



Evaluation Report

2021-22 Rural Landholder Recovery Grant

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Contents

- Abbreviations and symbols..... v
- Relevant termsvi
- Executive summary 1
 - Key findings.....1
- Introduction..... 3
- Package overview 3
 - Objectives3
 - Implementation milestones.....3
- Evaluation overview..... 4
 - Objectives4
 - Evaluation design.....4
 - Evaluation questions4
- Approach to final reporting..... 4
 - Evaluability assessment4
 - Logic models4
 - Data collection.....5
 - Secondary data collection5
 - Interviews.....5
 - Evidence scan.....5
- Findings 6
 - Interpretation6
 - Package design.....6
 - Establishing need for the program.....6
 - Design and development process6
 - Administration7
 - Eligibility7
 - Implementation.....7
 - Promotion of program.....7
 - Application process7
 - Grant administration8
 - Costs and delivery timeframes8
 - Community outcomes.....8
 - Context8
 - Awareness of the program8
 - Uptake of the program.....9
 - Program-level outcomes10
 - Unintended outcomes10
 - Future considerations.....11
 - Program design.....11
 - Program implementation11
 - Community perspectives11
- Bibliography..... 13
- Appendix A – Southern Queensland Floods..... 14
- Appendix B – Eligibility Criteria..... 15
- Appendix C – Evaluation methodology..... 17

List of Figures

Figure 1: Program implementation timeline 3
Figure 2: Grant applications by LGA distribution 9
Figure 3: Number of grant applications by LGA 9
Figure 4: Grant applications by ANZSIC Industry classification 9
Figure 5: Approved grant funding by LGA..... 9
Figure 6: Key evaluation questions..... 17
Figure 7: Logic Model – Economic line of recovery and resilience, 2021-22 Southern Queensland Floods 18
Figure 8: Theory of change – Economic line of recovery and resilience, 2021-22 Southern Queensland Floods 19

List of Tables

Table 1: Grant application rounds..... 8
Table 2: Category C and D packages for 2021-22 Southern Queensland Floods..... 14
Table 3: Eligibility criteria for 2021-22 Rural Landholder Recovery Grants program 15
Table 4: Activated Local Government Areas for 2021-22 Southern Queensland Floods..... 16

Abbreviations and symbols

The following abbreviations and symbols are used throughout this report:

\$	dollars
%	per cent
DPI	Department of Primary Industries
DRFA	Disaster recovery funding arrangements
GST	Goods and Services Tax
LGA	Local Government Area
n	Sample size
NEMA	National Emergency Management Agency
Q	question
QRIDA	Queensland Rural and Industry Development Authority
QG	Queensland Government
QRA	Queensland Reconstruction Authority
RLRG	Rural Landholder Recovery Grant

Note: Departmental names and acronyms are current as at November 2024.

Relevant terms

The following terms are used throughout this report:

2021-22 Southern Queensland Floods	<p>The term includes four of the nine significant weather events that occurred during the 2021-22 season. These were:</p> <ul style="list-style-type: none"> • Central, Southern and Western Queensland Rainfall and Flooding, 10 November – 3 December 2021 • Ex-Tropical Cyclone Seth, 29 December 2021 – 10 January 2022 • South East Queensland Rainfall and Flooding, 22 February – 5 April 2022 • Southern Queensland Flooding, 6 – 20 May 2022.
Appropriateness	The extent to which a program's design and delivery responded to an identified need, in a given context.
Category D exceptional circumstances package	Exceptional circumstances assistance beyond Categories A, B and C. Category D assistance is generally considered once the impact of the disaster has been assessed and specific recovery gaps identified. Activation of Category D assistance is requested in writing by the Premier of Queensland and approved by the Prime Minister.
Delivery agent	Queensland Rural and Industry Development Authority was responsible for delivering the Rural Landholder Recovery Grant, 2021-22.
Disaster recovery funding arrangements	Joint Commonwealth and State Government funding administered by QRA, to assist Queensland communities to recover from disasters, such as the Southern Queensland Floods.
Economic recovery and resilience objectives	<p>The key objectives for the economic line of recovery and resilience in relation to the 2021-22 Southern Queensland Floods were to:</p> <ul style="list-style-type: none"> • re-establish business operations, primary production and supply chains in flood-affected regions • increase business and consumer confidence across industries in flood-affected regions • support flood-affected businesses and industries to enhance their capability to respond to future events.
Effectiveness	The extent to which a program was responsible for achieving its objectives.
Efficiency	<p>The extent to which a program delivered:</p> <ul style="list-style-type: none"> • at the lowest possible cost • to areas of greatest need • in better or lower cost ways over time (i.e. continuously improves).
Evaluability assessment	The evaluability assessment for the Rural Landholder Recovery Grant, 2021-22.
Evaluation	The Rural Landholder Recovery Grant Evaluation 2024.

Evaluation framework	The evaluation framework for the 2021-22 Southern Queensland Floods.
Evaluation plan	The evaluation plan for the Rural Landholder Recovery Grant, 2021-22.
Evaluation report	This report. The final evaluation report for the Rural Landholder Recovery Grant Evaluation 2024.
Line of recovery and resilience	There are five functional lines of recovery – human and social, economic, environment, building, and roads and transport.
Logic models	<p>Logic models visualise how a program or group of programs operate to produce change. The following logic models informed the measurement approach for the Rural Landholder Recovery Grant, 2021-22:</p> <ul style="list-style-type: none"> • the 2021- 22 Southern Queensland Floods logic model • the Economic line of recovery and resilience logic model.
Objectives	Clear, measurable statements of what a package, program or evaluation intends to achieve.
Outcomes	Intended or unintended positive or negative results that are directly or indirectly related to a package’s activities.
Portfolio	The disaster funding portfolio of Category C and D exceptional circumstances packages developed for the 2021- 22 Southern Queensland Floods.
Program	The Rural Landholder Recovery Grant, 2021- 22 (within the Rural Landholder Recovery and Resilience Package).
Program applicants	Rural landholders who applied to the Queensland Rural and Industry Development Authority for funding under the 2021- 22 Rural Landholder Recovery and Resilience package.
Grant recipients	Rural landholders who were approved for funding under the 2021- 22 Rural Landholder Recovery and Resilience package.
Stakeholders	Individuals, groups or communities who can affect or be affected by a program (or its evaluation) over time.
Triangulation	The use of multiple methods or data sources to address an evaluation question.

