



QUEENSLAND RECONSTRUCTION AUTHORITY

Evaluation Report

Community Information and Education Program Community Recovery Package

**North and Far North Queensland Monsoon Trough
25 January 2019 – 14 February 2019**

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Introduction

The North and Far North Queensland Monsoon Trough produced exceptional rainfall that caused disruption and damage to communities in Far North Queensland. This record-breaking rainfall cut off communities, devastated the livestock industry, left the freight industry at a standstill and destroyed infrastructure, homes and businesses.

In total, 39 of Queensland's 77 Local Government Areas (LGAs) were activated for disaster assistance for this event and more than 116,667 people identified as experiencing hardship. The economic and social recovery from this large-scale disaster was beyond the capacity of local communities to facilitate and continues to require long-term support from all functional lines of recovery.

A Community Recovery Package was announced as a joint Commonwealth and State funded program through the Disaster Recovery Funding Arrangements (DRFA) under Category C. The package included the Community Information and Education Program.

The Community Information and Education Program was designed to enhance disaster risk reduction across the impacted region, along with developing resilience and preparedness, to ensure communities are aware of the importance of preparing for disasters and reducing their disaster risks.

The Queensland Reconstruction Authority (QRA) and Queensland Health (QH) led implementation and administration of the Program, concluding in June 2021.

This evaluation requires conduct in accordance with [A Monitoring and Evaluation Framework for Disaster Recovery Programs \(2018: 2\)](#). The framework allows for examination of the effectiveness, efficiency, appropriateness and implementation of the grants. It also considers if the grants supported disaster affected communities to become more sustainable and resilient.

Developed for QRA, the Deloitte Overarching Disaster Recovery Evaluation Framework has also been reviewed and incorporated within this evaluation.

In conclusion, the evaluation of the Community Information and Education Program was shown to contribute to the recovery of the communities and local economies impacted by the Monsoon Trough. Detailed findings were documented in response to key evaluation questions.

Recommendations have been provided to improve the effectiveness of a Community Information and Education Program in future, with the evaluation of grants being an important contribution to improve subsequent disaster programs in government.

Publishing of this report will occur on the Australian Institute of Disaster Resilience Knowledge Hub.

Program Implementation

Summary

Scope

As part of the DRFA Category C assistance, a total of \$750,000 was available under the Community Information and Education Program released in 2019 and 2020. Objectives of the program are to:

- deliver targeted awareness campaigns and activities that focus on broader risk reduction, home-preparedness and disaster preparedness across the regions impacted by the Monsoon Trough
- enhance community awareness of risks within their control, and preparedness activities, so they are better informed and therefore equipped to reduce risk, respond and recover faster following natural disasters
- increase awareness of services available to assist community members with their mental and psychological wellbeing, including for children
- increased awareness of the importance of insurance, focused on households and small business.

Cost

Planned funding was allocated to the program campaigns as per below, with final acquittal reports due by 30 September 2021.

Program Campaign	2019–2020	2020–2021	Budget	Cost
Get Ready Queensland preparedness advertising and awareness campaign	\$127,500	\$102,500	\$230,000	\$230,000
Get Ready Queensland case studies	\$50,000		\$50,000	\$28,550
Get Ready Queensland web-based application	\$70,000		\$70,000	\$71,534
Insurance awareness campaign	\$72,500	\$57,500	\$130,000	\$41,996
Get Ready Queensland market research				\$66,330.50
Health and wellbeing awareness promotion and campaign			\$210,000	\$210,000

Birdie's Tree Books	\$60,000		\$60,000	\$60,000
Total			\$750,000	\$708,905

Time

Planned delivery timeframes were set for the program campaigns as per below, with a due date for completion of 30 June 2021.

Program campaign components	2019–2020	2020–2021
Community awareness campaign		
Targeted Get Ready Queensland preparedness advertising and awareness campaign	Dec 2019 to Mar 2020	Dec 2020 to Mar 2021
Targeted Get Ready Queensland case studies	Oct 2019 to Mar 2020	
Get Ready Queensland web-based application		Feb 2020 to Mar 2020
Insurance awareness campaign	Sep 2019 to Mar 2020	Sep 2020 to Mar 2021
Health and wellbeing awareness campaign		
Health and wellbeing programs promotion and campaign	Dec 2019 to Mar 2020	
Birdee's Trees Books	Aug 2019 to June 2020	

Governance activity

Advisory group

The program was administered by the Queensland Reconstruction Authority (QRA).

Key representatives from QRA and Queensland Health were responsible for coordinating the program. Information was sourced from other organisations as required, including the Office of Small Business.

QRA led Get Ready Queensland related activities, including:

- Get Ready Queensland preparedness advertising campaign
- Get Ready Queensland case studies
- Get Ready Queensland web-based application
- Insurance awareness campaign.

Queensland Health led health and wellbeing related activities, including:

- Dissemination and marketing of Birdies Tree books to north Queensland public libraries and state schools
- Health and wellbeing services and resources advertising campaign.

Program reviews

QRA conducted regular program reviews which incorporated financial and progress assessments of the Community Information and Education Program. The DRFA program as a whole portfolio was reviewed by QRA in detail three times each year, for a total of nine reviews throughout the program.

QRA provided quarterly progress reports on all Category C packages, including the Community Information and Education Program, to Emergency Management Australia (EMA) – as the Commonwealth and State jointly funded the program. These reports were made available for evaluation.

Progress monitoring

Quantitative

Promotional channels used

Paid and organic

Program campaign	TV	Radio	Print	Online video	Social media	Website	Podcast
Get Ready Queensland preparedness and awareness advertising campaign	ü	ü			ü	ü	
Get Ready Queensland case study campaign				ü	ü	ü	
Get Ready Queensland Web-based application					ü	ü	
Flood insurance advertising campaign	ü	ü	ü	ü	ü	ü	
Small Talk Big Difference campaign		ü			ü	ü	ü
Birdie's Tree Resources			ü		ü	ü	

Education information delivered

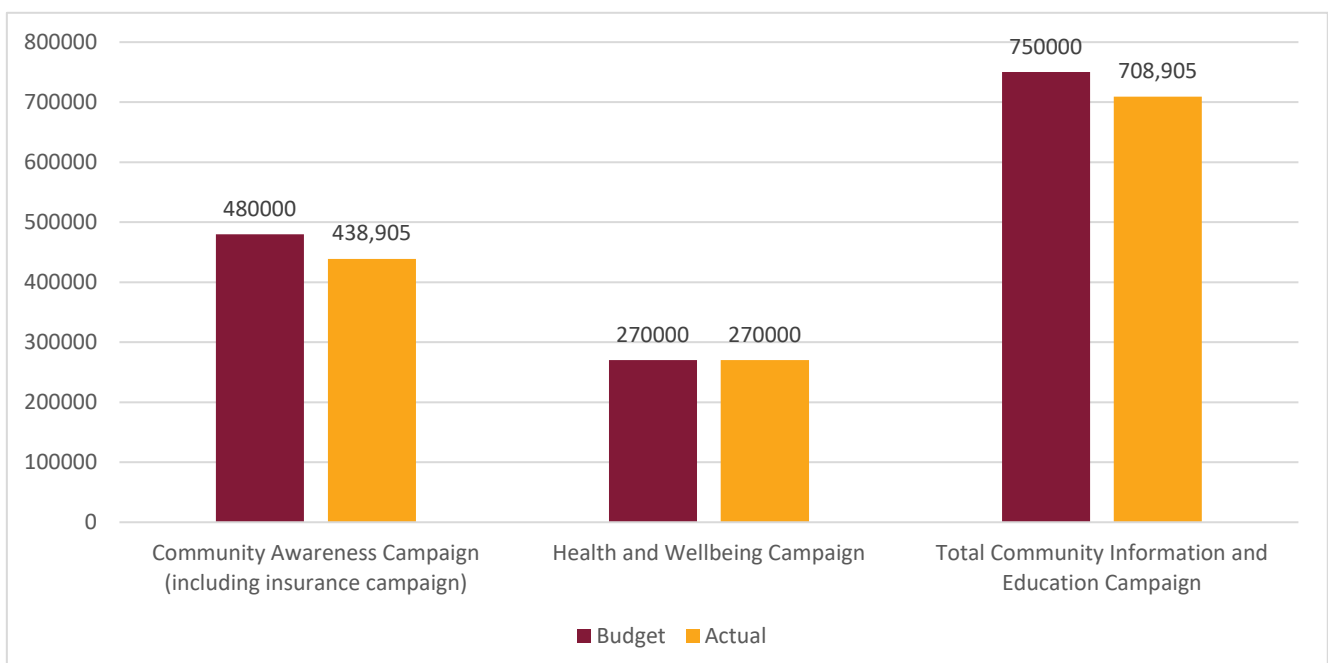
The below table provides an overview of the information delivered by each program activity including communication strategies and formats.

