

Homelessness Protocol for the 2018 Gold Coast Commonwealth Games – Guidelines for implementation

For working with people
experiencing homelessness in
public places.

20/03/2018

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BACKGROUND

The Queensland Government has developed the Protocol for the Gold Coast 2018 Commonwealth Games (GC2018) for people experiencing homelessness in public places (the Protocol) to ensure that public places are shared by all people (See **Appendix 1**).

People experiencing homelessness are marginalised within the community and often experience significant barriers to participation in social, recreational, cultural and economic life. There are particular issues faced by people experiencing homelessness who use public places to sleep, store their personal belongings and gather together.

The planning and delivery of major events can impact the way public places are used and accessed by the community. This highlights the need for an appropriate protocol.

The objective of the Protocol is to provide a framework for relations between officials (whether staff, volunteers or contractors) and people experiencing homelessness in public places to ensure:

- people are treated respectfully and appropriately
- people are not discriminated against on the basis that they are experiencing homelessness
- officials have an appropriate level of knowledge to assist people experiencing homelessness, in public places, access appropriate services if needed and/or requested.

Implementation of the Protocol is expected to be consistent with current legislation and each organisation's own policies and procedures.

These Guidelines for Implementation (the Guidelines) have been developed to accompany the Protocol and support organisations to implement it.

DEFINITION OF HOMELESSNESS

A person is considered to be homeless, or at risk of homelessness, if they are living in:

- improvised dwellings or 'sleeping rough'
- short-term or emergency accommodation
- temporary arrangements without security of tenure, for example staying with friends or relatives, in boarding houses or motels
- unsafe or inadequate accommodation, for example where domestic/family violence or abuse threatens the person's safety or there is severe overcrowding¹.

PARTICIPATING ORGANISATIONS

The Protocol applies to the following organisations which have an operational presence in public places or provide a service to assist people experiencing homelessness:

- The Department of Housing and Public Works
- Queensland Health
- The Gold Coast 2018 Commonwealth Games Corporation (GOLDOC)

¹ This is based on the definitions used by the Australian Bureau of Statistics, the Australian Institute for Health and Welfare and Canadian National Occupancy Standard guide.

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- The Department of Transport and Main Roads
 - The Department of Tourism, Major Events, Small Business and the Commonwealth Games
 - The Department of Communities, Child Safety and Disability Services
 - The Queensland Police Service (QPS)
 - The Department of Aboriginal and Torres Strait Islander Partnerships
 - City of Gold Coast
 - Brisbane City Council
 - City of Townsville
 - Cairns Regional Council.

LEGAL STATUS OF THE PROTOCOL

The Protocol is an agreement by government agencies, and service providers, to respond appropriately to people experiencing homelessness, who are in public places, and acting lawfully. It does not override existing laws, statutory requirements or regulations, or reduce the powers of organisations, or their authority, to enforce specific laws and regulations.

Officials, and those acting under statutory obligations, are encouraged to consider the Protocol, and specific circumstances, when enforcing laws and regulations and to use discretion, as appropriate, under the organisation's own policies and procedures. This discretion should take into account the complex needs of people experiencing homelessness, which may include mental health issues, drug and alcohol issues and cognitive impairment.

APPLICATION AND IMPLEMENTATION OF THE PROTOCOL

The Protocol will apply in the lead up to and during the GC2018 to minimise disruptions to people experiencing homelessness and those living in and around event locations.

It is important that organisations and agencies consider the specific application of the Protocol for all staff including volunteers and contractors, such as security staff, during events.

These Guidelines provide direction on what officials should do if they encounter people experiencing homelessness and the underlying principles on the rights and responsibilities of people experiencing homelessness. Under the Protocol, officials can give people experiencing homelessness contact details of local organisations which may be able to help them. Alternatively, officials can contact a service, on behalf of the person, with their consent.

Participating organisations are responsible for deciding how they will implement it within their own business. It is acknowledged policy and operational issues affecting the implementation of the Protocol will vary across each organisation.