Executive summary

In 2022, under disaster recovery funding arrangements (DRFA), the State and Commonwealth Governments committed \$2.1 billion over two years for Category C and D exceptional circumstances packages to provide relief, recovery and reconstruction measures for the 2021-22 Southern Queensland Floods.

Within this portfolio, the Rural Landholder Recovery Grants program was designed to alleviate distress, repair damage and reduce hazards and risks for landholders not covered by insurance or eligible for other DRFA funding. This evaluation report presents key findings and opportunities for improvement identified as part of the Rural Landholder and Recovery Grant Evaluation 2024.

Key findings

Design strengths

Program design and delivery stakeholders indicated:

- the funding request form was developed quickly post-event and used a variety of data sources to inform program design
- key regional stakeholders provided valuable information about community need to the design team
- a scalable resourcing model was appropriate to respond to surges in uptake
- the *Rural and Regional Adjustment Regulation 2011*, should allow future programs to be stood up more efficiently.

Design improvements

Qualitative feedback identified the following opportunities to improve program design and stakeholder experience:

- pre-disaster season preparations would likely speed up the development and implementation process for future events
- a nationally consistent interpretation of 'primary producer' for DRFA may assist in reducing complaints and create a clear scope for exceptional circumstances.

Grant recipients

Program uptake was lower than anticipated:

- 33 grants were approved across 13 LGAs
- the total approved funding was \$244,022
- the average grant value was \$7,395
- 54.5% of grants issued were in the beef industry.

Implementation strengths

The strengths of the program's implementation included:

- well-established grant decision-making processes, using existing systems and procedures
- delivery well within DRFA timeframes and budget
- strong working relationships among program design and delivery stakeholders.

Implementation improvements

Qualitative feedback identified the following opportunities to improve program implementation and uptake:

- increased promotion and awareness raising activities
- launching exceptional circumstances packages concurrently with other DRFA assistance.

Future considerations

Due to the timeframes of the evaluation and data identifiability concerns, no feedback could be collected directly from grant recipients. Therefore, limited outcome measurement was possible.

Anecdotal feedback provided to program design and delivery stakeholders highlighted the importance of these programs to ensure the continuity of food supply and production, particularly for industries reliant on small-scale farmers.

Rural Landholder Recovery Grants Evaluation – Key Findings

Grant recipients

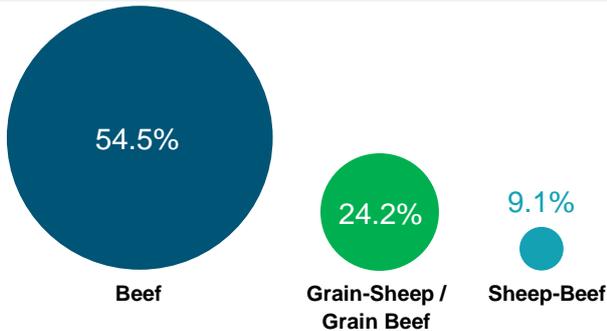


33 rural landholders
supported by the program



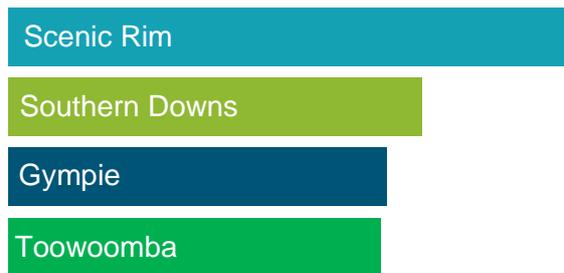
59 applications
for funding received

Top three industries supported



\$244,022
funding approved

Top four LGAs supported



\$7,395
average approved grant value

Program design

Strengths

- Business case was developed quickly and based on identified need
- Regulation was designed to support efficient stand up of program for future events

Opportunities

- Pre-disaster season preparations to stand up future programs more quickly
- Nationally consistent interpretation of primary producer

Program implementation

Strengths

- Well-established decision-making and administrative processes
- Strong working relationships among program design and delivery stakeholders

Opportunities

- Increased promotion and awareness raising activities
- Concurrent administration of exceptional circumstances grants and other DRFA assistance

Future considerations

Evaluations of future Rural Landholder Recovery Grant programs would benefit from the perspectives of grant recipients in assessing the overall appropriateness, efficiency and effectiveness of the grant to disaster-affected communities.

Program design and delivery stakeholders highlighted the importance of programs like this to ensure the continuity of food supply and production for industries reliant on small scale farmers.

This page is snapshot only and should be read in conjunction with the full Final Evaluation Report.

Introduction

In 2022, under disaster recovery funding arrangements (DRFA), the State and Commonwealth Governments committed \$2.1 billion over two years for Category C and D exceptional circumstances packages to provide relief, recovery and reconstruction measures for the 2021-22 Southern Queensland Floods (see **Appendix A – Southern Queensland Floods**).

As part of this portfolio, the Rural Landholder Recovery Grant (RLRG; within the Rural Landholder Recovery and Resilience package) was administered by the Queensland Rural and Industry Development Authority (QRIDA) and completed activities in the 2023-24 financial year.

The Rural Landholder Recovery Grant Evaluation 2024 (the evaluation) was conducted by the Queensland Reconstruction Authority (QRA) in accordance with DRFA guidelines. This Final Evaluation Report outlines the key results and opportunities for improvement measured as part of the evaluation.

