

Our strategic objectives



Strategic objective one

Support the restoration of socially responsible standards of behaviour and local authority in welfare reform communities.

Our achievements

This objective is achieved through the following strategies:

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1. Continue to implement proactive and agile responses to changing community needs that reflect all functions of the FRC Act.
 2. Support Local Commissioners and FRC staff to have meaningful and effective engagement with FRC communities.
 3. Strengthen self-determination by investing in individual leadership and decision-making capability development for Local Commissioners.
 4. Support Local Commissioners to advocate for their communities.
 5. Support partner agencies to provide information in a timely way within the FRC Act framework.
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Performance Indicator 1: Retention and development of Local Commissioners

Local Commissioner training in community

With the reinstatement of the Youth Justice Childrens Court trigger notice, training was delivered to the Local Commissioners within their respective communities, by the Deputy Commissioner and the Manager, Compliance and Legal Policy, between September 2024 and June 2025. The training addressed the amendment to the FRC Act that operationalised the Childrens Court trigger notice, along with its impact on Local Commissioners and the resulting process changes in client conferencing and CE activities. More Local Commissioner training information can be found in the Governance section of this report.

Performance Indicator 2: Proportion of conferences held with Local Commissioners sitting independently

In 2024-25, 84% of Commission decisions at conference were made by three Local Commissioners sitting alone to constitute the panel.

Further details about Local Commissioner decision-making can be found on pages 31 to 35.

Performance Indicator 3: Rates of client participation in the decision-making process

The FRC continues to report high levels of client participation and personal agency in the Commission's processes. In 2024-25, 88% of clients who were served a notice to attend a conference participated in the FRC's decision-making process by attending at least once, with an overall conference attendance rate of 66.5% in 2024-25.



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During the reporting period, of the total number of decisions at conference to attend a case plan, 65% were made by agreement with the client to attend the support service/s.

In 2024-25, of all voluntary agreements and final decisions at conference¹ 58% were made with some form of agreement with the client. This highlights clients' willingness to take personal responsibility for their wellbeing and the wellbeing of their families. More information about client participation in FRC's decision-making processes commences at page 35.

Performance Indicator 4: Judicious use of Conditional Income Management (CIM)

In 2024-25 there were a total of 36 CIMs relating to 33 clients. As at 30 June 2025 there were 9 FRC clients subject to a CIM, claiming Centrelink payments for 20 children, of which 12 were of school age.

The FRC uses CIM in a very limited and nuanced way. In the 2024-25 financial year only 8.1% of finalised conferenced clients were placed on a CIM.

This 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 and circumstances. During the 2024-25 reporting period 53% of CIM orders and agreements quarantined 60 percent of a client's welfare payment, 36% quarantined 75 percent and 11% quarantined 90 percent. During the same period 64% were for a period of 6 months, 30% for a duration of 3 months and 3% for 9 months and 12 months duration.

More information about income management is set out in the FRC registry and decision-making functions section of this report. Further analysis of income management data can also be found in the Non-financial performance outcomes section commencing at page 50.

Performance Indicator 5: Number of successful appeals against FRC decisions

There have not been any appeals against any FRC decisions during the reporting year.

Performance Indicator 6: Helping to Close the Gap on disadvantage for our clients in Aurukun, Coen, Doomadgee, Hope Vale and Mossman Gorge

The Commission continues to develop an appropriate assessment tool to best measure our contribution to Closing the Gap targets across the 4-year term of the Strategic Plan. The FRC hopes to report against this performance indicator in the future.

Our strategic objectives



Strategic objective two

Help people in welfare reform communities to resume primary responsibility for the wellbeing of their communities and the individuals and families of their communities.

