

## **Section three: Framing the Challenge**



## 3.0 Framing the Challenge

### 3.1 Events managed by the Authority

The Authority has responsibility to administer NDRRA relief measures for historical and continuing disaster events in Queensland.

The Authority currently manages and coordinates the infrastructure reconstruction and recovery for 18 disaster events activated for NDRRA relief measures since the Authority's establishment in February 2011 and the remaining program of works for an additional 16 disaster events which occurred prior to the Authority's establishment.

#### 2012-2013 natural disaster events managed by the Authority:

- South West Queensland Wildfires, 21 December 2012
- Far Northern Queensland Bushfires, late October - December 2012
- Tropical Cyclone Oswald and Associated Rainfall and Flooding, 21-29 January 2013 \*
- Longreach Flood, 18 February 2013 \*
- Central and Southern Queensland Low, 25 February - 5 March 2013 \*

#### 2011-2012 natural disaster events managed by the Authority:

- Queensland Bushfires, August to October 2011
- Localised Heavy Rainfall Northern Queensland, October 2011 \*
- Southern Queensland Flooding, November to December 2011 \*
- South East Queensland Heavy Rainfall and flooding, 23- 26 January 2012 \*
- Western Queensland Tropical Low, 27 January to February 2012 \*
- Far Northern Queensland Tropical Low, 3-4 February 2012 \*
- North Coast Queensland Storms and flooding and East Coast Hybrid Low, 24 February - 7 March 2012 \*
- Northern and Far Northern Queensland Heavy Rainfall & flooding, 15 March 2012 \*
- East Coast Low, 22 March 2012 \*

#### 2010-2011 natural disaster events managed by the Authority:

- Queensland Flooding and Tropical Cyclones Tasha and Anthony, November 2010 to February 2011\*
- Severe Tropical Cyclone Yasi on 2 February 2011\*
- Queensland Monsoonal Flooding Event, 8 February 2011\*
- South West Flooding, April 2011\*

#### 2007-2010 natural disaster events managed by the Authority that have open submissions for damage:

- South East and North Coast Queensland East Coast Low, August 2007
- South West Queensland storms and flooding, 23-30 November 2007
- Central Western Queensland storms and flooding, 22-30 December 2007
- South East Queensland East Coast Low, 27 December 2007 - 7 January 2008
- Queensland Monsoonal flooding, January 2008
- Queensland Monsoonal flooding, February March 2008
- South West Queensland flooding, June 2008
- Queensland storms and associated flooding, 16-22 November 2008
- Queensland Monsoonal flooding and Tropical Cyclone Charlotte and Ellie, January - February 2009
- South East Queensland Low, May 2009
- Queensland Bushfires, September – October 2009
- South West Flooding, 20 – 25 November 2009
- Northern, Central and South West Queensland Flooding, 22 December 2009 to 8 January 2010
- Queensland Monsoonal Flooding and Tropical Cyclones Olga, Neville, Ului and Paul, January to April 2010
- South West Queensland Low and Associated Flooding, September 2010
- 2010 South East Queensland Flooding, 9-12 October 2010.

\* Events covered under the National Partnership Agreement for Natural Disaster Recovery and Reconstruction (NPA) between the State and Commonwealth Government signed 8 February 2013 (NPA Events)

