Submission to the

Community Safety and Legal Affairs Committee

Queensland Community Safety Bill 2024

16 May 2024



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INTRODUCTION

PeakCare welcomes the opportunity to provide information in response to the Queensland Parliament's Community Safety and Legal Affairs Committee's call for submissions to support consideration of the Queensland Community Safety Bill 2024.

As Queensland's peak body for child and families services, PeakCare welcomes legislative amendments that increase community safety and uphold the rights of victims of crime. While youth crime accounts for only approximately 10 per cent of crime in Queensland, young people represent approximately half of all victims of youth crime, and many young people in the youth justice system have been victims of serious crimes perpetrated by adults in their early years. We believe in the prevention of crime through a focus on social equity, public health and wellbeing. This submission focuses on those areas of the Bill that have the most significant impact on Queensland's children and young people who are in contact with the criminal justice system, with the primary aim of making Queensland safer for all Queenslanders.

ABOUT PEAKCARE

PeakCare is a not-for-profit peak body for child and family services in Queensland, providing an independent voice representing and promoting matters of interest to the non-government sector.

Across Queensland, PeakCare has more than 80 member organisations which include small, medium and large, local, state-wide and national non-government organisations which provide prevention and early intervention, generic, targeted, and intensive family support to children, young people, adults and families. Member organisations also provide child protection services, foster care, kinship care and residential care services for children and young people and their families who are at risk of entry to, or who are in the statutory child protection system.

A network of associate members and supporters also subscribe to PeakCare. This includes individuals with an interest in child protection, youth justice and related services, and who are supportive of PeakCare's policy platform around the rights and entitlements of children, young people and their families to safety, wellbeing and equitable access to life opportunities.

PEAKCARE'S SUBMISSION

PeakCare strongly believes the most effective way to enhance community safety is through the prevention of crime. This can be achieved by ensuring all children have equitable access to community-led services, by upholding children's rights, and supporting families early when risk factors are first identified. There is a need for a more diverse range of services, particularly those focused on the first 2,000 days of a child's life, including prenatal settings where supporting parents before a child is born can have transformative outcomes for both the child and their family.

Children and young people who come into contact with the criminal legal system often come from backgrounds of significant disadvantage and maltreatment. Notably, 26 per cent of young people in the youth justice system have had a parent incarcerated and over half have been affected by domestic and family violence. Findings from the Australian Child Maltreatment Study indicate Australians who experience childhood maltreatment (physical abuse, sexual abuse, emotional abuse, neglect and exposure to domestic violence) are significantly more likely to develop mental health disorders, engage in high-risk behaviours and require more extensive health services. Consequently, PeakCare believes that true community safety can only be achieved through substantial investments in public health and wellbeing.

The Bill includes a number of proposals that focus on increasing maximum penalties for particular offences. There is no evidence that suggests increasing maximum penalties deters criminal activity among young people, instead these increases may exacerbate existing issues.³ More young people in custody will result in young people's human rights being compromised by prolonged stays in watchhouses due to overcrowding, and in isolation in detention centres due to staffing shortages. Additionally, the Bill suggests the expansion of initiatives that require additional policing resources, however, increased policing does not equate to increased community safety, especially considering recent findings from the Commission of Inquiry into police conduct, which revealed and made strong recommendations to address a persistent toxic culture of sexism, misogyny, and racism.⁴

PeakCare advocates for legislation that upholds the rights of children as outlined in the United Nations Convention on the Rights of the Child (UNCRC). It is imperative that the government takes proactive steps to protect and promote these rights. Children have the right to be heard and to have their opinions taken seriously (Article 12). As such, PeakCare strongly supports the involvement of young people with living and lived experience of the youth justice system in consultations regarding legislative amendments, ensuring their voices are integral to the legislative process prior to the finalisation of any legislative amendments.

The position of PeakCare on each of the proposed amendments is detailed in the following table.

