Domestic and Family Violence Protection and Other Legislation Amendment Bill 2026

Submission No:	019
Submission By:	Crime and Corruption Commission
Submission Publication:	Making the submission and your name public

GPO Box 3123
Brisbane QLD 4001

Level 2
North Tower Green Square
515 St Pauls Terrace
Fortitude Valley QLD 4006

Tel.: **07 3360 6060**
Toll-free: 1800 061 611
(in Queensland outside Brisbane)

Fax: 07 3360 6333

mailbox@ccc.qld.gov.au
www.ccc.qld.gov.au

ABN 32 164 714 360

Crime and Corruption Commission
QUEENSLAND

Our Reference: AD-26-0781 | 26/231861

2 October 2026

Committee Secretary
Education, Arts and Communities Committee
Parliament House
George Street
BRISBANE QLD 4000

Dear Committee Secretary,

RE: Domestic and Family Violence Protection and Other Legislation Amendment Bill 2026

The Crime and Corruption Commission (CCC) welcomes the opportunity to provide a submission to the Education, Arts and Communities Committee on the *Domestic and Family Violence Protection and Other Legislation Amendment Bill 2026* (the Bill).

The CCC regularly sets corruption priorities which are informed by our operational work, data analysis, intelligence gathering and research activities, as well as through our engagement with stakeholders. These priorities help inform where we focus our efforts and are an important element of our approach to our prevention and public policy work.[1]

One of the CCC's current corruption priorities is: *Police responses to domestic and family violence and police perpetrated domestic and family violence.*

Domestic and family violence (DFV) has a substantial impact on the Queensland community. Previous inquiries have highlighted systemic issues with the Queensland Police Service's (QPS) policing of domestic and family violence incidents and concerns about how domestic and family violence incidents perpetrated by police officers are investigated.

The CCC has statutory oversight of the QPS, and in particular oversight of corruption referrals and disciplinary proceedings to help ensure instances of alleged police misconduct and alleged corrupt conduct are responded to and dealt with appropriately.

[1] Crime and Corruption Commission (October 2025), *Corruption priorities: How they guide our work*.

The CCC supports the stated aim of the Bill "*to strengthen justice responses to persons using violence, streamline police responses to domestic and family violence (DFV), and improve the accessibility and safety of court processes for victim-survivors*". However, there are aspects of the Bill which the CCC considers would increase corruption risks in relation to police perpetrated DFV.

Community concern about police responses to domestic and family violence

The Independent Commission of Inquiry into the Queensland Police Service responses to domestic and family violence (COIDFV) highlighted several instances in which the policing response to DFV fell short of community expectations and identified instances where police officers themselves were perpetrators.[2] To address these concerns, the COIDFV recommended the Queensland Government establish a Police Integrity Unit (PIU) of the CCC to deal with all complaints in relation to police. The CCC notes the community concern about police responses to DFV may be amplified when the establishment of a PIU to deal with complaints against police officers has been recommended but not yet implemented.

Results from the CCC's 2025 Corruption Perceptions Survey suggest there continues to be a high-level of concern among the community about police responses to, and police perpetrated, DFV. Among 10 corruption behaviours included in the survey, Queenslanders were most concerned about police corruption when investigating or dealing with a police officer who has committed DFV (82 per cent reported they were "very" or "fairly" concerned).[3]

Removal of exclusions on issuing PPDs

The *Domestic and Family Violence Protection and Other Legislation Amendment Act 2025* (the 2025 Amendment Act), which introduced the framework for Police Protection Directions (PPDs), set out circumstances where a police officer is restricted from issuing a PPD, including when either the aggrieved or the respondent is a police officer.[4] The Explanatory Note for the 2025 Amendment Act provided this exclusion was "*to ensure DFV matters involving police are heard by a court and are not handled internally*."[5]

The Bill removes the protection this exclusion provides for aggrieved persons in DFV matters involving police. Instead, PPDs may be issued by police officers without restriction, including where a police officer is a respondent or aggrieved.[6] There is no clear rationale for the change in policy position from 2025, nor provision for additional safeguards to manage the potential risks that may arise in circumstances where a police officer is involved in a DFV matter.

A consequence of this amendment is that it removes external decision-making for matters involving a police officer and provides they are dealt with internally by the QPS. The consequence of the Bill provisions — that decisions not to issue a PPD where a police officer is a respondent or aggrieved to a complaint about DFV could be made by frontline officers and subject to limited oversight or review — is not consistent with the stated aims of the Bill.

---

[2] Commission of Inquiry into Queensland Police Service responses to domestic and family violence (November 2022), *A call for change*.
[3] Crime and Corruption Commission (July 2025), *Corruption Perceptions Survey 2025: Queensland Community Report*.
[4] *Domestic and Family Violence Protection Act 2012* (Qld) s 100C(a)(ii).
[5] Explanatory Notes, *Domestic and Family Violence Protection and Other Legislation Amendment Bill 2025* (Qld).
[6] Explanatory Notes, *Domestic and Family Violence Protection and Other Legislation Amendment Bill 2025* (Qld).

