

Women's Safety and Justice Taskforce Reforms

# Biannual Progress Report 4

May 2024



Office of the  
**Independent  
Implementation  
Supervisor**



## 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%20violence)
- **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%20assault%20helpline/)
- **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)



10 May 2024

The Honourable Yvette D'Ath MP  
Attorney-General and Minister for Justice and  
Minister for the Prevention of Domestic and Family Violence  
1 William Street  
BRISBANE QLD 4000

The Honourable Mark Ryan MP  
Minister for Police and Community Safety  
1 William Street  
BRISBANE QLD 4000

Dear Attorney-General and Minister for Police and Community Safety,

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 4 (May 2024)* (Fourth 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).*

In Report 4 I detail the progress of, and my findings and conclusions on, the implementation of the Government Response to individual recommendations scheduled for completion between 1 October 2023 and 31 March 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 for *A Call for Change* Recommendation 13 - QPS Field Training Officer selection criteria, and *A Call for Change* Recommendation 17 - domestic and family violence specialist training.

The reform program is progressing from the completion of foundational elements to the commencement of onground initiatives, enabling the first of our 'deep dives' into the High Risk Team (HRT) for Domestic and Family Violence in Townsville, and the Sexual Assault Response Team (SART).

The achievement of systemic outcomes is highlighted, including suggestions to ensure the Government Response continues to be implemented sustainably to support victim-survivors and Queensland women and girls into the future.

Yours sincerely,

Cathy Taylor FIPAA

Independent Implementation Supervisor



ACRONYMS .....	i
EXECUTIVE SUMMARY .....	1
PROGRESS SNAPSHOT .....	4
1 BACKGROUND .....	5
Role of the IIS & OIIS .....	5
Overview of previous progress reports .....	6
Approach .....	7
Data Sources .....	8
2 INTRODUCTION .....	9
Overall summary of progress .....	10
3 PROGRESS ON INDIVIDUAL RECOMMENDATIONS .....	10
Recommendations due to be completed .....	10
Recommendations with a significant milestone due .....	12
4 PROGRESS OF IMPLEMENTATION ACROSS THE SYSTEM .....	13
Monitoring progress of priority recommendations from previous reporting periods .....	14
5 ADEQUACY ASSESSMENTS .....	16
QPS Field Training Officers Selection Criteria: Recommendation 13 of <i>A Call for Change</i> .....	18
QPS DFV Specialist Five-day Training: Recommendation 17 of <i>A Call for Change</i> .....	23
6 DEEP DIVES .....	28
High Risk Teams .....	29
The Townsville HRT .....	33
Multi-agency Sexual Assault Responses .....	39
Background .....	39
The Sexual Assault Response Team .....	39
Considerations for building multi-agency responses .....	44
7 INSIGHTS .....	47
Collaboration .....	47
Coverage .....	48
Consistency .....	49
Communication .....	50
Visualising the DFSV System .....	50
8 CONCLUSION .....	53
GLOSSARY .....	54
BIBLIOGRAPHY .....	55
APPENDIX 1: Scope of the IIS Fourth Progress Report .....	58
APPENDIX 2: Variation to Scope for the IIS Fourth Progress Report .....	59



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APPENDIX 3: Progress of individual recommendations due for completion.....	60
APPENDIX 4: Progress of significant milestones due by 31 March 2024.....	82
APPENDIX 5: Consultation summary .....	92
Figure 1: Timeline of events establishing the IIS role and work program .....	5
Figure 2: Progress of the reform program by report .....	9
Figure 3: Overall progress of recommendations due for completion .....	10
Figure 4: Progress of individual recommendations due for completion by status and report .....	11
Figure 5: Progress of significant milestones in scope by number and proportion .....	12
Figure 6: Recommendations in scope completed by theme .....	13
Figure 7: Proportion of recommendations completed across all IIS progress reports by theme .....	14
Figure 8: Adequacy assessment framework .....	17
Figure 9: Structure of HRT.....	30
Figure 10: Operation of the HRT .....	32
Figure 11: Victim-survivors' interaction with the SART model .....	41
Figure 12: Example mapping using sample data .....	52
Table 1: Progress of individual recommendations due for completion by lead agency.....	11
Table 2: Progress of significant milestones in scope by lead agency.....	12
Table 3: Recommendations due for completion .....	58
Table 4: Recommendations with a significant milestone due .....	58
Table 5: Variation to in scope recommendations.....	59



## ACRONYMS

A Call for Change	A Call for Change: Commission of Inquiry into Queensland Police Service responses to domestic and family violence
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
DDO	District Duty Officer
DFSV	Domestic, Family and Sexual Violence
DFV	Domestic and Family Violence
DIVRG	Domestic Violence Integrated Response Group.
DJAG	Department of Justice and Attorney-General
DO	District Officer
DTATSIPCA	Department of Treaty, Aboriginal and Torres Strait Islander Partnerships, Communities and the Arts
DVLO	Domestic Violence Liaison Officer
ETO	Education and Training Officer
FNJO	First Nations Justice Office
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
NGO	Non-government organisation
NQDVRS	North Queensland Domestic Violence Resource Service
OIC FYC	Officer-in-Charge of First Year Constables
OIC	Officer-in-Charge
OIIS	Office of the Independent Implementation Supervisor
OPM	Operational Procedures Manual
PPM	Professional Practice Manager
PMO	Program Management Office
QCOSS	Queensland Council of Social Service
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



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Report Two	Hear her voice – Report Two – Women and girls’ experiences across the criminal justice system
SART	Sexual Assault Response Team
SCPESR	Special Coordinator for Police and Emergency Services Reform
VPU	Vulnerable Persons Unit
WSCJSC	Women’s Safety and Criminal Justice Steering Committee
WSJT	Women’s Safety and Justice Taskforce



## EXECUTIVE SUMMARY

The Queensland Government has committed to an extensive, state-wide reform agenda changing the way courts, police, government, frontline workers and non-government services work together to deliver improved outcomes for victim-survivors of domestic, family and sexual violence (DFS), for people using violence, women and girls' experience of the criminal justice system and to effect intergenerational change.

Victim-survivors have courageously shared their stories with the Women's Safety and Justice Taskforce (the Taskforce) and with the Commission of Inquiry into Queensland Police Responses to domestic and family violence (the Commission of Inquiry), and current nation-wide discussions only serve to highlight the continuing groundswell of support for demonstrable and meaningful change.

Across the nation we have continued to witness the devastating effects of DFS. The number of women dying as a result of domestic and family violence (DFV) is unacceptable, as are the wide-reaching effects of this violence on families and communities and its profound impact on children and young people. Equally unacceptable, the number of women who experience sexual violence and the disproportionate impacts of DFS on First Nations women requires our urgent and undivided attention.

Breaking cycles of violence must be at the heart of all we do if we are to ever reach the goal of ending DFS. This will require a transformative shift in system effort to primary prevention and early intervention that will be fundamental to reducing growing demand.

In relation to foundational recommendations requiring focus and effort, as identified in my Third Progress Report, I note the recently released *Queensland's Plan for the Primary Prevention of Violence Against Women 2024-2028* signals an intended rebalancing of focus and effort from crisis intervention towards prevention.

Following on from my Third Progress Report, I note the work being progressed on the First Nations Justice Strategy to address the over-representation of First Nations people in the criminal justice system. This work must remain a priority and complement primary prevention efforts and the Government's Closing the Gap commitments.

This reporting period has seen significant deliverables including the passing of historic legislation, the *Criminal Law (Coercive Control and Affirmative Consent) and Other Legislation Amendment Bill 2023* to criminalise coercive control and to introduce affirmative consent signifying the resolute commitment of the Queensland Government to end DFS. Landmark legislation has also been passed to establish a permanent Victims' Commissioner and the Sexual Violence Review Board.

Over the last six months, there were 59 recommendations in scope for delivery and 40 significant milestones. On advice of their early delivery, I have included another two recommendations from *Report Two* that were due in a later reporting period. Of the total 61 recommendations due for delivery, I consider 29 now fulfilled and closed, 7 fulfilled and not yet closed, 12 in progress, 7 in progress and delayed, 5 near completion and 1 not yet commenced.

The OIIS has conducted significant consultation with DFV services, the QPS and with the sexual assault services sector to inform this report. We have visited locations across Queensland including Mount Isa, Townsville, Maryborough, Dalby, Ipswich, Toowoomba and the Gold and Sunshine Coasts. For the generosity of their time and considerable insights, I sincerely thank all the organisations, staff and police officers who have met with myself and the OIIS team.

The OIIS has conducted deep dives into the new High Risk Team (HRT) and the Sexual Assault Response Team in Townsville. We have commenced our case study of perpetrator programs and

conducted two adequacy assessments into the selection criteria required to be a Field Training Officer in the Queensland Police Service and the five-day DFV specialist training for the QPS.

With 89 recommendations now considered delivered under WSJT Reports One and Two and *A Call for Change*, common implementation themes have arisen throughout the reporting period. It is imperative at this point in the reform program that implementation on the ground is systematic and sustainable, with a shared mission.

Immense efforts are evident through the delivery of a range of significant pieces of work over the last six months, and enormous commitment demonstrated by stakeholders. Close attention needs to be given to the interactivities, boundaries and perspectives within the DFSV system to ensure those parts operate in a more connected and integrated way and to fully realise the opportunities afforded by the Taskforce reforms and *A Call for Change*.

Trust for victim-survivors has continued to resonate as a critical issue and restoring trust in the systems responding to victim-survivors and people using violence is paramount. To achieve this there are four themes that need to be at the forefront of the Government's implementation effort - Collaboration, Coverage, Consistency and Communication, which I discuss in more detail in Section 7.

**Collaboration** has been a significant focus. Extensive co-design work has been underway to plan for and establish the roll-out of new HRTs and the co-design work of the QPS in developing their DFV training with specialist DFV non-government stakeholders and in co-designing the First Nations Justice Strategy. On the whole, these collaborations have produced more trauma-informed and strengthened integrated approaches.

Embedding and sustaining these approaches beyond initial establishment phases and the effort of deeply committed individuals requires continued attention to be given to accountability mechanisms, escalation pathways, information sharing and to enhanced transparency.

On **Coverage**, in a geographically dispersed state such as Queensland, a woman's postcode should not be a determinant of the services she receives. The availability of DFSV services and workforce continue to pose significant challenges for the reforms. Stability and certainty of Government and non-government services will be mitigated by long-term funding and commitments to service provision.

A significant and emerging issue is a lack of support services available for children and young people, for those exposed to DFV in their home environment or engaged in relationships who are a victim-survivor or perpetrator of intimate partner violence. Further work needs to be done to assess the extent of need for children and young people to provide appropriate, holistic responses.

In relation to **Consistency**, providing consistent, quality responses to victim-survivors and people using violence are essential. With new positions advertised across QPS Domestic and Family Violence and Vulnerable Persons Units (VPU), efforts to improve DFV responses will be assisted by more clearly defining the roles and focus of these Units across police districts, noting the capability model under development.

Acknowledging the importance of local needs and context, integrated responses to DFSV need to be consistent, coherent and appropriately targeted. Moving forward, with the range of integrated and multi-agency responses to DFSV in Queensland, clear reasoning for the selection of new responses and any modifications of those models is important.

From my consultations there needs to be a strategic view and shared understanding of what services are required, where they are needed and why. The mapping of services, including understanding of demand and investment and service gaps, will assist (see Section 7).

Lastly, **Communication** must be the ongoing and consistent pulse of the reforms. This is essential in building trust and shaping culture at every level, requiring continuous reinforcement. With early work delivered in the *Coercive Control Communication Framework 2024-2027*, urgent attention now needs to be given to uplifting and increasing awareness and understanding of DFSV, including coercive control and sexual violence to change behaviours, attitudes, perceptions and social norms in the community.

I have identified opportunities to improve this at every level including additional support materials, clearer communication of decision-making structure and information flows within and between organisations and with the community.

Collectively, the reform effort will only deliver sustained and meaningful change through a single-minded pursuit of improved outcomes for victim-survivors of DFSV, preventing and breaking cycles for persons using violence, and seeking to overcome the disadvantage and marginalisation of women and girls in contact with the criminal justice system.

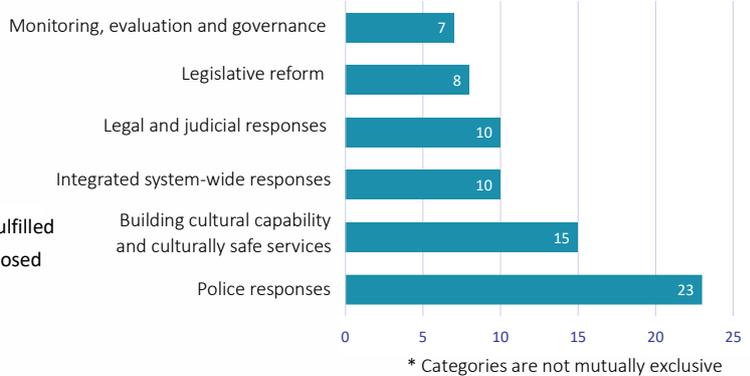
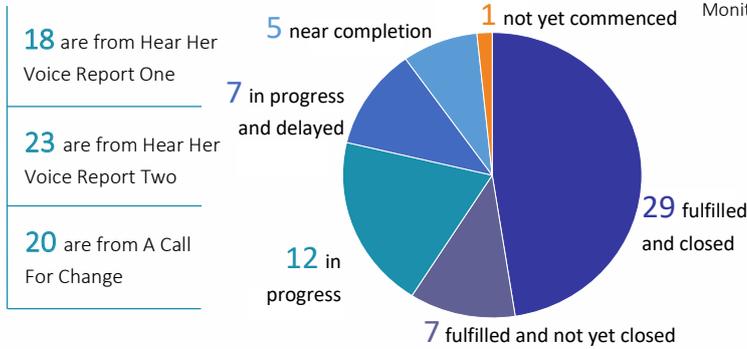
While implementation is continuing to progress with momentum, I note that recommendations related to women and girls in contact with the justice system are in the early stages of implementation. Increasingly, my focus is moving to ensuring implementation effort and commitments are embedded and sustained.

# PROGRESS SNAPSHOT

## Recommendation progress

**61** recommendations were due for completion by 31 March 2024, and in scope for the IIS Fourth Progress Report

Implementation has mainly focused on six key themes of the reform program (by number of recommendations)



- 18 are from Hear Her Voice Report One
- 23 are from Hear Her Voice Report Two
- 20 are from A Call For Change

### Key achievements include:

- Release of *Queensland's plan for the primary prevention of violence against women 2024-28* (Recommendation 9 of *Report One*)
- Appointment of the new peak body for the DFV sector (Recommendation 17 of *Report One*)
- Funding the Counselling Notes Protect Queensland and Women's Legal Service (Recommendation 63 of *Report Two*)
- Strengthened QPS DFV training courses (Recommendations 14, 16 and 17 of *A Call for Change*)

## Adequacy assessments

### Recommendation 13 of *A Call for Change*

#### Selection process of Field Training Officers within Queensland Police Service

The IIS found:

- strong evidence of adherence to the Government Response
- opportunities to clarify how the guideline will operate in practice (e.g. guidance on how the criteria should be applied and accountability for decision-makers)
- consideration on how the guideline will interact with other existing policies within QPS.

### Recommendation 17 of *A Call for Change*

#### Five-day DFV specialist training for police officers

The IIS found:

- strong evidence of sufficient quality for metropolitan areas, with further adjustment required to ensure the training can support officers in regional, rural and remote districts
- an opportunity to strengthen feedback loops from participants
- ongoing effort to support the sustainability of the training will be key as new staff are recruited and DFV legislation changes

## Deep dives

### High Risk Team in Townsville

The Townsville HRT received positive feedback on its implementation over the first six months operation.

Key enablers to implementation included:

- the strong pre-existing service network in the region
- a culture of positive, open and clear communication between HRT members
- a shared commitment to promoting and embedding information-sharing between the HRT and the broader system



### Multi-agency service responses for sexual assault

Key considerations for implementation included:

- Ensuring drivers of decision making are truly victim-centric and trauma informed
- availability of specialist sexual violence supports, including 24-hour support
- long term funding supporting service continuity, including workforce
- collaboration and co-design with relevant stakeholders, including specialist sexual violence services is needed



## Opportunities

Working together to address the **implementation themes identified by the OIS** will assist systems stewardship and strengthen the reform program to deliver improved DFSV system responses for victim survivors.:

**Collaboration**, from early-stage approaches (codesign, information-sharing and accountability) to more complex approaches as the system matures.

**Coverage** through the identification and closing of system coverage gaps,

**Communication**, through embedding clear and transparent information-sharing pathways, feedback loops and accountability mechanisms.

**Consistency**, across training, workforce, and model selection.



## 1 BACKGROUND

Since 2021 the Women’s Safety and Justice Taskforce (the Taskforce) and an independent Commission of Inquiry into Queensland Police Service responses to Domestic and Family Violence (the Commission of Inquiry) have examined the effects of, and responses to, domestic, family and sexual violence (DFSV) as well as the experiences of women and girls across the criminal justice system.

A timeline of dates for the release of the ensuing reports, Government Responses and Independent Implementation Supervisor (IIS) reports resulting from this work is provided in Figure 1.



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

## Role of the IIS & OIS

The IIS reports directly 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.

The IIS is required to oversee and report biannually on:

- 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<sup>1</sup> (Report One),*
  - Hear her voice – Report Two – Women and girls’ experiences across the criminal justice system<sup>2</sup> (Report Two),*
  - A Call for Change: Commission of Inquiry into Queensland Police Service responses to domestic and family violence<sup>3</sup> (A Call for Change),*

<sup>1</sup> <https://www.womenstaskforce.qld.gov.au/>

<sup>2</sup> <https://www.womenstaskforce.qld.gov.au/>

<sup>3</sup> <https://www.qpsdfvinquiry.qld.gov.au/about/report.aspx>

- the achievement of systemic outcomes,
- the adequacy of implementation of the Government Response to recommendations, and
- what further measures are required to ensure the recommendations supported by the Queensland Government are implemented fully within the specified timeframes.

In November 2023, the Special Coordinator for Police and Emergency Services and the IIS were assigned responsibility for monitoring the progress of the implementation of the police integrity unit proposed in Recommendation 68 to Recommendation 73 in *A Call for Change*. The IIS has continued to seek updates on this matter and is advised that work remains underway.

Ms Linda Apelt served as the Interim IIS from 21 November 2022 until 5 May 2023. Ms Cathy Taylor was appointed as the permanent IIS in March 2023 and commenced in the role on 2 May 2023.

*“As the IIS, I intend for the Women’s Safety and Justice Taskforce reforms to effect enduring change for women and girls throughout Queensland, and I will continue to honour the voice of victim-survivors and vulnerable women in all my work. I hope that the current effort and commitments are embedded and sustained, and the community has confidence that the reform programs is progressing” – Cathy Taylor (IIS)*

## Overview of previous progress reports

In the First and Second Progress Reports, 21 recommendations of *Report One* and *A Call for Change* were closed, including 14 recommendations from the First Progress Report<sup>4</sup> in December 2022, and seven (7) recommendations from the Second Progress Report<sup>5</sup> in May 2023.

In response to the Second Progress Report, seeking a detailed master plan detailing the vision, sequencing and deliverables of the reform program, the Government developed and released the *2023-24 to 2024-25 Women’s Safety and Justice Reform Priorities document*. Further, following suggestions made in the Second Progress Report, a forward procurement schedule of tenders as a result of the Taskforce reforms was finalised.

The Third Progress Report<sup>6</sup> monitored the progress of implementation of the Government Response to recommendations from *Report One*, *Report Two*, and *A Call for Change* due to be delivered during 1 April to 30 September 2023. The Third Progress Report covered a total of 63 recommendations, and 21 recommendations with a significant milestone, where completion was due 30 September 2023.<sup>7</sup>

Noteworthy achievements in the Third Progress Report included landmark legislative reforms to establish a model of affirmative consent, introduction of the new offence criminalising coercive control, and removal of the restriction to publicly identify accused rapists and defendants charged with other prescribed sexual offences prior to committal.

<sup>4</sup> <https://www.publications.qld.gov.au/dataset/office-independent-implementation-supervisor-wsjt-reforms>

<sup>5</sup> <https://www.publications.qld.gov.au/dataset/oiiswsjtireforms/resource/f208dc13-fb2d-403d-804c-ac2005ca182e>

<sup>6</sup> <https://www.publications.qld.gov.au/dataset/oiiswsjtireforms/resource/9e9550ab-4b89-4ca4-bef8-f893c667fe27>

<sup>7</sup> Due to the large scale of the reform, the IIS monitors but does not report on every milestone due to be completed in the reporting period. The IIS has selected milestones deemed to be ‘significant’, being foundational to progressing the overall reform program.

Delays were noted across the reform program during the third reporting period, and the IIS considered this reasonable given the extensive nature of the reforms and that the reform program remained largely in its initial phases with detailed planning underway. Where delays were considered foundational to the success of the reform program, the IIS committed to continue to monitor progress beyond the reporting period, including but not limited to the:

- Primary Prevention Plan (Recommendation 9 of *Report One*),
- communication strategy (Recommendation 5 of *Report One*),
- monitoring and evaluation framework for the DFSV services system (Recommendation 85 of *Report One* and Recommendation 184 of *Report Two*),
- establishment of a DFV peak body (Recommendation 17 of *Report One*), and
- supporting the uplift of data collection and reporting systems across the DFSV services system (Recommendation 86 of *Report One*).

The IIS noted the importance of prioritising the delivery of a strategy to address over-representation of First Nations people in the criminal justice system and meet Closing the Gap justice targets (Recommendation 1 of *Report One*).

The IIS reiterated the Taskforce's concern for sufficient lead-in time to roll out the priority area reforms to ensure the DFV service system has sufficient capacity and capability to meet anticipated demand for the commencement of new coercive control legislation. It was noted the implementation of reforms prior to the commencement of the legislation needed to be well understood across the service system. To collectively optimise opportunities for success, careful sequencing and coordination of the reform program to mitigate the risk of unintended consequences and ensure implementation was emphasised.

The Third Progress Report introduced the first adequacy assessment conducted on the Government Response to Recommendation 15 of *A Call for Change* for the implementation of police body worn camera footage reviews. The value of this assessment was to demonstrate that while the adherence and quality of the response to the recommendation implemented were met, the sustainability of the response was identified as needing further consideration of the implementation by QPS to enable legacy of the reform.

## Approach

The Office of the Independent Implementation Supervisor (OIIS) approaches monitoring the implementation of progress of the DFSV reform program through:

- continuously monitoring 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 inquiries into the adequacy of implementation, through examination of adherence to the Government Response, quality and sustainability of the implementation,
- conducting deep dive discussions to highlight examples of learnings and innovations, and
- adding value to the implementation of the reform program by using the unique independent oversight position to add value to guide system stewardship for stakeholders.