Activity	Information delivered	Strategy	Formats
Get Ready Queensland preparedness and awareness advertising campaign	Three steps to prepare for disasters: make a plan, pack a kit, check insurance coverage.	Advertising campaign	TVC Radio Social media Online video Ambassador Website
Get Ready Queensland case study campaign	Stories and advice from the community about the importance of being prepared for a disaster.	Advertising campaign	Social media Website
Get Ready Queensland web-based application	Types of disasters that happen in Queensland; the importance of checking on neighbours, friends and family; how to plan to evacuate; how to reduce hazards; how to prepare the home for a disaster; seeking shelter during a disaster.	Online interactive game	Website Social media
Flood insurance advertising campaign	Check your level of insurance to ensure it covers damage from flooding; where to find information about checking your insurance cover.	Advertising campaign	TVC Radio Social media Online video Print Website
Small Talk Big Difference campaign	How to connect with family and friends; how to look after your mental wellbeing and those around you; how to	Advertising and awareness campaign Events	Website Social media TVC Radio

	access mental health services.		Ambassador Letterbox drop Podcast Community events Online events Information guides Meditation resources Posters Media release Electronic Direct Mail Merchandise
Birdie's Tree Resources	How to assist children coping with experience of natural disasters.	Children's books Online interactive games	Print Website

Budget and expenditure (\$)

The following graph shows the budget and total expenditure for each campaign. The program underspent by \$41,000 against the program budget of \$750,000.



Mental Health and wellbeing campaign objectives

The objectives of the Small Talk, Big Difference campaign were to:

- increase awareness of mental health services and position the Royal Flying Doctor Service (RFDS) and QH as trusted providers of support
- provide opportunities for mental health clinicians, RFDS representatives and QH representatives to talk to and educate community members about available services and resources
- reach at least 1,300 households through letterbox campaign packs
- generate positive media coverage that reflects campaign messaging across print, radio, tv and podcasts (at least one story per quarter, in each region)
- generate 1,400 unique user visits to the dedicated campaign landing page
- generate at least 500 podcast and webinar downloads of the *our mental health* series focused on mental health and wellbeing during COVID-19 and beyond. Actual = 4,551 downloads.

Market research

Quantitative market research (222 people from affected regions) was undertaken to measure the effectiveness of the following campaigns. A summary of this research is as follows.

Percentage of people who said...	Get Ready Queensland awareness and preparedness campaign	Insurance campaign	Case study campaign
they recalled seeing or hearing an element of the campaign (%)	41%	34%	17%
the campaign contained believable messages	83%	80%	78%
the campaign used appropriate means of communicating	82%	76%	73%
the campaign was worth remembering	79%	69%	61%
the campaign was memorable	70%	57%	56%
the campaign made them think about their disaster preparedness plans	72%	65%	60%
the campaign made them reassess their level of preparedness	72%	64%	19%

the campaign challenges the way they feel about preparedness	72%	-	-
the campaign contains relevant information	73%	58%	57%
the campaign gave all the information they needed	72%	64%	58%
other people's experiences helped them understand the message	-	-	58%

Get Ready case study campaign

Market research supported the following statements demonstrating the campaign was effective in:

- its perceived message credibility
- using an appropriate means of communication
- making people think more deeply about the things they personally care about
- making people feel better prepared
- giving people new information to consider when contemplating the issue of disaster preparedness.

Qualitative

Market research

Qualitative market research was undertaken by MCR Research to measure the success of the following campaigns:

Get Ready Queensland preparedness and awareness advertising campaign

- **Strengths**
 - Johnathan Thurston was found to be a well-liked ambassador, relevant in Queensland, but especially in North Queensland.
 - The video of the family preparing an emergency kit reinforced the message and helped give viewers some hints on what to do to prepare.
 - The tone was described as calm and relaxed, some said it was inspirational.
- **Weaknesses**
 - The headline “what’s your what-if plan?” didn’t provide the viewer with easily actionable tasks or clues on what to do.
 - Some found the presentation of multiple situations and locations, combined with detailed commentary, difficult to follow the message.

Flood insurance campaign

- **Strengths**

- Visually appealing and attention getting.
- Muddy water reminded viewers of floodwaters.
- Message clearly understood.
- While some felt the ad had a 'sombre' tone, it was not considered to be too fear-inducing.
- The ad was considered to be aimed at both renters and homeowners because it was focussed on contents rather than a building.
- The ad encouraged some to make time to check their insurance cover.

- **Weaknesses**

- For those unable to afford insurance, the ad was somewhat frustrating as it reminded them of what they are risking.
- Not all viewers noticed the website reference and were left wondering where to go to find out more information.
- Some found the short (15 second) length of the ad made it hard to fully comprehend the message.

Case study campaign

- **Strengths**

- Respondents enjoyed hearing about an experience from someone who had been through an event.
- Real life stories were considered credible and attention getting (although the long format of the tested videos detracted from their impact) – it encouraged some people to think about their own situation and how they might react.
- The animated 'how to pack an emergency kit' case study was rated as informative and easy to understand.
- More information can be given in this format as opposed to television or radio ads, which was considered a positive (if done in a short period of time).

- **Weaknesses**

- The case studies were considered too long (1.5–2 minutes was suggested as a more appropriate maximum length).
- Some had difficulty identifying the key takeaway messages or what they should do to prepare.
- Some would have liked to see key points presented on screen (e.g. to highlight important points or a summary checklist) to help them follow and retain the message.
- Specific or direct instructions and advice on what to do were requested.

- If the person presented in the case study didn't reflect the viewer's situation, region or life stage, the impact was diminished.

Web-based game

- **Strengths**

- Engaging and fun – the children in the study reported they wanted to keep going and complete the game.
- Children enjoyed the variety of games included.
- The range of challenge (some games were more difficult than others) kept the players' interest.
- The game encouraged discussion between the child and parent when the child had to ask for help on an item.

- **Weaknesses**

- Some found some games too easy or monotonous.
- Some games did not explain why users had to collect or identify items.
- Some felt the introductory story was too long and they would have preferred to go directly to the interactive elements.
- While considered informative, this style of information was not considered to be as instructive as the children's case study video, which provided a more direct delivery of information and checklist type summaries.
- Some parents warned of the potential for children (who may have been previously impacted) to become concerned about disasters because of the game – although most felt the tone of the game was appropriate.

Evaluation findings

Governance

Long-term perspective

G8 - Has the governance structure ensured that governance is transparent and accountable?

The governance structure ensured regular progress reporting for some elements of the Community Information and Education program. There is opportunity for further collaboration between delivery agents in future programs to help ensure consistent and holistic messaging across the program and government.

The Community Information and Education program was delivered by the Queensland Reconstruction Authority (QRA) and Queensland Health (QH).

QRA led Get Ready Queensland related activities, including the:

- Get Ready Queensland preparedness advertising campaign
- Get Ready Queensland case studies
- Get Ready Queensland web-based application
- Insurance awareness campaign.

QH led health and wellbeing related activities, including:

- Dissemination and marketing of Birdies Tree resources
- The Small Talk, Big Difference health and wellbeing campaign.

QRA and QH provided the following metrics in their progress reports:

- Expenditure
- Activity updates.

Progress reports did not capture campaign reach, case studies, engagements or market research results.

Recommendation 1: Capture future qualitative and quantitative campaign results in progress reports.

Queensland Health engaged the Royal Flying Doctor Service (RFDS) to deliver the Small Talk Big Difference campaign. However, there was limited evidence of further collaboration between QRA, QH and other government, non-government or private organisations to deliver campaign activities.

The Small Talk Big Difference campaign aimed to promote mental health and wellbeing resources for impacted communities – with one outcome being the creation of a children’s activity booklet. There may have been a missed opportunity to leverage the Birdie’s Tree activity booklet. This booklet aims

to encourage discussions between children and parents about natural disaster experiences and assist children to process emotions.

Recommendation 2: Create a governance committee for future Community Information and Education programs to ensure consistent messaging, leverage existing resources and share campaign insights.

Community engagement

Accessible and appropriate information

C11 - Do community members have information they need to continue recovering from the disaster?

The Community Information and Education program was designed to enhance disaster risk reduction across impacted regions, along with developing resilience and preparedness to ensure communities are aware of the importance of preparing for disasters and reducing their disaster risks. The scale of impacts of the North and Far North Queensland Monsoon Trough was unprecedented and caught many community members off-guard, highlighting the need for greater disaster awareness and investment in targeted resilience, risk reduction and preparedness strategies.

Psychological and mental health in communities affected by the disaster was of concern with more than 64,310 instances of psychological first aid provided during and following the event.

The objectives of the Community Information and Education program were to:

- Deliver targeted awareness campaigns and activities that focus on broader risk reduction, home preparedness and disaster preparedness across the regions impacted by the monsoon trough.
- Enhance community awareness of risk within their control and preparedness activities, so they are better informed and therefore equipped to reduce risk, respond and recover faster following natural disasters.
- Increase awareness of services available to assist community members with their mental and psychological wellbeing, including for children.
- Increase awareness of the importance of insurance, focussed on households and small businesses.

