



# Non-financial performance outcomes

*The FRC model is designed to work collaboratively with partner agencies, as part of a linked service system to engage, empower and enable individuals, families, and the wider community to make positive and lasting change.*

**The policy context for the FRC is aligned with, and achieves outcomes relevant to, several Queensland Government objectives and initiatives.**

The Commission's activities support the broader welfare reforms implemented across Cape York Peninsula since 2008 and the 'Our Future State: Advancing Queensland's Priorities' published by the Queensland Government:



## CREATE JOBS IN A STRONG ECONOMY

by assisting clients to access support services to achieve the confidence and capability needed to obtain employment, creating purpose and allowing families to fully participate in society, and by initiating a continuous improvement strategy for our organisational capability



## GIVE ALL OUR CHILDREN A GREAT START

by supporting expectant mothers and young families in welfare reform communities to access maternal and child health, early childhood education and care services, and to understand the importance of the early years to the long-term health and wellbeing of their children



## KEEP QUEENSLANDERS HEALTHY

by working with service providers to support the delivery of effective responses to alcohol and drug misuse, mental illness and violence for our clients in the welfare reform communities and developing self-care and resilience in Local Commissioners



## KEEP COMMUNITIES SAFE

by influencing the wider acceptance of socially responsible standards of behaviour, promoting Indigenous local authority and nurturing a spirit of inquiry and innovation in order to address the complex problems facing the welfare reform communities



## BE A RESPONSIVE GOVERNMENT

by providing effective and efficient client services for families, strengthening collaborative cross-agency partnerships to support local Aboriginal and Torres Strait Islander authorities, improving access to relevant service provision in the communities and working to increase school enrolment and attendance

The Commission delivers services to five communities, all of which are culturally unique and some of which are geographically remote. Each community is different, yet each can be characterised by the entrenched disadvantage of Indigenous community members. High rates of welfare dependency and multi-generational poverty have resulted in communities with individuals and their families with complex needs.

In meeting this challenge, the Commission works with community-based service providers and partner agencies with statutory requirements under the FRC Act<sup>1</sup> and the Department of Seniors, Disability Services and Aboriginal and Torres Strait Islander Partnerships (DSDSATSIP) as part of a linked service system to achieve individualised client outcomes.

1. Department of Education, Department of Children, Youth Justice and Multicultural Affairs, Department of Communities, Housing and Digital Economy, Department of Justice and Attorney-General (Queensland Courts) and the Queensland Police Service.

# Non-financial performance outcomes



In doing so the FRC complements several Queensland Government strategies and reforms such as:

- **‘Moving Ahead strategy’** – a whole-of-government strategy to improve Indigenous economic participation. The FRC assists Indigenous Queenslanders in remote communities to achieve the outcomes sought by facilitating their access to support services to overcome barriers to employment and training.
- **‘Our Way’ strategy and ‘Changing Tracks’ action plan** – to build upon existing initiatives such as the FRC to ensure Indigenous children grow up in a safe and nurturing environment and address the over-representation of Indigenous children in Queensland’s child protection system. A detailed analysis of the alignment between the ‘Our Way’ strategy and the FRC Act can be found at Appendix B.
- **‘Tracks to Treaty’ commitment** – aimed at rebuilding the relationship between the Queensland Government and Indigenous peoples structured upon mutual respect, recognition, acknowledging a shared history and the right to self-determination. The principle of Indigenous local authority is a cornerstone of the FRC model and is a primary example of true self-determination by Aboriginal people as decision-makers, supporting their community members to overcome life challenges and become primarily responsible for their own wellbeing.
- **‘Local Thriving Communities’ reform** – reframing and reforming how the Queensland Government works with Indigenous communities to deliver better outcomes through the establishment and continued operations of the FRC (with locally appointed decision-makers) after extensive consultation with each of the five welfare reform community areas.
- **‘Queensland Indigenous Procurement Policy’** – providing a whole-of-government framework to increase procurement with Indigenous businesses to grow and develop a diverse and sustainable Indigenous business sector and improve employment outcomes and opportunities for Aboriginal and Torres Strait Islander peoples. Over 70 percent of the FRC’s annual budget (the reader is referred to page 71) is allocated to community operations, with the chief purpose of facilitating conferences and hearings in remote Aboriginal communities and undertaking ongoing case management of clients in collaboration with local service providers. These operational expenses directly benefit local and regional economies and is consistent with the objectives of both the Queensland Indigenous Procurement Policy and the Moving Ahead strategy.

