domestic  
and Family Violence

**Hon Shannon Fentiman MP**

Minister for Health, Mental Health  
and Ambulance Services and  
Minister for Women

## Introduction

*Prevent. Support. Believe.* Queensland's Framework to address Sexual Violence (the Framework) sets out Queensland's overarching approach to preventing and responding to all forms of sexual violence in Queensland, including sexual assault, sexual harassment, technology-facilitated sexual violence, child sexual abuse and youth sexual violence.

The Framework established the Queensland Government's vision for a Queensland where everyone lives free of the fear, threat or experience of sexual violence.

The Framework is organised around three priority areas for action – Prevention, Support and healing, and Accountability and justice – and identifies objectives and strategies for each priority area to guide our work.

The Framework was developed following extensive engagement and consultation with the community, service sector, academic experts, advocacy organisations and peak bodies; guidance from the Queensland Sexual Violence Prevention Roundtable; and comprehensive research and analysis. Importantly, the Framework prioritises what we heard from people with lived experience of sexual violence, who generously shared their experiences and views on how to make a difference.

The Framework is available at [www.justice.qld.gov.au/about-us/services/women-violence-prevention/violence-prevention/sexual-violence-prevention](http://www.justice.qld.gov.au/about-us/services/women-violence-prevention/violence-prevention/sexual-violence-prevention)

The Second Action Plan 2023–24 to 2027–28 of the Framework consolidates existing Government commitments and reflects the significant reform program underway to prevent and address sexual violence in Queensland.

The second action plan has been shaped by the work of the Women's Safety and Justice Taskforce, in particular the Taskforce's examination of the experience of victim-survivors of sexual violence across the criminal justice system as outlined in *Hear Her Voice – Report Two – Women and girls' experiences across the criminal justice system*. Running for five years, this action plan includes relevant actions to be undertaken in response to the Taskforce's reports as well as other ongoing work across government.

This is a whole-of-government action plan, with agencies responsible for children, violence prevention, women, health, education, justice and youth justice, policing, corrections, housing and disability services all committed to actions listed. The agencies listed next to each action are those with lead responsibility, noting that many actions require collaborative effort across multiple agencies. Actions are organised by the priority area and strategy they are most closely aligned with.

**Prevent. Support. Believe.**

# Queensland's Framework to address Sexual Violence



# OUR VISION: Everyone in Queensland lives free of the fear, threat or experience of sexual violence

## What do we mean by sexual violence\*

Sexual violence includes, but is not limited to:

- Sexual assault and rape
- Child sexual abuse
- Child sexual exploitation
- Sexual harassment
- Technology-facilitated sexual violence
- Intimate partner sexual violence
- Youth sexual violence and abuse

## Responding to all Queenslanders, including:

- Children and young people
- Women
- Men
- First Nations people
- People from culturally and linguistically diverse backgrounds
- People who identify as LGBTIQ+
- People with disability
- Older people
- Sex workers
- People in the custodial system



# Queensland's Framework to address sexual violence

## OUR PRINCIPLES

Sexual violence is a violation of human rights and will not be tolerated	Preventing and responding to sexual violence is everyone's responsibility and requires shared accountability, partnerships and local responses	Preventing sexual violence begins with addressing the cultural norms, structures and practices that condone and enable violence to occur	Addressing gender inequality and power structures that enable sexual violence is critical to ending it	Prevention activities and responses should recognise and address the diversity and lived experiences of all people in Queensland	The choice and dignity of people who have experienced sexual violence should be at the centre of all responses	Systems and services should be accessible, integrated, trauma-informed and culturally responsive	Interventions and responses must be informed by evidence, data, ongoing evaluation and supported by resources
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## OUR PRIORITIES FOR FUTURE ACTION

Priority 1: Prevention		Priority 2: Support and healing		Priority 3: Accountability and justice	
<p><b>Objective:</b> Everyone works together to bring about cultural, behavioural and structural change to prevent sexual violence</p> <p><b>Strategies:</b></p> <ul style="list-style-type: none"> <li>■ Increase knowledge and understanding of sexual violence and its drivers in the broader community</li> <li>■ Equip families, children and young people with accurate information on healthy relationships, consent and sexual violence</li> <li>■ Challenge attitudes, practices and structures that lead to sexual violence and stop people speaking out</li> <li>■ Strengthen the capacity of workplaces and institutions to prevent sexual violence</li> <li>■ Implement targeted prevention and early intervention activities tailored for and designed by specific population groups</li> </ul>		<p><b>Objective:</b> All people who are impacted by sexual violence are believed and supported to recover and heal</p> <p><b>Strategies:</b></p> <ul style="list-style-type: none"> <li>■ Provide timely, integrated and victim-centric support for people who have experienced sexual violence</li> <li>■ Increase the capacity and cultural capability of specialist and mainstream services to be trauma-informed and meet the diverse needs of people who have experienced sexual violence</li> <li>■ Expand access to early intervention programs for children and young people displaying harmful sexual behaviours or who are at risk of experiencing sexual violence</li> </ul>		<p><b>Objective:</b> The justice system is responsive to the needs of victims and survivors, and perpetrators are held to account for their actions</p> <p><b>Strategies:</b></p> <ul style="list-style-type: none"> <li>■ Investigate and seek to address barriers to victims and survivors reporting sexual violence and accessing justice responses</li> <li>■ Continue to strengthen support to navigate the criminal justice system for people who are impacted by sexual violence, and investigate expansion of alternative justice responses</li> <li>■ Continue to provide and strengthen interventions that help perpetrators of sexual violence to take responsibility for their actions and change their attitudes and beliefs to prevent re-offending</li> <li>■ Continue to review and evaluate justice processes and relevant laws in Queensland to ensure that victims of sexual violence are supported and perpetrators are held accountable</li> </ul>	