The effect of custodial penalties on juvenile reoffending - Andrew McGrath, Don Weatherburn, 2012 (sagepub.com)

Facilitating positive change in Queensland youth justice | Enlighten (griffith.edu.au)

¹ Community Safety Plan for Queensland | About Queensland and its government | Queensland Government (www.qld.gov.au)

² The prevalence and impact of child maltreatment in Australia: Findings from the Australian Child Maltreatment Study: 2023 Brief Report - The Australian Child Maltreatment Study (ACMS)

³ 00000102.pdf (parliament.gld.gov.au)

⁴ Commission of inquiry into Queensland police culture and responses to domestic violence report handed down - ABC News

| The Bill proposes to: | Position | Description of position |
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| Enable certain persons and the media to be present at some Childrens Court criminal proceedings | Not supported | PeakCare has and continues to express concern about the proposed changes to allow media access in children's court proceedings, emphasising the profound long term damage that being named in the media can cause to children and their families. Queensland's current legislation safeguards children and their families by imposing strict restrictions on media presence and we believe allowing media access will lead to irreversible harm through stigmatisation and potentially hinder the child's capacity for rehabilitation and social reintegration. |
| | | Queensland's youth justice system is fundamentally aimed at the rehabilitation of young people with a focus on reintegration which aligns with the stance that young people should be seen not as criminals, but as children in need of support and guidance. We believe that Queensland courts should be mandated to prioritise the child's best interests, employing strategies that support psychological well-being and effective social integration. |
| | | PeakCare highlights several human rights that are impacted by opening courts to the media, including the Right to Privacy, Right to Dignity, Protection from Harm, and the impact on Rehabilitation and Reintegration. The potential violation of these rights through media exposure raises critical ethical and legal considerations, necessitating a careful balance between the public's right to information and the child's rights to privacy and protection. |
| | | We also recognise the exacerbated pressures on families from social media exposure, which can lead to vigilante actions and increased criminal impacts on society. We also raise concerns about the over-representation of children who have experienced trauma in youth crime, questioning whether this will override the Child Protection Act, allowing the media to share details of a crime without context regarding the child's background, a skewed portrayal is the likely outcome. |
| | | In summary, PeakCare strongly opposes the proposed amendments to allow media access in children's court proceedings, stressing the importance of maintaining strict limitations on media access to safeguard the well-being and future prospects of young people, ensuring that their rights and wellbeing are not compromised for the sake of broader public interests. This stance reflects a commitment to protecting vulnerable youth from the potential adverse effects of public exposure. |
| Expand and extend the trial of hand held scanners in public places | Not supported until further evaluated | PeakCare believes the initial trial of hand held scanners in public places needs to be fully evaluated, not only for the number of knives found during search operations but also the impact on the rate of crime involving knives in the trial locations. Following the result of this evaluation an expansion can be well informed and evidence based. |
| | | As per our Submission to the State Development and Regional Industries Committee on the Summary Offences (Prevention of Knife Crime) and Other Legislation Amendment Bill 2023, dated 18 December 2023, we emphasised the need for more comprehensive data collection about the |

| The Bill proposes to: | Position | Description of position |
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| | | demographics of young people being wanded by police, particularly those found carrying knives on public transport or in safe night precincts under Jack's Law. This data is crucial to ensure these interventions do not disproportionately target young people based on race or cultural identification and to help design programs that more effectively target those most likely to engage in knife crime. |
| | | We are concerned about the potential human rights implications of expanding this trial, particularly in terms of police powers to conduct wand searches for knives. While acknowledging the severity of knife crime and the necessity for measures to ensure public safety, it is critical that any proposed laws that seek to limit an individual's fundamental human rights, such as equality before the law, freedom of movement, privacy and reputation, adheres strictly to the <i>Human Rights Act 2019</i> (Qld). This Act mandates that limitations on these rights must be reasonable and demonstrably justifiable in a free and democratic society, grounded in human dignity, equality and freedom. In our view, the proposed expansion of police powers in the Bill excessively encroaches on these rights and fails to meet the required threshold of justification. |
| | | There appears to be no evidence that stop and search powers will reduce knife crime. The Victorian Office of Police Integrity conducted a review of Victoria Police's use of stop and search powers which were, inter alia, used to reduce knife crime. The report (2012) that came out of this review, referred to a study into the effectiveness of "stop and search" powers in the United Kingdom which found that: |
| | | the "relationship between incidence of knife-crime and the rates of 'stop and search' is at best unclear" and that after a month, "no significant and consistent correlation between searches and crime levels" was found; |
| | | "a review of the 'stop and search' reporting data over six months compared to crime statistics for the same period showed no relationship between increased searches and a decrease in knife-crime." |
| | | Moreover, a Key Finding of the Griffith University Report stated in relation to the Trial that "there is no evidence as yet of any deterrent effect given that there has been an increase in detections at one site, and no change at the other". ⁶ |