The program was divided into three components to meet these objectives, with each component supported by activities to deliver information to impacted communities:

- Community awareness campaign
 - Targeted preparedness and awareness advertising campaign.
 - Case study advertising campaign.
 - Web-based application.
- Insurance awareness and education campaign
 - Insurance awareness advertising campaign.
- Health and Wellbeing Awareness campaign
 - Health and wellbeing promotional program and campaign.
 - Distribution and promotion of disaster recovery books for children and families.

The following table provides an outline of program activities and alignment with program objectives.

Program component	Activity	Alignment to program objective/s
Community awareness campaign	Targeted preparedness and awareness advertising campaign	- Deliver targeted awareness campaigns and activities that focus on broader risk reduction, home preparedness and disaster preparedness across the regions impacted by the monsoon trough. - Enhance community awareness of risk within their control and preparedness activities, so they are better informed and therefore equipped to reduce risk, respond and recover faster following natural disasters.
	Case study advertising campaign	- Deliver targeted awareness campaigns and activities that focus on broader risk reduction, home preparedness and disaster preparedness across the regions impacted by the monsoon trough. - Enhance community awareness of risk within their control and preparedness activities, so they are better informed and therefore equipped to reduce risk, respond and recover faster following natural disasters.
	Web-based application	- Deliver targeted awareness campaigns and activities that focus on broader risk reduction, home preparedness and disaster preparedness across the regions impacted by the monsoon trough. - Enhance community awareness of risk within their control and preparedness activities, so they are better informed and therefore equipped to reduce risk, respond and recover faster following natural disasters.
Insurance awareness and	Insurance awareness advertising campaign	Increase awareness of the importance of insurance, focussed on households and small businesses.

education campaign		Enhance community awareness of risk within their control and preparedness activities, so they are better informed and therefore equipped to reduce risk, respond and recover faster following natural disasters.
Health and Wellbeing Awareness campaign	Health and wellbeing promotional program and campaign	Increase awareness of services available to assist community members with their mental and psychological wellbeing, including for children.
	Distribution and promotion of disaster recovery books for children and families	- Enhance community awareness of risk within their control and preparedness activities, so they are better informed and therefore equipped to reduce risk, respond and recover faster following natural disasters. - Increase awareness of services available to assist community members with their mental and psychological wellbeing, including for children.

Community awareness campaign

Preparedness and Awareness advertising campaign

The Preparedness and Awareness campaign aimed to promote the importance of preparedness to community members in the 39 LGAs activated for assistance following the Monsoon Trough event.

The advertising campaign promoted simplified and actionable information for community members to assist with becoming more prepared for future disasters. Community members were prompted to take three steps to improve their preparedness: make an emergency plan, pack an emergency kit and check your insurance.

All assets used for the campaign included a call to action for community members to visit the Get Ready Queensland website for more information on how to prepare for disasters.

The campaign used diverse communication channels to promote messages including television, radio, social media, online video (YouTube) and the Get Ready Queensland website. The campaign featured the Get Ready Queensland program's ambassador with the aim to attract viewers' attention.

Qualitative and quantitative market research was conducted by QRA in June 2020 to measure the reach and quality of information promoted in the campaign. A summary of key findings from the research are as follows:

- 81% of respondents said when they think about preparing for a disaster, having information about 'how to prepare' would be useful.
- 41% of respondents recalled seeing or hearing at least one element of the campaign when prompted.
- 73% of respondents said the campaign contained information that was relevant to them.
- 72% of respondents said the campaign gave them all the information they need.

Based on feedback from survey respondents, the report found the campaign was effective in attracting the audience's attention and delivering a message that was believable and memorable for the audience.

This evidence supports the conclusion the campaign provided information to communities impacted by the Monsoon Trough on how to prepare for a natural disaster and the importance of checking their insurance cover, in order to build resilience to natural disasters. The campaign messages and outcomes support the following Community Information and Education Program objectives:

- Deliver targeted awareness campaigns and activities that focus on broader risk reduction, home preparedness and disaster preparedness across the regions impacted by the monsoon trough.
- Increase awareness of the importance of insurance, focussed on households and small businesses.

Finding 1: The Get Ready Queensland Awareness and Preparedness campaign provided impacted communities with relevant information on how to prepare for and build resilience to natural disasters.

Case study advertising campaign

The Case Study advertising campaign aimed to raise awareness of local disaster risks, preparedness strategies and the importance of insurance. The campaign messages were delivered by people from communities who had experienced natural disasters in the past (either the 2019 Monsoon Trough or other natural disaster events) to share their story and advice. The campaign featured information relevant to the general community, households, Culturally and Linguistically Diverse communities, pet owners and small businesses. A total of twelve case studies were promoted through the campaign which covered a range of all-hazards topics including:

- Business preparedness
- Caring for pets in a disaster
- Preparing your pet for a flood/bushfire
- Checking on your neighbours
- Disaster preparedness for CALD communities
- How to talk about disasters with children
- Disaster preparedness for aged care providers.

The campaign also promoted three animation videos with language and information aimed at children and families which provided information about:

- How to understand your disaster risks
- How to pack an emergency kit
- How to make a household emergency plan.

The videos were promoted using social media advertising and were published on YouTube and the Get Ready Queensland campaign website. The social media campaign targeted people located in the 39 monsoon-affected local government areas. Each video included a call to action for viewers to visit the Get Ready Queensland website, for information on how to prepare for disasters.

The social media campaign delivered a total of 29,176 completed views. The completion rate for the videos was 12.76%, which is considered 'low' by the Queensland Government's media buyer, Mediacom. However, this was attributed to the long length of the videos as case studies. QRA engaged Market and Communications Research (MCR) to conduct qualitative and quantitative market research in June 2020 – to measure the reach and quality of information promoted in the campaign. A summary of key findings from the research are as follows:

- 17% of respondents recalled seeing or hearing at least one element of the campaign when prompted.

- 57% agreed the video contained information relevant to them.
- 58% of people agreed using other people's experiences helped them understand the video's message.
- 60% of people agreed the video makes them think about their disaster preparedness plans.
- 58% of people agreed the campaign gave them all the information they needed.

One survey respondent said hearing stories and advice from real people in the community made the campaign relatable.

“If they’re real people, not actors, then I think it is good. We can relate to them and they’re trustworthy because it’s their personal experience. If it happened to them then we know it can happen to us.”-

Female, Rockhampton.

Market research found the concept of a case study campaign overall was well received by survey respondents. Real people telling their own stories were considered credible, attention getting and potentially motivating. It was critical the case study (topic and protagonist) be relevant to an individual’s own situation (e.g., the person needed to be from a similar region, life stage or situation).

Overall, respondents reported the long length of the tested videos detracted from their impact and made it difficult to identify key takeaway messages or what they should do to prepare. Future campaigns could consider presenting key points on the screen to highlight important tasks or provide a summary checklist. Future campaigns could also support clear delivery of messages by drawing a parallel between the actions of people featured in the case studies and the desired actions for the audience to take. Finally, future campaigns could consider using shortened versions of the case studies to increase completion rates and ensuring viewers receive all intended information.

The case study campaign provided local, personal information to communities impacted by the Monsoon Trough – assisting them to understand and learn about others who have experienced natural disasters. The case studies covered a wide range of topics and met the following Community Information and Education Program objectives:

- Deliver targeted awareness campaigns and activities that focus on broader risk reduction, home preparedness and disaster preparedness across the regions impacted by the monsoon trough.
- Enhance community awareness of risk within their control and preparedness activities, so they are better informed and therefore equipped to reduce risk, respond and recover faster following natural disasters.

Finding 2: The Get Ready Queensland case study campaign provided impacted communities with relevant information on how to prepare for and build resilience to natural disasters.

Web-based application

The Queensland Reconstruction Authority developed an online, interactive game which aimed to provide an engaging format for participants to learn about identifying disaster risks, how to prepare for disasters and test their knowledge about natural disaster preparedness.

The online game was developed for school-age children and families to promote discussions about disaster preparedness.

The game featured nine levels, providing information and testing participants on a range of topics including:

- Checking on neighbours, friends and family
- How to pack an emergency kit
- How to pack an evacuation kit
- How to reduce hazards around the home
- Caring for pets/livestock in a disaster
- How to prepare inside the home for a disaster
- Items you need in a power outage.

In June 2020, QRA engaged MCR Research to undertake qualitative market research on the game to measure its ability to engage audiences and provide information on preparing for disasters.

Overall reactions to the game among qualitative respondents (parents and children) were positive. The game was considered engaging and provided new information which encouraged discussions between children and parents. While considered informative, the gamified style of delivery was considered less instructive as the animated case study videos, which provided specific information and instructions.

The game provided an additional channel to deliver information about disaster preparedness to impacted communities, aligning to messages promoted through the Get Ready Queensland Preparedness and Awareness Advertising campaign.

Finding 3: The web-based application provided information about disaster preparedness for children and parents, in an engaging and educational way.