The IIS conducted 41 consultations with stakeholders across metropolitan and regional, rural and remote Queensland including Townsville, Mount Isa, Wide Bay, Dalby, Toowoomba, Gold Coast,

Sunshine Coast and Brisbane, for adequacy assessments and deep dives involving policing, DFV and sexual violence service responders and the wider DFSV sector.<sup>8</sup>

The OIIS connected with state-wide, national researchers and policy implementation specialists to provide a deep understanding of the current literature and future trends on matters likely to impact the sector.

In this reporting period, the OIIS has added insights through the identification and development of:

- common themes of Collaboration, Coverage, Consistency, and Communication to support the Government's role as a system steward of the reforms – see Section 7,
- visual representations of integrated approaches to improve understanding and communication of organisational structures and information flows for multi-agency responses – see Section 6, and
- a new way to understand holistically and visualise the DFSV system and provide data driven strategy – see Section 7.

## Data Sources

The OIIS draws upon a wide variety of data sources when reporting on the progress of the DFSV reform program implementation including the:

- Project Management Office (PMO), Department of Justice and Attorney General (DJAG),
- Special Coordinator for Police and Emergency Services Reform (SCPESR),
- stakeholder consultation, and
- broader research.

In this reporting period, the IIS met regularly with Executives of the PMO and SCPESR on a range of project management and progress reporting matters such as the receipt of closure reports and information on reform delays.

The IIS communicated with 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 to finalise the scope of the Fourth Progress Report work plan and received updates on endorsed closure reports from the Justice Reform Committee.

The OIIS conducted individual and group interviews with a variety of stakeholders from QPS, DFSV service providers and wider sector via online and in-person consultations.

The OIIS source information from a variety of experts and literature including the DFSV sector, public policy, implementation science, behaviour change, communications, organisational design, systems thinking, and geospatial mapping to support design, analysis and reporting.

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<sup>8</sup> Planned consultations in Cairns and wider northern Queensland region were suspended due to extensive flooding events in those areas, and these will be rescheduled in later reporting periods.

## 2 INTRODUCTION

Across *Report One*, *Report Two* and *A Call for Change*, there are 355 recommendations being implemented over varying timeframes. Not all recommendations in the reform program have commenced as many are scheduled to be implemented in future years.

The IIS assesses the progress of implementation of individual recommendations once they are scheduled for completion in the relevant IIS reporting period. To date, 121 of the 355 Government Responses to reform program recommendations have been due for completion and assessed by the IIS, as shown in Figure 2.



Figure 2: Progress of the reform program by report

Recommendations not completed within the scheduled timeframe continue to be monitored and discussed in subsequent progress reports until deemed fulfilled and closed by the IIS.

The IIS Fourth Progress Report covers the implementation activities completed during the period of 1 October 2023 to 31 March 2024 covering the:

- progress of individual recommendations, detailing the recommendations and significant milestones due for completion, progress of implementation across the system, examining the progress of individual recommendations across thematic areas and priority recommendations from previous reporting periods, adequacy assessments into QPS' Field Training Officer selection criteria guideline and the five-day specialist DFV training program (Recommendation 13 and Recommendation 17 of *A Call for Change*),
- deep dive discussions into the new Townsville HRT (Recommendation 18 of *Report One*) and considerations for implementing multi-agency responses to sexual assault (Recommendation 11 of *Report Two*), discussion on the emerging themes and insights, and concluding remarks summarising ways forward from the IIS.

## Overall summary of progress

The IIS assesses the progress of individual recommendations in two (2) ways. Firstly, the IIS assesses recommendations due to be completed within the reporting period. For the Fourth Progress Report the reporting period is 1 October 2023 to 31 March 2024. Recommendations are assessed for completion and whether implementation has fulfilled the Government Response.

Secondly, the IIS monitors all interim milestones due within the reporting period. Due to the size of the reform program, the IIS only reports on milestones that are considered significant or foundational to the reform program. The purpose is 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.

Since commencing IIS biannual progress reporting, 89 recommendations are now considered completed.

## 3 PROGRESS ON INDIVIDUAL RECOMMENDATIONS

### Recommendations due to be completed

Across *Report One*, *Report Two* and *A Call for Change*, 61 recommendations were due to be completed by 31 March 2023 including:

- 35 recommendations due to be completed between 1 October 2023 to 31 March 2024,
- 24 recommendations from previous IIS progress reports that were not closed and required ongoing monitoring, and
- 2 recommendations (Recommendations 36 and 63 of Report Two) were due in a later reporting period that have been completed early.

Of the 61 recommendations, 36 have been completed, with 29 considered fulfilled and closed and seven (7) considered fulfilled but not yet closed and subject to ongoing monitoring, see Figure 3, Figure 4.

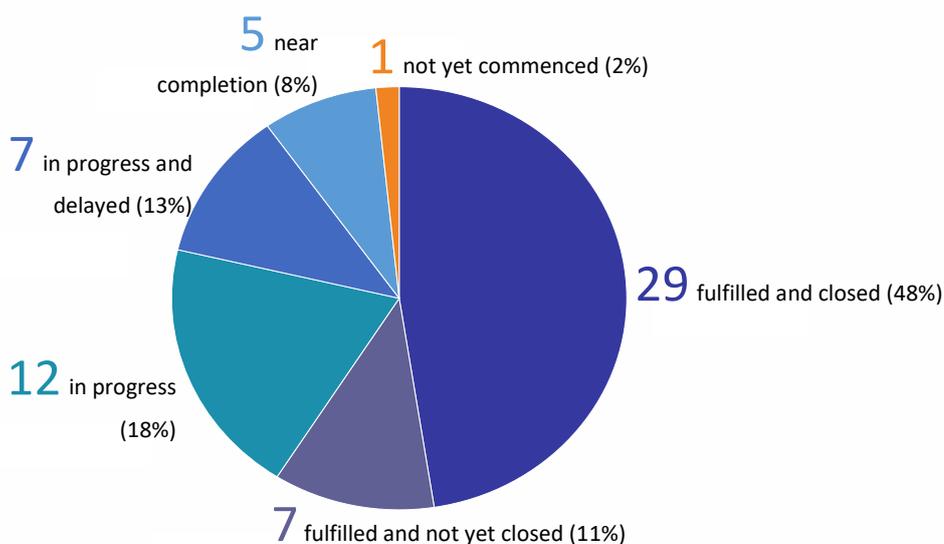


Figure 3: Overall progress of recommendations due for completion

The following figure breaks down the status of the delivery of recommendations by report, particularly highlighting the progress made in delivering on *A Call for Change* recommendations.

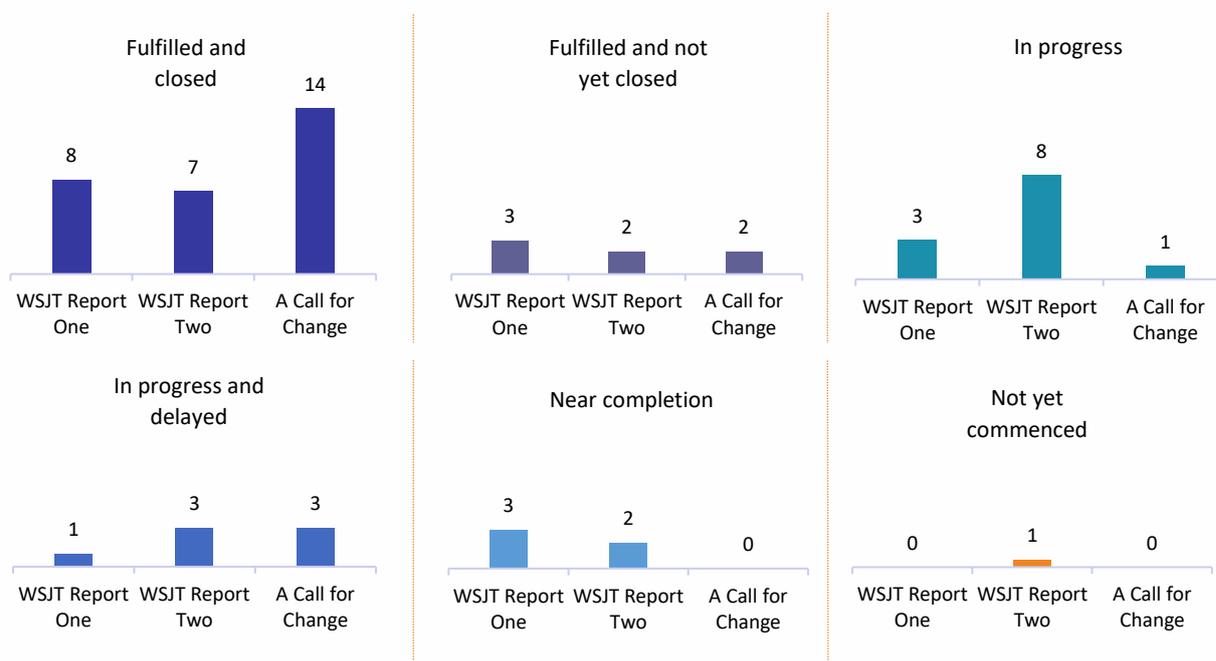


Figure 4: Progress of individual recommendations due for completion by status and report

Table 1 outlines the progress of individual recommendations due for completion broken down by lead agency.

Table 1: Progress of individual recommendations due for completion by lead agency

	Total due	Status		
		Completed*	In progress**	Not yet commenced
Department of Justice and Attorney-General	28	17	10	1
Queensland Police Service	21	14	7	-
Queensland Corrective Services	3	1	2	-
Queensland Health	2	2	-	-
Department of Child Safety, Seniors and Disability Services	1	1	-	-
Department of Justice and Attorney-General and Queensland Police Service (co-leads)	1	-	1	-
Department of Transport and Main Roads	1	-	1	-
Queensland Health, Department of Child Safety, Seniors and Disability Services and Queensland Corrective Services (co-leads)	1	-	1	-
Queensland Human Rights Commission and Queensland Corrective Services (co-leads)	1	1	-	-
Queensland Police Service, Queensland Corrective Services and Department of Youth Justice (co-leads)	1	-	1	-
Queensland Corrective Services and Department of Youth Justice	1	-	1	-

\* Recommendations assessed as fulfilled and closed or fulfilled and not yet closed.

\*\* Recommendations assessed as in progress, in progress and delayed, or near completion.

The full assessment on the progress of each individual recommendation is outlined in Appendix 3.

## Recommendations with a significant milestone due

Across *Report One*, *Report Two* and *A Call for Change*, 40 significant milestones were due to be completed by 31 March 2024. Of these, 23 are on track and 17 are in progress and delayed, see Figure 5.

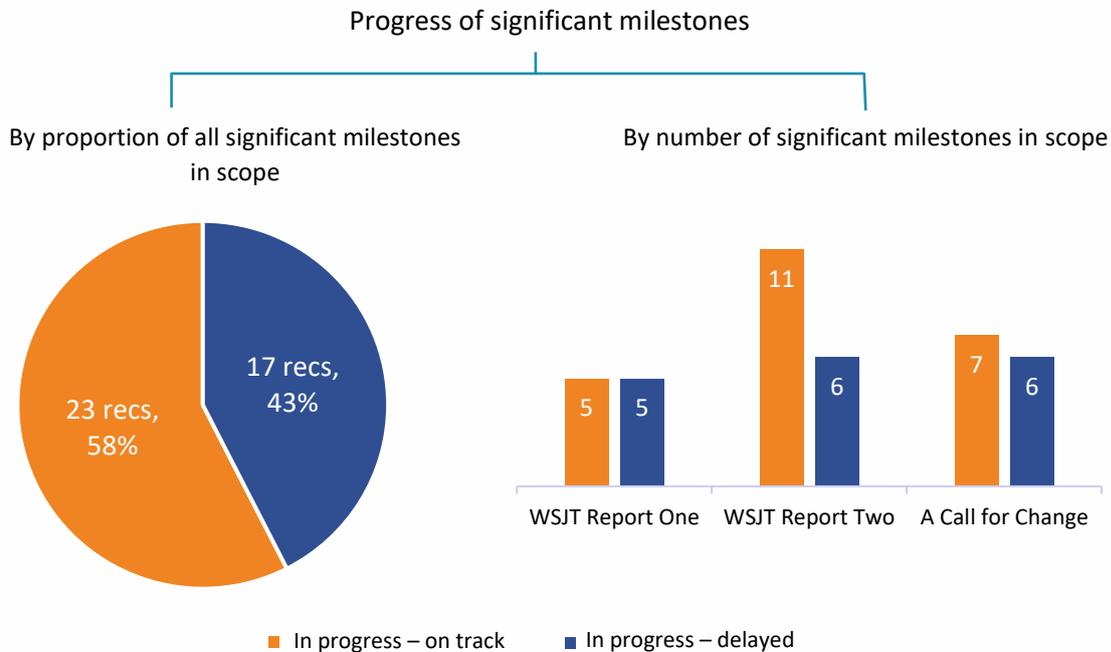


Figure 5: Progress of significant milestones in scope by number and proportion

The progress of significant milestones by lead agency is outlined in Table 2, showing the bulk of the significant milestones in this reporting period have been led by DJAG or QPS.

Table 2: Progress of significant milestones in scope by lead agency

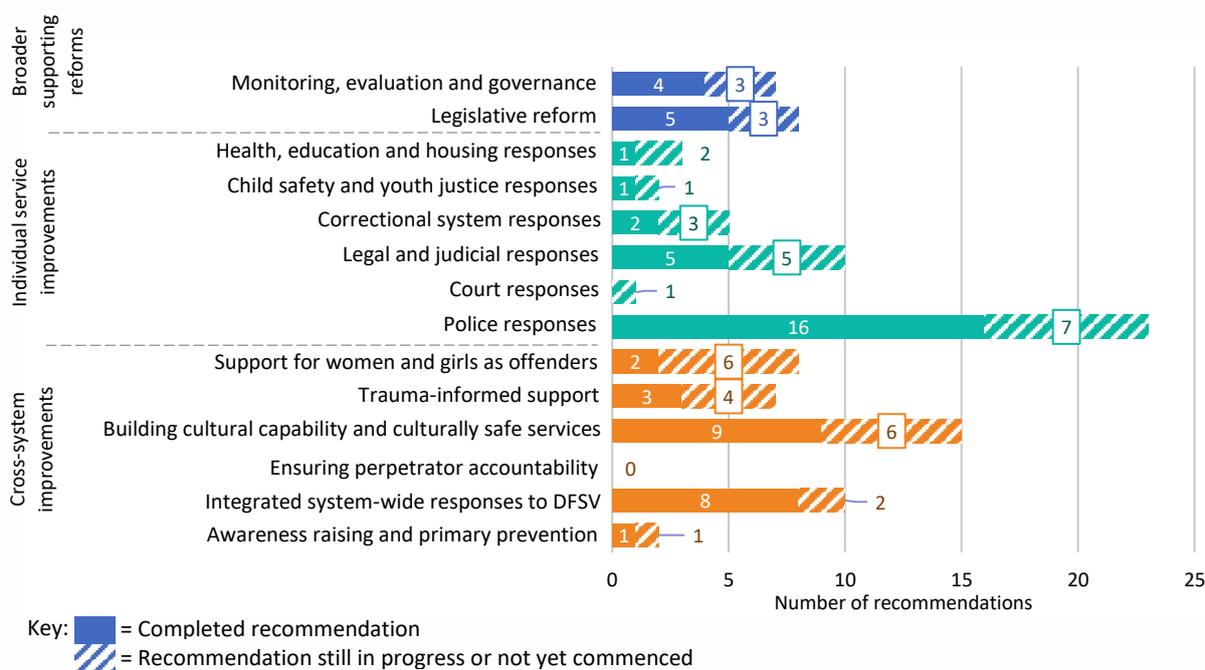
Lead agency	Total	In progress – On track	In progress – Delayed
Department of Justice and Attorney-General	16	10	6
Queensland Police Service	9	3	6
Department of Youth Justice	4	3	1
Department of Education	2	2	-
Queensland Corrective Services	2	2	-
Queensland Health	2	-	2
Department of Housing	1	-	1
Department of Justice and Attorney-General and Queensland Health (co-leads)	1	1	-
Department of Justice and Attorney-General, Queensland Police Service and Legal Aid Queensland (co-leads)	1	1	-
Queensland Corrective Services and Department of Youth Justice	1	-	1
Queensland Health and Queensland Police Service	1	1	-

The IIS assessment of the progress of each significant milestone is provided in Appendix 4.

## 4 PROGRESS OF IMPLEMENTATION ACROSS THE SYSTEM

Recommendations due to be completed this reporting period were mapped by key thematic area to provide insights on the progress of implementation across the DFSV system. The thematic areas fall into three (3) categories; supporting reforms, improvements within individual services, and improvements spanning across the DFSV and criminal justice service systems.

Figure 6 shows the number of recommendations in scope for the Fourth Progress Report completed within each thematic area. A considerable proportion of effort is shown over the six (6) month reporting period on improving police responses to DFV (23 recommendations), building cultural capability and culturally safe services (15 recommendations), improving legal and judicial responses (10 recommendations), and supporting integrated system-wide responses to DFSV (10 recommendations). This mapping provides an indication on the progress of implementation for specific areas of impact, and to understand where progress or delays are observed across the system.

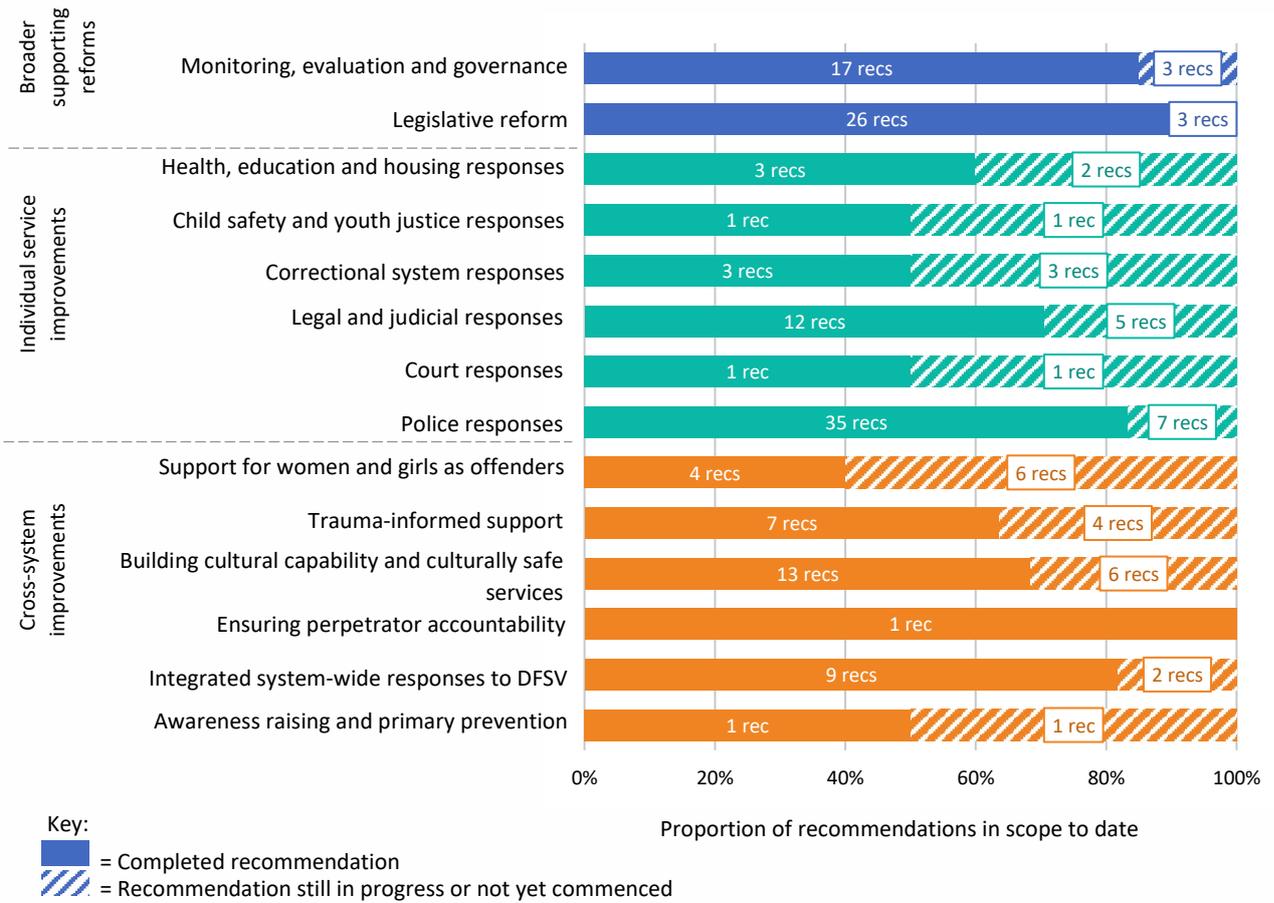


Note: Recommendations mapped to more than one theme.

Figure 6: Recommendations in scope completed by theme

When looking at the recommendations scheduled for completion to date across the entire reform program, Figure 7 highlights at least half have been completed within most thematic areas. It should be noted that these completions largely refer to legislation, frameworks and planning documentation.





Note 1: Recommendations mapped to more than one theme.  
 Note 2: Some recommendations are discussed in multiple IIS progress reports.

Figure 7: Proportion of recommendations completed across all IIS progress reports by theme

The areas with the highest rate of completion for recommendations scheduled to date include ensuring perpetrator accountability (100%), legislative reform (90%), monitoring, evaluation and governance (85%) and police responses (83%).

It should be noted that the number of recommendations within each theme varies. For example, 42 recommendations relating to police responses have been due to date, compared to only one (1) recommendation relating to ensuring perpetrator accountability.

## Monitoring progress of priority recommendations from previous reporting periods

The IIS continued to monitor foundational recommendations experiencing delays as noted in the Third Progress Report. Progress on those recommendations include:

- Primary Prevention Plan (Recommendation 9 of *Report One*),

On 28 March 2024, the Queensland Government released ‘Queensland’s Plan for the Primary Prevention of Violence Against Women 2024-2028’. This 5-year plan was developed to ‘address the drivers of violence against women and prevent DFSV from occurring’.



- monitoring and evaluation framework for the DFSV service system (Recommendation 85 of *Report One* and Recommendation 184 of *Report Two*), and

On 21 December 2023, the Queensland Government released the '*Domestic, family and sexual violence system monitoring and evaluation framework*'. This framework provides a consistent approach to the monitoring, reporting and evaluating of the reform agenda. A baseline for the collection of available data was established, with the full system evaluation expected to commence mid-2024.