Package overview

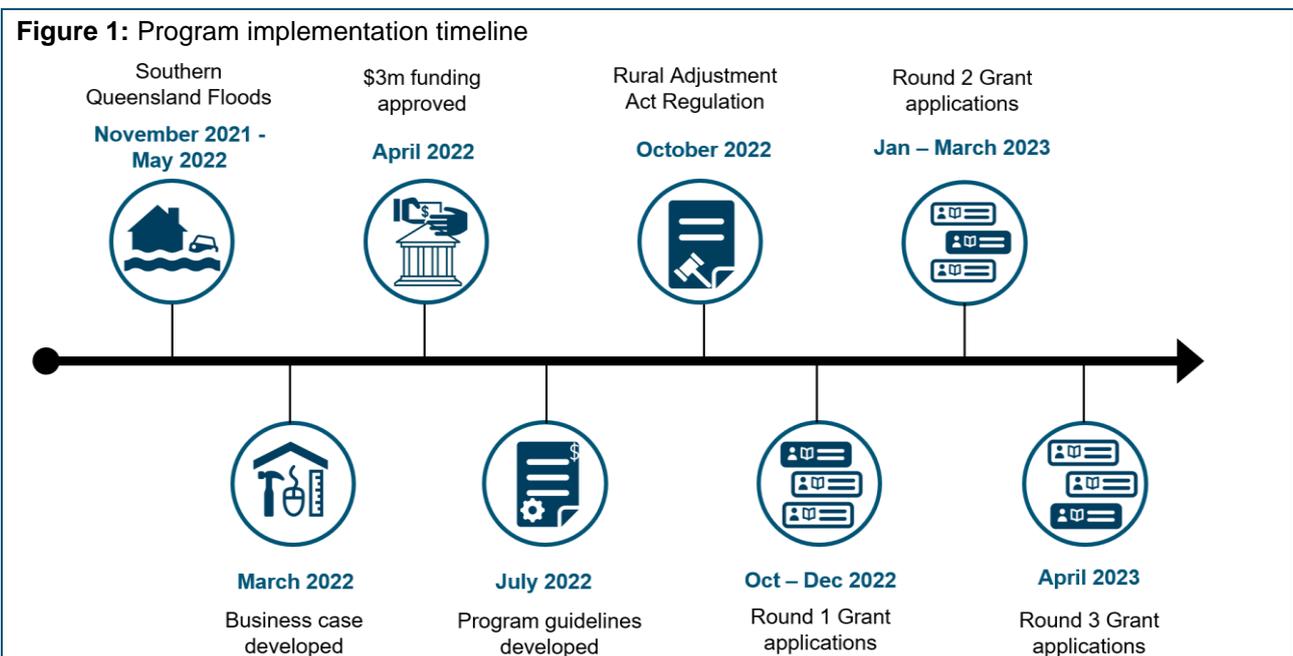
Objectives

The \$3 million RLRG program was designed to assist rural landholders not eligible for other DRFA ‘primary producer’ or ‘small business’ assistance categories to recover from the Southern Queensland Floods. Through the program, eligible rural landholders (see **Appendix B – Eligibility Criteria**) could lodge a grant application up to \$10,000 to:

- clean-up and reinstate their flood-affected rural residential and lifestyle properties
- repair damage and reduce hazards/risks on flood-affected properties to alleviate distress to residents and animals.

Implementation milestones

The funding request for the package was initiated by the former Department of Agriculture and Fisheries (now known as the Department of Primary Industries (DPI)) in consultation with QRIDA, QRA and the National Emergency Management Agency (NEMA). The written request by the Premier of Queensland was approved by the Prime Minister of Australia in early 2022. Grant applications opened in October 2022 and closed in April 2023, with a final cost of \$244, 021 (see **Figure 1**).



Evaluation overview

Objectives

As per the Evaluation Framework for the 2021-22 Southern Queensland Floods, the objectives for measurement were to examine whether the 2021-22 RLRG program:

- responded to community needs over time (appropriately and efficiently)
- contributed (effectively) to the achievement of package, and recovery and resilience objectives.

The evaluation sought to identify what aspects of the program:

- worked, for whom, why, how, in what circumstances and at what cost
- could be improved for future package design and implementation.

Evaluation design

The evaluation design incorporated several different design elements, including:

- design, process and limited outcome measurement
- analysis and triangulation of multiple sources of data
- literature review and evidence scan
- continuous monitoring of, and controlling for, threats to validity.

Evaluation questions

Evaluation questions relating to the appropriateness, efficiency and effectiveness of the package were developed to support the evaluation. See **Appendix C – Evaluation methodology** for a full list of evaluation questions.

Approach to final reporting

In preparation for the package's evaluation, QRA's evaluation team:

- reviewed key package documentation to understand the recovery need, eligibility criteria and what information informed package design and implementation
- undertook an evaluability assessment
- developed logic models to depict intended and unintended pathways to outcomes
- developed an evaluation plan
- conducted an evidence scan of similar packages and their evaluations
- collected secondary data from a variety of publicly available and State agency sources
- interviewed program design and delivery stakeholders within QRIDA, DPI and QRA.

Evaluability assessment

The evaluation team undertook an evaluability assessment (EA) of the program, which looked at the:

- program's design, implementation, assumptions and confounding factors
- evaluation's proposed scope, design and evaluation questions
- evidence that could be derived from the evaluation.

The EA determined that the evaluation questions were adequately defined and results could be verifiable with a rigorous evaluation design.

Logic models

Central to the evaluation of the RLRG program was the logic model for:

- the 2021-22 Southern Queensland Floods
- packages within the economic line of recovery and resilience (which included the RLRG program).

These conceptual models were developed by QRA to guide measurement activities for the 2021-22 Southern Queensland Floods and understand how packages are intended to work (See **Appendix C – Evaluation methodology**)

The logic model for the economic line of recovery and resilience provided a high-level representation of how inputs and activities of economic packages within the 2021-22 portfolio (including the RLRG program) could be converted into outputs and outcomes.

The model:

- recognised many factors could directly or indirectly contribute to outcomes or influence how change occurred
- identified the assumptions that underpin it, as well as the possible unintended outcomes that could result from package activities.

Data collection

Data collection included a combination of qualitative and quantitative secondary data, as well as qualitative primary data from key stakeholders.

Secondary data collection

Secondary data collected and analysed included:

- publicly available information on government websites (such as QRA, QRIDA, DPI and local councils)
- progress reporting from QRIDA to QRA
- previous evaluation reports published on the Australian Institute of Disaster Resilience Knowledge Hub
- interim evaluation reporting (on packages within the economic line of recovery and resilience)
- news media, social media and Queensland Ministerial media statements about the package.

Interviews

In October and November 2024, QRA's evaluation team gathered qualitative feedback through semi-structured interviews with program design and delivery stakeholders from QRIDA, DPI and QRA (n = 6).

To ensure perspectives were captured accurately for reporting, stakeholders were given the opportunity to review the evaluation team's notes, clarify any statements and supply additional information.

Topics discussed included:

- program design, governance and implementation
- needs and expectations of flood-affected rural landholders and delivery stakeholders
- barriers and enablers that affected program uptake
- what worked well and what could be improved for future program design.

Evidence scan

The evaluation team conducted an evidence scan and document review of:

- programs with similar objectives and target stakeholders to the RLRG program
- the social, economic and personal factors that may have enabled, or created barriers for, community outcomes
- previous evaluations of similar programs implemented in Queensland and other Australian jurisdictions.

This information supported the assessment of the appropriateness of the program's design in meeting needs of flood-affected rural landholders.