⁵ <u>0 (vgls.vic.gov.au)</u> ⁶ <u>5722T1863-952D.pdf (parliament.qld.gov.au)</u>

| The Bill proposes to: | Position | Description of position |
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| | | Given the lack of evidence for the effectiveness for these sorts of powers in reducing knife crime, we do not consider the expanded powers to be justified especially when considering the human rights impacts. |
| Introduce a firearms prohibition order scheme in Queensland | No position held | PeakCare does not hold a position on this issue and welcomes the contributions of others who hold a greater level of expertise in this specific area. |
| Introduce a verification process for purchasing small arms ammunition | No position held | PeakCare does not hold a position on this issue and welcomes the contributions of others who hold a greater level of expertise in this specific area. |
| Reform the 'fit and proper person' test in the Weapons Act 1990 by expanding the types of serious offending captured, introducing a new category of disqualified persons, and, in certain circumstances, extending the exclusionary period to 10 years | No position held | PeakCare does not hold a position on this issue and welcomes the contributions of others who hold a greater level of expertise in this specific area. |
| Increase the maximum penalty for possessing a knife in a public place or school | Not supported | Increasing maximum penalties has not been proven to deter young people from engaging in criminal activity. More young people in custody exacerbates the current situation in which young people's human rights are being impacted due to time in watch houses due to overcrowding, and in isolation in detention centres due to lack of staffing. |
| | | Under the <i>Weapons Act</i> 1990 Section 51, it is illegal to physically possess a knife in a public place or in a school without a reasonable excuse. The Department of Education, through school enrolment agreements clearly articulate what items are banned in schools, including knives, and what if any school management actions will be taken with students who breach these rules. This includes student disciplinary absences such as long suspensions and exclusion if a knife is brought onto school property. We do not believe additional legislation is required beyond the <i>Weapons Act</i> 1990 and each school's enrolment policy responsibilities. |
| Introduce a framework for removal of online content depicting conduct that constitutes a prescribed offence, create an offence for publishing such material, and increase the | Partially supported | PeakCare understands the potential for recordings of criminal acts to encourage others to engage in criminal activity, and the possible impact on victims being exposed to these recordings online. We therefore support the development of a framework for removal of online content depicting crime. The government should be calling on social media service providers to do more to remove this type of content as quickly as it is posted and identified. |

| The Bill proposes to: | Position | Description of position |
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| maximum penalties for a range of related offences | | We do not agree with the increase of maximum penalties for publishing or sharing material. Increasing maximum penalties has not been proven to deter young people from engaging in criminal activity. More young people in custody exacerbates the current situation in which young people's human rights are being impacted due to time in watch houses due to overcrowding, and in isolation in detention centres due to lack of staffing. |
| Increase the maximum penalty for dangerous operation of a vehicle causing death or grievous bodily harm, and insert a new circumstance of aggravation for dangerous operation of a vehicle where the offender was evading police and causes the death of, or grievous bodily harm to, another person | Not supported | Increasing maximum penalties has not been proven to deter young people from engaging in criminal activity. More young people in custody exacerbates the current situation in which young people's human rights are being impacted due to time in watch houses due to overcrowding, and in isolation in detention centres due to lack of staffing. |
| Create offences for damaging an emergency vehicle when operating a motor vehicle, and driving a motor vehicle in a way that could injure or endanger the safety of a police officer | Not supported | Increasing maximum penalties has not been proven to deter young people from engaging in criminal activity. More young people in custody exacerbates the current situation in which young people's human rights are being impacted due to time in watch houses due to overcrowding, and in isolation in detention centres due to lack of staffing. |
| Increase the maximum penalties for: wilful damage to property where the property is an emergency vehicle, unlawful use or possession of emergency vehicles, and unlawful entry of an emergency vehicle for committing an indictable offence | Not supported | Increasing maximum penalties has not been proven to deter young people from engaging in criminal activity. More young people in custody exacerbates the current situation in which young people's human rights are being impacted due to time in watch houses due to overcrowding, and in isolation in detention centres due to lack of staffing. |
| Amend definitions in the Domestic and Family Violence Protection Act 2012 to remove parent-minor child relationships from domestic and family violence responses, | No position held | PeakCare does not hold a position on this issue and welcomes the contributions of others who hold a greater level of expertise in this specific area. |