<p><b>Core element: An integrated and effective service system</b></p> <p>Objective: service systems are integrated and effective so everyone impacted by sexual violence can access support where and when they need it</p> <p><b>Core element: building the evidence base</b></p> <p>Objective: activities to prevent and respond to sexual violence are underpinned by robust data, evidence and evaluation</p>
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## OUTCOMES

Communities are safe and free from sexual violence	People who have experienced sexual violence are believed and supported	Relationships are respectful	Services meet the needs of all people impacted by sexual violence	The justice system is responsive to victims and survivors	Perpetrators are held to account and stop committing sexual violence
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\* Please refer to Prevent. Support. Believe. Queensland's Framework to address Sexual Violence for further information on 'what do we mean by sexual violence?'

## Priority 1: Prevention

# Everyone works together to bring about cultural, behavioural and structural change to prevent sexual violence

### What we have achieved so far

- Released the strengthened *Respect* program for Queensland schools following a comprehensive review of the *Respectful Relationships Education Program*, which included consultation with key stakeholders (Department of Education)
- Funded 88 organisations under the Investing in Queensland Women grant program to receive a share of \$0.81 million for initiatives that address barriers and challenges unique to women and girls (Queensland Health)
- Reviewed the *Industrial Relations Act 2016*, resulting in a number of recommendations to enhance protections for workers subject to sexual harassment, and making sexual harassment a valid reason for dismissal. These recommendations were accepted by the Government and the Industrial Relations and Other Legislation Amendment Bill 2022, which included legislative amendments to implement the recommendations, was passed by Parliament on 28 October 2022 (Department of State Development and Infrastructure)
- Developed the first edition of a sexual violence media guide to support responsible reporting of sexual violence, including the introduction of laws allowing the naming of accused persons charged with prescribed sexual offences (Department of Justice and Attorney-General).

### New actions for 2023–24 to 2027–28

#### Increase knowledge and understanding of sexual violence and its drivers in the broader community by:

- Developing and implementing a comprehensive and integrated plan for the primary prevention of violence against women in Queensland (Department of Justice and Attorney-General)
- Implementing a primary prevention-focused community education campaign to improve awareness and understanding about sexual violence and consent (Department of Justice and Attorney-General)
- Supporting the commissioning of research about the drivers of sexual violence, including through Queensland's support of Australia's National Research Organisation for Women's Safety (Department of Justice and Attorney General)
- Continuing to support prevention and awareness activities in local communities via the annual Investing in Queensland Women grant program (Queensland Health).

#### Equip families, children and young people with accurate information on healthy relationships, consent and sexual violence by:

- Expanding promotion of the *Respect* Program to all Queensland state schools with uptake of the resource in state schools measured through annual data collection (Department of Education)
- Promoting resources and training materials to support teachers to implement the Australian Curriculum through a whole-of-school approach to respectful relationships education (Department of Education)
- Continuing to endorse delivery of the Australian Curriculum, which explores sexual relationships in online content – such as access to pornography and sharing of images online – and how this may influence beliefs about respectful, safe and consensual relationships (Department of Education)
- Ensuring young people who are not engaged in formal education have access to respectful relationships-informed information (Department of Child Safety, Seniors and Disability Services).

#### Challenge attitudes, practices and structures that lead to sexual violence and stop people speaking out by:

- Updating and promoting a sexual violence media guide to support responsible reporting of sexual violence (Department of Justice and Attorney-General)
- Supporting Practice Leaders in child sexual abuse and domestic and family violence to increase organisational knowledge and understanding of sexual violence, including bespoke professional development in relation to sexual violence across the life course (Department of Child Safety, Seniors and Disability Services)
- Developing a trauma-informed and intersectional strategy for Court Services Queensland and Community Justice Services (Department of Justice and Attorney-General)
- Continuing to deliver training to Youth Justice staff on trauma-informed practice to support all young people, including those who have committed and been victims of sexual violence (Department of Youth Justice)
- Continuing to provide training to Child Safety staff to improve understanding of sexual abuse (Department of Child Safety, Seniors and Disability Services).