### 3.2 Queensland 2013 Flood Recovery Plan

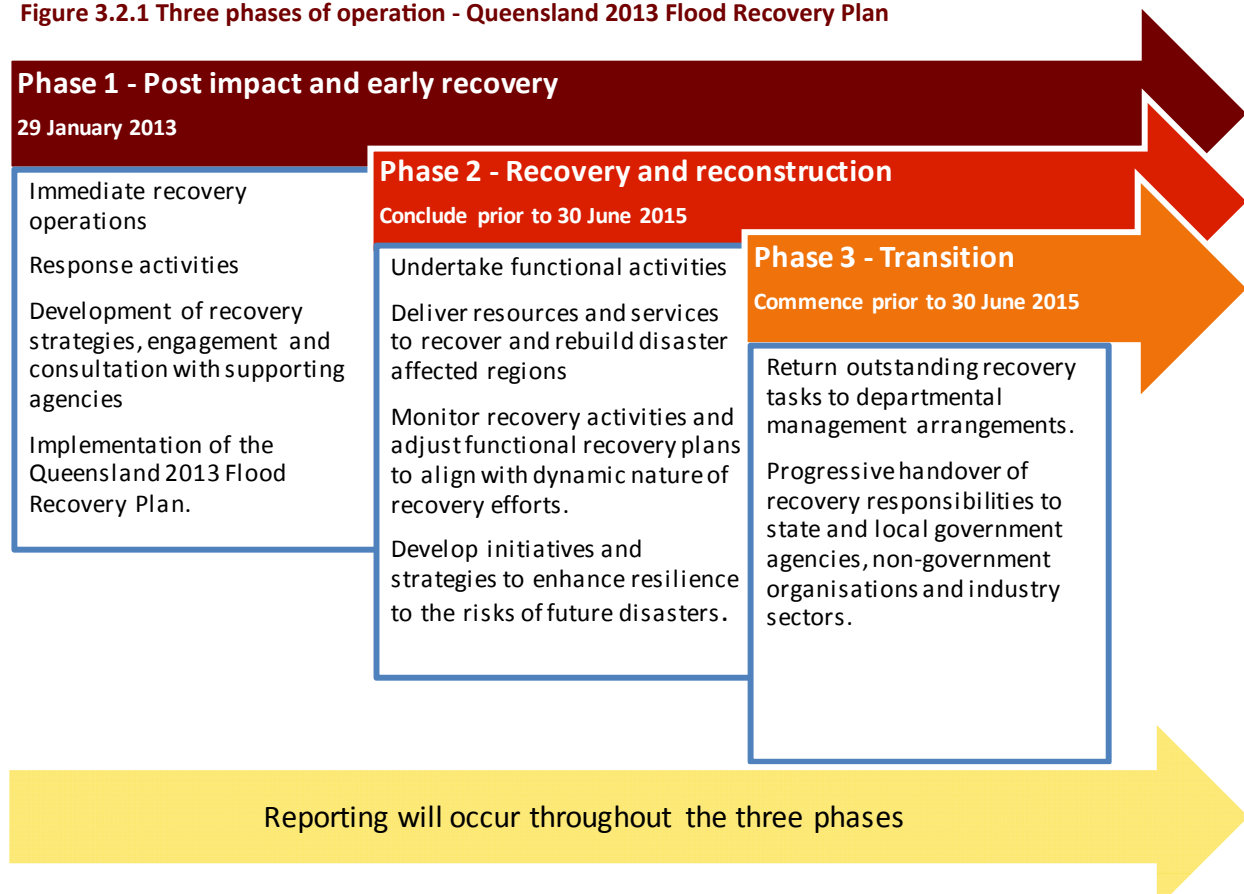
The Recovery Plan has been prepared to set the framework for the recovery from the flood and damage impacts of Tropical Cyclone Oswald. The aim of the plan is to assist affected communities to get back on their feet as quickly as possible while ensuring the effective and efficient employment of limited resources.

The Recovery Plan establishes the context for recovery at the State and local levels of government through setting the governance framework and providing strategic guidance for the coordination and management of recovery, reconstruction and community resilience activities of those areas impacted by Tropical Cyclone Oswald.

The Recovery Plan also sets the context for improved enhancement of resilience and aims to improve the State's ability to withstand, and bounce back from, future natural disaster events.

The plan coordinates the prioritisation and alignment of resources from multiple sources to support the broad range of recovery activities. These activities are being undertaken across three phases as set out in **Figure 3.2.1**.

**Figure 3.2.1 Three phases of operation - Queensland 2013 Flood Recovery Plan**



The Recovery Plan also establishes the structure for recovery activities from Tropical Cyclone Oswald.

Disaster Recovery Coordinators have been appointed to coordinate disaster recovery efforts within the regions most impacted by Tropical Cyclone Oswald:

- Northern Queensland Region— Don Cousins
- Bundaberg/North Burnett Region—Deputy Commissioner Brett Pointing APM
- Southern Queensland Region— Bill Mellor.