| The Bill proposes to: | Position | Description of position |
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| allowing them to be dealt with under child harm or youth justice provisions | | |
| Enable a court hearing an appeal in a family and domestic violence matter to make a temporary protection order to protect the victim-survivor | No position held | PeakCare does not hold a position on this issue and welcomes the contributions of others who hold a greater level of expertise in this specific area. This may need to be considered in line with any amendments to the opening of courts. |
| Extend the maximum period before a police protection notice must be first mentioned in court | No position held | PeakCare does not hold a position on this issue and welcomes the contributions of others who hold a greater level of expertise in this specific area. |
| Allow for a trial of arrangements for corrective services officers to serve prescribed domestic and family violence documents on prisoners in corrective facilities in prescribed circumstances | No position held | PeakCare does not hold a position on this issue and welcomes the contributions of others who hold a greater level of expertise in this specific area. |
| Expand the options available to police officers to effect document service, including electronically in certain circumstances | No position held | PeakCare does not hold a position on this issue and welcomes the contributions of others who hold a greater level of expertise in this specific area. |
| Enable electronic signatures to be affixed to all documents executed by police officers | No position held | PeakCare does not hold a position on this issue and welcomes the contributions of others who hold a greater level of expertise in this specific area. |
| Allow the Police Minister to subdelegate compensation powers to the Commissioner of Police | No position held | PeakCare does not hold a position on this issue and welcomes the contributions of others who hold a greater level of expertise in this specific area. |
| Harmonise the reporting dates for several annual reports under the Police Powers and Responsibilities Act 2000 and | No position held | PeakCare does not hold a position on this issue and welcomes the contributions of others who hold a greater level of expertise in this specific area. |

| The Bill proposes to: | Position | Description of position |
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| the Public Safety Preservation Act 1986 | | |
| Extend the offence of 'unlawful conduct associated with commission of racing, burn out or other hooning offence' to include a person who merely spectated a hooning activity without reasonable excuse | Not supported | PeakCare is concerned about the impact on vulnerable young people who are not at home because they are living in unsafe environments and are instead outside gathering with friends but not engaging in crime. These young people could be subject to criminalisation for being in the vicinity of a crime. Adding this type of offence will further add to the clogging up of court timeframes and increase timeframes for finalisation of matters, potentially increasing remand rates further. |
| Provide police officers with the option of issuing penalty infringement notices for low-level drink driving offences in certain circumstances | No position held | PeakCare does not hold a position on this issue and welcomes the contributions of others who hold a greater level of expertise in this specific area. |
| Increase the maximum fine amount that can be imposed by a court for drink driving offences and increase the minimum driver licence disqualification that a court must impose for certain drink driving offences | Not supported | Increasing maximum penalties has not been proven to deter young people from engaging in criminal activity. More young people in custody exacerbates the current situation in which young people's human rights are being impacted due to time in watch houses due to overcrowding, and in isolation in detention centres due to lack of staffing. |
| Attach a licence disqualification of 2 months to a penalty infringement notice | Not supported | Increasing maximum penalties has not been proven to deter young people from engaging in criminal activity. More young people in custody exacerbates the current situation in which young people's human rights are being impacted due to time in watch houses due to overcrowding, and in isolation in detention centres due to lack of staffing. |
| Reword youth justice principle 18 to state a child should be detained in custody, where necessary, including to ensure community safety, where other non-custodial measures of prevention and | Supported | This clarification does not appear to substantively change the provision of detention as a last resort and the clarification being made may support magistrates in their decision making. We therefore support the proposed rewording. PeakCare does not support the removal of detention as a last resort as a principle. |
| intervention would not be | | |

