# Making Queensland Safer (Adult Crime, Adult Time) Amendment Bill 2025

Submission No: 45

Submitted by: Uniting Church in Australia Queensland Synod

**Publication:** 

Attachments: See attachment

**Submitter Comments:** 



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16 April 2025

Committee Secretary
Justice, Integrity and Community Safety Committee
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Dear Committee Secretary,

# Making Queensland Safer (Adult Crime, Adult Time) Amendment Bill 2025

The Uniting Church in Australia Queensland Synod (Queensland Synod) welcomes the opportunity to provide this submission on the Making Queensland Safer (Adult Crime, Adult Time) Amendment Bill 2025 (the Bill).

The Queensland Synod is a member of both the national #RaiseTheAge alliance and the Queensland Raise the Age Leadership Group. We are also committed to contributing to services and programs across Queensland aimed at prevention and early intervention for children and their families, who are experiencing vulnerability and disadvantage.

The Queensland Synod stands in covenantal relationship with First Peoples of the Uniting Aboriginal and Islander Christian Congress (UAICC), and we are committed to standing for justice for all. Our Chairperson of the UAICC Regional Council Queensland, Reverand Aunty Roberta Stanley, has lived experience of working with young Aboriginal and Torres Strait Islander children within a restorative justice setting in Cairns. Reverand Roberta states:

We First Peoples of this nation hold unique spirituality and knowledge to share, if you walk with us. I have personally walked with young Aboriginal and Torres Strait Islander people within the Elderled Cairns Justice Group, and I have witnessed the transformation which can take place in the lives of young people and their families; if we are resourced and supported to lead a community based approach, in self-determination under God.

The Queensland Synod would welcome	future opportunities to discuss this submission further. Should
you require any more information,	-

Yours sincerely,

Rev. Bruce Moore Moderator, Uniting Church in Australia Queensland Synod

### Submission on the Making Queensland Safer (Adult Crime, Adult Time) Amendment Bill 2025

# Introduction

In summary, The Uniting Church in Australia Queensland Synod (Queensland Synod) asks that the Justice, Integrity and Community Safety Committee (the Committee) recommend that:

- the Making Queensland Safer (Adult Crime, Adult Time) Amendment Bill 2025 (the Bill) not be passed.
- the advice given by the Expert Legal Panel on Youth Justice regarding the inclusion of additional
  offences in the Adult Crime Adult Time list of offences be publicly released by the Queensland
  government.
- a planning document for the increase in the detention of children be developed by the Queensland government and public released that contains details of the safeguards that will be implemented to ensure the safety of children in detention, particularly for First Nations children.
- the Queensland government implement the recommendations in full, from the 2024 report into the inspection of watch houses in Cairns and Murgon by the Inspector of Detention Services in Queensland.
- instead of including more offences on the list of Adult Crime Adult Time offences, that the Queensland government should prioritise investment in evidence-based programs and services run by the community sector, such as early intervention and early prevention programs, diversionary programs (including at the point of policing and court) and holistic support programs (including on release from custody) identified in the recent Justice Reform Initiative report on Queensland and also the recommendations from the Australians for Native Title and Reconciliation (ANTAR) 2024 submission on youth justice reform in Queensland

The Queensland Synod also asks that if the Queensland Police Service review of watch houses final report is released during this Inquiry, that the Committee consider any recommendations for improvement that are contained in the final report to improve outcomes for children.

# Increased detention of children

In the statement of compatibility with human rights that accompanies the Bill, the Queensland Attorney-General acknowledges that the Bill will result in more children who are found guilty of the new offences being sentenced to, and spending more time in, detention. <sup>1</sup> The statement of compatibility with human rights also acknowledges that increasing the prospects of detention and increasing the length of detention limit the rights of a child to protection in their best interest (section 26(2) of the Human Rights Act 2019) and the right to liberty (section 29(1) of the Human Rights Act 2019). <sup>II</sup>

Queensland relies on a system of incarceration for children and adults that is harmful, expensive and ineffective. Youth detention in Queensland costs the taxpayer \$1901 per child per day. The overuse of detention fails to keep the community safe - around eight in 10 children released from sentenced detention in Queensland return within 12 months. International research suggests that bringing children into the youth justice system increases the chance that they will reoffend. The

research evidence has found that children are less likely to reoffend if intervention and diversion is the main response taken to address young offenders. vii

Australian's human rights obligations under the International Covenant on Civil and Political Rights, include that people are entitled to be presumed innocent until convicted, and treated humanely during detention. VIII Recent data shows that as at 30 June 2023, for children, the sentenced population was only 12.5% compared to 87.5% held on remand. This means that an overwhelming majority of children, are in detention prior to being convicted.