Our achievements

This objective is achieved through the following strategies:

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1. Support individuals and families to change through effective client engagement, conferencing, case plan referrals and income management.
 2. Protect children and other vulnerable people including through compulsion and income management where necessary.
 3. Continue to explore incentive projects to increase families' capabilities and move towards pursuing opportunities.
 4. Engage families in recognising the importance of, and playing an active role in neonatal and early childhood development.
 5. Support evidence-based interventions for disengaged young people and employability skills training.
 6. Build mutual accountability and foster shared high expectations of service providers and community members.
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Performance Indicator 1: Increased motivation of clients to change through personal responsibility

The types of client interactions evident during 2024-25 reinforce the Commission's belief that our clients are displaying a willingness to change and take personal responsibility for their wellbeing and the wellbeing of their families. Over the course of the financial year 64.8% of clients have at some point done one or more of the following: self-referred to the FRC for a VCP or a VIM; entered into a Family Responsibilities Agreement (FRA); successfully applied to end or amend their decision by order or agreement. As a subset of this, 42% of clients specifically entered into a voluntary agreement.

Since the introduction of the Cashless Debit Card (CDC) on 17 March 2021 and the subsequent transition to the enhanced Income Management SmartCard on 6 March 2023, the Commission has seen that having a prior CIM order or agreement is not an impediment to a client requesting to enter into a subsequent voluntary agreement for VIM. In fact, evidence is suggestive of the contrary – that CIM can be a pathway to clients later voluntarily seeking a period of income management. From 17 March 2021 to 30 June 2025 more than half (54%) of VIM clients have had a prior CIM.

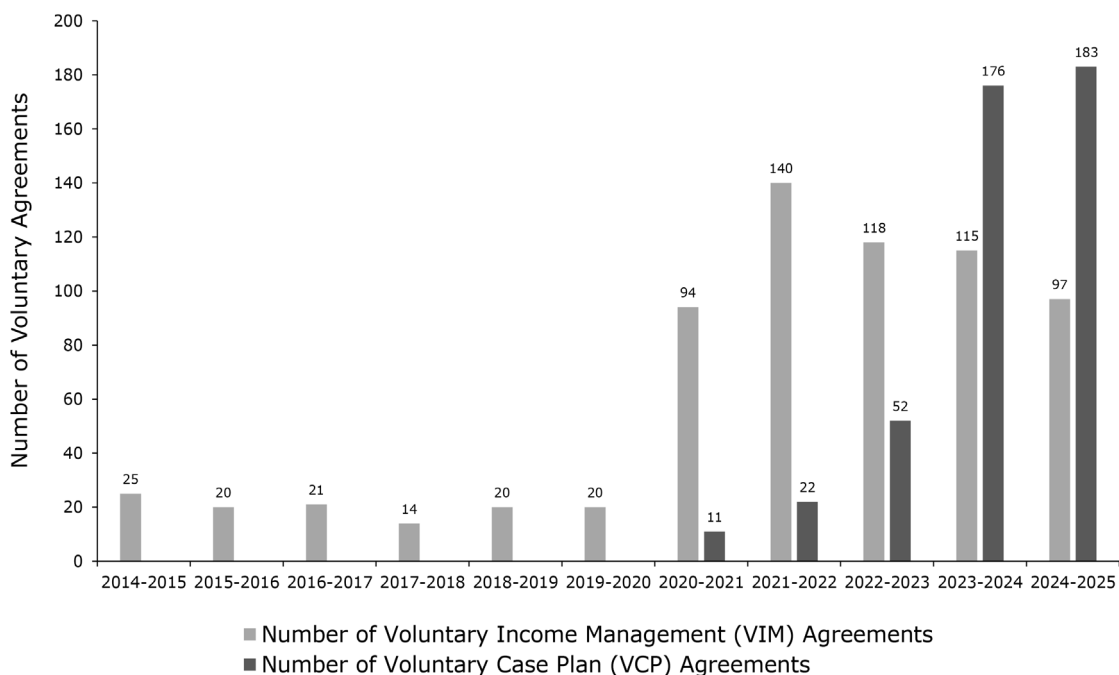
A similar trend can be seen regarding clients seeking case plan support. From 17 March 2021 to 30 June 2025 the Commission's data reveals that having a prior case plan made by the FRC on a conditional basis is not an impediment to a client entering into a subsequent voluntary agreement for a VCP. From 17 March 2021 to 30 June 2025, 75% of VCP clients have had a prior conditional case plan (CCP).



