

# OUR PERFORMANCE — REVIEW OF OPERATIONS



## Operational highlights

The following report details our performance for the period 1 July 2017 to 30 June 2018. The 2017-18 year has seen FRC Commissioners and staff continue to strive to improve performance and provide the best possible service to our clients. Despite the past year presenting an uncertain time for the Commission, Commissioners and staff have, as always, worked hard to implement a number of measures to improve our efficiency and effectiveness.

A notable achievement is the proportion of conferences now being held by Local Commissioners sitting alone. One of the main objects of the FRC Act, and a principle that underpins all the FRC's work, is to restore local authority in welfare reform communities. A vital way the Commission achieves this objective is through Local Commissioners conducting conferences autonomously, without Commissioner Glasgow or Deputy Commissioner Curtin. In the 2017-18 year, Local Commissioners conducted 72.15 percent of conferences independently, which is almost double the result of the previous year. Local Commissioners have risen admirably to the challenge of conferencing by themselves, and many of them are celebrating their tenth year as FRC Local Commissioners.

The FRC's Local Coordinators continue to ably assist and encourage Commissioners, community members, government and non-government organisation (NGO) service providers as they work in the welfare reform communities of Aurukun, Coen, Doomadgee, Hope Vale and Mossman Gorge. It is the Local Coordinators' role to provide support to Local Commissioners and manage the Commission's day to day operations on the ground. Those Local Coordinators who live in community participate in the life of community and go above and beyond their official duties to assist and support the Local Commissioners, FRC clients and stakeholders alike. They are commended for their commitment and significant contribution to the continued success of the FRC.

The 2016-17 Annual Report stated that a web-based reporting portal for the FRC's service providers was under development. The portal went live in October 2017 and the FRC's larger service providers, Apunipima and CYP, transitioned to providing their monthly client reports via the portal. Despite an initial significant backlog of reporting in one community which resulted in a number of reports remaining incomplete, current reporting is now consistent and up-to-date. The portal makes reporting an easier and more streamlined process for service providers. From the FRC's perspective, the portal has provided easier access to richer data in relation to clients' progress. For example, the reports submitted via the portal provide greater detail about the number and nature of engagements or attempts to engage with clients, allowing service providers and Local Commissioners to more quickly consider alternative engagement strategies. An option for service providers to provide recommendations back to Local Commissioners allows an avenue of feedback where service providers can recommend whether a client should return to conference or be given a new referral. Overall, the online reporting portal enables better assessment of whether the FRC and service providers are supporting clients to effect change in their own and their children's lives.



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Previously reported problems in obtaining school attendance data from the former Department of Education and Training escalated in term 3 of 2017 when the provision of School Attendance notices ceased. Despite communications and meetings between Commission staff and the former Department of Education and Training representatives no School Attendance notices were received from 4 August to 3 October 2017 (eight school weeks). The lack of information had a significant impact on workload as registry staff struggled to fill conference schedules, particularly in Doomadgee which operates only on the triggers of school attendance and enrolment and child safety and welfare. The situation was resolved in time for the commencement of term 4 2017. Provision of school attendance data in 2018 has been consistent and timely and the FRC and DoE continue to work together on a more efficient method of data exchange through GovNet.

In June 2018, the FRC received notice from the Queensland State Archivist that a freeze on the disposal of records that are relevant to, or may become relevant to, an allegation of child sexual abuse had been issued. As the FRC receives and creates a small number of records covered by the disposal freeze, steps have been taken to ensure that no documents covered by the disposal freeze are destroyed.

