

**PART 7**

**APPENDICES**

# GLOSSARY

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**Aggrieved:** the person who is to be protected by the terms of a Domestic Violence Order, or Police Protection Notice.

**Allegation:** refers to an unlawful act that a person is said to have done, but has not yet been proven to the requisite standard.

**Assessment Inquiries:** refers to the initial checks that are done when a complaint is first received by the Queensland Police Service or the Crime and Corruption Commission to determine what evidence might be available to warrant a full investigation.

**Apprehended Violence Order (AVO):** the name given to court orders made in New South Wales under the *Crimes (Domestic and Personal Violence) Act 2007* (NSW). It is comparable with Domestic Violence Orders (DVOs) made in Queensland.

**Breach:** a legal term that means a person did something that disobeyed the terms of a court order or conditions imposed by police. A breach may refer to a breach of the terms of a Domestic Violence Order, release conditions or a Police Protection Notice, a breach of bail conditions, or a breach of the conditions of a community-based order such as probation or parole.

**Call for service:** means any contact with police that results in officers being dispatched to attend a location, or in police taking action. A call for service may refer to calls received through Triple Zero (000), Police Link or at police station.

**Civil standard of proof:** a legal term that refers to the level of certainty required to prove a fact or assertion in a legal matter. The civil standard of proof is proof 'on the balance of probabilities'.

**Coercive control:** a pattern of behaviour or 'course of conduct' perpetrated against a person to create a climate of fear, isolation, intimidation and humiliation. It may incorporate physical and non-physical forms of violence and abuse that vary in frequency and severity.

**Compassion fatigue:** a term that describes the physical, emotional, and psychological impact of helping others through traumatic or stressful situations. It is also sometimes referred to as 'burnout' or 'vicarious trauma'.

**Complaint:** refers to an unlawful act, or multiple unlawful acts, that a person is said to have done, but have not yet been proven to the requisite standard.

**Complainant:** refers to the person who makes a complaint to or about police.

**Criminal standard of proof:** a legal term that refers to the level of certainty required to prove a criminal offence. The criminal standard of proof is beyond reasonable doubt.

**Cross-application/order:** refers to a situation where a person is named as a respondent in a Protection Order, and named as an aggrieved in a second Protection Order, in circumstances where both orders involve the same two people.

**Cultural aversion:** a term describing police officers' reluctance to respond to domestic and family violence matters as a consequence of structural, cultural or organisational issues within the Queensland Police Service.

**Cultural capability:** refers to the skills, knowledge, behaviours and systems that are required to plan, support, improve and deliver services in a culturally respectful and appropriate manner.

**Cultural intelligence:** refers to the skills, capacity and knowledge required to work effectively in, and adapt sensitively to, culturally diverse situations.

**Culturally safe:** describes a way of working which aims to create an environment and relationship which acknowledges and incorporates cultural practices important to the client/service user.

**Defendant:** a person who is charged with a criminal offence.

**Disciplinary sanction:** a formal punishment that can be imposed on a police officer by the Queensland Police Service in response to a substantiated complaint.

**Domestic and family violence:** also referred to as domestic abuse. Domestic and Family violence refers to behaviours defined in section 8 of the *Domestic and Family Violence Protection Act 2012* (Qld). These can include both physical and non-physical forms of abuse.

**Domestic Violence Order:** refers to both Temporary Protection Orders, and final Protection Orders made by the court. It does not include Police Protection Notices (PPN).

**DV – Application Police:** refers to an occurrence where police have made an application for a Protection Order, including by issuing a Police Protection Notice (PPN).

**DV – Contravention:** refers to an occurrence where police record the complaint of a breach of a condition of a Protection Order, release conditions or PPN by the respondent.

**DV – Other Action:** refers to an occurrence where police are satisfied that domestic violence has occurred, however officers determine that it is not appropriate to progress an application for a Protection Order.

**DV – No DV:** refers to an occurrence where police have attended and an investigation shows that while a relevant relationship exists, no domestic violence has occurred.

**Ethical health:** refers to the overall levels of integrity within an organisation.

**First Nations peoples:** the Aboriginal and Torres Strait Islander peoples of Australia. First Nations peoples are from a wide range of nations across Australia, each with their own cultural practices, beliefs, kinship systems, histories, and language.

**Intersectionality:** is a term used to describe multiple and intersecting layers of structural inequality such as sexism, racism, ageism and ableism, discriminatory and oppressive attitudes, substance use, mental health issues, homelessness and poverty.

**Intersectional diversity:** for example, Aboriginal and Torres Strait Islander women with disability, culturally and linguistically diverse person who identifies as LGBTIQ+, older woman with disability.

**Local Management Resolution (LMR):** one of the possible outcomes of a complaint that is handled by the Queensland Police Service. It refers to a complaint resolution process where professional development strategies are formulated and implemented to address inappropriate conduct. It can include providing appropriate training and guidance by a superior officer to a lower-ranked officer about relevant policies, procedures, and expectations about appropriate behaviour.

**LGBTIQ+:** Lesbian, Gay, Bisexual, Transgender, Intersex, Queer or Questioning. The plus acknowledges that the acronym does not fully capture the full spectrum of diversity.

**Misidentification:** the name given to situations in which victim-survivors are incorrectly identified as the perpetrators of domestic and family violence.

**Misogyny:** refers to beliefs and attitudes that result in the hatred of, aversion to, or prejudice against women, and includes speech or behaviour that is likely to foster those beliefs or attitudes.

**Member involved domestic and family violence:** refers to acts or allegations of domestic and family violence carried out by a person who is either a civilian staff member or sworn police officer employed by the Queensland Police Service.

**Merit and Compliance Review (MCR):** describes one of two processes used by the Crime and Corruption Commission to oversee the handling of complaints that are sent back to the organisation complained about to be dealt with internally.

**No further action:** a term used by both the Crime and Corruption Commission and the Queensland Police Service that refers to one of the possible outcomes of an allegation. A complaint may be finalised by way of 'no further action' for a variety of reasons, including a lack of evidence, a lack of jurisdiction or because a complaint has been withdrawn. A complaint could be finalised as 'no further action' at any stage of the complaints process.

**Occurrence:** a type of record within the QPRIME system. These records contain information about the incidents that police respond to, or actions they take.

**Operational Procedures Manual:** a document created by the Queensland Police Service which sets out the policies, procedures and expectations for police when performing their duties.

**Perpetrator:** the person who commits domestic and family violence within a relevant relationship.

**Person most in need of protection:** a legal term that requires that consideration be given to the identification of the person most in need of protection within that relationship.

**Police misconduct:** refers to any conduct that does not meet the threshold of corrupt conduct, but is disgraceful, improper or unbecoming a police officer, shows unfitness to be or continue as a police officer or otherwise does not meet the standard of conduct the community reasonably expects of a police officer.

**Public Interest Review:** describes one of two processes used by the Crime and Corruption Commission to oversee the handling of complaints that are sent back to the organisation complained about to be dealt with internally. A complaint subject to Public Interest Review cannot be finalised without the agreement of the Crime and Corruption Commission.

**QPRIME:** an acronym that stands for Queensland Police Records Information Management Exchange, the information database system used by police in the day-to-day course of their duties.

**QPS personnel/member/membership:** a term used to describe recruits, sworn police officers, police liaison officers and civilian staff members of the Queensland Police Service.

**Racism:** systems and policies, actions and attitudes which create inequitable opportunities and outcomes for people based on race. It also refers to the expression of prejudicial attitudes, beliefs, behaviours and micro-aggressions directed towards people based on their racial identity.

**Recruits:** people training to become police officers.

**Refer No Further Advice:** a category of complaints used by the Crime and Corruption Commission. Complaints in this category are sent back to the organisation where the person complained about works to be handled internally.

**Relevant relationship:** a legal term used in the *Domestic and Family Violence Protection Act 2012*. A relevant relationship includes an intimate personal relationship (including a spousal, engagement or couple relationship), a family relationship, or an informal care relationship. A family relationship exists between two persons if one of them is or was the relative of the other.

**Resistive violence:** a term that recognises that while all victim-survivors resist the violence they are experiencing, some may use violence to resist the abuse being perpetrated against themselves, or others.

**Respondent:** a person who must comply with the conditions of a Protection Order, or a Police Protection Notice.

**Sexism:** prejudice or discrimination based on a person's sex or perceived gender. It includes behaviours, attitudes and structures that foster stereotypes of social roles based on a sex or perceived gender that create inequitable opportunities and outcomes for people based on sex or perceived gender.

**Special Taskforce on Domestic and Family Violence:** chaired by the Honorable Quentin Bryce AD CVO, the Special Taskforce on Domestic and Family Violence was established in late 2014 to examine Queensland's domestic and family violence support systems and make recommendations to the Premier on how the system could be improved and future episodes of domestic and family violence could be prevented.

**Staff members:** refers to employees of the Queensland Police Service who are not sworn police officers.

**Stood down:** the Queensland Police Service may stand an officer down in response to a complaint. An officer who is 'stood down' will lose access to their firearm and be stripped of their police powers, although they will still be expected to attend the workplace to perform alternate duties set out by a superior officer.

**Suspended:** the Queensland Police Service may suspend an officer in response to a complaint. An officer who is 'suspended' is not permitted to attend the workplace. The officer may be suspended with or without pay.

**Systems abuse:** the deliberate, ongoing use of legal, health or child protection systems by a perpetrator of violence to maintain or regain control within a relationship characterised by domestic and family violence.

**Terms of reference:** established under relevant provisions of the *Commissions of Inquiry Act 1950* (Qld), the terms of reference for this Commission are set out in full in Appendix A.

**Trauma-informed:** an approach that acknowledges the impact of trauma on a person's thoughts, beliefs and behaviour. It is a term adopted by the Queensland Police Service to describe a strengths-based framework grounded in an understanding of, and responsiveness to, the impact of trauma. It emphasises physical, psychological, and emotional safety for everyone, and creates opportunities for victim-survivors to rebuild a sense of control and empowerment.

**Victim-blaming:** refers to circumstances in which a victim-survivor of domestic and family violence is considered to be partially or entirely at fault for their experiences of violence.

**Victim-centred/Victim-centric:** a way of engaging with victim-survivors that prioritises listening, avoids re-traumatisation, and systematically focuses on their safety, rights, well-being, expressed needs and choices.

**Victim-survivor:** the person most likely to experience violence within a relevant relationship which is characterised by domestic and family violence.

**Women’s Safety and Justice Taskforce:** established in early 2021 and chaired by the Honourable Margaret McMurdo AC, the Women’s Safety and Justice Taskforce was established as an independent consultative taskforce by the Queensland Government to examine coercive control and review the need for a specific offence of “commit domestic violence” and the experiences of women across the criminal justice system.

**Women’s Safety and Justice Taskforce, *Hear her voice: Report One (2021)*<sup>1</sup>:** the first report of the Women’s Safety and Justice Taskforce was delivered in December 2021 as part of its work to examine and review coercive control and the need for a specific offence of domestic and family violence. This report made 89 recommendations to the Queensland Government.

**Women’s Safety and Justice Taskforce, *Hear her voice: Report Two (2022)*<sup>2</sup>:** the second report of the Women’s Safety and Justice Taskforce was delivered in June 2022 as part of its work to examine the experiences of women and girls across Queensland’s criminal justice system with a focus on victim-survivors of sexual violence, and women and girls who are accused persons or offenders. This report made 188 recommendations to improve Queensland’s criminal justice system.

<sup>1</sup> Women’s Safety and Justice Taskforce, *Hear her voice: Report 1 – Addressing coercive control and domestic and family violence in Queensland* (Report One, December 2021).

<sup>2</sup> Women’s Safety and Justice Taskforce, *Hear her voice: Report 2 – Women and girls’ experiences across the criminal justice system* (Report Two, July 2022).

## ACRONYMS AND ABBREVIATIONS

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<b>Academy</b>	Queensland Police Service Academy
<b>ADP</b>	Abbreviated Disciplinary Process and/or Abbreviated Discipline Proceeding
<b>ANROWS</b>	Australian National Research Organisation on Women's Safety
<b>APM</b>	Australian Police Medal
<b>ATSILS</b>	Aboriginal and Torres Strait Islander Legal Service
<b>BDVS</b>	Brisbane Domestic Violence Service
<b>CALD</b>	Culturally and Linguistically Diverse
<b>CCC</b>	Crime and Corruption Commission
<b>CEO</b>	Chief Executive Officer
<b>CIB</b>	Criminal Investigation Branch
<b>CIC</b>	Crime and Intelligence Command
<b>CJC</b>	Criminal Justice Commission
<b>CMC</b>	Crime and Misconduct Commission
<b>CoP</b>	Commissioner of Police
<b>CPIU</b>	Child Protection Investigation Unit
<b>DDO</b>	District Duty Officer
<b>DFV</b>	Domestic and Family Violence
<b>DFVC</b>	Domestic and Family Violence Coordinators
<b>DFVO</b>	Domestic and Family Violence Officer
<b>DFVP Command</b>	Queensland Police Service's Domestic, Family Violence and Vulnerable Persons Command
<b>DFVPA</b>	<i>Domestic and Family Violence Protection Act 2012</i> (Qld)
<b>DFVVPU</b>	Domestic and Family Violence and Vulnerable Persons Unit, also referred to as VPU.
<b>DV</b>	Domestic Violence
<b>DVLO</b>	Domestic Violence Liaison Officer
<b>DVO</b>	Domestic Violence Order
<b>DV-PAF</b>	Domestic Violence Protective Assessment Framework
<b>ELT</b>	Executive Leadership Team
<b>ESC</b>	Ethical Standards Command
<b>FNMAU</b>	First Nations and Multicultural Affairs Unit
<b>FTO</b>	Field Training Officer
<b>FYC</b>	First Year Constable
<b>HRA</b>	<i>Human Rights Act 2019</i> (Qld)
<b>HRT</b>	High Risk Team
<b>LGBTIQ+</b>	Lesbian, Gay, Bisexual, Transgender, Intersex, Queer & Questioning, and other sexual and gender identities and expressions including but not limited to Asexual and Non-Binary
<b>LMR</b>	Local Management Resolution
<b>MATCLA</b>	Multi-Agency Triage and Case Lead Allocation
<b>MIDV</b>	Member Involved Domestic Violence
<b>NAIDOC</b>	National Aborigines and Islanders Day Observance Committee

<b>OIC</b>	Officer in Charge
<b>OLP</b>	Online Learning Product
<b>OPM</b>	Operational Procedures Manual
<b>OSD</b>	Office of State Discipline
<b>PCC</b>	Police Communications Centre
<b>PCYC</b>	Police Citizens and Youth Club
<b>PIPS</b>	Police Integrity and Professional Standards database
<b>PIU</b>	Police Integrity Unit
<b>PLO</b>	Police Liaison Officer
<b>POC</b>	People (or Person) of Colour
<b>PONI</b>	Police Ombudsman of Northern Ireland
<b>PPN</b>	Police Protection Notice
<b>PRADO</b>	Partnership Response at Domestic Occurrences
<b>PTSD</b>	Post-Traumatic Stress Disorder
<b>QATSIP</b>	Queensland Aboriginal and Torres Strait Islander Police
<b>QCS</b>	Queensland Corrective Services
<b>QHRC</b>	Queensland Human Rights Commission
<b>QPRIME</b>	Queensland Police Records Information Management Exchange
<b>QPS</b>	Queensland Police Service
<b>QPS DFV-Q</b>	Survey conducted by Nous Group
<b>QPUE</b>	Queensland Police Union of Employees
<b>SDRP</b>	Service Delivery Redesign Project
<b>SDS</b>	Service Delivery Statement
<b>Sgt</b>	Sergeant
<b>Snr Sgt, SSgt or S/Sgt</b>	Senior Sergeant
<b>The Board</b>	Domestic and Family Violence Death Review and Advisory Board
<b>TPO</b>	Temporary Protection Order
<b>TSIPLD</b>	Torres Strait Islander Police Liaison Officer
<b>VEOHRC</b>	Victorian Equal Opportunity and Human Rights Commission
<b>VPU</b>	Vulnerable Persons Unit, also referred to as DFVPU

# APPENDIX A

## Order in Council and terms of reference

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### COMMISSIONS OF INQUIRY ORDER (NO.2) 2022

#### SHORT TITLE

1. This Order in Council may be cited as the *Commissions of Inquiry Order (No.2) 2022*.

#### COMMENCEMENT

2. This Order in Council commences on 30 May 2022.

#### APPOINTMENT OF COMMISSION

3. UNDER the provisions of the *Commissions of Inquiry Act 1950*, the Governor in Council hereby appoints Her Honour Judge Deborah Jane Richards, as Commissioner, from 30 May 2022, to make full and careful inquiry in an open and independent manner with respect to the following matters identified in the *Women's Safety and Justice Taskforce: Hear her voice Report One – Addressing coercive control and domestic and family violence in Queensland* (the Report):
  - a. whether there is, and if so, the extent and nature of, any cultural issues within the Queensland Police Service (QPS) relating to the investigation of domestic and family violence identified in the Report;
  - b. how any cultural issues identified within the QPS relating to the investigation of domestic and family violence have contributed to the overrepresentation of First Nations people in the criminal justice system;
  - c. the capability, capacity and structure of the QPS to respond to domestic and family violence, having regard to initiatives undertaken by the QPS in responses to previous reports and events;
  - d. the adequacy of the current conduct and complaints handling processes against officers to ensure community confidence in the QPS;
  - e. AND any other matter the Commission considers relevant for consideration to deliver its Report.
4. AND in carrying out the inquiry the Commission will take into account:
  - a. the findings and recommendations of the Women's Safety and Justice Taskforce Reports, the *Not Now, Not Ever: Putting an End to Domestic Violence in Queensland Report*; and
  - b. any other relevant findings, reports, research and expert advice.

#### COMMISSION TO REPORT AND MAKE RECOMMENDATIONS

5. AND directs that the Commission make full and faithful report and recommendations on the aforesaid subject matter of the inquiry, including an executive summary.
6. WITHOUT limiting the ability of the Commission to make findings in respect to the conduct of individual persons as may arise during the course of its inquiries, the Commission should ensure that the primary focus of its inquiries are the systemic matters outlined in clause 3.
7. WITHOUT limiting the recommendations arising out of the inquiry, the recommendations should identify how to most effectively address the issues identified by the inquiry according to the extent of the cultural issues identified, including which strategies should receive the highest priority.
8. AND directs that the Report be transmitted to the Honourable the Premier and Minister for the Olympics, the Attorney-General and Minister for Justice, Minister for Women and Minister for the Prevention of Domestic and Family Violence, and the Minister for Police and Corrective Services and Minister for Fire and Emergency Services by 4 October 2022.

#### APPLICATION OF ACT

9. Pursuant to section 4(2) of the *Commissions of Inquiry Act 1950*, it is declared that all of the provisions of the *Commissions of Inquiry Act 1950* shall be applicable for the purposes of this inquiry, except for section 19C (Authority to use listening devices).



#### **CONDUCT OF INQUIRY**

10. The Commission may receive submissions from relevant individuals and entities and hold public and private hearings in such a manner and in such locations as determined by the Commission, as appropriate and convenient and in a way that protects and promotes the rights protected under the *Human Rights Act 2019*.
11. In regard to clause 9, the Commission should take into account the extensive public consultation already conducted by the Women's Safety and Justice Taskforce Reports and the *Not Now, Not Ever: Putting an End to Domestic Violence in Queensland Report*.

#### **ENDNOTES**

- 1 Made by the Governor in Council on 9 May 2022.
- 2 Notified in the Gazette on 11 May 2022.
- 3 Not required to be laid before the Legislative Assembly.
- 4 The administering agency is the Department of the Premier and Cabinet.

#### **COMMISSIONS OF INQUIRY AMENDMENT ORDER (NO.1) 2022**

##### **SHORT TITLE**

1. This Order in Council may be cited as the *Commissions of Inquiry Amendment Order (No.1) 2022*.

##### **AMENDED ORDER**

2. The *Commissions of Inquiry Order (No.2) 2022* is amended as set out in this Order.

##### **AMENDMENT OF ORDER**

3. At paragraph 8, '4 October 2022' –  
*omit, insert –*  
'14 November 2022'.

#### **ENDNOTES**

- 1 Made by the Governor in Council on 1 September 2022.
- 2 Notified in the Gazette on 1 September 2022.
- 3 Not required to be laid before the Legislative Assembly.
- 4 The administering agency is the Department of the Premier and Cabinet

# APPENDIX B

## Commission staff

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Her Honour Judge Deborah Richards was appointed as Commissioner for the Inquiry. Barristers Ruth O’Gorman KC and Anna Cappellano were appointed as Counsel Assisting.

The Commission of Inquiry was supported by a secretariat comprising 18 staff, including an Executive Director and legal, policy, research and administrative staff.

### **EXECUTIVE DIRECTOR**

Jane Moynihan

### **DIRECTOR**

Marni Manning

Susan Beattie

April Chrzanowski

### **PRINCIPAL LEGAL OFFICER**

Julie Aylward

Stephanie Gallagher

Lara Soldi

### **SENIOR LEGAL OFFICER**

James Coghlan

Nicola Murray

Luke Smoothy

### **PARALEGAL**

Lucy Macdonald

### **COMMUNICATION AND MEDIA MANAGER**

Adrienne Lohe

### **POLICE LIAISON OFFICER**

Inspector Leonie Fordyce

### **SENIOR RESEARCH OFFICER**

Kath Kerr

### **RESEARCH OFFICER**

Samantha Giunta

### **BUSINESS MANAGER**

Lauren Cawood

### **ASSISTANT BUSINESS MANAGER**

Laura Cooling

### **ADMINISTRATION OFFICER**

Shannon Harty

# APPENDIX C

## List of submissions

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The following organisations and individuals made submissions to the Commission (excluding confidential submissions).

### GOVERNMENT ORGANISATIONS

Aurukun Shire Council  
Parole Board Queensland  
Queensland Family and Child Commission  
Queensland Human Rights Commissioner

### COMMUNITY AGENCIES

Aboriginal and Torres Strait Islander Women's Legal Services North Queensland  
Act for Kids  
Aged and Disability Advocacy Australia  
Australian Association of Social Workers  
Australian Brotherhood of Fathers  
Australian Institute of Police Management  
Beyond DV  
Brisbane Rape and Incest Survivors Support Centre  
Brisbane Youth Service  
Caxton Legal Centre  
Combined Women's Refuge Group South East Queensland  
Domestic Violence Action Centre  
Domestic Violence Prevention Centre Gold Coast Inc.  
DV Connect  
Ending Violence Against Women Queensland  
Flat Out Inc.  
Gold Coast Centre Against Sexual Violence Inc.  
Integrated Family and Youth Service (IFYS)  
Immigrant Women's Support Service  
Institute for Collaborative Race Research  
LGBTI Legal Service Inc.  
LGBTQ Domestic Violence Awareness Foundation  
Men's Rights Agency  
Micah Projects  
Monash Gender and Family Violence Prevention Centre  
No to Violence  
North Queensland Women's Legal Service  
One in Three Campaign  
Palm Island Community Company  
Prisoners' Legal Service  
Queensland Council of Social Service  
Queensland Indigenous Family Violence Legal Service  
Queensland Network of Alcohol and other Drug Agencies  
Queensland Sexual Assault Network  
Red Rose Foundation  
Relationships Australia Queensland  
Respect Inc.  
Ruth's Women's Shelter Cairns  
Sisters Inside Inc.

Soroptimist International Brisbane  
Tablelands Community Justice Group  
Townsville Aboriginal and Islander Health Service  
Townsville Community Law  
The Centre for Women & Co.  
Women's Health and Equality Queensland  
Women's House Shelta  
Women's Legal Service Queensland  
WWILD Sexual Violence Prevention Association

### ACADEMICS

Professor Daniel Angus, Queensland University of Technology  
Dr Susan Armstrong  
Australian National Research Organisation on Women's Safety  
Emma Buxton-Namisnyk, Lecturer, University of NSW  
Adjunct Professor Kerry Carrington, University of the Sunshine Coast  
Dr Joseph Crowley, Senior Teaching Fellow, Bond University  
Associate Professor Molly Dragiewicz, Griffith University  
Monash Gender and Family Violence Prevention Centre  
Dr Amanda Gearing  
Dr Terry Goldsworthy, Associate Professor, Bond University  
Associate Professor Bridget Harris, Monash University  
Professor Mark Kebbell, School of Applied Psychology, Griffith University  
Associate Professor Marlene Longbottom, Ngarruwan Ngadju First Peoples Health and Wellbeing Research Centre, School of Medicine, Indigenous Allied Health, University of Wollongong  
Adjunct Associate Professor Peter Malouf, James Cook University and University of Sydney  
Dr Silke Meyer, Griffith University  
Dr Amanda Porter, Senior Fellow (Indigenous Programs), Melbourne Law School  
Dr Wendell Rosevear OAM  
Dr Brian Sullivan, SICURA  
Dr Shane Warren, Lecturer, Queensland University of Technology

### LEGAL PRACTITIONERS

Aboriginal and Torres Strait Islander Legal Service  
Cochrane Leahy Litigation  
DV Lawyer  
Legal Aid Queensland  
Queensland Law Society

### PARTIES TO THE PUBLIC HEARINGS

Crime and Corruption Commission  
Queensland Police Service  
Queensland Police Union of Employees  
Women's Legal Service Queensland

# APPENDIX D

## List of witnesses

The below list includes the details of witnesses who appeared at the Commission's hearings and the focus of their evidence.

