Evaluation Report

Clean-up and Repair of Community Recreational Assets and Facilities Program
Community Recovery Package

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

November 2022

Queensland Government

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Queensland Reconstruction Authority
PO Box 15428
City East QLD 4002
Phone (07) 3008 7200
info@qra.qld.gov.au
www.qra.qld.gov.au

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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 and D. The package included the Clean-up and Repair of Community Recreational Assets and Facilities Program (Community Assets and Facilities Program).

The purpose of the Community Assets and Facilities Program was to assist in the clean-up and repair of community and recreational assets that have been damaged by the Monsoon Trough and alleviate distress and accelerate the recovery of those communities impacted by the devastating effects of the event.

The Queensland Reconstruction Authority (QRA) led implementation of the Program across local governments and state agencies. The Department of Housing and Public Works, Sport and Recreation (DEPW) administered funding to not-for-profit sport and recreation organisations. The program concluded in June 2022.

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 Assets and Facilities Program was shown to contribute to the recovery of the communities and local economies impacted by the North and Far North Monsoon Trough (Monsoon Trough). Detailed findings were documented in response to key evaluation questions.

Recommendations have been provided to improve the effectiveness of a Community Assets and Facilities 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 National Disaster Recovery Monitoring and Evaluation Database hosted by the Australian Institute for Disaster Resilience.

Program Implementation

Summary

Scope

As part of the $242 million Category C and D funding package, funding under this program was approved as a capped amount to the approved project.

The objectives of the Category C Clean-up and Repair of Community Recreational Assets and Facilities Program were to provide DRFA funding to:

- enable local governments and state agencies to clean-up and repair recreational assets and facilities that have been damaged by the Monsoon Trough and are considered ineligible for DRFA Category B restoration funding
- enable not-for-profit sport and recreational organisations to repair facilities damaged by the Monsoon Trough and resume service delivery to the community
- contribute to the restoration of social and community networks, accelerate community recovery and relieve distress caused by the event.

The eligibility was based on the works required to clean up or restore the community recreational asset / facility to its pre-disaster function and resume service delivery to the community. The cost of works or activities covered by insurance was ineligible.

From a total of 156 applications or expressions of interest, 67 projects were approved and completed – as last reported on 30 June 2022.

Program Lead	Applications / Expressions of Interest	Approvals	Completed
QRA	104	22	22
DHPW/DTIS	52	45	45
Total	**156**	**67**	**67**

Cost

The program was completed for just under $18 million against an approved allocation of $20 million.

Asset type	Budget cost	Actual cost
Government-owned assets	$10M	$4.76M

Non-government assets	$10M	$13.09M
Total	**$20M**	**$17.85M**

Time

QRA led

The timeframes for local government and state agencies were as follows.

Milestone	Target date	Actual date
Expressions of Interest (EOIs)	19-Jul-19	19-Jul-19
All approved projects completed	30-Jun-21	30-Jun-21

DHPW/DTIS led

The timeframes for not-for-profit sport and recreational assets were as follows.

Milestone	Target date	Actual date
List of grant applications	30-Jun-19	30-Jun-19
All approved projects completed	30-Dec-20	31-June 22

Delivery

The program was delivered by two State Departments that were considered best placed to administer funding to the relevant impacted organisations.

Local government and state agencies

QRA led program delivery for community assets owned by State or local government. QRA has an enduring role in administering other categories of DRFA directly with Councils, State Departments and Agencies, which includes pre-existing funding agreements. QRA also has existing relationships with Councils, State Departments and Agencies through its network of Regional Liaison Officers.

QRA invited Expressions of Interest (EOI) via its existing Management and Reporting System (MARS) online portal. EOI documentation was assessed, and where considered eligible, applicants were encouraged to support further project documentation for approval.

Approved projects were delivered by the State or local government applicant in accordance with the project plan.

Projects included the clean-up and restoration of recreational boardwalks, walkways, parks, playgrounds, public amenities, access roads and trails.

Not-for-profit sport and recreational assets

The (then) Department of Housing and Public Works, Sport and Recreation (DHPW) led program delivery for community assets owned by not-for-profit sport and recreation organisations through their Sport and Recreation division. DHPW has a role administering other programs directly with not-for-profit sport and recreation organisations.

DHPW Sport and Recreation officers consulted directly with eligible not-for-profit organisations (and some local governments) to complete a DHPW application form for eligible projects.

Approved projects were delivered by the not-for-profit organisation (or local government) applicant in accordance with the project plan.

Projects included restoration of facilities supporting a range of sport and recreational activities – such as shooting, golf, pony and horse riding, motorbike and mountain bike riding, rowing, football, cricket, netball, hockey, basketball, Australian rules football, bowls, darts, table tennis, camp drafting and archery.

During the program, the Sport and Recreation division was moved to the Department of Tourism, Innovation and Sport (DTIS) through a machinery-of-government (MOG) change.

Governance

Program reviews

QRA conducted regular program reviews which incorporated financial and progress assessments of the Community Recreational Assets and Facilities 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. These reviews included a program briefing from the Regional Liaison Officers that represent the relevant State or local government organisation.