Our strategic objectives

It is evident from the graph below that the Commission is still seeing a large number of voluntary interactions with clients over the last four financial years. Notably, there has been a 4% increase in VCP's from 2023-24 to 2024-25. Prior to 2020 and before the onset of COVID, no VCPs were entered into by clients.

Voluntary Agreements by Financial Year



Graph 1: VIM and VCP agreements by financial year since 2014-15

More information about voluntary agreements can be found in the FRC registry and decision-making section of this report. Further analysis of VIM data can be found at page 51 and is also discussed further in the context of another performance indicator.

Performance Indicator 2: Increased periods of respite for clients from daily living pressures

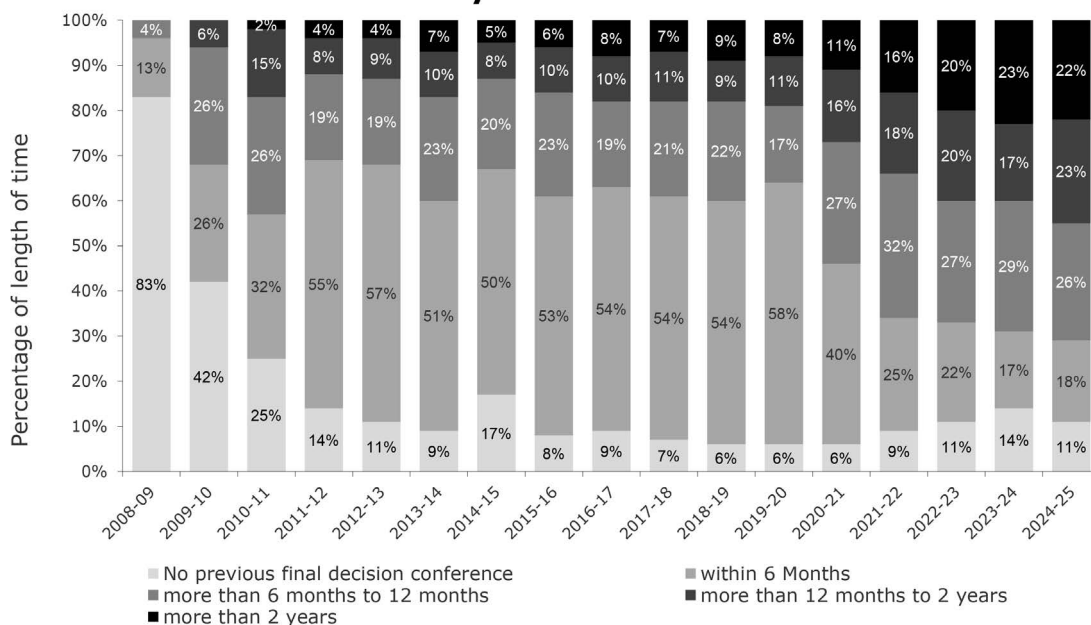
The data in graph 2 tracks the length of time between final decisions made for clients at successive conferences. The increasing length of time between each conference decision may suggest personal responsibility is increasing.

The graph shows the length of time between final decisions has remained fairly stable from 2023-24 to 2024-25 apart from the shift in the “more than 6 months to 12 months” to “more than 12 months to 2 years” category. The FRC has identified a reduction in the percentage of clients who have not been the subject of a final decision of “more than 6 months to 12 months”, recording 26% as compared to 29% in 2023-24. There is a corresponding increase in the percentage of clients who have transitioned to the category of “more than 12 months to 2 years” increasing from 17% in 2023-24 to 23% in 2024-25.

Our strategic objectives



Length of Time Between Final Decisions by Financial Year



Graph 2: Length of time between final decisions by financial year

Voluntary income management agreements

The uptake in the number of VIMs in recent years when compared to earlier years (see graph 1) is consistent with a broader and well-established trend of an increased willingness of clients to take steps towards personal responsibility. VIM has proven to be a useful budgeting tool for clients, to ensure household needs and financial obligations are met, and in some cases, to achieve savings goals. Clients experiencing financial abuse in relationships with domestic violence and/or coercive control have also reported that entering into a VIM is a way to provide stability and protection for children and other vulnerable members of the household.