## School attendance rate for 2014-2018 term 2

School Attendance Data	Term 2 2014	Term 2 2015	Revised Term 2 2016	Term 2 2017	Term 2 2018
Aurukun - Overall <sup>3</sup>	60.9%	57.5%	43.5%	52.5%	53.6%
Aurukun community – Primary <sup>2</sup>	64.7%	57.5%	43.5%	58.1%	60.0%
Aurukun community – Secondary <sup>1</sup>	23.2%	-	-	32.7%	35.1%
Coen <sup>4</sup>	92.6%	88.7%	89.2%	86.8%	89.8%
Doomadgee - Overall	59.8%	55.9%	49.6%	56.1%	58.6%
Doomadgee Primary	63.7%	58.9%	54.9%	59.5%	61.4%
Doomadgee Secondary	41.8%	46.2%	35.6%	46.0%	47.7%
Hope Vale Campus of CYAAA	77.6%	83.3%	76.7%	75.3%	81.0%
Mossman Gorge community <sup>4,5</sup>	64.0%	67.2%	72.4%	63.8%	77.8%
Mossman Gorge Primary	74.9%	90.2%	83.2%	72.4%	82.5%
Mossman Gorge Secondary	42.9%	52.1%	36.2%	56.6%	59.7%

1. DET closed the Alternative Secondary Pathway (ASP) program at the Aurukun secondary campus (facilitated by Western Cape College) on 1 January 2015. The Aurukun campus of CYAAA commenced a secondary year level program from August 2016.

2. In term 2 2016, Aurukun Campus of CYAAA was closed from 11-18 May (inclusive) and again from 26-30 May (inclusive). An alternative education program was offered for the remainder of the term covering 31 May to 24 June. Attendance at this alternative program was lower than the normal rates for this term.

3. From 21 November 2016 Aurukun State School was re-established as a stand-alone school.

4. Caution should be used when examining the percentage changes in attendance for both Coen and the Mossman Gorge community. Both these have relatively small numbers of students and a small numerical change can result in a large percentage difference in the overall attendance figures.

5. Mossman Gorge community attendance includes attendance for school-identified students from Mossman State School and Mossman State High School.

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## Performance statement

Following are the performance measures used by the Commission to identify workload and operating results.

Performance measures	2016-2017 actual result	2017-2018 actual result
Percentage of conferences conducted independently by Local Commissioners	36.31%	72.15%
Percentage of CIM clients who have had CIM orders revoked or reduced	34.29%	34.50%
Percentage of conferences attended	65.56%	66.01%

It should be noted that the 72.15 percent of conferences conducted independently by Local Commissioners is inclusive of conferences held in Doomadgee where the Local Commissioners only began to sit in conference alone from the beginning of 2018. One of the Mossman Gorge Commissioners also obtained additional employment and was therefore unable to sit as a Local Commissioner on many occasions, reducing Mossman Gorge's ability to sit independently. This situation is reflected in the Mossman Gorge statistics. A breakdown by community of the percentage of conferences conducted independently by Local Commissioners can be found under the Challenges and Outlook section on page 74.

## Notices within jurisdiction

From 1 July 2017 to 30 June 2018, the Commission received a total of 8,515 agency notices of which 5,588 were in jurisdiction, comprising:

**Table 3: In jurisdiction notices by type and community 1 July 2017 to 30 June 2018.**

Type of Notice	AU	CO	DM	HV	MG	Total
District Court	44	0	0	39	12	<b>95</b>
Magistrates Court	854	64	0	360	66	<b>1,344</b>
Domestic Violence Breach	50	12	0	23	15	<b>100</b>
Domestic Violence Order	134	24	0	58	18	<b>234</b>
School Attendance	1,207	126	1,502	653	71	<b>3,559</b>
School Enrolment	3	4	4	4	7	<b>22</b>
Child Safety and Welfare	88	24	47	43	8	<b>210</b>
Housing Tenancy	5	0	0	13	6	<b>24</b>
<b>Total</b>	<b>2,385</b>	<b>254</b>	<b>1,553</b>	<b>1,193</b>	<b>203</b>	<b>5,588</b>

Aurukun accounted for 42.68 percent of the total notices that were in jurisdiction, Doomadgee accounted for 27.79 percent, Hope Vale accounted for 21.35 percent, Coen accounted for 4.55 percent and Mossman Gorge accounted for 3.63 percent.