Findings

Interpretation

Data reported represent a point-in-time assessment of the RLRG program, based on what could be gathered and analysed by the evaluation team, post-program implementation. Effectiveness measurement in this final evaluation was limited by:

- low uptake of the program
- not collecting data directly from grant recipients due to identifiability concerns.

In this section:

- ‘qualitative feedback’ refers to perspectives of program design and delivery stakeholders interviewed by the evaluation team
- ‘anecdotal feedback’ refers to perspectives of grant recipients as reported by program design and delivery stakeholders.

Package design

Establishing need for the program

When the RLRG program was proposed, no DRFA measures existed to support clean-up and recovery of businesses that were not primary producers or small businesses (as defined by existing DRFA assistance measures).

QRIDA and DPI had received feedback that existing DRFA grants and loans for primary producers¹ excluded smaller scale primary production enterprises affected by the floods. That is, businesses that did not derive 50% or more of their income or the majority of their labour from primary production.

Media reporting at the time indicated these eligibility criteria were challenging for primary producers forced to seek off-farm employment due to disaster impacts reducing their income.

1 Such as the Extraordinary Disaster Assistance Recovery Grant, Disaster Assistance (Essential Working Capital) Loan, the Disaster Assistance Loan or Disaster Freight Subsidy

2 ABC News, March 2022, ‘Small-scale farmers who practise pasture-raised methods knocked back for disaster

“We have to work outside jobs a couple of days a week just to pay some of our bills.

I am quite outraged that someone sitting behind a desk has looked at a 200-word application with a couple of financial documents and deemed what we do here seven days a week, 100 hours a week — breaking our backs — as not being serious primary production.”

- Small-scale farmer²

Although these businesses did not meet the DRFA definition of primary producer, they met the Australian Taxation Office definition of a primary producer.³ An additional challenge was inconsistent interpretation and application of the term primary producer across Australian jurisdictions.

The funding request form outlined the following rationale for the RLRG program:

- the identified cohort of landholders was a recognised gap in disaster funding support arrangements
- there was a large number of declined applications for existing primary producer grants (n=200)
- the extent of damage experienced was beyond the physical and financial capacity of affected landholders.

Design and development process

The package was designed through consultation between DPI, QRIDA, QRA and NEMA.

Qualitative feedback indicated lessons learned from previous events and data collected in response to the Southern Queensland Floods informed the design of the RLRG program.

assistance’, <https://www.abc.net.au/news/rural/2022-03-17/flood-disaster-assistance-young-farmers-rejected-sunshine-coast/100916376>

3 Australian Taxation Office, ‘Who is a primary producer’, <https://www.ato.gov.au/forms-and-instructions/primary-producers-information-2022/who-is-a-primary-producer>

These data included:

- agency enquiry data (from flood-affected rural landholders)
- intelligence gathered through the Industry Disaster Taskforce, Industry Coordination group and DPI staff in the regions with industry specific experience
- QRIDA administrative data on applicants who were ineligible for other DRFA loans and grants
- DPI's Agricultural Disaster Impact Survey.

Qualitative feedback suggested development of the program's funding request form occurred quickly, as impacts from the 2021-22 event were significant. Communication with industry partners and peak bodies during the event was beneficial to understand 'where and what' the recovery need was. The Industry Coordination Group provided invaluable information about the impacts of the event.

Administration

QRIDA's administration of the RLRG program was allowed through the Natural Disaster-related Assistance Schemes Amendment Regulation 2022 (the Regulation), made under the *Rural and Regional Adjustment Act 1994*.

The Regulation included the ability to activate the RLRG program for future disaster events.

Approval timeframes

A joint media release was created by DPI to launch the RLRG program alongside the Medium to Large Business Recovery Loans Scheme. Due to delays in confirming the interest rate for the Recovery Loans program, the media release could not be published until after the RLRG program had closed (in April 2023).

Eligibility

The original request form outlined the 37 LGAs activated for the 2021-22 Southern Queensland Floods.⁴ Of those, 22 LGAs were activated for primary producer assistance and 20 LGAs sought small business assistance (see **Appendix A – Southern Queensland Floods**).

Qualitative feedback suggested eligibility criteria were fit-for-purpose. The intention of the package was to 'fill the gap' arising from the definition of primary producer used for other disaster recovery programs.

However, program design and delivery stakeholders recognised there was an opportunity to provide greater clarification to rural landholders on the definition of 'primary producer' as it pertains to DRFA packages.

Implementation

Promotion of program

Due to delays associated with announcement of the package, limited promotion or awareness raising was undertaken for the program. Instead, the program was soft launched through regional networks.

Application process

Grants applicants were required to apply straight to QRIDA, using forms available on QRIDA's website or local council offices in hard copy. Applicant information was available on QRA and QRIDA's websites.

QRIDA provided a free call number and an email address for interested applicants to contact the grants administration team for more information. The contact details of Regional Area Managers were also supplied for those in need of assistance.

⁴ This was later increased to 39 LGAs (with the addition of Rockhampton and Livingstone) across the four significant weather events.

Grant administration

The RLRG program was administered in three rounds across eligible LGAs (see **Table 1**).

Table 1: Grant application rounds

Applications	Round 1	Round 2	Round 3
Applications opened	7 Oct 2022	1 Jan 2023	1 April 2023
Applications closed	31 Dec 2022	31 Mar 2023	11 April 2023

Decision making, grant assessments and payments were administered by QRIDA, in accordance with the *Rural and Regional Adjustment Act 1994*.

Decision-making processes were established through existing QRIDA procedures (such as the QRIDA Decision-Making Protocol) which were considered by program design and delivery stakeholders to be fit-for-purpose and timely.

Resourcing for the program was considered appropriate, as it was designed to have a capability uplift in response to increased uptake (as opposed to hiring additional resources upfront to administrate the program).

Costs and delivery timeframes

The program was delivered well within timeframes and budget. No requests for extensions of time were made and no funds were reallocated away from the program.

Overall delivery costs for the RLRG program were \$244,021.72 (GST exclusive), with an underspend of \$2.76 million due to lower than anticipated program uptake.

Community outcomes

Context

Leading into the Southern Queensland Floods, businesses of all sizes were already heavily leveraged due to recent compounding weather events and cumulative impacts from COVID-19.

From the Southern Queensland Flooding event alone:

- loss in agricultural production was estimated to have cost affected regions \$254 million⁵
- local government and agency reporting indicated that⁶:
 - industries and supply chains impacted included horticulture, aquaculture, livestock, intensive animal industries, sugar cane, cropping, dairy, grains and bee keepers
 - topsoil losses had the potential to create long term industry impacts for farm production, agribusiness suppliers and food processors
 - a number of businesses did not have insurance which was considered too expensive due to previous flooding events.

