# Annual progress update

Implementation of *Shifting minds, Every life, Achieving balance* and *The Queensland Trauma Strategy*

## 2024-2025

Queensland Mental Health Commission

# Acknowledgements


## Recognition of First Nations people

We respectfully acknowledge the First Nations Traditional Owners and Elders of the lands and seas on which we meet, live, learn and work. We acknowledge those of the past, who have imparted their wisdom and whose 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. We walk together in our shared journey of reconciliation.

## Recognition of lived-living experience

We recognise the individual and collective contribution of Queenslanders with lived-living experience of mental health challenges, alcohol and other drug use (AOD), and people, groups and communities impacted by suicidal distress or suicide. We recognise families, kin, unpaid carers and other unpaid supporters who play a fundamental role in supporting people with lived-living experience. We also recognise the lived experience of people bereaved by suicide.

Each person's journey is unique and collectively provides a valuable contribution to reforming the mental health, AOD and suicide prevention and related systems in Queensland. Your voices and experiences are the core of our work. We recognise and value your expertise.

## The Commission's role

The Queensland Mental Health Commission (the Commission) is an independent statutory body with the responsibility to drive ongoing reform towards a more integrated, evidence-based, recovery-oriented mental health, AOD and suicide prevention system. One of the primary functions to achieve this is to develop a whole-of government strategic plan to improve the mental health and wellbeing of all Queenslanders. The strategic plan supports coordinated action across government agencies.

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# Introduction

Mental health and wellbeing shape how Queenslanders live, work and participate in society and are fundamental to building a healthy, strong and inclusive state. A broad range of social, cultural, economic and environmental factors influence mental health and wellbeing, experiences of AOD-related harm and suicide risk while shaping people's access to resources, opportunities and support throughout their lives.

Factors associated with poorer outcomes include stigma and discrimination, housing, employment and financial insecurity, social exclusion, poor physical health, experiences of trauma, and reduced access to appropriate, culturally safe and responsive services and supports.

Responsibility for improving the conditions in which people are born, grow, live, work and age does not sit with any one agency, sector or community. Many of the factors that shape mental health and wellbeing span multiple government portfolios and require coordinated action across government, communities and service systems. Achieving meaningful and sustained reform to support improved outcomes therefore depends on shared strategic policy direction, coordinated planning and integrated service delivery across government and in partnership with communities.

*Shifting minds: The Queensland Mental Health, Alcohol and Other Drugs, and Suicide Prevention Strategic Plan 2023-2028 (Shifting minds)* is Queensland's whole-of-government plan to improve mental health and wellbeing and reduce the impact and harms associated with AOD use and suicide. *Shifting minds'* vision is that Queenslanders are mentally healthy and well, connected with their communities, and supported by an integrated and coordinated mental health and wellbeing system. To achieve this, the plan sets out the strategic directions and priorities for action across Queensland Government agencies.

*Shifting minds* is supported by whole-of-government sub-plans:

- *Every life: The Queensland Suicide Prevention Plan 2019-2029 (Every life)*
- *Achieving balance: The Queensland Alcohol and Other Drugs Plan 2022-2027 (Achieving balance)*
- *The Queensland Trauma Strategy 2024-2029 (The Trauma Strategy)*

Together, these plans support a coordinated and integrated approach to drive system reform and create the conditions to enable improved mental health, AOD and suicide prevention outcomes for Queenslanders.

This report highlights progress made across government in implementing *Shifting minds* and its supporting sub-plans.

It demonstrates the collective leadership and action being taken to achieve the vision of *Shifting minds* and showcases how agencies are working to enable improved outcomes for Queenslanders. For the first time, the report also includes implementation reporting on *The Trauma Strategy*, reflecting the continued evolution of Queensland's whole-of-government approach to mental health, wellbeing, AOD harm reduction and suicide prevention. This report provides an update on the implementation status of activities under the plans as at 30 September 2025, in line with agencies' biannual reporting cycles.

These plans set a whole-of-government approach across portfolios including housing, health, employment, child safety, disability and communities to address the factors that shape mental health and wellbeing. Delivery of the plans encompasses both new and existing initiatives funded through a range of sources, including the Queensland Government's Mental Health Levy.

# Governance, monitoring and evaluation

The Commission is responsible for leading the monitoring, review and reporting of *Shifting minds* and its sub-plans.

A core component of the oversight and monitoring of these plans is the Shifting minds Strategic Leadership Group (SLG), comprising senior leaders from agencies across government.

The SLG provides a mechanism to oversee that the shifts and improvements outlined in *Shifting minds* and its sub-plans are connected to and leverage priorities and activities across the social service system. This includes reforms in housing, employment, education, child safety, youth justice, domestic and family violence and other key areas.

The implementation of *Shifting minds* and each of its sub-plans is supported by a dedicated implementation plan, which outline activities and responsible agencies to deliver actions under each plan. Agencies report on progress against these activities twice yearly.

In 2024, Deloitte Access Economics (Deloitte) were engaged to conduct an evaluation of *Shifting minds*, which is currently underway, with the formative report expected to be delivered in 2026.

An AOD consultancy, 360Edge, were engaged to develop an evaluation framework to support evaluation of *Achieving balance*. The framework was finalised during the 2024-25 reporting period and will inform the procurement of an evaluator to undertake the evaluation in 2025-26.