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**Table 4: In jurisdiction notices by type and quarter 1 July 2017 to 30 June 2018.**

Type of Notice	Qtr 37	Qtr 38	Qtr 39	Qtr 40	Total
District Court	21	23	27	24	<b>95</b>
Magistrates Court	364	345	312	323	<b>1,344</b>
Domestic Violence Breach	30	19	14	37	<b>100</b>
Domestic Violence Order	56	76	54	48	<b>234</b>
School Attendance	593	1,241	800	925	<b>3,559</b>
School Enrolment	3	0	10	9	<b>22</b>
Child Safety and Welfare	39	51	34	86	<b>210</b>
Housing Tenancy	3	6	5	10	<b>24</b>
<b>Total</b>	<b>1,109</b>	<b>1,761</b>	<b>1,256</b>	<b>1,462</b>	<b>5,588</b>

**Table 5: In jurisdiction notices by community and quarter 1 July 2017 to 30 June 2018.**

Community	Qtr 37	Qtr 38	Qtr 39	Qtr 40	Total
Aurukun	512	605	600	668	<b>2,385</b>
Coen	31	96	49	78	<b>254</b>
Doomadgee	259	537	374	383	<b>1,553</b>
Hope Vale	249	479	195	270	<b>1,193</b>
Mossman Gorge	58	44	38	63	<b>203</b>
<b>Total</b>	<b>1,109</b>	<b>1,761</b>	<b>1,256</b>	<b>1,462</b>	<b>5,588</b>

## Notices not within jurisdiction

The Commission also received 2,927 notices which were not within jurisdiction, comprising:

**Table 6: Not within jurisdiction notices by type and community 1 July 2017 to 30 June 2018.**

Type of Notice	AU	CO	DM	HV	MG	Total
Supreme Court	1	0	0	0	0	<b>1</b>
District Court	46	0	0	2	0	<b>48</b>
Magistrates Court	733	53	0	401	508	<b>1,695</b>
Domestic Violence Breach	46	2	0	24	12	<b>84</b>
Domestic Violence Order	23	3	0	74	71	<b>171</b>
School Attendance	114	16	703	54	5	<b>892</b>
School Enrolment	0	0	0	0	0	<b>0</b>
Child Safety and Welfare	17	4	8	1	4	<b>34</b>
Housing Tenancy	0	0	0	2	0	<b>2</b>
<b>Total</b>	<b>980</b>	<b>78</b>	<b>711</b>	<b>558</b>	<b>600</b>	<b>2,927</b>

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## Notices overview

The overall number of within jurisdiction notices decreased from 7,781 in the previous reporting period to 5,588 in this financial year. This decrease is attributable to the normalisation of the inflated number of school attendance notices received in the previous financial year.

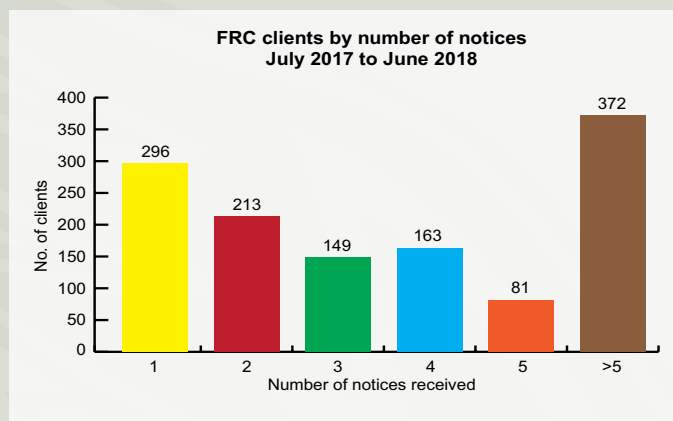
The total number of within jurisdiction Magistrates Court notices has increased by 26.3 percent, and most notably in Aurukun where the number of notices increased by 236 (38.2 percent) from the previous year. This is not an unusual fluctuation when compared with previous years, and may be attributable to an increased police presence in Aurukun since the unrest in that community in recent years. The number of within jurisdiction Magistrates Court notices in Hope Vale also increased by 15.4 percent. During quarter 37 the Commission sought clarification from the Queensland Police Service (QPS) in Hope Vale regarding the increased number of Magistrate Court notices received for the quarter. The Commission was advised by QPS they had an extra police officer in addition to their normal complement in community during this time. This allowed for additional rostered shifts and resulted in a third more arrests than the previous quarter.