## **The FRC’s client outcomes assist the Queensland Government to achieve national targets and commitments under bilateral agreements with the Australian Government.**

The Commission’s activities specifically support DSDSATSIP – the department responsible for promoting and monitoring the government’s progress to Closing the Gap on Aboriginal and Torres Strait Islander disadvantage – to reach the agreed national targets.



# Non-financial performance outcomes

## ***The FRC helps ‘Close the Gap’ on disadvantage in five remote communities.***

In February 2021 the Commission undertook a longitudinal performance assessment of outcomes achieved since the commencement of its operations in July 2008 to July 2020.

It showed positive trends emerging in the five remote Aboriginal communities where the FRC operates, with specific evidence of progress being made to Close the Gap in the following areas of disadvantage:

<b>Reducing the rate of over representation of Indigenous children in out of home care</b>	
<b>Closing the Gap target</b> Reduction of 45% by 2031	<b>FRC outcome already achieved</b> Notices received for child safety investigations have decreased by 69% resulting in children less likely to be removed

<b>Increasing the proportion of Indigenous people living in appropriately sized housing</b>	
<b>Closing the Gap target</b> Increase to 88% by 2031	<b>FRC outcome already achieved</b> Notices received about residential tenancy agreements to tenants (for not complying with a remedy notice) have decreased by 32% resulting in increased housing stability

<b>Reducing the rate of Indigenous adults held in incarceration</b>	
<b>Closing the Gap target</b> Reduction of at least 15% by 2031	<b>FRC outcome already achieved</b> Notices received from the District and Supreme Courts have decreased by 23% indicating a desirable downward trend in the incidence of more serious indictable offences in FRC communities

Further details about the FRC’s longitudinal performance assessment and evidence of the Commission’s client and community-level impact can be found at page 51.

## **The FRC’s performance and activity data shows linkages between client outcomes and the FRC’s strategic objectives and indicators.**

The following statistical report and analysis of the Commission’s non-financial performance outcomes is for the period 1 July 2020 to 30 June 2021. This data, additional to the statistical information cited elsewhere in this report, is used by the FRC’s Executive Management Team (EMT) to monitor the organisation’s progress in achieving the main objectives of the Strategic Plan 2018-22.

# Non-financial performance outcomes



## The FRC knows its clients and communities.

From 1 July 2020 to 30 June 2021, the Commission received a total of 8,685 agency notices across a range of notifiable behaviours of which 4,509 notices relating to 1,077 clients were within jurisdiction, comprising:

**Table 1: In jurisdiction notices by type and community 1 July 2020 to 30 June 2021.**

Type of notice	AU	CO	DM <sup>2</sup>	HV	MG	Total
Supreme Court	0	0	-	0	0	<b>0</b>
District Court	25	1	-	0	0	<b>26</b>
Magistrates Court	817	91	-	314	100	<b>1,322</b>
Domestic Violence Breach	68	13	-	29	8	<b>118</b>
Domestic Violence Order	141	17	-	47	21	<b>226</b>
School Attendance	810	69	1,172	425	65	<b>2,541</b>
School Enrolment	3	3	0	5	1	<b>12</b>
Child Safety and Welfare						
Child Concern Reports	28	12	140	25	10	<b>215</b>
Finalised Child Protection Investigations	14	0	0	4	0	<b>18</b>
Housing Tenancy	21	0	-	7	3	<b>31</b>
<b>Total</b>	<b>1,927</b>	<b>206</b>	<b>1,312</b>	<b>856</b>	<b>208</b>	<b>4,509</b>

Further details of notices within jurisdiction for each community are set out below:

- Aurukun (AU) received 1,927 notices relating to 433 clients (222 female and 211 male)
- Coen (CO) received 206 notices relating to 60 clients (30 female and 30 male)
- Doomadgee (DM) received 1,312 notices relating to 275 clients (189 female and 86 male)
- Hope Vale (HV) received 856 notices relating to 256 clients (123 female and 133 male)
- Mossman Gorge (MG) received 208 notices relating to 53 clients (31 female and 22 male).