Between 17 March 2021 and 30 June 2025, a total of 549 VIM agreements were entered into. Of the 549 agreements, 41% (223) specifically relate to an agreement where the client is considered an older Australian.²

Between 17 March 2021 and 30 June 2025 a total of 125 VIM agreements have been entered into where the client indicated one of the reasons they were entering into a VIM agreement was to protect their payments.³ This represents a total of 23% of all VIM agreements over the same time period where the client wished to protect their payments. Out of the 125 VIM agreements where a client indicated the need to protect their payments, 63% (79) specifically relate to an agreement where the client was an older person.

2. The Australian Institute of Health and Welfare defines an “Older Indigenous Australian” as aged 50 and over.
 3. When a client is entering into a voluntary agreement, they may choose one or more option to reflect their individual circumstances and reasons for participating in voluntary income management.



Our strategic objectives

Clients may not always wish to declare that the purpose of their VIM agreement is to protect their payments. Elders may be fearful of retribution or feel shame about being the subject of abuse. The FRC's data collection provides for a range of other reasons including to buy food, to pay bills, or to save for something they need, which may be recorded in the alternative.

Between 17 March 2021 and 30 June 2025 a total of 397 VIM agreements have been entered into over the relevant time period where the client indicated one of the circumstances they were entering into a VIM agreement was "I need to support myself". This represents a total of 72% of all VIM agreements over the time period where the client needed support for themselves. Out of the 397 VIM agreements where a client indicated they needed support for themselves, 44% (174) specifically relate to an agreement where the client is considered an older Australian. This indicates a high proportion of older clients are entering into VIM agreements to ensure their payments are being used to support themselves.

VIMs and VCPs provide access to coordinated support

Many clients opting to enter into a VIM agreement are also taking up VCPs, for referral to support services to assist with money management and/or social and emotional wellbeing. These clients are offered ongoing assistance and case management support as part of the Commission's CE approach.

The FRC's CE approach is an innovative way of working with clients outside of the formal processes of conference to encourage autonomy and decision-making for themselves and their families, and if needed, receive ongoing case management support to achieve their case plan goals. The aim of this approach is to build the confidence and capacity of community members. Where the FRC continues to have capacity to undertake this approach, it can bridge a significant gap in service provision for Elders experiencing abuse.

Even where no formal case plan is in place, where clients enter into a VIM agreement, it allows FRC staff and Local Commissioners to regularly check in on clients, for example, to ensure their card has arrived and is working, and to check in towards the end of the agreement to see if clients wish to renew their VIM before it expires.

VIMs empower people to retain agency over their financial decisions

FRC community members can seek to have different proportions of their eligible welfare payments managed. Where Elders are particularly vulnerable to abuse, up to 90% of their payments can be protected. In other circumstances, where people find it a helpful tool to assist with budgeting, a smaller proportion of their income can be quarantined onto the SmartCard.

Our strategic objectives



During 2024-25 the most frequent reason⁴ chosen by clients to enter into a voluntary agreement for VIM was “to buy food” (65), followed by “to budget” (58), “to pay for bills” (48) and “to save for something I need” (45).

VIM Reason/s	18-25	26-35	36-45	46-55	56-65	66-75	76-85	86+	Total
I don't wish to provide this information	0	2	0	0	0	0	0	0	2
To budget	1	22	8	11	8	6	2	0	58
To buy food	4	19	14	8	10	7	3	0	65
To pay for bills (rent, electricity, fines)	3	14	9	8	7	4	3	0	48
To protect my payments	2	3	3	0	5	5	2	1	21
To save for something I need	1	13	11	9	6	4	1	0	45
To stop gambling	0	1	0	0	1	0	0	0	2
With general wellbeing	0	2	1	0	1	1	0	0	5
Total	11	76	46	36	38	27	11	1	246

During 2024-25 the highest circumstance⁵ chosen by clients to enter into a voluntary agreement for VIM was “I need support for myself” (80), followed by “I need help to support my children” (31), “I need help to support my family” (26), and “I like the SmartCard” (25).