- establishment of a DFV peak body (Recommendation 17 of *Report One*).

On 13 April 2024, the Queensland Government announced \$5.35 million investment across 5 years for the new peak body, Queensland Council of Social Service (QCOSS), to represent and advocate for the DFV sector including shelters, women's health and wellbeing services and perpetrator intervention strategies. It will oversee the development of an independent, stand-alone peak body.

The following recommendations require ongoing prioritisation and will continue to be monitored by the IIS:

- strategy to address over-representation of First Nations people in the criminal justice system and meet Closing the Gap justice targets (Recommendation 1 of *Report One*),

The Queensland Government has established the First Nations Justice Office (FNJO) to address the over-representation of First Nations peoples in the Queensland criminal justice system.

The FNJO is developing the whole-of-government strategy and action plan for culturally safe services for First Nations people who interact with the criminal justice system. The strategy and action plan are being informed by a co-design process in partnership with key stakeholders, including government and community-controlled organisations.

- DFV communication strategy (Recommendation 5 of *Report One*), and

The '*DFV prevention engagement and communication strategy 2016-2026*' arising from the '*Not Now, Now Ever*' report, is the current 10-year plan governing the vision and direction for cultural change for DFV sector. The '*Fourth action plan 2023-23 to 2025-26*' identifies key initiatives to be delivered to increase the awareness and understanding of the nature and impacts of DFV for the community.

In preparation for the introduction of coercive control in 2025, the Queensland Government has commenced preparations for managing and delivering campaigns and tools to increase awareness of DFV to the Queensland community with the release of the '*Coercive control communication framework 2024-27*'.

- supporting the uplift of data collection and reporting systems across the DFSV service system (Recommendation 86 of *Report One*).

The data collection standards and data quality strategy have been completed with implementation to commence in September 2024.

## 5 ADEQUACY ASSESSMENTS

Monitoring should not take a simple ‘tick and flick’ approach as each recommendation is different in content, context and purpose in the reform program. Adequacy is assessed for recommendations selected by the OIIS to examine the implementation of the Government Response.

In 2023 the OIIS developed an Adequacy Assessment Framework<sup>9</sup> to guide consideration of the,

- adherence to the Government Response to the recommendation,
- quality of the implementation, and
- sustainability of the response.

The framework provides guidance on the findings of the IIS, see Figure 8.

The application of the framework has been further developed in this reporting period to provide more nuanced considerations sourced from existing knowledge within adherence, quality, and sustainability to facilitate the formation, conduct and analysis of in-depth stakeholder consultation.

There are 355 recommendations across the DFSV reform program, with up to 70 recommendations that may be selected for adequacy assessment by the OIIS. Of those identified, in this reporting period, 14 recommendations were due to be completed to be considered for a potential adequacy assessment; and 11 were completed and subsequently fulfilled and closed by the IIS.

To conduct an adequacy assessment the OIIS relies upon timely advice being received that allows sufficient rollout time on the ground prior to the end of the IIS reporting period, allowing it to be assessed within the reporting period.

Two (2) adequacy assessments were conducted this reporting period:

- Recommendation 13 of *A Call for Change* – QPS Field Training Officers Selection Criteria, and
- Recommendation 17 of *A Call for Change* – DFV 5 Day Specialist Training.

Both adequacy assessments conducted in this period relate 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 small number of recommendations suitable for adequacy assessment as the reform implementation moves from foundational to on-ground change.

As momentum of the on-ground implementation builds, it is envisaged there will be a greater number of suitable recommendations for adequacy assessment and able to be conducted within the reporting period.

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<sup>9</sup> The OIIS Adequacy Assessment Framework is available via the website at <https://www.oiiis.qld.gov.au>



	Adherence	Quality	Sustainability
	<p>Assess whether the outputs are comprehensive and include all the necessary components or elements as specified in the Government Response. E.g., Deliverables to be produced, timeframes to be reached, etc.</p>	<p>Assess whether the outputs met the expected standards and are they fit for their intended purpose as in the Government Response? Consider factors such as accuracy, reliability, validity, coherence, and consistency.</p>	<p>Assess the potential sustainability of the outputs, including the extent to which implementation is integrated and embedded in existing structures. Consider factors such as the available resources, time constraints, technical requirements, and any potential limitations or challenges in execution.</p>
No evidence	1 No material element delivered.	No material element delivered.	No material element delivered.
Limited evidence	2 Some material elements delivered, but not all.	Implementation is somewhat consistent, valid, reliable and/or accurate, with material suggestions for improvement.	Implementation is yet to be materially embedded and/or integrated into existing structures. Material challenges to sustainability exist.
Satisfactory evidence	3 All material elements delivered, some immaterial elements yet to be delivered.	Implementation is somewhat consistent, valid, reliable and/or accurate, with immaterial suggestions for improvement.	Implementation has been embedded and/or integrated into existing structures, although material challenges to sustainability exist.
Strong evidence	4 All elements delivered in full.	Implementation is consistent, valid, reliable and accurate.	Implementation has been embedded and/or integrated into existing structures and no material challenges to sustainability exist.

Figure 8: Adequacy assessment framework

## QPS Field Training Officers Selection Criteria: Recommendation 13 of A Call for Change

*A Call for Change found 'ongoing one-on-one training is a valuable learning tool. Appropriately qualified Field Training Officers (FTO) are essential to ensure success in the First Year Constable (FYC) training program.'*

The primary function of an FTO is to provide supervision for the FYC program. The FYC program runs over 12 months and involves two (2) phases of FTO supervision:

- the first phase requires the same FTO to work with the FYC for all shifts for an eight (8) week intensive mentoring period, and
- in the second phase the FYC works with different FTOs for a minimum of 50% of their shifts and partner with other non-FTO qualified officers for the remainder of their shifts for the remaining 10 months of the program.

Throughout the program, the FYC is required to attend training days, complete workplace competencies (for example, attendance at DFV incidents) and is guided at incidents by the FTO. Eventually the FYC becomes able to work more independently, until they in turn with sufficient length of service may apply to become an FTO.

The selection criteria for suitable FTOs are essential in developing an FYC's knowledge and capability of their duties and are vital to establishing appropriate standards within the organisation that determine behaviours around how those duties are approached.

Recommendation 13 of A Call for Change states:

*'Within six (6) months, the Queensland Police Service develop and implement a requirement that Officers in Charge must appoint Field Training Officers who possess appropriate skills and experience and standards of integrity, including having:*

- *At least two (2) years of operational experience,*
- *No pending, current or previous domestic and family violence order history,*
- *No complaints history of concern,*
- *A demonstrated capacity to respond effectively to domestic and family violence, and*
- *A proven ability to develop suitable training skills.'*

The Queensland Government supported this recommendation in principle.

The 2023 QPS Annual Report states Recommendation 13 of A Call for Change as delivered.

Throughout January to March 2024 the OIIS undertook consultations with several metropolitan and regionally based policing districts across Queensland. The OIIS consulted with QPS officers involved in the FTO process covering functions from initial selection, training, daily supervision, incident oversight to personnel vetting units. The officers were selected from a range of ranks and positions including FYCs and FTOs, Education and Training Officers (ETO), Officers-in-Charge (OIC), District Officers (DO) and central coordination units for both FTO and FYC programs.

The OIIS Adequacy Assessment Framework was applied to assess the QPS implementation of Recommendation 13 of A Call for Change as supported in the Government Response, in terms of the adherence, quality and sustainability of the reform.

To consider adherence the OIIS examined whether the QPS implementation of Recommendation 13 of A Call for Change meets the requirements of the Government Response, i.e., has a requirement been developed and implemented covering the five (5) FTO selection criteria outlined by the Commission of Inquiry.

Recommendation 13 of *A Call for Change*, states a ‘requirement’ be developed and implemented for FTOs to possess appropriate skills and integrity, meeting the five (5) criteria. Consistent with this recommendation, the QPS has produced FTO guideline 19, available to all QPS staff via the QPS Intranet SharePoint as part of the First Year Constables’ Training Program portal.

This guideline specifies the five (5) FTO selection criteria outlined by *A Call for Change*, and provides additional explanatory notes to establish:

- that DOs are the delegates for deciding the suitability of an officer’s FTO status (19.2),
- the process for raising concern about an existing FTO’s suitability with any decisions taken by a DO to revoke an FTO’s status required to be recorded within one (1) business day (19.2),
- that officers short-listed to attend an FTO course are screened to ensure their suitability prior to commencing training with the OIC First Year Constable Section (FYCS) providing this assurance (19.2.5),
- an ongoing ability to screen FTOs’ suitability against the criteria, with District Professional Practice Managers (PPM) bringing any new complaint regarding matters of concern to the attention of the DO for suitability consideration (19.2), and
- the special skills needed to become a FTO in the eight (8) week mentor phase are recognised with additional requirements relating to a history of quality and quantity of work performed, prior performance as an FTO, additional roster availability and commitment to the FYC program (19.3).

On 14 February 2024, the QPS Screening and Vetting Unit confirmed the initial screening of all current FTOs regarding the five (5) criteria. As a result of this implementation, of the approximately 4,500 officers screened less than 1% had their FTO status suspended. This result confirmed the prior suitability of an FTO and aids the later considerations in this adequacy assessment under the sustainability domain.

An appeals process is being developed for the guideline and remains under consultation. The OIIS was advised that three (3) officers who had their FTO status revoked due to failing to meet the selection criteria on disciplinary grounds have been reinstated under the preliminary appeals process.



The IIS found that there is strong evidence that the QPS has adhered to the Government Response to develop and implement a requirement for FTO selection criteria meeting the Government Response to Recommendation 13 of *A Call for Change*.

## Quality

When addressing the quality of implementation for Recommendation 13 of *A Call for Change*, the OIIS considered relevant elements including the shared expectations of the target group, clarity of policy directives and structures in the implementation process, and whether there was active support by constituency groups.

In consultation, police officers universally recognised the critical role that FTOs play in coaching and shaping the attitudes, standards, organisational culture, and the quality of DFV responses of FYCs entering the QPS. At the same time, overall knowledge of the new guideline and where it is located on the intranet was limited for operational police below the rank of ETO. This was consistent across districts, indicating limited awareness of the guideline within the organisation.

With the opportunity to review the five (5) selection criteria and guideline during consultations, there was widespread support from all officers on the appropriateness of Recommendation 13 of *A Call for Change*, particularly that there should be no history of DFV to be an FTO. It was perceived by the officers consulted that the selection criteria contribute to the development of a positive QPS culture towards DFV, and that FTOs should be held to the standards recommended by *A Call for Change*.

The officers consulted found the first two (2) criteria objective, easy to understand and apply consistently. After reading the guideline during their consultation, many officers were unable to provide insight as to the meaning of the final three (3) FTO selection criteria, suggest evidence sources they could rely upon to support a determination on each criterion, or advise who would be the appropriate decision maker within the QPS. The areas identified by officers requiring further explanation in each of the three (3) selection criteria are in bold and underlined:

- No complaints history '**of concern**',
- A '**demonstrated capacity to respond effectively**' to domestic and family violence, and
- A proven ability to develop '**suitable training skills**.'

The quality of implementation is being directly affected by the interpretation of the wording of these three (3) criteria and supporting documentation for the guideline. With limited guidance on the application of these criteria, concern was expressed on the consistency of the application of the assessment criteria across the QPS, with decision-making occurring by the DO of each policing district. There were varying views about how the criteria could best be assessed, further highlighting the likelihood of inconsistent assessments occurring between districts, and how those inconsistencies might be resolved. Officers raised the need for further clarity around the use of the word 'supervisor' in the guideline as to whether this meant the immediate operational pairing of the FTO with the FYC, or if it referred to the higher-level supervision provided by a Shift Supervisor or DO.

Most significantly, officers consulted suggested that any criteria wording and/or supporting guidance for assessment should be unequivocal and not subject to interpretation to achieve consistency and clarity of application of the criteria across the QPS.

The authorisation status of the guideline is currently unclear as it is undated and the version's status unknown. This means the guideline may be the subject of change, amended versions not clearly communicated, and the reasons for any changes are not evident to users or upon review. The guideline only being available from within the First Year Constable Program (FYCP) intranet site may limit accessibility.



The IIS found there is limited evidence regarding the quality of implementation of this recommendation.

To support decision-making and consistency in the application of the criteria and elevate guideline awareness, the IIS suggests:

- a documented process with a flow chart providing key accountability officers for assessing and vetting eligibility and delegated decision-makers,
- inclusive development of guidelines during drafting to include input from DO/ETO/OIC in multiple districts to ensure clarity and coverage of key operational and strategic issues,
- further supporting guidance on the application of three (3) of the criteria including advice on an appeals process,
- the QPS clearly communicate the guidelines to all staff, and
- the QPS address the authorisation status of the guideline.

### *Sustainability*

For the purposes of this adequacy assessment, the OIIS defines sustainability as the extent to which implementation is anchored within the organisation and maintainable through its practices.

While Recommendation 13 of *A Call for Change* and the Government Response states a 'requirement' will be established, and the guideline meets this commitment, there is an opportunity to elevate the importance and awareness of this recommendation in shaping police culture through including it within the general operating procedures of the organisation. This approach would signal the values of the organisation and clearly highlight its expectations to staff. It is noted this guideline is not partnered with a corresponding policy under the Operational Procedures Manual (OPM), where other identified issues such as version control is recorded and there is visible connection to overarching organisational strategies.

Some sustainability-related issues raised in consultations that sit beyond the scope of this recommendation were noted, and these more widely related to strategic workforce management within the QPS. Officers expressed concern on the use of a two (2) year minimum threshold to become an FTO, regardless of the location and associated volume of training experience, particularly in relation to DFV. The practicalities of needing a starting point time frame were acknowledged in terms of QPS retention rates, along with the staffing shortfalls that may require a revising of this FTO minimum time frame and FYC minimum shift numbers for various phases of the FYC program in some geographic locations.

FTO program training serviceability, scale and efficiency issues were raised by ETO, DO and OICs under the current arrangements with the FYCP unit. Currently the FTO training program is centrally coordinated and delivered through FYCP unit at QPS headquarters. The FYCP is comprised of a small number of officers and services many FTO who are widely distributed across Queensland policing districts. As government has committed to increasing the numbers of QPS officers, the number of FYCs requiring FTOs will need to increase. Issues were raised specifically with the number of courses currently available for FTOs, the timing of those courses, and the prioritisation of courses for officers across and within districts to meet operational requirements to provide adequate FYC supervision. FTO guideline 19.1 places the onus on districts to ensure enough FTOs are trained and available for appointment within their establishment, with the training of FTOs being the shared responsibility of FYCS and ETO. Methods of advertising FTO courses are the responsibility of the district and managed

by the ETO. Without some control over the course placements and/or delivery, there are structural tensions between district responsibilities, and the functional control over the activities that enable the guideline requirements to be met.

To meet the need expressed in consultations, districts stated they have the capacity, ETO staff experienced as train-the-trainers and deliverers of all forms of service training other than the FTO course, along with the daily connection with both FTO and FYC to wholistically deliver and provide ongoing and real-time monitoring of courses and participants. Given the current focus of Recommendation 13 of *A Call for Change*, it may be timely to consider the management and efficiency of FTO development and maintenance into the future.



The IIS found there is satisfactory evidence to support the maintenance of a process within QPS to assess the suitability of FTOs.

It is noted that minor amendments through consideration of the guideline sitting as a new policy, or umbrellaed by an existing relevant policy within the OPMs, would fully embody the spirit of the reform program.



## QPS DFV Specialist Five-day Training: Recommendation 17 of *A Call for Change*

The need for improved police training in both technical knowledge and behavioural approaches in responding to DFV incidents was identified as a significant barrier to victim-survivors reporting DFV and in their receiving a supportive service experience as documented in *A Call for Change* explanatory companion report, *'Behind the Call for Change'*. To address this issue, the Commission of Inquiry provided recommendations for a suite of QPS officer training. Under *A Call for Change*, Recommendation 17 is among the first of the suite of QPS training packages to be delivered.

Recommendation 17 states:

*'Within three months, the QPS develop and implement a procedure which requires members in the following designated roles to undertake the specialist five-day domestic and family violence training:*

- *High Risk Teams*
- *Police Communications Centre*
- *District Duty Officers*
- *Officers in Charge*
- *Shift Supervisors*
- *Domestic and Family Violence Coordinators and Officers*
- *Domestic Violence Liaison Officers*
- *Members of the Domestic, Family Violence and Vulnerable Persons Command.*

*The procedure should stipulate that persons already in those roles (in a permanent or acting capacity) complete the training within 24 months and persons appointed to those roles after the procedure is operational complete the training within six months of appointment'.*

The Queensland Government supported this recommendation in principle.

The QPS undertook an extensive, innovative, co-design and codelivery approach to DFV training, partnering with a range of DFV research and service provision experts from across Australia. This is the first time the QPS had approached training in this way; and the size, scale and complexity of the training design and delivery undertaken is something rarely seen in industry or higher education environments. The QPS is to be commended for this effort.

The 2023 QPS Annual Report states Recommendation 17 as delivered.

Throughout January to March 2024 the OIIS undertook a review of QPS DFV specialist training documentation and records for Course 1: QC1914, followed by a series of consultations with officers based in metropolitan and regional districts across Queensland. Within each district, the OIIS consulted with a range of officers from various ranks who had completed the DFV Specialist Five-day Training performing the specialist roles designated under Recommendation 17. Most officers consulted had attended other DFV courses provided by the QPS to deliver on Recommendation 17, being the two (2) and three (3) day generalist DFV training courses, and their insights from the shorter courses are provided where relevant to this assessment.

The OIIS Adequacy Assessment Framework was applied to assess the QPS implementation of Recommendation 17 of *A Call for Change* as supported in the Government Response, in terms of the adherence, quality and sustainability of the reform.

## Adherence

An initial review was conducted to assess the QPS DFV Specialist Five-day Training adherence to the Government Response for Recommendation 17 of *A Call for Change* covering:

- the development of a procedure,
- inclusion of the specific roles listed in the recommendation,
- coverage of specialist DFV content, and
- implementation of the procedure, being the delivery of the training.

To establish the procedure requiring the specialist training, the QPS has developed OPM 9.15.6 Domestic and Family Violence Specialist Training<sup>10</sup> listed online as effective from 7 February 2024, and publicly available via the internet. This OPM delineates three (3) categories of DFV courses offered to suit different types of policing roles and listing associated priority cohorts as specialist DFV officers, communications and Policelink personnel, and for QPS higher level supervisors overseeing shifts or districts.

The OPM contains a Standing Order listing the timeframes for mandatory completion of the QPS DFV Specialist Five-day Training for the priority cohorts ranging between six (6) months to 24 months provided by the Commission of Inquiry and supported in the Government Response.

The OIIS reviewed a suite of DFV documents related to Recommendation 17 including training manuals, schedules, session outlines, course brochure and holistic course comparative updates. This documentation included position descriptions for each of the DFV specialist cohort roles.

In January 2024, the QPS produced records from the QPS Ignite training system to evidence the cohort officers who had completed the DFV Specialist Five-day Training.



The IIS found that there is strong evidence that the QPS has sufficiently adhered to the Government Response to develop a procedure for mandatory DFV Specialist Five-day Training meeting the Government Response to Recommendation 17 of *A Call for Change*.

## Quality

The OIIS then considered the quality of the implementation of the procedure developed for Recommendation 17 of *A Call for Change*. The aspects of training quality raised in consultation included clarity of training purpose, coverage of topics, learners' perceived relevance of the training, and any impacts of the training on learners, the conduct and use of evaluations, the completion of feedback loops, mechanisms for continuous improvement, and the support of learners' new skills through supplementary materials.

### Clarity around training purpose and relevance

Fundamental to the quality of training programs, is that learners understand the reason for the training, the goals sought by the organisation, and the changes expected from the training. Review of the training outline demonstrated clear and detailed instructor guidance has been provided on the drivers and background and purpose for the training arising from the:

- *A Call for Change* recommendations 14, 16, 28, 32 and 49,
- inquest findings of Doreen Langham and Hannah Clarke, and

<sup>10</sup> [https://www.police.qld.gov.au/sites/default/files/2024-04/OPM-ch.9-Domestic-Violence\\_0.pdf](https://www.police.qld.gov.au/sites/default/files/2024-04/OPM-ch.9-Domestic-Violence_0.pdf)



- included training extension modules for leadership and incident command arising from the Brett Forte inquest.

The impact of this approach was demonstrated in consultations where there was general awareness from officers that the purpose of the training was to improve DFV policing performance, that the need for the training arose from recommendations of *A Call for Change*, and their perception that the training was relevant to their policing role.

Effective training implementation can positively impact learner behaviour, and well received sessions should be deconstructed by designers of those elements for future replication in training programs. In consultations, officers emphasised the benefit of immersive sessions. The *'In Her Shoes'* session was identified as the most impactful session aiding officers to change their thinking and approach to DFV incidents and DFV victim-survivors. The commonalities expressed through learner feedback were those where police heard directly from people performing the DFV roles they are in contact with, involved active hands-on learning, and did not just demonstrate where things 'went wrong', but provided practical advice on how they could 'do it better'. Sessions where service providers unpacked what, how and why they operate as they do were well received.

#### Tailoring training for regional, rural and remote stations

Frustrations were expressed in consultations from officers based in policing districts with regional, rural and remote stations on training sessions outlining DFV support services, such as emergency housing or services available outside standard business hours, which were Brisbane and/or South-East Queensland centric and did not exist in their districts with no alternative training solution provided for officers to improve DFV responses in those areas.

#### Evaluating training and feedback loops

Having a process in place for evaluation is important to the maintenance of quality training programs. The review showed change and improvements of the course content over time to make reasonable adjustment for material covered in the training period and in the approach to the delivery of some topics. There was some evidence of the course changing between deliveries however the documentation explaining reasoning for that process was limited.

The completion of feedback loops is an important component of training evaluations. Information should be provided on any actions taken on the course design and delivery arising from learner feedback as this enables learners to feel their time and opinions are valued by the organisation, there is an ability for the learner to effect change, and to increase the likelihood that quality feedback continues to be provided from learners in future training. In consultation, officers stated they had supplied feedback via individual surveys conducted at the conclusion of each of the sessions over the five-day course. Officers had not received follow up information on any changes to the course resulting from their session evaluations. The closure of the feedback loop in the implementation of Recommendation 17 of *A Call for Change* needs to be developed by QPS to ensure quality feedback continues to be provided from learners.

#### Supplementary training materials and follow-up

Providing training materials to learners supports their ability to apply new skills in the workplace and reaffirms training. A detailed training manual and activity workbook is provided to officers attending the training. During consultations many officers stated they had subsequently used their training manuals as a reference for taking DFV action. There was mixed awareness of the online availability of the manual or other supporting resources, and further communication to clarify this for officers will assist in supporting DFV training and provide assurance of version control and efficiency in providing up to date information to officers.