Recommendation 3: Future programs using games to disseminate disaster preparedness information could include a summary of information, checklists or a prompt, to find further information at the end of each stage – to reinforce the game's messages.

Recommendation 4: Distribute information packs on the web-based game to councils, for promotion on their website and for schools to use as an educational game for students.

The web-based application covered a wide range of topics and met the following Community Information and Education Program objectives:

- Deliver targeted awareness campaigns and activities that focus on broader risk reduction, home preparedness and disaster preparedness across the regions impacted by the monsoon trough.

Enhance community awareness of risk within their control and preparedness activities, so they are better informed and therefore equipped to reduce risk, respond and recover faster following natural disasters.

Finding 4: The Get Ready Queensland web-based application provided impacted communities with relevant information on how to prepare for and build resilience to natural disasters.

Insurance awareness and education campaign

Insurance awareness advertising campaign

Following the 2019 Monsoon Trough, some households and businesses did not have adequate insurance to cover damage caused by the disaster, leaving them with unforeseen and expensive recovery costs. The insurance awareness advertising campaign aimed to provide information to communities to ensure they understand the importance of having adequate insurance, are better prepared for future disasters, and know where to go for further information by asking “Got the right level of flood insurance?”.

The campaign targeted families and households across the 39 impacted LGAs, using television, radio, social media, online news sites, online video (YouTube) and print advertising to disseminate campaign messages.

Market research conducted by MCR Research in June 2020, provided insight into the effectiveness of campaign messages. A summary overview of research results are as follows:

- 34% of respondents recalled hearing or seeing an element of the campaign when prompted.
- 64% of respondents agreed the campaign gave them the information they needed.
- 64% of respondents agreed the campaign made them think about their level of disaster preparedness.
- 38% of respondents said they were likely to visit the Get Ready Queensland website to find out what questions they should ask their insurer, to make sure they’re covered for flooding.

There is evidence the campaign delivered clear information to viewers. After seeing the campaign, survey respondents were asked to share their main takeaway message. 64% of responses included messages related to flood and insurance.

Finding 5: The flood insurance campaign delivered clear messages and information about the importance of having adequate insurance.

Finding 6: The Insurance campaign promoted broad information messages that were relevant to homes and businesses.

The flood insurance campaign met the following Community Information and Education Program objective:

- Increase awareness of the importance of insurance, focussed on households and small businesses.

Recommendation 5: Future insurance campaigns could consider providing information on insurance for low-income earners and groups who are less likely to have insurance (i.e. renters and young people).

Recommendation 6: If budget allows, future programs could consider targeting different messages or advertising creatives for households, businesses and people who don't have insurance.

Health and Wellbeing Awareness campaign

Health and wellbeing promotional program and campaign

Poor access to primary and acute mental healthcare, limited numbers of mental health services and a lack of mental health clinicians all served to exacerbate mental health acuity in remote and rural Australia, particularly when combined with the impact of the 2019 floods, drought and the COVID-19 pandemic.

The Small Talk Big Difference campaign delivered by Queensland Health in partnership with the Royal Flying Doctor Service (Queensland Section) aimed to raise awareness and normalise access to mental health services, with a view to reduce the mental health impacts on people in impacted LGAs.

The campaign targeted communities in:

- Cloncurry
- Mckinlay
- Richmond
- Flinders
- Winton

- Burke
- Carpentaria.

The Small Talk Big Difference campaign used a range of communication channels to disseminate information to communities including:

- website
- events
- podcasts
- merchandise
- advertising campaign.

The Small Talk Big Difference website hosted a range of information for visitors including:

- Podcasts. Topics included:
 - Advice from experts
 - Using technology to beat isolation and stress
 - How to manage stress
 - How your GP can help with your mental health
 - Substance abuse
 - Maintaining positive relationships
 - Guided meditations.
- Recipe cards. Messages included:
 - Conversation prompts
 - Encouragement to use meals to connect with the community.
- Posters. Messages included:
 - Conversation prompts to assist people in engaging in discussions with others.
- Kids activity book. Messages included
 - Activities for children – non-disaster related.
- Stories from people in Queensland communities talking about mental health.
- Information about who to call for mental health support.

Finding 7: The Small Talk Big Difference campaign website featured a range of information about mental health and wellbeing to assist communities.

Recommendation 7: Future programs could provide targeted information about coping with the impact of natural disasters for mental health and wellbeing.

Recommendation 8: Future programs could leverage existing messages and resources to ensure consistency. For example, promoting Birdie's Tree books as a mental health resource for parents to use with children who have experienced disasters.

Several activities were undertaken to promote information available on the campaign website including community events, merchandise production and an advertising campaign across social media, print and radio.

Over the lifetime of the program, the Small Talk Big Difference website received 4,595 page views by 2,183 unique visitors.

During the campaign period from 1 July 2020 to 30 June 2021, RFDS clinicians delivered 12,156 consultations across Queensland, compared to 12,121 in the previous year.

Finding 8: There was a marginal increase in the number of consultations delivered by RFDS clinicians in Queensland during the Small Talk Big Difference campaign period.

Recommendation 9: Conduct qualitative research to evaluate the effectiveness of the campaign's messages received by communities.

There is evidence that the Small Talk, Big Difference campaign delivered clear information to viewers about mental health and wellbeing.

The Small Talk Big Difference campaign met the following Community Information and Education Program objective:

- Increase awareness of services available to assist community members with their mental and psychological wellbeing, including for children.

Finding 9: The Small Talk Big Difference campaign delivered information on mental health and wellbeing resources and services.

Distribution and promotion of disaster recovery books for children and families

Targeted information and resources were promoted to assist children and families who had experienced the 2019 Monsoon Trough.

Birdie's Tree is a suite of resources designed to support the mental health and emotional wellbeing of babies and young children, their parents and families, in relation to severe weather events and other natural disasters. The resources are helpful in assisting these groups in the preparedness, response and recovery phase of a disaster.

The aim of the Birdie's Tree initiative rollout was to equip parents and educators to support children to cope with feelings of anxiety, sadness and stress following the Monsoon event.

Birdie's Tree resources were available to impacted communities via the initiative's website and through physical books distributed to local libraries.

The initiative's website features a range of information to support the sustainability of children and families impacted by the disaster including:

- Interactive games aiming to assist children in identifying their feelings and emotions, sounds they might hear during a disaster and learning about different roles of emergency services.
- Information sheets about coping with disasters for parents.
- Videos featuring breathing exercises for children.
- Books including:
 - Birdie and the Flood
 - Birdie and the drought
 - Birdie and the fire
 - Birdie and the cyclone
 - Birdie and the very hot day
 - Birdie and the big sickness
 - Birdie and the earthquake
 - Birdie and the storm
 - Birdie and the shelter
 - Birdie and the blizzard
 - Relaxing with birdie
 - Activity booklet.

Following the 2019 Monsoon Trough, Queensland Health delivered local events and activities to promote Birdie's Tree information. Townsville City Council delivered a Relaxing with Birdie reading initiative across kindy centres in Townsville to educate children on how to relax and sleep, even when they feel worried.

The Birdie's Tree initiative met the following Community Information and Education Program objective:

- Increase awareness of services available to assist community members with their mental and psychological wellbeing, including for children.

Finding 10: Birdie's Tree resources provided parents, educators and children with information to support their mental health and wellbeing.

Recommendation 10: Conduct qualitative market research to evaluate the impact of information delivered through the Birdie's Tree initiative.

Recommendation 11: Future programs could use advertising to extend the reach of information provided by the Birdie's Tree initiative.

Inclusive and representative governance

C10 - Has information been developed and disseminated in multiple media, multi-lingual formats, alternative formats; is appropriate to a diverse audience, user-friendly; and accessible to under-served populations?

The Community Information and Education program adopted a range of communication channels to deliver information related to disaster recovery and preparedness. These are outlined in the *Education information delivered* table (under the Progress Reporting section of this report).

It is evident a range of communication channels were used to support the reach of campaign messages and delivery of information to diverse communities.

Birdie's Tree children's books were made available on the campaign's website in up to 19 different languages. *Birdie and the Flood* was available in nine languages and was also presented as a video animation. *Relaxing with Birdie* was available in three languages and made available in video animation format.

Finding 11: Birdie's Tree online resources were available in multi-lingual and multi-cultural formats.

Recommendation 12: Future programs could consider delivering copies of Birdie's Tree books in different languages, to meet the unique needs of impacted communities.

Recommendation 13: Future programs could develop Braille versions of Birdie's Tree books to disseminate to Braille libraries in impacted areas.

Online videos delivered by Get Ready Queensland's case study campaign and awareness and preparedness campaign included captions for deaf and hard of hearing communities.

Finding 12: Get Ready Queensland campaign videos featured captions for deaf and hard of hearing communities.

Recommendation 14: Provide video transcripts to assist people who are deaf, hard of hearing, or who use translators.

Recommendation 15: Deliver supporting campaign materials including factsheets in simple English and translated languages.

