

Office of the Victims' Commissioner
Sexual Violence Review Board

ANNUAL REPORT

2024-2025

DELIVERING
FOR QUEENSLAND



Queensland
Government

Public availability

This report is available online at www.victimscommissioner.qld.gov.au
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Feedback

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Alternatively, a hard copy of the feedback form may be requested from our office.

Interpreter service



The Office of the Victims' Commissioner is committed to providing accessible information and services to Queenslanders from culturally and linguistically diverse backgrounds. To talk to

someone about this Annual Report in your preferred language, contact the Interpreter Service on 1800 512 451 and we will arrange an interpreter to communicate the report to you.

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Attribution

You are free to copy, communicate and adapt this Annual Report, as long as you attribute the work to: State of Queensland, Office of the Victims' Commissioner Annual Report 2024–25.

Acknowledgement of Traditional Custodians

We respectfully acknowledge the Aboriginal and Torres Strait Islander peoples, the Traditional Custodians and Elders of the lands and seas on which we live, learn and work. We acknowledge those of the past, whose wisdom and strength has nurtured this land. We acknowledge those of the present for their leadership and ongoing efforts to protect and promote First Nations people and cultures. We recognise that it is our collective effort and responsibility as individuals, communities and governments to ensure equality, recognition and advancement of First Nations Queenslanders across all aspects of society and everyday life.

Recognition of victims

We respectfully recognise all victims of crime. We see you. We believe you. We acknowledge the harm you have suffered. We respect your choices in whichever path you may take. Your emotions and reactions are valid. We see your strength, courage, resilience and vulnerabilities and support your right to self-determination, and to lead lives free from fear. To loved ones of those who have died, we offer our condolences and acknowledge the ongoing hurt and pain you experience. We recognise the important role of people supporting and advocating for victims of crime, both personally and professionally. We value the experiences you have shared with us as they shape our work.

Note on language

The term 'victim' and 'victim-survivor' is used throughout this report. The diverse preferences of individuals with lived and living experience of crime is acknowledged. Language plays a significant role in shaping narrative and individuals may have varying preferences regarding their identities. Some individuals may prefer 'victim' as it emphasises their experience of harm, while 'victim-survivor' acknowledges the ongoing effects and harm caused by crime and highlights the strength and resilience of individuals with lived experience. By incorporating both terms, we hope to honour those perspectives and foster an inclusive dialogue. The term 'victim' may also be used when referring to legislation as it is a term commonly used in legal frameworks.



Office of the
Victims' Commissioner

Office of the Victims' Commissioner
GPO Box 1435
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31 October 2025

The Honourable Laura Gerber MP
Minister for Youth Justice and Victim Support and
Minister for Corrective Services
1 William Street
BRISBANE QLD 4000

Dear Minister,

I am pleased to present the Annual Report 2024-25 for both the Office of the Victims' Commissioner and the Sexual Violence Review Board.

These reports are made in accordance with the requirements in section 34 and 91 of the *Victims' Commissioner and Sexual Violence Review Board Act 2024*, providing information on the performance of the Victims' Commissioner's functions and the activities of the Sexual Violence Review Board in 2024-25.

Pursuant to section 13 and section 66 of the *Victims' Commissioner and Sexual Violence Review Board Act 2024*, the Victims' Commissioner and the Sexual Violence Review Board are not considered to be statutory bodies for the purposes of the *Statutory Bodies Financial Arrangements Act 1982* or the *Financial Accountability Act 2009*. The Victims' Commissioner and the Sexual Violence Review Board are not required to comply with the *Annual Report Requirements for Queensland Government agencies*, however these requirements have guided the creation of both Annual Reports.

Yours sincerely,

Robert Gee APM

Acting Victims' Commissioner
Acting Chair, Sexual Violence Review Board

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Office of the Victims' Commissioner Annual Report

Message from the acting Victims' Commissioner

The establishment of an independent Victims' Commissioner in Queensland implements a recommendation from the Women's Safety and Justice Taskforce's second *Hear her voice* report in 2022 and the Commission of Inquiry into Queensland Police Service responses to domestic and family violence report *A call for change*. It is a significant development in Queensland's approach to the treatment of victims of crime in this state, sending a clear signal of intention about the importance of treating victims of crime with dignity and respect, listening to their voices, centring their perspectives and upholding their rights.

The *Victims' Commissioner and Sexual Violence Review Board Act 2024* was passed with bipartisan support by Queensland's Parliament in April 2024. However, the provisions of that Act did not commence until the reportable period. Commencement of the Act was staggered throughout the 2024-2025 financial year as follows:

- 29 July 2024 – commencement of the Victims' Commissioner and the Office of the Victims' Commissioner and limited functions relating to consultation and advice
- 2 September 2024 - commencement of the Victim's Commissioner's functions with respect to the Charter of the Victims' Rights and systemic review
- 10 May 2025 – commencement of the functions of the Sexual Violence Review Board which is chaired by the Victims' Commissioner.

Queensland established the Office of the Interim Victims' Commissioner in the year preceding the commencement of the establishing legislation. I acknowledge the work of Mr Jon Rouse APM in his tenure as Interim Victims' Commissioner from September 2023 until July 2024. The Office of the Victims' Commissioner benefited significantly from the work of the Interim Victims' Commissioner and his staff.

Ms Rebecca O'Connor was appointed as Queensland's first statutory Victims' Commissioner commencing her duties on 29 July 2024. I respectfully acknowledge the work that Ms O'Connor brought to the task of establishing the permanent office and during her tenure as Victims' Commissioner in this reporting period.

Mr Rouse, Ms O'Connor and the staff of the Office of the Victims' Commissioner were beneficiaries of the advice and expertise of highly regarded senior public servant Ms Nicola Doumany PSM who served as Executive Director of both the interim and permanent offices until her retirement from the Queensland public service after more than 33 years.

The office's first year of operations has been one of focused, and often complicated, work. I would like to highlight key achievements for 2024-25:

- Establishing a complaint and client engagement service for victims.

- Releasing a range of resources to promote the Charter of Victims' Rights.
- Launching the innovative, interactive online 'victim pathways' resources.
- Commencing a Review of the Charter of Victims' Rights – our first systemic review.
- Providing advice to the Minister, parliamentary committees and Queensland Government agencies, on issues affecting victims.
- Establishing the secretariat function for the Sexual Violence Review Board to support the board as it identifies and reviews systemic issues in relation to the reporting, investigation and prosecution of sexual offences.

The demand for the Office of the Victims' Commissioner's complaint and client engagement service demonstrates the unmet needs of victims of crime in Queensland before the Office of the Victims' Commissioner's establishment. This demand highlights the gaps that continue to exist as victims try to navigate their way through unfamiliar systems and processes.

As well as investigating and resolving complaints victims raise regarding government and non-government agencies, we provide clients with information to help them understand the appropriate avenues for assistance relevant to their concerns and provide warm referrals to support services.

Many victims and victim representatives also raise issues about their experiences that assist us to inform and ground our systemic review and advice to government in the experience of Queenslanders who are victims of crime.

I am grateful to victims for engaging with us. The services that support victims of crime and the staff of this office bring great compassion, care and dedication. This work, while rewarding, can also be emotionally demanding. This office will continue to intentionally invest in specific strategies to support the wellbeing and safety of our staff and those they support.

It is a privilege to bring victims' voices to the table, and to work with victims, government agencies and communities to drive improvements that make a lasting difference. Our vision is to ensure that victims are respected, seen and heard in a justice system that anticipates their needs.

Robert (Bob) Gee APM
Acting Victims' Commissioner

About the Victims' Commissioner and office

The Victims' Commissioner and the Office of the Victims' Commissioner are established under the *Victims' Commissioner and Sexual Violence Review Board Act 2024* (the Act).

The Victims' Commissioner is an independent statutory officer who is not subject to the direction or control of the Minister. The Office of the Victims' Commissioner consists of staff who are employed under the *Public Sector Act 2022*. The sole function of the office is to support the Victims' Commissioner perform their functions. Staff of the Office of the Victims' Commissioner are not subject to direction by any person other than the Victims' Commissioner or a person authorised by the Victims' Commissioner.

Section 101 of the Act allows the Victims' Commissioner to delegate their functions under the Act to an appropriately qualified public service officer.

The functions of the Commissioner under the Act that are supported by the staff in the Office of the Victims' Commissioner are to:

- conduct systemic reviews and research about matters relating to victims
- consult with victims of crime on their experience as a victim and their experience in the criminal justice system
- deal with complaints about alleged contraventions of the Charter of Victims' Rights
- publish information in relation to the criminal justice system
- promote the Charter of Victims' Rights and rights of victims and advocate on behalf of victims by making recommendations and providing advice, training, information or other help to government and non-government entities
- provide advice to the Minister on issues affecting victims and the promotion of victims' rights, including making recommendations about improvements to government policy, practices, procedures and systems to support the rights of victims
- monitor the implementation of recommendations made by the Victims' Commissioner.

The Victims' Commissioner's functions, except the complaint function, apply to all victims of crime, including domestic and family violence and property crime.

The complaint function is linked to the Charter of Victims' Rights, meaning it has a narrower application—to victims who suffer physical, psychological or emotional harm as a result of a violent crime, including domestic and family violence.

On 29 July 2024, the Victims' Commissioner's functions to consult with victims, provide advice to the Minister, and make recommendations for improvements commenced. The remaining functions, including the complaint function, commenced on 2 September 2024.

Under the Act, the Victims' Commissioner must have specific regard to the vulnerabilities of certain cohorts of victims, including:

- victims of sexual, domestic and family violence
- Aboriginal victims
- Torres Strait Islander victims
- victims who have characteristics that may make them particularly vulnerable to harm.

On 10 May 2025, provisions in the Act that established the Sexual Violence Review Board commenced. Its role is to identify and review systemic issues in relation to the reporting, investigation and prosecution of sexual offences. The Victims' Commissioner is the Chairperson of the Board and is responsible for leading the board, and directing its activities, to ensure it appropriately performs its functions.

The Act also introduced a requirement that Queensland Government entities publish details about Charter of Victims' Rights complaints received by the entity, in their annual reports.

The Victims' Commissioner and the Sexual Violence Review Board are not statutory bodies for the purposes of the *Statutory Bodies Financial Arrangements Act 1982* or the *Financial Accountability Act 2009*.

Queensland Government commitments

We support *Safety where you live* - a Queensland Government objective for the community.

Our office supports this objective through our systemic review, advice and complaint functions where we promote the rights and needs of victims. We also deliver support to victims through our client and engagement service.

Strategic plan 2024-2029

The inaugural Victims' Commissioner's strategic plan was released in February 2025. The plan was developed in consultation with the Office of the Victims' Commissioner (OVC) staff, and a draft was also socialised with the Commissioner's Stakeholder Reference Group. This plan has guided the office's focus during this reporting period.

Vision, purpose and values

Vision

Victims are respected, seen and heard in a justice system that anticipates their needs.

Purpose

Ensure justice and victim support systems uphold the dignity and rights of all victims of crime, within a culture of safety, transparency and accessibility.

Values

- bravery - lead with courage
- advocacy - raise the standards
- compassion - connect with empathy
- integrity - take action with honest purpose
- respect - listen to understand and collaborate.

Objectives

- Promote and protect victim's rights in Queensland - we will lead efforts to promote and protect the rights of all victims at the systemic and individual level across all government and victim support systems, ensuring these rights are embedded and that victims are treated with respect and dignity.
- Advocate for trauma-informed and empowering responses - we will advocate for a justice and victim support system that prioritises safety, trust, choice, collaboration, and empowerment, when interacting with victims, ensuring their needs and views are central to decision-making and service design.
- Increase participation, action and truth-telling - we will create safe, supportive spaces where victims can influence key decisions, policies, and reforms that affect them, ensuring the justice and victim support system evolves to facilitate participation, and is held accountable for upholding victims' rights.