The University of Melbourne (Centre for Mental Health and Community Wellbeing, Melbourne School of Population and Global Health) is evaluating the three phases of *Every life* over the ten years of the plan.

# Progress update – *Shifting minds*

*Shifting minds* sets out the strategic priorities and supporting actions to improve the mental health and wellbeing of Queenslanders with a focus at the whole-of-community, whole-of-person and whole-of-system levels.

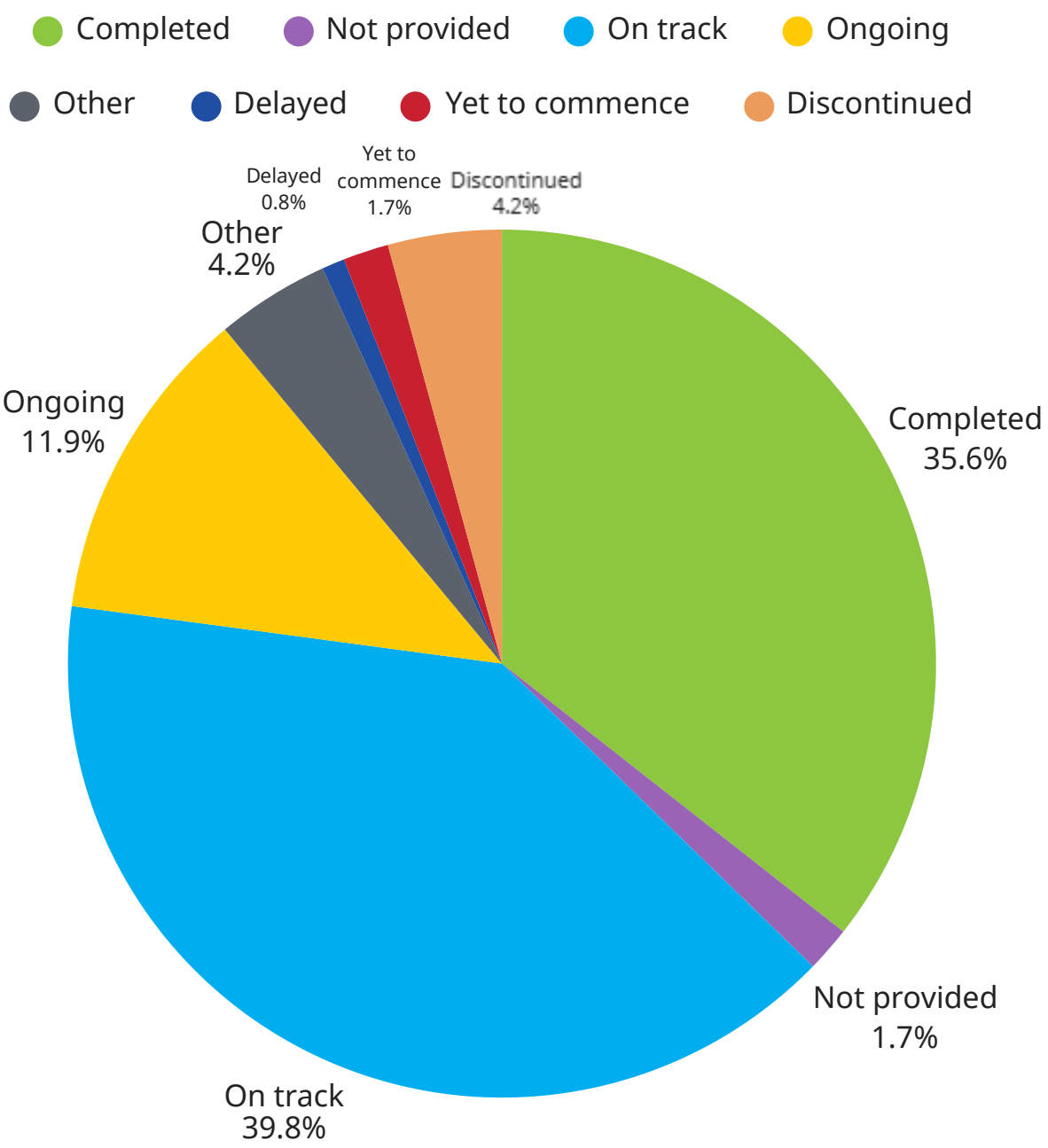
To support implementation of 52 priority actions within *Shifting minds*, a total of 118 activities (which include discrete projects and initiatives, as well as larger work packages) are being implemented by 18 government agencies.

Of the 118 activities, 35.6 per cent have been completed and 39.8 per cent are on track for delivery. A further 11.9 per cent of activities are reported as ongoing or embedded into business as usual, while 0.8 per cent were reported as delayed, 4.2 per cent were reported as discontinued or ceased, and 1.7 per cent were yet to commence. A total of 4.2 per cent were reported as "Other", while progress information was not provided for 1.7 per cent of activities during the reporting period.