The number of Child Safety and Welfare notices within jurisdiction has decreased in all communities, most notably in Coen, where the number of notices decreased by 22.6 percent, and in Aurukun where the number of notices decreased by 20.7 percent from the previous year. The 2016-17 Annual Report noted that both the QPS and DCSYW had implemented reforms and strategies aimed at increasing and strengthening community awareness. Programs such as the successful 'Speak Up, Be Strong, Be Heard' initiative by the QPS, aimed at increasing awareness of youth sexual violence and abuse and encouraging reporting, continue to be delivered in welfare reform communities. Accordingly, it is hoped that the decrease in notices is a genuine reduction in the number of child safety concerns, rather than under-reporting. The previous annual report noted that the number of domestic violence matters within jurisdiction had increased by over 100 percent from the 2015-16 year. The number of domestic violence matters received by the Commission has increased again by 49.8 percent from the 2016-17 year. As concluded in the previous report, it may be assumed that more reports of domestic violence are being made as a result of the continued public awareness campaign.



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From 1 July 2017 to 30 June 2018, 29.2 percent of the Commission’s clients who received a notice in the financial year received more than five notices.



**Graph 1: FRC clients by number of notices 1 July 2017 to 30 June 2018.**

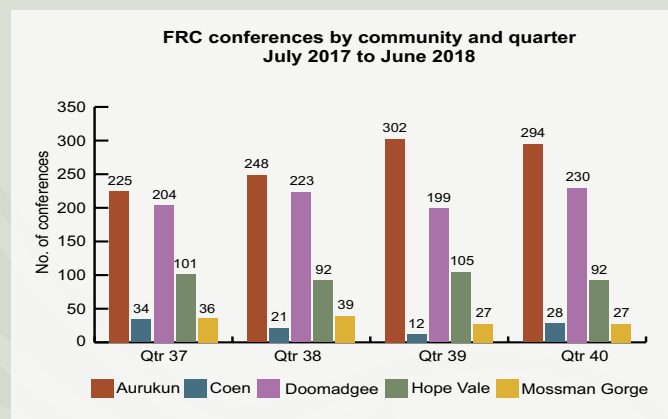
**Note:** Agency notices are counted on the basis of the number of persons named on the notice. For example a Child Safety and Welfare notice relating to two parents is counted as two notices and if three children from one family have an unexplained absence on one day, it is counted as three individual notices.

**Table 7: Court locations for in jurisdiction DVB and DVO notices 1 July 2017 to 30 June 2018.**

Court Location	Number of DVB notices	Number of DVO notices	Total
Atherton	0	2	2
Aurukun	42	116	158
Cairns	20	16	36
Coen	11	18	29
Cooktown	15	54	69
Mareeba	0	3	3
Mossman	9	17	26
Weipa	3	8	11
<b>Total</b>	<b>100</b>	<b>234</b>	<b>334</b>

## Conferences

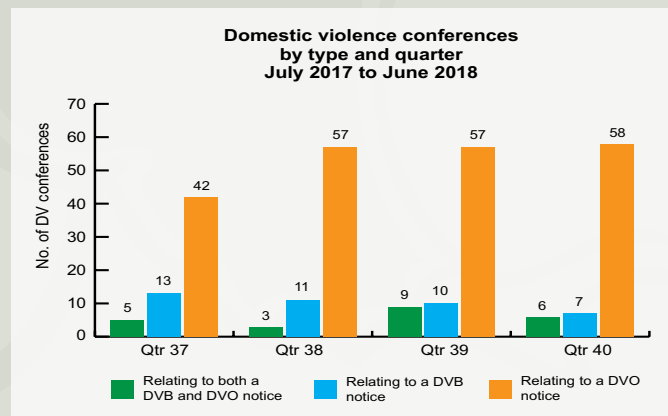
From 1 July 2017 to 30 June 2018 a total of 2,539 conferences were held with 66.01 percent of conferences attended by clients. Of those conferences not attended 27 percent were for explained (acceptable) reasons. Conferences during the financial year resulted in 14 FRAs being entered into, 107 orders made to attend community support services and 233 CIM orders issued.



