



Livestock Packages

Final Evaluation Report

2022-2023 Northern and Central Queensland Monsoon and Flooding

DELIVERING
FOR QUEENSLAND



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Cover image: Stranded cattle in Burke, 2023

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Acronyms

ATL	Allowable time limit	LRR	Local Recovery and Resilience Package
DASC	Doomadgee Aboriginal Shire Council	LSD	Livestock Support and Disposal Package
DETSI	Queensland Department of the Environment, Tourism, Science and Innovation	LoR	Line of Recovery
DLGWV	Queensland Department of Local Government, Water and Volunteers	NRM	Natural resource management
DPI	Queensland Department of Primary Industries	PPE	Personal protective equipment
DRFA	Disaster Recovery Funding Arrangements	QH	Queensland Health
ELS	Extensive livestock systems	QRA	Queensland Reconstruction Authority
EOT	Extension of Time	QRIDA	Queensland Rural and Industry Development Authority
KEQ	Key evaluation question	SDALO	State Delivery Agency Liaison Officer
LGA	Local Government Area	ToC	Theory of change
LGLR	Livestock and Grazing Land Recovery Package	TMR	Queensland Department of Transport and Main Roads

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Summary

The Northern and Central Queensland Monsoon and Flooding event of 2022-23 caused widespread flooding, isolation and disruption across the northern Gulf area of Queensland. Many communities were cut off for weeks and councils were stretched beyond capacity.

In response, the Queensland and Australian Governments activated Disaster Recovery Funding Arrangements (DRFA) Category C and D support across 45 local government areas. This evaluation focuses on three assistance packages, delivered by Queensland Department of Primary Industries (DPI), Queensland Rural and Industry Development Authority (QRIDA) and Queensland Reconstruction Authority (QRA): the Livestock and Grazing Land Recovery (LGLR) package, Livestock Support and Disposal (LSD) package and Local Recovery and Resilience (LRR) package.

Key findings

The three packages were evaluated according to their relevance, effectiveness and efficiency. Findings were based around key evaluation questions summarised in Table B below.

Relevance

The packages addressed several disaster recovery needs of affected communities, but some eligible activities were not relevant:

- The LGLR package linked primary producers with financial support, which was vital in facilitating their recovery. But some of the example activities in the Guidelines were ambitious given the 12-month implementation period.
- Fodder drops under the LSD package were highly relevant and valued by producers, but grants for carcass disposal were not needed.
- Infrastructure projects under the LRR package addressed local priorities such as access to essential services during disasters and improved mobility in communities.

Efficiency

The packages demonstrated efficiency in different ways related to leveraging resources and aligning with budgets and schedules. But inefficiencies were evident, mostly linked to implementation timeframes:

- Infrastructure projects were mostly delivered on time and on budget – only one was delayed due to extreme weather.
- The livestock and grazing packages demonstrated efficiency in leveraging existing programs, staff and other resources.
- There were significant underspends in the livestock and grazing packages, linked to low uptake of some initiatives in the LSD package; and recruitment delays and insufficient timelines in the LGLR package.

Table A: Package expenditure summary

Package	Sub-program	Committed Funding	Amount Spent	% amount spent
Livestock and Grazing Land Recovery package	n/a	\$250,000	\$131,724.21	47.3%
Livestock Support and Disposal package	Livestock support – fodder drops	\$5,750,000	\$1,063,149.80	18.7%
	Livestock support – grants		\$14,800.00	
Local Recovery and Resilience package	Doomadgee footpath*	\$1,000,000	\$607,737.71	60.7%
	Burketown road	\$1,250,000	\$1,128,103.84	90.2%
	Boulia Urandangi pub	\$270,000	\$269,358.19	99.8%
	Boulia clinic road	\$670,000	\$631,607.42	94.3%
	Boulia flood warning infrastructure	\$60,000	\$60,000.00	100.0%

*At the time of Evaluation report publication, Doomadgee has spent \$607,737.71, however this sub-program has an Estimated final cost (EFC) of \$1,000,000, therefore it is projected to have 100% spend of committed funding.

Effectiveness

Intended outcomes

The packages demonstrated important progress in supporting community recovery, particularly in terms of meeting immediate needs and facilitating access to financial support and essential goods and services:

- The LGLR package helped build relationships between extension officers and producers, which can facilitate resilient grazing and enterprise management practices in the future.
- Both the LGLR and LSD packages provided (or facilitated access to) vital material and financial support that met immediate needs and contributed to primary producers' wellbeing.
- The LRR infrastructure projects are expected to improve access to essential goods and services during future floods, contributing to safer, more connected communities.
- All three packages are likely to have helped mitigate the mental health impacts of the floods (or future floods), through relationship-building and social connection, practical support and helping to meet communities' basic needs.

Contribution to recovery and resilience

The packages contributed to recovery and longer-term resilience of communities by:

- Meeting material and service needs – the LRR projects improved access to essential goods and services during future disasters.
- Maintaining economic participation – the LRR projects improved access to important community facilities and the LGLR package connected primary producers to recovery support and resilience-building programs.
- Improving individuals' and communities' capacities to recover from future disasters – the LRR projects helped to secure communities' safety and basic needs and mental health impacts from the event (and future events).