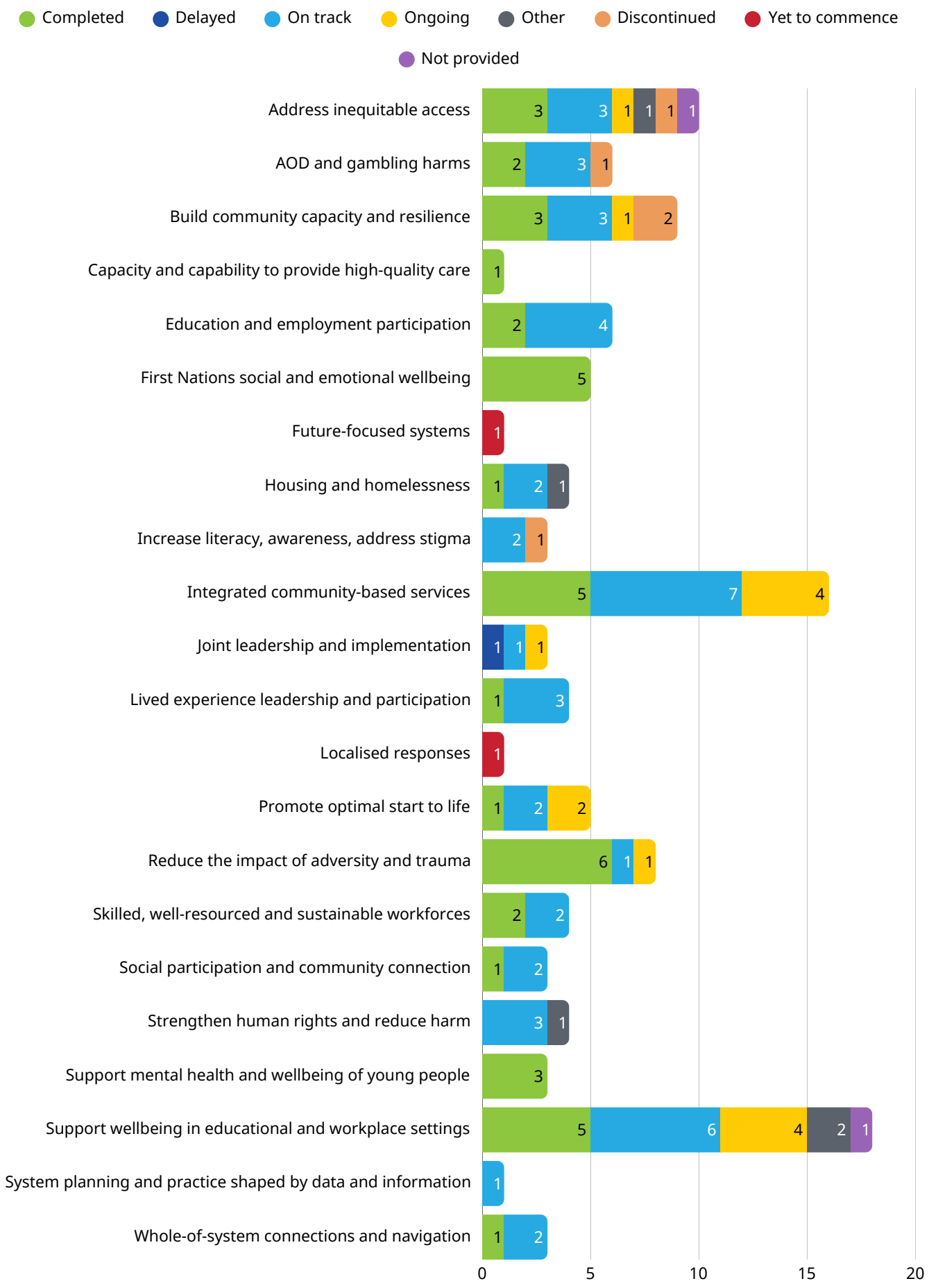
| Agency | Activities |
| --- | --- |
| Department of Customer Services, Open Data and Small and Family Business | 4 |
| Department of Education | 5 |
| Department of Families, Seniors, Disability Services and Child Safety | 12 |
| Department of Health | 29 |
| Department of Housing and Public Works | 4 |
| Department of Justice | 4 |
| Department of Sport, Racing and Olympic and Paralympic Games | 2 |
| Department of State Development, Infrastructure and Planning | 10 |
| Department of Trade, Employment and Training | 4 |
| Department of Women, Aboriginal and Torres Strait Islander Partnerships and Multiculturalism | 5 |
| Department of Youth Justice and Victim Support | 3 |
| Health and Wellbeing Queensland | 1 |
| Public Sector Commission | 1 |
| Queensland Ambulance Service | 3 |
| Queensland Corrective Services | 3 |
| Queensland Family and Child Commission | 1 |
| Queensland Mental Health Commission | 26 |
| Queensland Police Service | 1 |
| **Total** | **118** |

# Progress status of all activities in *Shifting minds*

as at 30 September 2025



Progress status of activities in *Shifting minds* by priority action areas as at 30 September 2025



# Progress update – *Every life*

*Every life* is Queensland's whole-of-government and whole-of-community plan to reduce suicide and its impacts. *Every life* Phase One concluded in 2022 and *Phase Two* 2023-2026 is currently being implemented.

To support implementation of *Every life*, a total of 52 activities (which include discrete projects and initiatives as well as larger work packages) are being implemented by 11 government agencies. These 52 activities contribute towards delivery of the four action areas outlined in the plan.