VIM Circumstance/s	18-25	26-35	36-45	46-55	56-65	66-75	76-85	86+	Total
I don't wish to provide this information	0	0	0	0	0	0	0	0	0
I like the SmartCard	1	7	6	2	3	5	1	0	25
I need help to support my children	3	14	6	4	1	1	2	0	31
I need help to support my family	4	10	5	3	0	3	1	0	26
I need support for myself	6	21	15	12	14	8	3	1	80
Total	14	52	32	21	18	17	7	1	162

The 26-35-year-old age bracket scored the highest for the “I need support for myself”, “I need help to support my children” and “I need help to support my family” circumstances followed closely by the 36-45-year-old age bracket, indicative of the 26-35 and 36-45-year-old age groups having the highest number of members, including children, to feed in a household.

4. A client may choose one or more option to reflect their individual reasons in participating in voluntary income management.

5. A client may choose one or more option to reflect their individual circumstances in participating in voluntary income management.



Our strategic objectives

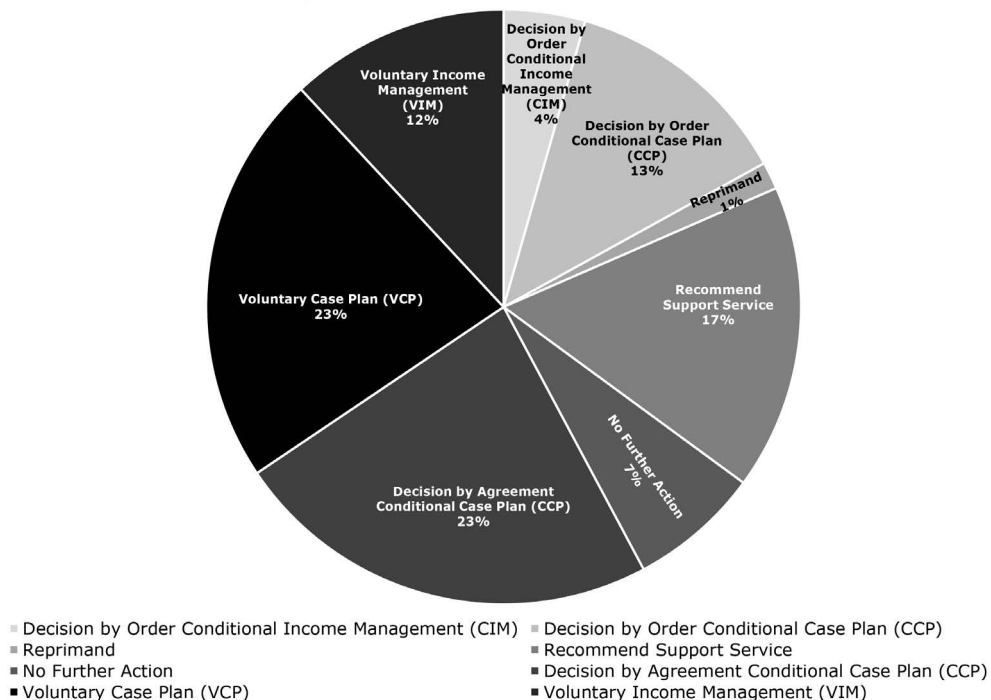
Performance Indicator 3: Strength of mandated interventions decreased

FRC decisions are proportionate to individual circumstances

The FRC model is nuanced and tailored to the needs of each client. Commission decisions are applied proportionate to individual circumstances, for a defined period of no more than 12 months, after which it expires.