| The Bill proposes to: | Position | Description of position |
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| sufficient, and for no longer than necessary to meet the purpose of detention | | |
| Increase the number of participants in the electronic monitoring trial by expanding the list of prescribed indictable | Not supported until further evaluated | There is no evidence that Electronic Monitoring Devices prevent crime or prevent re-offending. To enable the evaluation of the current trial of Electronic monitoring (EM) following a sufficiently large sample size, we recommend continuing with the current arrangements and awaiting the sample size before commencing the review in due course. |
| offences and expanding the criteria for electronic monitoring to | | Research has shown that: |
| include children who have been charged with a prescribed | | Electronic monitoring (EM) is expensive and ineffective, (the technology is unreliable, and it does not reduce crime). |
| indictable offence in the preceding 12 months | | EM does not reduce re-offending, does not reduce prison populations, it increases incarceration |
| | | EM breaches human rights of privacy and freedom of movement, is stigmatising, coercive and ignores the increased impact on women. |
| | | EM contributes to the criminalisation of First Nations peoples and people on low incomes. |
| | | Faulty devices account for a high number of call outs. |
| | | EM is not the only alternative to incarceration. ⁷ |
| | | Of primary concern is the breach of human rights. The Queensland Human Rights Commission states that EM breaches the human rights of privacy (lack of controls in how information gathered is being used by governments) and freedom of movement. ⁸ |
| | | We are also concerned about the use of EM for young people who have not yet been found guilty of any indictable offence, which contradicts the young person's right to the presumption of innocence. |
| | | Finally, we are concerned about the lack of evidence in the utilisation of EMs where a young person does not have the capacity to manage the device, e.g. access to a regular power source for charging, access to a mobile phone including Wi-Fi enabled service, the capacity to understand the |

⁷ https://www.parliament.vic.gov.au/490c8f/contentassets/bd97f76daf7a4a8dbf8ffa6bc9e2999d/attachment-documents/155._attach3_foundation-for-alcohol-research-and-education-fare_redacted.pdf

⁸ QHRC (2021) Submission to Legal Affairs and Safety Committee on Youth Justice and Other Legislation Amendment Bill p. 7 https://www.parliament.qld.gov.au/documents/committees/LASC/2021/YJandOLAB2021/submissions/048.pdf

| The Bill proposes to: | Position | Description of position |
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| | | requirements of the device and the capacity of an adult to monitor and support adherence to these requirements. |
| Provide that consideration of risks associated with granting bail, and any conditions that may mitigate those risks, should occur in the one process, prior to a decision to release the child | Supported | PeakCare believes there is value in clarifying this provision for the purpose of increasing the consistency of interpretation. We hope the consistent consideration of risks prior to making a decision about bail may increase opportunities for young people to receive bail, resulting in fewer young people in custody. |
| Amend the arrangements for the transfer of remanded detainees over 18 years old, creating a presumption of prompt transfer | Supported in principle | We understand the system's current capacity issues have contributed to a number of young people waiting in watch houses for a bed to become available in a youth detention centre. The proposal to transfer young people between 18 years and 18 years 6 months (the age a young person is more likely to transfer to adult jail under current arrangements) to adult jail will increase detention centre capacity for younger people in the short-term, reducing the use of watch houses in the short term. |
| | | Regardless of the timeframe, the Executive Director of the detention centre should have the right to a response about the appropriateness of the move of a young person to an adult correctional facility, based on factors such as the young person's vulnerability in the adult environment, potential time left to serve and other individual factors. |
| | | Investing in prevention and early intervention, developing community-based alternatives to detention and rehabilitating serious repeat offenders should continue to be the department's primary focus areas, so that the number of young people in youth detention centres reduces every year. |
| Enable temporary transfers from watchhouses to youth detention centres to facilitate participation in programs and physical exercise at youth detention centres | Supported | PeakCare supports the government's efforts to alleviate the human rights impacts of holding children in watchhouses. We believe increased access to fresh air, outdoor environments, physical activity, hands-on learning and specialist program environments would support this goal in the short-term. |
| | | We hope this step accompanies a continued focus on reducing the number of young people in custody in Queensland overall, through prevention, early intervention and the therapeutic rehabilitation of young people who offend, eliminating the use of watch houses beyond normal processing times. |
| | | We believe leaves of absence for a young person attending a medical facility, funeral, sorry business or for the purpose of community reintegration should be allowed when risk assessed as suitable, whether the young person is remanded in a watch house or detention centre. |