While the CCC acknowledges the overarching intent of the Bill is to improve the safety of people who fear or experience DFV and streamline police responses, any expansion to the existing framework should be carefully balanced against managing the risks that may arise through police dealing with these matters internally. As outlined in the briefing to the Committee on this Bill, the amendments to the PPD framework provide police officers with expanded discretion to *"tailor DFV police responses according to the seriousness, level of apparent or potential risk, and complexity involved on a case-by-case basis."*[7]

The CCC considers there are inherent corruption risks associated with discretionary powers which allow police to issue a PPD where a police officer is involved either as a respondent or aggrieved. The CCC has concerns the discretion introduced through this Bill enabling police to issue PPDs in circumstances where a police officer is an aggrieved or respondent may elevate risks associated with police responses to DFV, undermine trust and legitimacy in the QPS, and result in increased complaints to the CCC about police responses to DFV.

As highlighted through the COIDFV, ensuring conflicts of interest are identified and managed appropriately is important in all investigations, and especially the investigation of DFV where a police officer is involved. It takes great courage for a victim of DFV to report a police perpetrator to their colleagues and trust the QPS to deal with the matter independently and without bias. Removing restrictions on issuing PPDs in circumstances where a police officer is involved unwinds an important safeguard introduced to ensure these matters are dealt with externally by the courts and appears to be inconsistent with the recommendations made through the COIDFV, including the establishment of the PIU.

For the public to have trust and confidence in the handling of DFV by the QPS, the CCC submits that appropriate guardrails and review processes must be enshrined in the Bill. This Bill does not include safeguards for decision-making to issue (or not issue) a PPD in circumstances where a police officer or other QPS employee is either the aggrieved or respondent. The failure to address the risk of a junior officer exercising a discretion not to issue a PPD where the complaint involves another police officer or QPS employee in the Bill gives rise to a corruption risk. The CCC submits that it is appropriate to maintain the existing exclusion introduced in the 2025 Amendment Act in relation to police officers.

Operational policy and supporting guidance

The Explanatory Note to the Bill confirms that, in light of the omission of circumstances which currently prevent a PPD from being issued (including where police are involved), guidance as to when an officer may decide to issue a PPD and file it with the court to be taken as an application for a protection order will be included in QPS operational policy. While the intention of the Bill is to streamline the process, there is a potential for the pendulum to swing too far.

The CCC acknowledges the statements made by the QPS during its briefing to the Committee on 30 September 2026 which indicated that implementation planning is underway. These are crucial matters which the CCC considers should be addressed before the Bill is progressed rather than after.[8] The CCC considers it important for any QPS operational policy and procedure to be supported by clear and practical guidance which is reinforced through regular education and training. This is especially

[7] Department of Families, Seniors, Disability Services and Child Safety (25 September 2026), Briefing for the Education, Arts and Communities Committee – *Domestic and Family Violence Protection and Other Legislation Amendment Bill 2026*.
[8] Public briefing Education, Arts and *Communities* Committee – *Domestic and Family Violence Protection and Other Legislation Amendment Bill 2026* (30 September 2026).

important in circumstances where there is operational discretion and strong public interest in ensuring police responses to DFV align with community expectations.

To this end, the CCC submits that the supporting policy, training and education should provide clear and explicit advice including about identifying, documenting and managing conflicts of interest and other corruption risks that may arise through issuing PPDs in circumstances where a police officer is involved.

Statutory review of PPDs

The Bill amends the PPD statutory review provision to enable the review to commence as soon as practicable one year after commencement of the amended PPD provisions. The CCC understands the Department of Families, Seniors, Disability Services and Child Safety will lead the statutory review of PPDs and will work with the QPS, the Department of Justice and other relevant agencies.[9]

To ensure the review is comprehensive, robust and withstands community scrutiny, detailed and specific data should be collected about circumstances where a PPD is issued, including where a police officer is a respondent or aggrieved. Additionally, the CCC submits the review should include a specific focus on circumstances where a police officer is involved as a respondent or aggrieved, and the extent to which the framework adequately manages and mitigates corruption risks associated with DFV matters involving police being handled internally and the QPS policies, training and education which support this.

The CCC submits that the framework for the statutory review should include consideration of these matters, and that the CCC should be a stakeholder involved in this review and any future evaluations of the framework.

Should you have any questions about this submission or wish to discuss these matters further, please contact Katherine Fisher, Director Strategic Insights and Prevention on (07) 3360 6262 or [redacted]

We confirm this submission is suitable for publication.

Yours sincerely

[redacted]

Kathryn McMillan KC
Acting Chairperson

[9] Department of Families, Seniors, Disability Services and Child Safety (25 September 2026), Briefing for the Education, Arts and *Communities* Committee – *Domestic and Family Violence Protection and Other Legislation Amendment Bill 2026*.