## Priority 1: Prevention

### Everyone works together to bring about cultural, behavioural and structural change to prevent sexual violence

#### Strengthen the capacity of workplaces and institutions to prevent sexual violence by:

- Developing a communication and education campaign to inform Queensland Health clinicians about the critical importance of responding to victims of sexual violence. The campaign will focus on the roles of various health workers, supports available, dispel myths about sexual violence and sexual consent, and emphasise the value of timely forensic medical examinations for victims of sexual violence (Queensland Health)
- Developing regulations to prevent sexual harassment in the workplace (Department of State Development and Infrastructure)
- Continuing to support the implementation of the recommendations of the *Respect@Work* report, as relevant to Queensland (Queensland Government)
- Implementing policy to prevent and support employees who experience workplace sexual harassment (Public Sector Commission)
- Developing a guideline for managing the risks of workplace sexual harassment and assault in the Queensland resources industry (Resources Safety and Health Queensland).

#### Implement targeted prevention and early intervention activities tailored for and designed by specific population groups by:

- Continuing to implement key reform activities under the *National Plan to End Violence against Women and Children 2022–2032*, supported by the First Action Plan 2023–2027 and Aboriginal and Torres Strait Islander Action Plan 2023–2025 (Queensland Government)
- Continuing to implement key reform activities under the *National Strategy to Prevent and Respond to Child Sexual Abuse 2021–2030* (Department of Child Safety, Seniors and Disability Services)
- Continuing to implement key reform activities under the national *Safe and Supported: The National Framework for Protecting Australia's Children 2021–2031* (Department of Child Safety, Seniors and Disability Services)
- Continuing to implement initiatives to break down barriers to prevention, detection and response to child sexual abuse; and provision of trauma-informed care environments (Department of Child Safety, Seniors and Disability Services)

- Continuing to deliver *Living Under the Act* training to service providers in regional Queensland to improve their programs and service provision to First Nations peoples by increasing awareness of historical acts and legislation impacting Aboriginal and Torres Strait Islander peoples and sensitivity to intergenerational trauma (Department of Treaty, Aboriginal and Torres Strait Islander Partnerships, Communities and the Arts)
- Continuing to employ Positive Relationships Cultural Connectors in ten locations across Queensland to collaborate with local communities, to co-lead the development of place-based, culturally appropriate integrated service systems (Department of Treaty, Aboriginal and Torres Strait Islander Partnerships, Communities and the Arts)
- Continuing to implement and evaluate place-based responses to youth sexual violence and abuse in Toowoomba and Bundaberg through implementing whole-of-community prevention campaigns, sector training and capacity building (Department of Justice and Attorney-General)
- Continuing to implement the Yarrabah Positive and Respectful Relationships project in partnership with the Yarrabah community. Young people (12–25 years) and community stakeholders will co-design and implement a community-led prevention campaign to promote safe and respectful relationships; enhance personal and online safety; and reduce the risk of domestic and family violence, and youth sexual violence and abuse (Department of Justice and Attorney-General and Department of Treaty, Aboriginal and Torres Strait Islander Partnerships, Communities and the Arts).



## Priority 2: Support and healing

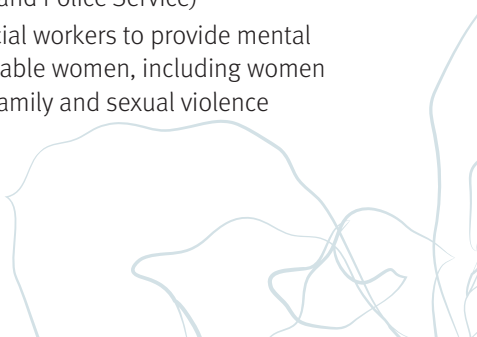
### All people who are impacted by sexual violence are believed and supported to recover and heal