- Be transformative, positive disruptors - we will champion bold and innovative reforms, challenging outdated practices and driving transformative change in the justice and victim support system to create a more equitable, compassionate, and harm-reducing approach.
- Collaborate, co-operate and learn - we will build and strengthen partnerships between government agencies, community organisations, and victims of crime to facilitate a unified, coordinated justice response.

Performance

This Annual Report reflects on the organisation's performance against the objectives, how they have met the statutory functions of the Victims' Commissioner and the Queensland Government's objectives for the community. This report discusses performance under the following categories that are aligned with the statutory functions within the Act:

- complaint and client engagement service
- systemic policy advice
- rights promotion and engagement.

Operating environment

The establishment of an independent Victims' Commissioner is part of a significant shift in how victims of crime are considered within the criminal justice system, not just in Queensland but across multiple Australian jurisdictions and more broadly internationally.

The recommendation to establish an independent Victims' Commissioner came from the *Women's Safety and Justice Taskforce, Hear her voice: Report Two* (Recommendation 18) and the Commission of Inquiry into Queensland Police Service responses to domestic and family violence report *A call for change* (Recommendation 78). However, we acknowledge the significant work from other landmark reports and inquiries, along with decades of advocacy from the victim support sector.

Independent Victims' Commissioners and Ombudsmen are well established internationally in countries such as Canada, England and Wales, New Zealand and Northern Ireland.

Domestically, South Australia, Victoria and the Australian Capital Territory also have independent Victims' Commissioners. Legislation to establish an independent Victims of Crime Commissioner was passed by the New South Wales Parliament in October 2025. Western Australia's Commissioner for Victims of Crime operates as an office within Western Australia's Department of Justice. Queensland's Victims' Commissioner participates in the National Victims of Crime Working Group with the Commissioners from these states and territories as well as senior justice officials responsible for services to victims of crime in the Northern Territory and Tasmania.

As the champion for the rights and needs of victims of crime, along with holding the stewardship for the Charter of Victims' Rights, the Victims' Commissioner is in a unique position to provide a voice at the table that speaks entirely on behalf of victims.

However, our work exists in a much broader reform environment, where victims' needs, and experiences are already being recognised. This reform continues at pace, aiming to improve community safety and reduce the likelihood of secondary victimisation by systems. We work in close collaboration with our colleagues across Queensland Government but in particular the Queensland Police Service (QPS), the Department of Justice, and the Department of Youth Justice and Victim Support (DYJVS). DYJVS delivers financial assistance and direct support to victims. DYJVS continue to consult with us on the development of the new victim advocacy service that is due to be delivered in 2026. It is our goal that by delivering on the functions of the Act, systems transform to be beneficial, rather than a barrier, to a victim's chance of recovery and healing. It is a hopeful time to be involved in our work.

Complaint and client engagement service

The Charter of Victims' Rights became law in Queensland on 1 July 2017. At that time, it was in the *Victims of Crime Assistance Act 2009*. Throughout this report, we refer to it as the Charter.

A person has rights under the Charter if they have suffered harm:

- because of a violent crime, including domestic and family violence
- because a member of their immediate family or someone they are dependent on has been harmed or killed because of a violent crime
- while helping someone else who was being harmed because of a violent crime.

For the Charter to apply, the person must have suffered physical, psychological or emotional harm.

The Charter describes the treatment that victims should receive from Queensland Government entities and their officers, as well as funded non-government entities that provide services to victims of crime as their primary function.

Prior to 2 September 2024:

- Victims who felt their rights under the Charter had not been upheld could make a complaint to the Victim Services Coordinator, a public service position within Victim Assist Queensland, or raise their concerns directly with the agency responsible.
- There was no single independent body responsible for overseeing complaints about compliance with the Charter.

On 2 September 2024, the Victims' Commissioner's statutory functions and powers to deal with Charter complaints from, or on behalf of, victims of crime commenced. Under the Act we can deal with unresolved complaints that were raised with the Victim Services Coordinator or a relevant entity prior to 2 September 2024. We can also respond to new complaints that relate to conduct that occurred prior to 2 September 2024.

A significant service delivery challenge for the Victims' Commissioner in the reporting period was the number of Charter complaints received by the Office of the Victims' Commissioner. Between 2021 and 2023 the Victim Services Coordinator within Victim Assist Queensland received fewer than 40 Charter complaints. The data below shows that the Office of the Victims' Commissioner received 517 complaints alleging Charter contraventions in 10 months of operation in the reportable period. The promotion of and education about the existence of the Charter by both the Interim and permanent Office of the Victims' Commissioner is likely to have led to victims' greater awareness of their

Charter rights and ability to lodge a complaint. Also, the existence of an office independent of government to receive and investigate complaints gives victims of crime a different mechanism to raise issues.

Contact with our complaint and client engagement service

767

cases by 490 individuals raised with Office of the Victims' Commissioner since 2 September 2024.

516

were complaints* alleging contravention of Charter Rights.

200

enquiries seeking information and advice on how to navigate the criminal justice system and victim support.

51

were feedback on victims' experience of the criminal justice system and/or experience as a victim.

The office receives information from victims and support persons on a victim's behalf, who:

- raise alleged contraventions of a victim's Charter rights
- seek information and advice on how to navigate the criminal justice system and victim support
- provide feedback about experiences with the criminal justice system and victim support sector.

We provide many of these individuals with further information, including warm referrals to support services or other agencies. A warm referral means that, with the victim's

consent, we provide their contact details and information about their concerns directly to the agency, reducing the need for a victim to repeat their story or needs.

We have contact with many victims who wish to provide feedback on their experience as a victim of the criminal justice system. These may be victims who do not wish to proceed with a formal complaint, or do not fall within the scope of the Charter. The information received from victims provides unique insights and understanding of how the criminal justice system is responding to victims and is invaluable in helping us to advocate for the interests and needs of all victims of crime.

We are committed to providing a trauma-informed, accessible client service. The complaint and client engagement service can be contacted via:

- an online form hosted on our website
- email
- a dedicated phone line
- post.

Information and resources about victims' rights, the complaints process and the broader criminal justice system are available on our website.

Complaints alleging contravention of Charter rights

516

complaints received by the Office of the Victims' Commissioner since 2 September 2024.

223

Intake assessment phase - pending a determination by us as to whether the complaint is in-scope for a Charter rights complaint.

129

Decision to deal phase - pending a determination by the Office as to whether the complaint will be dealt with by the Office or not.

17

Resolution phase - we made a decision to deal with the complaint (it engages a Charter right) and are in the process of seeking to resolve the issue.

147

were closed.

Managing complaints

The office uses a three-phased approach to assess and respond to complaints alleging contraventions of the Charter:

- intake assessment
- decision to deal
- resolution.

Phase 1: Intake assessment

Following receipt of a complaint, we do an intake assessment to identify whether a complaint satisfies the legislative criteria for a Charter complaint. During this phase, we may seek preliminary information pursuant to section 49 of our Act from the complainant or respondent to assist in determining whether the complaint is in scope.

Often complaints contain multiple allegations relating to a respondent entity, some of which span several years. We have experienced significant delays during this phase due to the time it takes for parties to provide additional information to finalise the preliminary assessment.

During this phase, we consider if other complaint mechanisms are potentially available to deal with the subject matter of the complaint and if a referral should be made. Examples include complaints to the Queensland Human Rights Commission, the Office of the Information Commissioner, the Queensland Ombudsman and the Crime and Corruption Commission.

Phase 2: Decision to deal

Where a complaint has been assessed as satisfying the legislative criteria for a Charter complaint, we then decide:

- to deal with the complaint
- to refuse to deal with the complaint
- to refer the complaint to another appropriate agency.

The Victims' Commissioner may refuse to deal with a Charter complaint if satisfied:

- there is a more appropriate course of action available under another law to deal with the subject of the complaint (s. 48(4)(a))
- the subject of the complaint is being, or has been, appropriately dealt with by the commissioner or another entity (s. 48(4)(b))
- the complaint requirements under section 47 have not been met (s.48(4)(c))

- the complaint is frivolous or vexatious (s.48(4)(d)).

Phase 3: Resolution

The resolution phase seeks to resolve the allegation that a victim's Charter right has been contravened. The Victims' Commissioner may take any reasonable steps considered appropriate to resolve the complaint.

Under section 51 of the Act, a notice may be issued to a relevant entity seeking information, including confidential information, about a complaint. It is an offence to fail, without reasonable excuse, to comply with a notice issued under section 51 of the Act. This information gathering power is exercised to assist in our assessment of whether the Charter has been contravened and the making of recommendations. During this reporting period 22 notices were issued to 5 government and non-government entities to assist us to deal with a complaint.

Meeting demand

The level of contact with our complaint and client engagement service has significantly exceeded the number of Charter complaints lodged with the Victim Services Coordinator at Victim Assist Queensland. Moving forward we will continue to apply our resources strategically to meet this need.

Closed cases

147
complaints
were closed.

2 resolved by the Office.

30
in-scope Charter complaints.

15 assessed as being already
appropriately dealt with by another
entity or the Commissioner.

14 were referred to another agency
for the agency to deal with the
Charter of Rights' complaint.

1 was referred to another agency for
the agency to deal with the Charter
of Rights' complaint under another
law

3 did not meet written requirements.

55 out of scope of the Charter of Victims' Rights.

37 lapsed complaints.

20 withdrawn by client.

Resolved complaints - recommendations

Section 34 of the Act requires the Office's annual report to include details of any recommendations made by the Commissioner and an evaluation of any action taken in response to a recommendation.

During the reporting period we resolved two complaints (relating to one client) where recommendations were made. The client made complaints about the QPS and the Office of the Director of Public Prosecutions (ODPP).

The table below details the rights considered and the Victims' Commissioner's recommendations. During the reporting period the QPS and the ODPP had not yet responded to the recommendations. Actions taken in response to these complaints will be reported and evaluated in future Annual Reports.

Complaint 1: Queensland Police Service

Charter right	Recommendations
1.2.1 Informed on progress of investigation	Recommendation 1: That within 12 months, the QPS undertake a review with respect to compliance with Operational Police Manual Section 2.12.1, to ensure that contact with affected victims is recorded in QPRIME occurrences.
1.2.1 Informed on progress of investigation	Recommendation 2: That within 12 months, the QPS review Section 2.12.1, to provide further guidance to officers about seeking information from affected victims about the types of updates that they would like to receive, and how regularly they would like to receive updates.
1.2.1 Informed on progress of investigation	Recommendation 3: That within 3 months, the QPS apologise to [redacted] for not providing them adequate updates or information about the investigation process
1.1.1 Treated with courtesy, compassion, respect and dignity and taking into account the victim's needs	Recommendation 4: That within 6 months, the QPS review and update the Operational Police Manual with respect to media releases to require consideration to be had to affected victims who may be impacted by any media release, including that affected victims should be notified of any media releases.
1.1.1 Treated with courtesy, compassion, respect and dignity and taking into account the victim's needs	Recommendation 5: That within 3 months, the QPS apologise to [redacted] for not advising them in advance of media releases concerning their matter.
1.1.1 Treated with courtesy, compassion, respect and dignity and taking into account the victim's needs	Recommendation 6: That within 6 months, the QPS review the Sexual Offences Prosecutions Memorandum of Understanding with the ODPP to consider opportunities to clarify each agency's responsibilities with respect to QPS media releases.

Complaint 2: Office of the Director of Public Prosecutions

Charter right	Recommendation
1.2.3c Informed of court process including when victim may attend	Recommendation 1: That within 6 months, the ODPP review language in the Director's Guidelines, to ensure that it is consistent with the Charter of Victims' Rights. For example, language that states information should be provided if requested by the victim' should be changed to 'information must be provided to the victim'.
1.2.5 Informed of role of witness and trial process	Recommendation 2: That within 6 months, the ODPP finalise and publish the Sexual Violence Prosecution Guidelines.