Table B: KEQ answers

Key Evaluation Questions		Answers		
		LGLR package	LSD package	LRR package
Effectiveness	1. To what extent were the packages' activities and outputs delivered as planned?	Moderate	Moderate	Significant
	2. To what extent did the packages achieve (or are likely to achieve) their intended outcomes?	Moderate	Significant	Insufficient evidence
	3. What is the relative influence of the packages on outcomes?	Moderate	Significant	Insufficient evidence
Relevance	4. To what extent did the package designs reflect real needs in communities?	Moderate	Moderate	Significant
	5. To what extent did funding arrangements allow costs and inputs to be used as necessary according to the program context?	Significant	Limited	Significant
Efficiency	6. To what extent were existing knowledge and resources leveraged?	Significant	Moderate	Insufficient evidence
	7. To what extent were the packages adequately and appropriately resourced?	Moderate	Moderate	Significant

Key learnings

- Broadness in descriptions of objectives, outcomes and eligible activities allows implementing stakeholders to tailor activities to real community needs and priorities.
- There is scope to recognise (and evaluate) mental health outcomes in non-mental health packages, as practical and social supports can improve mental health and wellbeing.
- Mechanisms to integrate community and stakeholder insights into package design would enhance the relevance and effectiveness of packages, strengthen community relationships and contribute to sectoral knowledge in Australia and internationally.
- Activities aimed at building longer term resilience or primary producers can only be successful if appropriate timeframes are provided for the relationship building, seasonal disruptions and the challenges that primary producers face in implementing resilient practices.
- Social networks/social capital is a significant contributor to primary producers' recovery. Supporting and leveraging these resources could amplify the impact of rural recovery packages.

1. Introduction

The Northern and Central Queensland Monsoon and Flooding event was one of eight significant weather events during the 2022-23 season.

The event had substantial negative economic and social impacts on communities across parts of the northern Gulf in Queensland. It led to significant flooding in several council areas and long periods of community isolation. A number of cattle stations were evacuated, along with the majority of residents in several towns. Resupply for the region had to occur by air or boat due to extensive road closures. The extraordinary nature of the event exhausted council resources in affected LGAs, who required assistance to undertake relief, recovery and resilience activities to meet community needs.¹

The event resulted in activation of 45 LGAs for Disaster Recovery Funding Arrangements (DRFA) category C and D assistance, with 12 exceptional circumstances packages jointly funded by the State and Commonwealth Governments. The packages are summarised in Table 1 and:

- comprised 15 programs, across four lines of recovery and resilience
- were delivered by seven State agencies
- totalled \$136 million.

The funding packages were designed to support communities, families, small businesses, primary producers and not-for-profit organisations severely impacted by the 2022-23 event.

Table 1: Funded packages for the 2022/23 Northern and Central Queensland Monsoon and Flooding Portfolio

Package	Delivery agent	Programs within each package
Human and social		
Community Mental Health Package \$1 million	DLGWV QH	Community Health and Wellbeing Program 5 LGAs
Community Recovery and Resilience Officers \$2.22 million	DLGWV	Community Recovery and Resilience Officers
Economic		
Extraordinary Disaster Assistance Grants (Small Business) \$750,000	QRIDA	Extraordinary Recovery Grants of \$50,000 for Small Business 7 LGAs
Extraordinary Disaster Assistance Grants (Not-for-Profit) \$750,000	QRIDA	Extraordinary Recovery Grants of \$50,000 for Not-For-Profit Organisations 7 LGAs
Extraordinary Disaster Assistance Grants (Primary Producers) \$4.5 million	QRIDA	Extraordinary Recovery Grants of \$75,000 for Primary Producers 7 LGAs
Tourism Recovery and Resilience Package \$1.15 million	DETSI	Regional Destination Marketing Campaign Tourism Recovery Officers 6 LGAs
Coordinated Livestock Support and Disposal Package \$5.75 million	QRIDA	Coordinated Livestock Support and Disposal Program
Livestock and Grazing Land Recovery Package \$250,000	DPI	Livestock and Grazing Recovery Program 7 LGAs
Local Recovery and Resilience Package \$4.25 million	QRA	Local Recovery and Resilience Grants 4 LGAs
Environment		
Environmental Recovery Package \$2.22 million	DETSI	Clean Up and Invasive Species Management Biodiversity and Riverine Recovery National Pack Recovery Program Environmental Investigations Program 7 LGAs
Roads and Transport		
Community Recovery and Resilience Officers \$100 million	TMR	Betterment 45 LGAs

Notes: The Delivery agents listed are based on State Department names as at February 2025.

This evaluation was conducted as part of the State's obligations under the DRFA requirements. This report focuses on three packages delivered under the economic line of recovery (LoR), in Table 1 above. The packages supported flood-affected stakeholders in a range of ways and different packages had slight variations in the LGAs that were eligible to access relief measures (see Table 2).

The livestock and grazing packages (LGLR and LSD packages) were implemented across seven LGAs, focusing on primary producers' immediate fodder needs, establishing connections with primary producers, understanding their recovery needs and supporting them to access further support where required. The Local Recovery and Resilience package covered a smaller number of LGAs and involved infrastructure projects aimed to improve communities' flood resilience.

Table 2: Package summaries

Package name	Key support measures delivered ²	Eligible LGAs
Livestock and Grazing Land Recovery (LGLR) package	Supported DPI's beef extension program in the Gulf by funding an additional Beef Extension Officer, built relationships with primary producers, connected producers to financial support and developed a contact database to support future flood recovery and response actions for primary producers.	Boulia Burke Carpentaria Cloncurry
Coordinated Livestock Support and Disposal (LSD) package	Conducted fodder drops for stranded livestock, funded by grants (administered by QRIDA for primary producers and QRA for DPI and local councils).	Doomadgee Mornington Mount Isa
Local Recovery and Resilience (LRR) package	Demolished unsafe flood-affected infrastructure, upgraded roads and footpaths to increase flood resilience (as well as safety and access to services) and implemented flood warning signage and river level indicators.	Boulia Burke Carpentaria Doomadgee

2. Methodology

2.1 Approach

The evaluation adopted a “theory-based approach”, which means it is based around a theory of how the packages may have supported stakeholders to recover from the flood event and built their resilience. The evaluation “tests” this theory (by looking at different sources of data/ evidence) to see how accurate it is and, in the process, identify the achievements and shortcomings of the packages.