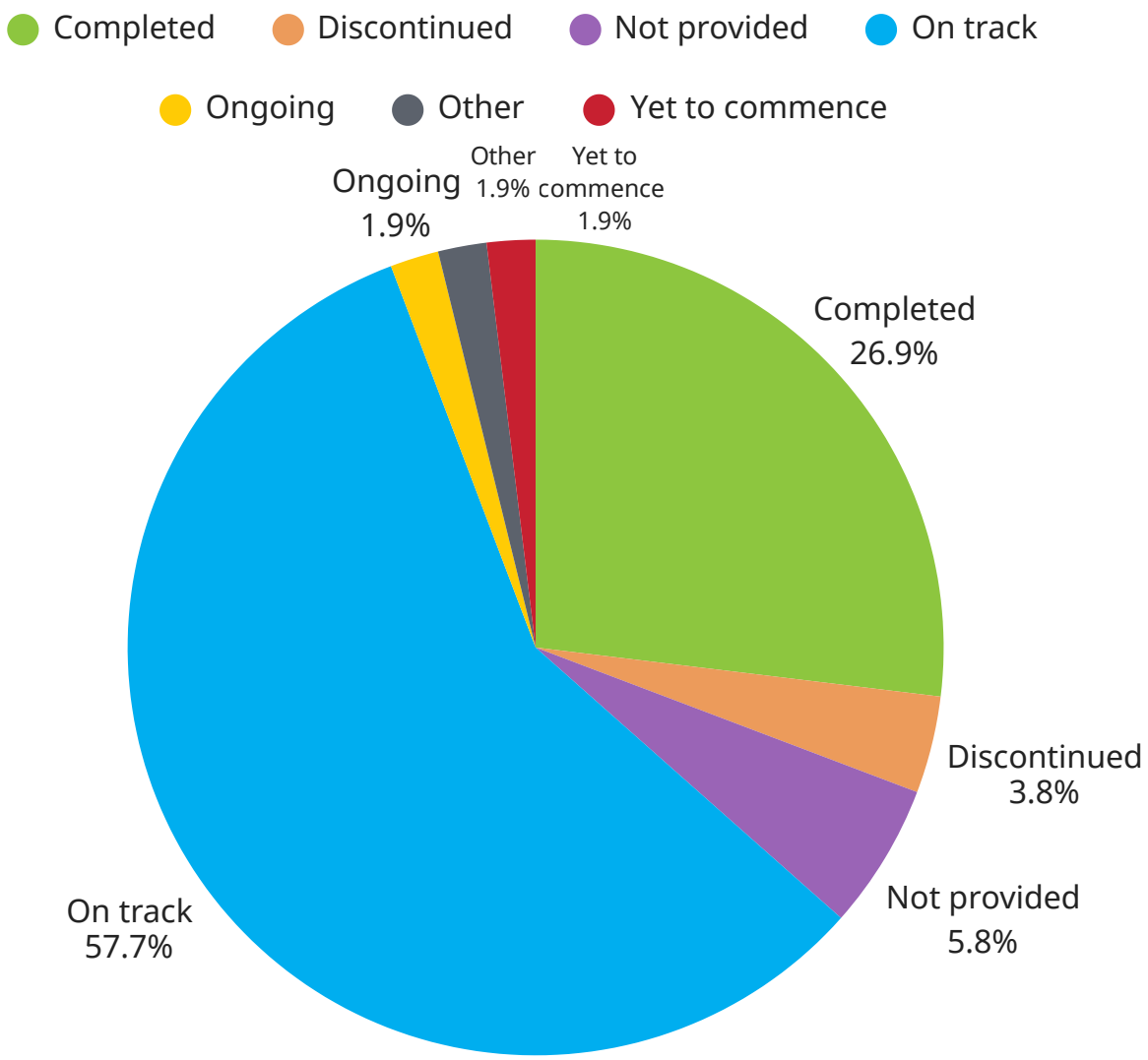
Of the 52 activities, 26.9 per cent have been completed and 57.7 per cent are on track for delivery. Smaller proportions of activities were reported as ongoing or embedded into business as usual (1.9 per cent), discontinued (3.8 per cent), yet to commence (1.9 per cent), or categorised as "other" (1.9 per cent), indicating changes to scope or challenges to implementation. The progress of 5.8 per cent of activities was not reported on by agencies during the reporting period.

| Agency | Activities |
|---|---|
| Department of Education | 3 |
| Department of Families, Seniors, Disability Services and Child Safety | 2 |
| Department of Health | 13 |
| Department of Housing and Public Works | 1 |
| Department of Premier and Cabinet | 1 |
| Department of State Development, Infrastructure and Planning – Office of Industrial Relations | 1 |
| Department of Women, Aboriginal and Torres Strait Islander Partnerships and Multiculturalism | 3 |
| Department of Youth Justice and Victim Support | 1 |
| Queensland Ambulance Service | 1 |
| Queensland Family and Child Commission | 1 |
| Queensland Mental Health Commission | 25 |
| Total | 52 |

*Footnote: Since publication of the 2023-24 Annual Progress Update, one activity has been categorised as ceased following its consolidation into a broader strategic grouping of activities and is no longer reported as a separate action.*

# Progress status of all activities in *Every life*

as at 30 September 2025



# Progress status of all activities in *Every life*

as at 30 September 2025

# Progress update – *Achieving balance*

*Achieving balance* is Queensland's whole-of-government and whole-of-community plan to prevent and reduce harms associated with AOD use until 2027.