Note: Participating organisations are encouraged to provide the Protocol and Guidelines to all relevant staff and provide training on them as and when appropriate.

The Protocol's implementation will require organisations to:

- identify a person/s with organisational responsibility for overseeing implementation
- identify the types of public places, within the organisation's jurisdiction, the Protocol will apply
- identify any relevant statutory responsibilities and obligations
- identify and address any relevant geographic location issues
- communicate the requirements of the Protocol to officials and explain these in the context of the organisation's own policies, procedures and regulations
- provide officials with access to relevant local contact details where appropriate, including those in the Protocol
- if applicable, devise an organisation-specific protocol document in line with this Protocol
- identify any training needs the organisation has in implementing the Protocol, including accessing existing training offered through services and networks (**Appendix 2**).

Complaints regarding the Protocol should be dealt with under each organisation's existing policies and procedures.

Note: It is strongly recommended that any contracted security staff, who are likely to come into contact with a member of the public experiencing homelessness, be familiar with the Protocol and encouraged to follow its principles.

WORKING WITH PEOPLE EXPERIENCING HOMELESSNESS IN PUBLIC PLACES

Participating organisations are not required to coordinate or provide services for people experiencing homelessness unless it is related to their specific statutory responsibilities and obligations or their core business. If people experiencing homelessness request assistance, officials should connect them with appropriate services, or pass on contact details, including information on specialist homelessness services funded by the Department of Housing and Public Works.

The Protocol contains a list of useful contacts for both local and statewide services (See **Appendix 3** for an expanded list of services).

If a person requires medical treatment, or QPS assistance, officials should respond in the same way they would for any other member of the public requiring such assistance.

Appendix 4 provides examples of scenarios that may occur.

Officials approaching people experiencing homelessness in public places should recognise the impact one or more of these issues may have on the person's behaviour. The Protocol encourages a non-discriminatory response and, if possible, refer the person to services with relevant expertise. This response is particularly important when the official considers the person is at risk of harming themselves or others.

IMPACTS OF VICTIMISATION

People experiencing homelessness report a disproportionate level of victimisation, including repeated experiences of childhood abuse, domestic and family violence, rape, physical and sexual assault, and robbery². A new episode of violence or abuse can trigger someone to leave their accommodation and experience homelessness again. This can carry a high risk of violence which can exacerbate mental health issues and further entrench a cycle of moving between temporary accommodation, sleeping rough and hospitalisation.

CHILDREN AND YOUNG PEOPLE

Officials may identify children, under the age of 12 years, who appear to be unaccompanied by a parent, carer or family member in a public space. It is recommended that in the first instance, these children should be approached to determine if a parent, carer or responsible family member is in the immediate vicinity. If the child is not under the care of an adult, they should be asked for the contact details for their parents or carers and an attempt should be made to notify them of the child's whereabouts.

If parents are unable to be contacted, officials should contact the QPS as the *Child Protection Act 1999* empowers them to take a child to a place of safety, on a temporary basis, if they reasonably believe a child may be at risk of harm and the parents can't be contacted. After doing so, QPS should make further attempts to inform at least one of the parents and advise the Department of Communities, Child Safety and Disability Services of the child having been transported.

Officials may encounter unaccompanied children, over the age of 12 years, who they assess as being vulnerable because of a disability or their developmental stage. In these instances,

² See Robinson (2010) *Rough Living Surviving Violence and Homelessness*, PIAC and UTS Shopfront, http://www.streetsmartaustralia.org/sites/default/files/Rough_Living.pdf

it is recommended that the official engage with the child as described above and determine if a parent or carer is in the vicinity or on their way to the area. It may be appropriate to seek the parents' contact details from the child and make contact with the parent. If unable to do so, it is suggested that the official check in with the child from time to time to ensure that they remain safe. The child may be able to identify other responsible adults to care for them until their parents or carers are contactable.