The composition of the three regions is set out in **Appendix B**.

Functional recovery groups, led by relevant State agencies, have also been established to effectively manage and coordinate recovery initiatives across impacted regions. The roles and responsibilities of each functional recovery group, together with the key performance metrics used to measure the rate of recovery progress, are set out in the Recovery Plan and summarised in **Section 3.3**.

The Authority provides support to the Disaster Recovery Coordinators and reports on progress of the functional recovery groups against their key tasks.

### 3.3 Functional Recovery Groups

The Recovery Plan provides a broad overview of each functional recovery group's roles and responsibilities and sets out the key performance metrics used to measure each group's progress.

An update on the progress of the functional recovery group against their key performance metrics is set out in this section of the report.

#### 3.3.1 Human and social

The Human and Social functional recovery group coordinates the efficient and effective delivery of human and social recovery activities. These activities include the provision of financial assistance and personal support services for individuals, families and communities.

The status of the key metrics being monitored by the Human and Social Recovery Group in relation to the recovery from Tropical Cyclone Oswald has been reported by the group at 30 September 2013 as follows:

Human and social	Metric	Status
1. All Essential Household Contents Grant (EHCG) applications assessed and paid when eligible	Number of grant applications	4,625
	Number of grant applications assessed	4,625
	Number of grant applications assessed as payable and paid	3,540
2. All Structural Assistance Grant (SAG) applications assessed	Number of grant applications	726
	Number of grant applications under assessment or awaiting additional information	43
	Number of grant applications assessed as payable and paid	350
3. All Essential Services Safety and Reconnection Scheme Grant (ESSRG) applications paid when eligible	Number of grant applications	416
	Number of grant applications under assessment or awaiting additional information	44
	Number of grant applications assessed as payable	233
	Number of grants paid	233
4. Communities are supported by additional 'counselling, other' services	Number of new clients receiving support from NDRRA funded services	See below
	Number of hours of service provision by NDRRA funded services	See below
5. All displaced households seeking housing assistance are assessed for housing need and referred to appropriate housing services.	Number of displaced households seeking housing assistance	652
	Number of households assisted	652
	Number of applications under assessment	0

#### Personal Hardship Assistance Schemes (PHAS)

PHAS comprises EHCG, SAG and ESSRG.

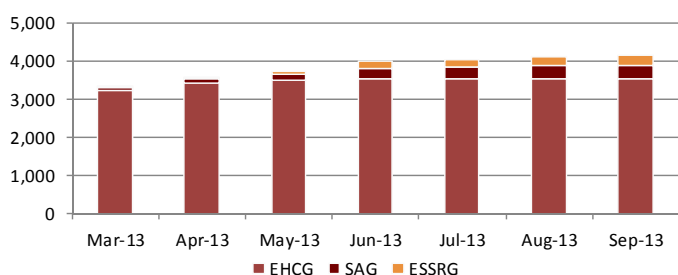
At 30 September 2013, 5,767 applications have been received across the three categories of PHAS. Of these:

- 4,123 have been assessed as payable, an increase of 31 approvals during the month—refer **Figure 3.3.1.1**
- 87 are under assessment or unable to be processed until supporting documentation is received from the applicant.

All EHCG applications have now been assessed and paid, where eligible. Applicants have until 30 June 2015 to apply for a grant, however the majority have now been received.

The process for finalising SAG and ESSRG grants requires site inspection by community recovery officers or qualified tradespeople prior to payment.

Figure 3.3.1.1 Number of PHAS applications assessed as payable



#### Counselling and other services

The Personal Support and Community Development programs, part of the \$5 million Community Recovery Package, are underway. North Burnett and Bundaberg Regional Councils have community development officers in place and UnitingCare Community has commenced service delivery, with 57 clients seen in the August/September reporting period.

An Aged Care Resilience Forum was held in Bundaberg on 17 September with approximately 70 attendees. The purpose of the forum was to improve business continuity plans with a view to enhancing disaster preparedness for aged care and nursing home facilities and the establishment of an Aged Care and Disability Providers Network in the region.