The IIS found that there is strong evidence that QPS has developed the mandatory DFV Specialist Five-day Training to sufficient quality for metropolitan implementation of the Government Response to Recommendation 17 *A Call for Change*.

It is noted that further adjustment of the DFV Specialist Five-day Training is required to support officers on the specific challenges faced in regional, rural and remote policing for a satisfactory implementation quality to be reached for those districts.

Of further note, for completion of the implementation system for training, the closure of feedback loops to learners needs to be addressed.

### *Sustainability*

In assessing the sustainability of the implementation of Recommendation 17 of *A Call for Change* the OIIS considered organisational factors that largely fall within the scaffolding of the training (for example, mechanisms for continuous improvement and legacy through embedding in the organisation and endorsement through its leadership). The OIIS then considered the implementation of the training experience through learner perceptions within that course in terms of barriers to participation and/or application of the learnings. An assessment of the appropriateness of content within the training is beyond the scope of this report.

Through creating 'OPM 9.15.6 Domestic and Family Violence Specialist Training' the QPS has commenced embedding Recommendation 17 of *A Call for Change* training by establishing its importance and relevance to core operations. To realise the spirit and legacy of the reform program, the next step to making Recommendation 17 of *A Call for Change* (and other training recommendations) part of the fabric of the QPS organisation is to strategically embed the OPM into other organisational structures. For example, align recruiting qualities, promotional requirements, performance incentives and awards that align individual and group behavioural incentives of employees with the recommendation.

In any organisation, endorsement from leadership to line managers is required for the sustainability of on the ground change. An earlier internal audit recognised a lack of supervision and leadership as key challenges to service improvement, and this was addressed by the suite of programs, including the training under Recommendation 17 of *A Call for Change*. Endorsement includes the culture of line managers attending and positively participating in the training, and the actions taken in the workplace that align with the values of that training. Insufficient resourcing of both personnel and access to sufficient suitable vehicles to respond to DFV specialist duties was raised in regional districts, which may undermine the organisational messaging for QPS change towards DFV responses.

Concerns over the availability of DFV course placements were raised in consultations in regional districts as a barrier to implementation compliance. Some districts found difficulties with competing time requirements and limited course places producing unintended outcomes such as bottlenecks in the training implementation. For example, Recommendation 17 of *A Call for Change* requires existing staff to be trained within 24 months and for new staff, within six (6) months of appointment. While the master training schedule allows for the total number of QPS officers to be trained, districts are limited in the number of allocated places they have available for their staff to attend DFV specialist courses.



While the majority of officers thought the DFV training was valuable, implementation barriers were expressed on the length of time required for officers being away for over five (5) days from rostered stations, the accommodation supplied when academy facilities were full, and the burden on their families, particularly for officers with sole or majority parenting responsibilities.

A course redesign to mixed mode, asynchronous delivery may be effective for a more sustainable resourcing maintenance for the training, allow tailoring of modules for regional service provision, reduce the amount of daily session content and length of individual training sessions for learners.



The IIS found that there is strong evidence the QPS has commenced implementation of a DFV training procedure as required by Recommendation 17 of *A Call for Change*. However, the impact for the delivery of on-ground changes in DFV response is not yet known and adequate measures need to be in place to evidence these in the future.

It is noted the implementation of Recommendation 17 of *A Call for Change* will require ongoing effort and attention to continuous improvement as new officers move through the system, and new legislation and procedures impact DFV reform.

## 6 DEEP DIVES

Deep dives explore implementation of selected recommendations or thematic areas in more detail, by seeking feedback from those who are on the frontline implementing a recommendation or responding directly to victim-survivors and their children, people using violence, or women and girls in the criminal justice system.

The purpose is to identify how specific recommendations are implemented in real time and understand the strengths, challenges and early insights of implementation observed on the ground. Where possible, 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.

The OIIS deep dive approach is recommendation and context specific, requiring a range of data sources to understand how implementation is operating in practice, including stakeholder consultation and research.

The OIIS conducted two (2) deep dives for the Fourth Progress Report:

- the new HRT in Townsville implemented under Recommendation 18 of *Report One*, and
- considerations for implementing multi-agency sexual assault responses in relation to Recommendation 11 of *Report Two*.

## High Risk Teams

Under Recommendation 18 of *Report One*, the Taskforce recommended:

*'The Queensland Government continue to roll out integrated service system responses and High-Risk Teams in additional locations. Further rollout of these responses will build upon the lessons learned to date and will be informed by the outcome of the evaluation undertaken in 2019 and any developing evidence base.'*

In response, the Queensland Government committed to roll out three (3) new HRTs. Implementation is being phased over four (4) years to 2025-26, with the first new HRT rolled out in Townsville in 2023, followed by Redlands which has recently commenced receiving referrals<sup>11</sup>, and then in Rockhampton.

### *What is a High Risk Team?*

High Risk Teams (HRTs) are an essential part of the Queensland Government's Integrated Service Response (ISR) to deliver a coordinated, multi-agency and culturally appropriate response to DFV. They consist of a team of representatives ('HRT members') from government and non-government services who work together to coordinate responses to DFV identified as having a high or imminent risk of serious harm or lethality.

HRTs provide a mechanism for more coordinated and holistic service delivery where an urgent and targeted service response is required in acute circumstances of crisis to support victim-survivors of DFV and people using violence.

The coordination work of HRTs has been reported to improve the experiences and safety of victim-survivors by providing a more streamlined service response.

There are currently 10 HRTs in operation around Queensland with the newest HRTs established in Townsville in 2023 and Redlands in 2024.

### *Who is involved?*

The agencies with a representative on the HRT ('core agencies'), see Figure 9.

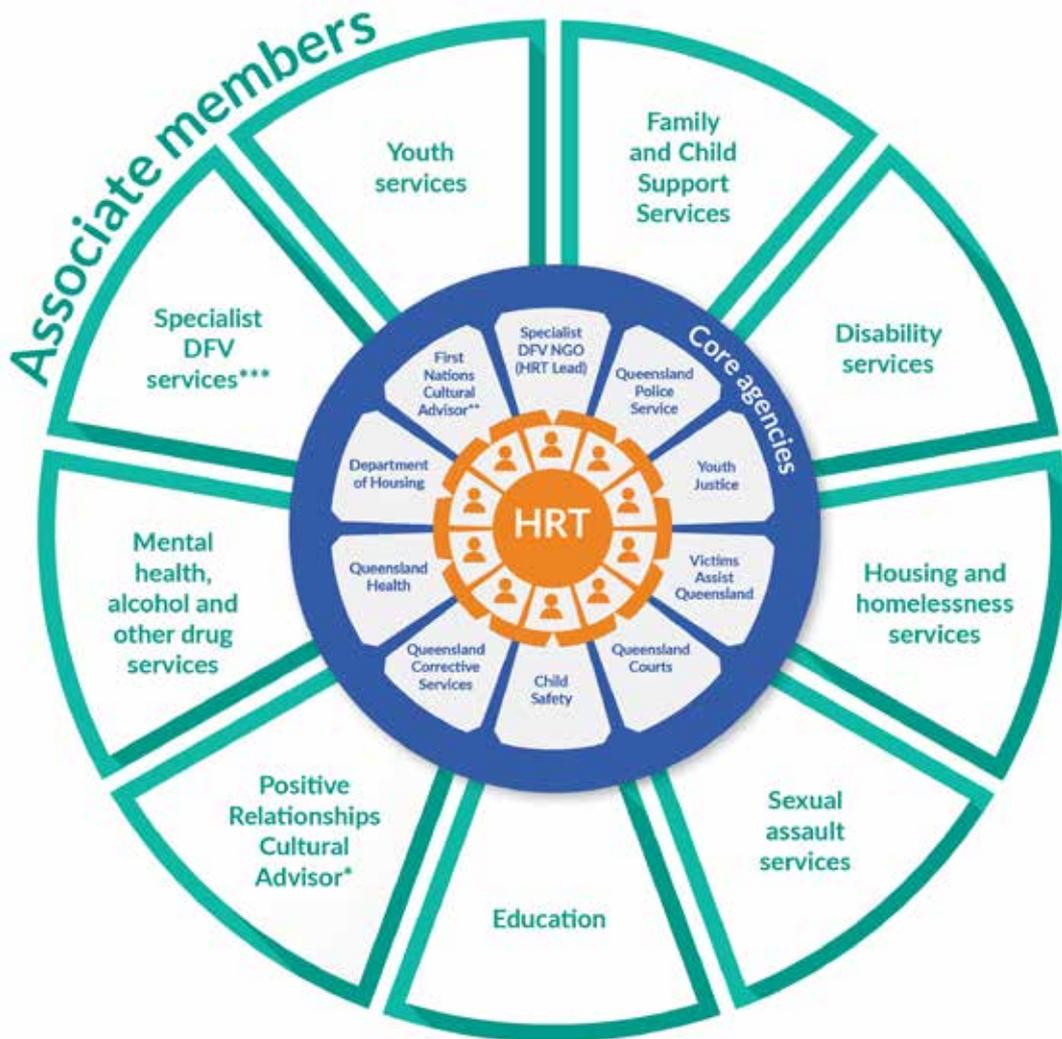
The Queensland Government provides funding to support the operation of HRTs.

HRTs are led by a specialist DFV non-government organisation (NGO), through a HRT Coordinator, who assesses the eligibility of incoming referrals and coordinates and chairs HRT meetings.

Additional agencies that do not have a funded HRT position, referred to as 'associate members', may attend a meeting to provide information to the HRT on specific cases, such as the Department of Education.

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<sup>11</sup> The Redlands HRT started receiving referrals in April 2024. The OIIS may explore the progress of the Redlands HRT in a future progress report to allow sufficient rollout time prior to deep dive discussions commencing.



\* The Positive Relationships Cultural Advisor is provided by the Department of Treaty, Aboriginal and Torres Strait Islander Partnerships, Communities and the Arts (DTASIPCA)

\*\* The First Nations Cultural Advisory roles are present in most HRTs including Townsville and Cairns.

\*\*\* Specialist DFV services includes organisations that provide specialist DFV support to victim survivors, their children and/or perpetrators, including perpetrator programs.

Figure 9: Structure of HRT

### How do HRTs operate?

DFV cases are referred to the HRT from core agencies' frontline staff, associate members and broader community services in the HRT's region.

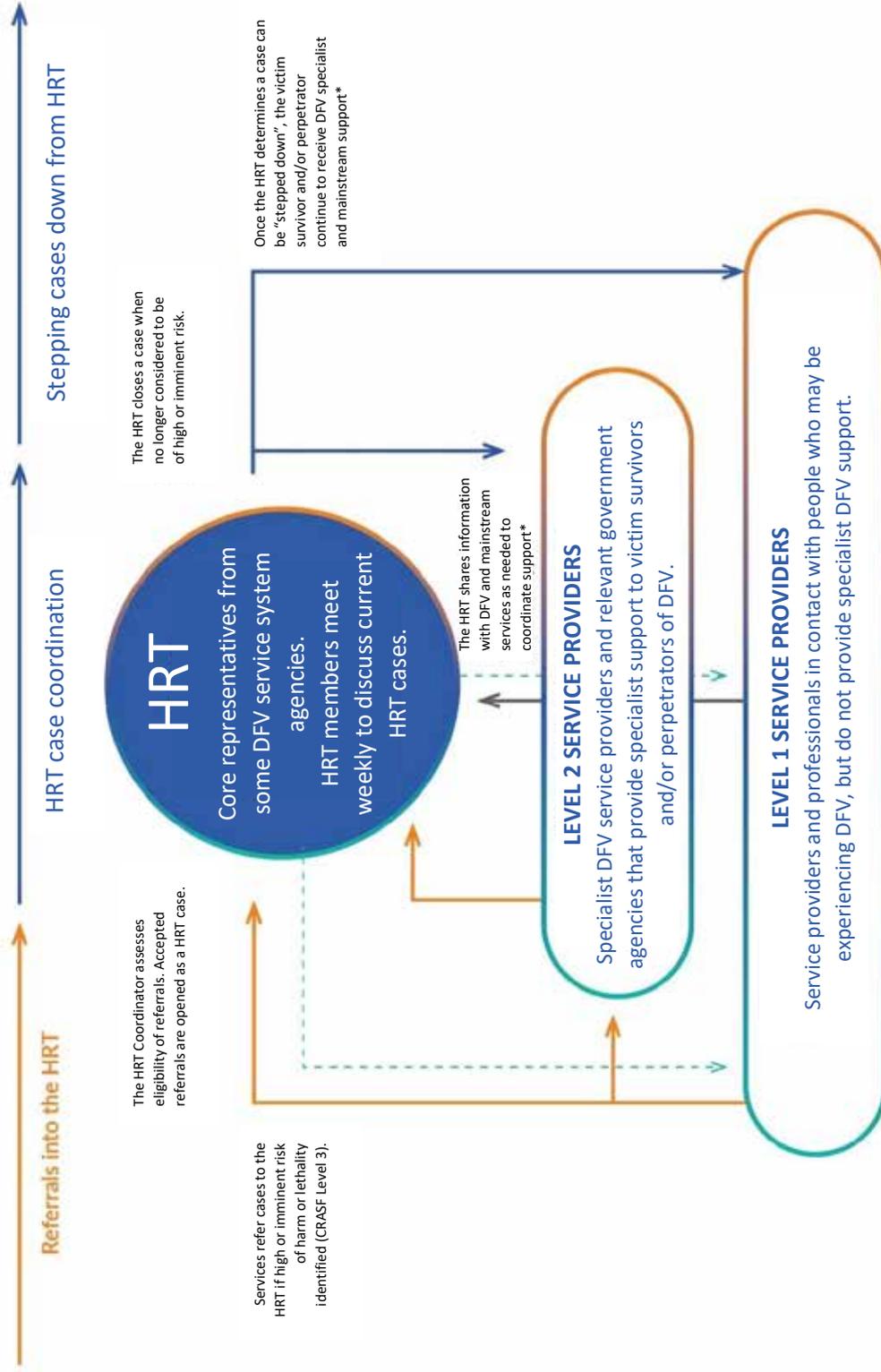
The HRT works closely with associate members and other external services, such as legal services or refuge accommodation, to seek additional information on the victim-survivor and/or the person using violence and arrange supports for the victim-survivors and their family.

HRT members meet weekly to discuss risk management and safety planning, service coordination and interventions, including to increase visibility and accountability of the person using violence. Meetings provide a forum for agencies to share appropriate, time-critical safety management information for victim-survivors, monitor risk and coordinate streamlined, rapid service responses. The purpose of weekly meetings is to:

- increase the safety of victim-survivors and their children at high or imminent risk,
- limit the need for victim-survivors to re-tell their story,
- manage high risk perpetrators and increase accountability for people using violence,

- strengthen inter-agency coordination, minimise service duplication and increase the accountability of individual agencies.

HRTs provide support for the specific period a case is assessed to be high or imminent risk. A case is closed by the HRT once it is no longer assessed as high or imminent risk and is then 'stepped down'. Importantly, the victim-survivor will continue to receive services from core, associate and external agencies, see Figure 10.



This diagram represents the different information pathways flowing between the HRT and the broader service system. The light blue arrows represent the information flowing into the HRT via the referral pathway. The dark blue arrows represent information flowing from the HRT once a case has been closed and "stepped down". The grey arrow represents information-sharing between the HRT and broader services while a case is open with the HRT. The green dotted arrows represent the feedback loops from the HRT to referring and coordinating agencies.

\* If a high or imminent risk is again identified once a case has been stepped down from the HRT, the mainstream or DFV specialist service commences a new referral to the HRT.

Figure 10: Operation of the HRT



## The Townsville HRT

In mid-2023 North Queensland Domestic Violence Resource Service (NQDVRS) was contracted as the specialist DFV service to coordinate and lead the new Townsville HRT. Yumba Meta was selected to provide a First Nations Cultural Advisor role in the Townsville HRT. Yumba Meta is a community-controlled organisation providing housing, counselling and support services to First Nations people in Townsville.

The Townsville HRT commenced receiving referrals in August 2023 and services the Townsville City Shire, Burdekin Shire, Hinchinbrook Shire, Palm Island Aboriginal Shire, Richmond and Charters Towers Regional Shire.

In the first six (6) months, the Townsville HRT received 129 referrals, with the largest proportion coming from the QPS. NQDVRS were one of the main referring agencies, although these included on-referrals from broader DFV and sexual violence services, including the Women's Centre Townsville, Sexual Assault Support Service, Relationships Australia Queensland, Palm Island Community Company and the Townsville Aboriginal and Islander Health Service.

### *Who did we speak to?*

The OIIS visited Townsville in February 2024, to examine the progress of on the ground implementation for the new HRT six (6) months after referrals commenced. The IIS spoke with HRT core agency representatives, other staff in the core agencies and external services in the region, to identify lessons learned that could inform implementation of HRTs in the future.

### *What is working well?*

The Townsville HRT has shown strong implementation over the first six (6) months of referrals, with stakeholders largely satisfied with the progress of implementation to date.

Stakeholders agreed the relationships and coordination between core HRT members is working well, in part due to the pre-existing ISR network in Townsville.

They noted the prior Domestic Violence Integrated Response Group (DVIRG)<sup>5</sup> team was a key enabler in preparing core agencies to transition to HRT processes. Several HRT members had already worked together on DVIRG, which created a strong pre-existing network between core member agencies and the broader DFV service system and facilitated a strong foundation for referrals once the HRT commenced.

Stakeholders noted having a strong service network established prior to the commencement of the HRT assisted core members to have strong buy-in, commitment and coordination from the outset of referrals.

Sufficient lead-in time between recruitment for the HRT and referrals commencing was identified as facilitating a strong level of service coordination for high-risk victim-survivors. This provided members the opportunity to undertake integrated training, network with other

Townsville HRT members, and work with staff from other HRTs to gain practical insights about HRT systems and processes. For example, the Department of Housing sent a staff member from the Brisbane HRT to Townsville, while the QPS sent their Townsville HRT member to Brisbane to work

*"If you didn't have previous experience in HRT then it would be very difficult to start one from scratch. There is some misunderstanding of the process until everyone gets adjusted to it... It's worth getting in staff that are already familiar with HRTs to help get things up and running."*

with a pre-existing HRT. Sufficient lead in time enables HRT members to build relationships and clarify role boundaries to support a smooth transition to HRT practices.

*“The ones doing well are those who can build relationships very quickly, not just people at the table, but people in other agencies... It’s people who have the skills to work with others and build relationships and negotiate and be flexible.”*

The importance of relational skills was identified as an enabler to successful coordination and integration of responses among core HRT members. Stakeholders across several agencies agreed that sophisticated relationship management and collaboration skills were vital for HRT members to navigate different organisational cultures to share information and reach a consensus-based response.

The strong leadership of the HRT Coordinator role within NQDVRS, and the Integration Manager role within DJAG, were frequently identified as central to creating a culture of open communication and healthy conflict resolution.

### Implementation learning: Building a strong foundation for HRT coordination

Working collaboratively, collective decision-making and managing differing views is one of the keys to an effective HRT.

In addition to the necessary technical skills and knowledge, HRTs benefit from active consideration of interpersonal and relational skills in recruitment processes.

New HRTs benefit from a sufficient lead-in time being provided prior to receiving referrals to support members with no previous HRT experience transition to their role.

### What’s unique about the Townsville HRT?

Townsville is the first HRT to receive dedicated funding for a First Nations Cultural Advisor role, led by Yumba Meta, as an additional core member. This was established in response to the findings of the *Evaluation of the integrated service response trial*<sup>12</sup> completed in July 2019 that identified a need for more culturally appropriate support for First Nations participants.

HRTs in Queensland already receive broad cultural advice from a Positive Relationships Cultural Advisor within the Department of Treaty, Aboriginal and Torres Strait Islander Partnerships, Communities and the Arts (DTATSIPCA). Importantly, this advisory role is an associate member and not part of the core membership of any HRT, meaning their advice is not case-specific.

The new First Nations Cultural Advisor role in Townsville provides more targeted, local cultural advice on individual cases as well as consideration of local protocols, languages, family and kinship groups and relationships. Stakeholders widely agreed it is a valuable addition to the HRT and a major enabler to improving the accessibility of the HRT to First Nations families.

The role boundaries of the new First Nations Cultural Advisor and the pre-existing Positive Relationships Cultural Advisor required ongoing clarification and monitoring. Role scope was relatively clear during procurement, but stakeholders acknowledged further discussions were needed once HRT operations commenced to address more practical questions about role delineation as they arose.

<sup>12</sup> <https://www.justice.qld.gov.au/about-us/services/women-violence-prevention/violence-prevention/service-providers/integrated-service-responses/evaluation-integrated-service-response-trial>



The nature of support provided by the First Nations Cultural Advisor has shifted over time, in recognition of the need to sustainably support the case workloads of specialist DFV community providers (particularly for First Nations' women) and the substantial work of the First Nations Cultural Advisor in providing case-specific cultural advice to HRT members. It is understood that discussions are ongoing to determine the role's final scope.

#### **Implementation learning: First Nations Cultural Advisor**



The First Nations Cultural Advisor role in Townsville has been well-received and considered a valuable addition to the core HRT membership.

Ongoing conversations to clarify the scope of the First Nations Cultural Advisor role is beneficial to ensure the new role is appropriately defined and supported to provide culturally safe responses for victim-survivors and people using violence.

There is an opportunity to share implementation learnings to inform expansion of the role to other HRTs in Queensland.

### *What were the challenges?*

#### Information sharing between HRT members

Stakeholders were largely satisfied with information sharing and coordination among the HRT members. They noted information sharing has improved over time as further clarifications were provided in the updated *Domestic and family violence information sharing guidelines*.<sup>13</sup>

Ongoing support from the HRT Coordinator, Integration Manager and more senior leaders within core agencies were essential to driving training and understanding on the information sharing obligations.

Stakeholders reported that information sharing challenges arise due to the complex legislative frameworks (particularly provisions around privacy), lack of clarity on information sharing obligations among staff and risk aversion. These challenges were frequently mentioned in cases involving children and young people exposed to DFV, including children whose only consistent touchpoint with the service system is the education sector, which is not a core member of the HRT.

Further clarification is underway around information sharing obligations for DFV within Federal Government service areas, including the National Disability Insurance Scheme (NDIS) and the defence force.

<sup>13</sup> <https://www.justice.qld.gov.au/about-us/services/women-violence-prevention/violence-prevention/service-providers/integrated-service-responses/dfv-information-sharing-guidelines#:~:text=You%20may%20share%20the%20information,with%20a%20support%20service%20provider>



### Implementation learning: Information sharing obligations

There is a need to increase the understanding of information sharing obligations across core and associate agencies to continuously improve the flow of information into the HRT and address the identified information gaps relating to children. This will be supported by ongoing leadership and training within agencies to build awareness of information sharing protocols among staff.