### QUEENSLAND POLICE SERVICE

The Commission sought statements from and called the following police officers to provide evidence at public hearings:

- Acting Senior Constable Laurie Bateman, on community-centric policing in Cunnamulla and Charleville
- Commissioner Katarina Carroll, on policing responses to and resourcing for domestic and family violence, and cultural issues within the QPS
- Assistant Commissioner Brian Codd, on the capability, capacity and structure of the QPS to respond to domestic and family violence
- Sergeant Matthew Costelloe, on community-centric policing in Cunnamulla
- Acting Inspector Mel Dwyer, on domestic and family violence training for police officers
- Acting Inspector Jacquelin Honeywood, on policing responses to First Nations peoples, including police personnel, recruitment practices, challenges and opportunities
- Superintendent Kerry Johnson, on policing responses to First Nations peoples, including police personnel, recruitment practices, challenges and opportunities
- Acting Assistant Commissioner Mark Kelly, on domestic and family violence training for police officers
- Chief Superintendent Ben Martain, on the capability, capacity and structure of the QPS to respond to domestic and family violence
- Detective Inspector David Nixon, on QPS conduct and complaints handling processes
- Assistant Commissioner Cheryl Scanlon, on QPS conduct and complaints handling processes
- Deputy Commissioner Paul Taylor, on policing responses in regional Queensland including structure, training, induction and recruitment practices.
- Senior Constable Michael Festing, on domestic and family violence training for junior police officers
- Sergeant Neil Gardner, on the operation of the Vulnerable Persons Unit
- Constable Kate Gersekowski, on domestic and family violence training for recruits
- Constable Zak Holliday, on domestic and family violence training for first year constables
- Constable Andrea Hughes, on domestic and family violence training for first year constables
- Sergeant Danielle Hulin, on police practices and procedures in relation to domestic and family violence prosecutions
- Acting Inspector Brett Jackson, on a domestic and family violence co-responder trial with The Centre for Women & Co in Logan
- Sergeant David Longhurst, on police practices and procedures in relation to domestic and family violence prosecutions, and the operation of the specialist domestic and family violence court and the Murri Court.
- Detective Sergeant Anthony Moynihan, on observations and experiences in remote communities, including the Torres Strait
- Torres Strait Island Police Liaison Officer Elsie Nona, on experiences as a Torres Strait Island Police Liaison Officer
- Senior Police Liaison Officer Katrina Rapson, on experiences as a Police Liaison Officer in Normanton
- Sergeant Michael Read, on police practices and procedures in relation to domestic and family violence prosecutions
- Acting Inspector Emma Reilly, on observations and experiences in remote communities, including Mornington Island
- Senior Constable Tammie Robinson, on domestic and family violence training for general duties officers
- Sergeant Aimee Sewell, on the youth respondent domestic and family violence program trial by the Mount Isa PCYC
- Constable Andrew Sinclair-Ford, on domestic and family violence training for recruits
- Senior Sergeant Amit Singh, Officer in Charge, Aurukun, on observations and experiences in remote communities, including Aurukun

The following police personnel were nominated by the QPS to provide statements and evidence at public hearings:

- Acting Senior Sergeant Lisa Buchanan, on police practices and procedures in relation to domestic and family violence prosecutions in remote and regional communities
- Sergeant Elise Feltham, on the operation of the Vulnerable Persons Unit

- Sergeant Shane Smith, on observations and experiences in remote communities, including Mornington Island and Burketown
- Police Liaison Officer Training Officer Teresa Tapsell, on the training and responsibilities of Police Liaison Officers
- Jordan Theed, Police Prosecutor, on police practices and procedures in relation to domestic and family violence prosecutions, and the operation of the specialist domestic and family violence court.

#### INDIVIDUAL AND FORMER POLICE OFFICERS

The following police officers or former police officers provided statements and evidence at public hearings:

- Senior Constable Witness A, on cultural issues within the QPS relating to the investigation of domestic and family violence
- Mark Ainsworth, consultant and retired police officer, on cultural issues within the QPS relating to the investigation of domestic and family violence
- Brendon McMahon, retired police officer, on observations and experiences in remote communities, including Aurukun
- Audra Pollard, retired police officer, on cultural issues within the QPS relating to the investigation of domestic and family violence
- Sergeant Paul Trinder, on cultural issues within the QPS relating to the investigation of domestic and family violence.

#### OTHER AGENCIES

The Commission sought a statement from and called the following persons to provide evidence at public hearings:

- Leon Allen, Under Treasurer, Queensland Treasury, on funding for the QPS
- Elizabeth Foulger, Executive Director of Integrity Services, Crime and Corruption Commission, on the role of the organisation
- Ian Leavers, President, Queensland Police Union of Employees, on the role of the QPUE and cultural issues within the QPS.

#### COMMUNITY AGENCIES AND REPRESENTATIVES

The following persons provided statements and evidence at public hearings on behalf of multiple community organisations:

- Witness B, representative of a regional domestic violence support service, on client experiences of QPS responses to domestic and family violence
- Toni Bell, Director, Family Law and Civil Justice Services, Legal Aid Queensland, on client experiences of QPS responses to domestic and family violence
- Ben Bjarnesen, Founder and Managing Director, LGBTQ Domestic Violence Awareness Association, on LGBTIQ+ experiences of domestic and family violence, and experiences of QPS responses to domestic and family violence
- Nadia Bromley, Chief Executive Officer, Women's Legal Service Queensland, on client experiences of QPS responses to domestic and family violence
- Hayley Grainger, Principal Lawyer, North Queensland Women's Legal Service, on client experiences of QPS responses to domestic and family violence
- Ellie Hansson, Lawyer, LGBTI Legal Service, on LGBTIQ+ experiences of domestic and family violence, and experiences of QPS responses to domestic and family violence
- Debbie Hewitt, Solicitor, Women's Legal Service Queensland, on the service provided to and the experience of women respondents in domestic and family violence proceedings
- Cybele Koning, Chief Executive Officer, Caxton Legal Centre, on client experiences of QPS responses to domestic and family violence
- Andrea Kyle Sailor, Community Development Worker, Aboriginal and Torres Strait Islander Women's Legal Service, on client experiences of QPS responses to domestic and family violence
- Di Mahoney, Chief Executive Officer, Brisbane Youth Service, on client experiences of QPS responses to domestic and family violence
- Joanna Mason, Advocate and Consultant, Resound, on victim survivor advocacy as part of QPS training, and consultation regarding women's experiences of QPS responses to domestic and family violence

- Karl McKenzie, Chairperson, Townsville Community Justice Group, on client experiences of QPS responses to domestic and family violence
- Florence Onus, Community Development Worker, Aboriginal and Torres Strait Islander Women’s Legal Service, on client experiences of QPS responses to domestic and family violence
- Jacelyn Parsons, Social Worker, WWILD Sexual Violence Prevention Association, on client experiences of QPS responses to domestic and family violence
- Cathy Pereira, Principal Solicitor and Coordinator, Aboriginal and Torres Strait Islander Women’s Legal Service North Queensland
- Thelma Schwartz, Principal Legal Officer, Queensland Indigenous Family Violence Legal Service, on client experiences of QPS responses to domestic and family violence
- Nikita Sellin, Chief Executive Officer, Junkuri Laka Wellesley Islands Aboriginal Law, Justice and Governance Association, on client experiences of QPS responses to domestic and family violence
- Lewis Shillito, Director of Criminal Law, Aboriginal and Torres Strait Islander Legal Service, on client experiences of QPS responses to domestic and family violence
- Mayor Keri Tamwoy, Aurukun Shire Council, on the importance of community-centric policing
- Betty Taylor, Chief Executive Officer, Red Rose Foundation, on client experiences of QPS responses to domestic and family violence
- Karyn Walsh, Chief Executive Officer, Micah Projects, on client experiences of QPS responses to domestic and family violence
- Anita Wharton, Coordinator, Far West Indigenous Family Violence Service, on the importance of community-centric policing
- Emma Wilson, Embedded Specialist Domestic Violence Advocate, Brisbane Domestic Violence Service, on involvement with the QPS in High Risk Teams and Vulnerable Persons Units.
- Associate Professor Marlene Longbottom, Ngarruwan Ngadju: First Peoples Health and Wellbeing Research Centre, School of Medicine, Indigenous, Allied Health, Faculty of Science, Medicine and Health, University of Wollongong, on cultural, capability and capacity issues that impact on police responses to domestic and family violence
- Dr Michael Maguire CBE, former Police Ombudsman for Northern Ireland, on the civilian control model for police integrity and conduct and complaints, and his experience as the Police Ombudsman for Northern Ireland
- Professor Silke Meyer, School of Health Sciences and Social Work, Griffith Criminology Institute and Griffith Centre for Mental Health, Griffith University, on cultural issues that impact police responses to domestic and family violence, and that contribute to the overrepresentation of First Nations peoples in the criminal justice system
- Dr Heather Nancarrow, Monash University, on the challenges in recognising the person most in need of protection and factors that lead to misidentification of the perpetrator of domestic and family violence
- Professor Andrea Phelps, Phoenix Australia – Centre for Posttraumatic Mental Health, on experiences and best practice responses to first responder trauma and compassion fatigue
- Professor Tim Prenzler, School of Law and Criminology, University of the Sunshine Coast, on police integrity and conduct and complaints handling models
- Dr David Singh, Institute for Collaborative Race Research, on the ways in which race, racism, colonialism and Aboriginal sovereignty intersect in justice and policy, and the ways in which structural and political dynamics impact decision-making
- Dr Elizabeth Strakosch, Institute for Collaborative Race Research, on the ways in which race, racism, colonialism and Aboriginal sovereignty intersect in justice and policy, and the ways in which structural and political dynamics impact decision-making
- Dr Brian Sullivan, SICURA, on domestic violence intervention programs for men
- Professor Chelsea Watego, Institute for Collaborative Race Research, on the ways in which race, racism, colonialism and Aboriginal sovereignty intersect in justice and policy, and the ways in which structural and political dynamics impact decision-making.

## EXPERT ADVISORS

To inform its findings and recommendations, the Commission sought advice from the following experts:

- Associate Professor Kyllie Cripps, University of New South Wales, on integrated service model responses to domestic and family violence in remote First Nations communities
- Professor Heather Douglas, Melbourne Law School, The University of Melbourne, on best practice policing responses to domestic and family violence and a review of Queensland victim-survivor experiences
- Dr Jacqueline Drew, Senior Lecturer, Griffith Criminology Institute, Griffith University, on experiences and best practice responses to compassion fatigue and QPS research in relation to employee health, well-being and performance

# APPENDIX E

## List of meetings

The Commission met with the following individuals and organisations.

### QUEENSLAND POLICE SERVICE REPRESENTATIVES

Acting Assistant Commissioner Mark Kelly  
Acting Inspector Christian Ferguson  
Assistant Commissioner Brian Codd  
Assistant Commissioner Cheryl Scanlon  
Chief Superintendent Virginia Nelson  
Deputy Commissioner Paul Taylor  
Deputy Commissioner Tracy Linford  
Detective Inspector David Nixon  
Senior Sergeant Amit Singh  
Sergeant Matt Costello  
Sergeant Paul Trinder  
Chief Superintendent Ben Martain  
Superintendent Kerry Johnson  
Superintendent Shane Holmes  
Members of the Domestic, Family Violence  
and Vulnerable Persons Command  
Members of the Data Analytics team

In addition to QPS representatives listed above, the Commission met with a further 21 QPS members or former members whose names are kept confidential. The Commission also met with members of the QPS First Nations Reference Group.

### CRIME AND CORRUPTION COMMISSION REPRESENTATIVES

Bruce Barbour, Chairperson  
Jen O'Farrell, CEO  
David Caughlin, Acting Senior Executive Officer (Corruption)  
Elizabeth Fougler, Executive Director of Integrity Services  
Justin Gorry, Director Corruption Legal

### QUEENSLAND COURTS & COMMISSIONS

Magistrate Terry Ryan, State Coroner and Chair of the Domestic and Family Violence Death Review and Advisory Board  
Scott McDougall, Commissioner, Queensland Human Rights  
The Hon. Justice Alan Wilson KC  
Claire Slater, Manager, Performance and Reporting Unit  
Anne Edwards, Director, Queensland Sentencing Advisory Council

### QUEENSLAND GOVERNMENT STATISTICIAN'S OFFICE

#### EXPERTS AND ACADEMICS

Professor Peter Coaldrake AO, Chancellery Division, Office of the Vice-Chancellor & President, The University of Queensland  
Dr Kyllie Cripps, Associate Professor, School of Law, Society & Criminology, UNSW Law & Justice  
Professor Heather Douglas, Melbourne Law School, University of Melbourne  
Dr Jacqueline Drew, Criminology and Criminal Justice Griffith Criminology Institute, Griffith University  
Professor Mark Kebbell, School of Applied Psychology, Griffith University  
Associate Professor Marlene Longbottom, Ngarruwan Ngadju First Peoples Health and Wellbeing Research Centre, School of Medicine, Indigenous Allied Health, University of Wollongong  
Dr Michael Maguire CBE, Lay Member Select Committee on Standards at House of Commons, Queen's University Belfast  
Emily Maple, School of Applied Psychology, Griffith University  
Professor Lorraine Mazerolle, School of Social Science, The University of Queensland  
Professor Silke Meyer, School of Health Sciences and Social Work, Griffith Criminology Institute, Griffith Centre for Mental Health, Griffith University  
Dr Heather Nancarrow, Adjunct Professor of Practice, Monash University and Adjunct Research Fellow, Griffith Criminology Institute, Griffith University  
Professor Patrick O'Leary, School of SHS - Human Services and Social Work, Griffith University  
Professor Andrea Phelps, Faculty of Medicine, Dentistry and Health Sciences, University of Melbourne  
Professor Tim Prenzler, School of Law and Criminology, University of the Sunshine Coast  
Professor Janet Ransley, School of Criminology and Criminal Justice, Griffith University  
Dr David Singh, Faculty of Health, School of Public Health & Social Work, Queensland University of Technology  
Dr Elizabeth Strakosch, School of Political Science and International Studies, The University of Queensland  
Dr Brian Sullivan, SICURA – domestic violence intervention and training  
Professor Chelsea Watego, Faculty of Health, School of Public Health & Social Work, Queensland University of Technology



## **ORGANISATIONS**

Aboriginal and Torres Strait Islander Legal Service  
Aboriginal and Torres Strait Islander Women's Legal Services Qld Inc.  
Beyond DV  
Brisbane Domestic Violence Service  
Brisbane Youth Service  
Cairns DV Service  
Caxton Legal Centre  
CentaCare  
Centre Against Domestic Abuse  
Compassion Fatigue Australia  
Domestic Violence Prevention Centre Gold Coast  
DVA Foundation  
Far West Indigenous Family Violence Service  
First Nations Mayors Summit  
IFYS – Sunshine Coast  
Junkuri Laka  
Logan Centre for Women  
LGBTI Legal Service Inc.  
LGBTQ Domestic Violence Awareness Foundation  
Micah Projects  
Mission Australia  
North Queensland Women's Legal Service  
One in Three  
Phoenix Australia  
Prisoner's Legal Service  
Queensland Indigenous Family Violence Legal Services  
Red Rose Foundation  
Resound  
Respect Inc.  
The Centre for Women & Co.  
The People Game  
The Women's Centre Townsville  
Townsville Justice Group  
Women's Legal Service Queensland  
WWILD Sexual Violence Prevention Inc.  
YFS Logan



# APPENDIX F

## Survey analysis

### Insights into leadership: Perceptions and attitudes of the QPS membership of its workplace and leaders.

‘Ultimately, leadership at all levels owns culture’<sup>1</sup>

Accepting that leadership assumes a critical role in establishing and sustaining organisational culture, the Commission sought to understand leadership within the Queensland Police Service (QPS) and the perceptions of its workforce (or membership) towards its current leadership.

The Commission analysed two established surveys to better understand the attitudes of the QPS membership toward their leaders across all levels within the organisation.

#### 1. WORKING FOR QUEENSLAND (WFQ):

This well-established survey examines the perceptions of Queensland public sector employees of their work, workplaces, leaders, and organisations.<sup>2</sup>

Conducted since 2013, results from the WfQ Survey provided the Commission with an opportunity to examine QPS membership perceptions of their leaders and organisation and how these have shifted over time.

This well-established survey examines the perceptions of Queensland public sector employees of their work, workplaces, leaders, and organisations.<sup>3</sup>

Conducted since 2013, results from the WfQ Survey provided the Commission with an opportunity to examine QPS membership perceptions of their leaders and organisation and how these have shifted over time.

The WfQ survey is administered centrally by the Public Service Commission and circulated across all government agencies. External providers safeguard participant anonymity which encourages public service employees to confidentially share their views and contribute to creating better workplaces.

The QPS has recorded stronger participation rates for this survey in recent years building the Commission’s confidence in using its results to understand their membership’s employment experiences and perceptions of organisational leadership.

#### 2. QPS DFV-Q (THE NOUS SURVEY):

The second survey, referred to as QPS DFV-Q, was initially conducted in 2018 by an independent group, the Nous Group, at the request of the QPS.

This cultural questionnaire was specifically designed to examine the attitudes and perceptions of QPS membership about policing domestic and family violence in Queensland.

The 2018 results established an important baseline of perceptions to inform the QPS cultural reform efforts to improve its response to domestic and family violence. The QPS intended to replicate this survey to assess the effectiveness of their reform; however, at the time of the Commission’s establishment, that intention had not been actioned.

The Commission engaged the Nous Group to re-administer the 2018 survey to capture attitudes and perceptions about policing domestic and family violence following the baseline survey and to assess any changes.

The Commission appreciates QPS’s support to re-administer this survey within a condensed time. Both the Commission and QPS added questions to build on the utility of this survey.

The Nous Group explored attitudinal shifts since the baseline 2018 survey and provided their professional interpretation about the findings for the Commission. De-identified results were shared with the QPS to inform and support their ongoing reform agenda.

Despite lower overall response numbers to the 2022 survey, the Nous Group advised that the sample achieved is representative of the broader QPS workforce.<sup>4</sup> The Commission is therefore confident that conclusions drawn from this survey are reflective of the QPS membership.

The following sections provide a brief overview of what the Commission learnt from these surveys, focusing specifically on the QPS membership perceptions of their leadership, organisational culture, and their role in responding to domestic and family violence.

## WFQ: FRACTURED LEADERSHIP, MEMBER FATIGUE AND ORGANISATIONAL MISTRUST.

“...Perhaps in future surveys you could provide a free text option for people to add any additional comments about the organisation, their workplace or even generally about leadership and management as it effects [sic] them in their role. I’ve actually typed 3 pages on a word document but having spent the past few hours thinking about it I see no point submitting as it will only end up in the same place as last years [sic] survey. That or it will be interpreted and spun along with the data and people end up being classified as in that % of people who are negative or disgruntled with the organisation. The truth in fact could not be further from the truth, as some of us are genuinely excited about the future and would like to see real change. We just don’t think it can happen from WfQ, or at least it hasn’t for the past how many years we have been doing this.”<sup>5</sup>

In evidence to the Commission, the Police Commissioner noted that prior to assuming her position, approximately 38% of the QPS workforce responded to the WfQ survey.<sup>6</sup> She considered that investment in enhancing WfQ participation rates was critical for gaining a deeper insight into membership’s assessment of the QPS:

**“I purposely wanted to drive that up so we could see, you know, what was happening across the organisation. So, we got that to 70 per cent. And I brought someone into the organisation from another organisation to actually start looking at that data to bring it to the executive leadership team to start proactively looking at areas of concern.”<sup>7</sup>**

Table A confirms increases in response rates since The Police Commissioner was appointed.

	2017	2018	2019	2020	2020
Returned surveys	7,515	7,543	10,902	11,619	11,029
Response rate	49%	48%	70%	72%	68%

Table A: Response rates

The Commission obtained five years (2017-2021) of WfQ survey results from the QPS,<sup>8</sup> as well as additional analyses of results, including 1,192 pages of free-text responses to the 2021 WfQ question: *A friend has decided to apply for a job in your organisation. They have asked you to tell them what it’s like to work there. What do you tell them?* (Question 48).<sup>9</sup>

To preserve the integrity of the Commission’s approach and maintain community confidence in conclusions drawn, 10% of these free-text responses (120 pages) were randomly selected and categorised into representative themes.<sup>10</sup>

The Police Commissioner in acknowledged evidence that “people in Working for Queensland are very honest in their feedback that they give”.<sup>11</sup> The quantitative and qualitative WfQ results provided a valuable and candid insight into QPS membership perceptions of their workplaces and leaders.

The WfQ results reveal a workforce fatigued by change, disgruntled with leadership and their lack of direction for the organisation and sceptical about organisational commitment to the membership:

**“At present, the QPS appears to be a directionless ship that is just floating around on the vast ocean hoping to avoid any dramas while the bosses sit back and collect their inflated pay checks and wait to retire with ridiculous pensions whilst the real workers are left to panic, not knowing what they can and cannot do and unsure as to whether their actions will cause them to lose their jobs. They are forced to 2nd guess everything they do, for fear**

of reprisals and have settled on the conclusion that the safest course of action is to do nothing at all and bury their heads in the sand, thus avoiding the risk of losing their job because top management feel the need to throw them under the proverbial bus as a sacrifice so that they may keep their own jobs. There is no accountability within the QPS hierarchy and the values that they hold the rest of us to are as clear as mud. The whole organisation needs a complete clear out at senior level and in my honest opinion, the Fitzgerald enquiry [sic] isn’t worth the paper it is printed on and there needs to be a new enquiry undertaken, and real changes implemented, ones that don’t paper over the cracks and protect the pensions of the top brass.”<sup>12</sup>

The Commission’s analysis also revealed significant levels of dissatisfaction with the WfQ survey process itself, expressing anger at being “forced to [do] this survey” and cynicism about the organisational efforts to genuinely address its results. Acknowledgement that WfQ resulted in observable workplace change reduced from 79% in 2017 to 68% in 2019.<sup>13</sup> The following responses were received:<sup>14</sup>

**“I have no expectation that this survey will bring any change as previous years have proven”**

**“I feel each year the WFQ surveys are completed and results are not taken seriously or the results are manipulated to suit what the required outcome from the view of upper management”**

**“Being told in a meeting that if the WFQ results come back overwhelmingly negative that teams may be micromanaged or scrutinised further and stating specific examples of where this has occurred elsewhere in the organisation”**

**“Management has specifically encouraged us the staff under them to fill out this Working for Queensland survey that shows them in a favourable light instead of being truthful and honest.”**

The QPS provided a standardised Highlights Report for each of the five years under review.<sup>15</sup> These statistical reports were prepared by the WfQ administrators and present aggregated findings specific to the QPS, including key interpretations on important themes and drivers.

The Commission was particularly interested in the *Agency Engagement* theme and collective responses to questions linked to the *Organisational Leadership* driver. The WfQ administrators’ explanation of these two areas illustrate why they were of interest to the Commission’s terms of reference:

**“... agency engagement is at the centre of strong organisations. ... Engaged staff are committed to their work and have a desire to perform at high levels and go the extra mile; they remain with their organisation and recommend it to others as a great place to work. ... A driver is a question that is likely to have an impact on engagement. ... It is common to see perceptions of leadership as a strong driver of agency engagement”<sup>16</sup>**

Table B provides aggregate results of the positive sentiments for *Agency Engagement* and *Organisational Leadership* across each year, as well as how these annual results compare to the those for the broader public sector.