Graph 3 below illustrates the range of all total final decisions made by the Commission (inclusive of decisions made at conference, and voluntary agreements). As a total of all final decisions made by the Commission during 2024-25, the majority of decisions (58%) were made with some form of agreement with the client (voluntary income management, voluntary case plan and decision by agreement for a conditional case plan). Conversely, a small proportion of decisions (17%) could be categorised as 'mandated interventions' and were made by the Commission resulting in a client being placed on conditional income management and/or ordered to attend a service provider under a referral from a case plan from a decision.⁶

Proportionate Decisions 2024-25



Graph 3: Proportionate decisions 2024-25

6. There were no decision by agreements for income management pursuant to section 68(2)(b) FRC Act 2008 made during 2024-25.

Our strategic objectives



The following table is further evidence of a trend over recent years of clients continuing to take steps towards greater personal responsibility by entering into voluntary agreements for a VCP.

Voluntary agreement	2022-23	2023-24	2024-25
Voluntary agreements to attend community support services	52	176	183

Performance Indicator 4: Increased client engagement with support services to build capacity

The FRC is collaborating with our partner service providers in FRC communities to find better ways to work together so the needs of our clients are met, to overcome barriers to engagement, and to facilitate the progression of case plans. Some clients require urgent support, with both the FRC and specialist providers on hand to help. Other clients, for example, are best supported through an initial 'light touch' approach to engagement, by the FRC facilitating early interactions between clients and service providers, often in culturally safe places elsewhere in the community and not in a clinical setting. We have found this strategy is often the tentative first step needed to help clients form a trusting relationship with service providers and lead to improved outcomes in line with their case plan goals.

For the 2024-25 financial year the FRC has been recording and collating these interactions. This data reveals there have been 546 occasions where a partner service provider has joined with an FRC staff member or Local Commissioner as part of our CE approach.

More information relating to the Commission's CE approach can be found on pages 10, 26, 27, 29, 30, 50 and in each of the Community operations reports for Aurukun, Coen, Doomadgee, Hope Vale and Mossman Gorge. CE data is also a relevant consideration for other performance indicators listed over the next few pages.

Performance Indicator 5: Helping to Close the Gap on disadvantage for our clients in Aurukun, Coen, Doomadgee, Hope Vale and Mossman Gorge

The Commission continues to develop an appropriate assessment tool to best measure our contribution to Closing the Gap targets across the 4-year term of the Strategic Plan. The FRC hopes to report against this performance indicator in the future.



Our strategic objectives

Strategic objective three

Create a capable, culturally safe, agile and innovative organisation.

Our achievements

This objective is achieved through the following strategies:

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1. Ensure the FRC attracts and values an agile, diverse, inclusive and high performing workforce to meet current and future business needs.
 2. Embed a culture of innovation and continuous improvement to deliver more flexible, effective and efficient services.
 3. Embed safety, including cultural and psychological safety, as a core value to enhance overall wellbeing and engagement in our work environment.
 4. Leverage technology, data and information to enhance outcomes.
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Performance Indicator 1: Proportion of budget spent on frontline services

For 2024-25, 69% of FRC expenses were utilised to support frontline operations and maintain the Commission's customer service standards to First Nations Queenslanders living in remote communities.

Performance Indicator 2: Employee retention and development

During the reporting period Commission staff undertook a varied range of development activities as required by their roles, such as First Aid training, or identified learning activities in employee Performance and Development Agreements (PDAs). The Commission continues to develop an appropriate assessment tool to best report against this performance indicator.

Performance Indicator 3: Increased diversity of our workforce

The Commission values diverse backgrounds and experience when hiring and continues to ensure the FRC is a safe and welcoming workplace. In the 2024-25 reporting year, the proportion of Aboriginal and Torres Strait Islander employees as defined by the Public Sector Commission is 15.8%. See page 96 for details relating to the Commission's workforce profile.

Approximately 97% of the FRC's 38 Commissioners, inclusive of the Commissioner, Deputy Commissioner and 36 Local Commissioners, identifies as Aboriginal. The knowledge and experience of our combined workforce makes the FRC, as a Queensland public sector entity, a leader in cultural capability and First Nations employment.

Our strategic objectives



Strategic objective four

Improve engagement through co-design and partnerships.