2. Agency notices for the community of Doomadgee are presently received from the Department of Education and the Department of Children, Youth Justice and Multicultural Affairs only.



# Non-financial performance outcomes

**Table 2: In jurisdiction notices by type and quarter 1 July 2020 to 30 June 2021.**

Type of notice	Qtr 49	Qtr 50	Qtr 51	Qtr 52	Total
Supreme Court	0	0	0	0	0
District Court	11	0	4	11	26
Magistrates Court	292	308	344	378	1,322
Domestic Violence Breach	14	28	31	45	118
Domestic Violence Order	68	36	72	50	226
School Attendance	723	684	553	581	2,541
School Enrolment	3	1	4	4	12
Child Safety and Welfare	69	67	49	48	233
Housing Tenancy	1	1	2	27	31
<b>Total</b>	<b>1,181</b>	<b>1,125</b>	<b>1,059</b>	<b>1,144</b>	<b>4,509</b>

**Table 3: In jurisdiction notices by community and quarter 1 July 2020 to 30 June 2021.**

Number of notices	Qtr 49	Qtr 50	Qtr 51	Qtr 52	Total
Aurukun	444	468	502	513	1,927
Coen	61	60	48	37	206
Doomadgee	391	346	278	297	1,312
Hope Vale	234	200	188	234	856
Mossman Gorge	51	51	43	63	208
<b>Total</b>	<b>1,181</b>	<b>1,125</b>	<b>1,059</b>	<b>1,144</b>	<b>4,509</b>

Since 2016-17 there has been a general trend showing a decrease in the total number of notices (within jurisdiction) received by the Commission from 7,781 to 4,509 in 2020-21.<sup>3</sup>

### ***Our clients have complex needs.***

Over-crowded housing, high rates of Indigenous welfare dependency and multi-generational poverty have resulted in communities with high numbers of individuals and families with complex needs. Table 4 provides some insight into the complexity of the issues faced by many clients. During the financial year 716 clients (66 percent) were notified to the Commission with only one type of notice, whilst the remaining 361 clients (34 percent) received more than one type of notice.

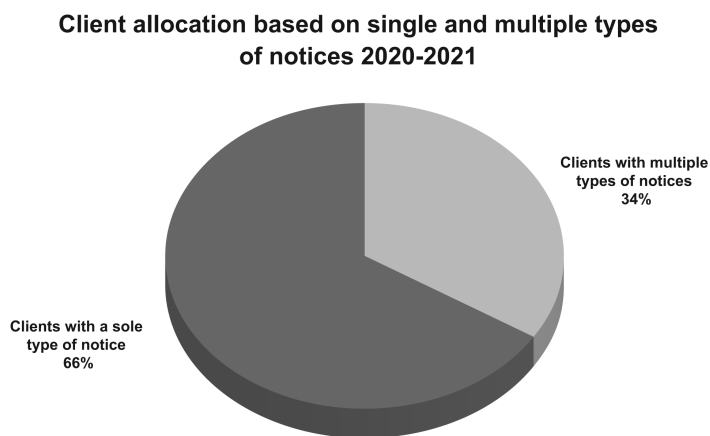
# Non-financial performance outcomes



**Table 4: FRC clients by the number of types of notices 1 July 2020 to 30 June 2021.**

Number of types of notices received	Number of clients
1	716
2	275
3	63
4	19
5	4
<b>Total</b>	<b>1,077</b>

**Graph 2: Client allocation based on single and multiple types of notices 2020-2021.**



Investigations reveal the following information regarding the types of sole notices received by FRC clients during the reporting period:

- 32 percent received a school attendance (EQ) notice
- 21 percent received a Magistrate Court (MAG) notice
- 6 percent received a domestic violence order (DVO) notice
- 5 percent received a child safety and welfare (CS) notice and
- 1 percent received a housing tenancy breach (HT) notice.

The remaining sole notices received for Commission clients were 3 clients with a District Court (DIS) notice, 5 clients with a DV breach (DVB) notice and 2 clients with a school enrolment breach (SEN) notice.