### Children in watch houses

In the statement of compatibility with human rights that accompanies the Bill, the Queensland Attorney-General acknowledges that the amendments may result in increased numbers of children in watchhouses for extended periods of time and that it is widely accepted that watchhouses are not appropriate or humane places to detain children, particularly for any lengthy period of time. <sup>ix</sup>As the statement of compatibility with human rights acknowledges: <sup>x</sup>

This would be a direct limitation to the right to protection from cruel, inhumane or degrading treatment (Human Rights Act 2019, s.17(b)) and the right to humane treatment when deprived of liberty (Human Rights Act 2019, s.30).

In the recent report by the Special Rapporteur on the sale, sexual exploitation and sexual abuse of children (the Special Rapporteur) of her visit to Australia, the Special Rapporteur noted that the features of detention environments expose them to the risk of sexual abuse, particularly in cases where children in detention are not separated from adults, such as watch houses. <sup>xi</sup> The Special Rapporteur recommends in her report that in Australia non-custodial measures for children should be promoted, including the establishment of measures for dealing with children without resorting to judicial proceedings, whenever appropriate. <sup>xii</sup>

As the Special Rapporteur's report notes, the United Nations Committee on the Rights of the Child has stated in its general comment No. 24 (2019) on children's rights in the child justice system, that States should establish separate facilities for children deprived of their liberty that are staffed by appropriately trained personnel and that operate according to child-friendly policies and practices. <sup>xiii</sup> The Special Rapporteur also concluded that there is no clarity on what measures are in place to respond or to provide redress to children who are sexually abused in detention. <sup>xiv</sup>

The recent final report of Queensland's human rights legislation noted that the growth in children in youth justice detention does not reflect an increase rate of young offenders but instead changes to policy and practice. \*\* The Queensland Family and Child Commission (QFCC) has also noted that despite the drop in rates of young people who are offending, some young people are being arrested more, are more likely to have bail refused, and are likely to be in detention on remand, with that being the case for around 90% of child detainees. \*\* Additionally, most young people released from custody return there within 12 months, demonstrating the failure of custodial options to address offending and reoffending.

The QFCC report also details the growth in watch house detention of young people, showing in particular that children are being held in watch houses for longer periods. xvii Recent media reports about how children in watch houses are treated has reportedly led the Queensland Police Service to initiate an internal review to address "end-to-end systemic issues." xviii

The Queensland Public Guardian's latest annual report states that watch houses are high-risk environments that are not conducive to the safety and psychological wellbeing of children and young people'. xix The QFCC notes that 'watch houses are not suitable places to detain young people for extended periods due to their design (for example, no access to natural light), lack of trained staff, and lack of youth-focused policies, services and programs designed to uphold the rights of children while detained'. xx

In 2023, a Queensland watch house officer reported that there were incidents of adult prisoners exposing their genitals and imitating sexual acts to children of the opposite sex, and an incident where a girl was placed in a cell with two adult male prisoners. xxi

In 2023, a Queensland Supreme Court decision which ordered the urgent transfer of three children from watch houses where they had been detained for extended periods. xxii

We note that the final report from the Queensland Police Service review of watch houses was due to be released in February, which will include the consideration of the appropriateness of detaining children in watch houses. If the final report is released during this Inquiry, we ask that the Committee consider any recommendations for improvement that are contained in the final report to improve outcomes for children.

We support the recommendations from the 2024 report into the inspection of watch houses in Cairns and Murgon by the Inspector of Detention Services in Queensland, who found that the infrastructure of both watch houses is not suitable for detaining children. xxiii We ask that the Committee recommend that the Queensland government implement these measures in full.