Clarifying information sharing obligations within Federal Government services, such as the NDIS, is important particularly for vulnerable women experiencing DFV.

### Referral pathways into the HRT

The HRT has established referral pathways within core member agencies and several external organisations. Stakeholders consulted were largely satisfied with the referral pathway into the HRT, noting the process was straightforward and they often received a rapid response from the HRT.

They reported that most referrals are being accepted, suggesting the eligibility criteria is well understood and information flow into the HRT is working well.

*"I think it's all about how we build the knowledge in general community of DFV and [ensure] we all play a role... But the mainstream service system has no idea. We're currently working... to do that broader piece of work."*

Stakeholders acknowledged strong referral pathways were likely enabled by their pre-existing awareness of the HRT and believed that awareness is varied across community organisations.

Several noted some services in the region were still unsure of how to refer to the HRT, including within Hospital and Health Services (HHS) and the education sector.

A number of stakeholders noted ongoing work to embed clear information sharing policies within the HHS is helping to strengthen referrals into the HRT.

They noted referrals from mainstream services will be further supported by ongoing work to build awareness and understanding of DFV, including coercive control, across mainstream staff and the broader community.

Work remains underway to raise awareness of the new HRT and strengthen referral pathways among services in the region.

### Feedback loops

There were mixed views on the feedback to referrers once the HRT accepted a referral. Some stakeholders were satisfied with the level of information received while others noted it can be unclear what cases are sitting with the HRT and how a mutual client's case has progressed. Some stakeholders noted more consistent information would better support service coordination, given these external services provide ongoing support to the victim-survivor alongside the HRT.

### Accountability

The success of HRTs largely depends on the working relationships of its members both within the HRT core membership as well as with associate members and other non-government services. Consensual decision-making and collaboration are fundamental to the effectiveness of the HRT and this is reliant on the commitment, skills and strength of the partnerships of core members to prioritise responsive services to high-risk victim-survivors and their families. With complex, high-risk



matters requiring this way of working, sustainability of the working relationships and service responses is equally as important.

Stakeholders were not generally able to identify escalation pathways in the event of disagreement regarding assessments of risk, safety management plans or the stepping down of cases.

The overall impact and achievements of HRTs and sharing of data around their effectiveness was not evident nor able to be clearly identified at this time.

### Stepping down cases

Once a case has been “stepped down” from the HRT, the victim-survivor and person using violence will continue to receive support from DFV specialist and mainstream services. Stakeholders highlighted the limited supports available in the region impacts the types of supports the HRT can coordinate with, and the services they can refer clients to after closing a case.

Stakeholders highlighted this challenge exists across the spectrum of prevention, early intervention and crisis supports. For example, the availability of crisis accommodation and longer-term housing options, interventions for people using violence, mental health and substance abuse supports, and culturally appropriate and tailored services.

#### **Implementation learning: Supporting referrals**

Publicly available information on the HRT’s geographical scope, referral pathways, and decision-making points will strengthen awareness and understanding among referring agencies on how to refer into the HRT.

#### **Implementation learning: Accountability mechanisms**

Strengthening and communicating feedback loops and escalation pathways within the HRT structure will support accountability of individual agencies within the HRT and enable decision-making to escalate where needed.



### Conclusion

The Townsville HRT has shown strong progress in its first six (6) months of operation and stakeholders involved continue to demonstrate a high level of commitment and dedication to ensuring the team’s ongoing success.

Consultations highlighted the value of creating a culture of positive, open and clear communication between individual members and a commitment shared across agencies to build collaborative relationships and information sharing pathways between the HRT and the broader system.

The flow of information is vital to building strong referral pathways, supporting ongoing service coordination, and promoting the HRT’s transparency and accountability to the broader system.

Promoting strong communication pathways ultimately enables the HRT core and associate agencies to provide more timely, coordinated and tailored support to high-risk victim-survivors. This will strengthen the service system’s visibility over people using violence and the ability to hold them to account to keep victim-survivors and their children safe.

The implementation learnings from the deep dive into of the Townsville HRT will help to support the continuous improvement and expansion of HRTs in Queensland and the IIS has proactively shared



these learnings with officers involved in the roll-out of new HRT in Redlands and in planning for the future roll-out in Rockhampton.



## Multi-agency Sexual Assault Responses

### Background

In Recommendation 11 of Report Two, the Taskforce recommended the Queensland Government ‘co-design, fund and implement, a victim-centric<sup>14</sup>, trauma-informed<sup>15</sup> service model for responding to sexual violence’.

The Taskforce provided several important considerations the service model should follow, including that they involve services and agencies working together in an integrated way to meet victim-survivors’ needs.

Increasing coordination and integration across services responding to sexual assault (‘multi-agency responses’) can strengthen victim-centric and trauma-informed responses by providing a more streamlined and cohesive service response. This can improve the experiences of victim-survivors in the sexual violence service system and criminal justice system, by providing more timely responses, strengthening referrals to ensure they receive tailored support, reducing the need for them to re-tell their story, and minimising the risk of re-traumatisation.

The Taskforce highlighted the Sexual Assault Response Team (SART) in Townsville as one example of a multi-agency service model that strengthens victim-centric responses. Other approaches to service coordination and integration exist throughout Queensland, although these approaches vary in terms of their structure.

In response to Recommendation 11 of Report Two, the Queensland Government committed to ‘co-design a victim-centric, trauma-informed service model for responding to sexual violence, similar to the SART, and implement the model in additional locations’. The type and locations of the future models are yet to be announced, with discussions still underway.

The IIS met with sexual assault services to understand the enablers and challenges to building coordinated and integrated service responses to sexual assault in their region. This included meeting with the SART in Townsville, as this model was highlighted specifically by the Taskforce as an exemplar of service integration. The IIS spoke to three (3) other services in Queensland to understand how multi-agency collaboration was working in their local network. The purpose of consultations was to identify any key implementation learnings that could help inform the expansion of SARTs, or other multi-agency models for sexual assault, in other Queensland locations.

### The Sexual Assault Response Team

#### *What is a SART?*

The SART is a ‘multidisciplinary, interagency group of specialist professionals, established to work collaboratively alongside victims of sexual violence to provide a response that is sensitive, trauma and violence informed, holistic, and timely.’

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<sup>14</sup> Victim-centric support prioritises the safety, rights, wishes, needs and wellbeing of the victim-survivor at every stage, and tailors support to their own unique needs, experiences and choices.

<sup>15</sup> Trauma-informed support requires staff to have a deep awareness and understanding of trauma and the different ways it can affect people’s lives, and be able to apply the various principles of trauma-informed care. The principles of trauma-informed practice vary in definition, but ultimately refer to support that promotes safety, empowerment, trust, choice and collaboration with the victim-survivor.

The first was established in the United States of America (USA) in the 1970s and since then, the implementation of SARTs, and similarly structured models, have expanded along with a growing evidence base on their effectiveness in improving experience for victim-survivors.

Established in July 2016, the Townsville SART (the SART) is a local initiative established in response to the need for a more integrated response to victim-survivors of sexual assault. Its development was informed by evidence-based, best-practice principles for providing victim-centric and trauma-informed support.

In support of the Townsville SART, in 2020 the Queensland Government committed \$1.8 million over five (5) years, this was followed by an additional \$1.98 million announced in 2023.



Sexual Assault Response Team Townsville Region

### *Who is involved?*

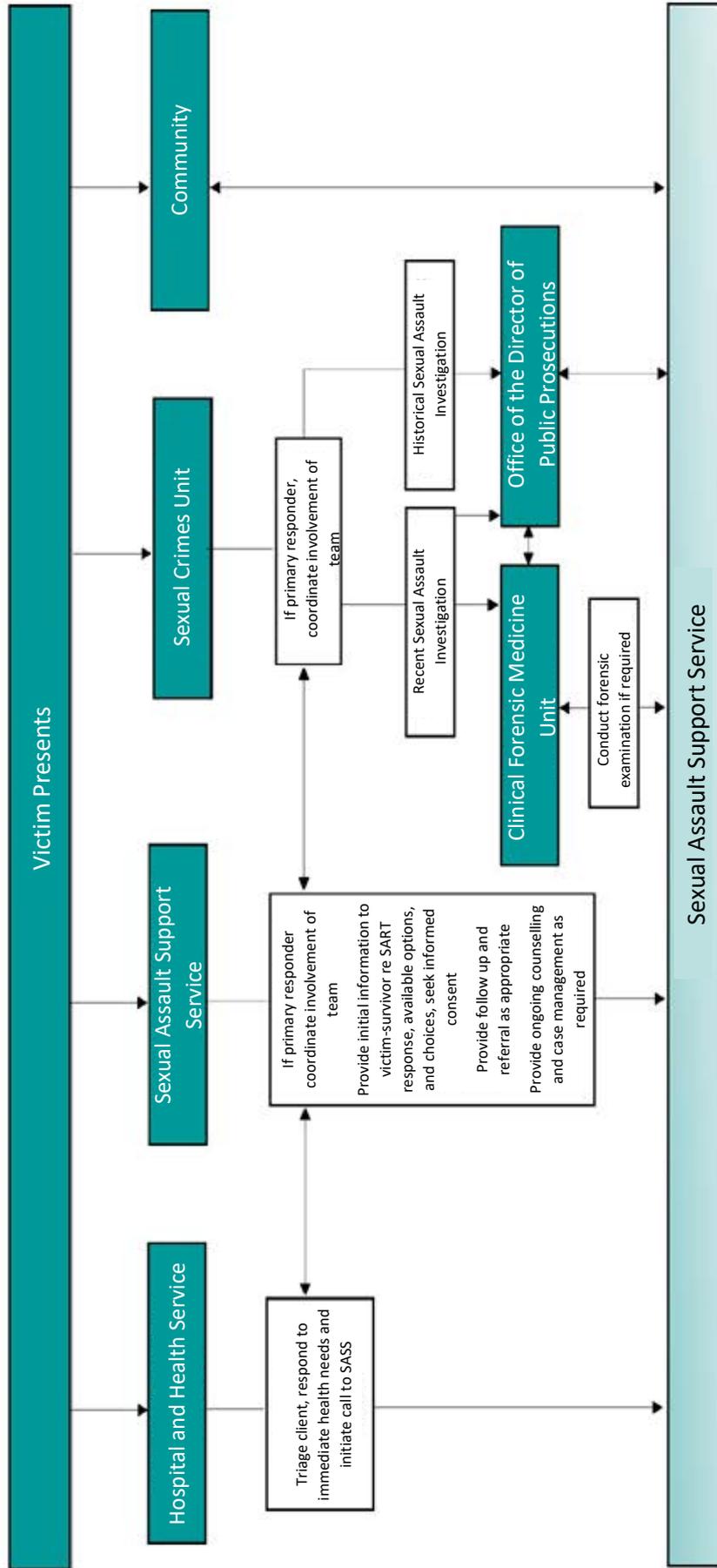
The SART is led by the Women's Centre, a specialist sexual violence NGO, and consists of representatives from the following agencies ('core SART agencies'):

- The Women's Centre, including the Sexual Assault Support Service (SASS)
- QPS,
- Queensland Health, including the Clinical Forensic Medical Unit, the Emergency Department and Social Work Department, and
- Office of the Director of Public Prosecutions (ODPP).

The SART works with several organisations to provide additional support, such as Queensland Courts and Victims Assist Queensland.

### *How does a SART operate?*

Under the model, the SASS worker provides ongoing support for the victim-survivor from the point of presentation through to police statements, clinical forensic medical examinations, general medical support and the criminal justice process, as shown in Figure 11. This provides ongoing support to the victim-survivor throughout their journey regardless of the length of their matter, noting matters may run for several years.



Note: Flow diagram provided by the SART during consultation, 2024.

Figure 11: Victim-survivors' interaction with the SART model

From the outset consent is gained from the victim-survivor to allow core agencies' frontline staff to share relevant information about the matter. This is important as it allows staff to gather information in a way that reduces the number of times the victim-survivor re-tells their story to each service. It enables frontline staff across agencies to present as one cohesive team and 'wrap-around' the victim-survivor, providing a more streamlined, victim-centric and trauma-informed response.

Supporting strong collaborative governance, representatives from each core agency meet regularly to discuss the operational aspects of the SART model, such as information sharing processes, the quality of services provided to victim-survivors, and how frontline staff are working together. This includes a process where representatives can provide feedback and reflections on agencies' service responses supporting ongoing service improvement.

The collaborative governance between SART members is supported by the Interagency Coordinator, employed by the NGO, who coordinates meetings, information-gathering, feedback, and the ongoing development of the SART governance approach.

### *Enablers to implementation*

Consultations highlighted the four (4) key enablers to successful implementation of the SART model were formalising the model structure, embedding the model's principles and practices into each core SART agency, reflective practice and the stewardship role played by the NGO.

#### *1. Formalising the model structure*

The Terms of Reference (TOR) established between the core SART agencies was identified as one of the key success factors for implementation. The TOR formalised the SART model structure, including clear roles and responsibilities and approaches to working for core SART agencies. They established best-practice principles, a conflict resolution process, and an accountability mechanism to promote trust and commitment among agencies and facilitate common language and understanding across core agencies for responding to victim-survivors.

Stakeholders particularly attributed the success of the TOR to the fact that they were:

- co-designed by representatives from core SART agencies, ensuring its contents are strongly embedded with each agency's internal policies and relevant legislation,
- developed as an adaptable document that could be amended over time as organisational practices and policies change.

The development process required ongoing conversations and negotiation to identify how the TOR content could fit into each agency's broader policies. Stakeholders noted this was time-consuming but vital to ensuring the TOR were sufficiently detailed and could properly align with each agency.

Strong relationships between staff in each core agency facilitated the SART's inception. Stakeholders emphasised this was not the driver of successful implementation, as sustaining the model cannot be solely dependent on individual people. Creating an environment that promotes inter-agency collaboration was emphasised as the key to maintaining positive relationships between core agencies and ensuring the model is sustained (even when staff turnover occurs) and providing optimal responses to victim-survivors. Stakeholders highlighted that the TOR provide the clear guidance and authority to facilitate this collaborative working environment.

#### *2. Embedding the SART practices into each agency*

The SART's ability to achieve strong integration and coordination across services is attributed to the fact that the SART practices and ways of working from the TOR was then embedded into each core member agency. This promoted accountability and consistency by ensuring the SART model's ways

of working are integrated within each agency's core business activities and implemented by frontline staff interacting with victim-survivors.

Stakeholders provided examples of how the TOR are embedded within their agencies. This included the consideration of SART principles in recruitment, involving a SART representative on interview panels, and incorporating SART procedures into internal workflow pathways for frontline staff. This required strong support from more senior leaders within each agency to endorse the model's integration with internal practices within QPS, Queensland Health and ODPP.

*"At the beginning, you need the initial people to drive [the model's development]. You need to have a champion. But [others] won't support it if they don't see the value.... Initially I had ownership... [but without embedding it] if I left, it would end. But now the ownership is shared [across my team]. So those initial leaders need to ensure that their ownership grows to become embedded and co-owned by everyone."*

### 3. Reflective practice

Reflective practice is a key principle of the TOR to facilitate multidisciplinary conversations, problem-solving and knowledge-sharing across disciplines. Stakeholders agreed the ongoing commitment to engage in reflective practice<sup>16</sup> at the SART governance and frontline service levels, coupled with clear pathways for sharing information and providing feedback, was a major enabler to successful implementation. For example, reflective practice discussions occurring between the SASS worker and frontline QPS officers on the most appropriate way to apply trauma-informed principles when interviewing the victim-survivor.

This enables staff to understand each discipline's lens on sexual violence and reach a consensus-based response on how to respond to the victim-survivor in a holistic, victim-centric and trauma-informed way. It provides a strong mechanism for staff to escalate issues and share feedback to the broader team to support continuous improvement in the way victim-survivors are supported.

*"Without the NGO it won't work... We will do our job as [health practitioner, prosecutor, QPS,] etc... but we can't look at the woman beforehand. When some matters land on [my agency's] desk, I don't know what we are inheriting for our bit... But anyone through SART, I know immediately that that woman has been getting support and already knows about the system. I don't have to worry as much about [the SART victim] ... because the [NGO] is here. I don't have to worry about being the quasi-counsellor."*

### 4. Specialist sexual violence NGO

Stakeholders identified the involvement of the specialist sexual violence NGO as a core SART member is fundamental to the model's success. They highlighted this as a critical component to ensure the SART has specialist sexual violence expertise and the capability to provide flexible and continuous support to the victim-survivor.

They noted the NGO provides an additional source of support to frontline staff within QPS, Queensland Health and ODPP and courts system and ongoing system stewardship.

The Interagency Coordinator in the specialist sexual violence service was raised as a core component of the SART model. Stakeholders noted the importance of this position being a dedicated specialist role with sufficient expertise to ensure the model's development and ongoing operation aligns with legislative and practice frameworks, informed by the evidence base and practical experience.

<sup>16</sup> 'Reflective practice' is an iterative process of critically reflecting on one's practice to gain insights into what was learned and how future practice could be adapted to improve service outcomes for victim-survivors.

It was noted the Interagency Coordinator's role leads and facilitates coordination across agencies and service systems. Stakeholders emphasised the importance of ensuring any future SARTs align with this core component.



### Implementation learning: Enablers of the SART model

Successful implementation of a SART is driven by ensuring:

1. the model structure is formalised in a TOR that is adaptable and co-designed by all core agencies, with victim-survivors remaining at the centre,
2. the SART principles and practices are embedded and endorsed in each agency's internal systems,
3. a commitment to reflective practice endorsed within each broader agency, and
4. the presence of a specialist sexual violence NGO within the core SART membership from the outset.

Supporting consistency of the core model components is an important consideration as SARTs expand to other regions, to ensure alignment with evidence-based, best-practice principles on responding to victim-survivors of sexual assault.

## Considerations for building multi-agency responses

Recommendation 11 of *Report Two* highlighted SART as an example of a multi-agency model that could potentially be replicated elsewhere, but it did not specify the future models should specifically be a SART. It is therefore important to understand how other approaches to service collaboration and integration are operating across the sexual violence service system, including the challenges that impact the ability of services to build multi-agency service models in their region.

Consultations to date reveal that regardless of the type of model employed, from SARTs to more informal approaches, several challenges exist which will require consideration in the development of any new multi-agency service models.

### *Service availability*

The availability and capacity of services in a region impact the extent they can coordinate and provide integrated responses to victim-survivors.

Stakeholders reiterated concerns highlighted by the Taskforce that limited service availability continues to be a major challenge for the sexual violence service system that ultimately results in delayed, inconsistent and fragmented support for victim-survivors. The lack of specialist sexual violence support services, including 24-hour support options, across Queensland was identified as an ongoing barrier, particularly within regional, rural and remote locations.

*"That's what [mainstream] staff want – a 24/7 source of local support. Someone to call at any time to ask questions so they can deal with [the sexual assault matter] properly. And someone who can support [the victim] so they can focus on the clinical stuff."*

The scope of services available in a region will impact what type of multi-agency model is feasible. For example, the establishment of the SART model in Townsville was aided by the existing presence



of a specialist sexual violence NGO offering 24-hour support options, and clear service boundaries of core agencies, such as the Townsville district for QPS and Townsville HHS.

This supported clear roles and responsibilities for the SART core agencies and made the process of co-designing the TOR and embedding the SART practices into each agency less complex.

#### **Implementation learning: Regional, rural and remote considerations**

The availability of services in a region will be a vital consideration when selecting the type of multi-agency approach to be used, the key agencies to be involved, and the governance arrangements of the model. There is a critical need to respond to resourcing barriers experienced in regional, rural and remote areas to improve ways to address service gaps, recruitment challenges and ultimately, ensure these locations have a strong service offering.

Alternative models to the SART may need to be explored where the service mix and capacity in a region does not allow for the core elements of the SART model to be adopted.

### *Service resourcing and workforce*

Regardless of the model chosen, the resources available to individual services involved impact the long-term sustainability of the model. For example, one stakeholder reported a multi-agency approach in their region temporarily stopped when the staff member in the key coordinator role left for a permanent role elsewhere. Stakeholders noted it took time to find a replacement due to the lack of specialist staff in the region and the temporary nature of the funding and role, as they did not have dedicated funding for the position. They emphasised that despite the model's positive feedback from victim-survivors and staff, it was unsustainable without long term funding and permanency for the key roles.

#### **Implementation learning: Long-term funding**

Funding and role permanency within individual services will be a key consideration to the sustainability of a multi-agency model, regardless of the type of model adopted.

### *Competing pressures*

Stakeholders identified the broader reform programs underway can place additional pressure on agencies and impact their capacity to provide integrated responses to victim-survivors of sexual assault.

In particular, stakeholders noted the additional demand that will be placed on sexual violence services, health services and the criminal justice system stemming from the recommendations of the Commission of Inquiry into Forensic DNA Testing in Queensland.<sup>17</sup> This includes, for example, the

<sup>17</sup> <https://www.dnainquiry.qld.gov.au/>

introduction of new forensic medical examination kits within HHSs and the anticipated caseload increases within the criminal justice system due to cases requiring retesting and investigation.

One stakeholder highlighted that strengthening ISR models to sexual assault could be an opportunity to alleviate some of these pressures, by providing additional support to staff within QPS, health and ODPP, and targeted trauma-informed support to victim-survivors who will be impacted by the need revisit the criminal justice process.

*“We have a 12-18 month wait [for court proceedings] now. And that’s before the cases from the DNA findings even start. And we need to remember the victim-survivor in all that. There’s always a human in the middle of all that.”*

#### **Implementation learning: Reform coordination**

Coordination and cohesion across reform programs will be key to identifying ways to improve resource efficiency, alleviate reform fatigue within agencies, and optimise the readiness of the sexual violence service system to support victim-survivors.



### *Conclusion*

The careful selection and design of a model is vital to ensuring it is feasible for the local context, maintains consistency with the core components of models of a similar name, and supports greater model fidelity to achieve intended outcomes.

Consultations with the SART and other sexual violence services highlighted the value of collaboration and co-design when selecting and developing a model to ensure it receives strong buy-in and adoption from each agency involved to deliver a consistent and holistic approach in supporting victim-survivors.

The sustainability and success of multi-agency service models depends on the ability to address the resourcing challenges experienced by services responding to sexual violence. Supporting agencies responding to sexual violence will in turn, strengthen the capacity of the multi-agency models they operate within, ultimately providing victim-survivors with more cohesive and victim-centric support options to improve their experience with the service and criminal justice system.