#### What we have achieved so far

- Finalised, in consultation with the specialist sexual assault sector, and published the updated Interagency guidelines for responding to children, young people and adults who have experienced sexual assault or child sexual abuse (Department of Justice and Attorney-General)
- Committed further funding to the secretariat role with the Queensland Sexual Assault Network (Department of Justice and Attorney-General)
- Delivered online workshops to 225 doctors on undertaking primary clinical and forensic consultation when a patient (14 years+) discloses sexual assault (Queensland Health)
- Increased the number of clinicians able to undertake forensic sexual assault examinations by developing an education program to train Registered Nurses and Midwives as Sexual Assault Nurse Examiners (SANEs), allowing SANEs to join their Forensic Nurse Examiner counterparts on adult (14 years+) sexual assault examination rosters, with 97 Nurses and Midwives trained during 2021–22 (Queensland Health)
- Extended Flexible Assistance Packages (goods or services needed to maintain and access safe housing) to people experiencing sexual violence outside the context of domestic, family and intimate partner violence (Department of Housing, Local Government, Planning and Public Works)
- Released the *Queensland Women and Girls' Health Strategy 2032* and *Investment Plan* which includes actions to ensure that Queensland women and girls experiencing domestic, family and sexual violence have access to sensitive, trauma-informed and culturally safe health care (Queensland Health).
- In consultation with people with lived experience, Aboriginal and Torres Strait Islander peoples and service and legal system stakeholders, developing, piloting and evaluating the most appropriate statewide professional victim advocate service for Queensland (Department of Justice and Attorney-General)
- Delivering \$10 million over four years for victim support services to meet any increased demand for trauma counselling in response to the findings of the Commission of Inquiry into Forensic DNA Testing in Queensland (Queensland Government)
- Continuing to provide funding to sexual assault services (Department of Justice and Attorney-General)
- Continuing to increase the number of clinicians that are trained to provide clinical forensic examinations to ensure local and timely delivery of these services (Queensland Health)
- Exploring community interest in local initiatives to support women and girls wishing to report sexual violence as part of the development of a whole-of-government and community First Nations justice strategy, and 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) (Department of Justice and Attorney-General)
- Expanding the Domestic, Family and Sexual Violence Housing with Support initiative to Townsville, Rockhampton, Toowoomba, Mackay, Sunshine Coast and Gold Coast. This will support people experiencing domestic, family or sexual violence to access private rental housing through head leases, and provide case coordination to enable tenants to access specialist and mainstream supports to assist in sustaining tenancies and building capacity towards independent safe housing (Department of Housing, Local Government, Planning and Public Works)

#### New actions for 2023–24 to 2027–28

##### Provide timely, integrated and victim-centric support for people who have experienced sexual violence by:

- Developing, implementing and monitoring an integrated inter-agency response to support victim-survivors of sexual violence from the first point of contact with the service system throughout their engagement with the justice system and beyond (Department of Justice and Attorney-General)
  - Continuing to provide Queensland Police Service (QPS) officers with specialist training or relevant experience to interview victim-survivors in sexual offence cases (Queensland Police Service)
  - Continuing to embed a trauma-informed, victim-centric response to victims of crime, with a specific focus on responses to victims of sexual violence, including the incorporation of appropriate spaces in new and upgraded police facilities (Queensland Police Service)
  - Providing funding for social workers to provide mental health support for vulnerable women, including women experiencing domestic, family and sexual violence (Queensland Health)
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## Priority 2: Support and healing

All people who are impacted by sexual violence are believed and supported to recover and heal

- Providing therapeutic counselling and support for women and girls' mental health and wellbeing through virtual and telephone services, in partnership with community-based providers (Queensland Health)
- Designing and implementing four nurse-led walk-in clinics to support improved access to care, including after hours (Queensland Health).


**Increase the capacity and cultural capability of specialist and mainstream services to be trauma-informed and meet the diverse needs of people who have experienced sexual violence by:**

- Developing a whole-of-government sexual violence strategic investment plan encompassing services and supports delivered and funded by Queensland Government agencies (Department of Justice and Attorney-General)
- Continuing the roll out of initiatives focused on improving the cultural capability of the QPS and its ability to respond to sexual violence cases and matters involving domestic and family violence (Queensland Police Service)
- Working in partnership with First Nations peoples to develop and implement a cultural capability plan with a focus on improving cultural capability of all staff within the Office of the Director of Public Prosecutions (ODPP) (Office of the Director of Public Prosecutions)
- Working with experts in trauma-informed service delivery to develop and embed a system of safe pathways and establish a cohesive and consistent inter-agency response for victim-survivors including implementation of appropriate mechanisms to ensure agencies are upholding practice principles that underpin safe pathways (Department of Justice and Attorney-General)
- In consultation with people with lived experience, Aboriginal and Torres Strait Islander peoples and service and legal system stakeholders, co-designing a victim-centric, trauma-informed service model for responding to sexual violence (Department of Justice and Attorney-General)
- Considering the establishment of an independent and integrated peak industry body for sexual violence services, as service delivery and accessibility resourcing allows (Department of Justice and Attorney-General)
- The Queensland Government will build upon the current work underway within QPS to ensure police prosecutors are participating in regular training focused on the nature and impact of sexual violence and working with victim-survivors of sexual violence and ensure training programs are regularly reviewed to embody evidence-based and up-to-date information to police prosecutors (Queensland Police Service)

- Continuing to invest in Specialist Counselling Services and developing the capability of other providers in the market to deliver services for young people in the youth justice system who have committed sexual offences, and for their victims (Department of Youth Justice)
- Continuing to support capacity and capability building initiatives to maintain and strengthen referral pathways between elder abuse and domestic, family and sexual violence services (Department of Child Safety, Seniors and Disability Services)
- Developing a plain language guide on the use and interpretation of forensic analysis of DNA samples in sexual violence and other cases, which will be made publicly available. It will explain the forensic analysis process, include definitions, and explain the use of data and information commonly found in the results. It will be updated regularly to support ongoing understanding and critical analysis of forensic evidence (Queensland Health).