As part of this approach, a theory of change (ToC) (see Figure 1) was developed to understand the changes (outcomes) the three packages aimed to achieve or contribute to, and how the packages could be expected to effect those changes. The ToC was developed based on:

- The objectives, outcomes and eligible activities in the packages’ Guidelines³

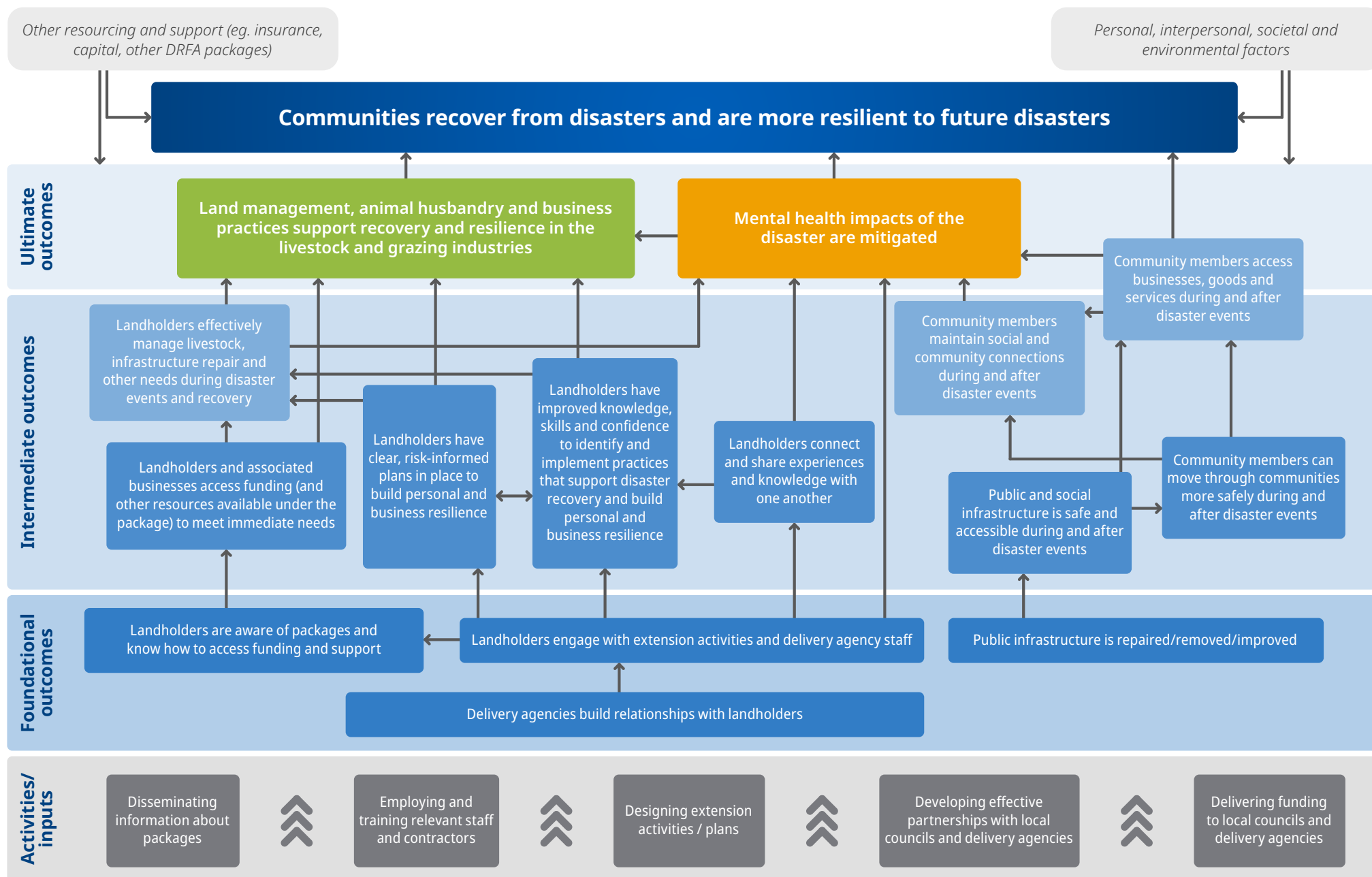
- Existing evidence and literature related to the packages’ key initiatives (including agricultural extension models, disaster recovery and response in the agricultural sector, the social value of public infrastructure and the mental health impacts of disasters – see [Annex 2](#)).

The ToC guides the evaluation and informs judgements around the relevance, efficiency and effectiveness of the packages. These criteria are used as the basis for evaluating the packages. Key Evaluation Questions (KEQs) for each of the criteria were developed and guide the evaluation (see Table 3 for a summary and [Annex 1](#) for more detail). The evaluation aims to answer these questions, based on the data and evidence collected as part of the evaluation process.

Table 3: Summary Key Evaluation Questions

Criterion	KEQs and sub-questions
Effectiveness <i>Are the packages achieving the changes they intended to achieve?</i>	1. To what extent were the packages’ activities and outputs delivered as planned? 2. To what extent did the packages achieve (or are likely to achieve) their intended outcomes? 3. What other factors may have contributed to the outcomes observed and what is the relative influence of the packages on outcomes?
Relevance <i>Are the packages doing the right things?</i>	4. To what extent did the packages’ designs reflect real needs in communities?
Efficiency <i>How well are resources being used?</i>	5. To what extent were existing knowledge and resources (eg. networks, relationships, systems, funds) of QRA, delivering agencies/councils and other stakeholders leveraged? 6. To what extent were the packages adequately and appropriately resourced (staffing, funding, equipment, systems, timeframes) to meet their objectives? 7. To what extent did funding arrangements allow costs and inputs to be used as necessary according to the program context?