Additional insight into the complexity of issues faced by clients can be seen in the following table which shows the combination of notices received for the 361 clients with more than one type of notice. One can see that predominantly there is a nexus between Court convictions and domestic violence orders/breaches with education notices and child safety issues, and also a strong nexus between child safety issues and education notices.



# Non-financial performance outcomes

**Table 5: FRC clients by number of types of notices 1 July 2020 to 30 June 2021.**

Type of notice/s <sup>4</sup>	Number of clients	Type of notice/s <sup>4</sup>	Number of clients
CS, DVB, DVO, EQ	1	DVB, DVO, EQ	1
CS, DVB, DVO, EQ, MAG	4	DVB, DVO, EQ, MAG	7
CS, DVB, DVO, MAG	3	DVB, DVO, MAG	8
CS, DVB, EQ, MAG	1	DVB, EQ	1
CS, DVO	2	DVB, EQ, HT, MAG	2
CS, DVO, EQ	3	DVB, EQ, MAG	7
CS, DVO, EQ, MAG	3	DVB, HT, MAG	2
CS, DVO, MAG	2	DVB, MAG	30
CS, EQ	85	DVO, EQ	10
CS, EQ, HT	1	DVO, EQ, HT, MAG	1
CS, EQ, MAG	13	DVO, EQ, MAG	17
CS, EQ, SEN	2	DVO, HT	1
CS, MAG	7	DVO, MAG	60
CS, MAG, SEN	1	DVO, SEN	1
DIS, DVB	1	EQ, HT	7
DIS, DVB, SEN	1	EQ, HT, MAG	2
DIS, DVO, EQ	1	EQ, MAG	55
DIS, DVO, EQ, MAG	1	EQ, SEN	4
DIS, EQ, MAG	2	HT, MAG	4
DIS, MAG	2	MAG, SEN	1
DVB, DVO	4		
<b>Total</b>			<b>361</b>

## The FRC improves community wellbeing by supporting the restoration of socially responsible standards of behaviour.

The FRC uses conferences as a forum to discuss with clients the issues outlined in an agency notice/s. Conferences are held in a manner which facilitates early intervention and encourages clients to take personal responsibility for their actions. From 1 July 2020 to 30 June 2021 a total of 1,491 conferences were held relating to 665 clients.

4. Descriptions for each type of notice acronym can be found in the glossary.

# Non-financial performance outcomes



**Table 6: Conferences by community and quarter 1 July 2020 to 30 June 2021.**

Conferences	Qtr 49	Qtr 50	Qtr 51	Qtr 52	Total
Aurukun	140	212	145	145	<b>642</b>
Coen	15	19	9	26	<b>69</b>
Doomadgee	101	117	117	93	<b>428</b>
Hope Vale	57	56	74	60	<b>247</b>
Mossman Gorge	18	20	26	41	<b>105</b>
<b>Total</b>	<b>331</b>	<b>424</b>	<b>371</b>	<b>365</b>	<b>1,491</b>

Conferences during the financial year resulted in 271 agreements to attend community support services (an increase of 1,078 percent when compared to 2019-20), 1 CIM agreement, 157 orders made to attend community support services and 93 CIM orders issued (a 58 percent decrease from the previous reporting period). As a subset of the total number of conferences conducted for the financial year, 207 DV conferences were conducted in Aurukun, Coen, Hope Vale and Mossman Gorge.

## ***Clients on conditional income management***

From 1 July 2020 to 30 June 2021, there was a total of 94 CIMs relating to 90 clients, a decrease of 45 percent from the 165 clients on CIM in 2019-20.

**Table 7: Conditional income management by community and quarter 1 July 2020 to 30 June 2021.**

Number of CIMs	Qtr 49	Qtr 50	Qtr 51	Qtr 52	Total
Aurukun	14	14	4	8	<b>40</b>
Coen	3	2	0	3	<b>8</b>
Doomadgee	8	6	2	7	<b>23</b>
Hope Vale	6	0	2	4	<b>12</b>
Mossman Gorge	4	0	4	3	<b>11</b>
<b>Total</b>	<b>35</b>	<b>22</b>	<b>12</b>	<b>25</b>	<b>94</b>

As of 30 June 2021, there were 65 clients subject to a current CIM with 54 percent at 60% and 54 percent for a 12-month duration. As a subset of the total number of CIMs in the financial year, 9 CIMs were made at conference in relation to DV notifying behaviours.