	2017	2018	2019	2020	2020
Agency engagement	50%	53%	53%	55%	51%
(Comparison to Qld public sector)	(-8)	(-6)	(-5)	(-4)	(-7)
Organisational leadership	39%	39%	40%	46%	41%
(Comparison to Qld public sector)	(-12)	(-10)	(-9)	(-7)	(-10)

Table B: Aggregate levels of positive sentiment

## ORGANISATIONAL LEADERSHIP: MIXED RESULTS IMPACTED BY VARIED FACTORS

Table B indicates that while relatively stable over the five years, sentiment toward both *Agency Engagement* and *Organisational Leadership* improved in 2020, followed by reductions in 2021 to levels reflective of previous years.

Closer scrutiny of the 2020 results revealed shifts in perceptions of *Organisational Leadership* associated with both senior and direct manager levels. Two questions specifically examining membership perceptions of *Organisational Leadership* were among the top five identified as recording the greatest improvements since 2019:

- *In my organisation, the leadership is of high quality* 46% (+6 from 2019)
- *My organisation is well managed* 40% (+6 from 2019).

Retracing previous results to gain a better understanding of how perceptions of *Organisational Leadership* had changed over the five-year period revealed mixed findings about senior and direct manager levels.

In 2019, two of the five questions recording the greatest growth in negative sentiment related to middle management. Question 30(a) *My senior manager demonstrates honesty and integrity* recorded an increase in positive sentiment by three-points from 2018 to 72%, a level one-point higher than that recorded for the broader public sector.

Conversely, the 2018 perceptions of senior management's collective integrity demonstrated small reductions from 2017. For example, Question 30(a) *My senior manager demonstrates honesty and integrity* reduced one point from 2017 levels, although remained three-points higher than the broader public sector, while Question 31(d) *In my organisation, the leadership operates with a high level of integrity* dropped one point to 44%, seven points lower than the broader public sector.

The Commission acknowledges that there were positive free text responses in 2021 about senior leadership:<sup>17</sup>

**"I would tell them that I feel more hopeful about the future of my organisation now, than I did in the past. While there is still a lot more work to do, I have a lot of faith in our current Commissioner to lead our organisation in a more positive direction. I am encouraged by positive recognition and change that has been occurring since the current Commissioner has taken up the role. Even though the last 18 months through the Covid-19 issues have been extremely tough on our organisation as a whole, and on individuals within the organisation, I feel that the Commissioner has been implementing steps towards positive change that have been**

**very much needed to make our organisation more modern. I have noticed a better shift in the overall culture of the organisation since this Commissioner has been in her role, which I feel has been filtering down through the leadership - with better communication happening, more transparency, and admirable qualities being demonstrated at leadership level, which gives us all confidence."**

**"Supportive work environment..[sic] Supportive senior management"**

**"Working for QPS has been and still is a good workplace to be in. There are opportunities to improve your knowledge and skills within QPS. For me I have found in my workplace a lot of work and personnel support and have made lifetime friends within. I have experienced dedication and passion within the workplace and have nothing but total respect for my Director and Manager"**

**"It has been a really supportive work environment so far, the staff and management have been excellent in supporting my progress"**

However, the overall tone of the 2021 free-text responses reflected the quantitative results. Assessing the shift between 2020 and 2021, three of the top five questions which recorded the greatest increase in negative sentiment related to senior management while the remaining two were associated with perceptions of the workplace:

- *In my organisation, the leadership is of high quality* 40% (- 6)
- *I would recommend my organisation as a great place to work* 51% (- 6)
- *I feel strong personal attachment to my organisation* 57% (- 5)
- *In my organisation, the leadership operates with a high level of integrity* 46% (- 5)
- *My organisation is well managed* 35% (- 5).

In comparison, all questions identified as recording the greatest increase in positive sentiment in 2021 related to middle management and their influence on individuals and workplaces.

Question 29(f) *My manager demonstrates honesty and integrity* recorded a positive response rate of 79% one point higher from 2020 (78%) yet equivalent to the broader public sector across both years;<sup>18</sup> while Question 30(a) *My senior manager demonstrates honesty and integrity* recorded a five-point reduction, recording positive sentiment of 68% (down from 73% in 2020),<sup>19</sup> one point lower than the broader public sector. These changes confirm that the shift between 2020 and 2021 focused on senior as opposed to direct management.

The 2021 Highlights Report reveals that the top five drivers of *Organisational Leadership* recorded stability or reductions in positive sentiment from 2020:

- Q31b. *My organisation is committed to developing its employees* 39% (-4)
- Q31g. *In my organisation, senior leaders clearly consider the wellbeing of employees to be important* 37% (-4)
- Q31h. *The wellbeing of employees is a priority for my organisation* 36% (-4)
- Q31e. *Recruitment and promotion decisions in this organisation are fair* 25% (0)
- Q33e. *My organisation inspires me to do the best in my job* 43% (-4).<sup>20</sup>

The Police Commissioner acknowledged the 2021

deterioration in confidence in senior leadership in evidence when asked about the six point reduction in agreement with the statement *In my organisation the leadership is of high quality* (down to 40%); a level 11 points below the broader public sector:

“The month that this survey took place was also the month that I gave a direction for the vaccine mandate, and when you look at the qualitative data there was a lot of people very angry about that mandate. The data also shows that the organisation was tired and overworked and angry, because we’re into the second year of COVID, and they honestly believed that the senior executive could not appreciate that the pressure was - what they were under. And on top of that - ... - that they couldn’t meet demand already from two, three previous years, and here we were putting 12, 1,300 some days to COVID, and on top of that we were going through massive reform, and particularly also in areas like SDRP that had even more negative responses about leadership in that regard. **So there was a lot of things that played into this.** I knew the survey results were going to be very, very different this year, and it turned out exactly how I thought it would be. And if you look at - sorry, if you look at the survey results prior to that, ‘19 and ‘20, there was excellent increases in those previous years, and pleasingly, and then we hit this one and it’s sobering; it’s difficult to look at”<sup>21</sup>

Examination of the free-text responses confirms the Police Commissioner’s assessment. Participant frustrations with organisational leadership in 2021 were related to the several factors she identified as well as increasing policing demands associated with domestic and family violence and young offenders:<sup>22</sup>

“No direction we are like a failed state and need someone to come in create stability and it’s not because of COVID. Instability is because there is no direction and no plan. ... DV is the prime example of frontline being blamed when management created the rules and the mess and don’t give us enough staff to do our job. The whole approach to vaccinations is disgusting. Our people matter my a#%. You’re going to sack people who’ve done nothing wrong but work hard. We get it. We know why but you’ve completely misread the weather here. Using the complaint process to sack people over a medical issue is a complete abuse of power or shows no one in there knows what they are doing, probably the latter which is scary in itself but we know it anyway thanks to SDRP. Who in their right mind continues with major organisational change in the middle of a pandemic. Who does that. QPS that’s who. We are begging you to stop to make a plan to show some direction and give us staff. ... I hope this court challenge wins not because I support anti vaxers but to send a message to management about this shit. We are fed up with being the lawns [sic] in political games and being blamed when everything goes wrong. Time for the executive to take responsibility. This should be your wake up call. The last two years have been one disaster after another. No one knows the priorities and even if we love our mates we don’t like coming to work anymore. Please fix it.”

“I have loved working for Qld Police but with the recent directive from the commissioner [sic] I would advise against applying. The latest directive is dictatorial and will end up being like working for communists. Our rights are not recognised and no understanding of peoples [sic] free thinking is recognised.”

“I have always enjoyed my job and my role in the QPS. I have always found management to be supportive and my work environment was enjoyable. Since a direction was made by the Commissioner to mandate Vaccines. I have been stressed and had anxiety. I don’t believe enough time was given to QPS employees to get an exemption. I believe this is [sic] direction is unfair and interferes with basic human rights. The amount of stress this has caused me, and my family is beyond words and every time I have sought advice and help, I have been shunned.”

“I would tell them that I love my job however the executive will only see you as a number. This has been proven by the COP mandating a medical procedure to all QPS staff, she has shown that she does not care about officers [sic] individual beliefs and does not care about their circumstances. She is implementing a one size fits all or get out mentality. This is a very poor business model and proves that the “our people matter” and workplace bullying programs are simply PR for the COP. She is showing bullying and coercion on a grand scale and is happy to push passionate, experienced coppers out the door. It appears that she is happy to cut her nose off to spite her face. A true leader would show compassion and would have consulted with her staff before mandating this rubbish. She is acting like a dictator at best and has lost a lot of respect of officers who have both followed the direction and those that have not. I for one am questioning whether or not i [sic] wish to work for this organisation anymore. In short i’d [sic] tell my friend that they could do better than work for this organisation. From a copper who has worked for the QPS for more than 12 years I [sic] think this should be concerning for the COP but in reality i [sic] know she doesn’t give a shite.”

“... the QPS is in a shambles with limited to no strategic direction. We don’t know any of the priorities and I am certain the executive have no idea. We are a knee jerk agency. There is a DV Homicide - make another AC and command, that will fix it, there are kids stealing cars – make another AC that will fix it. Vaccinations not going well, put another deputy commissioner up that will fix it. We don’t even need the 4 weve [sic] got the only reason we have them is because of the micro managing.”

“My responses to this survey have nothing to do with COVID and the current pandemic.”

“The current QPS SDRP/SAP [Service Alignment Program], RAC as well as the COVID response has led to the lowest morale in over 20 years”

“The rise in juvenile crime, domestic violence, assaults on police and the high levels of scrutiny and accountability create an unsustainable environment.”

“DV will suck your will to live.”



The seven point growth in agreement with the statement *My workplace has undergone significant change in the past 12 months* reinforces the membership’s appreciation of the pace of change in recent times. The relationship between senior leadership and perceptions that the organisation is lacking direction was also evident in agency-specific questions. For example, in response to the statement: *The communication I receive from my ED/AC [Executive Director/ Assistant Commissioner] makes me optimistic about the future of the QPS* only one-third (33%) agreed, while 41% remained neutral and 26% disagreed:

**“The quality of leadership is diminished and continues to decline. Organisational priorities are incredibly mobile and are subject of continuous and mixed variation. There are incredible inconsistencies in the behaviour and messaging of senior executives and this issue continues to impact on the credibility of Senior Officers, which in turn stifles optimism concerning the future of the organisation. There are some very real and apparent integrity issues around the**

**promotion and transfer process - as was recently identified in a high court challenge. Whether knowingly or not, there is a degree of arrogance slipping in to [sic] the leadership culture and it needs to be dealt with, both appropriately and quickly, of [sic] the organisation is to meet the challenges of the future in policing. Salaries are not the issue in the contemporary QPS, it is very much down to the poor quality of leadership.”** <sup>23</sup>

Additionally, cynicism about organisational change led by leadership was evident as only one third (32%) agreed with the statement: *I believe the changes being undertaken across the QPS will have positive benefits for my workplace*, while the remaining two thirds were equally split between a neutral response and a negative response (34% each).

**“the QPS is going through a massive change at the moment and it has been handled poorly.”** <sup>24</sup>

The variability of perceptions about *Organisational Leadership* is also observable across locations. Table C provides an indication of this variability in perceptions over time and geographical locations. The added highlighting identifies levels below the QPS average each year.

Year*	QPS Average	Brisbane Region	Central Region	Northern Region	Southeastern Region	Southern Region
2017	39%	32%	29%	40%	32%	38%
2018	39%	34%	33%	39%	40%	38%
2019	40%	35%	37%	43%	39%	37%
2020	46%	42%	44%	50%	46%	44%

Table C: Variability in perceptions over time and geographical locations \* Due to differences in data provided, this Table incorporates data across a four-year period 2017 to 2020.

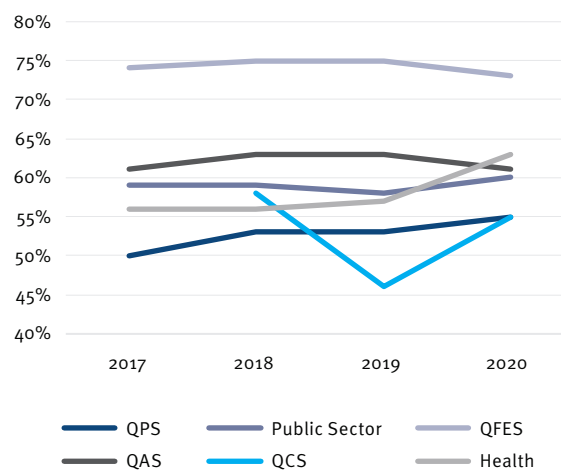
The WfQ results pertaining to *Organisational Leadership*, demonstrate that the perceived and real actions (and inactions) of direct and senior leaders strongly influence membership. The variability of the results over time and locations also confirm that this strong influence is extremely responsive, reflective of memberships’ recent experiences and perceptions.

### AGENCY ENGAGEMENT: ONGOING DISENGAGEMENT DUE TO CLEAR DRIVERS.

Relevant agency-specific questions recorded reductions in positive sentiment since 2020. For example:

- *I am committed to the QPS purpose of ‘Together, we prevent, disrupt, respond and investigate* 73%, down two points from 2020.
- *The new QPS values are at the core of who we are and what we do each and every day* 57%, down three points from 2020.
- *I am optimistic about the future direction of the QPS* 42%, down 13 points from 2020.

The WfQ results also exposed levels of *Agency Engagement* lower than other emergency service providers as presented in Figure A below, except for the Queensland Corrective Services in 2019:



QFES – Queensland Fire and Emergency Services  
 QAS – Queensland Ambulance Service  
 QCS – Queensland Corrective Services  
 Health – Queensland Health

Figure A: Agency Engagement across Emergency Service Provider Agencies

Examining *Agency Engagement* at the unit below the organisation level reveals that in 2020 corporate areas typically recorded positive sentiments well above the average (55%), particularly the Communications, Culture and Engagement Division (69%) and Policy and Performance Division (74%). Table D provides additional information about the range of levels across the then organisational units:

<b>Overall</b>	<b>55%</b>
<b>Southern Queensland</b>	<b>53%</b>
Brisbane Region	54%
Southern Region	55%
South Eastern Region	54%
Road Policing and Reg Supp Cmd	49%
<b>Regional Queensland</b>	<b>56%</b>
Central Region	52%
Northern Region	59%
<b>Crime Counter-Terrorism and Specialist Operations</b>	<b>55%</b>
Intelligence and Covert Services Command	48%
Operations Support Command	60%
Security and Counter-terrorism Command	53%
State Crime Command	58%
<b>Strategy and Corporate Services</b>	<b>62%</b>
Communications, Culture and Engagement	69%
Ethical Standards Command	52%
Legal Division	58%
Organisational Capability Command	61%
People Capability Command	64%
Policy and Performance Division	74%

Table D: *Agency Engagement* across organisational units.

Figure A and Table D confirm that perceptions of *Agency Engagement* as with *Organisational Leadership* varied both over time and across locations. This variability has the potential to impact service delivery and necessitates tailored responses to meet the nuanced findings.

The Commission identified several factors through both quantitative and qualitative results to explain the recorded perceptions of *Agency Engagement*, in particular the reasons it reduced by four points between 2020 (55%) and 2021 (51%), a level seven points below the broader public sector.

The 2021 Highlights Report revealed that the top five drivers of *Agency Engagement* all recorded reductions from 2020:

- *All things considered how satisfied are you with your current job?* 64% (-5)
- *My organisation is well managed* 35% (-5)
- *My organisation is committed to developing its employees* 39% (-4)
- *In my organisation, the leadership is of high quality* 40% (-6)
- *The wellbeing of employees is a priority for my organisation* 36% (-4).

These are considered in greater detail in the next section.

## JOB SATISFACTION: FEELINGS OF BURNOUT AND PRESSURE

Responses to Question 23(b) *I feel burned out by my work* were evenly distributed across the agree (35%); neutral (30%); and disagree (35%) categories. This area experienced a three point reduction in positive sentiment since 2020 and was identified by the WfQ administrators as one the of a ‘key areas for improvement’ in the 2021 Highlights Report. This position was reinforced by comparable results for the statement *I am overloaded with work* (35% agree; 35% remain neutral; and 30% disagreed).

Similarly, members reported a two point reduction in positive sentiment to the statement *I understand how my work contributes to my organisation’s objectives*, while the overarching statement *All things considered, how satisfied are you with your current job?* recorded a five-point reduction in positive sentiment to 64% in 2021.

Collectively this situation reflects an organisational environment that will thwart QPS efforts to build effective practice and lead any necessary reform:

**“The QPS executive regularly states that it is aware of the pressures on the frontline. This is all rhetoric, because they truly have no comprehension at all. The frontline is at breaking point, and it is a miracle that we don’t have more sick leave than the large numbers we already do. Every time there is a vacancy in a specialist unit, they backfill from the front line. Every time a new command or division is created (eg FNMAU or the DV Command) it is ultimately the front line that suffers a depletion in numbers. These units are supposed to address the issues that affect the front line, but they don’t.”**<sup>25</sup>

## ORGANISATIONAL MANAGEMENT: PERCEPTIONS OF INACTION, FAVOURITISM AND NEPOTISM

**“No integrity, no fairness no professionalism and I can’t remember the other ones. So over the favouritism and nepotism here. I’m confused daily about what is expected of me so imagine how the recruits feel. No one is valued unless you are in the circle. ... No leadership no direction ... People are treated in an appalling manner. I am overwhelmed by the rhetoric and blatant disregard for process and integrity. We hear about the importance of leadership and valuing people but this is not practised by any measure. If this is to inform workplace improvements may I suggest a hurry along with the promotions process. May I suggest a clear direction. May I suggest we care for our police. May I suggest we make them feel supported. Nothing has changed since last year or the year before except of course SAP [Service Alignment Program] and VAX [vaccination].”**<sup>26</sup>

Several free-text responses directly attributed their negative sentiment about workplace management to the pervasive influence of senior management, specifically senior management’s ritualism illustrated by tolerance of improper behaviours which are portrayed as ‘unacceptable’ through formal strategies and documents:<sup>27</sup>

**“The Far Northern and Northern Regions are managed by an ongoing culture of nepotism stemming from the Deputy Commissioner’s methods of operation which are based on nothing more than this concept. It is progressively degrading not only the morale of most Senior Officers but the integrity of promotions and the leadership within all three Districts. Officers in relief roles brag about which job**

the executive will appoint them to. Many officers at the level of Snr Sgt are unwilling and openly feel unsupported by management when in relief roles and as a result are unwilling or loathe to take on relieving roles as an IOP [Inspector, Operations Leader] due to the inherent risks should something go awry. The SDRP has been among the greatest debacles of this organisations [sic] restructuring which has been attempted during a pandemic. The engagement with the workplace has been among the worst ever envisaged. This Region needs a total change of command as ingrained and established legacy issues of the current commanders will continue to build and reinforce the shambolic nepotism is in its worst for [sic] as the organisation lurches forward in an unsure and vague direction with grand intentions posed but little technical and credible thought how this can be achieved and will be accurately assessed or evaluated.”

“... the biggest stresses from the job come from QPS mis-management”

“We have a motto in the QPS which is “Our people matter”, it seems in this region that only “some people matter”.

“I would advise to totally disregard the ‘Our People Matter’ program as it is utter rubbish, its [sic] all smoke and mirrors. Its [sic] great for publicity but in reality very little is being done for front line police.”

“PCAP [People Capability Command] is fuelled by negative people mainly because of a lack of transparency in relieving and arrogant level of favouritism by the AC in relieving of commissioned officer positions. Its [sic] a terrible state of affairs. Comments about the areas changed in the restructure are disgraceful ... Really, do we consider this is appropriate if our people matter. Our People do not matter. Its [sic] time for us to stop, refocus, reset, consider the executive and how you are managing us and why people are so angry, not upset but actually really really angry.”

Overall, *Organisational Fairness* remained stable between 2020 and 2021, with 40% expressing positive sentiment; 27% remaining neutral and 33% expressing negative sentiment. This level was four-points below the broader public sector average. Similarly, the 2021 Highlights Report workplace climate index, *Fairness and Trust*, recorded 52% positive sentiment; 26% neutral; and 22% negative sentiment, representing a one-point reduction from 2020 and seven-points lower than the broader public sector.

“...the QPS is currently in turmoil and has lost its direction with what we are about - Stop the Crime and keep the community safe whilst ensuring we are fair and ethical. I would tell them the Sir Robert Peels’ policing principles are being slowly eroded. We are hindered by too much red tape and Commanders who are acting like politicians not leaders. There is currently too much emphasis on internal platforms like social media (Workplace) to give us a false sense of workplace harmony. POLICE WHO ARE BUSY DOING REAL POLICE WORK DONT HAVE TIME TO READ “WORKPLACE” Instead of more resources and funding to do our job (decrease crime) the QPS strategy at the moment is to “reduce reported crime” and “calls for service” by discouraging the public from reporting crime and actually speaking to police. ( ie Service Realignment, SOLVE model) I would tell them that this is not what policing is about. Police are here to serve the public not find ways to shirk responsibility and put up barriers to engaging with the community. I would tell them that this is not the job I joined and that 99% of police officers are good people who just want to keep the Qld Community safe.”<sup>28</sup>

Perceptions of organisational management impact the capacity of senior leaders to build collective support for effective practice and needed reform.

The recent shifts from 2020 and 2021 highlight specific areas which immediately require senior leadership attention, in particular perceptions of compromised integrity and perceptions of widespread favouritism and nepotism. Detailed analysis confirmed that the promotion system and the complaints/discipline system represent critical determinants of widespread perceptions of nepotism and favouritism.

Some of the Working for Queensland responses included:<sup>29</sup>

“An organisation that says one thing and does another. There are regulations and rules in place that seem to be used against you when it suits middle/senior management but when it’s raised against them you become a target.”

“The resume format does not give any relevance to your work history or your training at all. The points are purely from your ability to articulate jobs/performance in the relevant 2 page document. The resume system is incredibly flooded if you can be a skilled and qualified applicant, with similar work history and years of quality performance in an [sic] work unit, yet these are not taken into account anywhere in the marking guide.”

“Management have [sic] favourites who seem to get all the relieving opportunities and courses and the majority of those people get such things off the back of bad work and negative complaints. Management are [sic] afraid to pull people into line or discipline people because they are too afraid of getting a complaint put against them. This means that bad behaviour and bad work continually gets rewarded and almost encouraged as it all gets swept under the rug. Even the people who have had complaints put against them brag about it being swept under the rug ... I have no faith in complaints being handled correctly or taken seriously. ... The well-being and development of staff means nothing unless you’re in the “clique”. There are people in the station who work long and hard days and more than what is required, to not even claim overtime, who continually get treated negatively and hard work goes unrecognised. ... Favouritism is rife through the station and multiple people are of the same belief but don’t want to stand up and say anything about it in fear of repercussions.”

## ORGANISATIONAL LEARNING: LIMITED OPPORTUNITIES AND SUPPORT TO DEVELOP

The 2021 Highlights Report reveals that *Learning and Development* reduced in positive sentiment by two points from 2020 to 48%, a level eight points below the broader public sector.<sup>30</sup> At a more granular level, responses to statements *I am able to access relevant learning and development opportunities* and *Learning and development activities I have completed in the past 12 months have helped to improve my performance* both experience reductions in positive sentiment by one point since 2020 to 52% and 55% respectively.<sup>31</sup> The following responses were received:<sup>32</sup>

“There is also a focus from senior leaders on “running to get to the next job” instead of training our people to do the job properly. Training in the QPS is more about compliance than development and mastery. This is apparent from recruit level. As an organisation, we rely on the junior frontline staff to get the job done as fast as possible, while simultaneously failing to provide them with adequate training to do the tasks professionally. There is a culture within the QPS where training is seen as getting in the way of “actual work.””



“Most of the on road officers only ever see their “leaders” in formal uniform and that’s all they view them as, out of touch and more interested in looking shiny in their fancy uniform, not caring about their operational officers. Training is poor to non-existent.”

“Training future police is clearly not a priority any more [sic]. Just churn em out like a sausage factory and hope for the best.”

“Training is minimal. We are not supplied specific time to upskill or do expected training courses/credits. We are overworked, understaffed and under-resourced and crime continues to increase and the paperwork and triple up’s of administration also increases. Staff in our office are absolutely burnt out, tired and feel they are unable to undertake their investigations well, because of the work demands and the inability to stay on top of it.”

“The jobs you attend are great and the community are generally supportive but your expected to be an expert in everything which is overwhelming. You also have senior officers who have been promoted to their level of incompetence dictating what junior officers should be doing when the junior ones often have more current up to date knowledge on matters due to the training they are forced to do.”