Figure 1: Theory of Change for the three packages included in the evaluation



2.2 Methods and sampling

The data collection methods were based around the information requirements to answer the KEQs, outlined in the evaluation matrix (see [Annex 1](#)). A mix of primary and secondary data sources were used.

Secondary data sources included:

- Package documents, specifically request forms, guidelines, progress reports, project plans, risk matrices and acquittal data
- Package monitoring data from implementing agencies, including event and activity records
- Literature related to key themes, including academic journal articles, reports and papers from relevant industry organisations and service providers
- Local media articles, council reports, council newsletters and planning documents.

Primary data sources and samples are outlined in Table 4. They include informal meetings with QRA and delivery agency staff, as well as formal interviews with implementing stakeholders and community members.

Apart from financial data and monitoring data related to package outputs, most of the data informing the evaluation is qualitative. This reflects data availability and scope for primary data collection. Limited data related to community outcomes was available – most of the existing data related to compliance processes, such as Request Forms, Guidelines and financial acquittals. Primary data collection was constrained by time and reliance on delivery agencies to facilitate connections to key package stakeholders. These limitations affected sample sizes for primary data collection and the level of certainty of some findings.

Table 4: Primary data collection – methods and sampling

Data collection activity	Relevant package/s	Sample
Semi-structured interview with primary producer	LGLR LSD	1 interview with 1 primary producer
Semi-structured interview with extension officers		1 interview with Beef Extension Officer 1 interview with Senior Beef Extension Officer
Discussion with DPI		1 discussion with 2 DPI staff (managers)
Discussion with QRIDA		1 discussion with 4 QRIDA staff (managers and grant administrators)
Interview with relevant SDALO at QRA	All	1 validation session with 1 SDALO

2.3 Ethics

Informed consent was obtained by informing interviewees of the purpose of the interviews and evaluation, how the data would be used, and how their anonymity would be ensured (to the extent possible). Consent was obtained verbally prior to commencement of interviews. During analysis, data was anonymised when possible. Primary data collected will only be used in this evaluation report unless permission is granted from the respondent to use the data in future evaluation reports. Interviewees were provided the opportunity to review and provide feedback on the draft evaluation report, to ensure their views were accurately represented. Data is stored on QRA's secure internal systems and only QRA staff responsible for writing the evaluation report have access to the data.

3. Findings

This section presents data and evaluative findings for the KEQs for each criterion. The findings of the evaluation are summarised as answers to the KEQs in Table 5 below (see [Annex 3](#) for more detail).

Table 5: KEQ answers

Key Evaluation Questions		Answers		
		LGLR package	LSD package	LRR package
Effectiveness	1. To what extent were the packages' activities and outputs delivered as planned?	Moderate	Moderate	Significant
	2. To what extent did the packages achieve (or are likely to achieve) their intended outcomes?	Moderate	Significant	Insufficient evidence
	3. What other factors may have contributed to the outcomes observed and what is the relative influence of the packages on outcomes?	Moderate	Significant	Insufficient evidence
Relevance	4. To what extent did the package designs reflect real needs in communities?	Moderate	Moderate	Significant
	5. To what extent did funding arrangements allow costs and inputs to be used as necessary according to the program context?	Significant	Limited	Significant
Efficiency	6. To what extent were existing knowledge and resources leveraged?	Significant	Moderate	Insufficient evidence
	7. To what extent were the packages adequately and appropriately resourced?	Moderate	Moderate	Significant

3.1 Relevance

Relevance refers to the extent to which packages reflected the needs of target stakeholders. Community needs were identified early in the event in package Request Forms. They outline delivery agencies' understanding of the context and broad community needs at the time. The Guidelines were developed in response to the needs identified in the Request Forms, and activities delivered were aligned with eligible activities and costs outlined in the guidelines.

Different packages in this evaluation focus on different stakeholders' needs; the two livestock and grazing packages targeted primary producers' needs (in the livestock and grazing industries specifically) and the LRR package focused on broader community needs.

3.1.1 Livestock and Grazing Land Recovery package

a) Package design

The Livestock and Grazing Land Recovery (LGLR) package Request Form did not provide a comprehensive explanation of context and need⁴, but highlighted potential impacts of the flooding (based on previous, comparable floods), including long-term health implications for husbandry animals; death and slow recovery of key pastoral flora; and weed/ pest infestations. These impacts were translated into objectives, outcomes and activities in the Guidelines and are summarised in Table 6 below.