The Small Talk Big Difference campaign provided information in more formats than other activities delivered through the program.

Finding 13: The Small Talk Big Difference campaign offered a range of formats to engage with recovery and resilience information.

Recommendation 16: Future programs could consider engaging local community leaders to develop culturally appropriate information, techniques and translated resources to promote mental health and wellbeing.

The Get Ready web-based application used written English and imagery to guide players. Future updates of the game could consider developing sound-guided prompts for deaf or hard of hearing players and multi-lingual prompts or simple English.

Finding 14: There is some evidence of providing accessible information to diverse communities.

Recommendation 17: Future programs could consider adopting accessible communication practices and channels to extend the reach of preparedness, response and recovery information.

Recommendation 18: There may be an opportunity to partner with government, non-government and private sector organisations to promote accessible and inclusive disaster preparedness, response and recovery information. For example, future programs could leverage existing initiatives such as The Department of Communities, Housing and Digital Economy's Person-Centred Emergency Planning toolkit for people with disability.

Effectiveness

Sustainable community

E1 - To what extent did the disaster recovery program produce a sustainable community?

An objective of the Community Information and Education program was to increase awareness of services available to assist community members with their mental and psychological wellbeing, including for children.

Two activities were conducted under the *Health and wellbeing promotional program and campaign* that contributed to producing a sustainable community:

- Small Talk Big Difference Campaign
- Birdie's Tree Resources.

The Small Talk Big Difference campaign aimed to raise awareness and normalise access to mental health services, with a view to reduce the mental health impacts on adults in impacted LGAs. The campaign provided information and resources to impacted communities across a range of topics to assist with sustainable recovery including:

- How to manage stress
- How to speak to your doctor about mental health
- How to support others
- Where to access mental health advice and support.

The Birdie's Tree initiative targeted information for children to process their experience of natural disasters. The initiative also provided resources for parents, carers and educators to facilitate conversations with children about their experiences and emotions. Birdie's Tree resources were available to impacted communities via the initiative's website and through physical books distributed to local libraries in impacted areas. The initiative's website features a range of information to support the sustainability of children and families impacted by the Monsoon Trough including:

- Processing emotions following a disaster
- Coping with disasters for parents
- Breathing exercises for children
- Children's books to illustrate messages to assist children to cope with disasters.

There is evidence the Small Talk Big Difference campaign and the Birdie's Tree initiative promoted information about mental health and wellbeing, including available support services, for adults and children.

For example, over the lifetime of the program, more than 2,183 people accessed information from the Small Talk Big Difference website and some 20,000 Birdie's Tree books and resources were delivered while 63,638 users engaged in 78,156 sessions on the Birdie's Tree website.

The information provided through these activities aimed to give communities the knowledge, skills and resources to manage health issues related to their disaster experience. This is consistent with disaster recovery objectives set out in the National Evaluation Framework. Further, by providing information and resources about improving health, wellbeing, and access to health services, it could be assumed community members had better access to information and services to meet their health needs than if the program was not implemented. Further research and evaluation would substantiate this finding.

Finding 15: The Community Information and Education program provided information and resources to assist impacted communities to meet their health needs.

Finding 16: The program contributed to producing a sustainable community.

Recommendation 19: Future programs could conduct market research to evaluate the reach and impact of information provided to communities.

Recommendation 20: Capture a consistent quantitative data metric across all campaign activities – such as reach – to support future evaluations of campaign activity impact.

Recommendation 21: Capture case studies from the community to demonstrate sustainable recovery.

Recovery from a disaster is a highly personal experience. To ensure communities maintain access to information and resources to support their ongoing recovery, the Small Talk Big Difference campaign and Birdie's Tree initiative should continue promotion across impacted communities.

Recommendation 22: Maintain access for communities to resources and information provided by the Small Talk Big Difference campaign and Birdie's Tree initiative, to support ongoing sustainable recovery.

Resilient community

E2 - To what extent did the disaster recovery program produce a resilient community?

The Community Information and Education program aimed to provide impacted communities with information to enhance their awareness of disaster risks, promote disaster preparedness activities and ensure they have adequate insurance coverage.

Three advertising campaigns and one online educational application were delivered to promote disaster resilience information to impacted communities:

- Awareness and preparedness advertising campaign
- Case study advertising campaign
- Insurance awareness advertising campaign
- Web-based application.

Community Awareness campaigns

The three preparedness advertising campaigns promoted information about disaster preparedness activities and disaster risks. The campaigns are estimated to have collectively reached more than 600,000 people across the 39 activated LGAs. Due to limited reporting, this figure does not include people reached through television, radio and print advertising across any campaign. Reach figures were also unavailable for the Insurance Awareness campaign.

The advertising campaigns were found to improve target audience knowledge on disaster preparedness activities and increase the chance of community members to undertake activities that improve their resilience to future disasters.

Market research conducted by MCR Research in June 2020 evaluated how campaign messages were received by communities. The following table shows the percentage of survey respondents who agreed with key campaign diagnostic statements.

Campaign diagnostic	Awareness and preparedness	Insurance awareness	Case study
The campaign makes me think about my disaster preparedness plans	72%	65%	60%
The campaign makes me reassess my level of preparedness	72%	64%	19%
The campaign makes me feel like I can be prepared	Not measured	53%	65%

This evidence demonstrates the campaigns were effective in prompting communities to think about their preparedness plans, their level of preparedness and provide them with information that increased their self-efficacy toward being prepared for future disasters.

Finding 17: The preparedness and awareness advertising campaigns, including insurance and awareness and case study campaigns, prompted communities to think about their disaster preparedness plans and reassess their level of preparedness.

The Insurance awareness advertising campaign and case study campaign provided information that helped more than 50% of people believe they had the ability to be better prepared for future disasters.

Finding 18: The Preparedness and Awareness advertising campaigns, including the Insurance awareness campaign, contributed to building community resilience to future disasters.

Web-based application

The web-based application also promoted information about disaster preparedness activities and disaster risks by providing participants with information about common disasters in Queensland and steps to take to reduce the impact of future disasters.

Finding 19: The web-based application promoted activities that improve community preparedness for future disaster events.

Although progress reports did not include the number of game plays, the research report by MCR Research delivered in June 2020 found the game was effective at encouraging discussions between children and parents. One parent reported:

“What I loved was that while some things [in the games] were obvious, when it got more difficult it made [the child], ask me questions, so it made us have a discussion [about disaster preparedness].”

Recommendation 23: Capture the number of people who visit the web-based application website and people who play the game to inform future improvements to the application.

Alignment to the National Evaluation Framework

The delivery of awareness and preparedness advertising and a web-based application contributed to the following two resilience objectives of the Community Information and Education program:

- The community is informed about preparedness activities.
- Households and small businesses are informed about their disaster risks and activities that reduce the impact and cost of future disasters.

Both program objectives align to the National Evaluation Framework objective of:

- The community has improved capacity and capability to respond to future disasters.

Finding 20: Activities delivered through the Community Information and Education program promoted information about preparedness activities to at least 600,000 people throughout the program's lifetime.

Finding 21: Information and resources delivered through the Community Information and Education program improved the knowledge of communities to prepare for and respond to future disasters.

Efficiency

Value for money

H1 - How cost effective was the disaster recovery?

The social and economic cost of the 2019 Monsoon Trough was estimated by Deloitte at \$5.68 billion. The Human and Social impact makes up 42.5% of the total economic cost at \$2.419 billion.

The Community Information and Education campaign was allocated a budget of \$750,000 (0.031% of the estimated Human and Social cost) to deliver information and resources to support the sustainability and resilience of impacted communities.

The total program expenditure was \$708,905. The program underspent by \$41,095 (5.5% of the total program budget).

Finding 22: The Community Information and Education program was delivered within budget.

Finding 23: The total expenditure for the Community Information and Education program was immaterial compared to the estimated social and economic cost for the Monsoon Trough event.

Disaster education is paramount to ensuring public safety, and communities require access to information that will educate them on how to care for themselves and others before, during and after a disaster¹.

The [Queensland Strategy for Disaster Resilience](#) attributes community education and information about disasters, promoted through strategic delivery channels appropriate to the target community. This supports Queenslanders in making informed decisions about preparing for and responding to risks in their communities.

The program's use of targeted communication channels to provide information on how to manage the impacts of a flood event and steps to better prepare for the next flood, gave communities access to more information to assist their recovery and build resilience. Therefore, the investment in sustainable and resilient recovery for the Community Information and Education Program is likely to help to reduce the Human and Social impact of future disasters.

Recommendation 24: Future project underspends could be reallocated to conducting a Cost Benefit Analysis – to provide a comprehensive evaluation of the

¹ Dufty, N. (2020). Disaster education, communication and engagement. John Wiley & Sons, Inc.

program's cost effectiveness and to inform future community information and education programs.

Conclusion

The evaluation has concluded the Community Information and Education Program contributed to the recovery and resilience of the communities impacted by the Monsoon Trough disaster. Key findings of the evaluation are provided below.