**Expand access to early intervention programs for children and young people displaying harmful sexual behaviours or who are at risk of experiencing sexual violence by:**

- Continuing to trial the Youth Sexual Violence and Abuse initiative over 2022–2024 to respond locally to youth sexual violence and abuse, including children with harmful sexual behaviours (Department of Justice and Attorney-General)
- Working with the Federal Government to address the digital divide for all Queenslanders by promoting access, affordability and ability, including supporting implementation of accessible, affordable digital inclusion initiatives targeted at vulnerable cohorts, together with connecting communities so that they can grow and prosper, through enabling improved digital connectivity across regional and remote communities (Department of Transport and Main Roads)
- Continuing to participate in the national Children with Harmful Sexual Behaviours working group to contribute to the development of national standards and a national clinical framework for responding to children with harmful sexual behaviours, increasing workforce capability and community understanding (Department of Child Safety, Seniors and Disability Services, Department of Justice and Attorney-General and Queensland Health).



## Priority 3: Accountability and justice

# The justice system is responsive to the needs of victims and survivors, and perpetrators are held to account for their actions

### What we have achieved so far

- The Women's Safety and Justice Taskforce's *Hear Her Voice – Report Two* conducted extensive consultation to evaluate the experiences of victim-survivors of sexual violence in the justice system, ultimately recommending significant reforms to justice and service responses, and legislative reform to reduce barriers to reporting and enhance the experience of victim-survivors in their engagement with the justice system (Department of Justice and Attorney-General)
- Committed \$225 million over five years to support implementation of the recommendations made in the Women's Safety and Justice Taskforce report *Hear her voice – Report Two – Women and girls experiences across the criminal justice system*, placing victim-survivors at the centre of the response to sexual violence (Queensland Government)
- Implemented the *Sexual Violence Response Strategy 2021–2023* (Queensland Police Service)
- Undertook actions to ensure individuals who have experienced sexual assault and are ineligible for Medicare, are not charged for clinical care, forensic examinations, testing and psychosocial support provided by Queensland Health (Queensland Health)
- Conducted a review of the Sexual Assault Investigation Kits (Queensland Health)
- Introduced the Criminal Code (Decriminalising Sex Work) and Other Legislation Amendment Bill 2024 to implement a number of recommendations made by the Queensland Law Reform Commission (Department of Justice and Attorney-General)
- Conducted an independent evaluation of the *Queensland Police Service Sexual Violence Response Strategy 2021–2023* (Queensland Police Service)
- Included progress against actions in the *Queensland Police Service Sexual Violence Response Strategy 2021–2023*, and the outcomes and impacts for victim-survivors in the QPS annual report (Queensland Police Service)
- The Attorney-General and Minister for Justice and Minister for the Prevention of Domestic and Family Violence wrote to:
  - » the State coroner, to request the Domestic and Family Violence Death Review and Advisory Board consider undertaking a one-off specific topic review of relevant past cases of domestic and family violence deaths involving sexual violence
  - » the President of the Queensland Law Society in support of expanding the scope of delivery in implementing Recommendations 3, 42 and 48 from *Hear her voice – Report One – Addressing coercive control and domestic and family violence in Queensland* to include sexual violence and issues related to women and girls as accused persons and offenders in the criminal justice system (Department of Justice and Attorney-General)
- Reviewed the reasonable excuses listed in section 229BC(4) of the *Criminal Code Act 1899* to determine whether amendments are necessary based on the results of consultation with relevant stakeholders (Department of Justice and Attorney-General).

### New actions for 2023–24 to 2027–28

#### Investigate and seek to address barriers to victims and survivors reporting sexual violence and accessing justice responses by:

- Working in partnership with the ODPP, Police Prosecution Corps, and legal assistance services, to ensure training programs focused on the nature and impact of sexual violence and working with victim-survivors are available. This includes exploring options to make the training a requirement for all the relevant staff (Department of Justice and Attorney-General)
- Trialling a pilot expert evidence panel for sexual offence proceedings (Department of Justice and Attorney-General)
- Working with the Hospital and Health Services to implement the 'Crisis Care Process' Ministerial Direction to commence an approved Clinical Care Pathway within 10 minutes for any person who attends at an Emergency Department and discloses, or presents as having experienced sexual assault. (Queensland Health)
- Exploring technological options to enable the partial download of information from the mobile phones and other devices to protect and promote the right to privacy of victim-survivors (Queensland Police Service)
- Improving practices in the collection, testing and analysis of DNA samples in cases of sexual assault by implementing relevant initiatives arising from the recommendations of the Commission of Inquiry into Forensic DNA Testing in Queensland (Queensland Government)
- Investigating options to 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 (Queensland Health)

## Priority 3: Accountability and justice

### The justice system is responsive to the needs of victims and survivors, and perpetrators are held to account for their actions