Table 6: Summary of package design – LGLR package

<p>OVERALL OUTCOME:</p> <p>Impacted areas and producers will have access to the necessary animal husbandry and land management support, advice, and linkages to enable a transition to recovery and increased resilience to the impact of future disasters.</p>	<p>SPECIFIC OBJECTIVES:</p> <p>Through an additional Beef Extension Officer:</p> <ul style="list-style-type: none"> • Deliver coordinated recovery activities (eg. focused training, field days and events) that support the animal husbandry and grazing land management needs of producers within the event impacted areas • Provide linkages with other support, including DRFA grants funding and DRFA packages focused on biodiversity and pest management (to aid in surveillance of invasive pests and weeds) • Support the assessment of the impact of the flooding on pasture and land conditions.
<p>EXAMPLE ACTIVITIES:</p> <p>The overarching description of eligible activities in the Guidelines was broad, stipulating only that the Beef Extension Officer must "assist with the delivery of activities, events and services that directly support livestock and grazing land recovery and resilience in the eligible event impacted locations". A range of example eligible activities are included, with a strong focus on structured technical support aimed at building producers' knowledge and skills around animal husbandry, land and pest management and broader resilience.</p>	

b) Relevance to community need

Table 7 illustrates the level of alignment between the LGLR package design (Request Form and Guidelines), the perspective of key stakeholders (a primary producer and the Beef Extension Officer) and the activities delivered. The package design themes are based on the Guidelines' objectives, outcomes and activities. Table 7 indicates:

- Whether these themes were raised as relevant during the interview with the Beef Extension Officers (delivery agent perspective) or evident in the Beef Extension Officers' work (activities delivered by the delivery agent)

- Whether these themes were highlighted as relevant during the interview with the primary producer (primary producer perspective)
- Whether these themes were highlighted as not relevant during interview with the Beef Extension Officers or the primary producer.

Table 7: Alignment between package design and community need – LGLR package

Package design theme <i>(themes evident in Guidelines' objectives, outcomes & activities)</i>	Delivery agent <i>(perspective & activities delivered)</i>	Primary producer <i>(perspective)</i>
Health impacts from husbandry animals' exposure to cold weather and flooding	✗	✗
Death and slow recovery of important pastoral flora	✗	✗
Managing weeds, pests and new infestations	✓	✓
Linking to grants/financial support for recovery	✓	✓
Trainings, field days and events that support animal husbandry and grazing land management needs	~	✗
Linking with other programs related to building resilience, weed and pest management and emergency animal disease	~	✗
Assessment of flooding impacts on pasture and land conditions	✗	✗
Ongoing surveillance of properties for adverse post flooding issues	~	✗
Assisting producers to complete Farm Business Resilience Plans	✗	✗

✓ Theme was evident during interview – considered relevant.

✗ Theme was not evident during interview.

✗ Theme was evident during interview – considered *not* relevant.

~ Theme was evident in actions undertaken by delivery agent, but not mentioned by stakeholders during interview.

As highlighted in Table 7, the greatest alignment between the package themes and key stakeholders' perspectives of community needs related to the management of pests and weeds and linking primary producers to financial support for recovery. The interviewed primary producer mentioned increased struggles to contain Prickly Acacia (a weed) following the floods and the Beef Extension Officer also said weeds were emerging as a major issue for primary producers. But when asked to identify the most severe impacts and pressing needs following the disaster, the primary producer pointed to damaged infrastructure and property (including machinery) and associated challenges of funding necessary repairs/ replacements, given the sheer scale and the fact that "...rural insurance doesn't cover flood... [so] none of [the] property or infrastructure was covered". The primary producer said during the interview they still had not fixed all the buildings on the property due to financial constraints.

The Beef Extension Officer corroborated the primary producer's perspective, listing repairing damaged infrastructure and accessing the required financial support to complete repairs as the most pressing needs among primary producers.

"Especially up in that Gulf country that really got flooded, kilometres and kilometres of fencing, yards were a big thing, roads – because there [are] big properties, just having all [the roads] graded to be able to access certain areas of the property, certain yards within a certain timeframe." (Interview with Beef Extension Officer).

The Extension Officer also acknowledged that while many producers were accustomed to "getting back on track" following disaster events, financial support for infrastructure repair/ rebuild was important for expediting return to normal activities.

The imperative to repair damaged/destroyed infrastructure was not specifically acknowledged in the Request Form or Guidelines, but linkage to grants (which could be used for infrastructure repair) was mentioned as an objective in the Guidelines and connecting producers to financial support in the form of grants (administered by QRIDA) was the main focus of the Beef Extension Officer's work⁵.

Notably, several of the example activities in the Guidelines were ambitious, particularly the more structured technical support, which did not account for the foundational step of building relationships with producers. While the Extension Officer did support general extension activities, it was more with the aim of building relationships as a foundation to their subsequent work around understanding needs and linking producers to support available⁶. They noted the relationship-building aspect of their role was vital and could be “overlooked” and indeed, the Guidelines and package timeframe (12 months) did not acknowledge or reflect the importance of relationship-building. The Beef Extension Officer and Senior Beef Extension Officer both emphasised the time it took to build relationships with producers in the Gulf, especially considering the area had been “under serviced” in extension work in the past and the awareness of DPI’s presence in the region was limited.

Finally, while the Guidelines included very specific examples of eligible activities, the broadness of the overarching description of eligibility was appropriate. It allowed the Beef Extension Officer to tailor their focus and activities based on the short implementation timeframe, the historical lack of extension services in the area and most importantly, the needs being communicated to them by primary producers. During the interview, the Beef Extension Officer said they appreciated the flexibility to participate in and leverage general extension activities to build relationships with producers, while also focusing on linking producers to grants.

Finding 1: The most relevant aspects of the LGLR package related to linking primary producers to grants, particularly for infrastructure repair. Many of the specific example eligible activities were not feasible due to time constraints and/ or were not reflected in primary producer description of needs.

Finding 2: The LGLR package design could be improved to reflect the importance of relationship-building with producers as part of effective extension work, as the timelines were insufficient and the example eligible activities in the Guidelines do not reflect the need for foundational relationship-building work.

Finding 3: Flexibility in the LGLR Guidelines was beneficial, as it allowed tailoring of activities to need.