Community engagement

1. The Get Ready Queensland Awareness and Preparedness campaign provided impacted communities with relevant information on how to prepare for and build resilience to natural disasters.
2. The Get Ready Queensland case study campaign provided impacted communities with relevant information on how to prepare for and build resilience to natural disasters.
3. The web-based application provided information about disaster preparedness for children and parents, in an engaging and educational way.
4. The Get Ready Queensland web-based application provided impacted communities with relevant information on how to prepare for and build resilience to natural disasters.
5. The flood insurance campaign delivered clear messages and information about the importance of having adequate insurance.
6. The Insurance campaign promoted broad information messages that were relevant to homes and businesses.
7. The Small Talk Big Difference campaign website featured a range of information about mental health and wellbeing to assist communities.
8. There was a marginal increase in the number of consultations delivered by RFDS clinicians in Queensland during the Small Talk Big Difference campaign period.
9. The Small Talk Big Difference campaign delivered information on mental health and wellbeing resources and services.
10. Birdie's Tree resources provided parents, educators and children with information to support their mental health and wellbeing.
11. Birdie's Tree online resources were available in multi-lingual and multi-cultural formats.
12. Get Ready Queensland campaign videos featured captions for deaf and hard of hearing communities.
13. The Small Talk Big Difference campaign offered a range of formats to engage with recovery and resilience information.
14. There is some evidence of providing accessible information to diverse communities.

Effectiveness

15. The Community Information and Education program provided information and resources to assist impacted communities to meet their health needs.
16. The program contributed to producing a sustainable community.
17. The preparedness and awareness advertising campaigns, including insurance and awareness and case study campaigns, prompted communities to think about their disaster preparedness plans and reassess their level of preparedness.
18. The Preparedness and Awareness advertising campaigns, including the Insurance awareness campaign, contributed to building community resilience to future disasters.
19. The web-based application promoted activities that improve community preparedness for future disaster events.
20. Activities delivered through the Community Information and Education program promoted information about preparedness activities to at least 600,000 people throughout the program's lifetime.
21. Information and resources delivered through the Community Information and Education program improved the knowledge of communities to prepare for and respond to future disasters.

Efficiency

22. The Community Information and Education program was delivered within budget.
23. The total expenditure for the Community Information and Education program was immaterial compared to the estimated social and economic cost for the Monsoon Trough event.

Recommendations

The following recommendations are provided to improve the effectiveness of future disaster recovery programs:

RECOMMENDATION 1

Capture future qualitative and quantitative campaign results in progress reports.

RECOMMENDATION 2

Create a governance committee for future Community Information and Education programs to ensure consistent messaging, leverage existing resources and share campaign insights. Recommendation 3: Future programs using games to disseminate disaster preparedness information could include a summary of information, checklists or a prompt, to find further information at the end of each stage – to reinforce the game’s messages.

RECOMMENDATION 3

Future programs using games to disseminate disaster preparedness information could include a summary of information, checklists or a prompt, to find further information at the end of each stage – to reinforce the game’s messages.

RECOMMENDATION 4

Distribute information packs on the web-based game to councils, for promotion on their website and for schools to use as an educational game for students.

RECOMMENDATION 5

Future insurance campaigns could consider providing information on insurance for low-income earners and groups who are less likely to have insurance (i.e. renters and young people).

RECOMMENDATION 6

If budget allows, future programs could consider targeting different messages or advertising creatives for households, businesses and people who don’t have insurance.

RECOMMENDATION 7

Future programs could provide targeted information about coping with the impact of natural disasters for mental health and wellbeing.

RECOMMENDATION 8

Future programs could leverage existing messages and resources to ensure consistency. For example, promoting Birdie’s Tree books as a mental health resource for parents to use with children who have experienced disasters.

RECOMMENDATION 9

Conduct qualitative research to evaluate the effectiveness of the campaign’s messages received by communities.

RECOMMENDATION 10

Conduct qualitative market research to evaluate the impact of information delivered through the Birdie's Tree initiative.

RECOMMENDATION 11

Future programs could use advertising to extend the reach of information provided by the Birdie's Tree initiative.

RECOMMENDATION 12

Future programs could consider delivering copies of Birdie's Tree books in different languages, to meet the unique needs of impacted communities.

RECOMMENDATION 13

Future programs could develop Braille versions of Birdie's Tree books to disseminate to Braille libraries in impacted areas.

RECOMMENDATION 14

Provide video transcripts to assist people who are deaf, hard of hearing, or who use translators.

RECOMMENDATION 15

Deliver supporting campaign materials including factsheets in simple English and translated languages.

RECOMMENDATION 16

Future programs could consider engaging local community leaders to develop culturally appropriate information, techniques and translated resources to promote mental health and wellbeing.

RECOMMENDATION 17

Future programs could consider adopting accessible communication practices and channels to extend the reach of preparedness, response and recovery information.

RECOMMENDATION 18

There may be an opportunity to partner with government, non-government and private sector organisations to promote accessible and inclusive disaster preparedness, response and recovery information. For example, future programs could leverage existing initiatives such as The Department of Communities, Housing and Digital Economy's Person-Centred Emergency Planning toolkit for people with disability.

RECOMMENDATION 19

Future programs could conduct market research to evaluate the reach and impact of information provided to communities.

RECOMMENDATION 20

Capture a consistent quantitative data metric across all campaign activities – such as reach – to support future evaluations of campaign activity impact.

RECOMMENDATION 21

Capture case studies from the community to demonstrate sustainable recovery.

RECOMMENDATION 22

Maintain access for communities to resources and information provided by the Small Talk Big Difference campaign and Birdie's Tree initiative, to support ongoing sustainable recovery.

RECOMMENDATION 23

Capture the number of people who visit the web-based application website and people who play the game to inform future improvements to the application.

RECOMMENDATION 24

Future project underspends could be reallocated to conducting a Cost Benefit Analysis – to provide a comprehensive evaluation of the program's cost effectiveness and to inform future community information and education programs.

Appendices

Appendix A – Background

2019 North and Far North Queensland Monsoon Trough

Impacts

The North and Far North Queensland Monsoon Trough – 25 January to 14 February 2019 (Monsoon Trough) produced exceptional rainfall that caused disruption and damage to communities in Far North Queensland.

The record-breaking rainfall cut off communities, devastated the livestock industry, left the freight industry at a standstill and destroyed infrastructure, homes and businesses. Over 56 per cent of the state's land mass was impacted, with 39 LGAs activated for joint State and Commonwealth DRFA assistance.

More than 70 locations experienced record daily rainfalls, 20 experienced record accumulated rainfall over 10 days and 18 locations set new records for the number of consecutive days of high (50mm or more) rainfall. In and around Townsville, the accumulated daily rainfall totals were the highest since records began in 1888.

The cascading and compounding consequences of this event are yet to be fully quantified but the long-term social and economic cost has been estimated by Deloitte Access Economics at \$5.68 billion. Damage to agriculture is estimated at \$432 million, including livestock losses of up to 500,000 cattle and 30,000 sheep.

Small business disruption has been estimated at \$116 million with 97 per cent of small businesses surveyed across the most heavily flooded areas reporting financial impacts including closures, trade interruptions, forward booking cancellations and damage to premises and equipment.

The extraordinary scale of damage to critical infrastructure included impacts to 6420km of state roads, 307km of Mount Isa rail line, 1000km of water pipelines, 15,000km of on-farm roads and 10,000km of fencing, bringing ongoing financial hardship to individuals, small business and industry until repairs can be undertaken across some of the most remote and challenging terrain in the country.

The closure of the Mount Isa rail line critically disrupted mining and minerals production – the major employer in North West Queensland. Glencore's Collinsville mine, Newlands Coal mine and Incitec Pivot's fertiliser facility were partially shut down – incurring extraordinary costs associated with alternative storage and freight of product.

With more than 116,667 people identified as experiencing hardship, the economic and social recovery from this large-scale disaster is beyond the capacity of local communities to facilitate and will be a long-term effort requiring collaboration and cooperation by all levels of government.

Response

Human and Social

DCDSS, together with partner agencies, established more than 30 community recovery hubs in the most impacted areas in the north, far north and north west of Queensland, providing services to more than 37,000 people.

Building

Queensland Fire and Emergency Services (QFES) coordinated initial Damage Assessments (DAs) to determine immediate impacts. With the assistance of QRA, QFES undertook 8467 Damage Assessment inspections with approximately 40 per cent of the properties reported as damaged and 15 per cent as uninhabitable. QFES also assisted residents by providing targeted wash out services to more than 300 flooded homes.

Roads and Transport

The Department of Transport and Main Roads (TMR) has been progressively assessing and restoring access to the 6420km of state-controlled road network impacted from the event. Inspections and emergency works were required to maintain road access where possible with more than \$20 million spent on counter disaster operations, emergency and immediate reconstruction works. TMR also removed 131 carcasses from state-controlled roads in impacted LGAs.