Awareness of the program

NEMA announced the program swiftly, which was valuable for early awareness raising ahead of the Regulation (which allowed for the administration of the program).

However, overall awareness was likely impacted by soft launching the program.

5 Deloitte Access Economics, 2022, <https://www.qra.qld.gov.au/2021-22-Southern-Queensland-Floods>

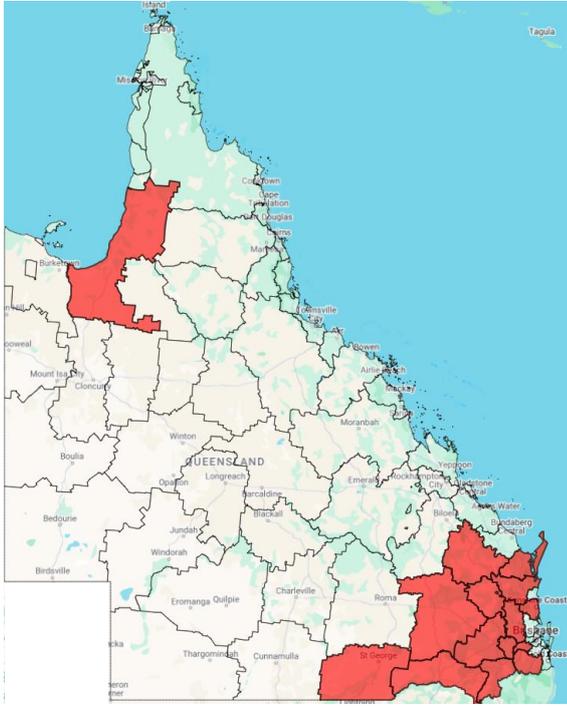
6 QRA disaster dashboard reporting, March 2022

Uptake of the program

Grant applications

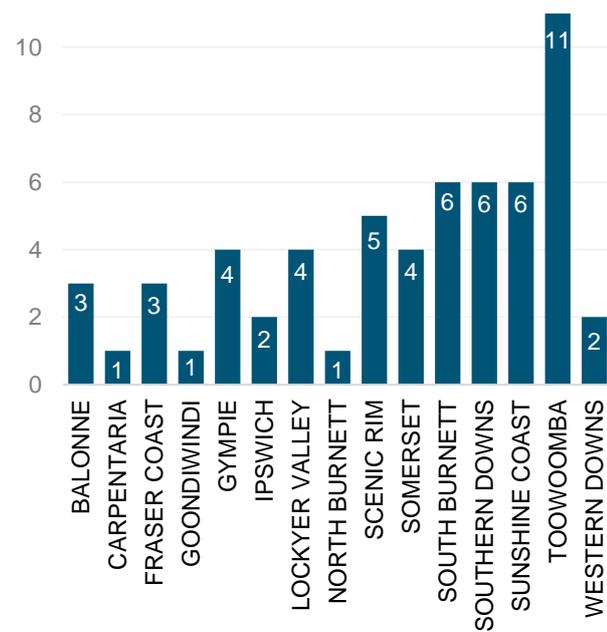
The RLRG program received 59 applications, across 15 LGAs and eight industries (see **Figure 2**, **Figure 3** and **Figure 4**).

Figure 2: Grant applications by LGA distribution



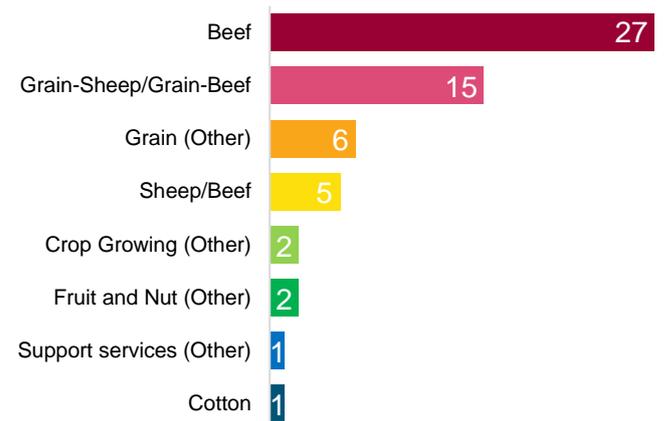
Source: Created using Queensland Government Statistician's Office Regional Profiles

Figure 3: Number of grant applications by LGA



Base: Grant applicants for the RLRG program (n = 59)
Source: QRIDA administrative data

Figure 4: Grant applications by ANZSIC Industry classification

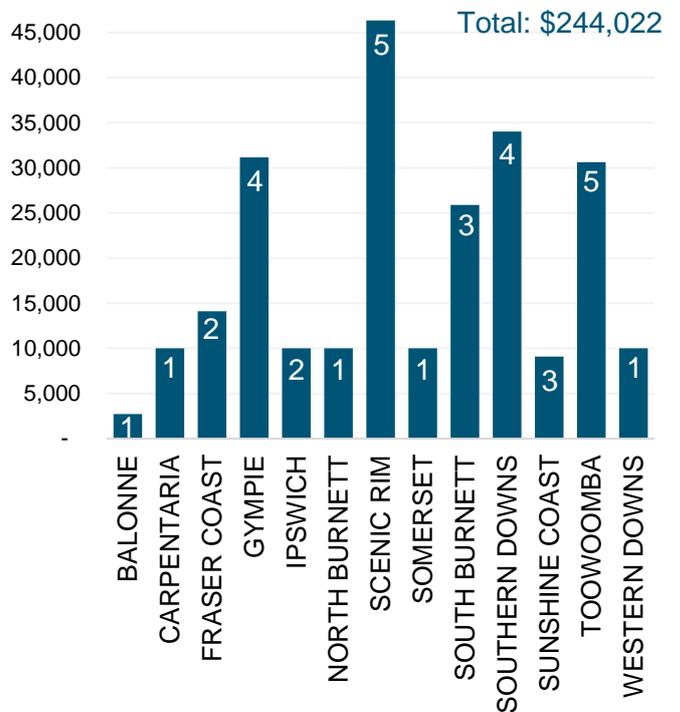


Base: Grant applicants for the RLRG program (n = 59)
Source: QRIDA administrative data

Of these:

- 33 applications were approved⁷, across 13 LGAs (**Figure 5**)
- the total approved grant funding was \$244,022
- the average grant value was \$7,394.60
- 54.5% of grants issued were in the beef cattle farming (specialised) industry, 24.2% in grain-sheep/grain-beef cattle farming and 9.1% in sheep-beef cattle farming.