Case management

We have commenced work on the development of an improved, fit-for-purpose client management system, 'Record Information Support Empowerment', known as RISE, which is expected to roll out in 2025-2026. This system will replace the existing case management system.

Under the Queensland Government's Portfolio, Program and Project Assurance Framework, an external review of the project was conducted in 2024-2025, ensuring it was on track to deliver the expected benefits.

In addition to delivering efficiencies in our case management practices, the system is designed to improve our data collection and reporting capabilities, enhance our capacity to understand and analyse data and support the identification of systemic trends arising from victims' experiences. These insights will inform the ongoing development of resources to promote victims' rights as well as our systemic review and policy work.

Systemic policy advice

The Victims' Commissioner provides systemic policy advice about victims' rights and needs to Ministers, government agencies, parliamentary committee inquiries, and other bodies.

The Victims' Commissioner provided written advice to Ministers on emerging issues relevant to the rights of victims of crime. The Victims' Commissioner also provided advice on government agencies' operational policies, procedures and strategies.

In addition to providing written submissions to parliamentary committee inquiries, the Victims' Commissioner, supported by the office, appeared before the following six parliamentary committee hearings:

- Justice, Integrity and Community Safety Committee's Inquiry into Making Queensland Safer Bill 2024 (December 2024).
- Education, Arts and Communities Committee's Inquiry into Elder Abuse (April 2025).
- Justice, Integrity and Community Safety Committee's Inquiry into Police Powers and Responsibilities (Making Jack's Law Permanent) and Other Legislation Amendment Bill 2025 (April 2025).
- Justice, Integrity and Community Safety Committee's Inquiry into Making Queensland Safer (Adult Crime Adult Time) Amendment Bill 2025 (April 2025).
- Education, Arts and Communities Committee's Inquiry into Domestic and Family Violence Protection and Other Legislation Amendment Bill 2025 (May 2025).
- Justice, Integrity and Community Safety Committee's Inquiry into Penalties and Sentences (Sexual Offences) and Other Legislation Amendment Bill 2025 (June 2025).

The Victims' Commissioner delivered two other publicly available written submissions to:

- Queensland Law Reform Commission – Review of particular criminal defences (May 2025).
- Queensland Sentencing Advisory Council's Review into Domestic and family violence sentencing reforms (May 2025).

The Victims' Commissioner also provided a submission to the Queensland Law Reform Commission – Non-fatal Strangulation Review (June 2025).

Systemic review into the Charter of Victims' Rights

In February 2025, the Terms of Reference for our review of the Charter of Victims' Rights were released, referred to in this report as the Charter Review.

The Charter has been in place since 2017. In 2022, the Women's Safety and Justice Taskforce identified issues with the Charter's accessibility, enforceability, and inclusivity, particularly

for women and girls in the justice system and recommended a review be undertaken ideally by the Victims' Commissioner (Recommendation 19).

In 2023, the Legal Affairs and Safety Committee's Inquiry into Support for Victims of Crime recommended a review of the Charter to determine:

- whether additional rights should be recognised
- existing rights should be strengthened or clarified
- how victim complaints could inform future sector training.

The Charter Review builds on the recommendations of these previous inquiries. This review aims to evaluate how effectively the Charter addresses the diverse needs of victims of crime in Queensland. Key areas of focus include its purpose and alignment with community expectations, public awareness and accessibility, complaints processes, practical application, agency accountability in upholding victims' rights, and its overall impact on victims' experiences.

The review will also explore potential changes to the Charter, such as expanding rights to include more types of victims, introducing new or revised rights, extending obligations to additional organisations, and enhancing enforcement mechanisms.

The Commissioner will provide a report to the Minister for Youth Justice and Victim Support and Minister for Corrective Services by December 2026.

Promoting rights and engagement

Increasing awareness of the Charter of Victims' Rights

We have collaborated extensively with government, community and sector to raise awareness of the Charter.

Key achievements

- Online information sessions with over 150 individuals to prepare Queensland Government agencies for their obligations under the Charter of Victims' Rights and their new responsibilities under our Act to report Charter of Victims' Rights complaints.
- Bespoke sessions with government agencies on Charter of Victims' Rights obligations.
- A guide for government and non-government agencies to understand their obligations under the Charter of Victims' Rights.
- A video explaining the Charter of Victims' Rights, which has been viewed over 10,000 times.
- A website, which has been accessed 71,282 times by almost 20,000 unique users.
- 8050 printed resources including easy-read Charter of Victims' Rights publications in eight languages.
- Published six e-newsletters to keep stakeholders informed about the office's work.

A Victim's Pathway resources – publishing information on the criminal justice system

Victims have told us that navigating the complexities of the criminal justice system, often with little support, can be as traumatic as the initial harm caused against them.

In response, we developed two online 'A Victim's Pathway' resources, which expertly step victims of sexual violence or victims of property crime through their potential journey through the criminal justice system. At each step, the resources refer victims to support services and highlight victims' rights.

The sexual violence pathway, released in September 2024, has had 1437 users. The property crime pathway, released in December 2024, has had 1,849 users. This demonstrates that these resources are filling a vital information gap for victims of these two types of crime.

Service providers have advised they are using these resources to support victims in a trauma-informed manner and to help victims to navigate the complexities of the criminal justice system.

Our podcast series for victim-survivors of sexual violence and the people supporting them, has been downloaded 404 times since its launch in September 2024.

Respected journalist Kay McGrath OAM hosts the podcast and interviews experts from:

- VictimConnect
- Victim Assist Queensland
- Queensland Health
- QPS
- The Office of the Director of Public Prosecutions
- The District Court of Queensland
- Queensland Corrective Services

Five podcast episodes are available:

- After experiencing sexual violence
- Presenting at a hospital
- Reporting sexual violence to QPS
- The criminal justice process
- Victims' rights after an offender is sentenced

Building capability to better support victims of crime

We know that people can experience trauma for many reasons—injury, accident, crime, natural disaster or even hearing about someone else's trauma. But we don't always consider how trauma can affect our daily work as Queensland Government employees.

To do that, we need to develop skills so we can better support victims, our community and our colleagues. We created a trauma informed framework called *Better for us, better for you*. The framework aims to build the trauma-informed capabilities of Queensland Government employees to improve their interactions with victims. The framework includes information to:

- help government employees understand the impacts of trauma
- identify individual, teams or agencies training needs
- provide a way to support quality assurance in the way they work with victims.

We also developed, in partnership with an organisational psychologist, a companion resource to help employees self-assess what level of trauma-informed training is needed for their role.

This framework supports the work of the Queensland Mental Health Commission's 'Trauma Strategy' and promotes the rights and needs of victims.

Commissioner's stakeholder engagement

The Victims' Commissioner, supported by staff, conducted over 300 in-person engagements across Queensland including Cairns, Mount Isa, Townsville, and across the Southeast of Queensland. This included speaking to people with lived and living experience and their families, government ministers, senior government leaders, peak bodies and both government and non-government service providers. The Victims' Commissioner also attended a range of public forums. The Victims' Commissioner was a member of the Queensland Sentencing Advisory Council and a formal advisor for the Queensland Family and Child Commission's Child Death Review Board. The Victims' Commissioner also took part in forums with interstate counterparts.

Participating in external committees and other engagement activities helps us to understand victims' diverse views and experiences, as well as providing opportunities for the Victims' Commissioner to promote victims' rights and needs.

Engagement with victims

The Victims' Commissioner actively engaged with victims, recognising the importance of this engagement in informing and driving positive, long-term systemic reforms. During 2024-25 we explored different ways to ensure the lived experience of victims informed our work.

A key advantage of the complaint and client service is that we are listening to victims and hearing about their experiences every day. This important feedback provides a direct source of contemporary information about key issues impacting on victims' current experiences in the criminal justice system.

This ongoing, qualitative feedback helps shape advice to government and agencies about any of their policies, procedures or training issues that could be improved to better support victims in Queensland. This direct line to victims also fosters accountability for victims' rights and needs across government and provides a unique opportunity to centre victims' voices in policymaking.

It is important that victims directly inform the development of our resources. In early 2025, user experience testing for our website and our victim complaint form was

conducted. The sessions included user testing with a select number of victims of crime including First Nations participants in Townsville. This resulted in recommendations to improve users' experiences with our website, which we are implementing.

Establishing foundations for culturally safe engagement with First Nations victims of crime

In performing the Victims' Commissioner's functions, we are required to have regard to the vulnerability of Aboriginal victims and Torres Strait Islander victims.

Our easy read version of the Charter of Victims' Rights has been translated into eight languages, including Wik Mungkan and Yumplatok (also known as Torres Strait Islander Creole).

In the past year, the Victims' Commissioner prioritised building meaningful relationships with First Nations communities across Queensland, with a strong focus on in-person engagement. The Commissioner, supported by staff, visited nine communities to establish trust-based connections and deepen understanding of local and community needs including:

- Brisbane
- Cherbourg
- Rockhampton
- Townsville
- Mount Isa
- Cairns
- Yarrabah
- Thursday Island
- Bamaga.

During these visits, the Victims' Commissioner, met face-to-face with 36 different community stakeholders and individuals. These interactions provided an opportunity to:

- share information about our role, duties, and purpose
- educate stakeholders and community members about the Charter of Victims' Rights and available resources, as well as our ongoing and future work
- listen and learn from community members about the unique challenges faced by victims of crime in their regions.

The Victims' Commissioner also attended key events including the First Nations Justice Office's 'yarn up' event in Mount Isa, the Queensland Indigenous Family Violence Prevention forum 2025 in Brisbane, hosted by the Queensland Centre for Domestic and Family Violence Research, and the Queensland Indigenous Family Violence Legal Service symposium on the Gold Coast. Staff also attended a 'yarn up' event in Cherbourg.

The Victims' Commissioner's engagement process has been instrumental in shaping an understanding of local priorities and strengthening the foundation for ongoing, collaborative partnerships with communities throughout Queensland.

Aboriginal and Torres Strait Islander Working Group

In recognition of the importance of culturally safe engagement and the need for meaningful collaboration, an Indigenous owned and operated company was used to establish an Aboriginal and Torres Strait Islander Working Group at the request of the Victims' Commissioner.

The Working Group comprised five independent First Nations members with specialist knowledge, skills, and experience in working with Aboriginal and Torres Strait Islander communities.

The Working Group met three times, on 31 March 2025, 4 April 2025, and 17 April 2025, co-designing with our office, comprehensive engagement protocols and procedures tailored for First Nations communities.

At the request of the Victims' Commissioner, a visual expression of lived experience, shaped directly by the words of victim-survivors called 'Stories of Strength' was developed.

Stakeholder Reference Group

The Stakeholder Reference Group (SRG) established under Interim Victims' Commissioner, Jon Rouse APM, in the previous financial year (February 2024) has continued. The SRG consists of government and non-government representatives who all have one goal – victims being at the centre of our work. The Victims' Commissioner co-chaired the group with a non-government representative. In early 2025 Mr Chris McCarthy, Chief Executive Officer of Protect All Children Today (PACT), was appointed as co-chair. The SRG meets bi-monthly, with four meetings held during this reporting period.

The SRG provides a professional forum to discuss and receive evidence-based, victim-centric advice about systemic issues being considered by the Commissioner. The SRG's feedback into the first systemic review has been a key driver in ensuring the engagement and consultation process builds on work already done, rather than asking questions that have already been answered. The SRG has also been intrinsic in ensuring the resources we develop are co-designed, tested and then promoted to victims of crime.

Recommendations and evaluation of action taken

Section 34 of the Act requires recommendations, current and previous, made by the Victims' Commissioner be included in this Annual Report, including evaluations of actions taken in response.

Where an action has been taken in response to a recommendation, an adequacy assessment using the evaluation criteria has been conducted, and outlined in Appendix A. In circumstances where no action has been taken and other events have now superseded the recommendation, this is noted, and the monitoring of the recommendation will be closed.