The Commission acknowledges the Police Commissioner’s evidence that COVID has been a disruptive factor impacting the QPS’s capacity to deliver training for its members, and notes the external pressures during COVID and the police role during the pandemic would influence these findings.<sup>33</sup>

Overall, questions under the Performance and Development Workplace Climate Index all reported reductions in positive sentiment. The greatest deterioration was associated with a four-point reduction in positivity to the statement *My organisation is committed to developing its employees*, resulting in 39% in agreement, 28% neutral and 33% in disagreement.<sup>34</sup>

## LEADERSHIP: ACKNOWLEDGEMENTS OF THE NEED FOR QUALITY

Earlier discussions detailed membership concerns about leadership which contributed to reductions in positivity recorded between 2020 and 2021. The following free-text commentary reinforces the membership’s acknowledgement of how critical quality leadership is for their engagement in the workplace.<sup>35</sup>

“There are different work groups, stations, and teams that operate differently. It will depend on the Supervisor/OIC of that particular area that determines what behaviour are allowed or caused. Some teams are so focused on family and friends; others have a popularity contest. This is known and ignored, Juniper was shut down because of the bullying and harassment complaints. Systemic issues are reducing because officers have started to retire. Should you be placed with a great team, than you will love it; be careful [sic] not to get pulled into accepting or participating in sexual conversations, it is not the norm. Great teams have social events, they communicate well and look at helping each other out.”

“The organisation has progressed positively in the last few years. They are committed to helping their members to obtain a healthy work life balance. The promotional process is being improved however there are challenges with development opportunities due to operational pressures

and requirements which does cause dissatisfaction with career development. I would always encourage people to join because the organisation needs more people to help the community and lessen the burden on existing members.”

“We currently have an OIC who is being trialled for the work unit. This member has implemented and improved so many work practices across the entire unit. The member is fair and considerate and without them, the progress of the unit was becoming hindered by the office manager. Not only is the person in the OIC position fantastic for the work unit but having an OIC within the unit structure has been really positive for employees.”

Three additional statements provide an indirect measure of perceptions about effective management: *I have the tools I need to do my job effectively* which reduced by two-points to 63%;<sup>36</sup> *I get the information I need to do my job well* which reduced by three points to 65%;<sup>37</sup> and *My organisation is open to new ideas* which reduced by four points to 42%.<sup>38</sup>

Membership confidence that their complaints would be handled effectively is also reflective of quality management. Levels of positive reaction to the statement *If I raised a complaint, I feel confident that it would be taken seriously* reduced in 2021 by two points from 2020 recording 50% in agreement, 24% remaining neutral and 26% in disagreement.<sup>39</sup>

In 2021, 24% of participants reported witnessing bullying.<sup>40</sup> This question in 2020 combined sexual harassment and bullying into the one question: *During the last 12 months have you witnessed bullying/sexual harassment in your workplace?* and recorded 21% reporting they had witnessed these behaviours.<sup>41</sup> Fifteen per cent experienced bullying in 2021, an increase from 13% from 2020.<sup>42</sup> The results further indicate 67% of these 2021 respondents did not report the bullying, representing an increase from 65% in 2020.<sup>43</sup> Of those who did not report, the five most common reasons given were:<sup>44</sup>

- I did not think any action would be taken (58% compared to 59%)
- It could affect my career (44% compared to 47%)
- I did not think it was worth the hassle of going through the reporting process (39% compared to 39%)
- I did not want to upset the relationships in the workplace (36% compared to 40% in 2020)
- Managers accepted the behaviour (35% compared to 36% in 2022).

In 2021, 5% reported witnessing sexual harassment<sup>45</sup> and 2% reported experiencing sexual harassment, an increase from 1% in 2020. Of these respondents, 78% did not report the sexual harassment, representing an increase from 72% in 2020.<sup>46</sup> Of those who did not report, the five most common reasons given were:

- I did not think any action would be taken (43% compared in 43% in 2020)
- It could affect my career (41% compared to 43% in 2020)
- I did not think it was worth the hassle of going through the reporting process (41% compared to 33% in 2020)
- I did not want to upset relationships in the workplace (37% in both 2021 and 2020)
- I did not think the sexual harassment was serious enough (24% compared to 22% in 2020).



These results demonstrate the benefits of the WfQ results for leadership, delivering nuanced findings to understand the issues and then inform tailored remedial efforts to address them. This notion was reinforced by the Police Commissioner in evidence: “Working for Queensland is an area that I put a lot of faith in getting good results, because a large cohort answers it and people are very honest because it’s confidential”.<sup>47</sup>

The Police Commissioner did accept that “people ... fall through the cracks”.<sup>48</sup> There was also an acceptance during evidence that in light of the number and breadth of submissions received by the Commission that despite improved response rates for the WfQ “there might be a cohort of people who ... might be deeply disappointed by the way the leadership has dealt with the issues of sexism and misogyny”,<sup>49</sup> and “the organisation as a whole does not know the full extent of this problem”.<sup>50</sup>

## WELL-BEING: PERCEPTIONS OF RITUALISM

Overall, factors categorised under *Safety, health and wellness* in the 2021 Highlights Report experienced a two-point reduction from 2020. The spread of the responses is important. The results reveal 47% of members recorded positive sentiment, while approximately one in four either recorded neutral sentiment (27%) or disagreed (25%).<sup>51</sup>

Annual results under this broad category as well as shifts in perceptions since 2020 characterise a workforce flagging significant individual and collective well-being challenges to the leadership. Importantly for leadership, members attribute these well-being concerns to organisational factors.

Statement	Agreed	Neutral	Disagreed	Change since 2020
My work has a negative impact on my health <sup>52</sup>	37%	28%	35%	-2
My work contributes positively to my quality of life <sup>53</sup>	36%	35%	29%	-1
In my organisation, senior leaders clearly consider the wellbeing of employees to be important <sup>54</sup>	37%	26%	37%	-4
The wellbeing of employees is a priority for my organisation <sup>55</sup>	36%	27%	37%	-4
Satisfaction with your work-life balance <sup>56</sup>	57%	21%	22%	-2
Satisfaction with your ability to ‘make a difference’ to the community <sup>57</sup>	57%	25%	18%	-1

Table E: Indicators of well-being

Collectively, the WfQ results make an important contribution to understanding the perceptions of QPS membership about their workplaces and leadership, as well as their confidence in organisational systems and processes. The 2021 findings and analyses of shifts in perceptions reinforce that the membership is particularly responsive to the actions and inactions of its leadership and how authentic they perceive their leadership are against the formal strategies, documents, and messaging they release.

The Police Commissioner confirmed that WfQ results were being considered by the executive:<sup>58</sup>

**“it was uncomfortable, and never in the QPS history have we - prior to that have we bought all the data in front of the executive leadership team to look at what was happening across the organisation. So with that in the CCE, the Communications, Culture and Engagement Command, there is a proactive mechanism that we then in my Commissioner’s performance review - and that I also introduced when I came into the QPS - we look at areas of concern and then proactively send people out to look at those areas of concern and then also use the WAST system for people to come to them to complain about issues.”**

Senior QPS leadership will be continued to be judged on its actions in response to WfQ results, particularly as it promotes its completion in the first place. The 2022 results will be released after this Commission publishes its findings. However, based on the 2021 results and shifts over time, QPS respondents have signaled clear concerns and practical challenges, and frustration with managerial and blanket reform driven from the south-east corner. The membership is calling instead for a clear direction set and reinforced by visible leaders who role model those attributes it claims is the standard for its broader membership.<sup>59</sup>

**“Policing is a great job – interesting with chances to make a real difference. I would not advise someone to join now as the current Executive team have been very effective in demoralizing the workforce through threats of discipline over pretty much everything. I would wait for a change of Commissioner as this one seems intent on being a political puppet rather than supporting her own staff. They also do not seem to understand one size does NOT fit all - constantly trying to push ideas that may work in cities into regional areas where the job is different (I would highly advise someone to get as far from City policing as possible although the QPS seems intent in [sic] ruining country Policing as well).”**

## QPS DFV-Q: A DISCONNECTED MEMBERSHIP AND CYNICISM ABOUT LEADERSHIP <sup>60</sup>

**“Police [need to] take more responsibility in doing what is expected of them. This comes from the leaders who, like some of the staff, show a lack of commitment to get the job done.” <sup>61</sup>**

The combined QPS DFV-Q survey results depict a membership confident in their practice knowledge and technical skills yet disillusioned with leadership’s investment and commitment to policing domestic and family violence; organisational arrangements designed to support them; and public representation of their efforts.

The Nous Group undertook an independent analysis of the results on behalf of the Commission, identifying 12 key themes from the 2022 survey.<sup>62</sup> These are reproduced below supported by direct participant quotes the Nous Group assessed as reflective of each theme (with additional participant quotes included within the Commission’s companion report, *Beyond the Call for Change* (2021).

Theme	Description	Example
1	Frontline officers are feeling pressure and scrutiny from the growing focus placed on DFV and QPS	“Back your staff, police especially frontline police are publicly ridiculed and used as the public forum punching bags too often. Frontline police feel they have no support from senior officers and are hung out to dry all too often for any mistake.” <sup>63</sup>
2	QPS members don’t feel they have the capacity or resources to meet the increasing demands for service	“When you are time and resource poor, you do a much less thorough job. The increased demand and inadequate resources makes our front line police time poor and stretched and under the increased demand pressure to keep going to the next urgent job. This creates an operating environment where shortcuts, rushing or inattention to detail will occur.” <sup>64</sup>
3	Members are attributing their work on DFV as contributing to burn out	“Too much pressure on police to be perfect. We will never be perfect. Its [sic] unfair and we are burnt out dealing with this issue!” <sup>65</sup>
4	There is a desire and readiness to develop a more effective police response to DFV	“At present GD crews are doing their very best to respond to DV incidents in a timely manner. I believe the culture of DV has changed over the 20 plus years I've been an operational officer and all aggrieved are listened to and taken seriously.”
5	QPS' stated level of importance of DFV isn't reinforced by supportive actions and organisational arrangements	“If Police are looking to get a promotion or are writing their resume generally DV jobs are not the ones you are looking to put in your resume. How about we put a little bit more emphasis on DV jobs and applications as being important in Police job applications/resumes and then you might get officers more interested in actually attending these jobs and doing them well.”
6	Members have confidence in their own knowledge to deal with DFV matters effectively, and a desire to continue to learn	“Vulnerable persons training and personnel including support services offers options for attending police. I feel there is sufficient training for officers who work in this area to manage DV. I feel biases of police officers towards DV and vulnerable victims has diminished due to this training.” <sup>66</sup>
7	QPS efforts to support members in their DFV work have not always realised intended benefits	“OLPs [Online Learning Products] do not cut the mustard. I have spoken to many officers who've reported not getting any learning experiences out of OLPs.” <sup>67</sup>
8	Defining why DFV is a priority for policing is required to help members better appreciate their roles and processes	“It's getting too confusing with all the terms and now Police are becoming quasi social workers and psychologists. On top of dealing with mental health call outs Police are not dealing with crime but social issues.” <sup>68</sup>
9	Good work in DFV delivers different outcomes which are not recognised and regarded as much as other police priorities	“Although police attend and conduct the necessary DFV investigations, resulting in whatever outcome, if the aggrieved does not want to make a complaint which is probably 95% of the time due to the conflicting nature with the respondent, he will not be criminally charged on this occasion.” <sup>69</sup>
10	There is a need for strong messaging, transparent communication, and follow-through from leaders	“Senior managers continuously throwing junior officers under the bus when a DV complaint is made. This is totally counter productive. DV complaints will happen..... This is the nature of the job. There's no need to throw junior officers under the bus all the time.” <sup>70</sup>
11	Members would value closer relationships with partners and services (especially after hours)	“QPS is the only agency responding 24/7 and the support that is required is not available after hours from housing to assisting with children involved. Every agency is the first to criticise and point the blame at the QPS but the QPS is doing the best it can in what feels like a losing battle.” <sup>71</sup>
12	There is a greater need for practical and timely advice and support from those with specialist DFV knowledge	“I would suggest that given there is a unit in CIB specifically for investigating property crime there should probably be a similar unit for DV matters that enter into the more serious realms of stalking, financial abuse and assaults. One or two DVLO's in an area isn't nearly enough.” <sup>72</sup>

Table F: DFV-Q Themes.

The Nous Group also identified themes, 13 in total, from the 2018 survey responses.<sup>73</sup> Differences are evident between the 2022 and 2018 themes, particularly improvements in knowledge and practice confidence over the two-year intervening period. The QPS advised the Commission it initiated specific strategies to build knowledge and procedural awareness as well as ‘embed cultural enhancement initiatives’ in response to the 2018 survey results.<sup>74</sup> The Commission also noted the 2022 survey revealed organisational opportunities associated with the membership’s receptiveness to build better relationships with linked agencies and stronger responses to domestic and family violence.<sup>75</sup>

However, the Nous Group’s 2022 thematic assessment exposes at least six persistent concerns stemming from a failure of QPS leadership to invest in addressing the repeated deficiencies and challenges self-reported by its membership. The six persistent concerns the Commission contends reflect QPS leadership failures are categorised as:

**1 AN ENDURING LIMITED APPRECIATION OF THE CRITICAL ROLE INDIVIDUAL POLICE RESPONSES MAKE TO VICTIM SAFETY AND HOLDING PERPETRATORS ACCOUNTABLE.**

2018 Theme 4	2022 Theme 8
It appears difficult for front-line officers to feel like their actions make a difference in reducing DFV	Defining why DFV is a priority for policing is required to help members better appreciate their roles and processes
“Then every DV we go to is so heavily scrutinised for something that is never clear. Both parties are normally always lying. The agg [aggrieved] never does anything to help herself and then we just keep going back.” <sup>76</sup>	“There are overly complicated processes to get people to court, however obviously the outcomes rest with the magistrate. There is no guarantee that high risk DV offender will abide by a piece of paper. There is no evidence to suggest police are reducing DV matters at all.” <sup>77</sup>

**2 PERSISTENT PERCEPTIONS THAT POLICING DOMESTIC AND FAMILY VIOLENCE DISTRACTS POLICE FROM RESPONDING TO OTHER POLICING ISSUES.**

2018 Theme 12	2022 Theme 8
While QPS members report understanding the value of completing paperwork, it is still not seen that attending and managing DFV issues is a good use of policing time.	Defining why DFV is a priority for policing is required to help members better appreciate their roles and processes
“Its [sic] time consuming and pulls us away from other important jobs.” <sup>78</sup>	“It is taking time away from reducing crime (traffic, criminal).” <sup>79</sup>

**3 CONSISTENT REFLECTIONS BY MEMBERS THAT THEIR INDIVIDUAL AND COLLECTIVE EFFORTS GO UNRECOGNISED AND ARE OFTEN CRITICISED.**

2018 Theme 13	2022 Theme 9
Recognition of effective policing of DFV matters could be more focused and overt	Good work in DFV delivers different outcomes which are not recognised and regarded as much as other police priorities.
“When was the last time a commissioned officer fronted the media and said ‘my officers did everything possible to assist the aggrieved.’” <sup>80</sup>	“The great work done by the QPS can be negated by media highlighting failures. The great work done is then lost and it appears the QPS is willing to roll over to the media and not stand up for the troops actually attending the jobs and who have been doing a great job in this space for a very long time. This is making your workforce feel unappreciated when we have been doing the hard yards for years.” <sup>81</sup>

**4 ORGANISATIONAL INTENTIONS DESIGNED TO SUPPORT POLICE TO RESPOND TO DOMESTIC AND FAMILY VIOLENCE HAVE NOT REALISED ACTUAL IMPROVEMENTS.**

2018 Theme 9	2022 Theme 7
More remote regions seen to have less available access to DFV support and resources, both from within the QPS and with other agencies.	QPS efforts to support members in their DFV work have not always realised intended benefits.
“S/Sgt’s to approve ouster/no contact conditions out of hours might be fine in Brisbane and major centres but totally impractical outside these areas.” <sup>82</sup>	“Education of the leadership at the highest level is urgent. Some of the current ‘others’ really do not care less, and reflected this personally to me, for example that the whole concept of a DV Unit was a waste of time and that it was only for officers who wanted to ‘hide’ from real police work. When senior officers are actually saying this out loud, we have a problem.” <sup>83</sup>

**5 IDENTIFIABLE COHORTS ACROSS THE MEMBERSHIP SELF-REPORT CONSISTENTLY HIGHER CHALLENGES AND CONCERNS.**

2018 Theme 6 and 7	2022 Theme 3
Senior Sergeants may not be receiving the support they require from their leaders to effectively set the desired culture in their operational areas. Senior Constables (particularly those who have spent a long time in their role) may not be receiving the support they need to effectively manage DFV matters.	Members are attributing their work on DFV as contributing to burn out (especially Constables and Senior Constables).
“I can’t provide the ‘right’ environment for officers to police DV as it is simply just another one of the plethora of jobs they have to deal with... You also ask if I as a supervisor praise my staff for doing a DV job well -that is their job, just like a break and enter or a stabbing or whatever. Knock over the DV job properly and move on to the next one.” <sup>84</sup>	“Officers are completely burnt out and now are so desensitised to DV it is only investigated properly out of fear for their job.” <sup>86</sup>
“The way the legislation is set out is not clear and concise which is confusing for front-line officers.” <sup>85</sup>	2022 Survey responses indicated 77.5% of constables and 68.7% of senior constables recorded the highest agreement with the statement: I feel burnt out by the amount of DFV calls for service I am required to attend compared to the overall agreement rating of 52.7%. <sup>87</sup>

**6 LEADERSHIP MESSAGING ABOUT DOMESTIC AND FAMILY VIOLENCE IS INCONSISTENT AND FAILS TO REACH OR IMPACT ACROSS ALL LEVELS OF THE MEMBERSHIP, CREATING CONFUSION AND CYNICISM.**

2018 Theme 5	2022 Theme 10
<p>Key messaging and role modelling around DFV may not be flowing down from commissioned officers to front-line officers.</p>	<p>There is a need for strong messaging, transparent communication, and follow-through from leaders.</p>
<p>“QPS leaders might say they are committed to improving QPS responses in this area but they are not listening to front-line officers who are inundated with competing priorities and under so much stress to manage calls for service.”<sup>88</sup></p>	<p>“There seems this unrealistic expectation from senior leaders above station level that a DV incident including completing any relevant paperwork can be knocked over rather quickly. This is not the case. GDs are scrutinised over all paperwork yet GDs are time poor and have the constant pressure to get back out on the road. Senior leaders show zero support for GDs who are dealing with DVs day in and day out, only criticism.”<sup>89</sup></p> <p>Over 1 in 2 members (55.9%) reported that senior leaders send a positive message about the importance of eliminating DFV across QLD. However, close to 1 in 4 (23.5%) were unsure and a further 17.1% disagreed that they receive this positive messaging.<sup>90</sup></p>

The Nous Group provided the Commission with a new analysis of the 2022 survey results. This analysis revealed the five questions most positively rated and the five most negatively rated from the survey.<sup>91</sup>

The top five positive responses relate to participant perceptions about their level of technical proficiency to apply legislation, undertake computer checks and complete requisite paperwork as well as their empathy and understanding of the vulnerability of identifiable groups: “all centre on QPS members’ knowledge, skills and confidence regarding managing DFV matters”.<sup>92</sup>

These positive response categories, including a question about receiving sufficient training over the past two years (Q7) also represent the greatest increases in positive sentiment since 2018. Collectively, these results support QPS advice to the Commission that it has focused on technical skills since 2018.

The top five negative sentiments echo previous concerns raised and communicated to the QPS in 2018. These relate to issues within the direct purview of organisational leadership, for example, the allocation of resources and personnel, acknowledgement of the work of police and clarification of the roles and responsibilities of police and other stakeholders: “the items ... focus on the organisational and external pressures felt by police and the role of police in responding to DFV matters”.<sup>93</sup>

These negative response categories, including an additional area related to member perceptions about the ease of accessing specialist support (Q13 and Q12) also recorded the greatest increase in negative sentiment since 2018. The Commission reasserts these negative assessments previously highlighted in 2018 reflect areas which leadership holds a capacity to influence or change.

Closer scrutiny of the combined survey results provides practical evidence to confirm three key findings presented to the Commission via other means, including interviews, survey responses, evidence and submissions:<sup>94</sup>

1. Leadership represents a pervasive and quantifiable influence on policing domestic and family violence and culture by shaping membership’s experiences, perceptions and attitudes through direct and indirect action and inaction.
2. Key middle management and operational positions that guide and deliver policing responses to domestic and family violence are self-reporting they feel pressured and unsupported.

3. Members feel disconnected and vulnerable, feeling under attack from the community they serve and abandoned by organisational leadership.

Each of these three critical areas are discussed in detail below with reference to the combined survey results.

**LEADERSHIP COMMITMENT: THE KEY CULTURAL LEVER**

**“So, the QPS is going to eliminate DV in Qld!!! What a bold and totally unrealistic expectation. I thought our senior management were out of touch with reality but this statement says it all. Are the QPS also going to stop murders, assaults, robberies, road rage and criminals in general???? Senior management need to stop trying to appease the media and politicians who dream of a perfect society. Can someone in senior management grow some balls and say it how it is, instead of being politically correct? DV will never be eliminated so long as humans have emotions such as anger, hate and spite! Instead of formulating completely unrealistic goals, how about we change the way we handle DV. As above, no more dv detentions or apps. Like in America, if Police attend a DV incident the offending party is arrested for domestic battery and remains in custody until they face a judge the following day to deal with the matter. No more DV apps, DV orders to serve, statements of service...bla bla bla, the list goes on. The ship is sinking and the QPS are trying to stop the inevitable. It seems the QPS are trying to combat this issue on the run and implement anything that sounds good but makes no operational sense. Surely there’s a police force in the world that has a better and more effective system than ours????”<sup>95</sup>**

The Nous Group identified in its analysis:<sup>96</sup>

**“[t]here is a sense that leaders could more actively communicate outcomes and actions QPS is taking to address members’ concerns. This demonstration of follow-through will help to motivate the broader workforce. There appears to be a sense of messaging fatigue and cynicism towards assurances around improvements.”**

More than one in two members (55.9%) reported that senior leaders send a positive message about the importance of eliminating DFV across QLD. However, close to one in four (23.5%) were unsure and a further 17.1% disagreed that they receive this positive messaging.<sup>97</sup>

The Commission has assessed that many of the issues raised across both surveys are symptomatic of a broader problem with leadership in the QPS, namely its failure to:



- invest in the necessary mechanisms to support policing responses
- hear the (repeated) concerns of its membership about the challenges they face when delivering policing responses
- articulate its priorities for policing domestic and family violence
- advocate across linked agencies to enhance cooperative arrangements for police when responding to domestic and family violence.

At a structural level, the QPS membership has clearly signalled these failures to its leadership, expressing dissatisfaction with how it has built the organisation's capability and capacity to respond to domestic and family violence. The Commission formed this position after examining the QPS DFV-Q 2018 survey analysis provided to the QPS. The 2022 survey confirmed this position.