3.1.2 Livestock Support and Disposal package

a) Package design

The Request Form for the Livestock Support and Disposal (LSD) Package contained more detailed contextual information about the impacts of the flooding and a more specific description of producers’ needs (relevant to the package). The form explained how several cattle stations and most of the residents of Burketown and Urandangi were evacuated and road closures meant resupply for the region had to occur by air (or boat for Carpentaria). The “most significant impacts” expected to impede primary producers’ recovery were identified as stock losses and equipment and infrastructure damage.

The Guidelines for this package were narrower than the other package guidelines in their description of eligible activities, limiting eligible costs to the activities outlined in Table 8 below. The package was delivered through grants administered by QRIDA (the Flood Affected Livestock Grant Scheme) for eligible costs incurred by primary producers; and by QRA, for costs incurred by DPI and local councils.

Table 8: Summary of package design – LSD package

OBJECTIVES:

- Covering the extraordinary costs of livestock welfare activities
- Ensuring eligible organisations receive the necessary support for these additional costs, enabling the community to transition to recovery and focus on becoming more resilient.

ELIGIBLE ACTIVITIES:

- Aerial surveillance and mustering of livestock to safety/areas of refuge
- Transportation and supply costs of fuel, water and fodder positioning
- Purchase and delivery of fodder and extraordinary costs associated with fodder drop operations (eg. communications)
- Clean up and disposal costs for carcass removal
- Costs of euthanising or providing veterinary care for distressed livestock
- Urgent repair to fencing for exclusion of stock from public areas
- Extraordinary human resource costs (eg. contractors and staff over and above ordinary costs).

b) Relevance to community need

Table 9 illustrates the level of alignment between the LSD package design (Request Form and Guidelines), the perspective of key stakeholders (a primary producer and the Beef Extension Officer) and the activities delivered. The package design themes are evident in the Guidelines' objectives, outcomes and activities. Table 9 indicates:

- Whether these themes were raised as relevant during the interview with the Beef Extension Officers (delivery agent perspective) or evident in the Beef Extension Officers' work (activities delivered by the delivery agent)

- Whether these themes were highlighted as relevant during the interview with the primary producer (primary producer perspective)
- Whether these themes were highlighted as not relevant during interview with the Beef Extension Officers or the primary producer.

Table 9: Alignment between package design and community need – LSD package

Package design theme <i>(themes evident in Guidelines' objectives, outcomes & activities)</i>	Delivery agent <i>(perspective & activities delivered)</i>	Primary producer <i>(perspective)</i>
Stock losses, equipment, and infrastructure damage	✓	✓
Clean-up and repairs	✗	✓
Recovery of livestock numbers	✓	✗
Fodder drops	✓	✓
Euthanising distressed livestock and burial/ carcass disposal	✗	✗
Aerial surveillance of livestock	✓	✗
Aerial mustering of livestock	✗	✗
Fencing repair	✓	✗

- ✓ Theme was evident during interview – considered relevant.
- ✗ Theme was not evident during interview.
- ✗ Theme was evident during interview – considered not relevant.

Table 9 highlights the importance of fodder drops, which were the primary activity delivered under the package, according to the Senior Beef Extension Officer who coordinated drops on behalf of DPI. The relevance of the fodder drops was confirmed by the interviewed primary producer, who described the fodder as “invaluable” due to the inaccessibility of stranded livestock. The Senior Officer reiterated the relevance, describing the fodder drops' role in preventing livestock deaths and stock losses, and the significance of preventing stock losses, in a context where sourcing adaptable stock to local conditions was a challenge:

“There [were] cold conditions and not a lot of feed around the higher areas. So [the cattle] are already worn down... And then when the water goes away, there's a lot of mud on the grass, so the grass is not as palatable... you want them to recover, but they can't eat the grass, and that's why you have the hay component because... If they don't have grass going through their guts all the time, they die.

...many of the cattle that survived were actually the nucleus herd of breeders... So if you ask me how important [the fodder drops were] – the issue is, you can't source cattle for that region. So any cattle that survive, particularly breeding females, they're a pretty attractive item.” (Interview with the Senior Beef Extension Officer).

Table 9 also indicates several themes in the packages were not considered relevant by the Senior Beef Extension Officer and/or the primary producer, particularly carcass disposal. Package acquittal records, information from the SDALO and discussions with DPI managerial staff in Brisbane revealed funding for carcass disposal received limited uptake. There are no financial transactions related to carcass disposal in DPI's progress reporting and according to QRIDA's reports, only \$14,800 was disbursed to primary producers (when individuals were permitted up to \$75,000). DPI staff explained the strict deadlines and timing meant package design and approval occurred before they fully understood needs. In this case, they said they did not know livestock carcasses were scattered, requiring limited intervention. They assumed it was similar to a previous flood event, when dead livestock were clustered and posed a biosecurity risk, requiring machines for disposal. They believed carcass disposal needs were met through other means, noting that QRIDA had a range of grants available for clean-up and other activities outside of the package, which may have been accessed by producers for carcass disposal.

The Senior Beef Extension Officer said some carcass disposal took place in areas where there were larger concentrations of dead livestock. They also said carcasses in that region “tended to dispose of themselves” due to the environmental conditions and a lot of cattle were swept out into the Gulf of Carpentaria in flood waters. The interviewed primary producer agreed that carcasses had largely decomposed by the time they would have been able to dispose of them, with inundation and

damage to machinery, as well as inaccessibility of carcasses preventing timely disposal:

“And then there was money for burying your stock. How do we do that when we’ve got nothing because all the machinery’s been underwater? We couldn’t get out to start grading our roads till May, so how do we do all that?”
(Interview with Primary Producer)

Finding 4: Fodder drops delivered by DPI under the LSD package were highly relevant to primary producers’ needs, as many primary producers had no way to access stranded livestock to provide feed.