In 2024-25, the Victims' Commissioner made recommendations in six of the nine submissions made to Queensland Parliament Committee inquiries and law reform bodies.

Evaluations were not conducted of the actions taken in response to the recommendations made in four submissions, because the relevant inquiry or review was not completed during 2024-25. Appendix B outlines the recommendations made in these submissions.

For the remaining two submissions made with recommendations in 2024-25, the evaluation of actions taken in response to the recommendations in the reporting period are provided in Appendix C.

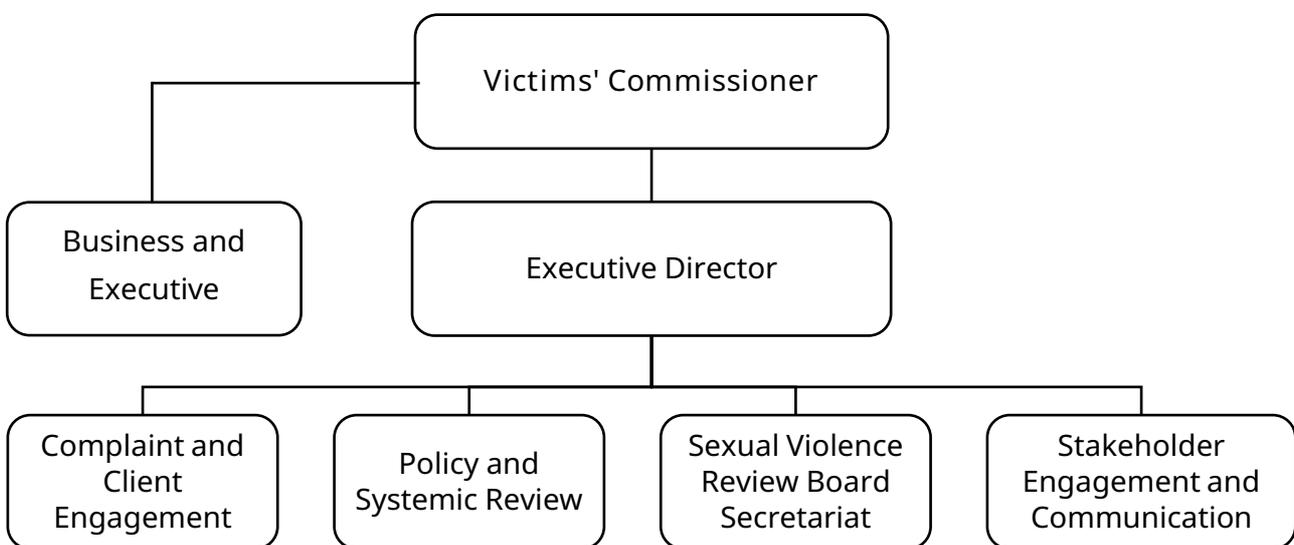
Recommendations to government as part of the Victims' Commissioner's complaints handling function were also made. These recommendations are provided in the Complaint and Client Engagement section of this report.

Governance

The Victims' Commissioner is independent to government and is supported by a statutory office – the Office of the Victims' Commissioner.

In November 2024, as part of the machinery-of-government changes, the office moved from the Department of Justice and Attorney-General to the Department of Youth Justice and Victim Support. There were no changes to the organisational structure as a result of the machinery-of-government changes.

Organisational structure



Staff

The Victims' Commissioner is a statutory office holder appointed by governor in council for a five-year period.

The Victims' Commissioner has independent control of an office and staff. Staff are employed under the *Public Sector Act 2022*.

Table 1: Workforce profile data

Total FTE for the Office of the Victims' Commissioner	FTE
Total FTE ¹	19.94
Total head count for the Office of the Victims' Commissioner	Head count
Total headcount	21 FTE
Occupation type by FTE	%
Frontline and frontline support	100.00%
Appointment type by FTE	%
Permanent	54.86%
Temporary	35.11%
Contract	10.03%
Employment status by headcount	%
Full-time	85.71%
Part-time	14.29%

Early retirement, redundancy and retrenchment

No redundancy, early retirement or retrenchment packages were offered during the reporting period.

¹ This data is based on Minimum Obligatory Human Resource Information full-time equivalents for the fortnight ending 27 June 2025 (the last full pay period for 2024-25).

Executive leadership team

The executive leadership team supports the Victims' Commissioner in setting the office's strategic direction and corporate governance.

The executive leadership team consisted of the following staff members as at 30 June 2025:

- Victims' Commissioner - Ms Rebecca O'Connor
- Executive Director – Ms Nicola Doumany was Executive Director from 1 July 2024 until 28 February 2025 after which she began leave prior to her retirement and Ms Sarah Kay commenced as Executive Director.
- Director, Engagement and Communications – Ms Jennifer Headford
- Director, Complaint, Policy and Systemic Review – Ms Dimity Thoms
- Manager, Corporate Services – Ms Deanne Schloss

Workforce planning and performance

Learning and development

We are committed to the ongoing professional development of our staff, providing in-depth induction training and ongoing learning and development opportunities including webinars, conferences, events and training sessions. In addition to departmental training, staff have attended a range of external training opportunities as well as internal 'lunch and learn' sessions. In 2024-25, staff attended training in relation to a range of topics including: leadership, psychological safety, domestic and family violence, legal research, sentencing processes and practices, human rights, sexual violence, research and evaluation methodologies, public interest disclosures, software training and trauma informed practice.

We integrate positive performance principles into the day-to-day management of staff. Staff take part in regular performance and career development planning conversations.

Staff have increased their cultural capability through attending local cultural events and experiences including National Aborigines and Islander Day Observance Committee (NAIDOC) activities.

Health, safety and wellbeing

We are committed to a trauma-informed and safe work environment. The departmental Employee Assistance Program is available to staff 24 hours a day, 7 days a week.

In recognition of the unique vicarious trauma risks of our work staff are provided with regular tailored group and individual sessions with specialist providers.

The sessions aim to support staff to prevent and manage risks associated with exposure to traumatic events and materials. The services are offered to help mitigate the emotional and psychological demands of this work.

Tailored sessions are offered to help our Complaints and Client Engagement team and the leadership team who work directly with victims. They take part in external supervision sessions and are offered individual wellbeing planning sessions.

Workplace flexibility

Staff can access a range of flexible work arrangements including telecommuting, part-time work, flexible working agreements and compressed working hours.

Public sector ethics

The *Public Sector Act 2022*, *Public Sector Ethics Act 1994* and Code of Conduct for the Queensland Public Service apply to our staff.

We are committed to fostering an ethical work environment. Staff must comply with mandatory departmental ethics and code of conduct training, which includes mandatory induction and refresher training.

Complaints about us

Charter of Victims' Rights complaints

The table outlines the number of Charter of Victims' Rights complaints received by the office in relation to OVC staff.

Table 2: Table of Charter of Victims' Rights complaints

Total no. of complaints received	One
Number of complaints against each Charter right	One complaint relating to: <ul style="list-style-type: none"> • The right to be treated with respect, courtesy, compassion and dignity. • The right to be provided information about services and remedies.
How complaint was addressed	Reviewed decision – upheld; Explanation
The number of complaints referred to another government entity in the financial year.	Nil with respect to the Office of the Victims' Commissioner.

Human rights complaints

We did not receive or refer any human rights complaints during the year in relation to obligations under the *Human Rights Act 2019*.

Risk management

We maintain a risk register that identifies strategic and operational risks. Risk management is a standing agenda item for the executive leadership team's monthly meeting.

Information systems and recordkeeping

The platform used for information and record keeping is called Edocs. Case management for complaints uses a separate Information and Client Management System process. Departmental policies and processes for record keeping, in compliance with the *Public Records Act 2002* apply including compliance with the general retention and disposal schedule developed by Queensland State Archives.

Financial summary

The Victims' Commissioner is not a statutory body for the purposes of the *Statutory Bodies Financial Arrangements Act 1982* or the *Financial Accountability Act 2009*.

Our funding is provided as part of the appropriation to the former Department of Justice and Attorney-General (until 1 November 2024) and the Department of Youth Justice and Victim Support (from 1 November 2024).

The financial information presented here forms part of the department's audited financial statements and represents a subset of those broader financial disclosures. For full financial reporting please refer to the Department of Justice Annual Report 2024-25 (until 1 November 2024) and the Department of Youth Justice and Victim Support Annual Report (from 1 November 2024).

No overseas travel expenditure incurred in 2024-25 and no consultancies were engaged during the year.

We may use language interpreters when people engaging with the office have limited English proficiency. In 2024-25, no interpreters were engaged.

Table 3: Summary of our expenditure in 2024-25 under the Department of Justice

Expenditure Item	Amount
Employee related expenses	\$662,932
Supplies and Services	\$380,791
Depreciation and Amortisation	Nil
Total	\$1,043,723

Table 4: Summary of our expenditure in 2024-25 under the Department of Youth Justice and Victim Support

Expenditure Item	Amount
Employee related expenses	\$2,007,915
Supplies and Services	\$1,320,339
Depreciation and Amortisation	Nil
Total	\$3,328,254

Sexual Violence Review Board Annual Report

Message from the Deputy Chairperson

On 27 June 2025, the Sexual Violence Review Board met for the first time. The Board's establishment implements a key recommendation from the second report of the Women's Safety and Justice Taskforce aimed at ensuring that systemic issues that impact on the reporting, investigation and prosecution of sexual offences in Queensland are effectively identified and addressed.

I thank the Queensland Government for its role in the establishment of the Sexual Violence Review Board. It is an honour to be appointed Deputy Chair. Queensland now leads the nation in improving the justice system's response to sexual violence with this Board being the first of its kind in Australia.

The Australian Bureau of Statistics reported an 11% increase in the number of victims of sexual violence in Queensland in 2024 from 2023. These victims are not just numbers on a page. Each one of the 9,326 victims of sexual violence recorded in 2024, not to mention many more who we know do not report the sexual violence, is a person in our community whose basic human right to bodily autonomy and dignity have been violated. Too many of these victim-survivors are children. Most of these victim-survivors are women and girls but it is important to recognise that 15% are men and boys. Regardless of who they are or where they live in this state, these victim-survivors deserve access to a justice system that will treat them with respect and dignity.

Swift and certain accountability for perpetrators of sexual violence is an important part of preventing it. The Board acknowledges we have a significant task ahead of us which is both a huge responsibility but also an incredible opportunity. We are a group of dedicated individuals ready to lead this work. As Deputy Chair of the inaugural Queensland Sexual Violence Review Board, I look forward to working with the other Board members as we take significant steps forward to combat this crime.

Di Macleod



Deputy Chair

Our purpose

On 10 May 2025, Chapter 4 of the *Victims' Commissioner and Sexual Violence Review Board Act 2024* (the Act) commenced, establishing the Sexual Violence Review Board (the Board).

The purpose of the Board is to identify and review systemic issues relating to the reporting, investigation, and prosecution of sexual offences in Queensland.

The Board is the first of its kind in Australia. It operates independently to Government and in the public interest.

The Board's functions include:

- reviewing government policy, practices, procedures, and systems to identify systemic issues
- reviewing and analysing data and information held by both government and non-government entities
- making recommendations to the Minister, government, and non-government entities, about improvements to government policy, practices, procedures and systems which arise out of a systemic review
- monitoring the implementation of the Board's recommendations.

To identify or review a systemic issue, the Board has specific powers under Chapter 4, Part 2 of the Act to request and access information.

Members of the Board

Members of the Sexual Violence Review Board were appointed by the Honourable Laura Gerber MP, Minister for Youth Justice and Victim Support and Minister for Corrective Services on 19 May 2025.

The requirements for Board membership are set out in Chapter 4, Division 2 of the *Victims' Commissioner and Sexual Violence Review Board Act 2024* (the Act).

