

Commission of Inquiry into Queensland Police Service responses to domestic and family violence

Queensland Treasury response

Queensland Police Service Funding Mechanism

The Appropriation funding provided to Queensland Government departments each year, including the Queensland Police Service, represents an aggregation of funding decisions made by Government over time.

Where the Government has previously made a decision that has an ongoing funding requirement, such as committing to an increase in the number of frontline staff, the associated funding is provided on an ongoing basis.

Appropriation is generally provided on this basis, with the annual Budget process focussed on Government consideration of adjustments to levels of service provision or responses to emerging issues.

Queensland Police Service Budget Allocation

The *Financial Accountability Act 2009* (the Act) sets out the financial administration requirements for Queensland Government departments and the State's finances more broadly.

Section 65 of the Act establishes that the chief executive of a department of government under the *Public Service Act 2008*, section 14, is the accountable officer of the department.

Section 61 of the Act identifies the following functions for accountable officers and statutory bodies:

- (a) *to achieve reasonable value for money by ensuring the operations of the department or statutory body are carried out efficiently, effectively and economically;*
- (b) *to establish and maintain appropriate systems of internal control and risk management;*
- (c) *to establish and keep funds and accounts in compliance with the prescribed requirements;*
- (d) *to ensure annual financial statements are prepared, certified and tabled in Parliament in accordance with the prescribed requirements;*
- (e) *to undertake planning and budgeting for the accountable officer's department or the statutory body that is appropriate to the size of the department or statutory body;*
- (f) *to perform other functions conferred on the accountable officers or statutory bodies under this or another Act or a financial and performance management standard.*

Section 68 of the Act also requires that:

- (1) *The accountable officer of a department must:*
 - (a) *prepare a budget for the department for each financial year (an annual departmental budget); and*
 - (b) *give the annual departmental budget to the appropriate Minister.*
- (2) *The appropriate Minister must table the annual departmental budget in the Legislative Assembly at the same time as the budget for the State for that financial year is tabled.*

The annual departmental budget presently takes the form of a Service Delivery Statement, which is part of the suite of State Budget papers. Service Delivery Statements for the Queensland Police Service are available as part of the State Budget resources maintained on the Queensland Treasury website¹.

¹ <https://s3.treasury.qld.gov.au/files/bp5-gpfes-2016-17.pdf>

<https://s3.treasury.qld.gov.au/files/bp5-gpfes-2017-18.pdf>

<https://s3.treasury.qld.gov.au/files/SDS-Queensland-Police-Service-2018-19.pdf>

<https://s3.treasury.qld.gov.au/files/2019-20-Police-and-Public-Safety-Portfolio-SDS.pdf>

https://s3.treasury.qld.gov.au/files/2020_21_SDS_1-1.pdf (commencing at page 1-170)

https://s3.treasury.qld.gov.au/files/Budget_2021-22_SDS_Queensland_Police_Service_and_Public_Safety_Business_Agency.pdf

https://s3.treasury.qld.gov.au/files/Budget_2022-23_SDS_Queensland_Police_Service.pdf

The Service Delivery Statement predominantly contains budgeted financial and non-financial information about each department for the current and coming financial year.

The Service Delivery Statement outlines the services to be delivered by the department and includes a summary of performance measures for each service delivery area.

Section 63 of the Act also requires that:

- (1) *Accountable officers and statutory bodies must, in the way and within the time stated in a financial and performance management standard—*
 - (a) *prepare an annual report; and*
 - (b) *give the report to the appropriate Minister.*
- (2) *The Minister must table the annual report in the Legislative Assembly within the time stated in the financial and performance management standard*

Annual reports are prepared in accordance with the Annual Reporting Requirements for Queensland Government Agencies, which outline the non-financial performance information that departments and statutory bodies must include in their annual report.

This annual publication includes disclosure of the agencies' performance against specific priorities of the Government.

Annual reports for the Queensland Police Service are published on the Queensland Police Service website².

Queensland Police Service Funding Requests

Requests for additional funding occur via Ministers making submissions to the Cabinet Budget Review Committee (CBRC), a sub-committee of the Queensland Cabinet. Decisions on additional funding to agencies are made by CBRC.

Section 3.2 of the Cabinet Handbook identifies that:

*The CBRC is a core Standing Committee that has a primary role of considering matters with financial or budgetary implications for the government. Initiatives or proposals that cannot be funded from existing appropriations must be directed to CBRC in the first instance for consideration.*³

Queensland has two key Budget processes throughout the year, the State Budget which is normally released in June, and the Budget Update (previously called Mid-Year Fiscal and Economic Review) which is normally released in December. During the Budget/Update process, Ministers may make submissions to CBRC for funding.

While the majority of funding submissions are made through a Budget or Budget Update process, they may also be submitted to CBRC throughout the year. Funding requests may be made in relation to a single agency, or may represent a whole-of-Government funding request, such as the funding associated with the Queensland Government's response to the *Not Now, Not Ever* report.

Central agencies (the Department of the Premier and Cabinet and Queensland Treasury) prepare briefing material on submissions lodged by agencies, which is provided to CBRC to inform their decision-making process.

Central agencies advise Government on policy and financial issues across all government portfolios to achieve whole-of-government objectives and support departments in delivering value-for-money outcomes for Queensland. Treasury's advice to CBRC includes consideration of the overall fiscal sustainability of the State Budget which must balance many priorities with limited incoming revenues.