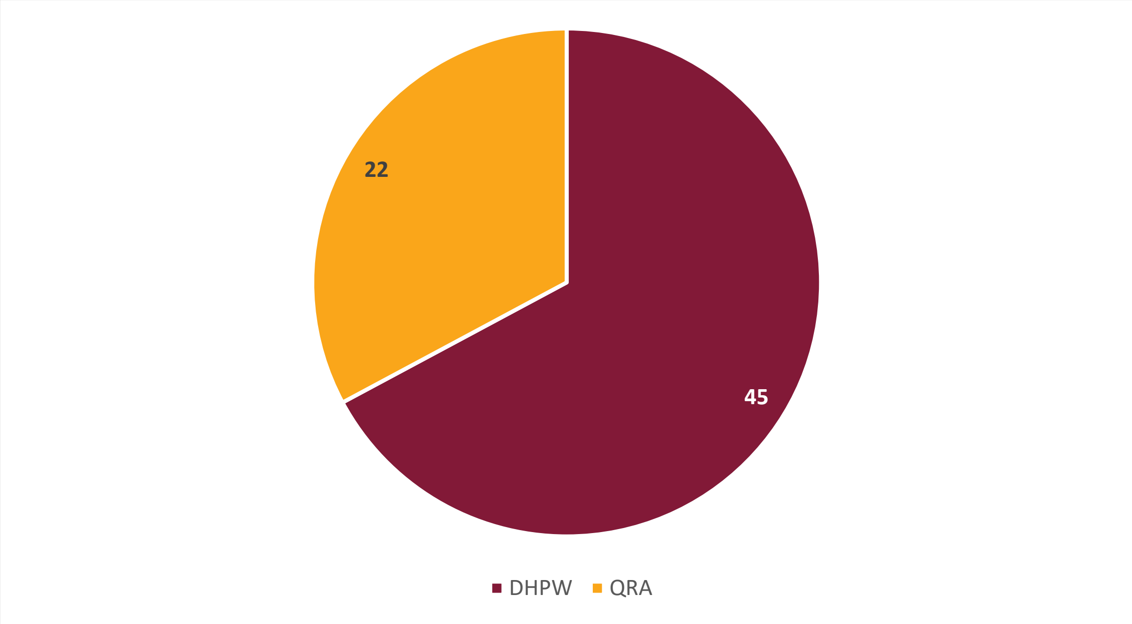
QRA provided quarterly progress reports on all Category C packages, including the Community Recreational Assets and Facilities Program, to Emergency Management Australia (EMA) – as the Commonwealth and State governments jointly funded the program. These reports were made available for evaluation.

Progress monitoring

Quantitative

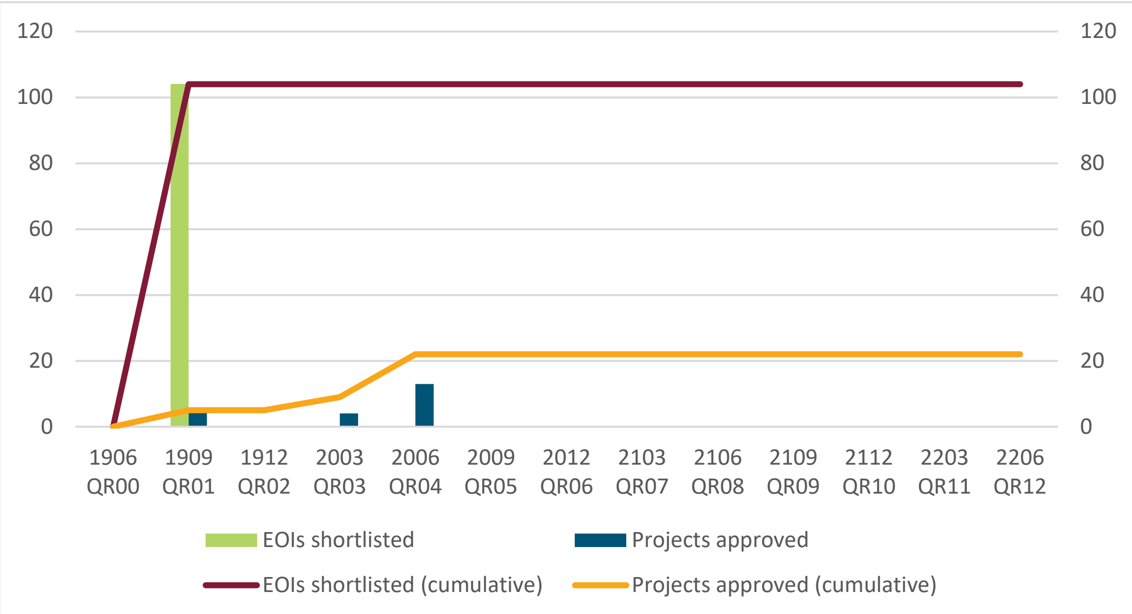
Grant delivery

67 grants were jointly delivered by QRA and DHPW.