Victims' Commissioner for Queensland, Chairperson

Ms Rebecca O'Connor was the Victims' Commissioner and chaired the Board for the relevant period. Ms O'Connor has experience working in health, child protection, domestic, family and sexual violence across Australia.

Diane (Di) Macleod, Deputy Chairperson and founder and director of the Gold Coast Centre Against Sexual Violence

Di is a feminist advocate with over 40 years' experience in the violence against women sector, focused on victim-survivor safety and offender accountability. Di is also a director of the Red Rose Foundation and sits on several advisory bodies including the Queensland Sexual Violence Prevention Roundtable. Di remains committed to driving trauma-informed justice reform in Queensland.

Nathan Crane, Deputy Director at Queensland's Office of the Director of Public Prosecutions

Nathan has experience in criminal law and provides strategic legal leadership in complex and high-profile matters. Nathan is committed to upholding the integrity of the justice system and mentoring the next generation of prosecutors.

Sarah Cruickshank, Director-General of Queensland's Department of Justice

Sarah is an experienced policy, service delivery and governance reform leader with 18 years' experience as a senior executive in both the public and private sectors.

Brian Connors APM, Assistant Commissioner, Queensland Police Service

Brian leads the Crime and Intelligence Command within the QPS. He provides strategic oversight of the prevention, disruption, and investigation of serious and organised crime across the state. Brian oversees specialist crime and intelligence units and represents the QPS on a range of state and national working groups and committees. Brian is also a Board member of Crime Stoppers Queensland and serves on the Crime and Corruption Commission's Crime Reference Committee.

Catherine (Cathy) Crawford, CEO of North Queensland Combined Women's Services

Cathy has supported women in New Zealand and Townsville for over 40 years. As CEO, Cathy has led North Queensland Combined Women's Services for 19 years, including the 24/7 Sexual Assault Support Service, Women's Health Service, and Specialist Homelessness Service. Cathy helped develop the 24-hour Sexual Assault Response Team, fostering partnerships across health, legal, and law enforcement to improve victim pathways and reduce secondary victimisation.

Cressida Monypenny, lived experience advocate

Cressida is a registered nurse with over 20 years of experience, primarily in Queensland Health's Emergency Department and leadership roles. Cressida has experience supporting sexual assault victims through medical care, forensic examinations, referrals, and ongoing support.

Debra (Debbie) Fletcher, First Nations Peoples advocate

Debbie is a descendant of the KOA Tribe of the Kalkadoon Nation, a proud mother and grandmother, and a committed advocate for social justice and cultural safety. Debbie's career spans frontline child protection and leadership roles in government and non-profit sectors, with experience in child protection, homelessness, and domestic violence.

Dr Ian Home, Acting Director of Queensland Government's Forensic Medicine Queensland

Ian has worked as a Forensic Physician since 2013. He has led the development of statewide forensic medicine governance and practices and championed improved coordination among health, justice, and social service stakeholders involved in sexual violence response.

Board activities

The Board held its inaugural meeting on 27 June 2025. At this meeting the Board approved foundational documentation to support its ongoing functions.

In compliance with the *Public Sector Ethics Act 1994*, the Board adopted its own Code of Conduct. The Code of Conduct applies when a member is performing official duties, including when a member is representing the Board at conferences or training events, or at work-related social events.

The Board adopted Operational Guidelines that form a key part of its governance framework. These guidelines provide members with information about the purpose and functions of the Board alongside their role, responsibilities, entitlements, confidentiality obligations, declarations of interests and managing disputes or conflicts.

Misconduct, conflicts of interest and other such matters are dealt with in accordance with procedures as required by the Queensland Government.

Review government policy, practices, procedures and systems

The Board did not undertake any systemic reviews in 2024-25.

Monitoring and evaluation of recommendations made in reporting year or previous years

The Board did not make any recommendations in 2024-25.

Secretariat

The Secretariat to the Board is provided by staff within the Office of the Victims' Commissioner.

Remuneration of the Board

Sexual Violence Review Board					
Act or Instrument	Victims' Commissioner and Sexual Violence Review Board Act 2024				
Functions	The Board's main function is to identify and review systemic issues in relation to the reporting, investigating and prosecution of sexual offences.				
Achievements	Board members were appointed on 19 May 2025 and the inaugural meeting was held on 27 June 2025. At this meeting the Board approved foundational documentation to support its ongoing functions.				
Financial reporting	The Board is audited as part of the Department of Youth Justice and Victim Support. Accounts are published in the annual report.				
Remuneration					
Position	Name	Meetings/sessions attendance	Approved annual, sessional or daily fee	Approved sub-committee fees if applicable	Actual fees received**
Chairperson	Victims' Commissioner	1	N/A	N/A	N/A
Deputy Chairperson	Diane Macleod	1	\$6,000 pa, \$150 per meeting when presiding as Chair.	N/A	\$0
Member	Nathan Crane*	1	N/A	N/A	\$0

Member	Sarah Cruickshank*	1	N/A	N/A	\$0
Member	Brian Connors*	1	N/A	N/A	\$0
Member	Ian Home*	1	N/A	N/A	\$0
Member	Catherine Crawford	1	\$6,000 pa	N/A	\$0
Member	Cressida Monypenny	1	\$6,000 pa	N/A	\$0
Member	Debra Fletcher	0	\$6,000 pa	N/A	\$0
No. scheduled meetings/sessions	One (1)				
Total out of pocket expenses	\$0				

*Public sector employees who are not paid fees unless approved by the government.

**2024-25 fee payments were not processed in 2024-25. These will be reflected in remuneration expenses for 2025-26.

Conflict of interest disclosures of the Board

Member	Disclosure	Potential conflict type	Action taken
Beck O'Connor	Member of Queensland Sentencing Advisory Council	Duty on duty	Nil - member to disclose interests relating to specific Board matters in accordance with section 84.
Nathan Crane	Member of Queensland Sentencing Advisory Council	Duty on duty	Nil - member to disclose interests relating to specific Board matters in accordance with section 84.
Sarah Cruickshank	Director-General of Department of Justice	Duty on duty	Nil - member to disclose interests relating to specific Board matters in accordance with section 84.
Dr Ian Home	Member of Sexual Violence Systems Response Committee	Duty on duty	Nil - member to disclose interests relating to specific Board matters in accordance with section 84.

Office of the Victims' Commissioner Annual Report Appendixes

Appendix A: Evaluation criteria for recommendations

Adherence	Quality	Sustainability
<i>Assess the extent to which actions taken, reflect and align with all elements of the recommendation.</i>	<i>Assess whether the actions taken meet the expected standards and are appropriate for achieving the intended outcome of the recommendation.</i>	<i>Assess to what extent the implementation of the recommendation is likely to be maintained over time and embedded within existing systems or structures.</i>
No elements delivered - actions taken do not reflect or align with all elements of the recommendation.	Poor quality – actions do not meet expected standards and/or are inappropriate for achieving the intended outcome.	Not sustainable – actions taken are not likely to be maintained over time or embedded within existing systems or structures.
Some elements delivered – actions taken reflect or align with some elements of the recommendation.	Minimal quality – actions partially meet expected standards and/or are partially appropriate for achieving the intended outcome.	Somewhat sustainable - actions show some potential to be maintained over time and partially embedded within existing systems or structures.
All elements delivered – actions taken reflect or align with all elements of the recommendation.	Adequate quality - actions meet expected standards and/or are appropriate for achieving the intended outcome.	Sustainable - actions are likely to be maintained over time and fully embedded within existing systems or structures.

Appendix B: Recommendations made in submissions when the relevant inquiry or review was not completed during 2024-25

Title	Submission to Queensland Law Reform Commission Review of Particular criminal defences
Date	May 2024
Recommendations	17
Status	Open – Evaluation of recommendations has not commenced as no action taken during the reporting period. The Queensland Law Reform Commission (QLRC) had not finalised their review and published the report within the reporting period.
URL	https://www.qlrc.qld.gov.au/_data/assets/pdf_file/0003/827346/32.-office-of-the-victims-commissioner.pdf

Recommendation
<p>1. I recommend that the QLRC:</p> <ul style="list-style-type: none"> a) applies a social entrapment framework lens to all proposed reforms. b) strengthens access to specialist support for domestic and family violence victims (including those accused of criminal offences during criminal justice processes). c) requires increased attention to children’s experience of domestic and family violence in their own right as relevant to both defences and sentencing considerations. d) considers opportunities to strengthen monitoring of practice and procedure in relation to the adoption of social entrapment theory to cases involving domestic and family violence.
<p>2. I recommend that the QLRC:</p> <ul style="list-style-type: none"> a) considers what protections are necessary for domestic and family violence counselling communications b) considers how naming children as aggrieved in their own right on Domestic Violence Orders may be a source of evidence of domestic and family violence relevant for children who kill, or for parents who kill in defence of a child/children, while also affording better protections for children.
<p>3. I support the QLRC’s exploration of safeguards to improve domestic and family violence victim-survivors’ access to criminal defences.</p>
<p>4. I recommend that the QLRC identifies the potential consequences of the proposed reforms in cases of misidentification in its final report</p>
<p>5. I support the intent of the QLRC’s identified proposals to responding to misidentification and recommend that any development and implementation of such proposals includes the views and input of people with lived experience.</p>

6. I support the QLRC's proposal for victims to have the ability to address previous instances and erroneous records of misidentification.

7. I recommend that the QLRC observes the need for appropriate legal services for domestic and family violence victim-survivors charged with serious offences; and the necessity for culturally appropriate legal services to support access to justice and equity in justice.

8. I recommend that the QLRC observes the impacts of court listing practices, especially in circuit locations, on the ability for victim-survivors to provide adequate instructions to defence lawyers and the need for practice changes to address such concerns.

9. I recommend that the adoption of any of QLRC's proposals in relation to criminal defences be accompanied by regular public reporting on implementation.

10. I recommend that legislation establishing new or amended measures in relation to criminal defences provides for an independent statutory review of the amendments, which includes:

- a) an assessment of their impact on homicide case outcomes
- b). an assessment of their impact on domestic and family violence victim-survivors who resort to lethal violence
- c) consultation with diverse stakeholders, including victim-survivors of domestic and family violence
- d) a timeframe for the review, being as soon as practicable three years after the commencement of the legislation
- e) that the review be carried out by an independent and appropriately qualified person
- f) that the Minister must table a copy of the report about the outcome of the review in the Legislative Assembly within 14 sitting days after receiving the report.

11. I recommend that the QLRC recommends that any reform be accompanied by ongoing professional development for police, legal practitioners, specialist service system providers and judicial officers in relation to both the reforms and our evolving understanding of domestic and family violence, particularly the drivers of domestic and family violence and cumulative impacts of domestic and family violence and coercive control on victims and survivors.

12. I recommend the Queensland Government immediately implements the Taskforce's recommendations from its report aimed at improving legal stakeholder understanding of domestic and family violence, including recommendation 3 (establishing an Independent Judicial Commission to provide professional development for judicial officers), recommendation 68 (domestic and family violence bench book) and recommendation 48 (annual reporting on judicial officer training).

13. I recommend that the victim impact statement regime in Queensland be reviewed to address dissatisfaction and concerns by victim-survivors.

14. My recommendation is that amendments to Option 2 be progressed first, with the view to implementing Option 1 in the long term. In this way, Option 2 could be seen as a pathway to the adoption of Option 1. I support amendments consistent with those identified in Option 2, including that:

- a) the defence is only available as a defence to common assault
- b) legislative guidance is provided as to the assessment of reasonableness and deeming provisions about conduct that is unreasonable
- c) the purposes for which domestic discipline may be used are limited, including that it may be used to prevent or minimise harm to the child or another person
- d) they include definitions of 'parent', 'person in place of a parent', 'teacher' and 'master'.

15. I support delayed implementation of amendments to enable a public education and health campaign, tailored to diverse cohorts and communities.

16. I support the availability of a diversion orders scheme for parents and people in place of parents who assault children for the purpose of correction, discipline, management or control modelled on the Domestic and Family Violence Protection Act 2012 diversion order scheme.