At 30 September, no provider has been approved for provision of mental health services, a NDRRA Category C initiative.

#### Displaced households

Housing service centres have now returned to normal business activities following completion of this recovery initiative. 652 displaced households were provided with housing assistance, of which 280 households were assisted into temporary accommodation and the remaining 372 requests were met through other means (alternate housing solution found, returned to own home, insurance company assisting). No requests are outstanding.

(Source: DLGCRR at 30 September 2013)

### 3.3.2 Economic

The Economic recovery group coordinates the efficient and effective planning and implementation of economic recovery activities. These activities include advice on the economic impacts of current disaster events and the group also provides information on the needs of local government and industry in responding to the events and getting the economy back to full production.

The status of the key metrics being monitored by the Economic Recovery Group in relation to the recovery from Tropical Cyclone Oswald has been reported by the group at 30 September 2013 as follows:

Economic	Metric	Status
1. Coal exports (Coal Export Tonnage)	Data is sourced from the monthly Queensland Coal Transport Report. This report provides an overview of Queensland coal exports and coal transport system performance.	Queensland coal export throughput in August 2013 totalled 34.0Mt, an increase of 31.5% increase on August 2012. To 30 June 2013, 2012-13 coal exports totalled 180.2Mt, a 9% increase over 2011-12. This is a state-wide measure and so can only be used as a broad indicator of overall health of the economy, rather than reflecting the recovery of specific regional industries. However, the current figures can be considered to represent a solid recovery.
2. NDRRA Financial assistance	Categories and amount of funding approved	Range of Category C and Category D measures activated to alleviate distress due to the impact of Tropical Cyclone Oswald - see <a href="#">Section 2.3</a> . Cat B loan approvals: - \$2.9m to 31 primary producers - \$0.36m to 5 small business Cat C grant approvals: - \$9.34m to 826 small businesses - \$38.75m to 3,528 primary producers - \$1.53m to 128 non-profit organisations Cat D loan-grant approvals: - \$10.38m to 35 primary producers - \$2.27m to 4 businesses - \$1.66m to 4 small businesses. See <a href="#">Figure 3.3.2.1</a>

#### Economic Recovery Initiatives

The Local Government Traineeship Strategy, being delivered by the Local Government Association of Queensland, is underway with 25 affected councils allocated 120 traineeship positions. To date, 20 trainees are undertaking the program across eight councils, an increase of four trainees during September.

Mentoring for Recovery workshops, aimed at assisting flood affected businesses address business challenges and issues, were held in September for North Burnett and Bundaberg.

A draft Economic Impact Assessment Report of the floods on the Bundaberg and North Burnett regions is in the process of approval and will be submitted to the councils in October 2013.

The Bundaberg and the North Burnett Regional Councils are each undertaking a flood study of the Burnett River (and associated tributaries) as they impact upon their respective regions. Members of the Burnett River Floodplain Management Action Plan - Community Reference Group were appointed by Bundaberg Regional Council on 17 September with nine community consultation meetings occurring between 23 and 28 September 2013.

A workshop to improve communications redundancy in the Bundaberg and North Burnett regions (and neighbouring regions) was held on 24 September with a focus to identify communication black spots, redundancies, improved shared services and future enhancements.

A workshop to improve air service coordination during disaster events at all levels was held in Bundaberg on 10 September attended by representatives of emergency services, local government and helicopter providers. The focus was to develop better disaster management arrangements at a state and local level.

#### Primary producers, rural and small businesses

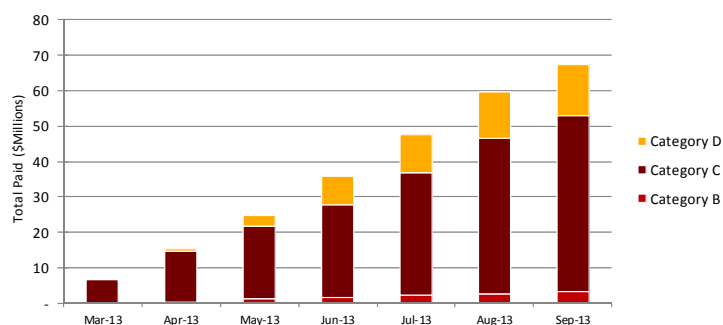
Removal of debris in cane fields is ongoing with assistance from Bundaberg Mary Regional Group (BMRG) volunteers and 12 NEATO job-seekers (long-term unemployed) who will gain certifications as a result of the training given and experience gained. This included the dismantling of a dilapidated house which was washed down by floodwaters to a canefield approximately two kilometres from its original location.