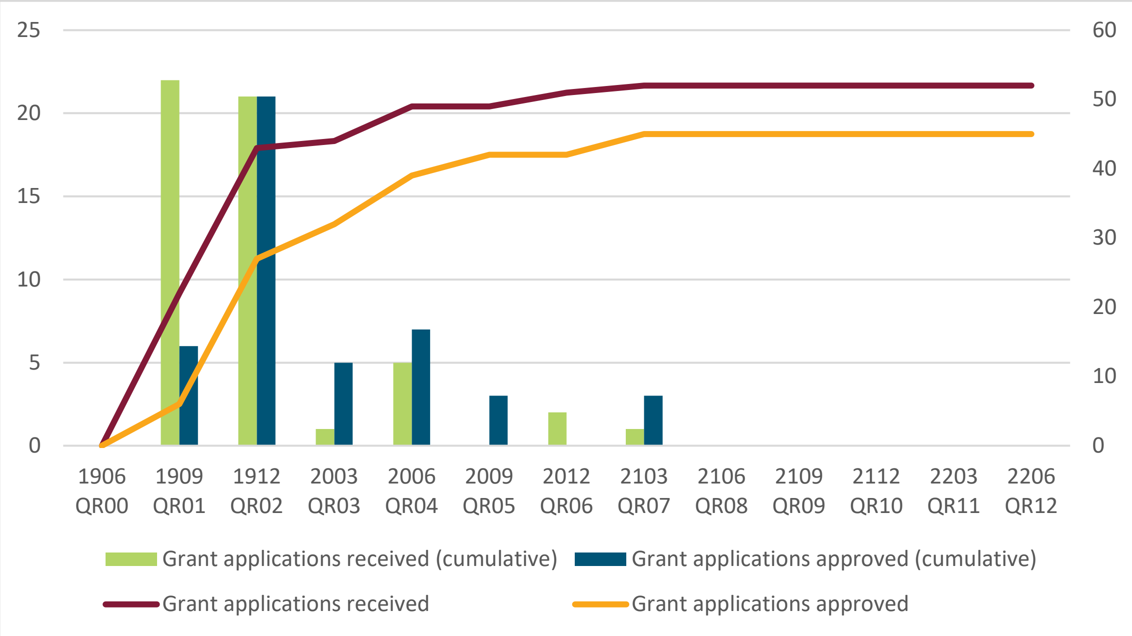
QRA delivered grant applications over time

QRA facilitated an expression of interest process with impacted local and state government organisations. 104 projects were shortlisted as eligible, subject to further information. Many projects were withdrawn or ineligible for funding due to confirmation of adequate insurance coverage or other funding. 22 projects were approved within the first financial year of the program.



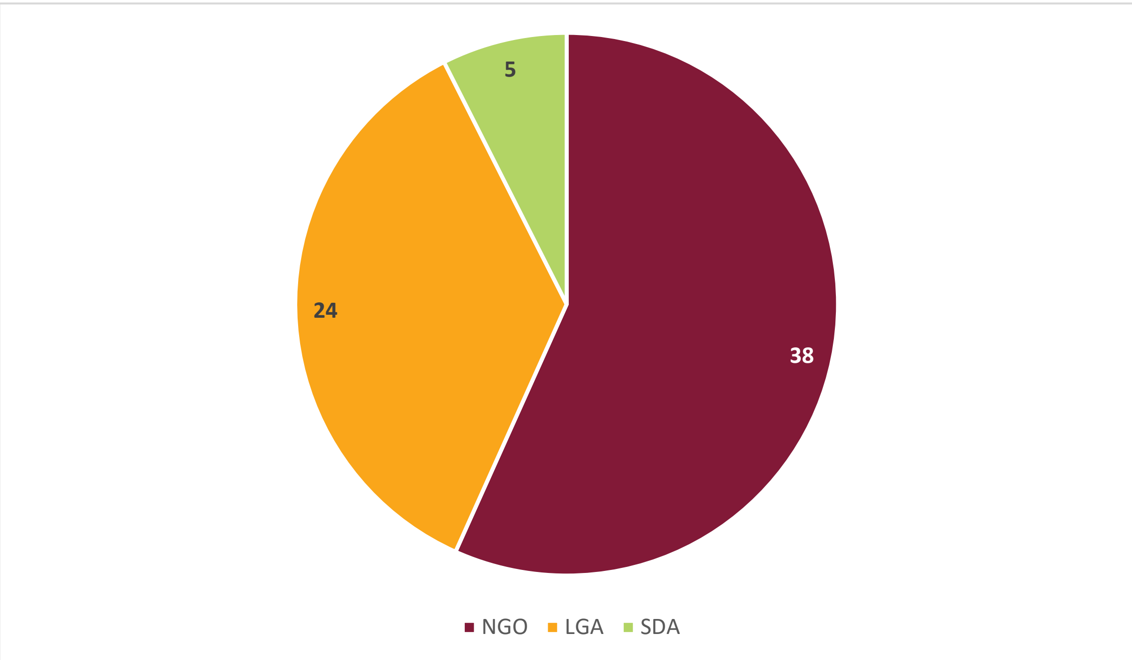
DHPW delivered grant applications over time

DHPW facilitated engagement directly with impacted not-for-profit sports and recreational organisations. 52 applications were received, with 45 projects funded. Most projects were approved within the first financial year of the program. Additional projects were approved following a reallocation of funds from QRA to DHPW to align with community needs.