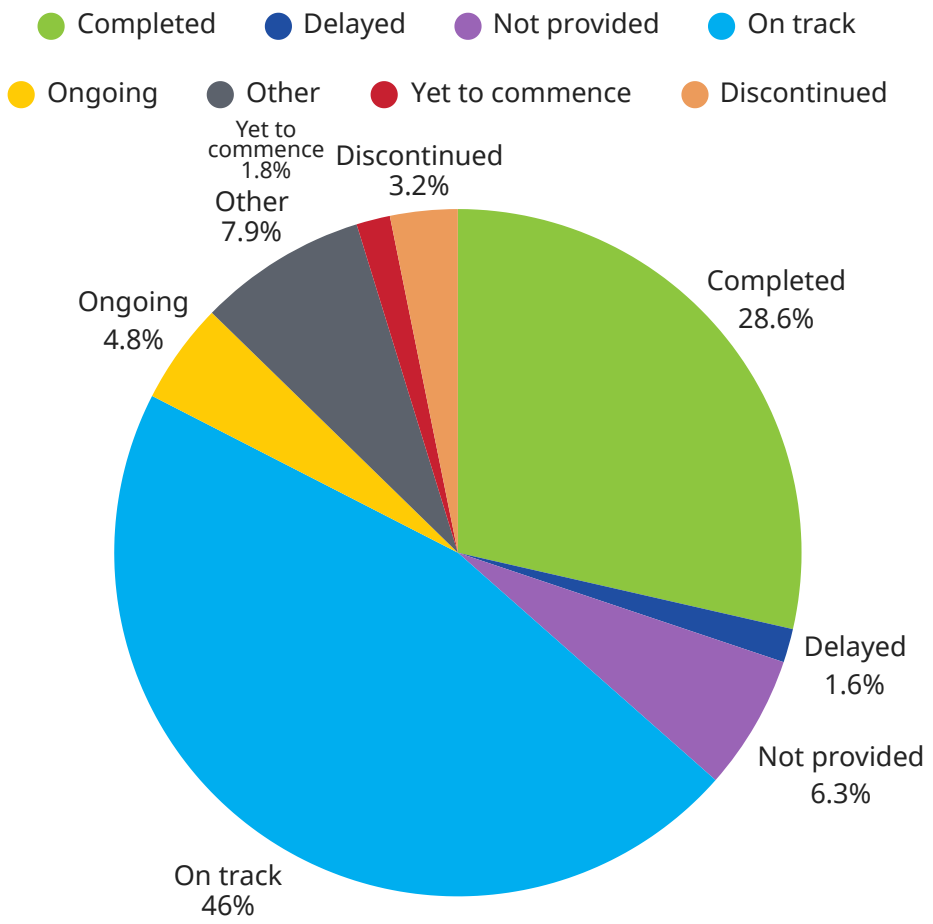
To support implementation of *Achieving balance*, a total of 63 activities (which include discrete projects and initiatives as well as larger work packages) are being implemented by 9 government agencies. These 63 activities contribute towards delivery of the three focus areas of the plan.

Of the 63 activities, 28.6 per cent have been completed and 46.0 per cent are on track for delivery. Smaller proportions of activities were reported as ongoing or embedded into business as usual (4.8 per cent), delayed (1.6 per cent), discontinued (3.2 per cent), yet to commence (1.6 per cent), or categorised as "other" (7.9 per cent), indicating changes to scope or challenges to implementation. The progress of 6.3 per cent of activities was not reported on by agencies during the reporting period.

| Agency | Activities |
|---|---|
| Department of Education | 1 |
| Department of Health | 14 |
| Department of Housing and Public Works | 2 |
| Department of Justice | 2 |
| Queensland Corrective Services | 6 |
| Department of Women, Aboriginal and Torres Strait Islander Partnerships and Multiculturalism | 5 |
| Department of Youth Justice and Victim Support | 7 |
| Queensland Mental Health Commission | 24 |
| Queensland Police Service | 2 |
| Total | 63 |