Figure 5: Approved grant funding by LGA



Base: Recipients of the RLRG (n = 33)
Source: QRIDA administrative data

⁷ 31 grant applicants were initially approved, with two more approved on appeal.

Of the remaining 26 applications, the following reasons were listed for QRIDA declining grant funding:

- applicant did not meet eligibility requirements (such as minimum or maximum turnover)
- satisfactory evidence was not provided
- applicant was not a landholder or responsible for meeting costs claimed
- previous government assistance had been received for costs claimed
- application was received after the closing date.

Declined applications were across all eight industries and 10 LGAs.

Three of these applications were unsuccessfully appealed.

Anticipated uptake

According to the funding request form, up to 300 applicants could receive grants under the program.

Program design and delivery stakeholders suggested uptake of the program was likely impacted by:

- its delayed commencement date (due to the time it took to stand up the Regulation)
- the soft launch approach to program promotion (which may have reduced community awareness).

Program-level outcomes

The objective of the RLRG program was to alleviate landholder distress, repair damage, and reduce hazards and risks to eligible properties not covered by insurance or eligible for other DRFA funding.

Specifically, the program sought to ensure:

- key industry sectors for the community were restored
- landholders had the capacity to continue operations
- infrastructure was re-built in accord with changing recovery needs.

Anecdotal feedback to program design and delivery stakeholders highlighted the importance of programs like this to ensure smaller-scale farmers could continue food supply and production in the wake of a disaster event.

For certain Queensland industries (such as pork), small-scale farmers are the majority suppliers to supermarkets. Without exceptional circumstances funding, there is a real risk of limited availability of these products for consumers short or even long-term (especially if these producers are forced to close operations).

Program design and delivery stakeholders agreed that this program filled a gap in providing assistance to small-scale farmers and the RLRG program would be implemented for future disaster events.

Unintended outcomes

Positive

Program design and delivery stakeholders highlighted the strong working relationship between DPI and QRIDA which was fostered by the package delivery.

Negative

Qualitative feedback from program design and delivery stakeholders indicated several complaints were received from rural landholders who did not meet the definition of primary producer (as per existing categories of DRFA assistance), prior to the RLRG being stood up.

Future considerations

This section highlights limitations of the 2021-22 Rural Landholder Recovery Grants Evaluation and what could be considered in the design, implementation and evaluation of similar future packages.

Program design

Current RLRG programs

The Regulation allowing administration of the RLRG program, supported a smoother design and implementation process for four events in the 2023-24 disaster season:

- Southern Queensland Bushfires
- Northern Queensland Bushfires
- Ex-Tropical Cyclone Jasper
- South Queensland Severe Storms and Rainfall.

Assistance was activated by ministerial notice on QRIDA's website, with eligibility criteria (included in Schedule 47 of the Regulation) consistent with the RLRG program implemented for the 2021-22 Southern Queensland Floods. Evaluations of these programs are planned for 2026 and 2027.

Pre-season preparations

Program design and delivery stakeholders recognised the opportunity to make pre-season preparations ahead of future disaster events. These preparations (such as the development of "off the shelf" request forms, guidelines and communications) would help streamline approval processes with NEMA and ensure the package could be stood up quickly to boost program uptake.

Lengthy approval timeframes have historically reduced the amount of time a package had to deliver community outcomes and increased the likelihood of missing the critical period of community need.

Program implementation

Implementation timeframe

Qualitative feedback from program design and delivery stakeholders proposed that uptake for Category D exceptional circumstances packages (like the RLRG program) might be increased if launched at the same time as other Category C and D disaster assistance grants and loans.

Administering these packages simultaneously would:

- support QRIDA to direct unsuccessful applicants of other DRFA grants and loans to the RLRG program without losing their touch point
- reduce complaints QRIDA and DPI receive from rural landholders who do not meet the definition of primary producer (as per existing categories of DRFA assistance)
- ensure the RLRG program would be available for affected businesses during their critical period of need.

Community perspectives

Definition of primary producer

The evaluation highlighted community confusion and administrative burden for rural landholders applying for DRFA funding assistance due to the different definitions and interpretations of 'primary producer' across Australia.

Program design and delivery stakeholders recognised the value in having a nationally consistent definition of primary producer. Recent collaboration between jurisdictions could result in such a change. However, a broadening of the current definition might result in programs like RLRG no longer being necessary.

The sentiment among program design and delivery stakeholders was that any updates to the definition were best communicated to the community and industry groups in the dry season to ensure eligibility criteria were understood ahead of an event and package development.

Grant recipients

Available data enabled reporting on delivery agent perspectives. Less information was available on grant recipients due to low program uptake and identifiability concerns.

Evaluations of future RLRG programs (including the four currently in delivery) would benefit from the perspectives of grant recipients in assessing the overall value of the grant to disaster-affected communities.

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Appendix A – Southern Queensland Floods

Table 2: Category C and D packages for 2021-22 Southern Queensland Floods

	Package	Completion date
1	Medium to Large Business Recovery Loans Scheme	30 June 2024
2	Rural Landholder Recovery and Resilience Package	30 June 2024
3	Tourism Recovery and Resilience Package	30 June 2024
4	Sport and Recreation Recovery Grant	30 June 2024
5	Small Business Recovery and Resilience Package	30 June 2025
6	Industry Recovery and Resilience Officers Package	31 December 2025
7	Clean Up Grants	31 December 2025
8	Flexible Funding Grants	31 December 2025
9	Local Recovery and Resilience Grants	31 December 2025
10	Community and Recreational Assets	31 December 2025
11	Betterment	31 December 2025
12	Community Health and Wellbeing	30 June 2026
13	Accommodation Support	30 June 2026
14	Community Development	30 June 2026
15	Flood Risk Management	30 June 2026
16	Resilient Homes Fund	30 June 2026
17	Environmental Recovery Package	31 December 2026

Appendix B – Eligibility Criteria

Table 3: Eligibility criteria for 2021-22 Rural Landholder Recovery Grants program

Eligible applicants must:

- a) be a rural landholder located within an eligible area
- b) operate on land of at least 10 hectares (24.7 acres) in area
- c) demonstrate damage to the property as a direct result of the eligible disaster
- d) hold an Australian Business Number (ABN) and have held that ABN at the time of the eligible disaster
- e) earn at least \$20,000 per annum from a primary production enterprise on the affected property
- f) have a combined gross off-farm income of no more than \$250,000
- g) have been in active primary production at the time of the eligible disaster and plan to re-establish or continue the primary production enterprise
- h) not have received or be entitled to receive, assistance for costs associated with eligible activities from other government assistance
- i) i) not have received or be entitled to receive, a payment under a policy of insurance for the costs being claimed.