In terms of improving the administration of youth justice in Queensland, we support the recommendations from the Queensland Audit Office 2024 report on serious youth crime. \*\*xiv\*

We ask that the Committee recommended that a planning document for the increase in the detention of children be developed by the Queensland government and public released that contains details of the safeguards that will be implemented to ensure the safety of children in detention, particularly for First Nations children.

# Human rights

In the statement of compatibility with human rights that accompanies the Bill, the Queensland Attorney-General acknowledges that the insertion of new offences in the Adult Crime Adult Time regime are incompatible with human rights. \*\*xxx\* Specifically, the statement of compatibility with human rights acknowledges that the proposed amendments are not consistent with Australia's international obligations as a signatory to the United Nations Convention on the Rights of the Child. \*\*xxxx\*i

The Queensland Attorney-General acknowledges that the Bill: xxvii

I also recognise that, according to international human rights standards, the negative impact on the rights of children likely outweighs the legitimate aims of punishment and denunciation.

The amendments may lead to sentences for children that are more punitive than necessary to achieve community safety. This is in conflict with international law standards,...which provide that sentences for a child should always be proportionate to the circumstances of both the child and the offence.

The Queensland Synod notes that rehabilitation is not a stated aim of the Bill, and that an evidence-based policy approach to making the community safer is also not an aim. As the statement of compatibility with human rights states, the Bill:

... will lead to sentences for children that are more punitive than necessary to achieve community safety, because of demands from some sectors of the community for retaliation and retribution, rather than addressing community safety through evidence-based best practice in addressing youth crime...

A QFCC report into the deaths of children across Queensland highlighted the preventable deaths of two First Nations children following extensive periods of solitary confinement during their time in Queensland's youth detention. \*\*xxiiii Both boys spent over 100 days collectively in solitary confinement in the 12 months before their deaths from suicide and drug overdose. \*\*xxiix The report found: \*\*xxiix Staff shortages directly led to isolation and treatment that ran counter to the objectives and principles of the Youth Justice and Human Rights Acts. The two boys were denied the opportunity for a rehabilitative and transformative experience in detention. Instead, their experiences are likely to have caused further harm and impacted their physical and social and emotional wellbeing.

The Queensland Synod supports a human rights-based approach to youth justice in Queensland, such as is outlined in the QFCC's 2023 rights-based approach to youth justice in Queensland. \*\*xxi\* The Queensland Synod also supports the Queensland government's continued investment in prevention, early intervention, diversion and holistic support programs, particularly those identified in the 2023 Justice Reform Initiative report on Queensland. \*\*xxi\*i\*

The Australian Human Rights Commission stated recently that, tragically, by not addressing children's human rights early on, and instead taking a punitive approach to their offending, we are essentially criminalising some of the most vulnerable children in Australia. \*\*\*Commission\*\* Many are First Nations children dealing with intergenerational trauma and disadvantage, and children with disabilities, mental health issues, and learning problems. \*\*\*Commission\*\* Many of these children and their families are living with poverty, marginalisation, domestic violence, and systemic racism. \*\*\*\*Commission\*\* The Australia and their families are living with poverty, marginalisation, domestic violence, and systemic racism. \*\*\*\*\*

Sentencing children to increased time in detention is incompatible with Australia's obligations under international human rights law as is acknowledged in the statement of compatibility with human rights, such as the principle that imprisonment and detention should be considered a last resort and for the shortest period. Australia may be the only country that has ever removed the principle of detention as a last resort for children. xxxvi

The addition of further offences will further impact those groups of children that are overrepresented in the criminal justice system, First Nations children and children with disabilities.

Disproportionate impact upon First Nations children

The criminal justice system has a disproportionate impact upon Aboriginal and Torres Strait Islander children and their families. The QFCC stated that in 2021-2022, Aboriginal and Torres Strait Islander children 21.4 times more likely to be in youth detention than non-indigenous children and young peoplexxxvii Of the children who were incarcerated in the 2022-23 financial year in Queensland: over 70 per cent identified as Aboriginal and/or Torres Strait Islander; within the 10-13 year old age group, this figure increases to over 80 per cent. XXXXVIII

In the statement of compatibility with human rights that accompanies the Bill, the Queensland Attorney-General acknowledges: xxxix

It is likely that Aboriginal and Torres Strait Islander children will be impacted more by these amendments, due to their overrepresentation in the criminal justice system. The Bill could result in more Aboriginal and Torres Strait Islander children being imprisoned for longer periods of time.