17. I recommend the QLRC considers the need for appropriate support services for child victim-survivors to have a voice in prosecutorial decisions concerning a parent who has perpetrated an offence against the child.

Title	Submission to the Justice, Integrity and Community Safety Committee, Penalties and Sentences (Sexual Offences) and Other Legislation Amendment Bill 2025
Date	June 2025
Recommendations	10
Status	Open – Evaluation of recommendations has not commenced as no action taken during the reporting period. The Queensland Parliament Committee Inquiry report had not been tabled in Parliament and the Parliamentary debate of the Bill had not occurred within the reporting period.
URL	https://documents.parliament.qld.gov.au/com/JICSC-CD82/PSSOOLAB20-4368/submissions/00000008.pdf

Recommendation
1. I recommend the Government immediately progress recommendations 15, 16, 17 and 18 of the Queensland Sentencing Advisory Council (QSAC) report to improve the experiences of victim-survivors and the Court's understanding of victim-survivors' needs and interests, and ensure that the Court, in recognising harm to victims, uses appropriate and trauma-informed language.
2. I recommend the Queensland Government respond in full to QSAC's report, <i>Sentencing of Sexual Assault and Rape: The Ripple Effect</i> , so that victim-survivors have transparency and understanding about the Government's intent towards previous recommendations they have been consulted on.
3. Noting that the Independent Implementation Supervisor considered recommendation 3 of Women's Safety and Justice Taskforce (WSJT) Report 1 fulfilled but not yet closed, I recommend the Queensland Government establishes an independent Judicial Commission, which would be responsible for providing ongoing professional development in relation to judicial officers' contemporary understanding of sexual violence.
4. I recommend that the Queensland Government, consistent with the Women's Safety and Justice Taskforce (Report 1, Recommendation 89 and Report 2, Recommendation 188) continues to report publicly on the implementation of recommendations arising out of the Women's Safety and Justice Taskforce so that victim-survivors have transparency and understanding about the implementation status of previous recommendations they have been consulted on.
5. I recommend that clause 12 of the Bill be amended by amending the <i>Penalties and Sentences Act 1992</i> (PSA) section 9 subsections (2A) and (3A) to require that in sentencing an offender, the sentencing court must not treat any 'good character' evidence as a mitigating factor in any circumstance to better respond to victim-survivors expectations concerning good character evidence.
6. Noting that the Explanatory Notes to the Bill do not provide information about the reasons for inclusion of rape and sexual assault to the exclusion of other sexual violence offences in proposed section 9(9BA) or

9(9BB), I recommend the Committee seeks clarification from the Attorney-General and/or Department of Justice about the policy justification for distinguishing between different types of sexual offending.

7. I recommend the Committee consider other offences of a sexual nature that may be committed against a 16 or 17-year-old, to which the proposed aggravating factor should apply to ensure that the seriousness of these offences are also recognised by the Court. The Committee should consider the inclusion of offences such as:

- abuse of persons with an impairment of the mind (section 216, Criminal Code)
- distributing intimate images (section 223, Criminal Code)
- observations or recordings in breach of privacy (section 227A, Criminal Code)
- threats to distribute intimate image or prohibited visual recording (section 229A, Criminal Code).

8. I recommend that:

- a) the Government urgently progresses the implementation of recommendations 21 and 22 of the QSAC report to immediately improve the experiences of victim-survivors and provide the necessary support for victim-survivors to engage in the Victim Impact Statement process; and
- b) the Committee seek clarification from the Department of Justice about the proposed timing of the implementation of these recommendations, which will support the efficacy of the amendments in this Bill.

9. I recommend the Committee seek clarification from the Attorney-General, Minister for Justice and Minister for Integrity and/or the Department of Justice about the meaning of 'victim' as referenced in proposed section 9(1)(ca) to provide clarity to victims, support services, legal stakeholders and the judiciary as to the scope of the amendment.

10. I recommend the Government progress work immediately to define 'victim' across various pieces of legislation to improve clarity about the entitlements, protections and rights of victims within each of those legislative contexts.

Title	Submission to the Education, Arts and Communities Committee - Inquiry into Domestic and Family Violence Protection and Other Legislation Amendment Bill 2025
Date	May 2025
Recommendations	30
Status	Open – Evaluation of recommendations has not commenced as no action taken during the reporting period. While the Queensland Parliament Committee Inquiry report was tabled in Parliament within the reporting period, the Parliamentary debate of the Bill had not occurred.
URL	https://documents.parliament.qld.gov.au/com/EDUCATIONA-7015/DFVPOLAB20-3862/submissions/00000065.pdf

Recommendation

1. I recommend that the Queensland Government provides information about its intent with respect to Queensland's Plan for the Primary Prevention of Violence against Women 2024-28 to ensure that the drivers of violence are addressed, noting the consultation that was undertaken with prevention experts, representatives of vulnerable cohorts, victim-survivors and service providers.

2. To ensure that all other options for increasing police efficiency have been exhausted before introducing the proposed PPD framework, I recommend that the Queensland Government urgently directs the Queensland Productivity Commission to undertake an inquiry into the productivity performance of the Queensland Police Service, having particular regard to:

- a) the increased demand for services to address domestic and family violence (including the identified pain points outlined in Annexure A created by the Police Protection Directions [PPD] framework); and
- b) the need to ensure that victim safety remains the paramount consideration in the Queensland Police Service response.

3. I recommend that:

- a) the Committee seeks clarification from the Minister for Families, Seniors and Disability Services and Minister for Child Safety and the Prevention of Domestic and Family Violence about the policy position in relation to the circumstances when a police officer must not issue a direction (new section 100C);
- b) clause 19 of the Bill be amended to ensure victims who are at high risk of lethality are better protected, by recognising other evidence-based lethality indicators as circumstances when a police officer must not issue a direction (new section 100C), including:
 - i. domestic and family violence incidents have increased in frequency
 - ii. if a female aggrieved is pregnant
 - iii. the respondent and the aggrieved have recently separated or are separating
 - iv. the domestic and family violence has become more serious
 - v. the respondent has committed sexual violence against the aggrieved

Recommendation

vi. there has been a significant change in circumstances
vii. the respondent has attempted to strangle or suffocate the aggrieved
viii. the respondent has made threats to kill towards the aggrieved, the aggrieved's children, or children in the care of the aggrieved
ix. the respondent has committed acts of coercive control towards the aggrieved
c) the Queensland Police Service immediately review their protective assessment framework to ensure that it is reflective of current understandings of domestic and family violence risk factors, including coercive control, to ensure police effectively assess a victim-survivor's risk.

4. I recommend that clause 19 of the Bill be amended by:
a) amending proposed new section 100Z(1)(a) (Application for review) to state that the Queensland Police Service is a person who may apply to a Magistrate for a Court review; and
b) amending proposed new section 100Z (Application for review) to require the Queensland Police Service to seek a Court review of a PPD 10 months after the PPD commences to determine whether a Domestic Violence Order (DVO) is necessary beyond the expiry of a PPD for the victim-survivor's safety and protection.

5. I recommend that the Committee seeks clarification from the Minister for Families, Seniors and Disability Services and Minister for Child Safety and the Prevention of Domestic and Family Violence and the Department of Families, Seniors, Disability Services and Child Safety about:
a) the evidence that was relied on to arrive at the 12-month protection period provided for PPDs; and
b) the results of consultation with victim-survivors about how the 12-month protection period met their needs with respect to safety and protection.

6. I recommend that clause 19 of the Bill be amended by amending proposed new section 100H(3)(d) (Other conditions may be included) to require that for a PPD containing an ouster condition or no-contact condition, a senior sergeant who is serving in the QPS Domestic, Family Violence and Vulnerable Persons Command must approve the PPD.

7. I recommend that clause 19 of the Bill be amended to further safeguard against misidentification of the person in most need of protection by:
a) amending proposed new section 100C (circumstances when a police officer must not issue a direction) to state that a police officer must not issue a PPD against the respondent if the respondent is female; or
b) as an alternative (should recommendation 7a not be supported), amending Subdivision 4 (police review of direction) to require the Commissioner to review the PPD if a police officer has issued a PPD to a female respondent, to ensure Gender Centred Review operates as a safeguard against misidentification of the person in most need of protection. In undertaking a Gender Centred Review, the Police Commissioner must consult with domestic and family violence specialists
c) in implementing this recommendation, consider whether there are any other groups that are vulnerable to misidentification that should be included.

8. I recommend that the Bill be amended to clarify in what circumstances it would be appropriate to commence or continue a prosecution against a respondent for contravention of a PPD that has since been

Recommendation

revoked, and that guidance be provided to police in the Queensland Police Operational Procedures Manual in order to protect respondents who are misidentified.

9. I recommend that clause 19 of the Bill be amended to amend the proposed new section 100ZB(1)(b) (Police protection direction taken to be application for protection order) to state that the Queensland Police Service is the applicant of a DVO initiated by a Court review (as opposed to the police officer who issued the PPD), in order to allow for increased flexibility as to who the applicant is.

This is necessary to safeguard victims who may not agree with either their identification as the respondent or aggrieved who are seeking more extensive conditions of protection in the order which have been refused by the issuing police officer.

10. I recommend that the Queensland Government immediately:

- a) publish any available information on the Queensland Police Service misidentification of the person most in need of protection in order to foster community and victim-survivor trust and confidence in policing responses
- b) progress work to develop a mechanism for understanding misidentification of the person most in need of protection, informed by information and data held by specialist domestic and family violence service providers (as defined in section 169C of the Domestic and Family Violence Protection Act 2012 (Qld)) to inform the statutory review of PPDs (proposed new section 192A) and identify issues and opportunities for improvement.

11. To support transparent decision-making, I recommend that the Bill require that the Police Responsibilities Code 2012 (in Schedule 9 of the Police Power and Responsibilities Regulation 2012 (Qld)) be amended to require officers to record any views expressed by the aggrieved about the PPD under new section 100B (Police officer may issue direction) subsection (2)(d). In the alternative, the Operational Procedures Manual must be amended to require officers to record any views expressed by the aggrieved about the PPD under new section 100B(2)(d).

12. I recommend that the Queensland Government ensures that additional and sufficient funding is provided to organisations such as Aboriginal Family Legal Services Queensland (Maruma-limari), Legal Aid Queensland, Women's Legal Service Queensland, North Queensland Women's Legal Service, and Queensland Indigenous Family Violence Legal Services, to support review processes for PPDs so that victim-survivors, including misidentified victims, have access to legal advice to utilise the safeguards provided in the legislation.

13. I recommend that as part of the implementation of the amendments in this Bill that:

- a) the Department of Families, Seniors, Disability Services and Child Safety, in partnership with the Queensland Police Service and Legal Aid Queensland, provides free or at-cost information seminars and webinars throughout Queensland on the operation of PPDs to Community Legal Centres Queensland and the domestic and family violence support sector to ensure misidentified victim-survivors (including those in rural and remote locations) receive appropriate and timely referral to the legal assistance they require
- b) the Queensland Police Service ensures the provision of culturally appropriate and trauma informed

Recommendation

training and resources to officers to ensure that victim-survivors are provided the relevant information about PPDs and other options available to be able to express their views about the protection order. Such resources should be developed in consultation and partnership with subject matter experts.

14. I recommend the Queensland Government urgently implements recommendation 68 of the Commission of Inquiry into Queensland Police Service responses to domestic and family violence to establish a Police Integrity Unit as an independent and separate unit of the Crime and Corruption Commission to deal with all complaints in relation to police and to increase victim-survivors' confidence in police being held accountable for the appropriate exercise of their powers.

15. I recommend the Queensland Government establishes an independent Judicial Commission, which would be responsible for providing ongoing professional development in relation to judicial officers' contemporary understanding of domestic and family violence, including how systems abuse and coercive control over extended periods of time may influence behaviours and actions.