Projects funded by organisation

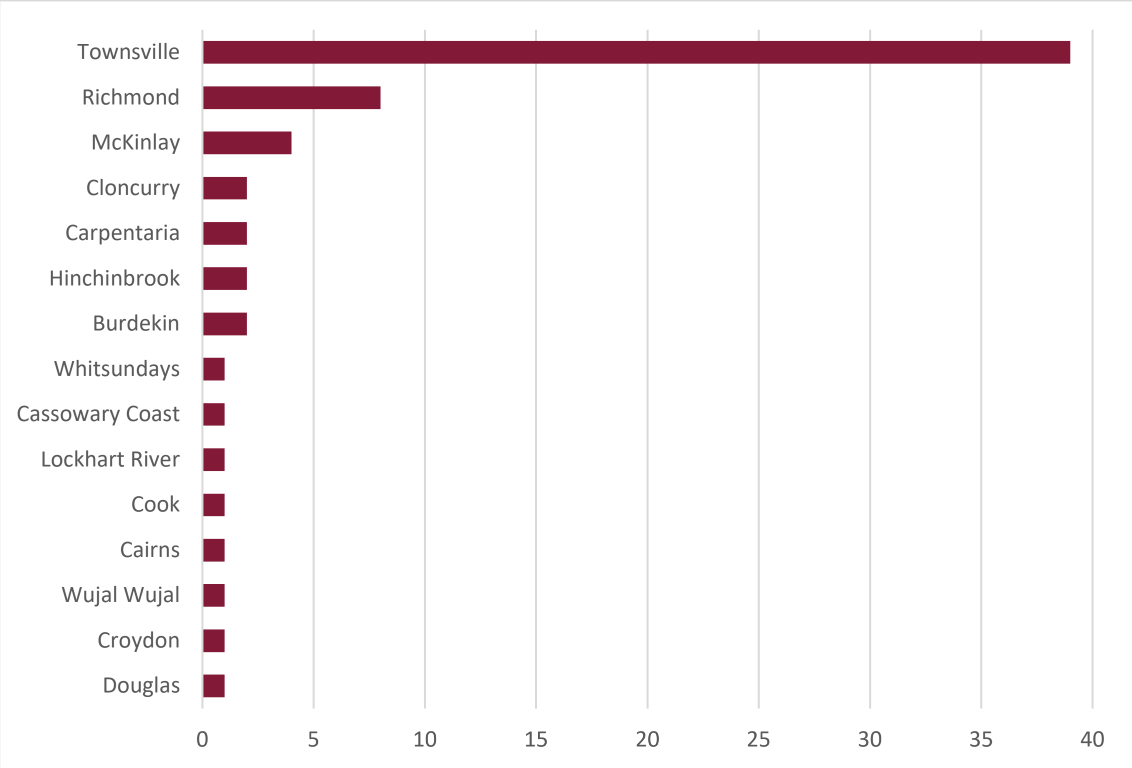
67 projects were funded across 51 unique organisations. Projects were funded for local government (24) and state government (5) organisations, with most of the projects awarded to other entities (38) – such as community groups and not-for-profit organisations.



Projects funded by location

67 projects were funded across 15

local government areas. Most approved projects (39) were in the Townsville City Council area.



Qualitative

Completion reports

Reports for all projects were submitted at project completion to evidence clean-up and repair works. Several completion reports (*Appendix C*) have been selected and made available for evaluation as indexed below.

Index	Completion Report	Program Lead
CR01	North Queensland Football Ltd	DHPW/DTIS
CR02	Queensland Policy-Citizen Youth Welfare Association	DHPW/DTIS
CR03	Townsville Hockey Association Inc.	DHPW/DTIS
CR04	AFL Masters Townsville Inc.	DHPW/DTIS
CR05	Saxby Roundup Association Inc.	DHPW/DTIS
CR06	Townsville Cricket Inc.	DHPW/DTIS

Evaluation findings

Governance

Regular monitoring

G2 – Has the governance structure ensured recovery programs are monitored on a regular basis?

The governance arrangements ensured the Community Recreational Assets and Facilities Program was monitored and reported on regularly.

Each quarter, the program effectively monitored and reported on key quantitative measures of the:

- number of grant applications received
- number of grant applications approved
- total value of grant applications approved
- total expenditure.

Reporting on these metrics enabled all levels of government to monitor the progressive uptake of available grants and budget.

Reporting also covered some program highlights, such as limited details of key projects approved during the quarter.

On completion, all projects were required to submit completion reports evidencing the clean-up and repair works had been undertaken as planned.

The reporting data was sufficient to monitor the physical works contributing to one of two key program strategies – to *enable clean-up and repair of damaged recreational facilities*.

Finding 1: The governance structure ensured the Community Recreational Assets and Facilities Program was monitored and reported on regularly.

No case studies were reported throughout program implementation or provided through progressive Recovery Reporting and Quarterly Reporting to the Commonwealth.

Another key program strategy was to *contribute to the restoration of community facilities that support social networks*. The strategy was aligned to the recovery objective that *community members have access to psychosocial support*, set out in the State Recovery Plan and reiterated in program guidelines.

Without regular examples of how restored community assets supported community members socially, it is difficult to monitor and evaluate progressive program success based on quantitative metrics alone. Case studies are essential to demonstrate the effectiveness of each grant aligned to desired recovery outcomes for the community.

Case studies were made available for evaluation at program completion, highlighting positive community outcomes.