**Graph 2: FRC conferences by community and quarter 1 July 2017 to 30 June 2018.**

## Conferences for domestic violence related matters

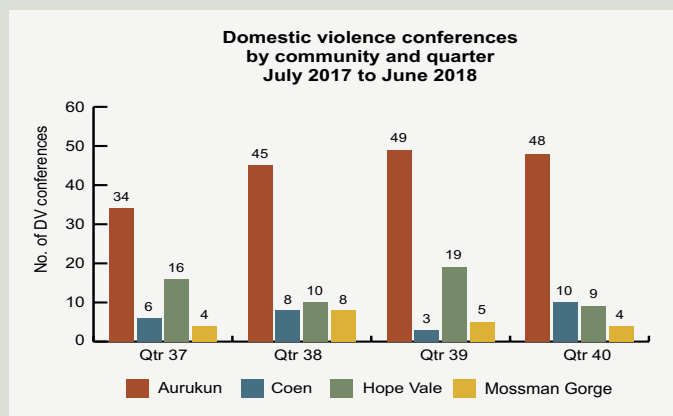
As a subset of the total number of conferences conducted for the financial year from 1 July 2017 to 30 June 2018 a total of 278 conferences were held in relation to domestic violence related matters.



**Graph 3: Domestic violence conferences by type and quarter 1 July 2017 to 30 June 2018.**



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**Graph 4: Domestic violence conferences by community and quarter 1 July 2017 to 30 June 2018.**

**Table 8: Number of conferences held in relation to domestic violence notices (breaches and orders) per community 1 July 2017 to 30 June 2018.**

Number of DV conferences	AU	CO	HV	MG	Total
Relating to both a DVB and a DVO notice	14	4	1	4	<b>23</b>
Relating to a DVB notice	20	5	11	5	<b>41</b>
Relation to a DVO notice	142	18	42	12	<b>214</b>
<b>Total</b>	<b>176</b>	<b>27</b>	<b>54</b>	<b>21</b>	<b>278</b>

## Referrals

Referrals to service providers are an integral part of achieving the Commission's strategic outcomes of improved community wellbeing and improved community responsibility. From 1 July 2017 to 30 June 2018, 122 referrals inclusive of orders to attend support services and family responsibility agreements for 107 clients were made to service providers.

This number of referrals to service providers represents a 48 percent decrease from the previous reporting period. As noted in the 2016-17 Annual Report, consistent levels of service for FRC clients have been difficult for service providers to achieve for a range of reasons.

Where it is perceived that adequate levels of service are not being provided, Local Commissioners tend to employ alternative strategies to provide clients with the support they need. These strategies include seeking 'outside' referrals to other agencies that are not specifically funded to service FRC clients, or obliged to report back to the FRC, and regularly rescheduling clients for conference as an informal way to check progress and case manage clients.

Local Commissioners may also use strategies such as setting school attendance goals rather than putting clients on a case plan. It is considered likely that perceived inadequate levels of service have contributed to the significant decrease in the number of FRC clients referred to service providers in this financial year.

A salient example can be seen in the Mossman Gorge community. From late 2017, the Alcohol, Tobacco and Other Drugs program provided by Queensland Health has been discontinued as a result of loss of staff. From 30 June 2018, funding for parenting services was transferred from CYP to be administered by DCSYW and no equivalent replacement services are yet active. The Wellbeing Centre has only recently been able to secure a full-time qualified counsellor, and is still without a male counsellor. As would be evident, this situation leaves a distinct lack of service available to Mossman Gorge clients and Local Commissioners have, as a result, sought alternative support for clients from the Elders' Justice Group and Act for Kids.