Eligible activities

Eligible activities are the works required to clean up or reinstate the disaster impacted rural residential property to its pre-disaster standard. Eligible activities include but are not limited to:

- a) removing and disposing of flood related debris or damaged goods and materials from the property
- b) removing and disposing of and replacement of dead livestock from the property
- c) repairing or reinstating uninsured, flood damaged sheds, water tanks and water for stock, feed trays or fencing on the property, to pre-disaster standard only (excludes houses)
- d) removing dangerous trees from the property
- e) salvaging crops, grain or feed, or purchasing fodder to replace stock lost as a result of the event
- f) reinstatement of access to clean water beyond the immediate vicinity of the residential house
- g) engaging a tradesperson to conduct a safety inspection of damage to a property, premises or equipment
- h) purchasing, hiring or leasing equipment or materials to clean a property, premises or equipment
- i) employing a person to clean a property, premises or equipment if:
 - the cost would not ordinarily have been incurred in the absence of the eligible disaster, or
 - the cost exceeds the cost of employing a person to clean the property, premises or equipment that would ordinarily have been incurred in the absence of the eligible disaster
- j) repairing a building or repairing or replacing fittings in a building if the repair or replacement is essential for resuming operation of the primary production enterprise. (Funding is not available for repairs to a building that is used as a dwelling).
- k) repairing or restoring fields
- l) repairing or reconditioning essential plant or equipment
- m) purchasing, hiring or leasing plant, equipment or materials that are essential for immediately resuming operation of the primary production enterprise
- n) repairing primary access and egress.

Source: Program Guidelines, 2021-22 Rural Landholder Recovery Grants Program

Table 4: Activated Local Government Areas for 2021-22 Southern Queensland Floods

LGAs activated for primary producer assistance	LGAs activated for other assistance
1. Balonne Shire Council	23. Barcaldine Regional Council
2. Banana Shire Council	24. Barcoo Shire Council
3. Brisbane City Council	25. Blackall-Tambo Regional Council
4. Bundaberg Regional Council	26. Boulia Shire Council
5. Cherbourg Aboriginal Shire	27. Carpentaria Shire Council
6. Fraser Coast Regional Council	28. Central Highlands Regional Council
7. Gold Coast City Council	29. Diamantina Shire Council
8. Goondiwindi Regional Council	30. Flinders Shire Council
9. Gympie Regional Council	31. Gladstone Regional Council
10. Ipswich City Council	32. Isaac Regional Council
11. Lockyer Valley Regional Council	33. Kowanyama Aboriginal Shire Council
12. Logan City Council	34. Livingstone Shire Council
13. Moreton Bay Regional	35. Longreach Regional Council
14. Noosa Shire Council	36. Maranoa Regional Council
15. North Burnett Regional Council	37. Murweh Shire Council
16. Scenic Rim Regional Council	38. Redland City Council
17. Somerset Regional Council	39. Rockhampton Regional Council
18. South Burnett Regional Council	
19. Southern Downs Regional Council	
20. Sunshine Coast Regional Council	
21. Toowoomba Regional Council	
22. Western Downs Regional Council	

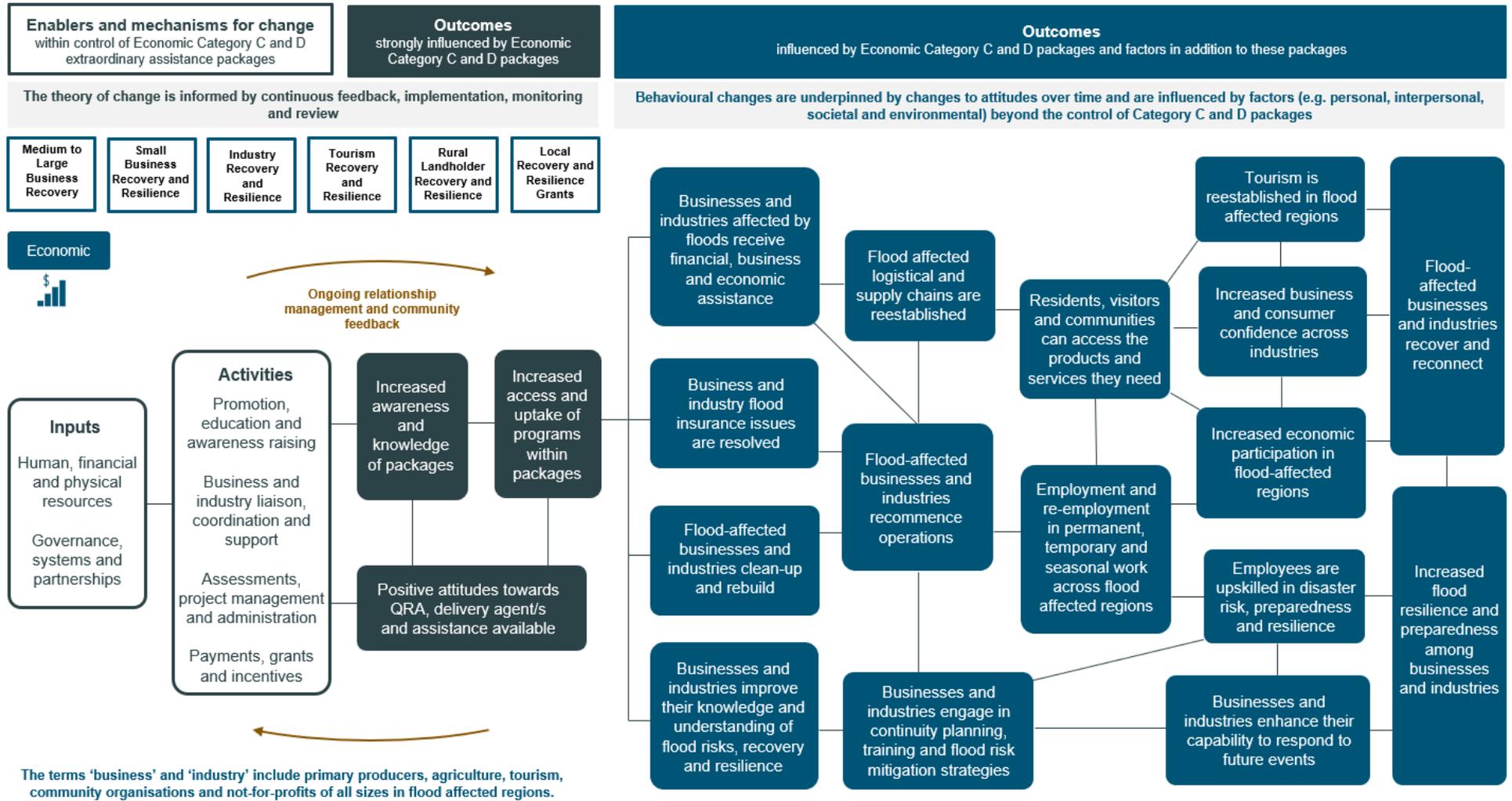
Source: Activation Summary, 2021-22 Southern Queensland Floods