Submissions to CBRC are Cabinet documents, which are managed by the Cabinet Secretary. As set out in section 4.15.6 of the Cabinet Handbook, consultation with the Cabinet Secretary would be required if a request were made to access a CBRC funding submission or CBRC decision.

² <https://www.police.qld.gov.au/gps-corporate-documents/reports-and-publications>

³ <https://www.premiers.qld.gov.au/publications/categories/policies-and-codes/handbooks/cabinet-handbook/committees/review-committee.aspx>

Queensland Police Service Funding Decisions and Evaluation

Funding decisions, whether made as part of a Budget, Budget Update or other CBRC decision-making throughout the year, are published in Budget documents, such as Budget Paper 4 *Budget Measures*.

These funding decisions may relate to a single issue or initiative that is to be delivered by a single agency. Cross-cutting issues, such as the State's response to reviews into domestic and family violence, involve a series of initiatives across multiple agencies, usually with central oversight of implementation.

For example, the 2016-17 Budget Paper 4 detailed the additional funding provided by Government (pages 6-8) to support the response to the *Not Now, Not Ever* report⁴. As part of the response, CBRC approved the provision of additional funding to the Queensland Police Service (pages 106-108), including:

- \$2.2 million over four years (with funding ongoing beyond year four) to support the Queensland Police Service to pursue cultural change in line with the recommendations of the *Not Now, Not Ever* report.
- \$5.1 million over four years (with funding ongoing beyond year four) to support the high risk teams delivering an integrated response to domestic and family violence.
- \$1.5 million over two years for the Queensland Police Service to continue to provide prosecutorial support to the Southport specialist domestic and family violence court, as part of extending the trial of this court.

The allocation of these funds within the Queensland Police Service and the integration into existing Queensland Police Service operations is a matter for the Commissioner, as the accountable officer.

In responding to the recommendations of the *Not Now, Not Ever* report, the Government established a Domestic and Family Violence Implementation Council to report on the implementation of recommendations of the report and the performance of the sectors taking action to eliminate domestic and family violence. The Domestic and Family Violence Implementation Council issued a series of reports over the four years to November 2019⁵.

Specific initiatives recommended in the *Not Now, Not Ever* report have been subject to evaluation. For example, the (then) Department of Child Safety, Youth and Women has published a summary of key findings of the *Evaluation of the integrated service response and high risk teams trial (2019)*⁶.

In the 2022-23 Budget, the additional funding provided by Government in response to *Hear her voice – Report one – Addressing coercive control and domestic and family violence in Queensland* is published in Budget Paper 4 (pages 7-9). Each component or initiative of the response is also identified against the lead department through the document.⁷

As part of the response, CBRC approved the provision of additional funding to the Queensland Police Service (pages 127-130 and pages 159-160), including \$3.2 million over four years and \$1.1 million per annum ongoing to continue to enhance and roll out specialist domestic and family violence courts.

Budget Paper 4 also identifies funding that CBRC has decided would be set aside for provision to the Queensland Police Service pending further Government consideration, including:

- \$17.5 million over four years and \$4.4 million ongoing for the delivery of enhanced education and training on domestic and family violence and coercive control to all levels of the service. A further \$166,000 of capital funding in 2022-23 has been provisioned for this purpose.
- \$6.8 million over four years to ensure operational policies and procedures guide police in identifying and responding to domestic and family violence as a pattern of behaviour over time and to review risk assessment processes in consultation with First Nations stakeholders and people with lived experience of domestic and family violence. A further \$41,000 of capital funding in 2022-23 has been provisioned for this purpose.

⁴ <https://s3.treasury.qld.gov.au/files/bp4-2016-17.pdf>

⁵ <https://www.publications.qld.gov.au/dataset/dfv-implementation-council-reports>

⁶ <https://www.publications.qld.gov.au/ckan-publications-attachments-prod/resources/130048dc-fb31-49eb-8fec-5083246d9e39/dfv-isr-evaluation-summary.pdf?ETag=b4198cafe86e093167fa5928ce1bb662>

⁷ https://budget.qld.gov.au/files/Budget_2022-23_BP4_Budget_Measures.pdf

- \$6.3 million over three years to trial and evaluate mobile co-responder models involving joint responses between Queensland Police Service and specialist domestic and family violence services. A further \$108,000 of capital funding in 2022-23 has been provisioned for this purpose.

The allocation of these funds within the Queensland Police Service and the integration into existing Queensland Police Service operations is a matter for the Commissioner, as the accountable officer.

Part of the Government's response included establishing a Program Management Office in the Department of Justice and Attorney-General to oversee and guide implementation of the Government response to the Report.

The Government's response also commits to developing a monitoring and evaluation framework, building on the existing evaluation framework for the Domestic and Family Violence Prevention Strategy (developed as part of the response to the *Not Now, Not Ever* report) to measure and monitor outcomes achieved across the domestic and family violence service system. Whole-of-government annual reports will be developed for tabling in Parliament on progress of the implementation of Taskforce recommendations.⁸

⁸ <https://www.publications.qld.gov.au/ckan-publications-attachments-prod/resources/84bb739b-4922-4098-8d70-a5a483d2f019/qg-response-ws|taskforce-report1.pdf?ETag=adb9f2f7ba3ce907ae98eb5b81539100> (page 9)