The 2018 analysis revealed both a level of frustration with how the QPS had, at that time, allocated resourcing to support policing responses to domestic and family violence: *QPS members across the operational regions feel like DFV resources are not currently organised in a way that supports the most effective front-line DFV response;* and a degree of optimism about the potential for specialist resources to build individual and collective capability and capacity: *QPS members across the operational regions are looking to capitalise on DFV expertise from QPS members with specialist DFV knowledge.*<sup>98</sup> QPS DFV-Q 2018 survey respondents requested more access to these specialists: "More DVLO's in districts to offer assistance, with a consideration to even covering 16 hr shifts."<sup>99</sup>

Despite initiating the 2018 survey to seek membership views to inform its reform agenda,<sup>100</sup> the QPS failed to act on this critical feedback. Leadership's failure to heed these 2018 concerns and support those who translate their priorities into practice resulted in 2022 reports of disconnection from the strategic direction, burnout and cynicism about the organisation: "[f]or Senior Leadership, including the Commissioner, to state our goal is to 'eliminate DFV' sounds juvenile and impossible".<sup>101</sup>

The 2022 results repeated membership criticism about organisational resourcing decisions with "4 in 5 (79.4%) respondents reporting the balance of resources is not working well".<sup>102</sup> Responses to Question 12: *DFVCs and DVLOs provide guidance and influence my work in responding to DFV*, depict a deterioration in membership sentiments, with negative responses increasing from 26.8% in 2018 to 43.1% in 2022.<sup>103</sup>

Deterioration in sentiment is widespread as five out of the seven regions recorded negative responses at or above 50% (the regional average for 2022 was 53.9% as compared to 31.0% in 2018). The potential implications for police service delivery is also apparent. The proportion of general duties officers who disagreed with the statement increased 28.1% from 31.2% in 2018 to 59.3%, while Inspectors who are less involved in delivering policing services were most likely to agree that DFVCs and DVLOs influence their work (45.2%).<sup>104</sup> This difference also reinforces membership free-text responses that senior leaders are disconnected from the operational realities of policing domestic and family violence:

**"There needs to be more accountability of DVLOS, More support for DFVCs who are often pulled from different directions from district line managers and further, there needs to be more support for support agencies.**

**Senior officers / Leaders need to identify when their staff are not managing and burnt out and there needs to be face to face learning opportunities for staff".**<sup>105</sup>

"One or two DVLO's in an area isn't nearly enough. To make an example, have a look at the size of our traffic branch then consider that at the more serious end of the spectrum DV results in quite serious criminal offences being committed with victims and witnesses suffering a unique set of pressures. Why do we not have that many officers dedicated to dealing with a problem that takes up a far more significant percentage of time and can lead to extremely serious consequences?"<sup>106</sup>

Concerns about the limited organisational commitment given to the specialist resources the leadership publicised would assist policing responses were also evident:

**"When I agreed to take on the DVLO role I was shocked that there is no standardised training that all DVLOs undertake, and the haphazard approach to district running of this highly important ant [sic] government and QPS priority left me stunned."**<sup>107</sup>

"The DFV command need more staff and resources to do the job well."<sup>108</sup>

**"DVLO's/VPU's are far removed from the every day responses to DV."**<sup>109</sup>

"The VPU is creating more work for general duties, not relieving pressure or providing support. The VPU should be INVESTIGATING and ACTIONING DV matters, not initiating contact and then passing the work down to generals."<sup>110</sup>

The Commission appreciates that despite leadership failing to act on the 2018 feedback, the QPS membership continued to express positivity for improvement in the 2022 survey, providing clear messaging about what is needed to enhance outcomes for Queenslanders:

**"More training including ongoing regular training to all officers and staff involved in DFV. NOT JUST OLP's. More responsibility and onus on agencies to do what they can in DFV situations. QPS to appreciate and retain staff/officers in specialist [DFV] roles."**<sup>111</sup>

"Management to follow up on concerns raised and take action higher up the chain when teams/individuals are struggling with workload or have HR issues/MH concerns etc. Multi-agency hubs."<sup>112</sup>

The 2022 survey results suggest that QPS members see the benefit of 24/7 support services, with two in three (67.1%) agreeing or strongly agreeing that this level of service will improve outcomes for those involved in domestic and family violence. This positive sentiment was higher for general duties officers (68.2%) and those who occupy specialist positions (78.0%).<sup>113</sup>

Further, respondents acknowledged the importance of engaging with other agencies across the domestic and family violence response ecosystem as particularly important for protecting victims, victim-survivors and impacted third parties such as children as well as holding perpetrators to account:

**"Other government agencies really need to move to a 24/7 model and undertake the roles and responsibilities needed to support both aggrieved and respondent persons. Police are trying to do all of these roles and are overwhelmed, burning out and desperate for change. They are so swamped with DFV related jobs we are failing people unintentionally."**<sup>114</sup>

“More assistance from support agencies to assist in managing aggrieveds, particularly when they become hostile and unwilling to cooperate with Police. This does not mean exerting any sort of pressure to cooperate but rather provide more concentrated ongoing support in relation to recognising their status as an aggrieved and utilising support services to exit relationships that perpetuate domestic violence and victimisation”.<sup>115</sup>

The Commission highlights this positivity for the QPS leadership as acting on repeated requests to advocate for assistance for their membership across the linked service sectors is within their responsibility.

The 2018 and 2022 survey results provide a clear indication that QPS leadership has not authentically delivered on its intentions to support the membership apart from a focus on technical skills development.

The identifiable difference between what the QPS proposed and the lived experience of those who deliver policing responses to domestic and family violence has culminated in a culture of resentment and cynicism towards the organisation and its leadership:

“There is a massive disconnect between senior management and what is actually occurring.”<sup>116</sup>

## MIDDLE MANAGEMENT: DISILLUSIONED INFLUENCERS

“Red tape is rather high. I can arrest, charge, deprive someone of their liberties but to tell some bloke to stop bashing his missus I need a sergeant’s authorisation. The sergeants and senior sergeants deal with so many PPN requests their approval is almost automatic and so largely redundant. It take [sic] time from the crews and creates interruptions for the senior officers dealing with phone calls.”<sup>117</sup>

The Commission has been told that certain ranks are particularly influential in shaping how policing services are delivered at a local level.<sup>118</sup> These ranks are constables (with extended tenure), senior constables, sergeants, and senior sergeants. These positions formally and informally guide and deliver policing services directly to Queensland communities. The Commission has also been told these ranks assume critical roles for translating organisational priorities set by senior leaders into practice in the field.<sup>119</sup>

The surveys reveal that these ranks accepted as critical to the field report lower levels of confidence in their skills and knowledge than those they supervise<sup>120</sup> as well as greater scepticism<sup>121</sup> about their capacity to reduce domestic and family violence. Even those members who occupy specialist domestic and family violence roles recorded a deterioration in their belief that what they do in their roles makes a difference in reducing associated harms (from 80.4% in 2018 to 70.7% in 2022).<sup>122</sup>

The 2022 survey revealed nine in ten (90.3%) respondents agreed that pressures on police who respond to domestic and family violence were increasing. However, constables (96.5%), senior constables (93.2%), sergeants (94.5%) and senior sergeants (95.1%) recorded perceptions about increasing pressures above this average response:

“I see the weight of front line police’s increasing DV responsibilities eroding their mental health, faith in the QPS executive and dedication to duty. Our workload in the DV space is always increasing, however the frontline police I work with have always dove head on into the challenges in their own unique way. The reason everything

falls to the grunts in general duties is because we make it work because no one else will step up. This is what is truly working well, frontline police are always trying to work with what we are given, which is always the barest minimum of support from the QPS as an organisation.”<sup>123</sup>

Senior leaders who are not as directly exposed to these pressures recorded responses comparative to the average response (90.6% of commissioned officers and 89.3% of inspectors):

“There seems this unrealistic expectation from senior leaders above station level that a DV incident including completing any relevant paperwork can be knocked over rather quickly. This is not the case. GDs are scrutinised over all paperwork yet GDs are time poor and have the constant pressure to get back out on the road. Senior leaders show zero support for GDs who are dealing with DVs day in and day out, only criticism.”<sup>124</sup>

These field-critical roles record greater disagreement than those they manage<sup>125</sup> with the statement: *My colleagues take the time to analyse the underlying issues of the DFV incident to take a holistic view*,<sup>126</sup> with respondents identifying this as an area of stress and in need of improvement:

“Providing basic protection to victims of domestic violence is an extremely complex process. These processes take a considerable amount of time tying up crews who are constantly pushed by communications to attend the next DV”.<sup>127</sup>

“Do you have all day? This is obviously a challenging one. We have an environment where officers get frustrated. Frustrated that the aggrieved might stay in the relationship and to many officers that just means work for them (as they simply do not get it). Frustrated that she stays and gets hurt again and yet fights the police when they intervene. Again they just don’t get it so they think why bother helping her if she doesn’t help herself. Frustrated that the job takes time and yet the pressures are still there to hurry up and get it done and get to the next job. We have a terrible culture of forcing officers to get to the next job rather than doing one at a time well. DV is no different. I’m not sure that many police will change and understand root causes of DV nor why victims stay or any of the other risks when the pressures remain and dinosaurs in the job teach others to become dinosaurs so to speak. DV is not sexy until it becomes a homicide. That sounds awful but a DV is general duties rubbish and a homicide is detective work. We need a holistic response but we need to educate everyone differently at the start and then try to weed out the negative supervisors who do not provide support to their officers to deal with DV efficiently and effectively”.<sup>128</sup>

“I think there is also a culture problem of police wanting to ‘cover their asses’ and applying for orders when it’s really not warranted. Everyone is scared of getting crucified for not doing enough if an aggrieved turns up dead, but this leads to DV orders being applied for in situations where it doesn’t need to happen and where it causes more harm than good.”<sup>129</sup>

“I often feel disheartened to see messages from the referral system saying that referral services have been unable to contact involved parties and therefore no further follow up will be conducted”.<sup>130</sup>

The 2022 survey also revealed that confidence in managing and responding to domestic and family violence matters effectively reduced as tenure (time as a police officer) increased. Field management positions of senior sergeants

(53.9%), sergeants (53.5%), senior constables (57.8%), recorded less confidence in their ability to manage and respond to domestic and family violence matters effectively than those they manage including constables (70.8%) and first-year constables (75.1%).

The Commission contends that these survey results describe an operational policing context that is concerning for the QPS and its capacity and capability to effectively respond to domestic and family violence calls for service, particularly when considered in conjunction with the responses below.

In response to: Question 3 *I feel confident in my knowledge of legislation, powers, policies and procedures relating to DFV:*<sup>131</sup>

- Overall improvements were recorded from 67.0% feeling confident in 2022 as compared to 52.8% in 2018, although inconsistent responses are identifiable across groups within the membership.
- Positive sentiment indicating ‘confidence’ reduced as tenure (time as a police officer) increased.
- Positive sentiment also reduced as rank increased with senior constables, sergeants, and senior sergeants self-reporting lower confidence than constables and first year constables.

Question 5: *I have the skills and knowledge to deal with DFV matters effectively*<sup>132</sup>

- Overall improvements were recorded since 2018, although inconsistent responses are identifiable across groups of the membership.
- Positive sentiment reduced as rank increased, as it did in 2018.
- In response to the related Question 7: *I have received sufficient training on procedures related to DFV in the last 2 years*, 43.3% of senior constables disagreed compared to 35.4% overall, a situation comparable to 2018 (45.4%).
- Constables, senior constables, sergeants, and senior sergeants all recorded higher than average requests for additional training in areas critical for effective field practice such as: completing affidavits; DFV paperwork and procedures; DFV policy and legislation; standards of proof; and the protective assessment framework.

Question 6: *Those around me have the skills and knowledge to deal with DFV matters effectively*<sup>133</sup>

- Overall both slight increases and decreases in sentiment were noted since 2018 (overall reductions were recorded in the neutral response category).
- Senior constables recorded the highest proportion of negative responses (19.0%) as compared to the broader membership (10.3%).

The surveys also map significant growth in disillusionment among the QPS membership about organisational resourcing decisions, with negative sentiment increasing from 39.4% in 2018 to 61.1% in 2022 in response to Question 11: *QPS has appropriately balanced its resources and personnel to respond to DFV matters.*<sup>134</sup>

Positions delivering policing services to Queensland’s communities as well as those occupying specialist domestic and family violence positions recorded the highest levels of disagreement with Question 11, well above the elevated average response (61.1%). For example, 73.9% of general duties officers (a 17.5% increase from 2018) and

85.4% of specialist domestic and family violence positions (a 20.2% increase from 2018) disagreed that the QPS had appropriately balanced its resources and personnel: “More resources need to be allocated specifically for DV first response and initial investigation. First response officers (general duties) simply do not have the time to increase their workload in investigating DV without more officers to do this”.<sup>135</sup>

Critical field positions also recorded higher than average disagreement with Question 11: senior constables (73.3%); sergeants (67.1%); and constables (66.9%).

In a related question, *I feel overwhelmed when working out what action to take on DFV calls for service because the matters are so complex* (Question 9),<sup>136</sup> general duties officers (43.2%) and senior constables (42.9%) self-reported the highest positive response, meaning they felt more overwhelmed than the broader membership (34.6%).

Collectively the responses from these field-critical ranks to the surveys as well as associated changes over time reinforce the Commission’s concerns for the QPS and its efforts to deliver effective responses to domestic and family violence.

These findings reflect a broader issue of concern for the QPS, its membership, and Queenslanders who call police for assistance in response to domestic and family violence. That is, the failure of its leadership to address the findings of the 2018 survey has perpetuated disproportionate impacts for ranks critical to delivering and guiding policing responses to domestic and family violence. Actions the QPS initiated following the 2018 survey appear to have been generically applied across the organisation. This universal, ‘one approach fits all’ approach failed to recognise identifiable differences highlighted by the 2018 survey, including specific needs and requests for support by those ranks critical to how policing services are delivered to the people of Queensland.

## DISCONNECTED MEMBERSHIP: PERCEPTIONS OF WIDESPREAD CRITICISM AND ISOLATION

**“The QPS have created a convoluted DV system that places all the risk onto the overworked, time poor and undertrained general duties officer. Senior management pretend that they have an understanding of how to respond to a DV job, however they are so far removed that they do not have the first clue. Commissioned officers have no idea of the time consuming processes and paperwork that is required, especially when matters go to full brief. The QPS can’t even respond adequately to protect their own employees from DV, Commissioned officers just want nothing to do with any risk and are quite happy to blame and punish junior staff who make mistakes.”<sup>137</sup>**

The Commission is concerned about survey findings indicating a perception that the community and organisational leadership does not support police efforts:

**“The ongoing criticism of how we handle DV is causing morale to plummet as front line police feel the senior management are not supporting them”<sup>138</sup>**

**“Engaging with the community to have support for officers as it appears management don’t support them”**

**“Police officers are doing everything we can, however receive no praise only all of the blame when something goes wrong”<sup>139</sup>**



**“More praise when officers do good work at DV incidents as it seems good work goes un-noticed but mistakes are heavily scrutinised”.**<sup>140</sup>

The potential for such perceptions to derail efforts to build and sustain efficacy in policing responses to domestic and family violence is significant.

This conclusion is reinforced by the responses to Question 30: *Mistakes made in DFV matters are treated as learning opportunities* in 2018, 2022 and changes over time.<sup>141</sup> While the rate of agreement was consistent from 2018 (28.8%) to 2022 (25.0%), disagreement rates rose from a one in four (26.1%) in 2018 to two in five (39.4%) in 2022. Almost half general duties officers (48.4%) disagreed while only 26.2% agreed that mistakes are treated as opportunities. The highest levels of disagreement were recorded for senior constables (50.3%), constables (46.4%) and sergeants (41.3%) all self-reporting rates above the average (39.4%).

While the membership acknowledges that the QPS values effective responses to domestic and family violence (61.4% in 2018 and 64.1% in 2022), negative sentiment increased in 2022 (from 11.0% in 2018 to 14.7%). Additionally, this global appreciation does not appear to have translated into individual level recognition. The 2022 survey reflective of the 2018 results revealed 29.0% of the membership agreed that their supervisor praised good work in response to domestic and family violence matters, while 25.2% disagreed that good work was acknowledged by their supervisor and the remaining 26.1% recorded a neutral response:

**“It is uncommon to get any praise for ‘doing your job’ from superiors re dv, or any for that matter simply adding to the burnout of doing DV everyday.”**<sup>143</sup>

Constables (35.2%) and senior constables (36.8%) recorded above average negative responses to this question.

Feeling unappreciated extended to the community. In response to Question 32: *The community understands and appreciates the work police officers do in responding to DFV*, 59.8% of the membership felt the community does not understand or appreciate the work of police in responding to domestic and family violence. Constables (71.3%), senior constables (68.2%) and general duties officers (68.6%) more broadly disagreed at rates much greater than the average:<sup>144</sup>

**“Support from the community and magistrates would be nice. It feels like I’m am [sic] leaning more toward taking out an order to protect my employment rather than protect the aggrieved”.**<sup>145</sup>

**“Its [sic] difficult to answer what’s going well, because the constant narrative, from media, the community and supervisors, is about what is not being done well. I still believe that most Police turn up to DV jobs to do their best, but quite clearly are not meeting the expectations of the aforementioned parties”.**<sup>146</sup>

The QPS requested an additional question for the 2022 survey, asking members to respond to the statement: *I have received favourable comments from the community for my responses to DFV* (Question 33). This received a mixed response with 30.2% disagreeing with the statement, 25.0% agreeing and a further 23.3% remaining neutral. However, 42.8% of general duties, 46.6% of constables and 37.4% of senior constables all reported higher levels of disagreement:

**“QPS need to educate the public/community on our side of DV (also realistic expectations).”**<sup>147</sup>

The Commission contends the QPS leadership must immediately counter these perceptions using indicators which confirm that Queensland’s community supports its police, and has for some time, at levels above other Australian jurisdictions and the national average.<sup>148</sup> National-level reporting<sup>149</sup> confirms Queensland consistently records general community satisfaction levels with police above the national average (82.4% versus 80.7%). Those community members who have had contact with police over the previous 12 months also report satisfaction levels with police above the national average (82.5% versus 81.9%).

The 2018 and 2022 surveys reveal an additional area requiring immediate attention by the QPS given its relevance to delivering effective responses to domestic and family violence. Question 15: *Roles and responsibilities between QPS and other agencies/service providers are clear in responding to DFV* recorded greater disagreement in 2022 (54.4%) than 2018 (31.5%).<sup>150</sup> Of significance is the 10.1% reduction in those who responded in agreement across the two surveys (26.9% in 2018 to 16.8% in 2022). Urgency is emphasised as negative sentiment was noticeably higher in the general duties group (65.1%), constables (59.4%), senior constables (63.6%), sergeants (61.4%) and senior sergeants (57.2%) which deliver policing responses:<sup>151</sup>

**“Our role in DV should be to protect the aggrieved, attending jobs where we can separate the parties and take the ‘bad guy’ respondent away. Then both parties should be taken to separate location for DV experts, not police but psychologists or the like, can provide them the advice/guidance and paperwork required”**

**“Why does the QPS take on all responsibility for matters that are cultural and often fall outside the scope of our responsibility. We are trying to do too much and be across too much, agreed we have fallen short in some areas but why is it just us at fault?”**

The QPS must not permit perceptions that Queensland’s community does not appreciate police responses to domestic and family violence, feelings of isolation and criticism from organisational leadership and confusion over the roles and responsibilities of the QPS and other agencies when responding to domestic and family violence to persist.

Failure to urgently address these issues will continue to undermine the efficacy of current and future responses to domestic and family violence, and risk any attempts at practice improvement to be viewed as a further demonstration of excess criticism.



# APPENDIX G

## A jurisdictional scan of complaints handling and discipline processes

	QLD	NSW	VIC	SA	TAS	WA	NT	ACT/ CTH	NEW ZEALAND	ENGLAND & WALES	SCOTLAND	NORTHERN IRELAND
<b>INTEGRITY &amp; OVERSIGHT MODELS</b>												
Internal affairs	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗
Civilian review	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✗
Civilian control	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗	✓
<b>COMMISSIONER'S POWERS</b>												
Power to suspend sanctions	✓	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗	✗
Loss-of-confidence dismissal	✗ <sup>152</sup>	✓ <sup>153</sup>	✗ <sup>154</sup>	✗ <sup>155</sup>	✗ <sup>156</sup>	✓ <sup>157</sup>	✓ <sup>158</sup>	✗ <sup>159</sup>	✗ <sup>160</sup>	✗	✗	✗ <sup>161</sup>
<b>OVERSIGHT BODY FEATURES</b>												
Use of seconded police from service investigated	✓	✗	✓	✓	✓	✓	✗	✓	✓	✗	✗	✗
Facilitates independent mediation	✗	✓	✓	✗	✗	✗	✓	✓	✓	✗	✗	✓
Is specific to law – enforcement & police	✗	✓	✗	✗	✗	✗	✗	✓	✓	✓	✓	✓

### A JURISDICTION-BY-JURISDICTION EXAMINATION OF AUSTRALIA'S POLICE INTEGRITY STRUCTURES

#### New South Wales

Complaints against members of the New South Wales Police Force (NSWPF) are overseen by the New South Wales Law Enforcement Conduct Commission (LECC). The LECC was established in 2017 following an independent Review of Police Oversight conducted by Andrew Tink AM.

The LECC functions as a permanent, independent investigative commission to oversee both the NSWPF and the New South Wales Crime Commission (NSWCC). The LECC is a hybrid of the Civilian Control and Civilian Review oversight models: whilst it is empowered to conduct independent investigations of allegations of 'serious misconduct', complaints that don't meet that threshold are referred to the NSWPF for internal handling with oversight and monitoring by the LECC.

The LECC can conduct several 'levels' of investigation. For example, in 2021, the LECC conducted 125 investigations of police, of which 47 were 'Preliminary Inquiries' only, 35 were 'Preliminary Investigations' and 43 were 'Full Investigations'. Following an investigation, the LECC may recommend that the New South Wales Director of Public Prosecutions' (NSWODPP) advice be sought on whether a criminal prosecution should be brought, or that disciplinary action taken by police. However, it is ultimately the decision of the NSWODPP and the NSWPF to commence criminal proceedings or disciplinary proceedings respectively.

In 2021, the LECC had a staff of 109, comprising both civilian and police investigators. The LECC has a policy that it does not employ serving or former NSWPF or NSWCC officers, and instead draws its police investigators from other Australian and international jurisdictions.

## A JURISDICTION-BY-JURISDICTION EXAMINATION OF AUSTRALIA'S POLICE INTEGRITY STRUCTURES

### Victoria

Complaints about Victoria Police (VICPOL) can be made to VICPOL's Professional Standards Command, the Independent Broad-based Anti-Corruption Commission (IBAC), or, where the complaint is about discrimination, the Victorian Equal Opportunity and Human Rights Commission (VEOHRC) or the Australian Human Rights Commission (AHRC).

The IBAC is an independent agency tasked with preventing and investigating corruption within the public sector, and misconduct in VICPOL. IBAC has the power to receive, investigate, refer and oversee complaints relating to police misconduct, and to attempt to resolve complaints about VICPOL members by mediation or conciliation. However, in practice most police complaints are referred to VICPOL's Professional Standards Command for internal handling.

### South Australia

Prior to 2017, all complaints about police were handled by the South Australian Police Ombudsman. However, that office was abolished after the Independent Commissioner Against Corruption (ICAC) found there were too many agencies with overlapping powers.

Police complaints are now handled under a three-tier system:

1. Police complaints can be made directly to South Australia Police (SAPOL). SAPOL maintains an Internal Investigations Section (IIS) responsible for investigating and handling complaints. SAPOL is empowered to resolve complaints by conciliation or mediation.
2. Complaints about police are overseen by the Office for Public Integrity (OPI), an independent agency responsible for receiving, assessing and overseeing the handling of complaints about corruption, misconduct and maladministration. The OPI has the power to direct the IIS about how it investigates or handles a complaint.
3. Where a police complaint involves a particularly serious allegation of corruption, the OPI may refer the complaint to the ICAC for independent investigation. The ICAC employs seconded police officers, and handles only the most serious allegations of corruption, and otherwise focusses on reviewing and evaluating the policies, practices and procedures of public agencies with a view to preventing corruption. The ICAC is also responsible for publishing an annual report on disciplinary sanctions imposed in response to police complaints.

### Tasmania

Complaints about Tasmania Police can be made directly to police, to the Ombudsman, or to the Integrity Commission Tasmania (ICT). The Ombudsman has power to review only the administrative actions of public entities. The ICT, established in 2009, has a broader remit to prevent, monitor and investigate potential corruption within the public sector.

Complaints submitted to Tasmania Police are handed by the Professional Standards team in accordance with 'Abacus', the Tasmanian Police Commissioner's Directions for Conduct & Complaint Management and Compliance Review. Abacus is a comprehensive and publicly accessible guide to the Tasmania Police's code of conduct and complaints handling process. Under that guide, Tasmania Police may resolve complaints informally, including through conciliation conferences. Tasmania Police must notify the ICT of any matter involving reasonable suspicion of serious misconduct, or of any complaint of any type made against a commissioned officer. 'Serious misconduct' means conduct that could result in a public servant losing their job or being charged with a criminal offence.

When a complaint is made or referred to the ICT, it may decide to refer the complaint back to the agency from which the complaint originated for internal handling with oversight from the ICT, investigate the matter internally or take no further action.

## A JURISDICTION-BY-JURISDICTION EXAMINATION OF AUSTRALIA'S POLICE INTEGRITY STRUCTURES

### Western Australia

Complaints relating to the Western Australia Police Force (WAPF) can be made directly to the WAPF to be handled by its internal Police Conduct Investigation Unit (PCIU), or to the Western Australia Crime and Corruption Commission (WACCC), which investigates corruption across the Western Australian public sector, and assists the WAPF in combatting organised crime.