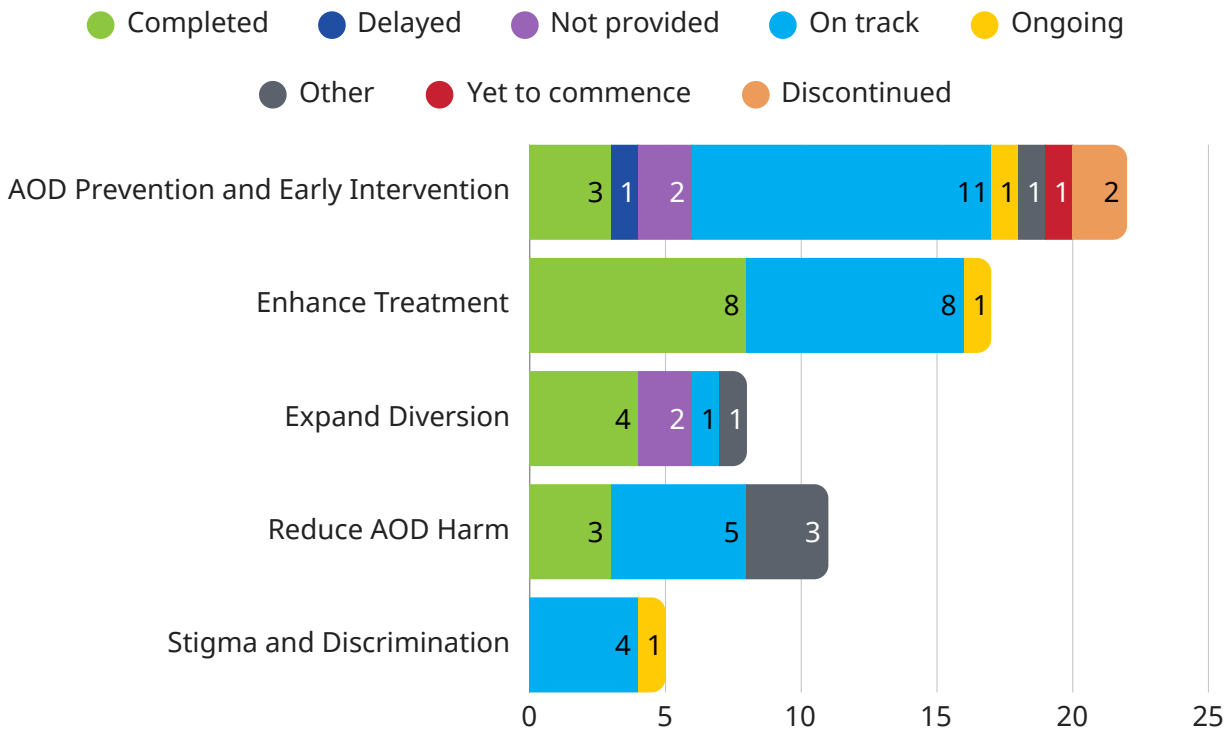
## Progress status of all activities in *Achieving balance*

as at 30 September 2025




## Progress status of activities in *Achieving balance* by priority action areas

as at 30 September 2025



# Progress update – *The Trauma Strategy*

Released in 2024, *The Trauma Strategy* establishes a whole-of-government, whole-of-community approach for integrating trauma-informed practice across the state. It is a five-year strategy that establishes a whole-of-government, whole-of-community approach to integrating trauma-informed practice across Queensland. It seeks to ensure the best possible conditions are created for individuals, families and carers, and communities to receive the right support as early as possible.

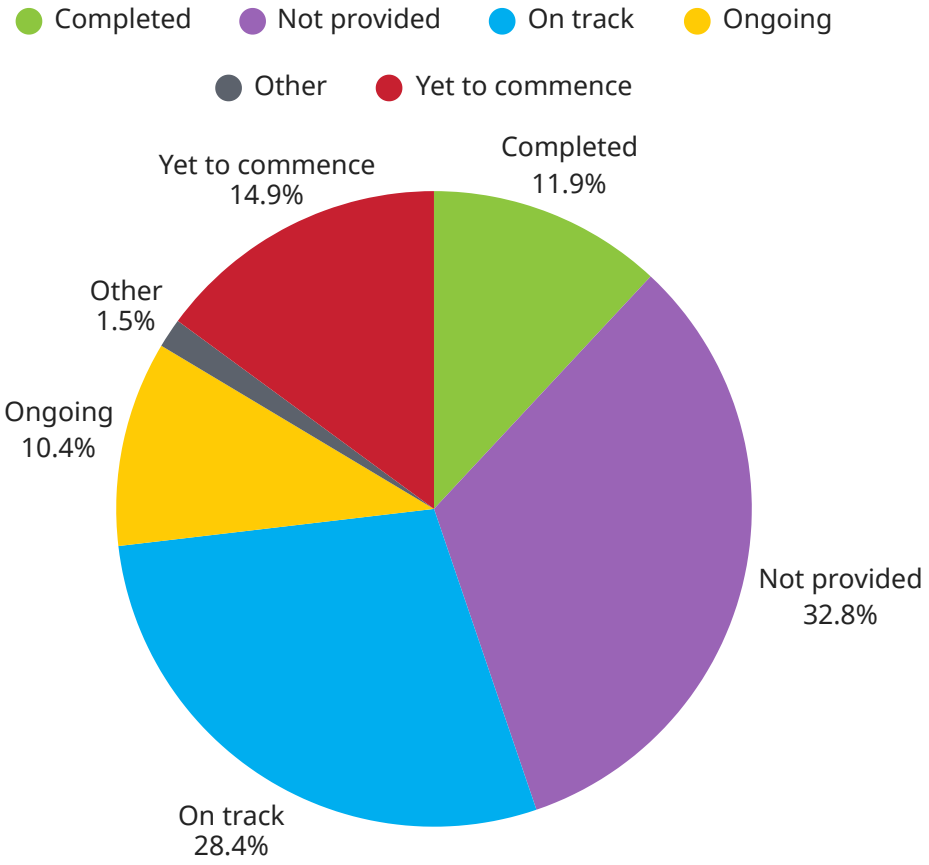
This report provides an update on progress made during the first year of implementation. To support its implementation, a total of 67 activities (which include discrete projects and initiatives as well as larger work packages) are being implemented by 15 government agencies. These 67 activities contribute towards delivery of the four focus areas of the plan.