There are opportunities through existing structures to ensure greater access to case studies, positive news stories and evidence of project success at the community level.

Finding 2: The governance structure did not establish reporting mechanisms to capture case studies, organisational feedback or community stories.

Recommendation 1: The governance structure must ensure case studies and positive news stories are progressively made available for monitoring and reporting of community outcomes.

Several case studies were made available for evaluation at program completion, highlighting positive community outcomes. However, there are opportunities through existing structures to ensure greater access to case studies, positive news stories and evidence of project success at the community level.

The case studies received highlighted the repaired or recovered asset's important role in the community with both a social focus and its work in various not for profits, charities and community groups:

> *"An important outcome of the Innisfail Bowls Club Riverbank Stabilisation re-opening of the green was the preservation of the Innisfail Bowls Club for the local community."*

Adaptive to changing needs

G3 – Has the governance structure ensured programs are adaptive to changing needs and impact?

The existing governance structures ensured programs were adaptive to changing community needs.

The State Recovery Plan identified that a key building recovery action was to:

> *"develop and implement a recreational assets and community facilities recovery program to achieve social recovery outcomes by ensuring leisure, sport and artistic activities are part of the fabric of the community."*

The plan acknowledged $20 million was available for the clean-up and repair of community and recreational assets and facilities. Several types of organisations that owned and operated such facilities were impacted – including local government, state government and not-for-profit organisations, such as clubs and associations. During program design, it was evident one existing agency was unable to leverage current relationships (both contractual and human) and mobilise the prompt rollout of grants to all entities.

QRA and DHPW agreed to partner on the program – initially split into $10 million each – leading engagement with different groups of impacted organisations.

QRA was already liaising with impacted state and local governments on counter disaster operations, emergent works and the restoration of essential public assets; appropriately placing them to leverage existing funding agreements with those organisations to quickly initiate a grant program. All 104 expressions of interest were received within the first quarter (by September 2019). Projects were assessed and progressively approved in the first financial year (by June 2020).

DHPW had existing relationships with impacted clubs through its Sports and Recreation division; well placed to leverage their existing grant system to quickly initiate a grant program. Most of the applications were received by the second quarter (December 2019). Projects were assessed and progress approved in the first financial year (by June 2020).

Following the project approval phase, it became evident during program implementation there was a greater impact and need for the DHPW program. QRA had exhausted all impacted organisations and had budget remaining. QRA and DHPW negotiated a cost reallocation accordingly, with DHPW/DTIS administering $13 million of grant funding compared to QRA's $5 million.

The reallocation enabled DHPW to approve additional projects in the second financial year. Once DHPW had exhausted all impacted organisations, approximately $2 million remained from the original budget.

There is evidence QRA negotiated with EMA to reallocate funds within the overall DRFA Category C and D package, including a reallocation of the $2 million underspend toward the Environmental Recovery Package.

The governance structure has demonstrated a level of adaptiveness and ability to respond to evolving needs of the community in relation to the clean-up and repair of recreational assets.

Finding 3: The governance structure ensured the Community Recreational Assets and Facilities Program was adaptive to changing community needs and flexible in its implementation.

Effectiveness

Sustainable community

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

The Community Recreational Assets and Facilities program targeted two recovery objectives that contribute to sustainable communities:

- Community members have access to psychosocial support
- Infrastructure relates to education, health, justice, welfare and any other community infrastructure that supports the community.

The success of each objective will be explored individually.

Community members have access to psychosocial support

This objective was linked to the recovery outcome *leisure, sport and artistic activities are part of the communities*.

As outlined in the program logic, the strategy aligned to this outcome was to *contribute to the restoration of community facilities that support social networks*.

The program directly restored community facilities that likely support social networks. Examples of built assets that undertook clean-up and repair included:

- public recreational facilities – such as boardwalks, walkways, parks, playgrounds, public amenities, access roads and trails
- facilities that support sporting and hobby activities – such as shooting, golf, pony and horse riding, motorbike and mountain bike riding, rowing, football, cricket, netball, hockey, basketball, Australian rules football, bowls, darts, table tennis, camp drafting and archery.

These recreational activities are likely vital to supporting social networks within communities. These linkages however have not been quantified or evidenced in the program design or implementation. While the community benefits are envisaged, qualitative data is needed to substantiate this theory.

Case studies, community stories and participant feedback are critical for capturing the human and social benefits likely realised through this program.

There are also possible outcomes in other recovery domains, such as economic. The Townsville Hockey Centre was one of the first community assets to be restored. Recovery reporting acknowledged in March 2020 that:

> *"Two projects were completed to restore the Townsville Hockey Association fields and amenities totalling $1.9 million. This enabled the Association to host various state hockey championship events from mid-June 2019."*

This building recovery outcome likely contributed both social and economic benefits for the region, compared to a scenario of events cancelled due to damaged facilities. An opportunity exists to capture these benefits on this program and similar programs in future.

Finding 4: The Community Recreational Assets and Facilities program likely encouraged community members to access social support through leisure and sporting activities, although anecdotal evidence has not been captured.

Recommendation 2: Evaluation of the program's effectiveness in achieving human and social outcomes will be enhanced by capturing case studies and sourcing feedback directly from the community.

Infrastructure supports the community

This objective was linked to the recovery outcome *infrastructure is built in accordance with changing recovery needs*.