From 30 June 2018 provision of parenting services will be transferred from the Stronger Families Parenting Program provided by Cape York Partnership to Aboriginal and Torres Strait Islander Family Wellbeing Services administered by DCSYW. DCSYW have contracted RAATSICC in Aurukun, Gungarde in Coen and Hope Vale and Mulungu in Mossman Gorge to provide parenting services to FRC clients. The FRC is working with these NGOs along with DATSIP, DCSYW and CYP to ensure that FRC clients are not disadvantaged in the transition.

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**Table 9: FRC referral pathways by referral type and quarter 1 July 2017 to 30 June 2018.**

Referral Type	Qtr 37	Qtr 38	Qtr 39	Qtr 40
MPower	3	2	0	3
WBC	32	21	6	10
WBC - NWRH	0	3	1	2
SCM	0	3	4	3
Strong Families - Parenting Program	5	2	4	2
QLD Health	0	1	0	0
Save the Children	1	1	2	11
<b>Total</b>	<b>41</b>	<b>33</b>	<b>17</b>	<b>31</b>

## Referrals for domestic violence related matters

As a subset of the total number of referrals in the financial year 43 referrals were made in relation to domestic violence matters from 1 July 2017 to 30 June 2018.

**Table 10: Number of referrals made in relation to domestic violence notices (breaches and orders) per community 1 July 2017 to 30 June 2018.**

Notice Type	Community	Referral	Provider Total
<b>BOTH</b>	Aurukun	WBC	1
	Hope Vale	WBC	1
	<b>BOTH Total</b>		<b>2</b>
<b>DVB</b>	Aurukun	WBC	5
	Hope Vale	WBC	2
	<b>DVB Total</b>		<b>7</b>
<b>DVO</b>	Aurukun	MPower	1
	Aurukun	WBC	16
	Coen	WBC	6
	Hope Vale	Strong Families - Parenting Program	1
	Hope Vale	WBC	8
	Mossman Gorge	QLD Health	1
	Mossman Gorge	WBC	1
	<b>DVO Total</b>		<b>34</b>
<b>Grand Total</b>			<b>43</b>

**Table 11: Domestic violence referral pathways by referral type and quarter 1 July 2017 to 30 June 2018.**

Referral Type	Qtr 37	Qtr 38	Qtr 39	Qtr 40
MPower	0	1	0	0
WBC	17	15	5	3
Strong Families - Parenting Program	0	1	0	0
QLD Health	0	1	0	0
<b>Total</b>	<b>17</b>	<b>18</b>	<b>5</b>	<b>3</b>

## Conditional income management

In this reporting period 233 CIM orders were issued to 179 clients which equates to 7.7 percent of clients who were placed on a CIM order throughout the financial year. CIM remains a flexible tool used by Commissioners to improve the welfare of children by encouraging families to ensure basic household needs are met and to encourage consistency in school attendance.

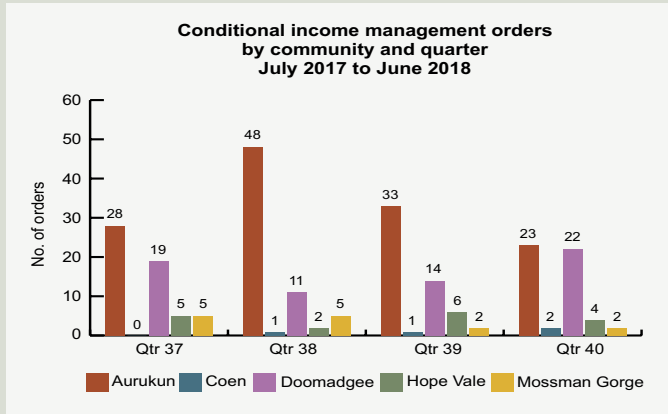
As at 30 June 2018, 36.9 percent of the Commission's clients have been subject to CIM over the past ten years. As at 30 June 2018 there were 141 clients subject to a current CIM order which equates to 6.1 percent of clients on a CIM order at that point in time. It should be noted in the table below that Doomadgee Commissioners only had the ability to issue CIM orders from April 2016.