Of the 67 activities, 11.9 per cent have been completed and 28.4 per cent are on track for delivery. A further 10.4 per cent are reported as ongoing or embedded into business as usual. Smaller proportions of activities were reported as yet to commence (14.9 per cent) or categorised as “other” (1.5 per cent), indicating changes to scope or challenges affecting implementation. The progress of 32.8 per cent of activities was not reported on by agencies during the reporting period.

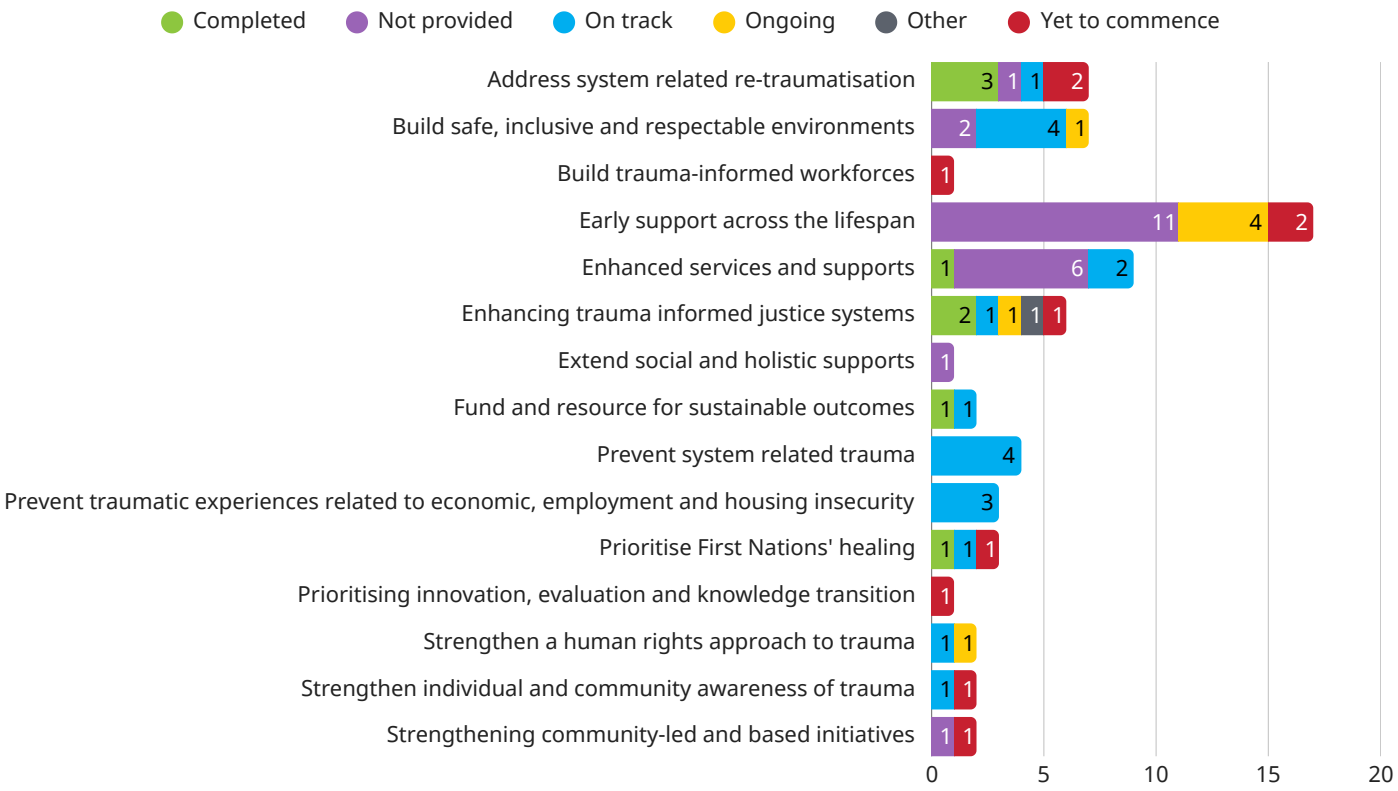
The large proportion of activities not reported reflects Machinery of Government changes that occurred shortly after the Strategy was released, which resulted in shifts to agency reporting responsibilities across government and affected the allocation and tracking of activities. The Commission is continuing to work with agencies through the SLG to support ongoing implementation of activities, strengthen reporting processes and improve the timeliness and completeness of reporting against implementation activities in future reporting periods.

| Agency | Activities |
|---|---|
| Department of Education | 6 |
| Department of Families, Seniors, Disability Services and Child Safety | 5 |
| Department of Health | 13 |
| Department of Housing and Public Works | 2 |
| Department of Justice | 1 |
| Department of State Development, Infrastructure and Planning | 2 |
| Department of Trade, Employment and Training | 1 |
| Department of Women, Aboriginal and Torres Strait Islander Partnerships and Multiculturalism | 8 |
| Department of Youth Justice and Victim Support | 3 |
| Office of the Public Guardian | 2 |
| Queensland Corrective Services | 1 |
| Queensland Family and Child Commission | 3 |
| Queensland Human Rights Commission | 1 |
| Queensland Mental Health Commission | 16 |
| Youth Justice and Victim Support | 3 |
| Total | 67 |

## Progress status of all activities in *The Trauma Strategy*
as at 30 September 2025




## Progress status of activities in the *Trauma Strategy* by priority action areas
as at 30 September 2025



# Highlights from 2024-2025

Through the actions of the four whole-of-government plans, meaningful progress has been made towards improving mental health, AOD, and suicide prevention outcomes for Queenslanders in 2024-2025.