The Flood Recovery Road Access Group (FRRAG) was activated to manage emergency and disaster heavy vehicle access for freight consignors and heavy vehicle transport operators travelling in the affected areas; 86 enquiries were received with 31 permits issued.

The Rail Recovery Taskforce was established to lead the repair of 204 sites across 307km of flood-damaged track on the Mount Isa rail line. Over 400 employees and contractors were mobilised to accelerate the repairs and temporary workers camps established at Julia Creek and Richmond.

Economic

Recovery assistance for primary producers, small business and non-profit organisations has been activated under DRFA. As at 23 August 2019, more than \$93 million has been paid to 2224 primary producers, small businesses and not for profits. In addition, 46 Disaster Assistance Loans totalling over \$6.3 million have been approved for 15 primary producers and 31 small businesses impacted by the event.

As at 23 August, the Townsville Small Business Recovery Centre had provided 2450 lines of assistance to local businesses. Surveys were also conducted with a total of 794 small businesses and 172 primary producers participating.

Environment

Assessments have been undertaken with regards to riparian damage, biodiversity and habitat loss including the assessment and reopening of 41 national parks. Helping to ensure the safety of the community, saltwater and freshwater crocodiles surveys were undertaken and high risk animals relocated (if safe to do so) as well as increasing key messaging to the community on high risk native wildlife.

Early engagement was undertaken with mining and industrial sites to ensure recovery actions were environmentally safe and compliant with environmental approvals.

Consequences



Estimated impacts	Economic cost
Human and Social • Health, wellbeing and community impacts • Emergency response and clean-up	\$2.419 billion
Building • Residential damage • Commercial damage • Public asset damage	\$1.927 billion
Roads and Transport • State road damage • Local road damage • Rail damage	\$742 million
Economic • Primary production damage and disruption • Small business disruption	\$548 million
Environment • Riparian streambank damage • Coastal erosion • Pest and disease outbreaks	\$44 million
Total cost	\$5.68 billion

Source: Deloitte Access Economics estimates – The social and economic cost of the North and Far North Queensland Monsoon Trough (2019)

Queensland's disaster in numbers

\$5.68 billion estimated social and economic cost of the Monsoon Trough event



HUMAN AND SOCIAL



\$2.419 billion estimated health, social and community impacts



\$33 million in PHAS grants paid benefitting **116,667 people**



1800 people assisted with housing support

64,823 people assisted with psychological first aid



39 Local Government Areas (LGAs) activated for Disaster Recovery Funding Arrangements

DRFA
ACTIVATION

4483 requests for assistance received by State Emergency Service during the event



Activated LGAs cover an area of 100 million hectares = 56% of Queensland's land mass



BUILDING



3,300 properties damaged



\$1.46 billion

estimated damage to **residential** property



\$402 million

estimated damage to **commercial** property

\$50 million estimated damage to other **public** assets



\$14.5 million estimated damage to public **water** and **sewerage** infrastructure



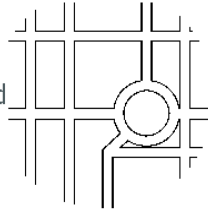
ROADS AND TRANSPORT



307km of Mt Isa rail line impacted including

200km severe damage
204 sites of severe erosion
38 bridge abutments damaged

40,000km of local government roads in the impact zone



6420km of State road network impacted

\$742 million estimated damage to roads and transport infrastructure



ECONOMIC

\$432 million estimated damage and disruption to primary production



Livestock losses up to 500,000 cattle and 30,000 sheep

on-farm infrastructure damage



10,000km of fencing
1000km of water pipelines
15,000km of on-farm roads

More than 17,000 small businesses in the impact zone



Direct impacts to small business estimated at \$44.8 million

Small business disruption estimated at \$116 million

\$320 million mining revenue losses estimated due to rail closure



2300 bales of hay transported for Fodder Drop Operations



ENVIRONMENT

Rainfall & Flooding
TOWNSVILLE – 1257mm in 10 days
PALUMA, WOOLSHED & UPPER BLUEWATER – more than 2000mm in 12 days
70 locations BROKE DAILY RECORDS
20 locations BROKE ACCUMULATED 10 DAY RECORDS



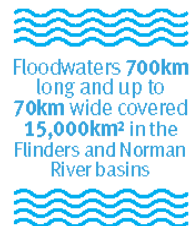
Ross River Dam reached 248% capacity



Accumulated TOTALS from consecutive days of heavy RAINFALL in and around Townsville were the highest since records began in 1888



41 national parks and state forests closed



Floodwaters 700km long and up to 70km wide covered 15,000km² in the Flinders and Norman River basins



≥ \$40 million estimated damage to riparian, streambank and coastal areas

Recovery Package

State recovery planning

North and Far North Queensland Monsoon Trough – State Recovery Plan

Major General (Retired) Stuart Smith, had his role extended on 8 February 2019 to include leading recovery from the Monsoon Trough flooding. The role involved development and implementation of the North and Far North Queensland Monsoon Trough – State Recovery Plan 2019-2021 (Recovery Plan) to assist communities

to recover, rebuild and reconnect as stronger and more resilient.

The Recovery Plan acknowledges that successful recovery relies on a collaborative, coordinated, adaptable, scalable approach where the responsibility for disaster recovery is shared between all sectors of the community. This includes individuals, families, community groups, businesses and all levels of government. Locally-led approaches to recovery support rapid restoration of services essential to human wellbeing and present an opportunity to build resilience and improve community circumstances and preparedness beyond their pre-disaster state.

The Recovery Plan follows this framework to be delivered across five recognised lines of disaster recovery – Human and Social, Building, Roads and Transport, Economic and Environment. The Recovery Plan recognises the lead role local governments play in the recovery process and the need for them to develop local recovery plans to help guide restoration and enhancement of infrastructure, support vulnerable and isolated members of the community, increase disaster preparedness and build resilience for the future.

Roles and responsibilities

Local government

The Recovery Plan recognises that local governments have a legislated responsibility through the *Disaster Management Act 2003* for implementation of local disaster management plans.

Queensland Reconstruction Authority

QRA is the lead agency for coordination and development of disaster recovery, resilience and mitigation policy in Queensland. QRA supports the delivery of recovery and reconstruction projects for communities impacted by the Monsoon Trough from a state perspective by providing coordination and facilitation of communication across the five Functional Recovery Groups (FRGs) to achieve whole of community outcomes. QRA also administers funding assistance on behalf of the Commonwealth and Queensland governments under the DRFA. QRA will provide regular recovery reports outlining progress across local governments, as informed by the FRGs at a state level. QRA will also report on the recovery process to the QDMC.

State Recovery Policy and Planning Coordinator

The Chief Executive Officer of QRA also fulfils the role of the State Recovery Policy and Planning Coordinator (SRPPC). The SRPPC works with the SRC to ensure a smooth transition between response and recovery, as well as overseeing recovery operations including state level preparedness and recovery policy, planning and capability development.

State Recovery Coordinator

The SRC works in partnership with the SRPPC to coordinate recovery activities for the Monsoon Trough, report regularly to the QDMC and provide strategic advice to government agencies undertaking disaster recovery work.

Deputy State Recovery Coordinator

The DSRC provides local support – geographically located in Townsville for the Monsoon Trough – to the SRC and Queensland Government with critical insights on how to best assist communities on their road to recovery.

Other groups

Further information on the roles and responsibilities of the following entities and positions are detailed in the *Queensland Recovery Plan* and the *State Recovery Coordinator Guide 2018*:

- Local Recovery Groups (LRGs)
- Local Disaster Management Groups (LDMGs)
- Functional Recovery Groups (FRGs)
- Queensland Disaster Management Committee (QDMC)
- The Minister responsible for reconstruction and recovery
- State Recovery Coordinator (SRC)
- Deputy State Recovery Coordinator (DSRC).

Human and social recovery plan

Impact summary

DCDSS has identified a number of key community support, health and wellbeing recovery impacts and issues across various locations and interest groups.

Financial counsellors have reported a significant increase in demand for financial support and low levels of financial literacy with issues being raised such as:

- Nil or insufficient insurance coverage.
- Uninsured but contractually rented contents destroyed by floods. This means renters are not eligible for grants (as they do not own the contents) but must continue to pay rent as per the contract.

Provision of a range of social, emotional and psychological support services:

- Partner agencies have provided 63,600 instances of psychological first aid.
- More than 30 Community Recovery Hubs and Pop-Up Hubs established.
- 8880 Outreach visits conducted to provide support to impacted communities.
- Four Community Recovery Referral and Information Centres and a Rental Recovery Hub have provided support across North, Far North and North West Queensland.

Mental health and wellbeing:

- The cumulative impact of many years of drought, as well as unanticipated flooding, has had a profound effect on the wellbeing of community members.
- To date, 1344 instances of acute mental health support have been provided by agencies such as Queensland Health and North West Rural and Remote Health Services.

Housing and accommodation:

- 3300 properties damaged
- 805 requests received for Emergency Housing Assistance.