16. I recommend that the Queensland Government, consistent with Commission of Inquiry (Recommendation 77) and Women's Safety and Justice Taskforce (Report 1, Recommendation 89 and Report 2, Recommendation 188), continues to report publicly on the implementation of recommendations arising out of the Commission of Inquiry and Women's Safety and Justice Taskforce so that victim-survivors have transparency and understanding about the implementation status of previous recommendations they have been consulted on before further reforms are implemented.

17. I recommend that regulation 9 of the *Recording of Evidence Regulation 2018* (Qld) be amended to allow a victim of a personal offence whose proceedings were finalised in the Magistrates Court to be entitled to one free copy of a record of a proceeding to ensure that all victim-survivors, regardless of which jurisdiction their matter is finalised in, can receive sentencing remarks. This may also encourage and facilitate improved media reporting and increase judicial accountability for sentencing for contraventions of domestic and family violence orders.

18. Noting the existing publication scheme with respect to the Supreme and District Court sentencing remarks, I recommend that the Attorney-General and Minister for Justice and Minister for Integrity explores options with the Chief Magistrate of Queensland to facilitate the increased timely publication of Magistrates Court of Queensland sentencing remarks to enhance judicial accountability, and the visibility and awareness of sentencing outcomes for victim-survivors and the community.

19. I recommend that clause 19 of the Bill be amended to remove the prescribed period in which a person may apply to the Police Commissioner for a review pursuant to proposed new section 100U (Starting review of application) to provide greater flexibility to victim-survivors to seek a review of the PPD.

20. I recommend that clause 19 of the Bill be amended by amending proposed new section 100N (Form of direction) to state that: A police protection direction issued by a police officer must also state how to seek a Police review or Court review in plain language and include information about how to access legal or support services to seek such a review.

Recommendation

22. I recommend that clause 37 of the Bill be amended by amending proposed new section 189C (Police protections directions register) to provide that aggregated deidentified information contained in the Police Protections Directions Register be published on the Queensland Police Service website every six months to foster transparency and accountability and improve community confidence in police decision-making.

23. I recommend that clause 38 of the Bill be amended to provide that the review of Police Protection Directions (proposed new section 192A):

- a) includes an assessment of how PPDs interact with Police Protection Notices (PPNs) and DVOs and whether gaps in safety, protection and wellbeing of people who fear or experience domestic and family violence emerge following the expiry of PPDs after 12 months
- b) specifically consider the impact of the PPD framework on Aboriginal and Torres Strait Islander peoples,
- c) be undertaken in consultation with diverse stakeholders, including victim-survivors of domestic and family violence and services supporting them
- d) be carried out by an independent and appropriately qualified person (such as the Police Integrity Unit)
- e) that the report on the outcome of the review be tabled by the Minister in the Legislative Assembly within 14 sitting days after receiving the report.

24. I recommend that the Queensland Police Service and the Department of Families, Seniors, Disability Services and Child Safety urgently:

- a) report on the implementation of embedded workers and co-response models
- b) publish any available evaluations of these models
- c) evaluations have not yet been completed, undertake independent evaluation of these models.

25. I recommend that clause 15 of the Bill be amended so that proposed new section 66B (court may impose monitoring device condition) requires a court imposing a monitoring device to be satisfied that the aggrieved has access to appropriate and accessible resources, and professional safety planning advice to help them understand the limitations of the monitoring device before making the order.

26. I recommend that clause 45 of the Bill be amended so that the requirement that video-recorded evidence-in-chief be taken by a police officer who has undertaken specialist training in taking evidence from victims of domestic and family violence be retained (section 103E(1)(b) (Requirements for making recorded statements)). This training should include a specific focus on communicating with, obtaining consent, and taking statements from vulnerable witnesses.

27. I recommend that the Bill be amended so that the requirement contained in section 103F (that consent be obtained both before, and at the commencement of the statement being taken) be retained to ensure that victims are sufficiently informed about the implications of making a statement at the commencement of the recording. This must also be supported by high quality and accessible resources available to police officers to support the taking of a video recorded evidence-in-chief statement, including printed and digital material.

Recommendation

28. I recommend the Committee seeks further information from Department of Families, Seniors, Disability Services and Child Safety and/or the Department of Justice to clarify what implications withdrawal of consent has for any use of recordings made prior to the consent being withdrawn.

29. I recommend the Committee seeks further information from Department of Families, Seniors, Disability Services and Child Safety and/or the Department of Justice about whether consultation occurred with relevant prosecution agencies and Heads of Jurisdiction about the proposed removal of an *Oaths Act 1867* (Qld) declaration and whether they are satisfied that this will not lead to unintended consequences, such as victims of domestic and family violence having to give evidence repeatedly at different stages of the criminal justice process.

30. I recommend that the Department of Justice publishes the independent evaluation of the Video Recorded Evidence-in-Chief pilot which commenced 12 September 2022 as soon as possible to provide transparency to victim-survivors and their supporters who participated in the pilot program and to contribute to ongoing professional discourse about this victim-centred innovation in the criminal justice system.

Title	Submission to the Queensland Law Reform Commission Non-fatal Strangulation Review
Date	June 2025
Recommendations	23
Status	Open – Evaluation of recommendations has not commenced as no action taken during the reporting period. The QLRC had not finalised their review and published the report within the reporting period.

Recommendation
1. I support the QLRC's proposed expansion of the non-fatal strangulation offence to contexts beyond domestic relationships to recognise the potential for significant harm to be caused by such acts, and to ensure greater protection is provided to victim-survivors in 'dating relationships'.
2. I recommend that the definition of conduct captured by the choking, strangulation, suffocation offence be amended to include acts obstructing or interfering with the respiratory system, or accessory systems of respiration.
3. I recommend that 'without consent' be removed from the elements of an offence and consent not be available as a defence.
4. I recommend that section 348AA(2) of the Criminal Code be amended to include evidence of non-fatal strangulation as creating a rebuttable presumption against consent in sexual violence matters.
5. I support the QLRC's proposal to retain the offence title, 'choking, strangulation, suffocation' in the interests of community awareness and accessibility of language, even if the definition is expanded.
6. I recommend that a public education and health campaign, tailored to diverse cohorts and communities, be developed and delivered to ensure that the community is aware of any expansion of the offence and of the health impacts of non-fatal strangulation.
7. I recommend that the QLRC identifies the potential consequences of the proposed reforms in cases of misidentification in its final report.
8. I recommend that non-fatal strangulation be capable of being sentenced summarily on a guilty plea if the prosecution elects for this to occur under section 552A of the Criminal Code.
9. I recommend the QLRC undertake research into community expectations on the sentencing of non-fatal strangulation, to ensure these expectations are being considered in the development of recommendations concerning maximum penalties.

Recommendation
10. I recommend that the QLRC identify and report on how the experiences of victim-survivors may be impacted by the proposed reforms to ensure that their rights and needs are adequately considered and addressed throughout the reform process.
11. I recommend that the QLRC consider the role of a Judicial Commission, which could be responsible for providing ongoing professional development in relation to judicial officers' contemporary understanding of domestic and family violence, and sexual violence in relation to its recommendations.
12. I recommend the QLRC, in making any recommendations about training for police, lawyers or judicial officers, consider the scope and status of previous recommendations and the Independent Implementation Supervisor's fifth progress report.
13. I recommend that the QLRC consider amendments necessary to regulation 9 of the Recording of Evidence Regulation 2018 (Qld) to allow a victim of a personal offence whose proceedings were finalised in the Magistrates Court to be entitled to one free copy of a record of a proceeding to ensure that all victim-survivors, regardless of which jurisdiction their matter is finalised in, can receive sentencing remarks.
14. Noting the existing publication scheme with respect to the Supreme and District Court sentencing remarks, I recommend that the QLRC consider the importance of timely publication of Magistrates Court of Queensland sentencing remarks when considering proposals which may increase the finalisation of matters in the Magistrates Court.
15. I recommend the Queensland Government provide a public update and clarification regarding the long-term plan for expansion of adult restorative justice in Queensland including scope, details of funding allocations and service delivery models and strategies to ensure equitable access across metropolitan, regional, and remote communities.
16. I recommend the Queensland Government clarify the status and progress of the development and implementation of a victim-centric legislative framework to support restorative justice. This should include, legislative milestones achieved to date, planned consultation processes and how the framework will ensure safety, voluntariness, and trauma-informed practice for victim-survivors.
17. I recommend specialist and culturally safe training for police and medical professionals on non-fatal strangulation, to be able to record evidence accurately and efficiently.
18. I recommend that public information be improved for victim-survivors to be able to identify the consequences of non-fatal strangulation.
19. I recommend the QLRC recommend the development of specialist training for medical professionals, including emergency practitioners and forensic medical services to recognise symptoms, ask appropriate screening questions, and use diagnostic tools effectively in relation to non-fatal strangulation presentations. This training should be developed with, and informed by, victim-survivors, and supported by appropriate funding for forensic medical services.

Recommendation

20. I recommend the Government review emergency department response procedures to ensure they adequately consider domestic and family violence, and non-fatal strangulation.

21. I recommend the QLRC recommend the development of a resource hub for non-fatal strangulation training and resources which is easily accessible for law enforcement, legal professionals, medical professionals and domestic and family violence support sector to contribute to knowledge sharing and uplift.

22. I recommend that the QLRC recommend that Queensland Police Service resources be updated to reflect current understandings of non-fatal strangulation to ensure timely and appropriate referral and information provision to victim-survivors when suspected non-fatal strangulation has occurred.

23. I recommend the Queensland Government report on its implementation of respectful relationship education across all Queensland schools, both public and private, and the extent to which it addresses pornography and the dangerousness of non-fatal strangulation.

Appendix C: Recommendations and evaluation of actions taken when the relevant inquiry or review was completed during 2024-25

Title	Submission to Justice, Integrity and Community Safety Committee – Police Powers and Responsibilities (Making Jack’s Law Permanent) and Other Legislation Amendment Bill 2025
Date	April 2025
Recommendations	9
Status	Closed – 3 of the 9 recommendations have been addressed. The remaining 6 recommendations are no longer applicable as the Bill was passed without incorporating the recommendations. No further monitoring.
Acronyms used	PPRA – <i>Police Powers and Responsibilities Act 2000</i>
URL	https://documents.parliament.qld.gov.au/com/JICSC-CD82/PPRMJLPOLA-2568/submissions/00000002.pdf

Recommendation	Action	Evaluation of Action Taken
1. I recommend that 'Jack's Law' be made permanent (Clause 17).	Police Powers and Responsibilities (Making Jack’s Law Permanent) and Other Legislation Amendment Bill 2025 passed 11 June 2025.	All elements delivered, adequate quality and sustainable.
2. I recommend against the removal of the requirement for a senior police officer to authorise the use of hand held scanners at relevant places as currently provided in section 39C(2) of the PPRA (clause 10).	No longer applicable as the Bill was passed without incorporating the recommendation.	Not applicable
3. I recommend against changes to reporting requirements as set out in sections 39J and 808C of the PPRA (clauses 16 and 18).	No longer applicable as the Bill was passed without incorporating the recommendation.	Not applicable