Complaints received by the WAPF about service delivery, or that do not involve a breach of discipline or misconduct, may be resolved informally by way of explanation. If a complaint relates to a more serious matter, it may proceed by way of formal investigation, which could result in one of four outcomes:

- sustained
- not sustained
- unfounded or
- exonerated (did occur but was justified/lawful).

A sustained complaint may lead to remedial management guidance under the WAPF Managerial Intervention Model, disciplinary action under the WAPD Regulations, a criminal charge, dismissal or other action as a result of the Police Commissioner's loss of confidence, or policy and procedural change.

All allegations of police misconduct about a sworn officer or staff member of the WAPF must be reported to the WACCC. In 2020/21, police complaints accounted for over half of all complaints received by the WACCC. The WACCC may determine that these complaints be handled by way of:

- investigation by the WACCC
- joint investigation by the WACCC and another agency
- referral back to the agency of origin to be handled with or without oversight from the WACCC or
- taking no further action.

The WACCC publishes reports on select investigations, as well as statistics on the complaints it receives and how they are handled.

### Northern Territory

Complaints about the Northern Territory Police Force (NTPF) can be made to the Northern Territory Police, Fire & Emergency Services' Professional Standards Command, or the Office of the Ombudsman. The Ombudsman and the NTPF must keep each other informed when a complaint is made to either entity. Depending upon the seriousness of the complaint, it may be handled by the NTPF or the Ombudsman.

Ordinarily, complaints to the Ombudsman must be made within 12 months of the conduct complained of. Further, the *Police Administration Act 1978* (NT) requires that any prosecution against a member of the NTPF for a breach of that Act must be commenced within two months of the incident complained of, and any action for breach of discipline must be commenced within six months of the incident complained of, unless approved by a magistrate.

### Australian Capital Territory (ACT) & Commonwealth

ACT Policing is a division of the Australian Federal Police (AFP). In the first instance, complaints about a member of ACT Policing or the AFP can be made to the AFP's Professional Standards division, which is responsible for internally investigating complaints. Minor complaints are delegated to managers within the workplace to be resolved, and more serious matters are investigated by the Professional Standards team. The Australian Commission for Law Enforcement Integrity (ACLEI) oversees the handling of all complaints.

The ACLEI is responsible for investigating allegations of corruption involving current and former staff members of specific federal departments, including the AFP, Australian Tax Office, Department of Home Affairs, Department of Agriculture, Fisheries and Forestry. It may decide to handle allegations of corruption in one of five ways:

- investigating the matter itself
- investigating the matter jointly with another agency
- referring the matter to another agency for internal investigation
- referring the matter to a third-party agency for investigation or
- taking no further action.

If a person is not satisfied with the way the AFP has handled their complaint, they may be able to refer the matter to the Commonwealth Ombudsman. The Commonwealth Ombudsman is responsible for overseeing a variety of industry sectors, public functions and federal government agencies, including private health insurance, the postal industry, the Defence Force and the AFP. The Commonwealth Ombudsman has jurisdiction to investigate the actions of AFP members, as well as to examine their policies, practices and procedures at the agency level.

## A JURISDICTION-BY-JURISDICTION EXAMINATION OF AUSTRALIA'S POLICE INTEGRITY STRUCTURES

### New Zealand

The Independent Police Conduct Authority (IPCA), established in 1989, is the single oversight body for New Zealand police. The IPCA receives complaints about New Zealand police and assesses whether to:

- investigate those complaints itself
- refer those complaints back to police for investigation by police with oversight from the IPCA
- attempt to facilitate an alternate dispute resolution of the complaint or
- decline to accept the complaint.

Generally, the IPCA only accepts complaints about matters that occurred within the previous 12 months. It also monitors conduct in police custody and in police cells or watchhouses as part of the New Zealand National Preventative Mechanism established to uphold the United Nations Optional Protocol to the Convention Against Torture.

The IPCA publishes comprehensive reports on its major investigations, statistical data about how it handles complaints and brief summaries of the outcomes of select investigations and facilitated resolutions. When an IPCA investigation identifies areas where police operations or policies could be improved, or undertakes a thematic review of systemic issues, it makes and publishes recommendations for change.

The IPCA is led by a judge appointed for a five year term, supported by an executive board and a management team. It also has two investigations teams comprised of both civilians and people with policing backgrounds, a case resolutions team which handles most of the complaints received each year, and a corporate team. In 2021, the IPCA received Crown funding of NZ\$5.7m.

### England and Wales

Most police complaints in England and Wales are handled internally by the region's 43 police forces, with review and oversight from the Independent Office for Police Conduct (IOPC).

The IOPC was established in 2018, replacing the former Independent Police Complaints Commission. It investigates the most serious complaints against police and oversees the handling of complaints against police in England and Wales by setting the policies and standards for internal complaints handling and reviewing select police complaint files. The IOPC also has the power to receive applications for review or appeal from complainants who are dissatisfied with the way police have handled their complaint.

There is no formal time limit for making a complaint against police, although some police forces decline to investigate complaints about events that happened more than 12 months ago.

The IOPC is led by a director-general, who must be a person who has never worked for police. Whilst that restriction is not placed on other members of the executive team, none of the current members have law enforcement backgrounds. The IOPC's staff includes former police officers and former police civilian staff. The proportion of ex-police to civilian staff is published annually. Between 2010 and 2021, the proportion of former officers has not exceeded 15% of the total workforce, and the proportion of former police civilian staff has not exceeded 13%.

The IOPC also publishes select investigation summaries and recommendations to improve police policy and procedures.

### Scotland

In Scotland, complaints about police can be made to the Scottish Police Authority (SPA) if the police officer complained about is of an executive-level rank, or to Police Scotland's Professional Standards department, if the police officer complained about is of any other rank. Complaints about criminal actions by police can be made to the Crown Office.

A person who is dissatisfied with the outcome of their complaint can apply for a review by the Police Investigations and Review Commissioner (PIRC), but this review does not extend to a re-investigation of the original complaint.

The PIRC can also investigate a limited range of matters referred to it by other government agencies such as the Crown Office, Procurator Fiscal Service and the Scottish Police Authority, including deaths in custody and allegations of misconduct by senior police officers above certain ranks. Police Scotland and the SPA are also required to notify the PIRC of particular types of matters, and the PIRC has discretion to decide to investigate those matters if it considers it in the public interest to do so.

The PIRC publishes summaries of the matters it reviews and the matters it investigates on its website.

The PIRC is led by a commissioner, who is currently a civilian with no policing background, assisted by a director of operations, who is a former senior detective inspector. Currently, over half of PIRC staff (and over 60% of the investigative teams) have a policing background either in Scottish or other UK police forces. The PIRC does not employ seconded police.

### Northern Ireland

The Office of the Police Ombudsman for Northern Ireland (PONI) was established in 1998 to address lingering public distrust of police arising from the Royal Ulster Constabulary's involvement in the civil conflict known as 'the Troubles.' Prior to that, police complaints were handled entirely by the police, with no independent oversight. Now, all public complaints about police – whether they relate to deaths in police operations, suspected corruption, a neglect of duty or an officer exhibiting rude behaviour during a callout – are submitted to the PONI to be independently handled.

The PONI handles complaints about a range of law-enforcement bodies, including the Police Service of Northern Ireland (PSNI), the Belfast Harbour Police, the National Crime Agency and the Ministry of Defence Police. On occasion, it also investigates Immigration Officers and Customs Officials.

PONI is primarily an investigative body which conducts both criminal and misconduct investigations and makes findings in both cases. Where PONI investigators determine that a matter could result in criminal prosecution, a report is furnished to the Northern Ireland Office of the Director of Public Prosecutions (DPP), which ultimately makes the decision to prosecute. Where PONI investigators determine that a complaint about a police officer may result in disciplinary action, investigators provide non-binding recommendations on appropriate sanctions or actions to the Chief Constable of the PSNI, who is responsible for enforcing discipline.

PONI reports on its activities to the Department of Justice and the Policing Board and publishes annual statistics and select case overviews. It also conducts surveys of complainants and police officers and publishes these findings.

Generally, PONI only accepts complaints that relate to conduct which occurred in the previous 12 months, but there are exceptions when the matter complained about is sufficiently serious.

PONI's 2019/20 annual budget was £9.863m, and it employed 144 staff. Its investigative teams are comprised of a mix of civilian and former police. PONI does not use seconded police, but its investigative teams do include individuals with law-enforcement backgrounds from other jurisdictions. The role of senior director of investigations has only ever been held by a former police officer.

# APPENDIX H

## Legislative amendments relevant to Part A and C of the Commission's terms of reference

DATE	LEGISLATIVE AMENDMENT
2015	<p>The <i>Criminal Law (Domestic Violence) Amendment Act 2015</i> (Qld) introduced the following amendments:</p> <ul style="list-style-type: none"><li>enlarging the definition of special witness to automatically include a victim or alleged victim of domestic and family violence,<sup>162</sup> in order to reduce the trauma associated with giving evidence<sup>163</sup></li><li>increasing maximum penalties for breaching a domestic and family violence protection order<sup>164</sup></li><li>offences involving domestic and family violence to be recorded as domestic and family offences to clearly identify patterns of behaviour for police and the courts.<sup>165</sup></li></ul>
2016	<p>The <i>Criminal Law (Domestic Violence) Amendment Act 2016</i> (Qld) introduced the following amendments:</p> <ul style="list-style-type: none"><li>the creation of choking, suffocation, or strangulation in a domestic setting as a stand-alone offence<sup>166</sup></li><li>requiring courts to treat domestic and family violence offences as an aggravating factor on sentencing for criminal offences.<sup>167</sup></li></ul>
2017	<p>The <i>Domestic and Family Violence Protection and Other Legislation Amendment Act 2016</i> (Qld) introduced the following amendments:</p> <ul style="list-style-type: none"><li>information sharing between police, medical practitioners and specialist services to support better risk assessment and management of serious domestic and family violence threats<sup>168</sup></li><li>authorising police to make referrals to specialist domestic and family violence service providers without consent if they consider there is a threat to a person's life, health, or safety or domestic violence has been committed<sup>169</sup></li><li>expanding the scope of police protection notices<sup>170</sup></li><li>extending the minimum period of the operation of a domestic and family violence protection order to five years<sup>171</sup></li><li>allowing interstate and New Zealand protection orders to be enforced in Queensland<sup>172</sup></li><li>increasing the maximum penalties for breaches of police protection notices and release conditions<sup>173</sup>.</li></ul>

# APPENDIX I

## Overrepresentation of First Nations peoples in the criminal justice system – a review of relevant reports, policies and legislative amendments

### RELEVANT REPORTS, AND KEY POLICY AND LEGISLATIVE AMENDMENTS RELEVANT TO PART B OF THE COMMISSION'S TERMS OF REFERENCE

YEAR	SUMMARY OF KEY FINDINGS AND RECOMMENDATIONS
<b>FOUNDATIONAL REPORTS</b>	
<b>1991</b>	<p><b>ROYAL COMMISSION INTO ABORIGINAL DEATHS IN CUSTODY</b></p> <p>The Royal Commission into Aboriginal Deaths in Custody (RCIADIC) found high rates of Indigenous deaths in custody were due to the over-representation of Indigenous peoples in prisons and police custody and highlighted the need to address disadvantage and marginalisation experienced by First Nations peoples and communities. Many of the Report's 339 recommendations focused on reducing the number of Indigenous people in police custody, as two-thirds of deaths in custody investigated occurred in police custody rather than in prison.<sup>174</sup></p>
<b>1991</b>	<p><b>RACIST VIOLENCE: REPORT OF THE NATIONAL INQUIRY INTO RACIST VIOLENCE IN AUSTRALIA</b></p> <p>The National Inquiry into Racist Violence examined an apparent increase in racially motivated violence against Aborigines and Torres Strait Islanders, commenting specifically on the ways in which this violence occurred at the hands of police in Queensland, Victoria and New South Wales. It made several recommendations at a national level, including the introduction of anti-racist policies and strategies in the police such as the recording of incidents and allegations of racist violence.<sup>175</sup></p>
<b>1997</b>	<p><b>BRINGING THEM HOME: NATIONAL INQUIRY INTO THE SEPARATION OF ABORIGINAL AND TORRES STRAIT ISLANDER CHILDREN FROM THEIR FAMILIES</b></p> <p>This report traced past laws, practices and policies which resulted in the removal of Indigenous children from their families. It examined the profound impacts of the removal of children, and found that most families had been affected, with between 1 in 3 and 1 in 10 Indigenous children forcibly removed from their families and communities between 1910 and 1970. It also examined the adequacy of current laws and processes in responding to the impacts of these removals.<sup>176</sup></p>
<b>2007</b>	<p><b>RESTORING ORDER: CRIME PREVENTION, POLICING AND LOCAL JUSTICE IN QUEENSLAND'S INDIGENOUS COMMUNITIES</b></p> <p>The Crime and Misconduct Commission conducted an independent inquiry into policing in discrete Indigenous communities following incidents in Palm Island and Aurukun. The report examined over-policing, under-policing and ways to increase police responses without further damaging relationships in communities. It noted the importance of Indigenous peoples in policing roles and the unique challenges faced by First Nations police members.</p> <p>Recommendations included recruiting Indigenous sworn police, consultation and collaboration between police and Indigenous communities on policing priorities and strategies, compulsory cultural training for all police officers serving in Indigenous communities, addressing inadequate police availability and responses, and encouraging officers in Queensland's Indigenous communities to participate in community life.<sup>177</sup></p>

YEAR	SUMMARY OF KEY FINDINGS AND RECOMMENDATIONS
<b>RECENT RELEVANT REPORTS, AND KEY POLICY AND LEGISLATIVE AMENDMENTS</b>	
2015	<p><b>THE BLUEPRINT FOR CHANGE</b></p> <p>This report highlighted the need to set justice targets for governments to work with First Nations communities, organisations and representatives in order to design and implement holistic early intervention and prevention strategies to reduce the incarceration rates of First Nations peoples. It emphasised the need for strategies to be grounded in an understanding of Aboriginal and Torres Strait Islander culture and identity, and recognition of the history of dispossession and trauma.<sup>178</sup></p>
2016	<p><b>ENFORCEMENT OF DOMESTIC VIOLENCE ORDERS IN QUEENSLAND'S DISCRETE INDIGENOUS COMMUNITIES</b></p> <p>The Queensland Police Service (QPS) and Public Safety Business Agency reviewed the enforcement of domestic and family violence orders in discrete communities, examining the use and enforcement of domestic violence protection orders by police, support provided to aggrieved parties and issues impeding the effectiveness of domestic violence protection orders in these communities.</p> <p>It recommended an external independent audit of police training to enhance officers' understanding of the dynamics of domestic and family violence as well as cultural awareness and sensitivities, sharing examples of good practice regarding police liaison officers involved in domestic and family violence work, improving communication between police and parties about domestic violence orders, particularly document service, increasing criminal prosecution of perpetrators and alerting prosecutors to expiring orders.<sup>179</sup></p>
2017	<p><b>OVER-REPRESENTED AND OVERLOOKED: THE CRISIS OF ABORIGINAL AND TORRES STRAIT ISLANDER WOMEN'S GROWING OVER-IMPRISONMENT</b></p> <p>The Human Rights Law Centre and Change the Record investigated the 250% increase in the imprisonment rate of Aboriginal and Torres Strait Islander women since RCIADIC.</p> <p>The report noted that while Aboriginal and Torres Strait Islander women are over-policed as perpetrators of crime, they are also under-policed and under-served by the justice system as victim-survivors of crime, including by police responses that minimise their experiences of violence.</p> <p>It made 18 recommendations to address racialised and gendered justice system outcomes, including that police in all states and territories prioritise:</p> <ul style="list-style-type: none"> <li>• the protection and support of Aboriginal and Torres Strait Islander women and children subject to violence</li> <li>• training that promotes appropriate responses to Aboriginal and Torres Strait Islander women as both victim-survivors and perpetrators</li> <li>• diversionary options for First Nations women</li> <li>• partnership programs between police and Aboriginal and Torres Strait Islander communities that build trust</li> <li>• regular education from First Nations peoples about the gendered impacts of colonisation and systemic discrimination and disadvantage, and how these impacts contribute to over-imprisonment.<sup>180</sup></li> </ul>
2017	<p><b>QUEENSLAND DOMESTIC VIOLENCE DEATH REVIEW AND ADVISORY BOARD 2016-17 ANNUAL REPORT</b></p> <p>This Report found that Aboriginal and Torres Strait Islander peoples were overrepresented among domestic and family violence homicide victims, with almost one-fifth of homicide victims identified as Aboriginal and/or Torres Strait Islander. The use of violence by First Nations victim-survivors was commonly misunderstood and when responded to by services, leading to increased vulnerabilities. Almost all First Nations women who were killed by their current or former partner were named as a respondent under a Domestic Violence Protection Order at the time of their death.<sup>181</sup></p>



YEAR	SUMMARY OF KEY FINDINGS AND RECOMMENDATIONS
<b>RECENT RELEVANT REPORTS, AND KEY POLICY AND LEGISLATIVE AMENDMENTS</b>	
2017	<p><b>'INDIGENOUS INCARCERATION: UNLOCK THE FACTS' REPORT</b></p> <p>PriceWaterhouseCoopers Indigenous Consulting, the Korin Gamadji Institute and Change the Record found that domestic and family violence has been a key driver of increasing Indigenous incarceration since RCIADIC. The Report also found that Indigenous youth are less likely to receive a police caution compared with non-Indigenous youth offenders.</p> <p>The report recommended mainstream services should be culturally aware and responsive, and that all initiatives regarding Indigenous communities must involve Indigenous peoples in the design, implementation, delivery and evaluation.<sup>182</sup></p>
2018	<p><b>UNDERSTANDING POLICE-INDIGENOUS RELATIONS IN REMOTE AND RURAL AUSTRALIA: POLICE PERSPECTIVES</b></p> <p>Anna Dwyer analysed discriminatory policing practices which cause poor relationships between police and Indigenous peoples and communities, and lead to higher rates of criminalisation and police intervention in Aboriginal and Torres Strait Islander lives.</p> <p>Dwyer considered social factors such as community structure, organisational frameworks and police culture, and their influence on police in remote and rural Indigenous communities.</p> <p>Interviews conducted with police revealed that most officers had minimal or limited knowledge of historical relationships between police organisations and Indigenous communities in Australia.<sup>183</sup></p>
2018	<p><b>PATHWAYS TO JUSTICE: INQUIRY INTO THE INCARCERATION RATE OF ABORIGINAL AND TORRES STRAIT ISLANDER PEOPLES</b></p> <p>The Australian Law Reform Commission (ALRC) highlighted the importance of equality before the law, Aboriginal and Torres Strait Islander leadership, and the economic and social costs of incarceration. It made 35 recommendations to reduce the disproportionate rate of incarceration of Aboriginal and Torres Strait Islander peoples. In particular, the ALRC recommended police in all states and territories:</p> <ul style="list-style-type: none"> <li>• fund Justice Reinvestment</li> <li>• train officers engaging with First Nations peoples and communities in best practice for responding to family violence</li> <li>• review police procedures and practices so the law is enforced fairly, equally and without discrimination</li> <li>• review police complaints handling mechanisms</li> <li>• provide specific cultural awareness training for police working in areas with significant First Nations populations</li> <li>• ensure police practices and procedures do not disproportionately contribute to the incarceration of Aboriginal and Torres Strait Islander peoples</li> <li>• increase First Nations employment within police</li> <li>• provide lessons from successful collaboration between police and First Nations peoples</li> <li>• undertake careful and timely succession planning for the replacement of key police personnel with effective relationships with First Nations communities</li> <li>• improve public reporting on community initiatives</li> <li>• implement Reconciliation Action Plans.<sup>184</sup></li> </ul>

YEAR	SUMMARY OF KEY FINDINGS AND RECOMMENDATIONS
<b>RECENT RELEVANT REPORTS, AND KEY POLICY AND LEGISLATIVE AMENDMENTS</b>	
2018	<p><b>CLOSING THE GAP PRIME MINISTER’S REPORT</b></p> <p>This report identified the need to address the high rates of family violence and violence in Indigenous communities as a key to improving outcomes in other areas.</p> <p>It highlighted the Federal Government’s investment in addressing the underlying factors that lead to high rates of offending and incarceration for Aboriginal and Torres Strait Islanders, and its continued support to upgrade airstrips in the Torres Strait to improve police response times.<sup>185</sup></p>
2020	<p><b>WIYI YANI U THANGANI (WOMEN’S VOICES): SECURING OUR RIGHTS, SECURING OUR FUTURE REPORT</b></p> <p>The result of a multi-year consultation and research project by June Oscar, Aboriginal and Torres Strait Islander Social Justice Commissioner, and the Australian Human Rights Commission. Compiling interviews from approximately 2000 First Nations women and girls across Australia, Oscar and the AHRC presented a comprehensive summary and analysis of the issues faced by First Nations women and girls, and outlined the necessary systemic reforms.</p> <p>The report recognised the direct and indirect racism and over-policing experienced by First Nations women and girls, and the biased decision-making underlying system responses to First Nations peoples and communities.</p> <p>The report also highlighted First Nations women and girls’ mistrust and fear of the police, police inaction, police discrimination and targeting, deaths in custody, conditions in watchhouses and prison, and the impacts of incarceration.</p> <p>The report recommended independent research and analysis to identify systemic and institutional racism, discrimination and bias. Other recommendations included:</p> <ul style="list-style-type: none"> <li>• increase and retain Aboriginal and Torres Strait Islander women in leadership roles within the police force</li> <li>• ensure Aboriginal and Torres Strait Islander women Police Liaison Officers are available to all police forces</li> <li>• embed trauma-informed, culturally responsive training, and family violence responsive training in police organisations.</li> </ul> <p>An implementation framework was released in 2021.<sup>186</sup></p>
2020	<p><b>UNDERSTANDING THE ROLE OF LAW AND CULTURE IN ABORIGINAL AND TORRES STRAIT ISLANDER COMMUNITIES IN RESPONDING TO AND PREVENTING FAMILY VIOLENCE</b></p> <p>This ANROWS research report recognised that the experience of domestic and family violence within Aboriginal and Torres Strait Islander communities is shaped by the specific and historical contexts of colonisation, systemic disadvantage, cultural dislocation, forced removal of children, and the intergenerational impacts of trauma.</p> <p>Domestic and family violence for First Nations peoples and communities requires a distinct and tailored set of responses across multiple fronts, led by Aboriginal communities and centred in Aboriginal and Torres Strait Islander cultural values and worldviews.</p> <p>While the report made no specific recommendations for police, its recommendations included culturally intelligent justice and prevention work, and greater collaboration with Cultural Elders, representatives and agencies.<sup>187</sup></p>
2020	<p><b>THE NATIONAL AGREEMENT ON ‘CLOSING THE GAP’</b></p> <p>The National Agreement sets national targets and indicators for the reduction and elimination of disparities in health and life expectancy of Aboriginal and Torres Strait Islander peoples, including reducing the rate of Aboriginal and Torres Strait Islander adults held in custody by at least 15% by 2031, and reducing family violence against Aboriginal and Torres Strait Islander women and children by at least 50%, and towards zero, by 2031.<sup>188</sup></p>

YEAR	SUMMARY OF KEY FINDINGS AND RECOMMENDATIONS
RECENT RELEVANT REPORTS, AND KEY POLICY AND LEGISLATIVE AMENDMENTS	
2020	<p><b>ACCURATELY IDENTIFYING THE PERSON MOST IN NEED OF PROTECTION IN DOMESTIC AND FAMILY VIOLENCE LAW</b></p> <p>ANROWS researchers undertook an in-depth case study of Queensland police and legislation, including interviews with police, support workers, magistrates, and women with lived experience of being misidentified as a respondent.</p> <p>Their research revealed that accurate identification of the aggrieved and respondent is impacted by police culture and stereotypical assumptions about victim behaviour and the ideal victim. Aboriginal and Torres Strait Islander women are particularly vulnerable to misidentification due to societal and systemic racism.</p> <p>Police may also misidentify the person most in need of protection when they focus on single incidents of visible or physical violence rather than the parties' history of violence.</p> <p>The report recommended that police be required to gain an understanding of Aboriginal and Torres Strait Islander peoples' use of violence and resistance to police intervention.<sup>189</sup></p>
2020	<p><b>RESPONDING TO DOMESTIC AND FAMILY VIOLENCE: A QUALITATIVE STUDY ON THE CHANGING PERCEPTIONS OF FRONTLINE POLICE OFFICERS</b></p> <p>This report by Griffith University examined the impact of repeated domestic and family violence callouts on police officers' perceptions of their well-being and their levels of consistent empathy and emotional detachment.</p> <p>It recommended interventions that simultaneously decrease organisational job demands, improve workplace climate and support systems, and promote officers' personal resources to help cultivate a healthy and engaged workforce that is better equipped to cope with domestic and family violence.<sup>190</sup></p>
2021	<p><b>QUEENSLAND'S FRAMEWORK FOR ACTION: RESHAPING OUR APPROACHES TO ABORIGINAL AND TORRES STRAIT ISLANDER DOMESTIC AND FAMILY VIOLENCE</b></p> <p>This Queensland Government framework provides specific strategies and initiatives to achieve a community free from domestic and family violence. The three primary strategies focus on shifting community attitudes and behaviours, enhancing service responses and strengthening justice system responses, and implementing targeted responses to Aboriginal and Torres Strait Islander domestic and family violence.</p> <p>The framework strategies include partnerships with communities to:</p> <ul style="list-style-type: none"> <li>• utilise the knowledge and experience of Aboriginal and Torres Strait Islander peoples</li> <li>• engage Aboriginal and Torres Strait Islander community controlled organisations to deliver services and programs that are culturally appropriate and trauma-informed</li> <li>• monitor and evaluate changes in outcomes for First Nations families experiencing violence.<sup>191</sup></li> </ul>
2021	<p><b>CONNECTING THE DOTS: THE SENTENCING OF ABORIGINAL AND TORRES STRAIT ISLANDER PEOPLES IN QUEENSLAND</b></p> <p>The Queensland Sentencing Advisory Council examined the sentencing of Aboriginal and Torres Strait Islander peoples in Queensland and the overrepresentation of Aboriginal and Torres Strait Islander peoples in the criminal justice system. It provided a statistical overview of the peoples and offences sentenced, as well as the distribution of penalties using data from the Queensland courts database between 2005–06 and 2018–19.</p> <p>While the report made no specific recommendations for police responding to First Nations peoples, it highlighted intersecting issues and the experiences of Aboriginal and Torres Strait Islander peoples within the criminal justice system.<sup>192</sup></p>

## RECENT RELEVANT REPORTS, AND KEY POLICY AND LEGISLATIVE AMENDMENTS

2021

**WOMEN'S SAFETY AND JUSTICE TASKFORCE - HEAR HER VOICE: REPORT 1 - ADDRESSING COERCIVE CONTROL AND DOMESTIC AND FAMILY VIOLENCE IN QUEENSLAND**

The first report of the Taskforce examined coercive control and presented a four-phase plan for legislating coercive control in Queensland.