Approximately 80% of the sugar cane crushing in the Bundaberg region has been completed to date.

Under NDRRA Category D measures, 17 full-time Industry Recovery Officers (IRO) are operating as the primary point of contact for farmers and small businesses to access government assistance programs and services.

NDRRA Category B, C and D grants and loans worth \$67.2 million have been provided to 3594 primary producers, 839 business and small businesses and 128 non-profit organisations. Of this, \$7.6 million was paid in September to 223 applicants. Application dates for these loans and grants has now been extended to 29 November 2013. Refer [Figure 3.3.2.1](#).

Figure 3.3.2.1 NDRRA grants and loans approved – Tropical Cyclone Oswald



(Source: DLGCR at 30 September 2013)

### 3.3.3 Environment

The Environment recovery group coordinates the efficient and effective planning and implementation of environment recovery activities. These activities include advice on the measures required to achieve environmental recovery and to monitor and provide advice on current and potential environmental and cultural heritage issues. It also facilitates information exchange and maximises efficient allocation of resources towards recovery. A key focus is to progress strategies to reduce future impacts on the natural environment, in both urban and rural landscapes, focussing on long term resilience and sustainability.

The status of the key metrics being monitored by the Environment Recovery Group in relation to the recovery from Tropical Cyclone Oswald has been reported by the group at 30 September 2013 as follows:

Environment	Metric	Status
<b>1. National parks</b>	National parks affected by this event to re-open for conservation management	266 (45%) affected 265 recovered or partially opened
<b>2. Sewage treatment and water supply</b>	Sewage treatment plants (STP) and water treatment plants (WTP) affected by this event return to compliance with their relevant environmental authorities	<b>Recovery complete</b> 122 affected 122 recovered
<b>3. Mining operations</b>	Mining operations affected by this event return to compliance with their relevant environmental authorities.	<b>Recovery complete</b> 35 have conducted mine water releases 35 have returned to compliance*

\* returned to compliance with their relevant environmental authority regarding water releases.

#### 1. National parks

266 (45%) of Queensland's national parks, conservation parks, state forests and resource reserves have been affected by the Tropical Cyclone Oswald event. Of these, 124 were subject to closure.

The current estimation of damage costs to national parks is \$6.275 million.

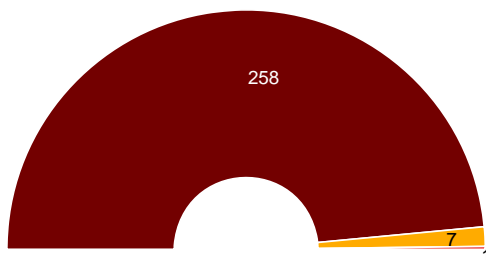
At 30 September 2013:

- 258 (97%) protected areas have been recovered
- seven (3%) protected areas have been partially opened
- only one protected areas remain closed or is inaccessible.

**Figure 3.3.3.1**

Repairs at the Glen Rock State Forest in the Lockyer Valley, the park that remains closed, are complete. However, the park is restricted from reopening by local road closures. Queensland Parks and Wildlife Service staff are continuing to liaise with council officers as to proposed timeframes for completion of access road repairs.

**Figure 3.3.3.1 Affected national parks**



■ National Parks recovered ■ National Parks partially open ■ National Parks closed

#### 2. Sewage treatment and water supply

All 122 sewage treatment plants, water treatment plants and sewage pump stations affected by the Tropical Cyclone Oswald event have now been recovered.

#### 3. Mining operations

35 Queensland mines have conducted mine water releases as a result of the Tropical Cyclone Oswald event, comprising 28 of the 45 coal mines in the Fitzroy Basin, one mine in the Burdekin and six mines in southern Queensland.