As outlined in the program logic, the strategy aligned to this outcome was to *enable clean-up and repair of damaged recreational facilities*.

The program directly restored 67 community facilities across 15 local government areas with a focus on the heavily impacted Townsville region.

Completion reports demonstrate the effective clean-up and repair of community assets and facilities through photographic evidence. Completion report examples are referenced in *Appendix C*.

Finding 5: The Community Recreational Assets and Facilities program was effective in restoring damaged recreational facilities.

Resilience vs sustainability

E3 – Was there any trade-off between achieving resilient outcomes and sustainable outcomes?

There is difficulty in assessing the trade-off between achieving resilient and sustainable outcomes through distributing grant recovery funding to cover losses.

This evaluation has found the program was generally effective in achieving sustainable outcomes, however no explicit resilient outcomes were targeted in the program design or implementation.

Potential consequences are associated with providing support for government of not-for-profit organisations, in disincentivising community resilience. For example, a requirement for accessing a community recreational assets and facilities grant was demonstrating the loss was uninsured. There is a risk the grant support is perceived to reward a lack of insurance and incentivise future apathy toward insurance in general.

It is also understood not all community assets and activities are insurable. In certain circumstances, insurance may not be a viable or sustainable option. It is therefore challenging to quantify a trade-off on this issue.

There were no case studies available to capture stories of community resilience due to grant funding. It is possible (as outlined in the program logic) the restoration of critical community facilities providing human and social connection provided a positive impact for individuals supporting personal resilience.

There are opportunities to consider longer term resilience in recovery funding programs for community assets. Future programs could incorporate mitigation, preparedness or safeguarding incentives to further encourage organisational resilience, in addition to sustainable outcomes.

Finding 6: There is some inevitable trade-off between achieving resilient and sustainable outcomes through grant recovery funding.

Recommendation 3: Future programs should consider opportunities to incorporate mitigation incentives to promote resilient outcomes.

Recommendation 4: Case studies, community stories and participant feedback are critical for determining whether pursuit of sustainable outcomes negatively impacts community resilience and ongoing government support.

Equity

Fairness and access to recovery support

Q1 – To what extent was the program delivered across different stakeholder, regions and social groups?

The Community Recreational Assets and Facilities program was delivered across a wide geographical footprint, involving different community stakeholders and regions.

Organisations

A total of 67 different clean-up and repair projects were funded across 51 unique community organisations.

Projects were funded for local government (24) and state government (5) organisations, with most projects awarded to other entities (38) – such as community groups and not-for-profit organisations.

Townsville City Council received the most with eight projects. This allocation appears to align with the State Recovery Plan, highlighting the Townsville region as the most impacted area, identifying 3299 damaged properties. The Department of Environment and Science received five projects, while all other organisations received three projects or less.

Regions

The projects were distributed among approximately 15 different local government areas across North, Far North and North West Queensland:

- Burdekin
- Cairns
- Carpentaria
- Cassowary Coast
- Cloncurry
- Cook
- Croydon
- Douglas
- Hinchinbrook
- Lockhart River
- McKinlay
- Richmond
- Townsville
- Whitsundays
- Wujal Wujal.

Finding 7: The Community Recreational Assets and Facilities program was delivered across different organisations and regions, focussing on not-for-profit organisations in the most impacted areas.

Implementation

Intent

I1 – To what extent was the program delivered as intended?

The Community Recreational Assets and Facilities program was generally delivered as intended.

The State Recovery Plan identified damage to recreational assets as a challenge for impacted communities. The consequence of delays in the restoration of those assets and a plan to support recovery was captured in the building recovery action plan, summarised as follows:

Impact consequence	Recovery activity	Projected outcome	Timing
Community recovery impacted by delays in public infrastructure repair to shared local spaces.	Determine the repair / rebuild approach for community assets.	Develop a repair / rebuild plan to allow for community access to recovery funds.	Apr '19 to Jun '21
	Develop and implement a recreational assets and community facilities recovery program.	Clean-up and restoration of flood damaged community and recreational facilities to achieve social recovery outcomes by ensuring leisure, sport and artistic activities are part of the fabric of the community.	

The program guidelines were jointly developed by QRA and DHPW from April 2019 and were endorsed by EMA in June 2019. The program guidelines aligned with the intent of the State Recovery Plan.

The program guidelines targeted expressions of interest and applications by mid-2019, with the process starting in July 2019. The first recovery progress report in September 2019 demonstrated 100% of expressions of interest received by QRA. DHPW had most applications received by December 2019.

Most of the project works were reported as completed by June 2021 in line with the original timeframes. Completion reports were captured for all projects to evidence the condition of community assets before and after restoration works.

A need was identified during program implementation for restoration of additional recreational assets. Budget was available and reallocated between QRA and DHPW to fund additional projects. An extension of time was sought by DHPW and endorsed by EMA to enable the restoration of five community assets (7% of total projects) beyond the June 2021 deadline – due to material supply and availability of specialised contractors outside of Australia, with COVID-19 travel restrictions in place and wet weather delays. All works were reported as completed by June 2022 . It is unclear how the delays to these specific projects impacted community access to recreational activities.

Finding 8: The restoration of some community recreational assets and facilities were delayed by up to six months due to external factors, such as material supply, COVID-19 restrictions and severe weather.