The report found that some First Nations peoples may avoid contacting the police, even when faced with great risks from domestic and family violence, due to historical or continuing negative relationships with police.

It also found that police lack sufficient levels of cultural capability to appropriately respond to domestic and family violence involving First Nations peoples, and do not know enough about the dynamics, complexities and types of domestic and family violence.

The Taskforce recommended police implement ongoing domestic and family violence training that is evidence-based and trauma-informed with a focus on cultural capability.

It also recommended a review of the current police risk assessment process in consultation with First Nations stakeholders to identify additional factors relevant to First Nations peoples.<sup>193</sup>

2021

**PATHWAYS TO SAFETY: THE CASE FOR A DEDICATED FIRST NATIONS WOMEN'S SAFETY PLAN - WRITTEN BY ABORIGINAL AND TORRES STRAIT ISLANDER WOMEN, FOR ABORIGINAL AND TORRES STRAIT ISLANDER WOMEN**

This report by Change the Record and the National Family Violence Prevention and Legal Services Forum identified the need for a specific national plan to end violence against women and their children for First Nations women and communities that centres the needs of First Nations women and children, noting that top-down government responses to family violence make things worse, not better, for First Nations women, children and communities.

The report highlighted that police were an inappropriate first point of contact for Aboriginal and Torres Strait Islander women experiencing violence, and the barriers to reporting such as distrust of the state, lack of cultural competence and safety in mainstream services, fear of child removal, and fear of social and cultural isolation and poverty.

Recommendations included:

- systemic changes to allow victim-survivors choice in support and accountability beyond police and criminal justice interventions, including referrals to family violence prevention legal services
- ending the criminalisation of and over-incarceration of Aboriginal and Torres Strait Islander women
- implementing the recommendations of the *'Over-represented and Overlooked'* report<sup>194</sup>
- establishing a nationally consistent, mandatory Aboriginal and Torres Strait Islander child protection notification and referral system to help keep families together and reduce child removals.<sup>195</sup>

2022

**WOMEN'S SAFETY AND JUSTICE TASKFORCE - HEAR HER VOICE: WOMEN AND GIRLS' EXPERIENCES ACROSS THE CRIMINAL JUSTICE SYSTEM (REPORT TWO)**

The Taskforce's second report examined women and girls' experiences across the criminal justice system, and the barriers they face as both victims and accused persons.

The Taskforce recommended improving the cultural capability and communication skills of QPS officers and staff working with First Nations peoples, and ensuring police access appropriate and effective translation and interpreting services for First Nations peoples.

It also recommended the QPS consult with First Nations peoples and people with lived experience to develop and implement a 'Safer Systems Pathway' program in to promote victim-centred and trauma informed approaches review the QPS Operational Procedures Manual and other existing policy and procedures.<sup>196</sup>

**YEAR****SUMMARY OF KEY FINDINGS AND RECOMMENDATIONS****RECENT RELEVANT REPORTS, AND KEY POLICY AND LEGISLATIVE AMENDMENTS****2022****ENGENDERING JUSTICE: THE SENTENCING OF WOMEN AND GIRLS IN QUEENSLAND**

The Queensland Sentencing Advisory Council examined emerging trends and patterns in the sentencing of women and girls in Queensland and the factors leading to their contact with the justice system.

It highlighted intersecting issues and the experiences of Aboriginal and Torres Strait Islander peoples within the criminal justice system, including an increase of 30.7% over 10 years in the number of women and girls proceeded against by Queensland Police, compared to an 8% increase in the number of men and boys over the same period.

Aboriginal and Torres Strait Islander women and girls have experienced the highest overall growth in imprisonment rates over the last 40 years, largely due to changes to justice policies and practices, such as more stringent bail conditions.<sup>197</sup>

**2022****POLICE INTELLIGENCE ASSESSMENT – DOMESTIC AND FAMILY VIOLENCE IN MT ISA**

This intelligence assessment examined the characteristics and cultural dynamics of Aboriginal and Torres Strait Islander domestic and family violence in Mt Isa and made recommendations to improve responses to incidents in the region.

It highlighted the prevalence of violence in juvenile relationships, the impact of poverty and homelessness on increasing rates of domestic and family violence, common relationship dynamics and characteristics, and the lack of supervision of domestic and family violence files by supervising officers.<sup>198</sup>

# APPENDIX J

## Conduct and complaints handling – a review of relevant reports, policies and legislative amendments

### RELEVANT REPORTS, AND KEY POLICY AND LEGISLATIVE AMENDMENTS RELEVANT TO PART D OF THE COMMISSION'S TERMS OF REFERENCE

YEAR	SUMMARY OF KEY FINDINGS AND RECOMMENDATIONS
<b>FOUNDATIONAL REPORTS</b>	
<b>1989</b>	<p><b>COMMISSION OF INQUIRY INTO POSSIBLE ILLEGAL ACTIVITIES AND ASSOCIATED POLICE MISCONDUCT REPORT (FITZGERALD REPORT)</b></p> <p>The Fitzgerald Report was the most comprehensive investigation into police corruption in Queensland's history, with testimony from 339 witnesses given over 238 days of public hearings.</p> <p>The report recommended the abolition of existing integrity structures such as the Police Misconduct Tribunal and the Queensland Police's Internal Investigations Section and introduction of a new system of independent oversight of police and public-sector conduct.<sup>199</sup></p>
<b>1989</b>	<p><b>CREATION OF THE CRIMINAL JUSTICE COMMISSION (CJC)</b></p> <p>The Queensland Government established the CJC in 1989 to:</p> <ul style="list-style-type: none"> <li>• investigate and discipline misconduct by public officials and police</li> <li>• investigate and provide intelligence on major criminal activity including organised crime</li> <li>• administer Queensland's witness protection scheme</li> <li>• provide research and policy advice on issues relating to criminal justice.</li> </ul> <p>In 1997, its Major Crime function was transferred to a new body, the Queensland Crime Commission (QCC), and in 2001, it merged with the QCC to become the Crime and Misconduct Commission (CMC).</p>
<b>1993-1994</b>	<p><b>CJC EVALUATION: INFORMAL COMPLAINT RESOLUTION IN THE QUEENSLAND POLICE SERVICE: PROGRESS REPORT</b></p> <p>In 1993, the Queensland Police Service (QPS) and the Official Misconduct Division of the CIC developed a system of resolving complaints known as 'informal resolution' or IR. This involved an independent third-party conciliator 'informally' liaising between the complainant and the officer they complained about to provide context and explanation for the officer's actions, or to afford the opportunity for apologies to be given where appropriate.</p> <p>IR was only to be used when the complaint was relatively minor such as:</p> <ul style="list-style-type: none"> <li>• incivility, rudeness, or obscene language</li> <li>• minor traffic breaches</li> <li>• failing to provide a service or neglect of duty</li> <li>• intimidating or oppressive conduct and</li> <li>• minor assaults – but only where the CJC had approved the matter as suitable for IR.</li> </ul> <p>A progress report in 1994 indicated that IR was proving to be a successful strategy for resolving these complaints.<sup>200</sup></p>

YEAR	SUMMARY OF KEY FINDINGS AND RECOMMENDATIONS
<b>FOUNDATIONAL REPORTS</b>	
<b>1996</b>	<p><b>REPORT ON THE REVIEW OF THE QUEENSLAND POLICE SERVICE (BINGHAM REVIEW)</b></p> <p>The Bingham Review was the third major review since the Fitzgerald Report into the management and organisational structure of the QPS. The Bingham Review examined methods for improving efficiency, effectiveness and accountability.</p> <p>The review identified multiple major failings within the QPS, many of which related to integrity measures. Among its many findings were that:</p> <ul style="list-style-type: none"> <li>• there was a lack of co-ordinated strategy among management to promote professional and ethical conduct</li> <li>• several issues contributed to widespread low morale including a lack of autonomy for frontline officers, a lack of corporate vision, and a promotion system that was often ‘inward-looking’</li> <li>• the discipline system was overly punitive, did not resolve complaints in a timely fashion and resulted in inconsistent imposition of sanctions.</li> </ul> <p>The review made 197 recommendations in relation to organisational structure, education and training, police activities and the integrity and discipline system, including that the QPS develop clear policy documents setting out standards and guidelines for disciplinary matters, improve its ethical training and develop its capability for monitoring the ethical health of the organisation.<sup>201</sup></p>
<b>1999-2000</b>	<p><b>CJC &amp; QPS REPORT: PROJECT RESOLVE FINAL EVALUATION REPORT</b></p> <p>In 1999, the CJC and the QPS Ethical Standards Command (ESC) trialled Managerial Resolution for less serious complaints (now referred to as Local Management Resolution or LMR). Managerial Resolution involved supervisors providing specific guidance and training to officers under their command, rather than having a complaint progress through a formal investigation. The evaluation report concluded that Managerial Resolution resulted in a significant reduction in the time taken to deal with complaints, similar levels of complainant satisfaction to Informal Resolution, and a resource saving caused by the reduced demand for investigations by the CJC.<sup>202</sup></p>
<b>2000-2001</b>	<p><b>PARLIAMENTARY CRIMINAL JUSTICE COMMITTEE (PCJC)’S ISSUES PAPER &amp; THREE YEARLY REVIEW OF THE ACTIVITIES OF THE CJC</b></p> <p>In 2000, the Parliamentary Criminal Justice Committee (PCJC) published an issues paper seeking feedback on the introduction of the devolution principle. The PCJC considered that feedback in its three yearly review of the activities of the CJC, which ultimately recommended that the CJC continue to devolve responsibility for the handling of complaints to the QPS, with the caveat that the CJC should retain an oversight role.<sup>203</sup></p>
<b>2001</b>	<p><b>INTEGRITY IN THE QUEENSLAND POLICE SERVICE: REFORM UPDATE</b></p> <p>In 2001, the CJC reported that whilst overall standards of police behaviour had improved over the previous decade and young police officers appeared to be increasingly aware of potential ethical issues, there remained several issues and risks including:</p> <ul style="list-style-type: none"> <li>• the continued detection of drug-related corruption in the QPS</li> <li>• the serious risk posed by unauthorised access to and release of confidential information by officers</li> <li>• a continuing reluctance by many police to report their peers for poor behaviour, especially when that behaviour was perceived as ‘less serious’</li> <li>• the increasing rate of complaints relating to excessive use of force since the mid-1990s.</li> </ul> <p>The report recommended these issues be tackled through greater emphasis on tactical communication skills training to operational police, tighter controls on the management of seized property, police informants and covert operatives, cybersecurity improvements to QPS information systems, and better systems for identifying officers with complaints profiles that indicated patterns of behaviour.<sup>204</sup></p>

YEAR	SUMMARY OF KEY FINDINGS AND RECOMMENDATIONS
<b>FOUNDATIONAL REPORTS</b>	
<b>2001</b>	<p><b>LEGISLATIVE REFORM: <i>CRIME AND MISCONDUCT ACT 2001 (Qld)</i></b></p> <p>The <i>Crime and Misconduct Act 2001</i> (Qld) saw the CJC merged with the Queensland Crime Commission to form the Crime and Misconduct Commission (CMC) in 2002.</p> <p>Complaints were reclassified into two groups: police misconduct – which referred to behaviour that was ‘unbecoming’ of a police officer, demonstrated their unfitness to continue as a police officer or departed from the standards the community expects of a police officer – and official misconduct, which related to more serious conduct that, if proved, would amount to a criminal offence or grounds for terminating the subject’s employment.</p> <p>The Police Commissioner took over primary responsibility for complaints relating to police misconduct. The CMC retained responsibility for dealing with complaints relating to official misconduct (now known as corrupt conduct) but was given power to ‘devolve’ complaints back to the organisation complained about where appropriate.<sup>205</sup></p>
<b>2008</b>	<p><b>CMC REPORT: ENHANCING INTEGRITY IN THE QUEENSLAND POLICE SERVICE (PROJECTS CASTELLA &amp; GRINSPOON)</b></p> <p>In 2006 and 2007, the CMC conducted a confidential review, codenamed ‘Project Castella’, to assess the extent of misconduct in a single police district.</p> <p>After finding evidence of inappropriate behaviour, the CMC and the QPS undertook Project Grinspoon, a joint initiative to develop mechanisms to respond to and prevent unethical conduct in the QPS. The recommendations from Project Grinspoon are now a matter of public record, having been tabled in Parliament in 2010.</p> <p>Project Grinspoon identified a range of issues including:</p> <ul style="list-style-type: none"> <li>• a lack of objective and honest performance appraisals by supervisors</li> <li>• a lack of effective supervision, in part caused by the lack of support for officers transitioning into managerial or supervisory roles</li> <li>• an inability for the QPS to flexibly redeploy members in response to conduct issues</li> <li>• limitations on the Commissioner’s powers to dismiss officers in connection with performance or integrity issues.</li> </ul> <p>The review made 36 recommendations, including that legislation be amended to give the Police Commissioner the authority to dismiss officers for:</p> <ul style="list-style-type: none"> <li>• engaging in substantial misconduct</li> <li>• engaging in ongoing behaviour that is considered unsuitable for a police officer</li> <li>• consistently underperforming or being unresponsive to remedial action.<sup>206</sup></li> </ul>
<b>2010</b>	<p><b>SETTING THE STANDARD</b></p> <p>The CMC’s general review of the QPS complaints and discipline system identified a range of areas for improvement in the QPS’s integrity systems, including:</p> <ul style="list-style-type: none"> <li>• under-resourcing of QPS internal investigations, evidenced by a low ratio of investigators-to-QPS members, and the workload of those investigators</li> <li>• the need for a complaints management system which records how complaints are handled in a way that is both easy to use and allows for comprehensive data and trend analysis to occur</li> <li>• the continued application of the wrong evidentiary standard in disciplinary matters and failure to accept unqualified admissions of officers.</li> </ul> <p>The CMC made 11 recommendations including:</p> <ul style="list-style-type: none"> <li>• empowering the Police Commissioner to dismiss an officer of the basis of ‘loss of confidence’</li> <li>• implementing a Standard of Practice which includes indicative sanctions for types of conduct</li> <li>• revoking the power to suspend disciplinary sanctions</li> <li>• updating policies, procedures, guidelines and training materials given to officers who administer the discipline system to ensure that: <ul style="list-style-type: none"> <li>- admissions by subject officers are properly acted upon</li> <li>- complaints are correctly assessed in accordance with legal principles</li> <li>- the language used in disciplinary files appropriately reflects the seriousness of the matters.<sup>207</sup></li> </ul> </li> </ul>



YEAR	SUMMARY OF KEY FINDINGS AND RECOMMENDATIONS
<b>FOUNDATIONAL REPORTS</b>	
<b>2011</b>	<p><b>INDEPENDENT REVIEW: <i>SIMPLE EFFECTIVE TRANSPARENT STRONG</i></b></p> <p>The Queensland Government appointed an independent panel to review QPS policies and procedures and make specific recommendations to ensure the QPS conduct and complaints system was ‘simple, effective, transparent and strong’.</p> <p>The report found that <i>“the Queensland police complaints, discipline and misconduct system is dysfunctional and unsustainable. Complainants and police are subjected to a complex, administratively burdensome, overly legalistic and adversarial process that is dishonoured by chronic delays, inconsistent and disproportionate outcomes.”</i></p> <p>The independent panel identified many failings, including:</p> <ul style="list-style-type: none"> <li>• the Ethical Standards Command’s practice of referring complaints about an officer to be investigated by officers stationed in the same local district or station</li> <li>• the CMC’s tendency to prioritise the devolution of complaints back to the QPS over the public interest in having complaints independently investigated when assessing the appropriate way complaints should be handled</li> <li>• the extent to which devolution, initially intended for minor complaints, had been used in relation to complaints about serious misconduct.</li> </ul> <p>The independent panel also recommended the introduction of a specific QPS Code of Conduct and Standard of Practice, reviews of ethical and professional conduct training, and the introduction of drug and alcohol testing.</p> <p>Many of its findings reiterated those made by previous reports about recurring issues and persistent problems.<sup>208</sup></p>
<b>2014</b>	<p><b>LEGISLATIVE REFORM: <i>CRIME AND MISCONDUCT AND OTHER LEGISLATION AMENDMENT ACT 2014 (Qld)</i></b></p> <p>In 2014 the <i>Crime and Misconduct Act 2001</i> (Qld) was retitled the <i>Crime and Corruption Act 2001</i> (Qld) and the Crime Misconduct Commission (CMC) was renamed the Crime and Corruption Commission (CCC).</p> <p>The definition of ‘corruption’ was updated. The concept of ‘official misconduct’ was replaced with the more comprehensively defined concept of ‘corrupt conduct’, although the definition of ‘police misconduct’ remained consistent.<sup>209</sup></p>
<b>2015</b>	<p><b>TASKFORCE BLETCHLEY</b></p> <p>Taskforce Bletchley was established by the QPS following significant media coverage of allegations of excessive use of force by police on the Gold Coast. The Taskforce reviewed complaints relating to use of force and made recommendations to improve the overall handling of complaints within the QPS.</p> <p>As well as identifying problems within the leadership and middle management of QPS, the Taskforce found that information was entered inconsistently in the complaints management system, with some files failing to record the name of decision makers or their rationales for decisions.</p> <p>The Taskforce recommended that QPS build the capacity of early intervention systems to monitor and detect misconduct, streamline processes for reporting complaints and improve record-keeping practices throughout the complaints handling process.<sup>210</sup></p>

YEAR	SUMMARY OF KEY FINDINGS AND RECOMMENDATIONS
<b>FOUNDATIONAL REPORTS</b>	
<p><b>2019</b></p>	<p><b>LEGISLATIVE REFORM: POLICE SERVICE ADMINISTRATION (DISCIPLINE REFORM) AND OTHER LEGISLATION AMENDMENT ACT 2019 (Qld)</b></p> <p>In 2019 the Government simplified police disciplinary procedures by repealing the <i>Police Service (Discipline) Regulations 1990</i> (Qld) and consolidating the disciplinary rules into existing legislation.<sup>211</sup> Rehabilitating officers who had engaged in misconduct became a primary focus, with disciplinary sanctions imposed where necessary.<sup>212</sup> The rationale for prioritising the rehabilitation of officers was to ensure that police and the public could have confidence in the disciplinary system.<sup>213</sup> Some of the specific reforms included:</p> <ul style="list-style-type: none"> <li>• requiring the Police Commissioner to consider whether a professional development strategy should be imposed before considering any disciplinary action in response to a complaint about an officer’s conduct<sup>214</sup></li> <li>• a new power to allow the CCC to appeal to QCAT a decision of the Commissioner of Police not to institute disciplinary proceedings against a particular officer<sup>215</sup></li> <li>• expanding the range of disciplinary sanctions available to be imposed upon an officer to include: <ul style="list-style-type: none"> <li>- suspension from duty without pay for a period not exceeding 12 months</li> <li>- disciplinary probation</li> <li>- demotion for a specified period (in addition to permanent demotion)</li> <li>- comprehensive transfer</li> <li>- local transfer</li> <li>- performance of up to 100 hours community service</li> <li>- increasing the maximum fine from 2 penalty units to 50 penalty units.<sup>216</sup></li> </ul> </li> </ul>
<p><b>2021</b></p>	<p><b>WOMEN’S SAFETY AND JUSTICE TASKFORCE REPORT HEAR HER VOICE: REPORT 1</b></p> <p>Whilst it did not specifically examine the police complaints and discipline system, the Taskforce recommended that the QPS consult with domestic and family violence and First Nations stakeholders and people with lived experience of domestic and family violence to develop and implement a victim-focused and trauma-informed complaints process to allow victim-survivors to make a complaint safely and confidentially against sworn or non-sworn QPS staff.</p> <p>The Taskforce also recommended that the QPS publish annual data about the complaints it receives and the outcomes of those complaints.<sup>217</sup></p>
<p><b>2022</b></p>	<p><b>LET THE SUNSHINE IN: REVIEW OF CULTURE AND ACCOUNTABILITY IN THE QUEENSLAND PUBLIC SECTOR</b></p> <p>Although it did not specifically deal with police integrity, Professor Coaldrake’s independent review into culture and accountability in the public sector examined broader integrity structures within the Queensland Public Service. He highlighted two issues in relation to the complaints process:</p> <ul style="list-style-type: none"> <li>• the apparent confusion over how complaints should be apportioned between the CCC and other agencies, and the related question of whether the devolution principle was being appropriately applied in practice</li> <li>• the perception that the CCC had focussed on matters that are either not a priority or that would be better handled by another integrity body.</li> </ul> <p>Fourteen recommendations were made to improve the ‘patchwork’ of integrity bodies in Queensland. The cornerstone of these recommendations was the establishment of a ‘clearing house’ to ensure that complaints are referred to the appropriate organisations for handling and provide a single point-of-contact for the public to submit and monitor their complaints.<sup>218</sup></p>

## FOUNDATIONAL REPORTS

2022

***COMMISSION OF INQUIRY RELATING TO THE CRIME AND CORRUPTION COMMISSION***

In response to public criticism of the CCC's handling of corruption allegations at the Logan City Council, the Honourable Tony Fitzgerald AC KC and the Honourable Alan Wilson KC were tasked with reviewing the structure of the CCC and the legislation, procedures, practices and processes affecting its investigatory and prosecutorial activities.