**Table 12: Number of times a client has been placed on CIM per community 1 July 2008 to 30 June 2018.**

No of CIMs	CIM'd only once	CIM'd 2-5 times	CIM'd 6-10 times	CIM'd 11+ times	Total
AU	147	209	58	8	422
CO	32	27	0	0	59
DM	32	53	0	0	85
HV	84	106	14	0	204
MG	30	32	19	2	83
<b>Total</b>	<b>325</b>	<b>427</b>	<b>91</b>	<b>10</b>	<b>853</b>



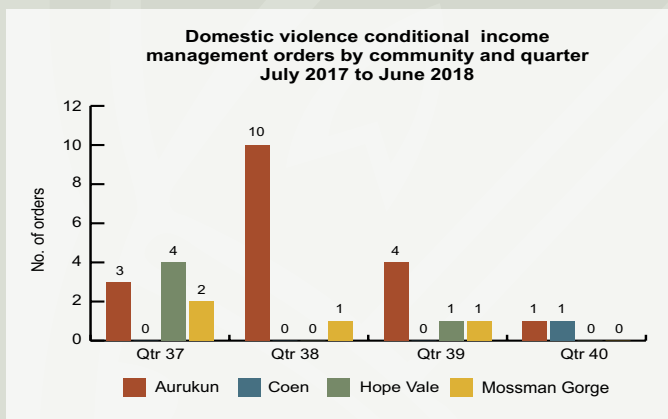
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**Graph 5: Conditional income management orders by community and quarter 1 July 2017 to 30 June 2018.**

## Conditional income management for domestic violence related matters

As a subset of the total number of CIM orders in the financial year 28 CIM orders were made in relation to domestic violence matters from 1 July 2017 to 30 June 2018.



**Graph 6: Domestic violence conditional income management orders by community and quarter 1 July 2017 to 30 June 2018.**

## Voluntary income management

The Commission processed 14 VIM agreements during this reporting period. VIM provides a practical option for all welfare reform community members to help manage their finances.

## Case management monitoring

As at 30 June 2018, 101 clients were being case-managed through active case plans pertaining to referrals.

The Commission continues to monitor case management statistics, primarily through progress reports provided by community support services. As noted in the previous year's annual report, the new reporting framework and the online portal were designed to enhance the FRC's ability to analyse program effectiveness, provide greater service provider accountability and improve the usefulness of the reports as a tool for conferencing.

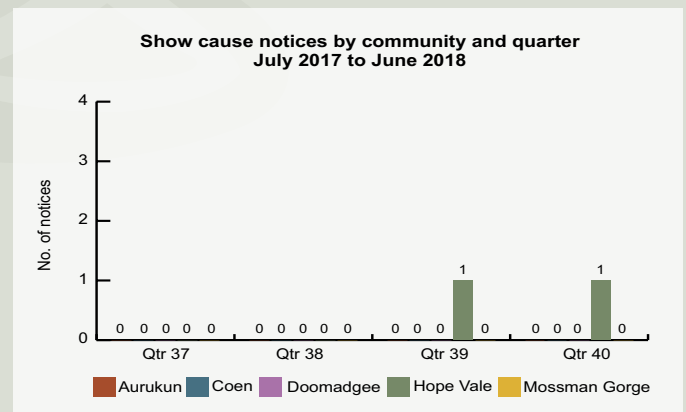
The FRC's reporting framework is now based around a clinical intervention plan. It involves service providers outlining clients' progress through engagement and assessment, planning and treatment and recommendations for future or ongoing service. This allows the FRC to better understand how clients are progressing and supports service providers to consciously move through these stages of intervention.