A complaint has recently been submitted to the United Nations Committee on the Elimination of Racial Discrimination (the Committee) under the Early Warning and Urgent Action procedure, authored by Associate Professor Hannah McGlade, Curtin University and Professor Megan Davis, University of New South Wales, and supported by: Professor Eddie Cubillo, Director of the Mabo Centre; Anne Hollonds, the National Children's Commissioner; Katie Kiss, the Aboriginal and Torres Strait Islander Social Justice Commissioner; the Australian Human Rights Commission; National Aboriginal and Torres Strait Islander Legal Services; SNAICC – National Voice for our Children, and the Human Rights Law Centre. In the complaint requests that the Committee urgently review the state of Australia's youth justice laws, policy and state agency conduct, as the authors consider the status of youth justice in Australia to be a serious violation of the Convention on the Elimination of All Forms of Racial Discrimination, other United Nations treaties and instruments, such as the United Nations Standard Minimum Rules for the Administration of Juveniles Justice and the United Nations Rules for the Protection of Juveniles Deprived of their Liberty.

The complaint outlines that applying adult penalties to children and prohibiting consideration of detention as a last resort in Queensland. \*\footnote{\text{iii}} This violates the United Nations Convention on the Rights of the Child and results in the situation in Queensland where the principle of detention as a last resort applies to adults but not to children. \*\footnote{\text{iiii}} Exacerbating the consequences of removing detention as a last resort, is the removal of restorative justice orders as a sentencing option: Courts may still refer children to restorative justice conferencing but cannot choose it as an alternative to a detention order. \*\footnote{\text{viv}} This is despite the Queensland Government acknowledging that, 'using restorative justice processes to reduce the overrepresentation of Aboriginal and Torres Strait Islander children in the justice system'. \*\text{viv} It follows that removing restorative just orders as a sentencing option will lead to more Aboriginal and Torres Strait Islander children in custody. \*\text{viv}

The Special Rapporteur recommends that in Australia governments should work with carers and healers from Indigenous communities to provide Indigenous children in out-of-home care and in detention centres with support services that are sensitive to their culture and in their languages in order to promote the children's reintegration into and reconnection with their communities. xivii

## Children with disability

In addition, the over-representation of children with cognitive disability in detention highlights the need for better and more robust options for diversion from the criminal justice system. The Royal Commission into Violence, Abuse, Neglect and Exploitation of People with Disability highlighted that: xiviii

Reports demonstrate traditional penal approaches, including detention, tend to be ineffective in reducing recidivism among young people, but they are also amongst the most costly means of dealing with juvenile crime due to high immediate costs and ongoing long-term costs to the juvenile justice system due to continued contact with the criminal justice system.

Imprisoning children disproportionately impacts First Nations children with complex needs and disability, including childhood trauma, substance use disorder and cognitive and neurological disability. xlix For example, almost 1 in 4 First Nations children in detention have an intellectual disability, compared with 1 in 12 non-First Nations children. Incarceration is known to exacerbate disability, increase risk of suicide, and also create disability through harsh inhumane practices and treatment. In

Prevention, early intervention, diversion and holistic support programs

The Queensland Attorney-General acknowledges in the statement of compatibility with human rights: ||i|

... I recognise that there may be less restrictive options available to achieve the stated purpose....