- Implementing a broad community awareness campaign with targeted messages for young people, sexual assault and health services to support ongoing implementation of the failure to report offence in section 229BC of the *Criminal Code Act 1899* (Department of Justice and Attorney-General)
- Continuing the program of work to address barriers to reporting sexual assault to the QPS, including:
  - » continuing engagement with specialist sexual assault support services to review and promote the QPS formal online reporting form and the informal online alternative reporting option
  - » ongoing review and upgrade of public information on the QPS sexual violence site (Queensland Police Service)
- Improving practices and procedures to better respond to victim-survivors by implementing relevant initiatives arising from relevant recommendations of the Commission of Inquiry into Queensland Police Service responses to domestic and family violence (Queensland Government)
- Continuing to implement the *Sexual Violence Response Strategy 2023–2025* (Queensland Police Service)
- Considering any recommendations from the *Royal Commission into Violence, Abuse, Neglect and Exploitation of People with Disability* regarding the prevention of and response to sexual violence against people with disability (Department of Child Safety, Seniors and Disability Services).
- Women’s Legal Service Queensland (Department of Justice and Attorney-General)
- Continuing QPS engagement with partner agencies and key stakeholders to promote the scope and intent of the Sexual Violence Liaison Officers program including intended outcomes for victim-survivors (Queensland Police Service)
- Exploring options for a sustainable long-term plan for the expansion of adult restorative justice services in Queensland (Department of Justice and Attorney-General)
- Considering the development of a victim-centric legislative framework for adult restorative justice. The content and design of the legislative framework for adult restorative justice in Queensland will be informed by the development of the long-term plan for the expansion of adult restorative justice (Department of Justice and Attorney-General)
- Funding and undertaking a pilot restorative justice program for adult sexual and domestic and family violence offences and funding an independent evaluation of the pilot to inform further statewide roll out. The pilot will commence after the implementation of a legislative framework (Department of Justice and Attorney-General)
- Implementing the *Court Services Queensland Domestic and Family Violence and Sexual Violence Safety Framework – Delivering Safer Courts 2024-2034* to enhance the safety of people impacted by domestic and family violence and sexual violence attending courts (Department of Justice and Attorney-General).

#### Continue to strengthen support to navigate the criminal justice system for people who are impacted by sexual violence, and investigate expansion of alternative justice responses by:

- Continuing (with the possibility of expansion) the witness intermediary pilot program in relation to child sexual offence prosecutions, to assist witnesses and victims with communications difficulties to give their best evidence (Department of Justice and Attorney-General)
- Considering extending the intermediaries scheme to proceedings involving adult victims of sexual violence, informed by the evaluation outcomes of the pilot (Department of Justice and Attorney-General)
- Further expanding courtroom remote witness technology in regional Queensland, and implementing a secure, modern evidence recording solution to improve the safety of victim-survivors of sexual violence (Department of Justice and Attorney-General)
- Providing continuing and increased funding for the Sexual Assault Counselling Privilege legal assistance service (known as the Counselling Notes Protect program) currently delivered through Legal Aid Queensland and
- Continue to provide and strengthen interventions that help perpetrators of sexual violence to take responsibility for their actions and change their attitudes and beliefs to prevent reoffending by:
  - Continuing and improving service responses for young people who have admitted or been found guilty of a sexual offence through: delivering restorative justice conferences in appropriate circumstances, supported by specialist counselling services; improving access to specialist counselling services; providing additional targeted training, professional development for staff and implementing improved screening processes (Department of Youth Justice)
  - Continuing to deliver group-based sexual offending programs, aimed at addressing the underlying causes of sexual offending behaviour, to persons under the care of Queensland Corrective Services (Queensland Corrective Services)
  - Continuing to review current domestic and family violence behaviour change programs for adolescents and men to ensure programs address intimate partner sexual violence (Department of Justice and Attorney-General).



## Priority 3: Accountability and justice

The justice system is responsive to the needs of victims and survivors, and perpetrators are held to account for their actions

**Continue to review and evaluate justice processes and relevant laws in Queensland to ensure that victims of sexual violence are supported and perpetrators are held accountable by:**