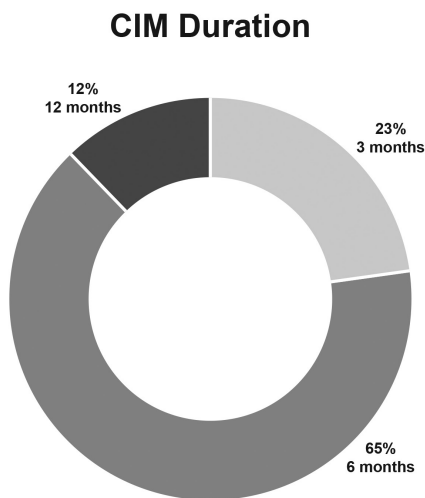




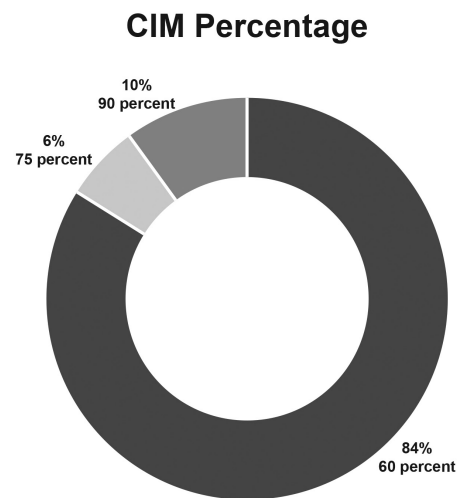
# Non-financial performance outcomes

Since the transition of the BasicsCard to the CDC on 17 March 2021 the Commission has processed 31 CIMs as follows:

Graph 3: Breakdown of CDC CIMs by duration  
17 March 2021 – 30 June 2021.



Graph 4: Breakdown of CDC CIMs by percentage  
17 March 2021 – 30 June 2021.



The above statistical information demonstrates the FRC's continued use of CIM is proportionate to the client's circumstances and that CIM is used to encourage personal responsibility with terms and percentages of CIM orders and agreements adjusted according to the client's progress or lack thereof. During the 2020-21 reporting period CIM clients were more likely to have 60 percent of the welfare payments income managed, for a period of 6 months or less.

### ***Clients on voluntary income management***

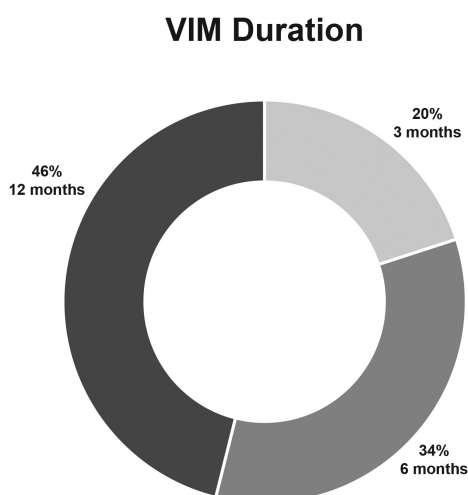
The Commission processed 94 VIM agreements (an increase of 370 percent from 2019-20) for 89 clients. Since the commencement of the Commission 228 clients (148 female and 80 male) have had an active VIM agreement. As of 30 June 2021, there were 79 clients on a current VIM, with 75 percent at 60% and 53 percent for a 12-month duration.

# Non-financial performance outcomes

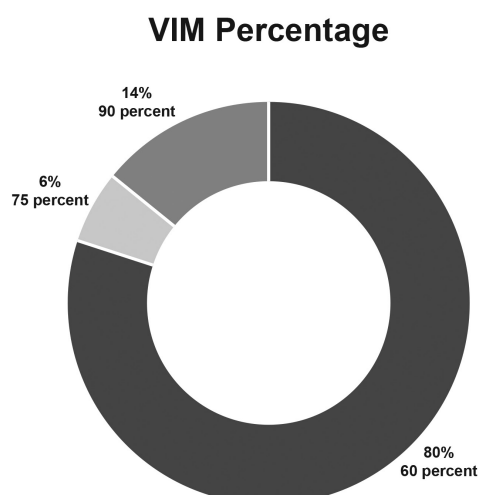


Since the transition of the BasicsCard to the CDC on 17 March 2021 the Commission has processed 79 VIM agreements for 74 clients as follows:

Graph 5: Breakdown of CDC VIMs by duration  
17 March 2021 – 30 June 2021.