The recent Australian Human Rights Commission report on how Australia can transform child justice to improve safety and wellbeing, states that Australia continually fails to implement evidence-based reforms to our child justice systems which would reduce offending behaviour and make our communities safer. <sup>IIII</sup> Research and evaluation shows that the best way to reduce children's offending is to provide intersectional therapeutic support to vulnerable children in the community and take preventative measures to prevent offending. <sup>IIV</sup> The solutions to both over-incarceration and community safety are also located outside the justice system. <sup>IV</sup> The justice system is where children end up after they have experienced a breakdown in the systems and supports around them. <sup>IVI</sup> Early intervention and prevention should be occurring through other systems such as the education system, the child protection system, and diversionary approaches to policing. <sup>IVII</sup> The vast majority of children who commit crimes will 'age out' of offending once they reach adulthood. <sup>IVIII</sup>

Collectively, evaluations and reviews are consistently indicating key practice areas that are having the most impact in terms of prevention and early intervention, including: after-hours support; intensive wrap-around services; early intervention and prevention; programs for highest risk and

serious repeat offender that target direct predictors of offending, including attitudes, behaviours and peers; services that work with the whole family; and place-based models that integrate into and leverage the local service system. Iix

The benefits of diversion include that if fewer children are arrested, and fewer children appear before the courts, more court time and resources can be dedicated to the children who remain in the system. <sup>Ix</sup> As stated, these children are likely to be the most vulnerable and have the most complex needs, and efforts should be directed towards their rehabilitation, not their punishment, if community safety is to be assured. <sup>Ixi</sup> In addition, diversion recognises cognitive disability can result in reduced culpability, making the application of traditional criminal law processes unfair or inappropriate. <sup>Ixii</sup>

We support the Committee recommending that instead of including more offences on the list of Adult Crime Adult Time offences, that the Queensland government should prioritise investment in evidence-based programs and services run by the community sector, such as early intervention and early prevention programs, diversionary programs (including at the point of policing and court) and holistic support programs (including on release from custody) identified in the recent Justice Reform Initiative report on Queensland. |xiiii| These programs, if properly resourced including longer funding cycles and funding for evaluations, will: |xiv

- Significantly reduce recidivism for children and in turn improve community safety.
- Successfully divert children who are at risk of being involved in the criminal justice system.
- Strengthen families and communities, which are too often 'managed' in justice system settings rather than receiving the support, care and opportunities that improve their Prospects, and
- Result in significant cost-savings and substantial improvements in health and wellbeing across the community, including for victims.

The Queensland Synod also supports the recommendations from the Australians for Native Title and Reconciliation (ANTAR) 2024 submission on youth justice reform in Queensland: kv

- Immediately ban the use of adult watch houses for youth detention;
- Commit to a long-term human rights-based approach to youth justice, underpinned by Australia's commitment to the United Nations Convention on the Rights of the Child and the United Nations Declaration on the Rights of Indigenous Peoples, including incorporating the United Nations Convention on the Rights of the Child into Queensland law;
- Urgently pivot away from a 'tough on crime' approach to youth justice and toward evidence based, trauma informed, culturally safe, therapeutic, rehabilitative and non-punitive approaches;
- Invest in holistic and comprehensive early intervention services and supports, including community-led programs focused on prevention and diversion;

- Increased investment in place-based and community-led justice reinvestment, with the redirection of funds currently allocated to increasing capacity of youth detention centres toward early intervention community programs using principles of justice reinvestment;
- Raise the minimum age of criminal responsibility from 10 to 14 with no exceptions, and
  ensure all children under the age of 14 are not incarcerated or otherwise punished under the
  criminal legal system, consistent with current medical understanding of child development
  and contemporary human rights standards;
- Commit to addressing the problem of over-policing and surveillance of First Nations children in Queensland;
- Provide sustainable long-term funding to and power-sharing with Aboriginal communitycontrolled organisations, as per Priority Reform 1 and 2 of the National Agreement on Closing the Gap;
- Renew investment toward Community Justice Groups and expand Murri Courts across
   Queensland, including providing sustainable funding for operation of the existing Courts; and
- Invest in culturally appropriate pre-charge diversion programs and measures including
  warnings, cautions and 'On Country' diversion programs, including amending legislation to
  favour pre-charge measures and improving access to 'On Country' programs to ensure that
  all First Nations children across Queensland have a chance to participate.

<sup>&</sup>lt;sup>1</sup> Making Queensland Safer (Adult Crime, Adult Time) Amendment Bill 2025 Statement of compatibility.

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<sup>&</sup>lt;sup>viii</sup> Harris Rimmer, S. (2024). Placing people at the heart of policy, first independent review of the Human Rights Act 2019 (Qld) final report.

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