Finding 5: The carcass disposal grants under the LSD package were not relevant to needs/context (as carcasses disintegrated naturally and primary producers did not have the machinery or access to carcasses to manage disposal). Subsequently, there was limited uptake of grants for carcass disposal.

Finding 6: Tight timelines in disaster contexts mean decisions need to be made on data available at the time and this impacted the relevance of some interventions in the LSD package.



3.1.3 Local Recovery and Resilience package

a) Package design

The Request Form for the community recovery package identified long periods of community isolation and losses to residential properties and business premises as specific impacts. The Request Form noted that council resources had been exhausted and the remoteness of the affected locations, availability of resources and disruption to community functions were the basis for requesting extraordinary assistance to “support the community to address their immediate, medium and longer-term recovery and resilience needs”.

Under the Guidelines, the objectives and eligibility requirements were non-prescriptive, focusing broadly on facilitating community recovery, increasing disaster resilience and ensuring partnership with community. Example eligible activities were broad, incorporating projects/ initiatives related to themes summarised in Table 10.

Table 10: Activity themes in Community Recovery and Resilience package guidelines

Economic recovery	<ul style="list-style-type: none"> • Business preparedness • Business continuity • Business development • Clean up of commercial premises
Social recovery	<ul style="list-style-type: none"> • Wellbeing and social support
Community resilience	<ul style="list-style-type: none"> • Costs of additional specialist staff • Reconstruction or enhancement to evacuation and relief centres • Projects that support disaster resilience • Flood warning infrastructure

b) Relevance to community need

Since primary data collection was not conducted for the Local Recovery and Resilience package⁷, secondary sources were consulted to corroborate the needs identified in the Request Form and Guidelines and to determine the relevance of activities delivered. These sources were a mix of project documents, media articles and relevant literature.

The non-prescriptive nature of the Guidelines was appropriate, given a key objective of the package was to ensure initiatives were delivered in partnership with the community. Specificity in the requirements around eligible activities would limit communities’ scope to define their needs and identify relevant activities.

Finding 7: The non-prescriptive nature of the LRR package Guidelines was appropriate because it provided space for communities to define their needs. It also meant that the package was broadly relevant, because local government defined their own projects in response to their communities’ needs.

DOOMADGEE

In Doomadgee, the package funded the construction of a footpath connecting residential areas to key services in town. The project plan⁸ described the community's need for improved footpaths, noting a comparatively large proportion of workers in Doomadgee walk to work (over 40%, compared with less than 3% of overall Queensland workers⁹) and described isolation during and after disaster events as a serious risk to the community. The existing footpath network in Doomadgee was limited and, combined with frequent heavy rainfall and flooding, posed access issues and safety risks for the community. Inundation of walking routes also occurred from poor stormwater drainage. These issues combined had detrimental effects on the physical, mental, and social wellbeing of community members.¹⁰

Lack of footpaths was also highlighted as an issue in the Doomadgee Aboriginal Shire Council's (DASC) Doomadgee Future Planning Project, a 10-year initiative aimed at securing funding to support economic and community development in Doomadgee.¹¹ Among the proposed projects in the initiative was the construction of a "town-wide" footpath, to support recreation and provide access for visitors and tourists from a planned camping area. Stage one of this town-wide footpath is complete and the footpath developed as part of the package is in close proximity to the start of the stage one footpath,¹² creating linkage between the footpaths.



Finding 8: The construction of a footpath in Doomadgee was relevant to community need, due to reliance on walking for commuting, the absence of sealed footpaths and alignment with broader community development plans.

BURKE

In Burketown, the package delivered an upgrade to the airport road to improve flood resilience, including the installation of new culverts, raising the surface level of the new road and measures to reduce erosion and scouring. Media articles¹³ noted the event damaged roads in Burketown and the Burke Shire Council has emphasised the vulnerability and importance of the access road to the airport. In July 2024, prior to the delivery of the package, the Mayor of Burke Shire reported the airport access road "remains [as] compromised by weather events as it was in 2010."¹⁴ Access to the airport is particularly important during flood events, for the delivery of essential food, medical supplies and other emergency goods when

road access into the community is cut off.¹⁵ The road was routinely cut off during the frequent severe weather events impacting the Burke LGA.¹⁶ According to the Mayor, the "failure of this vital connector" had meant a helicopter had to be used to transport people and goods to and from the airport for evacuation, repatriation, and resupply in disaster events.¹⁷

Finding 9: The upgrade of the airport road in Burketown was relevant, due to frequent inundation of the road and the need for access to the airport to meet communities' basic needs during the frequent severe weather events across the LGA.

BOULIA

In Boulia, three projects were delivered:

1. Demolition of the Urandangi hotel

The Urandangi Hotel, on the banks of the Georgina River, was inundated during the flood event and subsequent damage led to the hotel being condemned by a local engineer.¹⁸ Media articles¹⁹ reported the previous manager of the hotel returned to try and salvage the business; however, after six months she "cut her losses" and supported the council's order to demolish the building, conceding "I came back hoping it wasn't as bad as it was, but it was bad".