Community Disruption:

- Disruption of community social events, volunteering and community service activities due to impacts upon volunteers and staff; impacts upon sporting or service facilities; access and egress issues; financial capacity of business to support events and community members capacity to attend.

Recovery outcomes

Sustainability

- Adequate housing is available to community members at appropriate times in the recovery process.
- Community members have access and are able to meet health needs (including mental health) arising from the disaster.
- Community members have access to psychosocial support.
- Households, families and individuals can act autonomously to contribute to the recovery process.
- Community members have access to education services.
- Community members have access to appropriate and coordinated social services.
- Community members feel sufficiently safe and secure following a disaster to engage in social activities and interactions with other members of the community.

Resilience

- The community has improved capacity and capability to respond to future disasters.
- The Community Recovery Package delivered targeted support to individuals and families to recover from the Monsoon Trough event, as well as building community capacity to more effectively respond to future events.

Program

Program guidelines

Eligibility criteria

Eligible scope includes:

- awareness campaigns (community, insurance and health and wellbeing) using channels that directly reach community members who reside in the 39 LGA areas impacted by the monsoon, including but not limited to traditional and social channels (radio, social media and direct advertising)
- distribution of birdies tree books to schools and public libraries that are located within the impacted 39 LGAs
- web-based app to be accessible by and promoted to the impacted 39 LGAs
- case studies subject matter to be tailored towards and suitable for the community of the 39 impacted LGAs, including general public, small business, education and seniors and other community groups.

Consideration will be given to leveraging opportunities that align with scope including existing disaster preparedness activities and campaigns, such as the current Get Ready campaign.

The program provides a total of \$2 million in Queensland Government funding to help local governments improve their communities' resilience and aligns with QRA's mission to make Queensland the most disaster resilient state in Australia.

Appendix B – Evaluation plan

Program outcomes

The North and Far North Queensland Monsoon Trough State Recovery Plan 2019-2021 identified high level recovery outcomes organised around the five functional lines of recovery. The Community Information and Education Program relates to the Human and Social recovery outcomes listed below.

- Community members have access and are able to meet health needs (including mental health) arising from the disaster.
- Community members have access to psychosocial support.
- The community has improved capacity and capability to respond to future disasters.

Program logic

A program logic diagram has been developed and is included as *Appendix C*.

The diagram shows the logical relationship for how:

- outputs can be measured against indicators
- indicators relate to the program strategies
- program strategies achieve recovery objectives
- recovery objectives align to the overall recovery objective of sustainable and resilient communities.

Program monitoring data

Quantitative

The quantitative data planned for regular and ongoing monitoring is the:

- number of people who accessed information on campaign websites.
- number of resources delivered to impacted communities.
- number of recipients.
- number of people reached.
- percentage of people who recall campaign messages.

Qualitative

The qualitative data planned for regular and ongoing monitoring is:

- case studies.
- community feedback through market research.
- types of information delivered.

Financial

The financial data planned for regular and ongoing monitoring is the:

- total expenditure to date.

State reporting

Recovery reporting

The quantitative and qualitative monitoring data and financial progress reports were referenced by QRA to inform the requirements of progress reports prepared as part of the North and Far North Queensland Monsoon Trough State Recovery Plan 2019-2021.

Community Recovery Package reporting

The quantitative and qualitative monitoring data and financial progress reports were reviewed, aggregated and summarised by QRA; then submitted to EMA as part of the DRFA Category C reporting arrangements.

Program reviews

QRA conducted regular program reviews of all DRFA funded programs, including a comprehensive program review three times each year. The Community Information and Education Program was incorporated in this review, with time allocated for QRA and QH representatives to brief the QRA Executive team on the program and progress.

Program evaluation

Key evaluation questions

Key evaluation questions (KEQ) give focus to different aspects of a disaster recovery program. A list of KEQs is provided in the framework, which has been considered and sampled in the evaluation of the Community Information and Education Program. Additional KEQs have been developed by QRA to support further evaluative activity specific to this program.

KEQs have been sampled based on:

- relevance to this program
- availability of monitoring data
- coverage of all five evaluation aspects of a disaster recovery program.

KEQs sampled for this evaluation are indicated with a tick (ü).

Governance

To evaluate the governance of disaster recovery programs, the following KEQs were sampled to assess whether the governance structure helped to achieve recovery outcomes.

Governance key evaluation questions	Sampled
G1 Has the governance structure taken a long-term perspective on outcomes and recognised the complexity of the process?	
G2 Has the governance structure ensured recovery programs are monitored on a regular basis?	
G3 Has the governance structure ensured programs are adaptive to changing needs and impact?	
G4 Has the governance structure ensured recovery plans clearly define roles and responsibilities for disaster recovery?	
G5 Has the governance structure ensured governance procedures conform to legislation, policies, and other plans?	
G6 Has the governance structure established community-managed funds and other resources for disaster recovery?	
G7 Is there a shared understanding among stakeholders regarding disaster recovery responsibilities, authority and decision-making?	
G8 Has the governance structure ensured that governance is transparent and accountable?	✓
G9 Has the governance structure managed unintended consequences that might flow from recovery activities?	
G10 Has the governance structure coordinated response and relief efforts with the recovery process so that the two 'work together'?	

Community engagement

To evaluate the community engagement on disaster recovery programs, the following KEQs have been sampled to assess whether the engagement process appropriately drew from the community to ensure the community was integral to the recovery process.

Community engagement key evaluation questions	Sampled
C1 To what extent did the community have access to and were engaged in the program?	
C2 Has community engagement occurred in a timely and on-going way that provides adequate representation of community views?	
C3 Is there shared vision of a sustainable and resilient community that is understood by the community?	
C4 Has there been joint planning between community actors and emergency teams and structures?	
C5 Do organisations have capacity to develop and manage community volunteers for disaster recovery?	
C6 Are recovery plans developed through participatory processes?	
C7 Does the community have the capacity and formal avenues to lobby and challenge external agencies on disaster recovery plans, priorities, and actions?	
C8 Is there inclusion/representation of vulnerable groups in community decision-making and management of disaster recovery?	
C9 Are agreed plans and management arrangements well understood by the community and all disaster management agencies?	
C10 Has information been developed and disseminated in multiple media, multi-lingual formats, alternative formats; is appropriate to a diverse audience, user-friendly; and accessible to under-served populations?	✓
C11 Do community members have information they need to continue recovering from the disaster?	✓
C12 Are evolving community needs assessed and prioritised during the recovery process to inform recovery activities?	
C13 Are governance processes appropriately inclusive and representative of the affected community?	

Effectiveness

To evaluate the effectiveness of disaster recovery programs, the following KEQs have been sampled to assess whether the program was effective in achieving the overarching recovery outcomes.

Effectiveness key evaluation questions		Sampled
E1	To what extent did the disaster recovery program produce a sustainable community?	✓
E2	To what extent did the disaster recovery program produce a resilient community?	✓
E3	Was there any trade-off between achieving resilient outcomes and sustainable outcomes?	
E4	To what extent did program activities and resources allow positive interaction among the recovery domains (lines of recovery / other programs)?	

Efficiency

To evaluate the effectiveness of disaster recovery programs, the following KEQs have been sampled to assess whether the program was efficient in its implementation.

Efficiency key evaluation questions		Sampled
H1	How cost effective was the program?	✓
H2	To what extent did the program achieve the right balance between centralisation of some activities to achieve economies of scale while at the same time being responsive to local needs and conditions?	
H3	Did the program prevent price escalation stemming from the level of demand and competition between organisations?	
H4	How well did the program balance the need to optimise between cost of restoring essential public assets and the cost of delaying such projects?	
H5	How appropriate were the price benchmarks used to evaluate service providers?	
H6	Did the program achieve value for money relative to the disaster recovery context?	

Equity

To evaluate the equity of disaster recovery programs, the following KEQ has been sampled to assess whether the program was equitable in its implementation.

Equity key evaluation questions	Sampled
Q1 To what extent was program delivered across different stakeholder, regions and social groups?	

Implementation

To evaluate the effectiveness of disaster recovery programs, the following KEQs have been sampled to assess whether the implementation of the program was appropriate.

Implementation key evaluation questions	Sampled
I1 To what extent was the program delivered as intended?	
I2 Was the program consistent with the National Principles for Disaster Recovery?	
I3 To what extent has the program been implemented according to the recovery plan?	
I4 Did the speed of the recovery process compromise quality of services?	
I5 Did the recovery program meet community needs as they changed over time and in response to changes in disaster impact?	
I6 To what extent did program activities and resources effectively encourage interaction between outcome domains?	
I7 Where disaster recovery involved several separate components or projects, how well coordinated were these with each other?	
I8 To what extent was the recovery process affected by external factors that may have had an impact on the community's ability to recover?	

Dissemination of findings

The evaluation will be shared with relevant Queensland Government departments and agencies.

A copy of the evaluation report will be uploaded to the National Disaster and Evaluation Database hosted at the Australian Disaster Resilience Knowledge Hub.



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