The IIS will continue to consult with services operating in the sexual violence sector to understand the implementation of multi-agency responses across Queensland. Our implementation learnings should assist and contribute to the development of future multi-agency models to be implemented in response to Recommendation 11 of *Report Two*.

## 7 INSIGHTS

With state-wide reform well underway across multiple agencies and regions, it is critical that implementation effort maintains a course that supports the reform goals. By working together to address common implementation themes there are significant opportunities to strengthen the DFSV system for victim-survivors.

In examining the progress of individual recommendations in scope for this report, the adequacy assessments of *A Call for Change* Recommendations 13 and 17, and the deep dives conducted on HRT and multi-agency sexual assault responses, several common themes emerged. These themes supply insights to further improve the implementation of reforms across the DFSV system.

The themes identified are **C**ollaboration, **C**overage, **C**onsistency, and **C**ommunication. These themes are interrelated and often discussed when considering the concept of trust. Trust is important because it is the foundation of systems that enables effective responses to victim-survivors and people utilising violence. Systems can leverage trust through the interactions of organisations, multidisciplinary groups and individuals to enhance implementation outcomes and restore public trust and confidence.

### Collaboration

In the early stages of system change, collaboration is key to ensuring, from the outset the right stakeholders are involved, purpose and role are clear, concerns are heard, and consensus is reached on workplace flows and procedures to progress joint tasks.<sup>18</sup>

Consultations confirmed early-stage collaboration occurring within the DFSV system through the presence of three (3) essential elements: co-design, information sharing and accountability.

Co-design is critical as it allows for unique and lived perspectives to be included and involves greater participation in key decision-making. Consultations evidenced strong co-design occurring across the DFSV system. Specific examples included the establishment of the SART where co-design was a core element attributed to the success of the model; and QPS and DFV support service provider training design and delivery under Recommendation 17 of *A Call for Change*.

Information sharing builds trust and makes organisations more likely to communicate clearly, making it easier to deliver improved outcomes for victim-survivors and people using violence. Acknowledging the immense effort by the Queensland Government and non-government sector to improve information sharing, as highlighted throughout our deep dives in Townsville, consultations revealed information sharing needs ongoing attention within the DFV system service structures designed for multi-agency responses. Continuing to clarify and embed information sharing obligations and protocols to facilitate the flow of information within Government and support services is important for vulnerable women and children experiencing DFV.

During consultations, we heard that collaboration is impacted by what was described as the burden associated with consultation and reporting. Stakeholders expressed being overwhelmed by the level of time commitment required by their organisations in response to the number of meetings often repeating previous consultations.

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<sup>18</sup> Collaboration is defined as *'the act of working together with other people or organisations to create or achieve something.'*

Contract reporting was identified by some as an additional barrier to their capacity to collaborate. Stakeholders noted the multiple reports required under one service agreement, and the time taken to complete each one, created a burden on services which significantly reduced their capacity to engage in service networking and victim support. There is an opportunity to streamline consultation and contract reporting by exploring ways agencies can share existing consultation and evaluation information, such as a common database.

Accountability is another important part of collaboration as it creates trust through building strong working relationships, fostering reliability and developing a sense of interdependence amongst teams. Opportunity to increase accountability in the DFV system was raised in consultations through concerns over the formal process for member outcome responsibilities in the operation of the HRT.

As systems mature, collaborations develop to allow the stakeholders to change their perspective to firstly think of the system function and their role within it, how they can change their own actions and behaviours to better relate to others in the system, and to refocus from individual events to redesigning the causes of those events.

Detailed DFV systems mapping will aid stakeholders understand a shared reality and move further towards thinking of the responsibility of the system as deeply as their individual roles within it.

## Coverage

With the state-wide reforms underway to improve DFSV responses and women and girls' experience of the criminal justice system, the issues of state-wide coverage, quality and functionality is important. Implementation progress reporting allows us to test and/or review early action on providing services and responding to women and children from a range of cohorts across a complex and geographically dispersed DFSV service system.<sup>19</sup>

Consultations identified several DFSV system gaps associated with coverage including workforce availability as outlined in the adequacy assessment of Recommendation 13 of *A Call for Change*; DFV support service availability for regional Queensland and throughout Queensland after business hours highlighted in the adequacy assessment of Recommendation 17 of *A Call for Change*; the existence of prevention initiatives to support victim-survivors of DFV, their families and people using violence for the HRT; and stretched service capacity and resourcing for sexual violence multi-agency responses.

As revealed in the HRT deep dive, stakeholders highlighted the limited supports available in a region reduces the supports the HRT can coordinate with, and the services they can refer clients to after closing a case. This included the availability of crisis accommodation and longer-term housing options, interventions for people using violence, mental health and substance abuse supports, and culturally appropriate and tailored services.

Stakeholders emphasised the lack of services available for children and young people, both for those exposed to DFV in their home environment and for those engaged in relationships who are a victim-survivor or perpetrator of intimate partner violence. The latter was of concern as stakeholders reported observing an increase in persons under 18 years perpetrating DFV.

Work is underway under the reform program to address capacity pressures on DFV services and strengthen the service offering available across Queensland. This includes, for example, the strategic

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<sup>19</sup> Definitions of 'Coverage' include the extent of protection the section of the public reached and the amount and quality of reporting or analyses.

investment plan and the perpetrator strategy under Recommendations 13 and Recommendation 25 of *Report One*. While both recommendations are in progress as noted in the key milestone reporting, and the recent announcement of increased funding, the IIS considers their progress to be delayed, and must continue to be a priority area for the Queensland Government. These recommendations will be key to preparing the DFV sector for the demand anticipated once the new offence of coercive control commences.

Stakeholder groups who are particularly concerned about growing rates of DFV in their regions identified prevention and early intervention support as priority areas. The Primary Prevention Plan was released on 13 April in response to Recommendation 9 of *Report One*, providing a five-year plan to address the underlying drivers of DFV, and reduce the prevalence of DFV.

## Consistency

Sustaining sector reform is a complex undertaking as the implementation strategies required to facilitate changes are multidimensional and often need to adapt to local contexts. It is vital for the system to agree about where consistency is required, and that deviations from consistent approaches and responses are both meaningful and well understood.<sup>20</sup>

When implementing strategy applying a theory, model, or framework,<sup>21</sup> its definition, purpose and elements need to be fully understood to appreciate the impact likely to occur from different adaptations required for effective application. Taking this approach supports informed decisions, the likely success of the implementation, and allows learnings to be developed to aid future implementations including those in different contexts.

Consultations highlighting opportunities for improvement of consistency in the DFSV system implementations included: officers' concern for a standardised application of guidelines for FTO selection criteria in Recommendation 13 of *A Call for Change*; officers search for comparability in the access to DFV support service provision across districts in Recommendation 17 of *A Call for Change*; and a clear reasoning for the selection of models and any modifications of those models before establishing service response models for new HRT, SART or other multi-agency responses.

An example of the need for consistency in the selection of model structures is in establishing VPUs for improved QPS responses to DFV. Consultations on DFV specialist training under Recommendation 17 of *A Call for Change* contained officers within the VPUs as a priority cohort. During consultation, officers explained their roles and functions in the VPU, and their experience of interactions between the VPU and where one existed, the HRT. Of note, more differences than similarities were identified regarding the role and focus of the respective VPUs.

Strong systems are impacted through the continuity of their workforce. Consultations with the VPU, HRT and sexual violence services revealed workforce continuity as a barrier that impacts quality service provision to victim-survivors. Workforce continuity referred to both the availability of workers and the retention of workers, particularly in the non-government sector. Challenges in multi-agency models were raised where relying upon informal arrangements such as personal relationships rather than structures documenting their operations. Consistency in workforce has

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<sup>20</sup> Consistency is defined as acting or doing the same way over time, especially to be fair or accurate...an argument or set of ideas that do not contain any logical contributions.

<sup>21</sup> A theory can be defined as a set of principles designed to explain a certain worldview. 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. 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.

been impacted by the certainty concerning funding and sometimes hindered the non-government sector through competition with Government roles able to offer more permanency. For strong systems implementation in DFV and sexual violence, long-term funding is needed for workforce permanency and service stability to enable implementation and legacy for the reform program.

## Communication

Communication plays a central role in developing and maintaining Trust.<sup>22</sup> Improving communication in DFSV system implementation 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, and organisations to act with consistency and transparency.

Consultations identified opportunities for improved communications to support increased clarity, understanding and certainty in decision-making with additional explanatory support for: the application of guideline criteria for assessing suitable FTOs in Recommendation 13 of *A Call for Change*; the use of post training support materials to embed program information in Recommendation 17 of *A Call for Change*; figures and flowcharts to aid transparency and understanding of the operation of HRTs, VPUs and SART and the respective stakeholders they encompass.

System change requires leaders at all levels to communicate in a way that builds Trust. Developing Trust enhances clarity and alignment of organisational values, and confidence in changing operational behaviours to meet the new goals. Communication in this context includes management decision-making and formal organisational communications such as the introduction of policies, procedures or guidelines, and extends to daily conversations and actions by leaders. Building trust through leadership communication involves an alignment of core, managerial and corporate communication. In consultations, officers emphasised the need for alignment of organisational values and priorities. For example, the importance of DFV to the QPS through establishment of VPUs, with the ability for officers to deliver the outcomes for victim-survivors through sufficient and appropriate staffing and vehicles for those duties.

## Visualising the DFSV System

To aid the further development of the DFSV system it is helpful for stakeholders to have a shared vision of what that system 'looks like'. A clearly shared understanding across the DFSV system enables stakeholders and decision-makers to communicate, perform analysis, share information and solve complex problems.

When stakeholders have a shared vision, they are supported to engage in reflective practice on current system collaborations to move towards a stewardship perspective. Having a shared visual helps people to identify critical partnerships and to identify patterns, trends, gaps, and outliers in datasets and systems. This level of system understanding can assist decision-makers in responsiveness and agility and in developing strategies to address current gaps and limitations, and more easily identify and mitigate emerging issues.

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<sup>22</sup> Communication is defined as 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'.



The OIIS has explored different data mapping and data visualisation techniques to view the DFSV system. A prototype as a ‘proof of concept’ was developed that allows the DFSV system to be visualised across geographic areas, type of assets and across different structures and how they may interact within the system.

The prototype and dashboard are flexible enough to incorporate different perspectives and additional information layers. The prototype map and interactive dashboard are populated as an example only, with a sample of various publicly available dataset overlays, see Figure 12.

These overlays include, but are not restricted to, Queensland postcodes, local government areas, state service boundaries (for example, HHS boundaries), federal electoral boundaries, policing divisions, court districts, service provider types; and OIIS categorisations for the level of change (system wide change, knowledge change, practice change), category of the spectrum of prevention (primary prevention, secondary prevention, tertiary prevention, recovery) and target groups (for example, children, young people, First Nations people, regional/remote communities).

Importantly, access to the level of specificity that is publicly available, including available to different stakeholders, and Government decision-makers can be appropriately varied.

The OIIS will continue to consult and communicate during development. Interested stakeholders are encouraged to contact the OIIS.

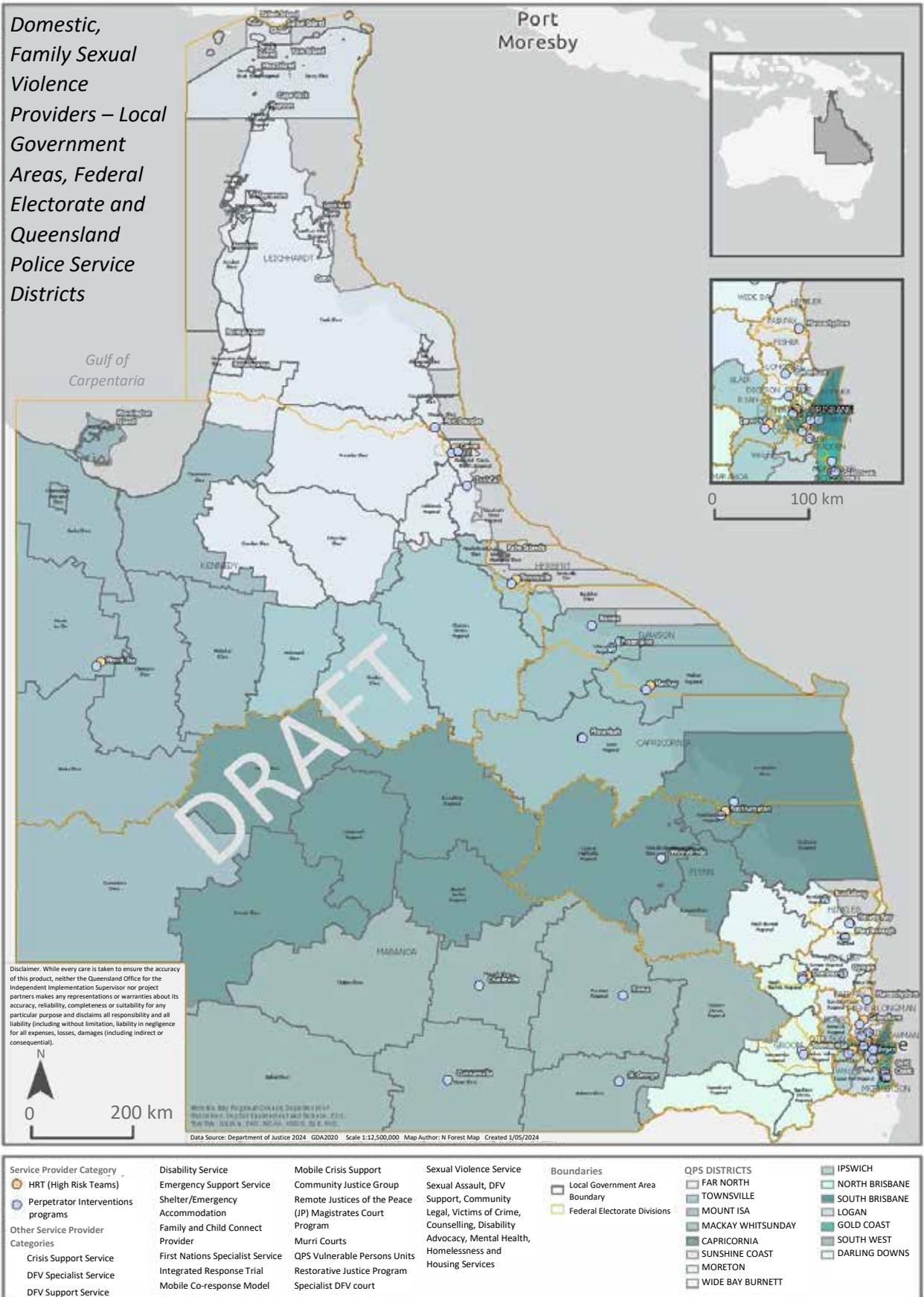


Figure 12: Example mapping using sample data



## 8 CONCLUSION

The last six (6) months has seen continued focus on planning and preparation for the commencement of significant legislation, immense efforts in training, improving police responses and monitoring and evaluation. With 89 recommendations now considered completed, system stewardship is needed to ensure on the ground implementation is systematic and coherent with a shared purpose to drive change.

Moving forward, I have identified four common themes that should underscore ongoing implementation efforts; Collaboration, Coverage, Consistency and Communication.

Highly **Collaborative** approaches are underway in responding to DFSV through the new HRTs, the SART in Townsville and in the design and roll-out of QPS specialist roll-out of DFV training. The immense value of these collaborations, involving government, non-government and specialist expertise is noteworthy. Embedding and sustaining these responses requires continued commitment and transparency to the sharing of information, clear accountability mechanisms (including feedback loops), escalation pathways and reflective practice tools.

With state-wide **Coverage** of reforms underway, DFSV service system gaps, workforce challenges and pressure points remain, particularly in regional and remote areas. A significant and emerging issue is a lack of services for children and young people exposed to DFV or in intimate partnerships as victim-survivors or perpetrating DFV. Implementation coverage will be assisted by assessing the extent of need and evidence-based responses for this cohort. Reducing demand and enhancing capacity must be prioritised through strategic investment planning, responses to people using violence and rebalancing of investment through primary prevention and early intervention efforts.

**Consistency and quality** of responses to victim-survivors and people using violence is essential. With the range of integrated and multi-agency responses to DFSV across Queensland, clear reasoning for the selection and location of new responses and any modifications is needed. QPS DFV responses will be strengthened by more clearly defining the roles and focus of VPUs across police districts. A strategic view of services' distribution, including understanding of demand, investment and service gaps visualised through mapping, will assist in informing consistency.

**Communication** is essential in shaping culture and driving behavioural change. Urgent attention needs to be given to uplifting and increasing awareness and understanding of DFV including coercive control and sexual violence to change behaviours, attitudes, perceptions and social norms in the community. There are opportunities for enhancing reform messaging within organisations including more support materials, better communication of decision-making structures and information flows.

As highlighted in my Third Progress Report, delivering action under the First Nations Justice Strategy and work to deliver Closing the Gap targets must remain a priority.

In closing, I trust the insights provided will aid the continued progress of the reform program. I thank all those involved for their time, effort and expertise. I take hope in the deep desire of the many stakeholders I have consulted to make a difference in the DFSV and criminal justice systems.

## GLOSSARY

adequacy assessment	An implementation inquiry to assess its systemic fidelity through satisfactory or acceptable quality or quantity.
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.
fidelity	The extent to which an implementation has been delivered as intended through specific adherence to the specific task, and/or when considered wholistically within a system.
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.
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.
DIVRG	Domestic Violence Integrated Response Group. DIVRG was a multi-agency team that operated in the Townsville region to provide a coordinated service response to DFV. The team consisted of members across non-government services and government agencies, including several which are now a core member of the HRT. DVIRG was a locally led initiative that did not receive government funding. The team disbanded after the Queensland Government announced a HRT would be funded in Townsville

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

The following recommendations are in scope for the reporting period of 1 October 2023 to 31 March 2024. These recommendations are outlined in Table 3 and Table 4.

*Table 3: Recommendations due for completion*

	Number of Recs	Specific recommendations in scope
<b>Recommendations due for completion between 1 October 2023 and 31 March 2024</b>		
WSJT Report One	4	1, 20, 22, 68
WSJT Report Two	13	4, 12, 24, 94, 105, 119, 132, 137, 139, 156, 168, 169, 183
A Call for Change	18	1, 11, 13, 14, 16, 18, 20, 28, 32, 41, 42, 46, 47, 49, 50, 59, 65, 66
<b>Recommendations to be carried over from previous report</b>		
Fulfilled and not yet closed	5	WSJT Report One: 3, 39 WSJT Report Two: 38 A Call for Change: 17, 24
Near completion	5	WSJT Report One: 9, 23, 85 WSJT Report Two: 146, 184
In progress and delayed	14	WSJT Report One: 17, 32, 33, 35, 36, 38, 69, 71, 72 WSJT Report Two: 40, 68, 103, 174, 180
<b>Total number of recommendations in scope for completion</b>	<b>59</b>	

*Table 4: Recommendations with a significant milestone due*

	Number of Recs	Specific recommendations in scope
<b>Significant milestones due for completion between 1 October 2023 and 31 March 2024</b>		
WSJT Report One	8	13, 14, 15, 16, 18, 19, 24, 30
WSJT Report Two	17	2, 3, 9, 10, 11, 35, 62, 87, 88, 113, 136, 143, 147, 148, 150, 161, 170
A Call for Change	11	4, 7, 21, 22, 23, 25, 26, 30, 52, 54, 75
<b>Significant milestones to be carried over from previous report</b>		
In progress - delayed	2	WSJT Report One: 5, 41

## APPENDIX 2: Variation to Scope for the IIS Fourth Progress Report

The recommendations and significant milestones in scope for the Fourth Progress Report varied slightly from the IIS' work plan due to updated timeframes for delivery advised by lead agencies. The scope variation is outlined in Table 5.

*Table 5: Variation to in scope recommendations*

	Number of Recs	Specific recommendations in scope
<b>Recommendations added to the scope of the Fourth Progress Report</b>		
WSJT Report Two	2	36, 63
<b>Recommendations with a significant milestone removed from the scope of the Fourth Progress Report</b>		
WSJT Report One	1	16
WSJT Report Two	1	113

## 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 near completion.**

The Queensland Government has established the First Nations Justice Office (FNJO) to address the over-representation of First Nations people in the Queensland criminal justice system. The FNJO is responsible for developing a whole-of-government and community strategy and action plan for culturally safe services for First Nations' people who interact with the criminal justice system.

The strategy and action plan are being informed by a co-design process in partnership with key stakeholders. As consultation and co-design are well underway on the strategy and action plan, the IIS considers this recommendation is near completion.



### Recommendation 3



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

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

As consultation has been completed, the IIS considers this recommendation fulfilled. The IIS awaits further advice regarding the establishment of an independent Queensland Judicial Commission and considers this recommendation not yet closed.

### Recommendation 9



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

The Queensland Government has developed Queensland's Plan for the *Primary Prevention of Violence Against Women 2024-2028* (the Plan). The five-year plan aims to reduce the number of victim-survivors and the demand on the criminal justice and service system by preventing violence from occurring in the first place. It sets out four focus areas:

- leadership and community awareness and capacity building,
- strengthening the primary prevention workforce,
- developing new partnerships and expanding into new settings, and
- engaging men and boys in primary prevention efforts.

On 13 April 2024, the Queensland Government announced the Plan, alongside funding of \$16 million. The IIS considers this recommendation fulfilled and closed.

### Recommendation 17



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

On 13 April, Queensland Government announced Queensland Council of Social Service (QCOSS) as the state's new peak body for domestic and family violence.

QCOSS has been funded over \$5 million over five years to represent and advocate for the DFV sector, including shelters, women's health and wellbeing services and perpetrator intervention services. QCOSS will oversee the further development of an independent, stand-alone peak body.

As the DFV peak body has been announced, the IIS considers this recommendation fulfilled and closed.

### Recommendation 20



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

DJAG has reviewed and revised the *Domestic and Family Violence Information Sharing Guidelines* (the Guidelines) to ensure they are accessible by relevant government and non-government stakeholders involved in integrated service responses, including High Risk Teams.

The updated Guidelines are written in plain English and include case studies and scenarios to provide practical guidance support for end users. Accompanying resources have been developed to assist staff understand and apply information sharing provisions.

To promote the consistent application of the Guidelines, an Information Sharing Implementation Strategy has been developed.

The IIS considers this recommendation fulfilled and closed.

### Recommendation 22



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

Since 2017, the Department of Child Safety, Seniors and Disability Services (Child Safety) 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.

Under the *Strengthening Families Protecting Children Framework for Practice* (Framework for Practice) and the *Safe and Together* program, Child Safety has continued to embed a range of resources of DFV-informed practice strategies and tools for Child Safety staff. This includes the delivery of training packages for new Child Safety Officers.