While the Commission found that the use of seconded police within the CCC was appropriate and should continue with greater flexibility, it also recommended that steps be taken to 'civilianise' the investigative workforce within the Corruption Division of the organisation. It also recommended legislative changes to require the CCC to obtain the opinion of the Director of Public Prosecutions before bringing charges, as well as a range of improvements to compliance mechanisms. It was noted that the use and number of seconded police used by the CCC in Queensland was different and in excess of any other Australian state.<sup>219</sup>

# APPENDIX K

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'Victims of Crime Commissioner', *ACT Human Rights Commission* (Web Page) <<https://hrc.act.gov.au/victims-support-act/victims-of-crime-commissioner/>>

'WA Police Family and Domestic Violence Incident System', *Centre for Women's Safety and Wellbeing* (Web Page, 2021) <<https://csw.org.au/directory/family-and-domestic-violence-services/>>

'What is casual racism,' *Australian Human Rights Commission* (Web Page, 18 July 2014) <<https://humanrights.gov.au/about/news/what-casual-racism>>

'Why we refer complaints to agencies', *Crime and Corruption Commission* (Web Page, 20 September 2019) <<https://www.ccc.qld.gov.au/complainants/why-we-refer-complaints-agencies>>



## ENDNOTES - APPENDICES

- <sup>1</sup> Public Service Commission, Queensland Government, *Positive and healthy workplace cultures guide: Queensland public sector* (February 2018).
- <sup>2</sup> Working for Queensland Survey – Queensland Police Service, conducted by the Public Service Commission, 2021.
- <sup>3</sup> Working for Queensland Survey – Queensland Police Service, conducted by the Public Service Commission, 2021.
- <sup>4</sup> Nous indicates 2,733 respondents completed the 2022 survey over the two-week period. This represents 15.7% of the total QPS workforce; 57% were general duties officers. ‘General duties officers’ is a collective term used to refer to those officers who occupy frontline positions responding to domestic and family violence calls for service. The 2018 survey received 4,681 completed responses, representing 30% of the total QPS workforce; 53% were general duties officers: Nous Group, *QPS DFV-Q findings report* (29 August 2022) [pp 2: 89-91].
- <sup>5</sup> Working for Queensland Survey – Queensland Police Service, conducted by the Public Service Commission, 2021.
- <sup>6</sup> Transcript of Proceedings, Commissioner Katarina Carroll, 5 October 2022, Brisbane [p 2137: lines 9–13].
- <sup>7</sup> Transcript of Proceedings, Commissioner Katarina Carroll, 5 October 2022, Brisbane [p 2137: lines 16–22].
- <sup>8</sup> Working for Queensland Survey – Queensland Police Service, conducted by the Public Service Commission, 2017; 2018; 2019; 2020 and 2021.
- <sup>9</sup> Working for Queensland Survey – Queensland Police Service, conducted by the Public Service Commission, 2021.
- <sup>10</sup> Theoretical saturation was achieved at 60 pages; however, 10% was determined at the outset to be appropriate and pages 61-120 served to confirm themes identified.
- <sup>11</sup> Transcript of Proceedings, Commissioner Katarina Carroll, 5 October 2022, Brisbane [p 2139: lines 32–33].
- <sup>12</sup> Working for Queensland Survey – Queensland Police Service, conducted by the Public Service Commission, 2021.
- <sup>13</sup> Subsequent highlights reports did not include a response rate for this question.
- <sup>14</sup> Working for Queensland Survey – Queensland Police Service, conducted by the Public Service Commission, 2021.
- <sup>15</sup> Various highlights reports provided by the Queensland Police Service in response to the Commission Requirement, NTP 2.003, requested 10 June 2022.
- <sup>16</sup> Various highlights reports provided by the Queensland Police Service in response to the Commission Requirement, NTP 2.003, requested 10 June 2022 (emphasis added).
- <sup>17</sup> Working for Queensland Survey – Queensland Police Service, conducted by the Public Service Commission, 2021.
- <sup>18</sup> Queensland Government, *Working for Queensland Survey Highlights Report – Queensland Police Service* (Highlights Report, 2021) [pp 5, 16].
- <sup>19</sup> Queensland Government, *Working for Queensland Survey Highlights Report – Queensland Police Service* (Highlights Report, 2021) [pp 5, 14].
- <sup>20</sup> Queensland Government, *Working for Queensland Survey Highlights Report – Queensland Police Service* (Highlights Report, 2021) [pp 5, 12].
- <sup>21</sup> Transcript of Proceedings, Commissioner Katarina Carroll, 6 October 2022, Brisbane [p 2225: line 38 – p 2226: line 14] emphasis added.
- <sup>22</sup> Working for Queensland Survey – Queensland Police Service, conducted by the Public Service Commission, 2021.
- <sup>23</sup> Working for Queensland Survey – Queensland Police Service, conducted by the Public Service Commission, 2021.
- <sup>24</sup> Working for Queensland Survey – Queensland Police Service, conducted by the Public Service Commission, 2021.
- <sup>25</sup> Working for Queensland Survey – Queensland Police Service, conducted by the Public Service Commission, 2021.
- <sup>26</sup> Working for Queensland Survey – Queensland Police Service, conducted by the Public Service Commission, 2021.
- <sup>27</sup> Working for Queensland Survey – Queensland Police Service, conducted by the Public Service Commission, 2021.
- <sup>28</sup> Working for Queensland Survey – Queensland Police Service, conducted by the Public Service Commission, 2021.
- <sup>29</sup> Working for Queensland Survey – Queensland Police Service, conducted by the Public Service Commission, 2021.
- <sup>30</sup> Queensland Government, *Working for Queensland Survey Highlights Report – Queensland Police Service* (Highlights Report, 2021) [p 2].
- <sup>31</sup> Queensland Government, *Working for Queensland Survey Highlights Report – Queensland Police Service* (Highlights Report, 2021) [p 5].
- <sup>32</sup> Working for Queensland Survey – Queensland Police Service, conducted by the Public Service Commission, 2021.
- <sup>33</sup> Transcript of Proceedings, Commissioner Katarina Carroll, 6 October 2022, Brisbane [p 2225: line 38 – p 2226: line 14].
- <sup>34</sup> Queensland Government, *Working for Queensland Survey Highlights Report – Queensland Police Service* (Highlights Report, 2021) [p 15].
- <sup>35</sup> Working for Queensland Survey – Queensland Police Service, conducted by the Public Service Commission, 2021.
- <sup>36</sup> Queensland Government, *Working for Queensland Survey Highlights Report – Queensland Police Service* (Highlights Report, 2021) [p 4].
- <sup>37</sup> Queensland Government, *Working for Queensland Survey Highlights Report – Queensland Police Service* (Highlights Report, 2021) [p 13].
- <sup>38</sup> Queensland Government, *Working for Queensland Survey Highlights Report – Queensland Police Service* (Highlights Report, 2021) [p 13].
- <sup>39</sup> Queensland Government, *Working for Queensland Survey Highlights Report – Queensland Police Service* (Highlights Report, 2021) [p 14].
- <sup>40</sup> Queensland Government, *Working for Queensland Survey Highlights Report – Queensland Police Service* (Highlights Report, 2021) [p 23].
- <sup>41</sup> Queensland Government, *Working for Queensland Survey Highlights Report – Queensland Police Service* (Highlights Report, 2021) [p 23].
- <sup>42</sup> Queensland Government, *Working for Queensland Survey Highlights Report – Queensland Police Service* (Highlights Report, 2020) [p 23].
- <sup>43</sup> Queensland Government, *Working for Queensland Survey Highlights Report – Queensland Police Service* (Highlights Report, 2021) [p 25].
- <sup>44</sup> Queensland Government, *Working for Queensland Survey Highlights Report – Queensland Police Service* (Highlights Report, 2021) [p 25].
- <sup>45</sup> Queensland Government, *Working for Queensland Survey Highlights Report – Queensland Police Service* (Highlights Report, 2021) [p 23]; As noted in the preceding paragraph, the 2020 survey combined sexual harassment and bullying into the one question recording 21% confirming they had witnessed these behaviours. The 2021 survey separated these behaviours, recording 24% confirming they had witnessed bullying and 5% recording they had witnessed sexual harassment.
- <sup>46</sup> Queensland Government, *Working for Queensland Survey Highlights Report – Queensland Police Service* (Highlights Report, 2021) [p 27].
- <sup>47</sup> Transcript of Proceedings, Commissioner Katarina Carroll, 6 October 2022, Brisbane [p 2227: lines 2–5].
- <sup>48</sup> Transcript of Proceedings, Commissioner Katarina Carroll, 5 October 2022, Brisbane [p 2142: lines 34–41].
- <sup>49</sup> Transcript of Proceedings, Commissioner Katarina Carroll, 6 October 2022, Brisbane [p 2226: lines 19–23].
- <sup>50</sup> Transcript of Proceedings, Commissioner Katarina Carroll, 6 October 2022, Brisbane [p 2228: lines 10–12].
- <sup>51</sup> Queensland Government, *Working for Queensland Survey Highlights Report – Queensland Police Service* (Highlights Report, 2021) [p 9].
- <sup>52</sup> Queensland Government, *Working for Queensland Survey Highlights Report – Queensland Police Service* (Highlights Report, 2021) [p 5].
- <sup>53</sup> Queensland Government, *Working for Queensland Survey Highlights Report – Queensland Police Service* (Highlights Report, 2021) [p 12].
- <sup>54</sup> Queensland Government, *Working for Queensland Survey Highlights Report – Queensland Police Service* (Highlights Report, 2021) [p 12].
- <sup>55</sup> Queensland Government, *Working for Queensland Survey Highlights Report – Queensland Police Service* (Highlights Report, 2021) [p 12].
- <sup>56</sup> Queensland Government, *Working for Queensland Survey Highlights Report – Queensland Police Service* (Highlights Report, 2021) [p 12].
- <sup>57</sup> Queensland Government, *Working for Queensland Survey Highlights Report – Queensland Police Service* (Highlights Report, 2021) [p 13].
- <sup>58</sup> Transcript of Proceedings, Commissioner Katarina Carroll, 5 October 2022, Brisbane [p 2137: lines 26–36].
- <sup>59</sup> Working for Queensland Survey – Queensland Police Service, conducted by the Public Service Commission, 2021.
- <sup>60</sup> In the following discussion about the Nous results: For **positively geared questions**: ‘positive responses’ refers to ‘agree’ and ‘strongly agree’ ratings, ‘neutral’ refers to ‘neither agree nor disagree’ and ‘negative responses’ refers to ‘disagree’ and ‘strongly disagree’ ratings. For **negatively geared questions** (such as Q17 – *I feel burnt out by the amount of DFV calls for service I am required to attend to*): ‘agree’ and ‘strongly agree’ ratings reflect a negative sentiment; neutral sentiments refer to ‘neither agree nor disagree’ and ‘disagree’ and ‘strongly disagree’ ratings reflect a positive sentiment. For example, ‘agree’ and ‘strongly agree’ responses to Q17 means the respondents DO feel burnt out; while responses of ‘disagree’ or ‘strongly disagree’ means respondents DO NOT feel burnt out.
- <sup>61</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 14].
- <sup>62</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 4].
- <sup>63</sup> Queensland Police Service DFQ Survey 2022, conducted by Nous Group, July 2022.
- <sup>64</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 6].
- <sup>65</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 7].
- <sup>66</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 10].
- <sup>67</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 11].
- <sup>68</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 12].
- <sup>69</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 13].
- <sup>70</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 14].
- <sup>71</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 15].
- <sup>72</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 16].
- <sup>73</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 54].
- <sup>74</sup> Exhibit 1.1, Statement of Assistant Commissioner Brian Codd, Tender Bundle A, tendered 11 July 2022 [p 12].
- <sup>75</sup> For example, from the 2018 survey results: **Theme 2**: Strong empathy and understanding of vulnerable persons and their interaction with DFV should be leveraged and translated into action. **Theme 11**: QPS members across the operations regions are looking to capitalise on DFV expertise from QPS members with specialist DFV knowledge. Working for Queensland Survey – Queensland Police Service, conducted by the Public Service Commission, 2018. From the 2022 survey results: **Theme 4**: There is a desire and readiness to develop a more effective police response to DFV. **Theme 11**: Members would value closer relationships with partners and services (especially after hours). Queensland Police Service DFV-Q Survey 2022, conducted by Nous Group, July 2022.
- <sup>76</sup> Nous Group, *QPS DFV-Q findings report* (2018) [p 18].
- <sup>77</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 12].

- <sup>78</sup> Nous Group, *QPS DFV-Q findings report* (2018) [p 26].
- <sup>79</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 12].
- <sup>80</sup> Nous Group, *QPS DFV-Q findings report* (2018) [p 27].
- <sup>81</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 13].
- <sup>82</sup> Nous Group, *QPS DFV-Q findings report* (2018) [p 23].
- <sup>83</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 51].
- <sup>84</sup> Nous Group, *QPS DFV-Q findings report* (2018) [p 20].
- <sup>85</sup> Nous Group, *QPS DFV-Q findings report* (2018) [p 21].
- <sup>86</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 71].
- <sup>87</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 71].
- <sup>88</sup> Nous Group, *QPS DFV-Q findings report* (2018) [p 19].
- <sup>89</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 51].
- <sup>90</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 82].
- <sup>91</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [pp 19-20].
- <sup>92</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [pp 19-20].
- <sup>93</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [pp 19-20].
- <sup>94</sup> For example, through Exhibit 17.1, Mark Ainsworth, *Report into interviews conducted with police officers and civilian officers in relation to the Independent Commission of Inquiry into the Queensland Police Service responses to domestic and family violence* (21 July 2022), Tender Bundle K, tendered 27 July 2022 [p 2]. This document is subject to an Order for Non-Publication made on 27 July 2022 – see Exhibit C; Nous Group, *QPS DFV-Q findings report* (29 August 2022); Working for Queensland Survey – Queensland Police Service, conducted by the Public Service Commission, 2021.
- <sup>95</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022)
- <sup>96</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 14].
- <sup>97</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 82].
- <sup>98</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 14].
- <sup>99</sup> Nous Group, *QPS DFV-Q findings report* (2018) [p 25].
- <sup>100</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 4].
- <sup>101</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 52].
- <sup>102</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 26].
- <sup>103</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 66].
- <sup>104</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 66].
- <sup>105</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022).
- <sup>106</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022).
- <sup>107</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 44].
- <sup>108</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 66].
- <sup>109</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 67].
- <sup>110</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 67].
- <sup>111</sup> For example, specialist positions include domestic and family violence coordinators/liaison officers.
- <sup>112</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022).
- <sup>113</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 68].
- <sup>114</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 68].
- <sup>115</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022).
- <sup>116</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022).
- <sup>117</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022).
- <sup>118</sup> For example, through Exhibit 17.1, Mark Ainsworth, *Report into interviews conducted with police officers and civilian officers in relation to the Independent Commission of Inquiry into the Queensland Police Service responses to domestic and family violence* (21 July 2022), Tender Bundle K, tendered 27 July 2022 [p 2]. This document is subject to an Order for Non-Publication made on 27 July 2022 – see Exhibit C; Nous Group, *QPS DFV-Q findings report* (29 August 2022); Working for Queensland Survey – Queensland Police Service, conducted by the Public Service Commission, 2021.
- <sup>119</sup> For example, through Exhibit 17.1, Mark Ainsworth, *Report into interviews conducted with police officers and civilian officers in relation to the Independent Commission of Inquiry into the Queensland Police Service responses to domestic and family violence* (21 July 2022), Tender Bundle K, tendered 27 July 2022 [p 2]. This document is subject to an Order for Non-Publication made on 27 July 2022 – see Exhibit C; Nous Group, *QPS DFV-Q findings report* (29 August 2022); Working for Queensland Survey – Queensland Police Service, conducted by the Public Service Commission, 2021.
- <sup>120</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 59]: “As it did in 2018, as rank increases, agreement that QPS members personally have the required skills and knowledge decreases”; Nous Group, *QPS DFV-Q Findings report* (29 August 2022) [p 57]: “confidence in knowledge decreases as rank increases”.
- <sup>121</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 74]: In response to Q20 – “My actions in my role make a difference in reducing DFV in my area”, overall 32.3% disagreed in 2018 compared to 36.6% in 2022 overall, while 49.6% constables disagreed; 48.1% of senior constables disagreed.
- <sup>122</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 74].
- <sup>123</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 51].
- <sup>124</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 51].
- <sup>125</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 78]: Highest proportion of positive responses was for FYCs (76.9%) and lowest was for Senior Constable (43.1%); Constable (59.6%); Sergeant (48.5%); Senior Sergeant (47.8%).
- <sup>126</sup> This question recorded high numbers of neutral responses over both survey periods.
- <sup>127</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022).
- <sup>128</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022).
- <sup>129</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 50].
- <sup>130</sup> These quotes are indicative of free-text quotes on this issue: Nous Group, *QPS DFV-Q findings report* (29 August 2022).
- <sup>131</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 57].
- <sup>132</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 59].
- <sup>133</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 60].
- <sup>134</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 65].
- <sup>135</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022).
- <sup>136</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 63].
- <sup>137</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022).
- <sup>138</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022).
- <sup>139</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 83].
- <sup>140</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 83].
- <sup>141</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 84].
- <sup>142</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022).
- <sup>143</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 83].
- <sup>144</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 86].
- <sup>145</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022).
- <sup>146</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 86].
- <sup>147</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 87].
- <sup>148</sup> Steering Committee for the Review of Government Service Provision, *Report on Government Services 2022* (Productivity Commission Report, 25 January 2022).
- <sup>149</sup> Steering Committee for the Review of Government Service Provision, *Report on Government Services 2022* (Productivity Commission Report, 25 January 2022).
- <sup>150</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 69].
- <sup>151</sup> Nous Group, *QPS DFV-Q findings report* (29 August 2022) [p 69].
- <sup>152</sup> Dismissal is an available disciplinary sanction under s7.34 *Police Services Administration Act 1990* (Qld), but no powers exist for the Commissioner to dismiss an officer on grounds of loss of confidence.
- <sup>153</sup> *Police Act 1990* (NSW) s 181D.
- <sup>154</sup> Part 4, Div 6 of the *Victoria Police Act 2013* provides a power for the Commissioner to dismiss a police officer on grounds that the Commissioner reasonably believes the officer is incapable of performing their duties, but not for Commissioner’s loss of confidence more broadly.
- <sup>155</sup> Section 46 of the *Police Act 1998* (SA) provides a power to dismiss an officer for unsatisfactory performance, but not for the Commissioner’s loss of confidence.
- <sup>156</sup> *Police Service Act 2003* (Tas) ss 30 & 31.
- <sup>157</sup> *Police Act 1892* (WA) s 33L.

- <sup>158</sup> Section 78 of the *Police Administration Act 1978* (NT) empowers the Police Commissioner to dismiss an officer from the Police Force on public interest grounds where the Commissioner is 'of the opinion' a member has committed a breach of discipline.
- <sup>159</sup> ACT Policing is a division of the Australian Federal Police (AFP). Section 28 of the *Australian Federal Police Act 1979* (ACT) provides that the Commissioner of the AFP may terminate the employment of an AFP employee at any time by notice in writing. However, these terminations are subject to the provisions of the *Fair Work Act 2009* which prevent dismissals that are "harsh, unjust or unreasonable." Section 40K of the *Australian Federal Police Act 1979* (ACT) provides the power for the AFP Commissioner to dismiss an AFP employee on grounds that they engaged in 'serious misconduct.'
- <sup>160</sup> Section 74 of the *Policing Act 2008* (NZ) permits the Commissioner to medically retire a police officer, and s 70 permits the Commissioner to remove employees subject to employment law. A specific power does not exist in relation to Commissioner's loss of confidence.
- <sup>161</sup> Dismissal is available as a sanction in Northern Ireland following a misconduct proceeding pursuant to s 36 of *The Police (Conduct) Regulations (Northern Ireland) 2016* (NI).
- <sup>162</sup> *Evidence Act 1977* (Qld) s 21A. Date of commencement 22 October 2015.
- <sup>163</sup> Legislative Changes', Department of Justice and Attorney-General (Web Page, 26 October 2022) <<https://www.justice.qld.gov.au/initiatives/end-domestic-family-violence/our-progress/strengthening-justice-system-responses/legislative-changes>>
- <sup>164</sup> *Domestic and Family Violence Protection Act 2012* (Qld) s 177. Date of commencement 22 October 2015.
- <sup>165</sup> *Penalties and Sentences Act 1992* (Qld) s 12A. Date of commencement 1 December 2015.
- <sup>166</sup> *Criminal Code Act 1899* (Qld) s 315A. Date of commencement 5 May 2016.
- <sup>167</sup> *Penalties and Sentences Act 1992* (Qld) s 9(10A). Date of commencement 5 May 2016. *Domestic and Family Violence Protection Act 2012* (Qld) pt 5A. Date of commencement 30 May 2017.
- <sup>168</sup> *Domestic and Family Violence Protection Act 2012* (Qld), pt 5A. Date of commencement 30 May 2017.
- <sup>169</sup> *Domestic and Family Violence Protection Act 2012* (Qld), s 169F. Date of commencement 30 May 2017.
- <sup>170</sup> *Domestic and Family Violence Protection Act 2012* (Qld), ss 101–113. Date of commencement 30 May 2017.
- <sup>171</sup> *Domestic and Family Violence Protection Act 2012* (Qld), s 97. Date of commencement 30 May 2017.
- <sup>172</sup> *Domestic and Family Violence Protection Act 2012* (Qld), s 31 and part 6. Date of commencement 25 November 2017.
- <sup>173</sup> *Domestic and Family Violence Protection Act 2012* (Qld), ss 178 & 179. Date of commencement 30 May 2017.
- <sup>174</sup> Royal Commission into Aboriginal Deaths in Custody, *Final Report Volume 1* (Report, Vol 1, 15 April 1991).
- <sup>175</sup> National Inquiry into Racist Violence, *Racist Violence* (27 March 1991).
- <sup>176</sup> National Inquiry into the Separation of Aboriginal and Torres Strait Islander Children from their Families, *Bringing Them Home* (Report, April 1997).
- <sup>177</sup> Crime and Misconduct Commission, *Restoring Order: Crime prevention, policing and local justice in Queensland's Indigenous communities* (Report, 30 November 2015).
- <sup>178</sup> Change the Record Coalition, *Blueprint for Change* (Report, 30 November 2015).
- <sup>179</sup> Public Safety Business Agency and Queensland Police Service, *Enforcement of Domestic Violence Orders in Queensland's Discrete Indigenous Communities* (Report, April 2016).
- <sup>180</sup> Change the Record and the Human Rights Law Centre, *Over-represented and Overlooked: the crisis of Aboriginal and Torres Strait Islander women's growing over-imprisonment* (Report, May 2017).
- <sup>181</sup> Domestic and Family Violence Death Review and Advisory Board, *2016-17 Annual Report* (2017).
- <sup>182</sup> PriceWaterhouseCoopers' Indigenous Consulting, Change the Record Coalition and the Korin Gamadjji Institute, *Indigenous incarceration: Unlock the facts* (Report, May 2017).
- <sup>183</sup> Anna Dwyer, 'Understanding Police-Indigenous relations in remote and rural Australia: Police perspectives' (Master of Philosophy Thesis, Queensland University of Technology, 2018).
- <sup>184</sup> Australian Law Reform Commission, *Pathways to Justice—Inquiry into the Incarceration Rate of Aboriginal and Torres Strait Islander Peoples* (Final Report 133, December 2017).
- <sup>185</sup> Department of the Prime Minister and Cabinet, *Closing the Gap Prime Minister's Report* (2018).
- <sup>186</sup> Australian Human Rights Commission, *Wiyi Yani U Thangani (Women's Voices): Securing Our Rights, Securing our Future* (Report, 2020).
- <sup>187</sup> Harry Blagg et al, *Understanding the role of Law and Culture in Aboriginal and Torres Strait Islander communities in responding to and preventing family violence* (ANROWS Research Report, Issue 19, June 2020).
- <sup>188</sup> Coalition of Aboriginal and Torres Strait Islander Peak Organisations and all Australian Governments, *National Agreement on Closing the Gap Agreement* (Report, July 2020).
- <sup>189</sup> Heather Nancarrow et al, *Accurately Identifying the "person most in need of protection" in domestic and family violence law* (ANROWS Research Report, Issue 23, November 2020).
- <sup>190</sup> Emily Maple and Mark Kebbell, 'Responding to Domestic and Family Violence: A Qualitative Study on the Changing Perceptions of Frontline Police Officers' (2021) 27(12-13) *Violence against women* 2377.
- <sup>191</sup> Queensland Government, *Queensland's Framework for Action: Reshaping our approach to Aboriginal and Torres Strait Islander domestic and family violence* (2021).
- <sup>192</sup> Queensland Sentencing Advisory Council, *Connecting the Dots: The sentencing of Aboriginal and Torres Strait Islander peoples in Queensland* (Report, March 2021).
- <sup>193</sup> Women's Safety and Justice Taskforce, *Hear her voice: Report 1 – Addressing coercive control and domestic and family violence in Queensland* (Report One, December 2021).
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