Our achievements

This objective is achieved through the following strategies:

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1. Position the FRC as an invaluable part of the service ecosystem through collaborative and collegiate engagement with our partners.
 2. Provide quality advice to the Family Responsibilities Board, Ministers and Parliamentary Committees to inform policy, legislation and service delivery to our community members.
 3. Help clients have agency in their experience with the FRC by co-designing projects and services, and embracing First Nations ways of doing, being and knowing.
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Performance Indicator 1: Number of partnerships and engagement activities

Over the course of the 2024-25 reporting year the FRC had 18 referral pathways to community support services, in which a total of 528 referrals were made relating to 391 clients. Details relating to the FRC's client referrals to its community support service partners can be found at pages 54 and 55.

The FRC also formalised its partnership through a memorandum of understanding with the Aboriginal and Torres Strait Islander Legal Service (ATSILS).

Performance Indicator 2: Rate of stakeholder satisfaction

The Commission continues to develop an appropriate assessment tool to best record stakeholder satisfaction rates and service standards. The FRC hopes to report against this performance indicator in the future.

Performance Indicator 3: Rate of participation in project and service design

Although the Commission is yet to finalise an appropriate assessment tool to best report against this performance indicator, there have been several initiatives throughout 2024-25 in collaboration with clients, stakeholders, and FRC staff and Local Commissioners. These initiatives include:

- **Elevated School Response (ESR) strategy.** The ESR strategy was designed as an interim measure to support schools and parents as part of their school attendance and retention strategies. For instance, some communities do not have a reliable school bus or operational School Attendance Officer (SAO) programs and the FRC saw an important role for the Commission to scaffold these essential strategies.



Our strategic objectives

The program in each of the participating communities has been co-designed to reflect the specific priorities of those clients, local schools and Local Commissioners. For instance:

- In Aurukun the initial focus was on long-term disengaged young people, including those students impacted by foetal alcohol spectrum disorders. From Term 1 2025 the Aurukun ESR strategy changed to focus on children and families who were willing to work with the FRC in getting their children to school. Discussions with the school Principal highlighted a significant need to support families dealing with chronic absenteeism, as well as a shortage of support staff at the school. The Commission is also focusing on supporting families with children who have complex health issues and aims to ensure that multiple services are working together effectively to achieve positive outcomes. For long-term disengaged children the FRC is working with families to identify underlying causes of disengagement and connect them with appropriate support services. The Local Commissioners are also visiting the school to engage with teachers and students, delivering key messages about 'teasing, bullying and respect for everyone'. These visits enable Local Commissioners to discuss with families via CE and conferencing how these issues are being addressed at the school.
- In Doomadgee clients who already had a case plan referral to the SAO program were prioritised. Local Commissioners then worked with clients and their children to implement strategies to overcome barriers to school attendance and engagement.
- From Term 3 2024 to Term 1 2025 Hope Vale's ESR strategy included targeting the early years as well as school aged children, and focussed on families whose children were eligible to start kindergarten and Prep. From Term 2 2025 the Hope Vale ESR project changed to focus on specific target groups including children with 60 to 80 per cent school attendance who could benefit from additional support to improve their school attendance, and children who are disengaged from school.
- Mossman Gorge's strategy included responding to the wishes of the community by aiming to reduce behavioural issues on the school bus, as well as improving school attendance.
- **Client Engagement approach.** In 2024-25 there were 1,796⁷ CEs with either the client, stakeholder or both relating to 721 clients, providing overwhelming evidence of the successful co-design of the initiative in response to the evolving needs of our community members. See pages 10, 26, 27, 29, 30, 50 and the Community operations reports for further details.

7. In 2024-25 there was a total of 2,339 CE activities relating to 840 clients. These activities include both contact and non-contact activities. Of these, 50 instances were related to administrative support, such as preparation for upcoming CEs and 493 instances involved unsuccessful attempts to engage with a client for the following reasons: medical, no longer living in community, not suitable time, out of the community, in prison, sorry business, substance affected/aggressive and unable to locate.