Overall, the program successfully coordinated the clean-up and repair of 67 community recreational assets and facilities damaged by the disaster event, without insurance cover.

Finding 9: The Community Recreational Assets and Facilities program was generally delivered as intended.

Conclusion

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

Governance

1. The governance structure ensured the Community Recreational Assets and Facilities Program was monitored and reported on regularly.
2. The governance structure did not establish reporting mechanisms to capture case studies, organisational feedback or community stories.
3. The governance structure ensured the Community Recreational Assets and Facilities Program was adaptive to changing community needs and flexible in its implementation.

Effectiveness

4. The Community Recreational Assets and Facilities program likely encouraged community members to access social support through leisure and sporting activities, although anecdotal evidence has not been captured.
5. The Community Recreational Assets and Facilities program was effective in restoring damaged recreational facilities.
6. There is some inevitable trade-off between achieving resilient and sustainable outcomes through grant recovery funding.

Equity

7. The Community Recreational Assets and Facilities program was delivered across different organisations and regions, focussing on not-for-profit organisations in the most impacted areas.

Implementation

8. The restoration of some community recreational assets and facilities were delayed by up to six months due to external factors, such as material supply, COVID-19 restrictions and severe weather.
9. The Community Recreational Assets and Facilities program was generally delivered as intended.

Recommendations

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

Recommendation 1

The governance structure must ensure case studies and positive news stories are progressively made available for monitoring and reporting of community outcomes.

Recommendation 2

Evaluation of the program's effectiveness in achieving human and social outcomes will be enhanced by capturing case studies and sourcing feedback directly from the community.

Recommendation 3

Future programs should consider opportunities to incorporate mitigation incentives to promote resilient outcomes.

Recommendation 4

Case studies, community stories and participant feedback are critical for determining whether pursuit of sustainable outcomes negatively impacts community resilience and ongoing government support.

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

66,728 calls to the Community Recovery Hotline

$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

56%

BUILDING

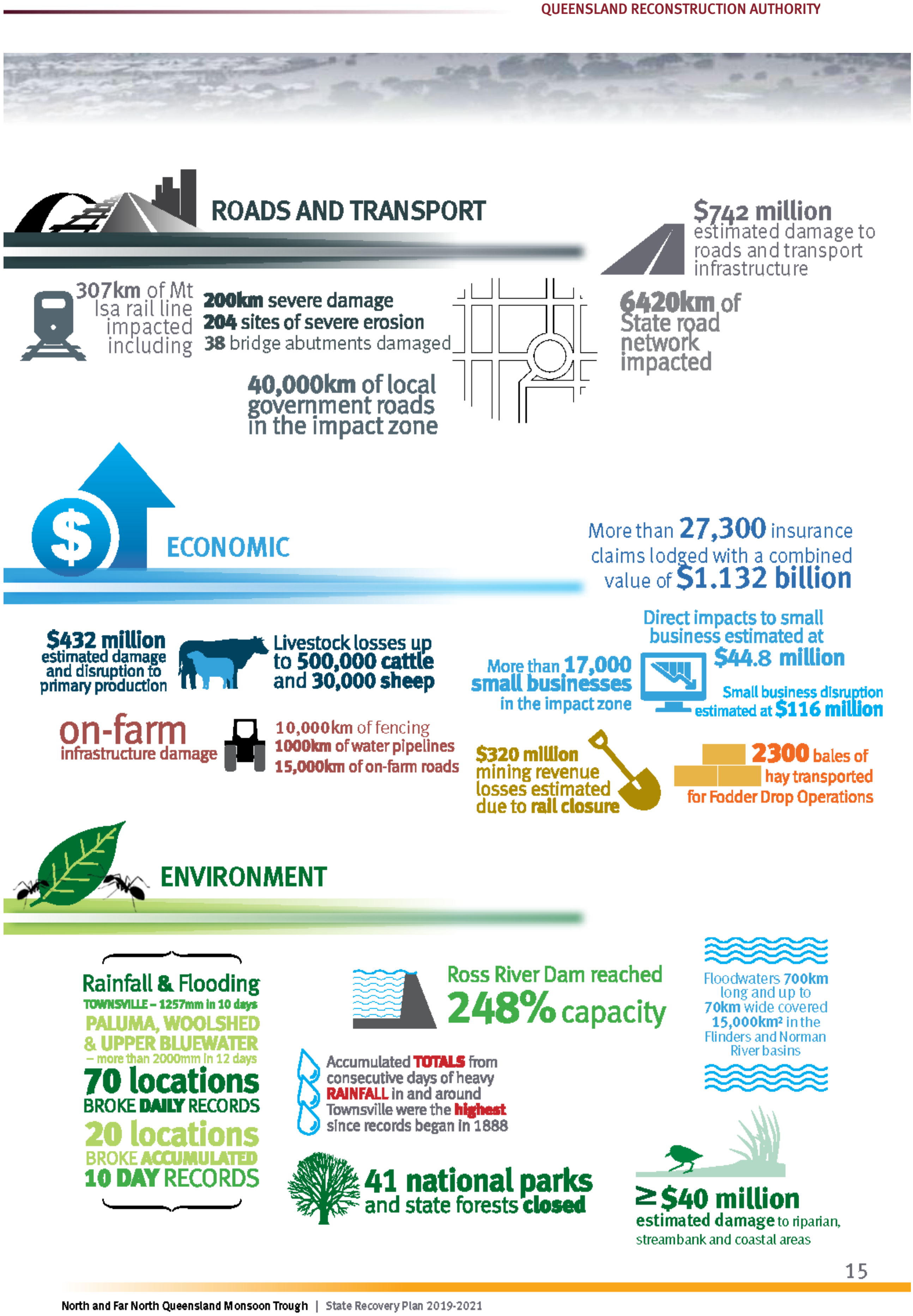
$50 million estimated damage to other **public** assets