All Temporary Emissions Licences issues have now expired, with all mining operations reverting back to operating under their environmental authorities.

#### Clean-up and recovery program

On-farm productivity contracts to the value of \$10.0 million and environmental recovery contracts to the value of \$4.5 million were executed prior to 30 June 2013. Remaining funding will be contracted and spent in 2013-14 and 2014-15 financial years.

As at 30 September 2013, year to date spend has been \$5.4 million for on-farm productivity contracts and \$2.6 million for environmental recovery contracts.

(Source: DLGCRR at 30 September 2013)

### 3.3.4 Building

The Building recovery group coordinates the efficient and effective information exchange, issues identification and resolution between government agencies, building industry and insurance providers to ensure the efficient and prioritised use of available resources.

The status of the key metrics being monitored by the Building Recovery Group in relation to the recovery from Tropical Cyclone Oswald has been reported by the group at 30 September 2013 as follows:

Building	Metric	Status
1. Provision of immediate and longer-term temporary accommodation	Timely procurement of adequate numbers of accommodation units	On track see below
	Number of displaced households seeking housing assistance	On track see below
	Number of households assisted into temporary accommodation	On track see below
2. Provision of assistance and advice to building client agencies to support the repair and restoration of State public buildings	Number of significantly affected State public buildings and extent of damage <sup>1</sup>	99
	Number of significantly affected State public buildings repaired/restored to service <sup>2</sup>	99
	Significantly affected State public buildings with repairs in progress	5
3. Provision of building advice and information to support the community in its recovery	Building Services Authority (BSA) website updated with factsheets relevant to natural disaster recovery	On track see below
	Regular status updates by Industry Associations to Building Recovery Group (BRG) Sub Committee	Complete. No further activity required
4. Provision of advice to the recovery supply chain including contractors, subcontractors and material suppliers	Regular status updates by Industry Associations to BRG Sub Committee	Complete. No further activity required
5. Participation in future planning forums and discussion panels	Regular status updates by Industry Associations to BRG Sub Committee	Complete. No further activity required

<sup>1</sup> Significantly affected is defined as water 100mm over the floor level or serious structural damage and loss to related assets.

<sup>2</sup> Data provided refers to significantly affected public buildings which include schools and early childhood centres; ambulance, police and fire stations; hospitals; government employee accommodation and social housing.

#### Provision of immediate and longer-term temporary accommodation

As set out in Section 3.3.1, 652 displaced households were provided with housing assistance. Housing service centres have now returned to normal business activities following completion of this recovery initiative.

Immediate accommodation provided consisted of two fully serviced camps (340 beds) established in the week commencing 27 January 2013. Both camps were closed by 13 March 2013.

Longer term temporary accommodation (approximately 6 to 12 months) was established in the first weeks of the flood event in Bundaberg (77 beds), Mundubbera (58 beds) and Gayndah (22 beds). All residents temporarily housed at Bundaberg have now been rehoused, and work to remove the modular units has been completed.

All households in temporary housing in North Burnett have an exit strategy in place, which may include returning to a private home, returning to private rentals, or working with RentConnect to find rental accommodation.

Two further households were relocated in September leaving nine households in relocatable units in the North Burnett (five in Mundubbera and four in Gayndah).

(Source: DLGCR at 30 September 2013)

#### Provision of assistance and advice to building client agencies

There were 99 State public buildings significantly affected by Tropical Cyclone Oswald and all were restored to service (are operational or operating from temporary accommodation) by March 2013.

One school building in Gladstone had repairs completed during September. Five remaining public buildings, all Queensland Health, continue to have repairs in progress or are awaiting repair.

#### Provision of building and other advice to the community and recovery supply chain

The BRG Sub-Committee has been stood down following substantial completion of its key tasks. Activities of the BSA have largely returned to business as usual with requests for information, guidance or support now channelled to relevant staff members within BSA for action.