Recommendation	Action	Evaluation of Action Taken
4. I recommend against the expansion to other public places (clause 11).	No longer applicable as the Bill was passed without incorporating the recommendation.	Not applicable
5. I recommend that the Bill be amended to provide for an amendment to section 39(H) to include a requirement for the warranting to be undertaken by an officer of the same gender where reasonably practicable.	No amendment was made however QPS advised the Committee that there are existing gender safeguards during the exercise of police powers including the ability of a person to express a preference regarding the gender of the officer conducting various action and that this preference is respected wherever possible.	Monitoring
6. I recommend against the changes to notification requirements (clauses 15 and 16).	No longer applicable as the Bill was passed without incorporating the recommendation.	Not applicable
7. I recommend that the Queensland Police Service ensure compulsory continuous training for officers authorised to exercise the powers to ensure that as far as possible the powers are exercised in way that does not further traumatise victim-survivors in the community who may be subjected to these powers.	Queensland Police Service advised the Committee that 'police officers must activate their body worn camera when undertaking their duties and the QPS delivers multicultural training and First Nations cultural capability training, which is mandatory face to face training for all QPS officers and focuses on trauma-informed and victim-centric awareness.'	Some elements delivered, adequate quality and somewhat sustainable.
8. To build community confidence, I recommend the Bill be amended to provide for an independent statutory review of the exercise of the powers in Chapter 2, Part 3A of the PPRA which includes: a) an assessment of their impact on reducing the number of victims of knife crime and other violent crime b) a timeframe, being as soon as	No longer applicable as the Bill was passed without incorporating the recommendation.	Not applicable

Recommendation	Action	Evaluation of Action Taken
<p>practicable three years after commencement of these provisions, and then again seven years after commencement</p> <p>c) that the review must be carried out by an independent and appropriately qualified person</p> <p>d) the Minister must table a copy of the report about the outcome of the review in the Legislative Assembly within 14 sitting days after receiving the report.</p>		
<p>9. I recommend that the Committee consider the role of an appropriately qualified independent body, such as the proposed Independent Police Integrity Unit, to undertake the review of the 'Jack's Law' amendments.</p>	<p>No longer applicable as the Bill was passed without incorporating the recommendation.</p>	<p>Not applicable</p>

Title	Submission to Justice, Integrity and Community Safety Committee – Making Queensland Safer (Adult Crime, Adult Time) Amendment Bill 2025
Date	April 2025
Recommendations	20
Status	Open – Of the 20 recommendations, 7 are no longer applicable as the Bill was passed without incorporating the recommendations and the remaining 13 will continue to be monitored by the OVC.
URL	https://documents.parliament.qld.gov.au/com/JICSC- CD82/MQSACATAB2-9E30/submissions/00000035.pdf

Recommendation	Action	Evaluation of Action Taken
1. I recommend that the Bill be amended to include an amendment to section 9(1) of the <i>Penalties and Sentences Act 1992</i> (Qld) to provide that a purpose of sentencing in Queensland includes recognition of victim harm. This amendment would ensure consistency for the sentencing of adults and children in Queensland and implement Recommendation 2 of the Queensland Sentencing Advisory Council's report, <i>Sentencing of Sexual Assault and Rape: The Ripple Effect - Final Report</i> .	No longer applicable as the Bill was passed without incorporating the recommendation. It is noted, while the Making Queensland Safer (Adult Crime, Adult Time) Amendment Bill 2025 did not amend section 9 in line with the recommendation, the amendment was proposed under Penalties and Sentences (Sexual Offences) and Other Legislation Amendment Bill 2025 which was introduced into Parliament on 20 May 2025.	Not applicable
2. I recommend that the Bill be amended to provide for an independent statutory review of the Adult Crime, Adult Time sentencing provisions (both the 2024 and 2025 amendments), which includes: a) an assessment of their impact on sentence outcomes for children b) an assessment of their impact on the number of victims of crime committed by children	No longer applicable as the Bill was passed without incorporating the recommendation. It is acknowledged the Committee noted the advice of the Department that it would continue to monitor the impacts	Not applicable

Recommendation	Action	Evaluation of Action Taken
<p>c) an assessment of how the legislation impacts upon Aboriginal and or Torres Strait Islander children</p> <p>d) consultation with diverse stakeholders, including victims of youth crime;</p> <p>e) a timeframe, being as soon as practicable 3 years after the commencement of the <i>Making Queensland Safer Act 2024 (Qld)</i></p> <p>f) that the review be carried out by an independent and appropriately qualified person</p> <p>g) the Minister must table a copy of the report about the outcome of the review in the Legislative Assembly within 14 sitting days after receiving the report.</p>	<p>of the amendments including any unintended consequences.</p>	
<p>3. I recommend that the Bill be amended to include an amendment to section 179K(5) of the <i>Penalties and Sentences Act 1992 (Qld)</i> to ensure a court does not draw any inference about whether the offence had little or no harm caused to the victim-survivor from the fact that a victim impact statement was not given. This amendment would implement Recommendation 23 of the Queensland Sentencing Advisory Council's <i>Sentencing of Sexual Assault and Rape: The Ripple Effect - Final Report</i>.</p>	<p>No longer applicable as the Bill was passed without incorporating the recommendation.</p> <p>It is noted, while the Making Queensland Safer (Adult Crime, Adult Time) Amendment Bill 2025 did not amend section 179K(5) in line with the recommendation, the amendment was proposed under Penalties and Sentences (Sexual Offences) and Other Legislation Amendment Bill 2025 which was introduced on 20 May 2025.</p>	<p>Not applicable</p>

Recommendation	Action	Evaluation of Action Taken
<p>4. I recommend that the Queensland Government urgently implements recommendations 21 and 22 of the Queensland Sentencing Advisory Council's <i>Sentencing of Sexual Assault and Rape: The Ripple Effect - Final Report</i>:</p> <p>a) the Department of Justice or other appropriate entity undertakes a comprehensive review of the victim impact statement regime under the <i>Penalties and Sentences Act 1992</i> (Qld) (Recommendation 21)</p> <p>b) as a matter of priority, the Department of Justice or other appropriate entity, undertakes work to clarify the roles and responsibilities of agencies with respect to the preparation of victim impact statements (Recommendation 22).</p>	<p>No action in reporting period.</p> <p>It is noted the Attorney-General, the Honourable Deb Frecklington MP, when introducing the Penalties and Sentences (Sexual Offences) and Other Legislation Amendment Bill 2025, announced the government's intention to undertake a 'holistic' review of the victim impact statements regime. She also noted that 'The government also recognises the challenges identified by the council in relation to victim impact statements and supports a review of the legislative regime and clarifying of the roles and responsibilities of agencies involved in the preparation of these statements'.</p>	<p>Monitoring</p>
<p>5. I recommend that the Queensland Government reconsiders the removal of restorative justice as a sentencing option for offences under the Adult Crime, Adult Time scheme, and make amendments to the <i>Youth Justice Act 1992</i> (Qld) which reflect that, where restorative justice is being considered as a sentencing option, a victim's willingness to participate in the conference should be a relevant consideration as to the appropriateness of the order.</p>	<p>No longer applicable as the Bill was passed without incorporating the recommendation.</p>	<p>Not applicable</p>
<p>6. I recommend that the Queensland Government ensures that its implementation plan for the Bill includes ensuring availability of appropriate access to supports and services for</p>	<p>No action in reporting period.</p>	<p>Monitoring</p>

Recommendation	Action	Evaluation of Action Taken
victim survivors who choose to participate in restorative justice conferencing.		
7. I recommend that the Queensland Government urgently progresses the establishment of the Victims Advocate Service, to help guide victims of youth crime through the criminal justice system.	During the reporting period consultation commenced to inform the establishment of the Victim Advocate Service.	Monitoring
8. I recommend that the Queensland Government publishes the evaluation of the Fast Track Sentencing Program, or if not evaluated, independently evaluate the program to identify efficiency improvements for the youth justice system.	No action in reporting period.	Monitoring
9. I recommend that the Queensland Government provides a public update on the progress of the implementation of recommendations from KPMG's 2024 Review of the Financial Assistance Scheme to deal with timeliness of financial assistance applications and payments.	No action in reporting period.	Monitoring
10. I recommend that the Government considers amending the <i>Youth Justice Act 1992</i> (Qld) to ensure victims of youth crime are able to access sentencing remarks (redacted as appropriate to protect a child offender's identity) relevant to the crime of which they are a victim.	No longer applicable as the Bill was passed without incorporating the recommendation.	Not applicable
11. I recommend that the Queensland Government considers the introduction of Community Impact Statements to ensure sentencing courts receive information about the impact an offence has on a community, for sentencing of offenders of all ages.	No action in reporting period.	Monitoring
12. I recommend that the Queensland Government urgently reviews the availability of	No action in reporting period.	Monitoring

Recommendation	Action	Evaluation of Action Taken
support services for young people who are victims of sexual violence.		
13. I recommend that the Queensland Government considers the definition of 'victim' across criminal justice legislation and makes necessary amendments to create clarity and consistency across legislation.	No longer applicable as the Bill was passed without incorporating the recommendation.	Not applicable
14. I recommend that Queensland Government urgently develops and implements a comprehensive plan to address Fetal Alcohol Spectrum Disorder (FASD) which includes community education, health practitioner education and training, as well as comprehensive prevention and early intervention strategies.	No action in reporting period.	Monitoring
15. I recommend that the Queensland Government ensures that young people who are in contact with the criminal justice system are promptly assessed and appropriately supported to live with Fetal Alcohol Spectrum Disorder. Noting the link between FASD, adverse childhood experiences and offending behaviour, and having regard to the Queensland Family & Child Commission's previous recommendations.	No action in reporting period.	Monitoring
16. I recommend that the Queensland Government continues to implement and report on the status of the implementation of the outstanding recommendations from the Women's Safety and Justice Taskforce and Commission of Inquiry into Queensland Police Service responses to domestic and family violence, particularly recommendations that are aimed at improving accountability for people who use violence.	On 11 June 2025, the <i>Office of the Independent Implementation Supervisor: Women's Safety and Justice Taskforce Reforms—Biannual Progress Report 5</i> (November 2024) was tabled in Parliament.	Monitoring

Recommendation	Action	Evaluation of Action Taken
<p>17. I recommend that the Queensland Government reviews the <i>Domestic and Family Violence Protection Act 2012</i> (Qld) and considers whether children should be able to be recognised as an aggrieved person on a Domestic Violence Order when they require protection from a parent, sibling or other family member having regard to the ANROWS report <i>In their own right: Actions to improve children and young people's safety from domestic, family and sexual violence</i>, and undertakes consultation with young Queenslanders to design and implement a strategy to ensure that children and young people are recognised as victims of domestic and family violence in their own right by the systems and laws designed to protect them.</p>	<p>No action in reporting period.</p>	<p>Monitoring</p>
<p>18. I recommend that the Queensland Government ensures that departments interacting with young people in the context of child protection systems or youth justice systems have accessible information available for children and young people about being a victim of crime, and appropriate supports and services for them to access.</p>	<p>No action in reporting period.</p>	<p>Monitoring</p>
<p>19. I recommend that the Queensland Government implements in full the actions of <i>Shifting Minds: The Queensland Mental Health, Alcohol and Other Drugs, and Suicide Prevention Strategic Plan 2023-2028</i> and <i>The Queensland Trauma Strategy 2024-2029</i>.</p>	<p>No public update on progress during this reporting period.</p>	<p>Monitoring</p>

Recommendation	Action	Evaluation of Action Taken
<p>20. I recommend that the Committee considers whether it would be appropriate for an Erratum to the explanatory notes for the Bill to be tabled that provides further information about the rationale for the selection of the additional offences in the Bill and the consultation engaged in by the Expert Legal Panel.</p> <p>This will allow victims of crime and the general public to better understand the consultation process and the legislation itself in accordance with the intention of section 23 of the <i>Legislative Standards Act 1992</i> (Qld).</p>	<p>No longer applicable as the Bill was passed without incorporating the recommendation.</p>	<p>Not applicable</p>

Appendix D: Glossary

Acronym	Title
DVO	Domestic Violence Order
DYJVS	Department of Youth Justice and Victim Support
FASD	Fetal Alcohol Spectrum Disorder
ODPP	Office of the Director of Public Prosecutions
OVC	Office of the Victims' Commissioner
PPD	Police protection directions
PPRA	<i>Police Powers and Responsibilities Act 2000</i>
QLRC	Queensland Law Reform Commission
QPS	Queensland Police Service
QSAC	Queensland Sentencing Advisory Council
RISE	Records Information Support Empowerment (case management system)
SRG	Stakeholder Reference Group