If young people are experiencing homelessness, it is suggested that the officials contact the local youth homelessness services identified in these Guidelines.

In 2015–16, 22 percent of the total number of clients presenting to specialist homelessness services in Queensland were aged under 10 years. Young people, aged 10 – 17 years, represented another 13% of the clients experiencing homelessness in Queensland³.

In Queensland, any person in the community, who believes that a child or young person is experiencing harm, or is at risk of experiencing harm, can make report to Child Safety Services on 1300 679 849 (during normal business hours) or 1800 177 135 (after hours and on weekends).

If you are not sure who to call or for assistance, contact Child Safety Services Enquiries Unit on 1800 811 810. There are mandatory reporting requirements, of certain professionals, to make a report to Child Safety Services for any child, or young person under 18, who may be at risk of significant harm.

If you have concerns about sending a child home with their parents or caregiver, you need to contact the QPS who are an emergency response service. You cannot refuse to allow a parent or caregiver to leave with their child.

WOMEN AND CHILDREN ESCAPING DOMESTIC AND FAMILY VIOLENCE

Domestic and family violence is a significant contributor to homelessness in Australia. In 2015–16, 18% of clients presenting at specialist homelessness services in Queensland cited domestic and family violence⁴ as their main reason for seeking assistance.

Everyone deserves the right to be safe within their homes and their families. Domestic and family violence can happen to anyone – all ages, cultures, social and economic backgrounds. Women are more likely than men to be a victim of domestic and family violence. Domestic and family violence is not just physical violence - it can take many forms including sexual assault, financial, emotional or psychological abuse, stalking, damage to property, causing injury or death to an animal, kidnapping or deprivation of liberty. Non-physical forms of abuse such as threats to kill, intimidation, coercive and controlling behaviours should always be taken seriously.

Not all people will experience homelessness as a result of domestic and family violence, but it is more likely to trigger homelessness when a person has limited economic and social capital available to them.

Officials should recognise that victims of domestic and family violence, including children and young people, have experienced trauma, and approaches should be non-judgemental and provide empathy and support. Women are often reluctant to disclose abuse because of fear

³ Specialist Homelessness Services 2015-16, Supplementary Tables – Queensland

⁴ Specialist Homelessness Services 2015-16, Supplementary Tables – Queensland

or shame, concern their children will be taken into care or because they think they will not be believed. Many women minimise the extent of the abuse or may not see themselves as a victim of domestic and family violence.

The safety of victims of domestic and family violence should always be prioritised. If officials think someone is at imminent risk of harm due to domestic and family violence, they should telephone emergency services on 000.

Women and children escaping domestic and family violence can be accommodated in women's shelters. The DVConnect Domestic Violence Hotline is the key referral agency for women needing safe accommodation and can be contacted on 1800 811 811 (24 hours).

Organisations involved in responding to people experiencing homelessness in public places should promote staff participation in domestic and family violence training, and involvement of specific domestic and family violence services in implementing the Protocol to assist with appropriate responses.

ABORIGINAL AND TORRES STRAIT ISLANDER PEOPLE

Aboriginal and Torres Strait Islander peoples experience homelessness and disadvantage at a greater rate than the general population. It is important that officials acknowledge Aboriginal and Torres Strait Islander peoples as the First Nations people of this country and engage them respectfully. Respectful interactions can promote positive interactions and sharing and provide an opportunity to connect across cultures.

Connection with and belonging to country is central to Aboriginal and Torres Strait Islander cultures and their sense of identity. This connection to country is spiritual, physical, social, and cultural. Public spaces may have particular historical and cultural significance and continue to be utilised for gatherings today. The distinction between 'public' and 'private' land can be viewed differently by Aboriginal and Torres Strait Islander people, with some not perceiving themselves as 'homeless' because they feel connected to that area.