- Working with relevant stakeholders to establish a victims' commissioner to promote and protect the needs of victims and determine the most appropriate model for Queensland (Department of Justice and Attorney-General)
- Exploring opportunities to establish appropriate mechanisms to facilitate reviews of police and prosecutorial decisions requested by victim-survivors (Queensland Police Service and Office of the Director of Public Prosecutions)
- Exploring options for statewide delivery and support of forensic medical examinations in Emergency Departments and Hospital and Health Services. This will consist of a mix of qualified forensic clinicians, trained doctors and forensic nurse examiner positions to provide victims of sexual violence 24/7 access to high quality and timely forensic medical examinations that are trauma-informed and culturally appropriate (Queensland Health)
- Undertaking an independent review of the use of youth justice conferencing in cases involving sexual offences. The review will focus on the experience and the outcomes for victim-survivors and identify opportunities to better meet the needs of victims and child offenders, including sexual offending (Department of Youth Justice)
- Providing adequate resources and assistance to the ODPP to design, implement and evaluate the operating model for the prosecution of sexual violence cases (Queensland Government)
- Considering the issue of victim-survivor representation when the legislative amendments implemented in response to both Women's Safety and Justice Taskforce reports are reviewed (Department of Justice and Attorney-General)
- Reviewing the Queensland Director's Guidelines to include additional guidance in relation to the prosecution of sexual violence matters and the treatment of victim-survivors in these matters (Office of the Director of Public Prosecutions)
- Reviewing the prosecution of matters referred to the ODPP involving victim-survivors of sexual violence, and in particular, the role and operation of the ODPP's Victim Liaison Officers to ensure that timely and correct information is provided at critical points in the criminal justice process (Office of the Director of Public Prosecutions)
- Exploring options to create an independent sexual violence case review board (Department of Justice and Attorney-General)
- Requiring relevant agencies to report the number of Charter of victims' rights complaints received and how they are dealt with, in their annual reports from 2023–24 (Queensland Government)
- Continuing collaboration with the QPS and the ODPP to review, update and publish the memorandum of understanding relating to the investigation and prosecution of sexual violence matters (Office of the Director of Public Prosecutions and Queensland Police Service)
- Implementing the final Queensland Government response to the Queensland Human Rights Commission's Report, *Building Belonging – Review of Queensland's Anti-Discrimination Act 1991* (Queensland Government)
- The Attorney-General and Minister for Justice and Minister for the Prevention of Domestic and Family Violence will write to relevant stakeholders, including 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* and consideration of whether additional rights should be recognised or if existing rights should be expanded
  - » the Chief Judge, in support of establishing a specialist list for sexual violence cases in the District Court of Queensland and developing and implementing a plan to improve court case management of sexual violence cases in the District Court of Queensland to operate as part of the specialist court list
  - » the Chief Judge, in support of designing and implementing a pilot of a voluntary case conferencing model in sexual violence cases in the District Court of Queensland to resolve matters in dispute to avoid and reduce the length and complexity of trials
  - » the Chief Justice and Chief Judge, to consult on exploring options to provide information to judicial officers and lawyers regarding the laws and procedures for sexual violence cases, such as developing and implementing a sexual assault benchbook for the Supreme and District Courts of Queensland (Department of Justice and Attorney-General)
- Undertaking the following legislative reviews:
  - » Considering whether victims' rights are appropriately protected in the next statutory review of the *Human Rights Act 2019* (Department of Justice and Attorney-General)
  - » Reviewing Chapters 22 and 32 of the *Criminal Code Act 1899* and progress amendments where necessary, to ensure that the sexual abuse and exploitation of children is addressed in a way that is consistent with community standards (Department of Justice and Attorney-General)



### The justice system is responsive to the needs of victims and survivors, and perpetrators are held to account for their actions

- » Reviewing the information sharing provisions in the *Youth Justice Act 1992* 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 (Department of Youth Justice)
- Progressing the following legislative reform:
  - » Progressing amendments to the *Youth Justice Act 1992* 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 to obtain therapeutic counselling and support (Department of Youth Justice)
  - » Progressing amendments to the *Criminal Code Act 1899* to legislate an affirmative model of consent in Queensland. This includes amendments to make it clear that non-consensual condom sabotage or removal (stealthing) constitutes rape (Department of Justice and Attorney-General)
  - » Progressing amendments to the *Evidence Act 1977* to:
    - provide that a special witness is entitled (but may choose not) to give evidence in a remote room or by alternative arrangements
    - provide that the evidence of special witnesses in sexual offence proceedings be video and audio recorded and that such recording be stored securely for use in any retrial
    - allow for video recorded interviews conducted by specialist trained police officers with victim-survivor complainants in sexual offence proceedings to be used as a victim-survivor's evidence in-chief in circumstances where the victim-survivor wishes to provide their evidence in-chief to the court in that way
    - include examples of improper questions
    - introduce the use of ground rules hearings for domestic and family violence and sexual offences
    - adopt the position in the Australian uniform evidence law jurisdictions with respect to similar fact and propensity evidence as it applies to proceedings for sexual offences including child sexual offences
    - expand the admission of preliminary complaint evidence to domestic and family violence offences and relocate the current provisions relating to sexual offences from the *Criminal Law (Sexual Offences) Act 1978* to the *Evidence Act 1977*
    - introduce jury directions that address misconceptions about sexual violence and consult with the sexual violence support sector and legal stakeholders on the development of the directions
    - allow for the admission of expert evidence about the nature and effect of sexual violence, aligning Queensland with uniform evidence law jurisdictions. DJAG will consult with the sexual violence support sectors and legal stakeholders on the development of these provisions (Department of Justice and Attorney-General)
- Progressing legislative amendments that move the subject matter currently contained in sections 4 and 5 of the *Criminal Law (Sexual Offences) Act 1978* (amended in accordance with the response to Women's Safety and Justice Taskforce recommendation 58 in Report Two) to a dedicated part of the *Evidence Act 1977* (Department of Justice and Attorney-General)
- Progressing amendments to the current content of sections 4 and 5 of the *Criminal Law (Sexual Offences) Act 1978* to ensure that the law reflects contemporary community attitudes to sexual offending and to make it clear that a court should be closed when a victim-survivor's evidence is heard during a trial, regardless of the form in which the evidence is given (Department of Justice and Attorney-General)
- Progressing amendments to the *Penalties and Sentences Act 1992* to extend the duration of a non-contact order to 5 years (Department of Justice and Attorney-General)
- Progressing amendments to the *Criminal Law (Sexual Offences) Act 1978* to modernise legislative language generally and specify conditions for the publication of identifying information (Department of Justice and Attorney-General)
- Progressing amendments to the *Recording of Evidence Regulation 2018* to facilitate affordable access to transcripts of proceedings for sexual offences for approved research purposes (Department of Justice and Attorney-General)
- Progressing amendments to the *Domestic and Family Violence Protection Act 2012* and the *Domestic and Family Violence Protection Regulation 2012* to allow the court to provide deidentified transcripts of proceedings to media representatives in appropriate circumstances (Department of Justice and Attorney-General).