| The Bill proposes to: | Position | Description of position |
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| | | While we recognise this proposal is not referring to the use of leaves of absence from a youth detention centre for the purpose of reintegration, we hope government considers: |
| | | the limitations on Queensland's youth detention centres to grant reintegration leaves of absence to young people on remand, who make up approximately 90 per cent of the youth detention population. While legislation does not prohibit the use of leaves of absence for young people on remand, we understand they are extremely rare. |
| | | the significantly low risk leaves of absence carry (of the 5080 instances of young people leaving Australian detention centres unescorted by staff between 2018 and 2023, every young person returned to the detention centre. That is, none absconded.⁹ |
| | | the value in youth detention centre executives sharing the decision making about leaves of absence with other stakeholders, as is supported by legislation in other countries. This may include courts, police, victims of crime, cultural leaders and other stakeholders who can jointly assess the risks and potential benefits for reintegration and reduced offending. |
| Regulate the use of cameras and smart phones in youth detention centres | Supported | The use of smartphones carries a higher level or risk than a camera without Wi-fi connection because of the ability to connect with people outside the centre and to bring in restricted material that can potentially be accessed by young people. |
| | | A centre-issued camera could be used by stakeholders needing to take photos in the centre, further reducing the risk of different technological devices being brought on centre in each instance. |
| | | As per current process, the Executive Director should approve anyone bringing a smartphone or other restricted item into a detention centre. |
| Enable the recording of detainees' phone calls in certain circumstances | Supported in principle | We understand the value of reducing the significant risks involved in young people having unmonitored phone contact for the reasons listed. However, we are unable to confidently comment on the impact of this proposal without further detail about the parameters. For example: |
| | | will young people continue to be informed about when their phone calls will be monitored/recorded? |
| | | will there continue to be a requirement to demonstrate that the phone call is 'likely to be detrimental to the good order and management of the centre' before recording the phone call or will another threshold apply? |

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⁹ Productivity Commission. Report on Government Services 2024, Retrieved 23 March 2024 <u>rogs-2024-partf-section17-youth-justice-data-tables.xlsx (live.com)</u>

| The Bill proposes to: | Position | Description of position |
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| | | will the executive hold the delegation to approve staff listening or recording phone calls or will this delegation sit with staff themselves? |
| | | Young people will need to be supported to understand the changes before they are implemented, particularly where disability and other factors impact on young people's ability to understand their rights. It is our belief that young people should be informed before each instance their phone calls will be monitored and recorded. |
| Insert a reference to disability services into the youth justice principles to highlight that a child's disability needs must be met while they are in detention | Supported in principle | We support the principle and look forward to being involved in the development of guidelines about how this will be implemented and monitored, taking into account the results of disability Royal Commission. PeakCare is well placed to support the Queensland Government to connect with relevant organisations in the non-government sector who work with young people in the youth justice system who have a disability. |
| Remove any doubt that participation in a program or engagement in a service by a detainee while remanded in custody cannot be used in evidence in any civil, criminal or administrative proceedings relating to the offence for which the child has been remanded in custody. | Supported | Given the extremely high percentage of young people on remand at approximately 90% of young people in custody in Queensland, we hope this will remove significant barriers to therapeutic programming and individual support for young people. |

CONCLUSION

PeakCare appreciates the need to balance the safety, and perception of safety of the Queensland community with the individual rights of young people. We believe the only way to ensure long-term reduction in crime is to follow the evidence locally through evaluated trial and pilot initiatives, and by looking within Australia and around the world for emerging evidence-based solutions to the complex social issues that contribute to criminal behaviour. We encourage the Committee to base its recommendations and findings in this evidence for the benefit and safety of all Queenslanders.

Yours sincerely,

Mr Tom Allsop

Chief Executive Officer
PeakCare Queensland Incorporated

(Pronouns: he / him)