These achievements demonstrate the value of coordinated, cross-sector action. They include targeted initiatives with a focus on prevention and early intervention, expanding community-based and led responses, strengthened workforce capability and support for safer and more inclusive communities.

The Department of Youth Justice and Victim Support piloted a Neuro Ability Support Service in Townsville and Cairns to provide culturally responsive support for young people in the youth justice system with suspected or diagnosed neurodevelopmental disabilities and their families. The service helps families seek and understand diagnoses, offers advocacy, assists with transport, and supports activities linked to the department's case management of their supervised youth justice court orders.

*Shifting minds* *The Trauma Strategy*

Queensland Health expanded access to services for people experiencing mental health, AOD, or suicide-related challenges, including Crisis Support Spaces, Medicare Mental Health Centres, suicide aftercare services and a new purpose-built specialist AOD residential treatment service with twenty rehabilitation and eight withdrawal management beds.

*Shifting minds* *Every life*

The Commission progressed work to improve early identification and support for children with Fetal Alcohol Spectrum Disorder (FASD) across Queensland.

*Achieving balance*

The Commission supported Sisters Inside to pilot holistic wellbeing support for young Aboriginal and Torres Strait Islander mothers with justice system contact in South East Queensland and Townsville

*Every life*

The Office of the Health Ombudsman worked with other regulators to align regulatory approaches and release a joint position statement on family violence published in late 2024.

*The Trauma Strategy*

The Department of Customer Services Open Data and Small and Family Business provides free wellness coaching to support small business owners with business or personal challenges to improve wellbeing.

*Shifting minds* *Every life*

In partnership with the Commission, The Queensland Alliance for Mental Health delivered the Peer Work Scholarship Program and is implementing the Peer Placement initiative to support uptake of certification in mental health peer work and facilitate student placements, supporting the growth of the lived-living (peer) experience workforce across Queensland.

*Shifting minds*

The Queensland Ambulance Mental Health Response program, which includes the Queensland Ambulance Service (QAS) Complex and Frequent Presenter Program, QAS Mental Health Co-Responders and QAS Mental Health Liaison and Social Work Services, was expanded to improve emergency responses to people experiencing mental health distress and behaviours of concern across Queensland.

*Shifting minds*

In support of male suicide prevention, the Commission expanded The Men's Table program into Queensland. Eight Tables were established across the state, creating safe spaces for men to connect, share and seek support while building local resilience and supporting early intervention.

*Every life*

The Commission continued to support Hi-Ground, a project of the QuIVAA, to deliver peer-led harm reduction initiatives and activities, including the development and dissemination of tailored harm reduction information and resources for priority populations.

*Achieving balance*

The Trauma Strategy was developed in consultation with more than 800 Queenslanders and released in September 2024. Early implementation commenced in 2025 and has seen several government agencies begin embedding trauma-informed approaches through frameworks, workforce practices, policies and training initiatives.

*Shifting minds*

*Achieving balance*

*Every life*

The Commission's partnership with Beyond Blue continued to provide trusted, accessible mental health support across Queensland.

*Shifting minds*

AOD Responses in Housing and Homelessness Settings Grants Program was launched to support initiatives that strengthen workforce capability and improve access to services for people who use AOD.

***Achieving balance***

A commitment under the Skilling Queenslanders for Work program led by the Department of Trade, Employment and Training to provide nationally recognised training, skills development and job opportunities to 12,583 disadvantaged Queenslanders.

***Shifting minds***

Through the Department of Sport, Racing and Olympic and Paralympic Games, over 220,000 vouchers were redeemed to help children participate in local sports and recreational activities to improve physical health, community participation and social connectedness.

***Shifting minds***

The Office of Industrial Relations released an improved guide to psychological health and safety for small business to support identification and risk management of psychosocial hazards in the workplace.

***Every life*** ***Shifting minds***

The 2024-2025 Mental Health and Wellbeing Grant program, 22 organisations across Queensland commenced locally led mental health and wellbeing initiatives. The grants supported implementation of Shifting minds and aligned with the priorities outlined in Thriving Lives, Connected Communities: *Queensland's Commitment to Mental Health and Wellbeing.*

***Shifting minds***

# Next steps

Implementation and oversight of *Shifting minds* and its sub-plans will continue in partnership with government agencies and the community sector. A key focus will be supporting the SLG as the primary cross-government mechanism for driving collaboration, shared accountability and collective action across the mental health, AOD, suicide prevention and trauma reform agendas. Through the SLG, agencies will be supported to coordinate approaches to improving the mental health and wellbeing of Queenslanders and to identify opportunities for system-wide reform.

Monitoring and reporting on implementation progress will continue through established governance arrangements, including the SLG, and work with agencies to address barriers, strengthen delivery and embed reform across systems and services. Findings from the formative evaluation of *Shifting minds* will provide critical feedback on implementation progress, highlight areas requiring greater focus, and inform priorities for the remaining years of the strategy.

The Commission will draw on learnings from implementation, evaluation findings and emerging evidence to ensure *Shifting minds* remains responsive to community needs and continues to provide a clear direction for improving the mental health and wellbeing of Queenslanders.