## Monitoring, evaluation and reporting

*Prevent. Support. Believe.* Queensland's Framework for addressing Sexual Violence outlines three priority areas, three objectives, and 12 strategies through which we aim to fulfil the vision that everyone in Queensland lives free of the fear, threat or experience of sexual violence. The Framework also outlines six key outcomes — our aspirational goals — that we will continue to work towards achieving. These goals require long-term, whole-of-community effort to achieve. Actions will continue to develop and evolve as we make progress and identify new opportunities.

We will continue to report on achievements through publishing annual achievements snapshots. These updates will also set out the focus areas for the following 12 months. The sexual violence prevention sector, through the Sexual Violence Prevention Roundtable, will have a role in supporting the Queensland Government to shape these annual achievements snapshots, and prioritise areas of focus.

In response to the Women's Safety and Justice Taskforce reports, an independent Implementation Supervisor has been appointed to provide appropriate oversight of actions arising from the implementation of recommendations from the Women's Safety and Justice Taskforce reports and the Commission of Inquiry into Queensland Police Service responses to domestic and family violence. The sector will also have an opportunity to provide feedback through the Office of the Independent Implementation Supervisor and its reporting mechanisms.

The Queensland Government is committed to continuing to improve the monitoring and evaluation of reforms to prevent and respond to sexual violence. To support this commitment, we have developed the Domestic, family and sexual violence system monitoring and evaluation framework to provide a consistent approach to how we will monitor and evaluate our reform agenda. The framework is available here [www.justice.qld.gov.au/initiatives/queensland-government-response-womens-safety-justice-taskforce-recommendations/our-progress](http://www.justice.qld.gov.au/initiatives/queensland-government-response-womens-safety-justice-taskforce-recommendations/our-progress)

Progress towards outcomes achieved through the implementation of the Women's Safety and Justice Taskforce recommendations and across the system will be tracked under the monitoring and evaluation framework. It will also incorporate qualitative and quantitative measures, including the voices of victim-survivors to measure impacts and outcomes.

This framework, combined with other initiatives to enhance data collection and quality, will strengthen our ability to measure and monitor outcomes and improve the evidence base to inform future policy and service delivery decisions.

From 2023–24 to 2027–28, as a part of the Queensland Government's domestic, family and sexual violence reform agenda, the Queensland Government has or will:

- Refresh membership and Terms of Reference for the Sexual Violence Prevention Roundtable to inform and guide implementation of the Second Action Plan (Department of Justice and Attorney-General)
- Ensure appropriate governance measures for oversight and accountability for implementation of recommendations of the Women's Safety and Justice Taskforce (Department of Justice and Attorney-General)
- Implement the whole-of-government monitoring and evaluation framework to measure and monitor domestic, family and sexual violence prevention and response outcomes achieved through implementation of the recommendations of the Women's Safety and Justice Taskforce (Department of Justice and Attorney-General)
- Develop a data quality strategy and embed agreed data collection standards across all agencies for domestic, family and sexual violence, including as it relates to target population groups (Department of Justice and Attorney-General)
- Replace the Queensland Wide Inter-linked Courts database with a modern, dynamic solution that allows data to be extracted, analysed and leveraged to meet community expectations and inform future investment (Department of Justice and Attorney-General)
- Develop and release annual achievements snapshots for the duration of the second action plan (Department of Justice and Attorney-General).



**Prevent. Support. Believe.**

Queensland's Framework to address Sexual Violence

**SECOND ACTION PLAN 2023–24 TO 2027–28**