Graph 6: Breakdown of CDC VIMs by percentage  
17 March 2021 – 30 June 2021.



Out of the 74 clients who entered into a VIM agreement under the new CDC program, 65 still had a current VIM at the end of the financial year and there were nine clients who either entered into a new VIM agreement on the completion of their existing agreement or ended their agreement prior to the end of the financial year. For these nine clients:

- 56 percent entered into a further VIM agreement on completion of their original VIM, again at 60% but extended from 3 to 12 months
- 33 percent decided not to renew their VIM agreements
- 11 percent ended their VIM via a voluntary amend/end application.

As of 30 June 2021, there were more clients on a VIM than a CIM, demonstrating that the FRC is achieving its strategic objective of encouraging community members to resume primary responsibility for their wellbeing and that of their families. Further details about the uptake of voluntary income management by community members across all FRC communities through the successful transition to the CDC can be found in the Significant events and achievements section of this report.



# Non-financial performance outcomes

**The FRC improves community responsibility by building partnerships and helping people to resume primary responsibility.**

***Referrals help build individual client capabilities.***

Referrals to service providers are an integral part of achieving the Commission’s strategic outcomes of improved community wellbeing and responsibility. During this reporting period 519 referrals were made (inclusive of FRAs and Orders) to attend support services for 359 clients. This is the highest number of clients referred since the commencement of the Commission.

The number of referrals from FRAs and Orders for the financial year represents a 29 percent increase from the previous reporting period of 402 referrals. As a subset of the total number of these referrals in the financial year, 110 referrals were made in relation to DV conferences.

**Table 8: FRC referral pathways by referral type and quarter 1 July 2020 to 30 June 2021.**

Referral type	Qtr 49	Qtr 50	Qtr 51	Qtr 52	Total
BBNAC	0	0	1	0	1
Cape York Employment	0	0	4	3	7
CRAC	0	0	1	0	1
Cooktown District Community Centre	0	0	0	3	3
Gungarde (Family Wellbeing Services)	5	3	2	3	13
Mossman Elders Justice Group	0	0	0	1	1
Mossman Support Services	0	1	0	2	3
MPower	8	23	22	38	91
Mulungu (Family Wellbeing Services)	6	1	0	2	9
PCYC	0	0	2	8	10
QLD Health	2	3	1	2	8
RAATSICC (Family Wellbeing Services)	0	7	7	2	16
Save the Children	12	35	9	2	58
School Attendance Officer	33	32	22	40	127
WBC - Apunipima	20	32	78	28	158
WBC - NWRH	4	2	5	2	13
<b>Total</b>	<b>90</b>	<b>139</b>	<b>154</b>	<b>136</b>	<b>519</b>

# Non-financial performance outcomes



The types of client interactions during the financial year reinforce the Commission’s belief that our clients are displaying a willingness to change and taking personal responsibility for their own wellbeing and that of their family. The following highlights for the period 1 July 2020 to 30 June 2021 support our assertion:

- 46 percent of clients entered into an FRA or self-referred to the FRC and sought a voluntary agreement during the financial year
  - As a subset of the above, 18 percent of clients specifically entered into a voluntary agreement with either no other interactions, or a decision for no further action
- 15 percent of clients did not require any further action on their matter/s, where no further action was the only outcome
- 11 percent of clients were considered to require only a reprimand for their actions.

There remains a small cohort of clients who come before the Commission who are still developing insight into their actions and are less inclined to change their behaviours. The Commissioners have made the following decisions in those situations: 13 percent of clients were ordered to attend a support service; 5 percent of clients were placed on a CIM order; and 5 percent of clients were placed on a CIM order and ordered to attend a support service. During the course of the financial year these clients may also have had an order for no further action, reprimand or both.