Organisations involved in responding to Aboriginal and Torres Strait Islander peoples experiencing homelessness in public places should ensure staff participate in cultural awareness training and activities and have an understanding of local significant sites, traditional custodians and protocols. There are culturally appropriate services in all locations to assist with relevant connections. In addition, the involvement of Aboriginal and Torres Strait Islander workers, and specific services in Protocol implementation, will assist with relationship building between officials and people experiencing homelessness, which may help resolve issues before they become problems.

PEOPLE OF DIFFERENT CULTURAL, LINGUISTIC, OR RELIGIOUS BACKGROUNDS

People who are new arrivals to Australia, particularly those who come as refugees or asylum seekers, can be at risk of experiencing homelessness because of their low incomes, potentially limited abilities with the English language and relatively weak community ties.

People from different cultural backgrounds, and/or political systems, may lack trust in officials who engage with them in public places.

It is important that officials respect these people may have different priorities, values, beliefs and customs. In most cases, better understanding can be reached by asking the person questions about their circumstances.

Officials may use an interpreter for people who have difficulty communicating in English, to assist their understanding and help refer them to the relevant services. Refer to **Appendix 3** for the contact details for the Translating and Interpreting Service.

MONITORING AND REVIEW OF THE PROTOCOL

The application of the Protocol will be reviewed by the Department of Housing and Public following the GC2018 in consultation with participating organisations. The Department of Housing and Public Works will utilise learnings from the implementation of the Protocol into the development of a state-wide Homelessness Protocol.

Participating organisations are responsible for monitoring the implementation of the Protocol within their organisation. Any feedback regarding the Protocol, which requires further action, will be handled directly by the organisation involved.

FOR FURTHER INFORMATION

Please contact the Department of Housing and Public Works
hhsSouthWestRegion@hpw.qld.gov.au

Acknowledgement

The Protocol is part of the Embracing 2018 Legacy Program, which aims to create long-lasting benefits for our communities both before and after the GC2018. For more information about Embracing 2018 Legacy Programs visit www.embracing2018.com

Guidance in preparing this Protocol has been taken from the New South Wales Government's Protocol for Homeless People in Public places, (2012-2014).

APPENDIX 1

THE PROTOCOL FOR WORKING WITH PEOPLE EXPERIENCING HOMELESSNESS IN PUBLIC PLACES

A person who is, or appears to be experiencing homelessness, should only be approached if:

- they request assistance
- they appear to be distressed or in need of assistance
- they are an unaccompanied child under 12 years of age
- they are sheltering in circumstances that threaten the health and safety of themselves and or others, eg in derelict buildings, on traffic thoroughfares, or in vehicles
- their behaviour threatens their own safety or the safety and security of people around them
- their behaviour is likely to result in damage to property or to the environment
- their safety is threatened by others.

APPENDIX 2

AVAILABLE TRAINING

Demystifying Homelessness

The Gold Coast Homelessness Network runs Demystifying Homelessness training for staff of organisations that come into regular contact with people who are homeless, or at risk of homelessness.

Contact Secretary Gold Coast Homelessness Network on 07 5572 0400 or manager@gcys.org.au to arrange training.

Mental Health First Aid

Mental illness amongst the homeless population can be significantly higher than for the general population. Mental health first aid is provided to a person who is developing a mental health issue, or who is in a mental health crisis. Mental health first aid training can assist officials to respond appropriately to people experiencing a mental health issue.

Go to www.mhfa.com.au/courses/public to locate a local course or go to www.mhfa.com.au/instructors to find a local instructor to arrange personalised training.

APPENDIX 3

USEFUL CONTACTS GOLD COAST

7careconnect – Homelessness www.7careconnect.com

A web-based application that provides real time services, and contact numbers for a range of services, to the homeless community on the Gold Coast. People who are experiencing homelessness, or are at risk of experiencing homelessness, can sign up to receive information about available services.

GC Homelessness Hub

07 5536 6060 (9am – 5pm, Monday – Friday)

Provides face-to-face assistance, at the services' centre-based location, for access, assessment and appropriate referral to other support services. Also provides Outreach Access to people in public spaces and other locations.