The *Safe and Together* model has been evaluated to support Child Safety staff to identify and respond to coercive control, support victim-survivors to care protectively for their children and to hold people using violence to account. The evaluation has identified steps to support:

- continuing to implement and embed the Framework for Practice across the state,
- targeting cohorts of practitioners (intake and assessment) to develop skill and capability in the application of the CRASF as one of the tools available to them.

In July 2024, Child Safety will introduce exposure to domestic and family violence as an abuse type. This 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 Child Safety.

As the new abuse type with support to practitioners will not commence until July 2024, the IIS considers this recommendation fulfilled and not yet closed.

### Recommendation 23



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

The Queensland Government has developed the *Domestic and Family Violence Training and Change Management Framework* (the Training Framework), to guide the alignment of training for staff and organisations working across the domestic and family violence and justice service systems toward a consistent, evidence-based, trauma-informed and person-centred response to victim-survivors of DFV and persons who use violence.

The Training Framework is for all Queensland Government agencies, as well as staff and volunteers across non-government and community service organisations. It is flexible to support organisations



understand their learning needs, assess capability and shape training to deliver the best possible responses to people affected by DFV.

The Queensland Government announced the Training Framework on 13 April 2024, with new funding of \$34.6 million. The IIS considers this recommendation fulfilled and closed.

### Recommendation 32



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

Following discussion in the Third Progress Report, the QPS has considered the interdependencies across the reform program related to the building of QPS specialist expertise to ensure high quality responses to DFV.

Mapping to identify relevant *A Call for Change* recommendations, which intersect and support the delivery of this recommendation has been completed. The interdependencies identified across the reform program for *Report One* Recommendation 32 to Recommendation 36 has meant that the timeframes for delivering some milestones have been revised. It is now expected that this recommendation will be delivered by June 2026.

With further planning work underway, the IIS considers this recommendation is 'in progress' rather than 'in progress and delayed' as outlined in the Third Progress Report.

### Recommendation 33



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

The IIS's Third Progress Report noted that this recommendation has interdependencies with recommendations from *A Call for Change*. Further, that the implementation approach to develop a transformational plan, as per Recommendation 31 of *Report One* once finalised, would support the completion of this recommendation.

More recent advice confirms that work on the transformational plan is occurring independently of the delivery of this recommendation.

The QPS has updated relevant policies and procedures to guide police in identifying and responding to DFV as a pattern of behaviour over time and in the context of the whole relationship. The amendments are reflected in the QPS's Operational Procedures Manual and were published on 15 November 2023. The IIS considers this recommendation fulfilled and closed.

### Recommendation 35



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

To ensure alignment with the risk assessment framework used across the DFV service system, the QPS has commenced a review of its risk assessment processes. To inform the review, the QPS has commenced consultation with First Nations stakeholders and people with lived experience of DFV.

QPS has completed mapping to identify relevant *A Call for Change* recommendations, which intersect and support the delivery of this recommendation. The interdependencies identified across the reform program for *Report One* Recommendation 32 to Recommendation 36 has meant that the

timeframes for delivering some milestones have been revised and this recommendation will be now delivered in November 2024.

With work underway to implement a revised risk assessment process, the IIS considers this recommendation 'in progress' rather than 'in progress and delayed' as outlined in the Third Progress Report.

### Recommendation 36



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

The QPS is 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. Consultation with stakeholders including First Nations stakeholders and people with lived experience will inform the new complaint process.

Mapping to identify relevant *A Call for Change* recommendations, which intersect and support the delivery of this recommendation has been completed. The interdependencies identified across the reform program for *Report One* Recommendation 32 to Recommendation 36 has meant that the timeframes for delivering some milestones have been revised and this recommendation is expected to be delivered by June 2024.

With work underway to update complaint guidelines, the IIS considers this recommendation is near completion.

### Recommendation 38



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

The Attorney-General has written to the Legal Admissions Consultative Committee (LACC) seeking the Committee to consider:

- amending the new Prescribed Areas of Academic Knowledge requirement for undergraduate students who want to progress to admission to practice law that was to commence in 2021 and was deferred, and
- amending the new prescribed Areas of Knowledge requirement to include that students study the impacts of law on First Nations peoples since colonisation, Indigenous perspectives and cultural competency, and the substantive law relating to DFV.

The Attorney-General identified that some of these learning aspects may be addressed through practical legal training.

The IIS considers this recommendation fulfilled and closed.

### Recommendation 39



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

The Queensland Government has established a Legal Professional Development Working Group (LPDWG) to consider Taskforce recommendations on legal practitioner training. The LPDWG



provides a forum for senior leaders in the legal profession to discuss, develop and implement training for legal professionals, as recommended in *Reports One* and *Report Two*. The LPDWG will report on progress to the Attorney-General.

The LPDWG's approach is informed by the *Domestic and Family Violence Training and Change Management Framework* (the Training Framework) announced by the Queensland Government on 13 April 2024. With work continuing to implement and embed the Training Framework, and in delivering all the elements of the Government's Response to this recommendation, specifically to finalise information and access to resources on DFV-related impacts, legal frameworks and client supports, the IIS considers this recommendation is fulfilled and not yet closed.

### Recommendation 68



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

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.

Work is currently underway to review and revise the existing bench books, anticipated to be completed by June 2024. In addition, to align with work to fully digitise the court and tribunal system through the Court and Tribunal Digitization Project, it is proposed that the revised bench books will be housed digitally.

The IIS considers this recommendation is near completion.

### Recommendation 69



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

As highlighted in the Third Progress Report, the Queensland Government has developed and reviewed a draft set of DFV guidelines that reflected current legislation covering the prosecution of DFV. The guidance document covers:

- legislative history,
- trauma-informed practice and support for victim-survivors,
- language and terminology,
- the impact of DFV and myths and stereotypes around DFV,
- file handling and court proceedings, and
- charging considerations.

With the passing of the Domestic and Family Violence Protection (Combating Coercive Control) and Other Legislation Amendment Bill 2022, the IIS is advised that the Office of the Director of Public Prosecutions will now move to update the Director's Guidelines.

The IIS considers this recommendation is in progress.

### Recommendation 71



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

On 15 November 2023, the Queensland Government made an independent referral of the defences and excuses in the Criminal Code to the Queensland Law Reform Commission (QLRC).

The QLRC is asked to examine the defences of provocation, self-defence and killing for preservation in an abusive domestic relationship. As recommended by the Women's Safety and Justice Taskforce, the QLRC has been asked to consider the operation of the mandatory penalty of life imprisonment for murder, its impact on the operation of the defences, and whether it should be removed.

The QLRC has published the Terms of Reference for 'A review of the defences and excuses in the Criminal Code' and will provide a final report and draft legislation to the Queensland Government by 1 December 2025.

The IIS considers this recommendation fulfilled and closed.

### Recommendation 72



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

As highlighted in the Third Progress Report, work remains underway in support of the Queensland Government's commitment to invite the Legal Affairs and Safety Committee to consider reviewing and investigating the operation of the *Dangerous Prisoners (Sexual Offenders) Act 2003* (Qld).

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

### Recommendation 85



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

At the end of 2023, the Queensland Government released a whole-of-government, the *domestic, family and sexual violence system monitoring and evaluation framework* (the Framework).

The Framework provides a consistent approach to monitor, report and evaluate system level reforms, including impacts for people experiencing and using domestic, family and sexual violence. The outcomes and indicators in the framework are intentionally high level to capture significant and measurable changes occurring across the DFSV service system.

A baseline for collection of available data has been established and the first full system evaluation is expected to commence in mid-2024.

The IIS considers this recommendation fulfilled and closed.



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

### Recommendation 4



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

In response to this recommendation, the Government noted work underway on the First Nations justice strategy as part of its response to Recommendation 1, *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 development of the First Nations justice strategy.

The First Nations Justice Office is developing a whole-of-government and community strategy and action plan for culturally safe services for First Nations’ people who interact with the criminal justice system. The strategy and action plan are being informed by a co-design process in partnership with key stakeholders. They will include actions to support women and girls seeking to report sexual violence without the fear of, or actual, retaliation or retribution to them or their families, friends, or supporters.

As consultation and co-design are well underway, the IIS considers this recommendation is near completion.

### Recommendation 12



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

The Queensland Government is working with and co-investing with the Federal Government to improve digital connectivity across regional and remote communities.

As work is underway to finalise planning for digital infrastructure and inclusion in Queensland, the IIS considers this recommendation in progress.

### Recommendation 24



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

As a result of initiatives and actions included in the *QPS Sexual Violence Response Strategy 2021-2023* and relevant findings from the *Commission of Inquiry into QPS responses to domestic and family violence*, the Queensland Police Service has included outcomes and impacts for victim-survivors in its latest, published *2022-23 Annual Report Queensland Police Service* (the Report).

The Report highlights key actions delivered by the QPS, including impacts and outcomes for victim-survivors including:

- continued support to victim-survivors through providing multiple avenues to report sexual violence, including an Alternative Reporting Option which victim-survivors can use to anonymously report a sexual offence without making a formal complaint,
- state-wide roll-out of the Sexual Violence Liaison Officer model across the QPS, and
- continuation of the delivery of the specialist training course, ‘Investigating Sexual Assault – Corroborating and Understanding Relationship Evidence’.

The IIS considers this recommendation fulfilled and closed.

### Recommendation 36



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

Queensland Health (QH) 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, and
- Clothing Collection Kit.

The kits have been distributed across Queensland and protocols for their use and the storage of evidence are being developed.

Two of the new kits have been benchmarked against New South Wales and Victoria. Further, the Toxicology Kit was designed in consultation with New South Wales 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.

With work underway to develop protocols to support the use of the new kits and for storage of evidence and, noting the importance of training in the use of the kits as raised throughout IIS consultations, the IIS considers this recommendation fulfilled and not yet closed.

### Recommendation 38



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

On 12 June 2023, the Queensland Auditor-General commenced a follow-on audit on *Delivering forensic services (Report 21:2018-19)*.

The objective of the follow-on audit is to examine:

- the effectiveness of forensic medical examination services, and the effectiveness of those services in meeting the needs of victims, and
- the implementation of the recommendations from *Delivering forensic services (Report 21: 2018–19)*.

Consideration has been given to the *Commission of Inquiry* into Forensic DNA Testing in Queensland, and the audit will not examine the delivery of DNA services, as undertaken by Forensic Services Queensland, and any associated recommendations from their original report.

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

### Recommendation 40



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



In consultation with the specialist sexual assault sector, relevant Queensland Government agencies have collaborated to update the *Responding to sexual assault and child abuse Queensland Government Interagency Guidelines for responding to children, young people and adults who have experienced sexual assault or child sexual abuse, December 2023* (the Interagency Guidelines).

The Interagency Guidelines include:

- minimum standards for responding to disclosures of sexual assault or child sexual abuse,
- how agencies will work together to ensure victim-survivors who have experienced sexual assault or child sexual abuse, are provided with timely, sensitive, coordinated service responses appropriate to their needs, and
- a key update of the ‘Crisis Care Process’ for the immediate care of any person who discloses a sexual assault in relevant Hospitals and Health Services.

The Interagency Guidelines will be reviewed regularly to ensure changes in policy and practice are reflected.

The IIS considers this recommendation fulfilled and closed.

### Recommendation 63



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

The Queensland Government has continued to fund the provision of legal support in relation to protected counselling communication and the provision of information and advice to victim-survivors of sexual assault who are witnesses in trials.

Legal Aid Queensland (LAQ) received funding from the Queensland Government to deliver Recommendation 63 and the Women’s Legal Service has been contracted to provide some services including legal support for protected counselling communication and providing information and advice to victim-survivors of sexual assault who are witnesses in trials.

While the IIS considers this recommendation fulfilled and closed, the ongoing work needed to ensure legal services have the capacity to meet the demand and provide services to victim-survivors of sexual assault, remains a significant challenge requiring consideration.

### Recommendation 68



**The IIS considers this recommendation is 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 Third Progress Report, 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 94



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

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.

Work is underway to develop a Justice Reinvestment Framework, including considerations of shared decision-making consistent with the National Agreement on Closing the Gap.

The IIS considers this recommendation in progress.

## Recommendation 103



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

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).

In August 2023, *Summary Offences Act 2005* offences were amended to include the decriminalisation of public intoxication. The IIS understands a review of *Regulatory Offences Act 1985* offences is anticipated.

The IIS considers this recommendation in progress.

## Recommendation 105



**The IIS considers this recommendation is 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*.

A working group has been established between QPS, QCS and DYJ to examine the issues and to determine the next steps to deliver Recommendation 105, including consideration of an independent review.

As the work is in an initial phase, the IIS considers this recommendation in progress and delayed.

## Recommendation 119



**The IIS considers this recommendation is not yet commenced.**

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.



With consideration underway for the establishment of a Queensland Judicial Commission which would assist with judicial officers' professional development and training, the IIS considers this recommendation is not yet commenced.

### Recommendation 132



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

The lead agencies for this recommendation have continued to advocate for women and girls in custody to access Medicare, Pharmaceutical Benefits Scheme and National Disability Insurance Scheme (NDIS) services.

The Queensland Minister for Health wrote to the Federal Minister for Health and Aged Care outlining the findings of the Women's Safety Justice Taskforce and requesting an exemption to the legislation to allow access to the above schemes for people in prison.

QCS has established a NDIS team to support prisoners with a disability to access the NDIS and improve the systems and supports for the disability cohort. The NDIS team is developing a model of care to improve access.

In July 2023, the Corrective Services Minister's Conference (CSMC) approved two working groups, the Offender Development Working Group and a Research Working Group, to consider the issues relating to prisoners accessing these services.

With further consideration and advocacy still underway, the IIS considers this recommendation in progress.

### Recommendation 137



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

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 is considering the 24 recommendations made in the report, to make strip search practices more human-rights compatible and trauma-informed, until body scanners and alternative technologies can be implemented.

With consideration of the recommendations made by the QHRC following the review of QCS's policies, procedures, the IIS considers this recommendation fulfilled and not yet closed.

### Recommendation 139



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

The Queensland Government supported this recommendation in principle, exploring 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 in Queensland.

The project remains in the initiation phase and the IIS considers this recommendation in progress.

### Recommendation 146



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

The Inspector of Detention Services (the Inspector) was appointed on 9 December 2022 and commenced operation on 1 July 2023.

On 15 December 2023, the Attorney-General wrote to the Inspector requesting the Inspector to consider this recommendation when issuing or reviewing inspection standards.

The letter sought specific standards for the detention of women and girls are upheld. These standards include living conditions and hygiene; physical and mental health care; family and community contact; pregnancy and post-natal health care; children residing with their mothers; and rehabilitation and preparation for release.

The IIS considers this recommendation fulfilled and closed.

### Recommendation 156



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

The Queensland Government committed to explore cost-effective options to consider the accessibility of Work and Development Orders (WDOs) for individuals subject to community corrections orders and prisoners in Queensland correctional centres, as per Recommendation 21 of the Queensland Productivity Commission's *Inquiry into Imprisonment and Recidivism*.

QCS has:

- enhanced operational guidance for correctional centre staff to enable them to assist prisoners to access WDOs,
- continued to partner with the Queensland Revenue Office to progress systemic improvements for information sharing, and
- explored barriers for people under supervision in the community to access to WDOs.

With work still underway, the IIS considers this recommendation in progress.

### Recommendation 168



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

The Queensland Government has supported this recommendation, agreeing to review existing processes and explore options to enhance current processes to enable women and girls in custody to apply for relevant identification documents, and to have access in custody to Medicare and immunisation documents.



The review of the process to enhance this access for women in custody is underway. For girls in custody, the IIS has been advised that this has occurred.

With work remaining underway, the IIS considers this recommendation in progress.

### Recommendation 169



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

The Queensland Government agreed to explore the necessity for legislative amendments to require plans for prisoners, prior to their release.

QCS is rolling out the End-to-End case management in prisons to support a release plan being in place for all prisoners prior to their release from custody. Along with the End-to-End case management, QCS has evaluated and enhanced women's reintegration services.

The IIS is advised that any legislative amendments should:

- apply to all prisoners, and
- only be considered after the roll out of the End-to-End case management to all prisoners across the system has occurred.

As Recommendation 169 is being operationalised through alternative mechanisms, the IIS considers this recommendation fulfilled and closed.

### Recommendation 174



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

DJAG is considering 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.

In response to the Legal Affairs and Safety Committee Report No.38 *Examination of the Working with Children (Indigenous Communities) Amendment Bill 2021* the Queensland Government has reviewed the operation of the decision-making framework under the Act to ensure it is fit for purpose. Legislative amendments to the blue card system are under development.

As significant work has been undertaken to review the framework and amendments are underway, the IIS considers this recommendation in progress.

### Recommendation 180



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

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.

DJAG has consulted with criminal justice agencies nationally and internationally to develop options for improved data integration.

The IIS understands options will be developed by mid-2024 and therefore considers this recommendation near completion.

### Recommendation 183



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

The Queensland Government noted that it would further consider systemic justice reinvestment approaches. Consideration for these approaches is underway, including early work to consult with the First Nations stakeholders.

The IIS considers this recommendation in progress and delayed.

### Recommendation 184



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

At the end of 2023, the Queensland Government released the whole-of-government, *Domestic, family and sexual violence system monitoring and evaluation framework* (the framework).

The framework provides a consistent approach to monitor, report and evaluate system level reforms, including impacts for people experiencing and using domestic, family and sexual violence. The outcomes and indicators in the framework are intentionally high level to capture significant and measurable changes occurring across the DFSV service system.

A baseline for collection of available data has been established and the first full system evaluation is expected to commence in mid-2024.

The IIS considers this recommendation fulfilled and closed.



## **A Call for Change: Commission of Inquiry into Queensland Police Service responses to domestic and family violence**

### **Recommendation 1**



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

QPS has agreed to develop and implement a mechanism for measuring domestic and family violence demands on police and the effectiveness of police responses to these.

As work is underway on review and validation of a demand model and effectiveness measures, the IIS considers this recommendation in progress and delayed.

### **Recommendation 11**



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

The QPS has agreed to review its recruitment strategy to ensure it attracts applicants best placed to respond effectively to DFV and from diverse backgrounds.

A draft recruitment strategy has been developed and will be reviewed along with consultation with the Queensland Human Rights Commission.

As finalisation and delivery of the strategy remains underway, the IIS considers this recommendation in progress.

### **Recommendation 13**



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

The QPS approved and implemented a policy that requires Field Training Officers (FTOs) to be selected based on appropriate skills, experience, and integrity. These include:

- at least two years of operational experience,
- no pending, current or previous domestic and family violence order history,
- no complaints history of concern,
- a demonstrated capacity to respond effectively to domestic and family violence, and
- a proven ability to develop suitable training skills.

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 5.

## Recommendation 14



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

The QPS has further developed and strengthened its DFV training for officers and new recruits through engaging with people with lived experience and specialist DFV advocacy services such as the Queensland Indigenous Family Violence Legal Service, WWILD Sexual Violence Prevention Service, Women's Legal Service Queensland, and the LGBTQ Awareness Foundation.

This strengthened DFV training courses seek to improve trauma-informed responses and enhance engagement with victim-survivors as well as outcomes for DFV aggrieved persons.

As the QPS has engaged people with lived experience, specialist domestic and family violence advocacy groups and services to deliver face to face domestic and family violence training at the Academy and for ongoing training, the IIS considers this recommendation fulfilled and closed.

## Recommendation 16



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

Through advice and input from internal and external specialists and subject matter experts, the QPS has reviewed and amended relevant DFV training courses, to address the matters outlined in the recommendation.

Relevant DFV courses from recruit training to the DFV specialist courses have been amended to include the recommended program elements such as legal and evidentiary thresholds for the making of Protection Order applications and the laying of associated criminal charges, and the inherent seriousness of proven breaches of Protection Orders and their significance in proving a course of conduct.

As the QPS DFV training courses have been informed by specialist advice and updated to appropriately address the matters outlined in this recommendation, the IIS considers this recommendation fulfilled and closed.

## Recommendation 17



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

The QPS has approved the Domestic and Family Violence Specialist Training Procedure (the Procedure). The Procedure establishes that, as outlined in the recommendation, five-day specialist training for designated roles is mandatory.

There are three streams of DFV specialist training to ensure training is relevant to each role. As highlighted in the Third Progress Report, the first stream commenced in November 2022 for prioritised delivery of specialist training involving frontline specialists. This training was completed in May 2023.

Development of the two remaining streams commenced in May 2023. The courses are tailored to meet specific needs of Police Communication Centre staff and for those in leadership roles, such as District Duty Officers and Officers-in-Charge. Delivery of the DFV Specialist Leadership Course



commenced in October 2023, and the DFV Policelink and Police Communications Centre courses commenced in January 2024.

As all three training streams have been developed 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 5.

### Recommendation 18



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

The QPS has conducted a review of the adequacy of the Operational Procedures Manual (OPM) to direct and guide police responses to the investigation of domestic and family violence. To provide a frontline perspective, frontline and specialist officers participated in reviewing the investigative section of chapter 9 of the OPM.

Updates to chapter 9 of the Operational Procedures Manual (OPM) have been published to direct and guide police responses to the investigation of domestic and family violence.

With the OPM updated as per the recommendation, the IIS considers this recommendation fulfilled and closed.

### Recommendation 20



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

The QPS supported the intent of this recommendation to improve the ongoing protection for victims of domestic and family violence during an adjournment period.

Amendments have been made to the *Domestic and Family Violence Protection Act 2012* (Qld) in relation to circumstances in which a court must consider making a temporary protection order for victims of DFV on adjournment. These amendments are included in the Criminal Law (Coercive Control and Affirmative Consent) and Other Legislation Amendment Bill 2023, which has been passed in Parliament.

The IIS considers this recommendation fulfilled and closed.

### Recommendation 24



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

The QPS engaged an external consultant to review and evaluate QPS's policy framework relating to workplace sexual harassment.

In June 2023, a final report was delivered, outlining actions to lift awareness and improve responses to sexual harassment within QPS along with a high-level implementation plan. The QPS is in the initial phase of implementing the actions identified, including the lead responsibility and timeframes for the actions.

As work remains underway on the implementation of actions to improve awareness, prevalence and outcomes related to sexual harassment in the workplace, the IIS considers this recommendation fulfilled and not yet closed.

### Recommendation 28



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

The QPS has consulted with internal and external specialists and domestic and family violence subject matter experts to update and improve their training courses to include clear messaging that:

- dispels myths that women frequently make up allegations of sexual assault and domestic and family violence,
- dispels myths that domestic and family violence is not a gendered issue,
- dispels myths that an ideal victim exists,
- explains that dynamics of power and control in relationships characterised by domestic and family violence,
- reinforces the need to investigate domestic and family violence as a pattern of behaviour over time, and
- reinforces the need to consider the individual personal characteristics of the people in the relationship under investigation and account for those particular characteristics in investigations.