Additionally, where clients present with complex and multifaceted issues, and could benefit from peer or family support, the FRC may coordinate a number of referrals to multiple service providers through a broadened case management approach. In these circumstances assistance may also be extended to family members as part of a holistic approach to aid the client’s journey towards making positive lifestyle changes.

## ***More partnerships have led to increased referral pathway options for clients.***

The Commission is continually seeking to identify additional support service pathways to broaden the scope of options for clients seeking assistance, leading to an increase of active community service partners in 2020-21, up from the previous year.

Number of active FRC community service provider partnerships	
9	16
2019-20 financial year	2020-21 financial year

As a key objective of the Commission’s strategic plan, building and maintaining a network of community-based partnerships helps achieve the Commission’s legislative requirement to ‘make appropriate use of community support services’<sup>5</sup> as the mechanism through which clients can be helped to resume primary responsibility for their own wellbeing. An increase in referral pathway options across all five welfare reform communities means Commissioners can tailor case plans to better suit the individual needs of clients and their family.

5. Section 5(2)(a)(iii) of the Family Responsibilities Commission Act 2008.



# Non-financial performance outcomes

## ***Show Cause hearings are another tool to hold clients accountable.***

From 1 July 2020 to 30 June 2021, no Show Cause hearings were held. These hearings are intended by the FRC Act to be a formal mechanism to address non-compliance with a requirement under a case plan to attend a community support service. The proposed actions for a Show Cause notice given to a person include imposing a CIM 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. Conversely the Commissioners may elect to take no further action. Each Show Cause hearing is decided on its merit.

During this reporting period no clients were issued with a Show Cause notice to come before the Commission for non-compliance of their case plan/s due to the following:

- lack of (or limited) support services available on the ground due to COVID travel restrictions
- lack of evidence from support services that client engagement was attempted
- lack of reporting from service providers leading to limited, or no information from which to proceed on a Show Cause for non-compliance.

Additionally, the FRC has been witnessing an increase in the number of clients demonstrating proactive steps to take personal accountability for their actions and commit to a journey towards self-improvement. This is best demonstrated by clients entering into agreements to willingly accept referrals and be placed on a case plan, along with those self-referring community members seeking to voluntarily participate in income management. These collaborative actions in the main have averted the need to conduct a Show Cause assessment.

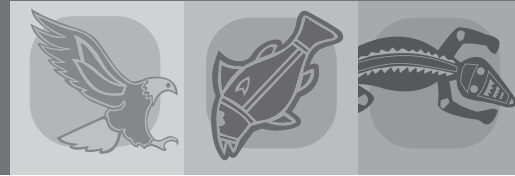
## ***Applications to amend or end agreements or orders***

From 1 July 2020 to 30 June 2021, 29 applications relating to 26 clients (20 females and 6 males) to amend or end an agreement or order (including voluntary agreements) were received.

**Table 9: Applications to amend or end agreements or orders by community and quarter 1 July 2020 to 30 June 2021.**

Number of applications	Qtr 49	Qtr 50	Qtr 51	Qtr 52	Total
Aurukun	3	2	7	3	<b>15</b>
Coen	0	0	1	0	<b>1</b>
Doomadgee	0	2	3	0	<b>5</b>
Hope Vale	4	2	1	0	<b>7</b>
Mossman Gorge	1	0	0	0	<b>1</b>
<b>Total</b>	<b>8</b>	<b>6</b>	<b>12</b>	<b>3</b>	<b>29</b>

# Non-financial performance outcomes



The applications resulted in 22 applications granted, 5 applications refused, 1 application withdrawn by the client and 1 application received at the end of the financial year with the decision pending.

Whether the outcome was successful depends on what the client requested. This year 76 percent of applications were granted. Twelve applications resulted in the revocation of income management agreements, income management orders and voluntary income management agreements.

Accepted applications:

- 9 CIM agreements and orders ended
- 3 VIM agreements ended
- 1 CIM order amended from 90% to 60% for the remaining period of the existing order
- 2 CIM orders amended from 75% to 60% for the remaining period of the existing order
- 1 CIM order amended from 75% to 60% for the remaining period of the existing order and client placed on a case plan
- 4 Case plan agreements ended
- 2 Case plan orders ended.