Blair Athol Accommodation & Support Programme

07 5579 6071 (9am-5pm, Monday – Friday) (Mobile Support 9am – 3.30pm, Monday – Friday)

Provides mobile support to people experiencing homeless or at risk of experiencing homelessness. Provides case management support to people either in their own home, temporary living situations, supported housing, a community setting, or public space.

Also provides immediate supported accommodation, and case management support, to people experiencing homelessness, with the aim of assisting people to transition to safe and secure housing.

Bryant Place Accommodation & Outreach Services

07 5579 6071 (9am-5pm, Monday – Friday) (Mobile Support 9am – 3.30pm, Monday – Friday)

Provides outreach access to people in public spaces and other locations. Services actively initiate face-to-face contact with people in to provide access, assessment and appropriate referral.

Also provides mobile support to those experiencing chronic homelessness and immediate supported accommodation for those who are rough sleeping/living in improvised dwellings.

The Senior On-Call can be contacted after hours on 0498 502 167.

Ozcare Gold Coast Family Accommodation Support Service

1800 692 273 (8am – 4.30pm, Monday – Friday)

Offers mobile support and immediate supported accommodation for families who are experiencing homelessness or are at risk of experiencing homelessness, with case management support with the aim of assisting people to transition to safe and secure housing.

Surfers Paradise Anglican Crisis Centre

07 5531 603 (36 Hamilton Avenue, Surfers Paradise).

Provides specialist homelessness services including centre-based access to all client groups and immediate supported accommodation to men who are experiencing homelessness or are at risk of experiencing homelessness.

Services include:

St John's Drop-in Centre (Open for lunch Monday - Friday 11:30am - 12:45pm) (Open for breakfast Saturday 7:30 - 8:45am)

Provides a hot meal to people experiencing homelessness or at risk of homelessness, provides bathing and laundry facilities and access to other outreach and support services.

Welfare Office (Intake - 9:00am - 11:00am Monday -Thursday) (Clients must register between 8:30 - 10:30am) - assists people in crisis.

STARH Project

07 5569 1838 (9am – 12pm, Monday – Thursday)

Provides case management and mobile support to people who are housed, but at risk of becoming homeless.

Gold Coast Youth Service

07 5572 0400 (9am – 5pm, Monday – Friday)

Works with young people, aged 16 to 25 years, who are experiencing homelessness or are at risk of experiencing homelessness. Provides mobile support, face-to-face, centre-based support services and transitional supported accommodation and Commonwealth Emergency Relief.

Gold Coast Project for Homeless Youth

07 5591 3746 (8:30am – 4:30pm, Monday – Friday)

Aims to accommodate and support young people who are at risk or in crisis, and need immediate or transitional accommodation. The service provides crisis support, immediate and transitional accommodation and mobile support that offers a range of services to secure and sustain stable accommodation.

The Salvation Army Supported Accommodation Service Gold Coast

07 5591 1776 (9.00 am - 5.00 pm, Monday – Friday and 9.00 am - 4.00 pm, Saturday – Sunday – public holidays)

Offers temporary, supported accommodation to women and children experiencing homelessness or at risk of experiencing homelessness.

Homeless Health Outreach Team

0403 608 297 (9am – 9pm Monday - Friday and 1:30pm – 9pm Saturday - Sunday)

Provides comprehensive assessment, care co-ordination and clinical interventions for people experiencing homelessness and mental illness.

[Domestic and Family Violence Homelessness Mobile Outreach](#)

07 5552 6555 (8am - 4:30 pm, Monday – Friday) (All after hours referrals via DVConnect 1800 811 811)

Provides mobile support to women and children who are experiencing homelessness as a result of escaping domestic and family violence.

[Child Safety Intake Service](#)

1300 679 849 (9am – 5pm, Monday – Friday) 1800 177 135, after hours and on weekends

Contact to report concerns if you suspect a child is experiencing harm, or is at risk of experiencing harm.