The updated training is being delivered under a range of courses to police including Police Recruits, First-Year Constables, Superintendents, Chief Superintendents, and Specialist DFV Police Officers.

As the training has been updated and is being delivered to police staff, the IIS considers this recommendation fulfilled and closed.

### Recommendation 32



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

Internal and external specialists have provided advice and input to assist the QPS in updating and improving their domestic and family violence training. Relevant training courses have been revised to include the matters outlined in this recommendation involving more contemporary understanding of and how to recognise and respond to DFV for a diverse and vulnerable cohort including:

- LGBTIQ+ community
- elder abuse
- young people with complex needs
- people from culturally and linguistically diverse backgrounds
- people with a cognitive, intellectual or physical disability, and
- people experiencing multiple, intersecting complex needs, including mental illness.

As the QPS has updated and is delivering the revised training, the IIS considers this recommendation fulfilled and closed.



### Recommendation 41



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

In consultation with First Nations people and communities, the QPS has co-designed and is co-delivering the First Nations Cultural Capability Training which includes a range of subject areas such as the importance of cultural capability, men's and women's business, spirituality, sorry business, kinship and lore.

Co-designed with a range of stakeholders including First Nations Elders and representatives, cultural capability training is being delivered via video and face-to-face training and is available to all members of the QPS.

The IIS considers this recommendation fulfilled and closed.

### Recommendation 42



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

The QPS has established the First Nations Training Consultation Panel (the Panel), comprising First Nations' members and QPS representatives. Reporting to the Assistant Commissioner People Capability Command, the Panel provides guidance and advice on cultural capability curriculum development.

The Panel has agreed its Terms of Reference and a Statement of Commitment and Panel meetings have commenced.

The IIS considers this recommendation fulfilled and closed.

### Recommendation 46



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

The QPS agreed to separate the First Nations and Multicultural Affairs Unit into two distinct and stand-alone units.

An independent review regarding workforce resource requirements has been undertaken. The First Nations Division is continuing to progress recruitment and selection processes.

With work remaining underway, the IIS considers this recommendation in progress and delayed.

### Recommendation 47



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

QPS agreed to establish the First Nations Unit as a permanent, stand-alone unit. An independent review regarding workforce resourcing requirements has been undertaken. The First Nations Division is continuing to progress recruitment and selection processes.

With work remaining underway, the IIS considers this recommendation in progress and delayed.



## Recommendation 49



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

The QPS supported this recommendation in principle and has reviewed and updated relevant training programs with specialist advice from First Nation's stakeholders.

QPS advised IIS that these revised training programs include considering:

- the unique experiences of First Nations peoples and communities when responding to domestic and family violence, and
- relationship dynamic and appropriate communication methods.

As the relevant training programs have been updated and are being delivered, the IIS considers this recommendation fulfilled. The IIS will keep this recommendation open to perform an adequacy assessment in a future report.

## Recommendation 50



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

The Government supported the intent of this recommendation - to amend section 37 of the *Domestic and Family Violence Protection Act 2012* (Qld) to clarify the Court's discretion to make orders of less than five years' duration where circumstances require it.

Amendments were included in the Criminal Law (Coercive Control and Affirmative Consent) and Other Legislation Amendment Bill 2023 (the Bill), which gained assent on 18 March 2024. The *Criminal Law (Coercive Control and Affirmative Consent) and Other Legislation Amendment Act 2024* amended section 37 of the *Domestic and Family Violence Prevention Act 2012* (Qld) to provide that a court which decides to make a protection order must consider the appropriate period for which the order is to continue in force.

The IIS considers this recommendation fulfilled and closed.

## Recommendation 59



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

The QPS consulted the First Nations Training Consultation Panel (the Panel) on the:

- two-week initial training course curriculum for new Police Liaison Officers (PLOs) that includes domestic and family violence; trauma informed practices; conflict resolution and suicide prevention,
- proposed annual one-day training for existing PLOs that may include components such as *deadly thinking train the instructor training* (2023/24) (based on suicide prevention), operational skills awareness including de-escalation techniques, and domestic and family violence training, and
- inclusion of PLOs to access staff member development opportunities including training in leadership and management.



These curriculum changes were supported by the Panel, and a two-week course for new PLOs commenced in November 2023. The 2023/24 ongoing training for existing PLOs involves the delivery of the First Nations Deadly Thinking Train the Instructor course focussed on suicide prevention.

The IIS considers this recommendation fulfilled and closed.

### Recommendation 65



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

The First Nations Justice Office (FNJO) has established addressing domestic and family violence as a key priority and is providing secretariat support for the Aboriginal and Torres Strait Islander Domestic and Family Violence Prevention Group and oversight of *Queensland's framework for action – reshaping our approach to Aboriginal and Torres Strait Islander domestic and family violence*.

In addition, the FNJO is developing a whole-of-government and community strategy, including a monitoring and evaluation plan, which will include domestic and family violence related issues impacting First Nations peoples and communities.

The IIS considers this recommendation fulfilled and closed.

### Recommendation 66



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

The First Nations Justice Office was established in the Department of Justice and Attorney-General in 2023. An allocation of positions has been made to the Office and recruitment is underway to support the Office's priority area of addressing domestic and family violence.

The IIS considers this recommendation fulfilled and closed.

## APPENDIX 4: Progress of significant milestones due by 31 March 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.	<i>Milestone carried over from Third Progress Report</i>  Launch of communication strategy (e.g., document public release).	In progress – on track	The <i>Coercive Control Communication Framework 2024-2027</i> has been publicly launched and will be delivered concurrently with the <a href="#"><i>Domestic and family violence prevention engagement and communication strategy 2016–2026</i></a> and <a href="#"><i>Respectful relationships education</i></a> in Queensland schools.  The Framework commits to the delivery of communication campaigns to raise awareness and understanding in the community regarding DFV and coercive control.
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 – delayed	The <i>KPMG Domestic and Family Violence Audit Report (2016)</i> , provided a point in time assessment of expenditure on DFV specialist services (excluding generalist support services such as health, police and education).  KPMG has been engaged and commenced a refresh of their Audit Report, including further needs analysis to be undertaken on services funded or delivered by other agencies, including sexual violence services.
1.014	In developing the strategic investment plan, prioritise establishing and adequately funding a state-side network of intervention programs for perpetrators.		In progress – delayed	
1.015	Five years after the launch, review the strategic investment plan.		In progress – delayed	
1.018	Undertake detailed analysis of the HRT model and funding structure and roll out integrated service system responses to inform decision-making for the locations of additional HRTs and Integrated Service Responses in Queensland.	Procurement process for Brisbane South HRT finalised, new contract established, services engaged.	In progress – on track	Following a procurement process, <i>The Centre for Women and Co. Ltd.</i> has been selected as the specialist domestic and family violence service to lead the new Redlands HRT.
		Brisbane South HRT launched, and operations commenced.	In progress – on track	The Redlands HRT commenced receiving referrals from April 2024. DFV specialist services are being provided, training and inductions continue for HRT members and relevant agencies.

Rec number	Summary of Government Response	Significant Milestone	Status	Milestone Progress
1.019	Collaborate with health, drug and alcohol and mental health networks to improve service responses to support the safety and wellbeing of victims and their children, including building the capacity across QH and the non-government sector.	Strengthen and promoting existing initiatives across the sector including: <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	Work is underway to strengthen and promote existing initiatives across the mental health, alcohol and other drugs services to inform screening and assessment tools and comprehensive care initiatives.
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.	Commencement of implementation and embedding of training and education framework and associated change management strategies.	In progress – on track	The <i>Domestic and family violence training and change management framework</i> (the Framework) has been released. Significant work has been undertaken to develop the Framework with recently announced funding supporting the implementation, commencement and embedding of the training support.
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 – delayed	WorkUP has completed a Workforce Capability Framework which will support the development of the Strategy.  The Strategy is currently under development and anticipated to be finalised by mid-2024.
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.	Development and delivery of training program (ODPP)	In progress – on track	Training on Tranche 2 legislation has commenced, with staff receiving training on the first component in March 2024. The seven remaining modules are under development and scheduled to be delivered between April 2024 and May 2025 in timeframes that reflect the legislation’s planned commencement.

## 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
2.002	Continue to endorse delivery of the Australian Curriculum which explores sexual relationships – such as access to pornography and sharing of images online and how this may influence beliefs about respectful relationships.	Development of Australian Curriculum professional development sessions which include children's access to pornography and countering harmful messages.	In progress – on track	State schools are being provided with a range of professional development opportunities to develop understanding of how the Australian Curriculum assists in addressing children's access to pornography and countering harmful messages.
2.003	The Queensland Government will expand promotion of the Respect Program to all Queensland state schools. The Respect program will be promoted as a quality resource in enhancing respectful relationships education and the Government will measure uptake of the resource.	Communications are rolled out in line with communication plan timeframes.	In progress – on track	Communications promoting the use of the Respect program, Respectful Relationships Education resources and professional development have been rolled out to all Queensland state schools throughout 2023 and further communications promoting their use are being rolled out.
2.009	Develop and pilot the most appropriate state-wide professional victim advocate service, following consultation with people with lived experience including First Nations people.	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	DJAG has engaged an external provider to co-design, develop, deliver and evaluate the state-wide victim advocate model which is expected to be finalised by mid-2024.
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 <i>Domestic and Family Violence Audit Report (2016)</i> , expanded to include generalist specialist services including police, court, and health services	In progress – delayed	The <i>KPMG Domestic and Family Violence Audit Report (2016)</i> , provided a point in time assessment of expenditure on DFV specialist services (excluding generalist support services such as health, police and education).  KPMG has commenced a refresh of their Audit Report, including further needs analysis to be undertaken on services funded or delivered by other agencies, including sexual violence services.

Rec. number	Summary of Government Response	Significant Milestone	Status	Milestone Progress
2.011	Co-design, fund and implement, a victim-centric, trauma-informed service model for responding to sexual violence, similar to the SART and implement the model in additional locations.	Townsville SART is enhanced in accordance with the <i>'Evaluation of the North Queensland Combined Women's Service Sexual Assault Response Team trial'</i> (1 July 2017-30 June 2019 Queensland Central University Centre for Domestic and Family Violence Research)	In progress – on track	In October 2023, the Townsville SART was funded an additional \$1.986 million to strengthen the service it provides to victims of sexual assault and help meet demand locally and in nearby regional areas.  An external provider has been engaged to co-design, develop and implement two integrated service responses to sexual assault.
2.035	Consideration of the implementation of this recommendation will occur after the finalisation of the Commission of Inquiry into Forensic DNA Testing in Queensland, so that findings can be appropriately incorporated.	Review and revise the model for 'just in case' forensic medical examinations including: – develop and implement best-practice, evidence-informed approach to gathering and storing forensic evidence in cases of sexual assault.	In progress – on track	The previous 'just in case' examinations have now been replaced by a new 'collect and store' process. Forensic Medicine Queensland is providing ongoing training in using the new kits and processes, including providing 24/7 telephone support to any clinician in Queensland undertaking a forensic medical examination.
2.062	After receiving evaluation outcomes, consider the expansion of the Queensland Intermediary Scheme (QIS) for certain witnesses in child sexual offence proceedings pilot program to extend to proceedings involving adult victims of sexual violence.	QIS Final evaluation report delivered	In progress – on track	The final evaluation report for the QIS has been delivered and is being considered by Government.
2.087	Progress amendments to the <i>Youth Justice Act 1992 (Qld)</i> 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 purpose of obtaining therapeutic counselling and support.	Government consideration of legislative change.	In progress – on track	As at the end of March 2024, Government consideration of legislative change is underway.

Rec. number	Summary of Government Response	Significant Milestone	Status	Milestone Progress
2.088	Review the information-sharing provisions in the <i>Youth Justice Act 1992 (Qld)</i> and make necessary changes to enable relevant government and non-government agencies to share information for the purposes of coordinating and providing services and supports to victims of sexual violence committed by a child offender, with appropriate safeguards.	Government consideration of legislative change.	In progress – on track	A review has been completed, further work is underway to consider review findings.
2.113	Expand early bail support programs and intervention services 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.	Milestone 5 - Phase One – SEQ: <i>Women in Contact with the Criminal Justice System (WCCJS)</i> program Phase One – SEQ program commences operation.	In progress – on track	Services are being delivered in South-East Queensland under new contractual arrangements which commenced in January 2024.
2.136	Amend the <i>Corrective Services Act 2006 (Qld)</i> to provide a clear head of power for the use of body scanning technology in correctional centres in Queensland. Immediately introduce the widespread use of non-invasive screening technology in all women's correctional facilities.	To immediately introduce the widespread use of non-invasive screening technology in women's correctional centres: <ul style="list-style-type: none"> <li>– Scope and design of infrastructure change to support introduction of body scanners</li> </ul>	In progress – on track	QCS commenced modifications of Brisbane Women's Correctional Centre as part of technology trial scheduled to commence in mid 2024. Evaluation of the trial will determine further work for other locations from 2025.
2.143	Review section 263 of the <i>Youth Justice Act 1992 (Qld)</i> to ensure it requires Youth Justice Services to take reasonable steps to ensure girls in youth detention are managed to the same standards outlined in recommendation 142 of Report 2.	Government consideration of legislative change.	In progress – on track	As at the end of March 2024, Government consideration of legislative change is underway.
2.147	Review existing rehabilitation programs and services on offer to women and girls in custody, including on remand and where necessary,	Enhanced Women's Service delivery plan to meet the specific including strategy	In progress – delayed	Project is in initiation phase, with significant work underway to inform procurement planning, infrastructure, workforce, and service design.

Rec. number	Summary of Government Response	Significant Milestone	Status	Milestone Progress
	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.	or action plan, infrastructure, resources and centralised program management to delivery dedicated (and integrated) services for women in the correctional system.		
2.148	Implement recommendations 35 and 44 relating to rehabilitation programs and support from the <i>Women in Prison 2019 report</i> and recommendations 17, 19 and 21 of the <i>Queensland Productivity Commission Inquiry into Imprisonment and Recidivism report relating to programs on remand</i> .	Development of QCS <i>Remanded Prisoner Strategy</i> .	In progress – on track	A <i>Women on Remand Strategy Policy Statement</i> has been developed and approved.
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	The Queensland Mental Health Commission is developing a Queensland trauma strategy that will focus on: prevention of trauma; improving the supports provided to people who have experienced trauma (and their families and friends); and reducing the long-term impact on individuals and the community.
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 pathways to strengthen service responses to sustain tenancies.	Co-design and approval of practice and service improvements and enhanced communication materials.	In progress – delayed	Preliminary planning discussions for information sharing and service improvements are underway.
2.170	Amend the <i>Youth Justice Act 1992</i> to clarify that Youth Justice must ensure girls in custody have appropriate	In consultation with relevant agencies:	In progress – delayed	Casework review is underway, with completion anticipated by September 2024.

Rec. number	Summary of Government Response	Significant Milestone	Status	Milestone Progress
	release plans in place prior to leaving custody.	<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>		The review of 72-hour release plans is complete. An action plan is being developed that encompasses the findings of this review as well as the Queensland Audit Office Review.

***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
3.004	Within six months, the QPS strengthen the resource model of the Domestic, Family Violence and Vulnerable Persons Command to enhance its strategic capacity by: <ul style="list-style-type: none"> <li>• determining and allocating adequate funding to the Command</li> </ul>	Create permanent positions, including research, intelligence and advocacy and partnerships roles and commencement	In progress – delayed	A workforce plan has been developed by an external consultant. The Domestic, Family Violence and Vulnerable Persons Command is currently waiting for the outcome of funding being sought to strengthen the existing resource model in line with the workforce plan.



Rec. number	Summary of Government Response	Significant Milestone	Status	Milestone Progress
	<ul style="list-style-type: none"> <li>• transitioning all allocated positions to permanent positions</li> <li>• building the Command's capacity and capability for undertaking research and intelligence activities</li> <li>• building the Command's capacity and capability for undertaking advocacy and cultivating partnerships.</li> </ul>	of recruitment processes		
3.007	<p>Within 18 months, the QPS establish a Domestic and Family Violence Vulnerable Persons Unit in each district, which, at a minimum, maintains a 24 hours per day, seven day on call response capability and includes High Risk Team members, Domestic and Family Violence Coordinators, detectives to investigate domestic and family violence occurrences, and, where practicable, domestic and family violence support workers from community organisations.</p>	Coordinate with Districts Regions in relation to establishing VPU and positions based on demand analysis and maturity assessments.	In progress – on track	<p>A master implementation schedule has been completed with District Officers endorsing approach and timings. A draft Domestic, Family Violence Vulnerable Persons Unit (VPU) Capability Model has been developed.</p> <p>As at 31 March 2024, 42 positions have been advertised or filled on transfer. In close collaboration with the District Leadership Team and Domestic, Family Violence and Vulnerable Persons Command, a planned organisational change management approach will commence in the Mount Isa District in early May 2024. This will support the continued enhancement of the VPU capability.</p>
3.021	<p>Within 12 months, the Queensland Government provide, by necessary legislative amendment, that the video recorded evidence trial be expanded across the state, pending a positive evaluation of the trial.</p>	Evaluation completed and report delivered	In progress – on track	The final evaluation report was delivered on 13 November 2023.
3.022	<p>Within 12 months, the Department of Justice and Attorney-General investigate the feasibility of amending the <i>Domestic and Family Violence Protection Act 2012</i> to allow for electronic service of Police Protection Notices and Temporary Protection Orders in appropriate circumstances.</p>	Feasibility investigation completed.	In progress – on track	A feasibility investigation has been completed.
		Government consideration about the preparation of amendments Introduce Bill containing amendments into Parliament.	In progress – on track	The legislative amendments have been considered by Government and the related legislation introduced into Parliament.
3.023	<p>Within 12 months, the QPS establish a dedicated district level Victim Liaison Officer scheme to support people named as aggrieved persons</p>	Formalised partnership arrangements with victim	In progress – delayed	Work on this milestone is yet to commence.

Rec. number	Summary of Government Response	Significant Milestone	Status	Milestone Progress
	in Protection Order applications or related summary prosecutions by the Police Prosecution Corps by providing them with information about Protection Order proceedings, any summary prosecutions by the Police Prosecutions Corps, and facilitating access to support services.	advocacy and support services		
3.025	Within six months, the Queensland Police Service develop a scheme whereby any Queensland Police Service member who makes a complaint about conduct arising from sexism, misogyny or racism is allocated a Peer Support Officer with the concerned party's consent, and of a more senior rank than the concerned party and the subject member, to support the concerned party through the complaint process.	Expand Peer Support Officer training and program information packs to support additional Peer Support Officers	In progress – on track	The training package has been developed and delivered to two cohorts of Peer Support Officers. At least four further training sessions will be scheduled to establish a network of trained Peer Support Officers.
3.026	Within six months, the QPS establish a validated Ethical Health Scorecard aligned with that originally recommended by the Report by the Independent Expert Panel (2011), Safe, Effective, Transparent, Strong): An independent review of the Queensland complaints, discipline and misconduct system.	Approved policy for use of the dashboard and release of information from the dashboard.	In progress – delayed	This milestone has yet not commenced. Development of the policy is pending completion of the dashboard, which is underway.
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	Work is underway in relation to this milestone.
3.052	Within 12 months, the Department of Justice and the Attorney-General increase the support of, and	Independent evaluation of the CJG Program.	In progress – on track	An evaluation of the Community Justice Group Program has been completed with the final report delivered in December 2023.

Rec. number	Summary of Government Response	Significant Milestone	Status	Milestone Progress
	funding for, Community Justice Groups (CJG), including by expanding the membership where appropriate.			
3.054	Within 12 months, the QPS use its best endeavours to always provide two prosecutors for circuit court attendances in rural and remote Queensland to enhance their capacity to negotiate in respect of domestic and family violence matters.	Onboard and train new prosecutors.	In progress – delayed	Ten positions have been advertised, with six positions already filled and the successful applicants undergoing onboarding and training. Recruitment remains underway for the remaining four positions. While these positions remain vacant, QPS has sent two prosecutors from other Prosecution offices to attend the rural and remote circuits.
3.075	<p>Within six months, the QPS implement the following mechanisms to enhance the ethical health of the Service:</p> <ul style="list-style-type: none"> <li>• employing data and strategic intelligence analysts to design robust reporting which supports organisational decision-making</li> <li>• engaging an external evaluator to assess the QPS's capacity to adopt and integrate early warning systems that incorporate discipline and HR information into decision-making</li> <li>• undertaking annual public reporting of de-identified sanctions and outcomes of disciplinary hearings to uphold transparency and community confidence.</li> </ul>	Establish data and strategic intelligence analyst and Research and Reporting officer positions	In progress – delayed	The positions have been supported and are subject to funding considerations. Temporary positions have been created pending the outcome of funding considerations to make the positions permanent.
		Integrated annual reporting showing de-identified sanctions and outcomes of disciplinary hearings	In progress – on track	QPS Annual report 2022/2023 has published de-identified outcomes and sanctions of disciplinary hearings.

## APPENDIX 5: 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

Aboriginal & Islander Development Recreational Women's Association  
Australia's National Research Organisation for Women's Safety (ANROWS)  
54 Reasons  
Central Queensland Community Legal Centre  
Department of Child Safety, Seniors and Disability Services  
Department of Housing, Local Government, Planning and Public Works  
Department of Justice and Attorney-General  
Department of the Premier and Cabinet  
Department of Treaty, Aboriginal and Torres Strait Islander Partnerships, Communities and the Arts  
Department of Youth Justice  
Domestic Abuse Commissioner England and Wales  
Emerging Minds, National Workforce Centre for Child Mental Health  
Ending Violence Against Women Queensland  
Griffith Criminology Institute  
Home Office, United Kingdom Government  
Kobi Place Sexual Health Service, Queensland Health  
Laurel Place Inc.  
Micah Projects  
National Domestic, Family and Sexual Violence Commission  
North Queensland Domestic Violence Resource Service  
North Queensland Women's Legal Service  
North West Queensland Indigenous Catholic Social Services  
Office of the Interim Victim's Commissioner  
Palm Island Community Company  
Paul Ramsay Foundation  
Queensland Centre for Domestic and Family Violence Research  
Queensland Corrective Services  
Queensland Family and Child Commission  
Queensland Health  
Queensland Human Rights Commission  
Queensland Law Society Domestic and Family Violence Law Committee  
Queensland Police Service  
Relationships Australia  
Service Coordinator Expert, Mount Isa  
Sexual Assault Response Team, Townsville  
Southern Cross University  
Townsville Aboriginal and Islander Health Service  
Women's Safety and Justice Reform Program Cross-Agency Reference Group  
Yumba-Meta Ltd





Office of the  
**Independent  
Implementation  
Supervisor**