Appendix C – Evaluation methodology

Figure 6: Key evaluation questions

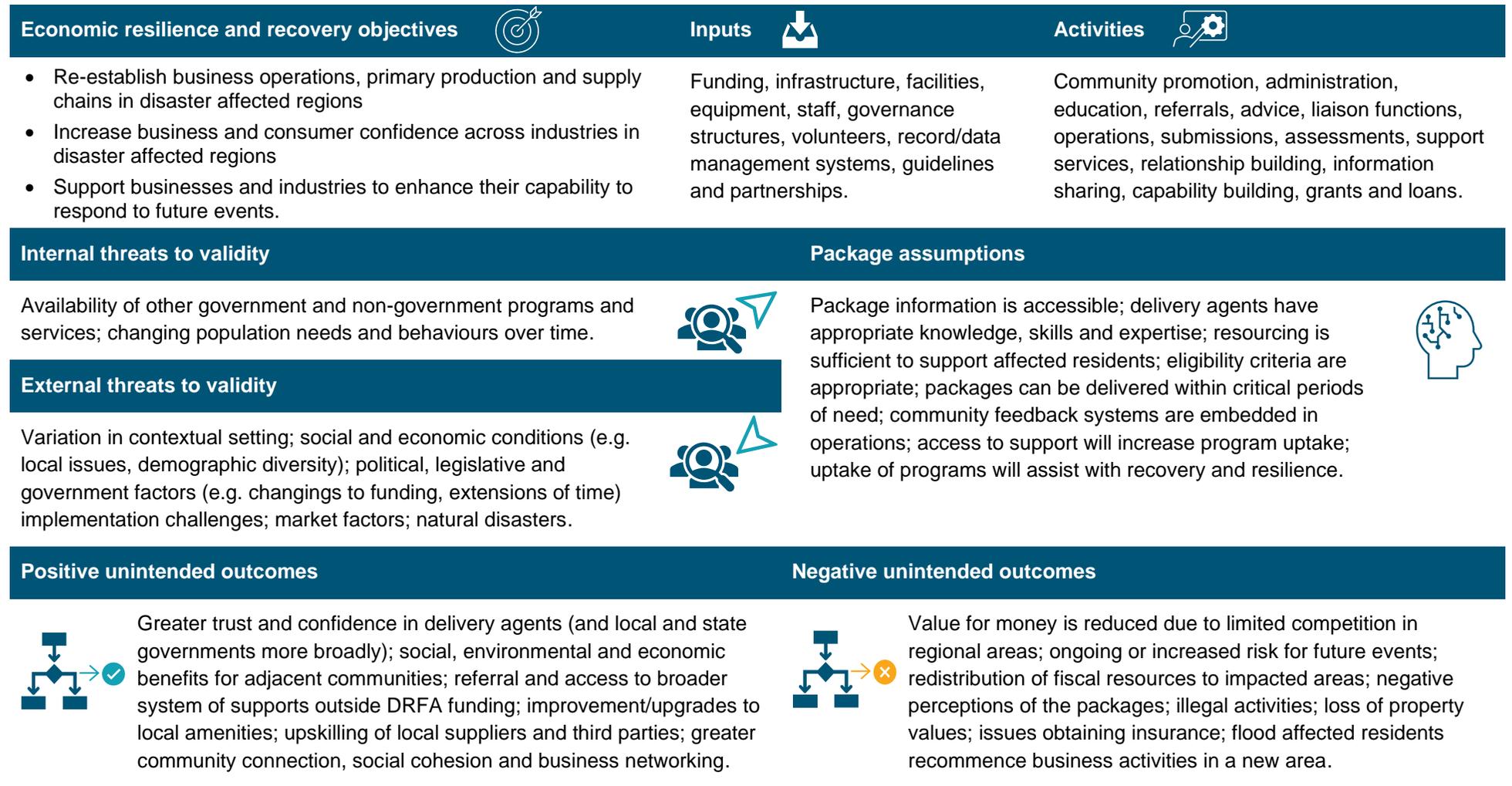
Appropriateness	Effectiveness
<div data-bbox="376 383 552 506" data-label="Image"> </div> <p data-bbox="165 539 762 645">To what extent was the program designed to meet the needs of rural landholders affected by the Southern Queensland Floods?</p> <p data-bbox="185 692 743 797">To what extent did delivery agents and partners facilitate awareness, access and uptake of the RLRG program?</p> <p data-bbox="201 844 727 949">What were the strengths, weaknesses, opportunities and barriers to the RLRG program’s design and implementation?</p>	<div data-bbox="1046 383 1166 506" data-label="Image"> </div> <p data-bbox="831 539 1390 645">To what extent were eligible communities aware of and able to access the RLRG program?</p> <p data-bbox="810 701 1409 806">What aspects of the RLRG program’s design and implementation worked well? What aspects could be improved?</p> <p data-bbox="823 875 1396 981">To what extent did the package achieve its objectives and contribute to intended community outcomes?</p>
Efficiency	
<div data-bbox="405 1081 541 1216" data-label="Image"> </div>	<p data-bbox="823 1081 1401 1223">To what extent was the RLRG program delivered in an economical, and consistent manner (in terms of processes, systems, resourcing, funding and/or governance)?</p>

Figure 7: Logic Model – Economic line of recovery and resilience, 2021-22 Southern Queensland Floods



Source: Queensland Reconstruction Authority 2024

Figure 8: Theory of change – Economic line of recovery and resilience, 2021-22 Southern Queensland Floods



Source: Queensland Reconstruction Authority 2024



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