Although it has taken time for service providers to become familiar with the framework, the FRC considers its implementation to be successful and will hopefully better serve the needs of the FRC and its clients into the future.

## Show cause notices

From 1 July 2017 to 30 June 2018, two show cause hearings were held. These matters resulted in:

- 1 client given a warning
- 1 client rescheduled until next financial year.



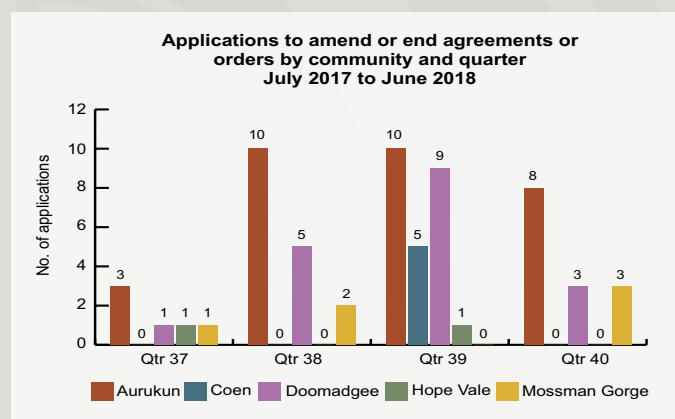
**Graph 7: Show cause notices by community and quarter 1 July 2017 to 30 June 2018.**



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Show cause notices were originally intended as a conferencing tool to address non-compliance with a requirement under a case plan to attend a community support service. The proposed action for a show cause notice given to a person included imposing an income management order, increasing the proportion of the person's welfare payments to be income managed or increasing the period for which the person is subject to income management. Although the show cause process remains available as a tool for Local Commissioners, the increase of the maximum rate for income management in 2014 to 90 percent has effectively superseded the show cause process.

## Amend or end applications



**Graph 8: Applications to amend or end agreements or orders by community and quarter 1 July 2017 to 30 June 2018.**

The FRC Act invites clients to apply to amend or end a Commission order or agreement. The Commissioners continue to consider a number of options when determining the outcome of applications, including varying a case plan, amending the income management percentage or ending the order or agreement. The Commission views applications to amend or end agreements or orders as an indicator of client confidence in the Commission's ability to provide a fair, just and equitable process. Whether the outcome was successful depends on what the client requested. Fifty-five percent of the applications received this year were granted. Thirty-four applications resulted in the revocation of income management orders.

Applications to amend or end voluntary income management are also heard in the conference setting, unless the client indicates to the Commission the

request requires urgent attention. If so, the application may be heard and a decision made outside of a scheduled conference date.

Commissioners continue to use applications to amend or end income management as a way of encouraging attendance and to incentivise overall behaviour change.

From 1 July 2017 to 30 June 2018 a total of 62 applications to amend or end an agreement or order were received. The applications resulted in 34 applications being granted, 8 applications resulting in a revised order or agreement and 20 applications being refused.

### Granted applications:

- 30 income management agreements and orders revoked
- 1 CIM order and case plan revoked
- 1 CIM order at 90 percent revoked and client placed on a new CIM order at 60 percent for a period of 12 months
- 1 VIM agreement at 75 percent revoked and client placed on a new VIM agreement at 60 percent for a period of 12 months
- 1 CIM order revoked with client placed on a new case plan.

### Applications with a revised order or agreement:

- 2 CIM orders revoked and clients ordered to comply with their case plan
- 1 CIM order at 90 percent revoked and client placed on a new CIM order at 60 percent for a period of 12 months
- 1 CIM order at 90 percent revoked and client placed on a new CIM order at 75 percent for a period of 12 months
- 3 CIM orders at 75 percent revoked and clients placed on a new CIM order at 60 percent for a period of 12 months
- 1 CIM order percentage reduced from 75 to 60 percent for the remainder of the original income management order.

### Refused applications:

- 16 applications refused
- 4 applications refused and clients given a warning.