The Community Rebuild Project, which assists vulnerable residents in the Bundaberg/North Burnett region to repair their flood damaged homes to a safe and habitable state, has finalised the rebuild of 20 clients in the Bundaberg region, and one household in the North Burnett (13 householders completed in September). Approximately 80 vulnerable households were identified at the commencement of the program in August 2013 which has now increased to around 95.

### 3.3.5 Roads and transport

The Roads and Transport recovery group coordinates the efficient and effective delivery of road and transport recovery activities. These activities include input to the development of the Roads and Transport Recovery Program, including identifying priorities. The Department of Transport and Main Roads (DTMR) is responsible for delivering the state-controlled roads and transport response, recovery and reconstruction and is engaging directly with industry and the community on the reconstruction phases following the natural disaster.

The status of the key metrics being monitored by the Roads and Transport Recovery Group in relation to the recovery from the events of early 2013 has been reported by the group at 30 September 2013 as follows:

Roads and Transport	Metric	Status
1. Damaged state-controlled roads to be reconstructed (kms)	Total length of damaged roads (kms)	620 km
	Total length of damaged roads reconstructed (kms)	35 km
	Total length of damaged roads under reconstruction (kms)	37 km
2. Kms of rail line Impacted/damaged rail line	Total length of impacted/damaged lines (kms & %)	3,100 kms (43%)
	Total length of impacted/damaged rail line recovered (kms)	Recovery complete 3,100 kms

#### 1. Damaged State controlled roads

The status of DTMR's recovery and reconstruction program (inclusive of 2010 to 2013 event works) is discussed in further detail in **Section 5.2 Progress of State-controlled roads and highways**.

DTMR has completed its road recovery phase, clearing, repairing and reopening 5,544 km of state controlled roads affected by the three natural disaster events of early 2013.

Under DTMR's reconstruction program, reconstruction of 35km of roads damaged by Tropical Cyclone Oswald has been completed and an additional 37km is under construction - refer **Figure 3.3.5.1**.

To 31 August 2013, projects to reconstruct damage to the state-controlled road network following the natural disasters in early 2013 valued at over \$428 million have been sent out to market.

Key reconstruction work projects completed and underway are set out opposite.

#### 2. Rail network

All 3,100km (43% of the total rail network) impacted as a result of the 2013 events have been recovered.

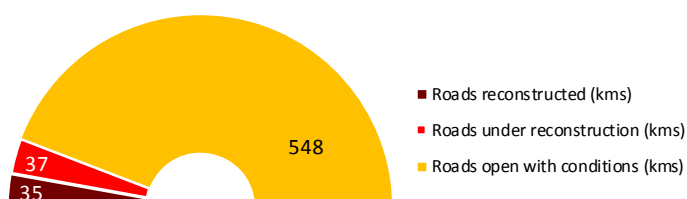
#### Key reconstruction works complete

- **Tallon Bridge** on the Isis Highway in Bundaberg was fully reconstructed within three weeks of the flooding event and access restored for all traffic.
- **Neerkol Creek Bridge** 30 km west of Rockhampton on the Capricorn Highway was reopened within days of the event.

#### Key reconstruction works underway

- **Burnett Highway, Mt Morgan Range**—reconstruction works following 35 cut/fill slips started in May 2013 and is scheduled for completion in early February 2014, weather permitting.
- **Mt Sylvia Road, Lockyer Valley**—reconstruction works commenced in July 2013 and are scheduled for completion by July 2014, weather permitting. Traffic has been moved onto sidetracks and construction of permanent floodways is underway.
- **Warrego Highway, Jondaryan to Dalby**—pavement testing is complete and detailed designs are being progressed following pavement failures as a result of the 2013 events. Detailed design of works is due to be complete by 30 November 2013 and construction complete by December 2014, weather permitting.
- **Burnett Highway, Ban Ban Springs to Monto**—interim recovery works have returned the full road to normal operating conditions. Further reconstruction work is scheduled in early 2014.
- **Bruce Highway, Maryborough to Gin Gin**—interim recovery works have returned the full road to normal operating conditions. Further reconstruction work is scheduled in late 2013.

Figure 3.3.5.1 Roads reconstruction program—Tropical Cyclone Oswald event



(Source: DLGCRR at 30 September 2013)