[Translating and Interpreting Service \(TIS\)](#)

131 450

Provides an immediate translation and interpreting service for people who have difficulty communicating in English.

USEFUL CONTACTS – STATE-WIDE

[Homeless Hotline](#)

1800 474 753 (7 days, 24hours)

A free telephone information and referral service for people who are experiencing homeless or are at risk of experiencing homelessness. Calls from mobiles are charged at applicable rates.

[Domestic Violence Hotline](#)

1800 811 811 (7 days, 24 hours)

Free telephone service offering support to anyone affected by domestic or family violence.

[24 Hour Mental Health Care – Queensland Government](#)

1300 642 255 (7 days, 24 hours)

A single point of entry to the mental health service, providing support, information, advice, and referral to services. A mobile assertive outreach crisis response team offers a range of short-term options tailored to meet individual needs.

[Alcohol & Drug Information Service - Queensland Government](#)

1800 177 833

Provides counselling, information and referral service for anyone with concerns about their own or someone else's use of alcohol or drugs.

[Lifeline](#)

13 11 14

Provides counselling to people needing emotional support and services for suicide prevention, crisis and mental health support.

[Crime Stoppers](#)

1800 333 000

[Policelink](#)

131 444

APPENDIX 4

SCENARIOS

Scenario 1

A large event is being held in the city, requiring additional law enforcement and security officers for public safety. The responsible agencies are participating organisations of the Protocol so provide new staff members and contractors with a copy of it, the Guidelines and information on how the materials relate to their own organisation. They also provide information on available training about people experiencing homelessness and links to web resources developed by the local homelessness network. This equips the new staff and contractors with information on homelessness in the city and how they can respond during the large event.

Scenario 2

A member of the public has contacted their local council concerned about someone who appears to be homeless and sleeping in a public park. Their behaviour is not threatening the safety of others. A local law officer from the council, who has been trained in the use of the Protocol, has been asked to respond. They approach the person and asks if they would like any assistance. The person confirms they are experiencing homelessness and would like some support. With the person's consent, the law officer contacts a specialist homelessness service listed in the Protocol that provides outreach services and arranges a time for them to visit the person.

Scenario 3

A public park includes an area where people experiencing homelessness regularly congregate, sleep and store their belongings. Homelessness outreach services are also known to engage with people in the park. A major event has been planned and that part of the park will be restricted and temporary fencing erected. Notices alerting the public to the changes have been put in place.

The local council parks officer, who is aware of the Protocol and the fact the area is used by people experiencing homelessness, and a specialist homelessness service, contacts the service to ensure they are aware of the restricted access and provide an appropriate response. The service establishes a response including identifying other specialist homelessness services that will be required to be part of a coordinated response.

This provides the people experiencing homelessness with support to either find another appropriate place to gather or suitable accommodation. The specialist homelessness services change their support location and update the 7CareConnect web application to reflect the new details.

Scenario 4

TransLink Senior Network Officers are checking for valid tickets on the Gold Coast Light Rail when they have come across a person without a valid ticket. They suspect the person is experiencing homelessness. The officers received Demystifying Homelessness training as part of the Protocol and discretely enquire about the person's circumstances.

Instead of directing the person to leave the light rail, and issuing an infringement notice, the officers accompany the person to the next station, and contact a homeless outreach service through the 7CareConnect application. The outreach service arranges a time to meet the person at the station to undertake an assessment and provide them with appropriate referral and support.

Scenario 5

A person is on the footpath, outside businesses, and appears to be distressed and agitated. While this person is known to local businesses and residents, they are not sure if he is experiencing homelessness. Local people who know him have attempted to speak with him in the past which has not helped.

His behaviour has become intimidating and there are concerns it could escalate and he could harm himself or others. The QPS have been called, and concerned for his welfare, take him to the local hospital for a comprehensive assessment by the Homeless Health Outreach Team. The team have provided a clinical intervention, in a private and calm environment, including a referral to an appropriate support and accommodation service.

Embracing 2018

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