3,300 properties damaged

$1.46 billion estimated damage to **residential** property

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

$402 million estimated damage to **commercial** property


QUEENSLAND RECONSTRUCTION AUTHORITY

ROADS AND TRANSPORT

$742 million estimated damage to roads and transport infrastructure

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

ECONOMIC

More than 27,300 insurance claims lodged with a combined value of $1.132 billion

$432 million estimated damage and disruption to primary production

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

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

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

$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

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

41 national parks and state forests closed

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

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North and Far North Queensland Monsoon Trough | State Recovery Plan 2019-2021

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 applicants

A. Local government and state agencies must own or operate community

recreational assets that are:

- located in a local government area activated for DRFA for the Monsoon Trough
- directly damaged by the event, and supported by post disaster evidence
- ineligible for DRFA Category B funding.

B. Not for Profit sport and recreation organisations must:

- be an incorporated not-for-profit sport or recreation organisation with sport or recreation as a primary objective
- manage sport or recreational assets that have been directly damaged by the Monsoon Trough and are located within a local government area activated for DRFA for the event
- have the legal right to conduct works on the damaged asset and intend to repair and restore the asset or facility to its pre-disaster function and
- have limited insurance or no insurance to cover the works on the damaged asset.

Funding will be prioritised to projects based on the applicant's demonstrated community need for the project and the importance of the asset to community participation and engagement. This funding support is over and above the existing grants available under Category C and D of the DRFA.

Eligible assets and facilities

Eligible assets and facilities under this program must be:

- managed by an eligible applicant, as above and
- directly damaged by the Monsoon Trough and located in an area activated for DRFA for the event.

Eligible works

Eligible works are the works required to clean up or restore the community recreational asset / facilities to its pre-disaster function and resume service delivery to the community. The cost of works or activities covered by insurance is ineligible.

Eligible costs

Eligible costs must be directly related to delivering the approved project and may include:

- local government applicant labour and plant costs directly associated with delivering the eligible works
- extraordinary wages such as overtime, additional allowances

- project management, design, supervision and inspection/superintendent costs, including additional administration costs to deliver the approved project/program
- plant operating consumables
- contractor and hire costs
- materials
- repair or replacement of equipment damaged or destroyed by the event, where not covered or only partially covered by insurance. Note – reimbursement of the replacement item is capped at the current depreciated amount or 50 per cent of the replacement price if depreciation is not captured.

Ineligible costs

- costs associated with preparing, reporting and acquitting DRFA applications and projects
- costs that are reimbursable under other funding sources, including insurance
- non-specific indirect and overhead costs
- costs associated with assessing an asset or facility when no event damage is identified
- profit margins of applicant including (but not limited to) the applicant's supply or use of plant, labour or materials
- legal costs
- purchase of land
- feasibility and planning studies
- temporary works, other than those required to enable completion of the approved project
- duplication of existing initiatives
- ongoing costs such as administration, operation and maintenance
- costs of works completed prior to the Monsoon Trough.

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 recovery outcomes that relate to the Clean-up and Repair of Community Recreational Assets and Facilities Program are as follows:

- Community members have access to psychosocial support
- Infrastructure relates to education, health, justice, welfare and any other community infrastructure that supports the community.

The Clean-up and Repair of Community Recreational Assets and Facilities Program Guidelines also referenced recovery outcomes including:

- Leisure, sport and artistic activities are part of the communities
- Infrastructure is built in accordance with changing recovery needs.

Program logic

A program logic has been developed as a diagram, which is included as Appendix D.

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
- the recovery objectives align to the recovery objective of sustainable and resilient communities.

Program monitoring data

Quantitative

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

- number of grant applications received
- number of grant applications approved
- total value of grant applications approved.

Qualitative

The qualitative data planned for regular and ongoing monitoring is:

- completion reports
- case studies.

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 Community Recovery Package reporting arrangements.

Program reviews

QRA conducted regular program reviews of all DRFA funded programs, including a comprehensive program review three times each year. The Clean-up and Repair of Community Recreational Assets and Facilities Program was incorporated in this review, with time allocated for DHPW/DTIS representatives or QRA liaison officers to brief the QRA Executive team on the program and progress.

Program evaluation

Key evaluation questions

Key evaluation questions (KEQs) 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 Flexible Funding Grants 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 Recovery Monitoring and Evaluation Database hosted by the Australian Institute for Disaster Resilience.

Queensland Reconstruction Authority
PO Box 15428
City East QLD 4002
Phone (07) 3008 7200
info@qra.qld.gov.au
www.qra.qld.gov.au

Queensland Government