2. Construction of a culvert on the road leading to the clinic and airport

According to the project plan, the health clinic in Boulia became inaccessible during the flood due to inundation of access streets. The Boulia Shire Council Natural Disaster Risk Management Strategy (2024-25)²¹ notes the high vulnerability and low flood immunity of council roads and that critical facilities, including airports and clinics, are inaccessible to parts of the shire during flood events. The Boulia Health Clinic delivers essential health care services to the local community and surrounding areas.²² Under the package, culverts were installed in one street to alleviate inundation of the road and allow timely ambulance access to the town and also the airport in emergency situations.²³

3. Flood warning infrastructure

Flood warning infrastructure – specifically signage and river level indicators on the Dajarra to Mt Isa Road – were delivered under the package. This infrastructure was designed to support the prevention of isolated channels being “unmonitored floodways on the main link to Mt Isa during a flood event”. The Boulia Shire Council Natural Disaster Risk Management Strategy (2024-25)²⁴ confirms the appropriateness of projects relating to safe travel on the

Dajarra to Mt Isa road, identifying the Mt Isa-Bouli Road (passing through Dajarra) as one of most important roads in Boulia Shire and recommending the prioritisation of upgrading frequently flooded sections of the road to a higher flood immunity.

Finding 10: The projects in Boulia were relevant to need because they addressed safety concerns, improved access to essential services and aligned with broader disaster risk management planning in Boulia Shire.

3.2 Effectiveness

Effectiveness relates to the extent to which the packages achieved their intended outputs and outcomes. The ToC was used to guide the evaluation of effectiveness – to break down the Guideline objectives into more tangible outcomes, and to understand what was intended and achieved by the packages.

As part of evaluating the effectiveness of the packages, influencing factors – both enablers and barriers associated with package design and external to the packages – were explored to assist in understanding the packages’ contribution to outcomes observed and to identify why aspects of the packages worked or did not work.

3.2.1 Intended outputs and outcomes

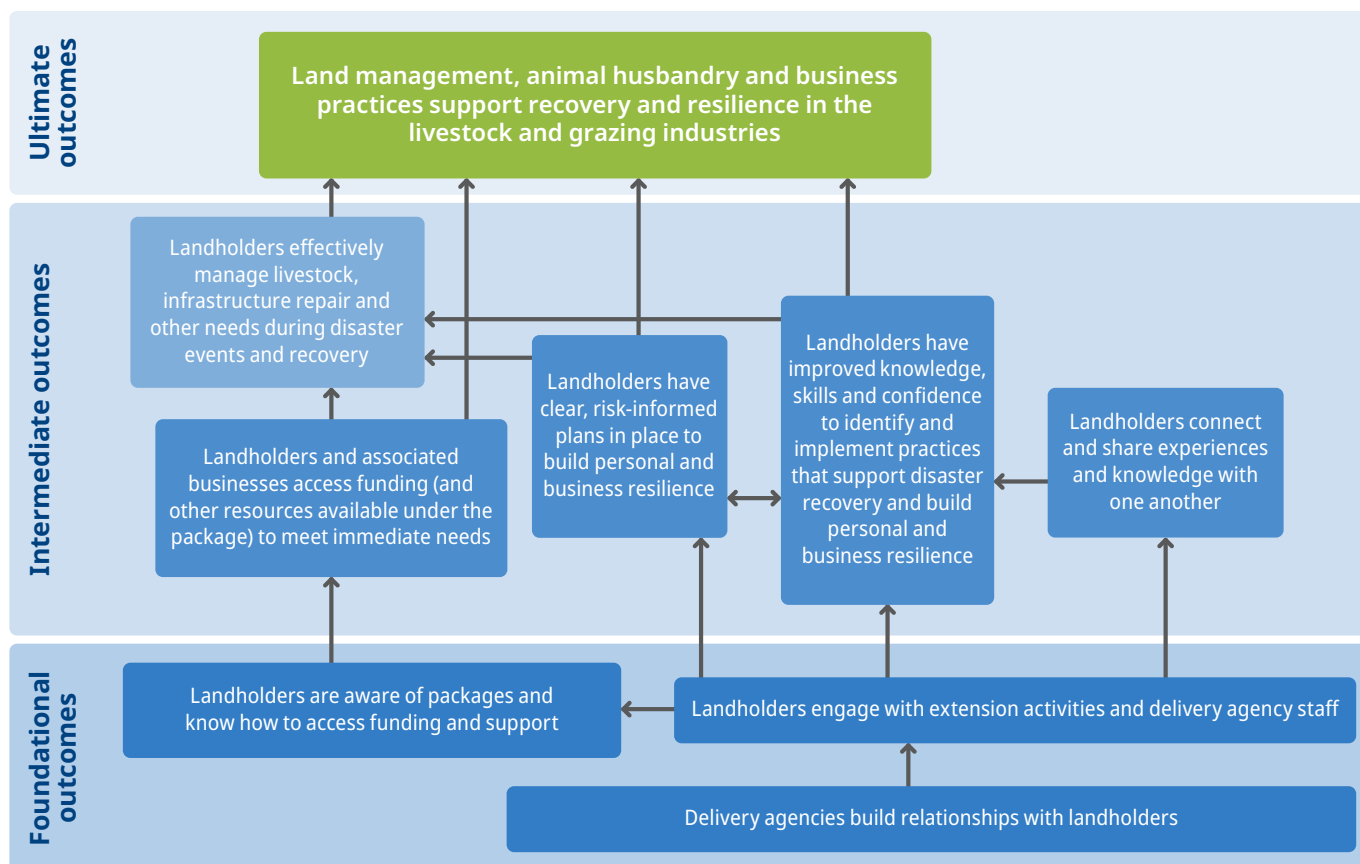
Two “ultimate outcomes” were identified in the ToC:

- Land management, animal husbandry and business practices support recovery and resilience in the livestock and grazing industries
- Mental health impacts of the disaster are mitigated.

a) Livestock and grazing industry practices

The Guidelines for the livestock and grazing packages demonstrated a focus on improving in primary producers’ capacities and practices to support the sustainability and resilience of their businesses and the natural environment. The relevant ToC change pathways for this outcome are extracted in Figure 2.²⁵ This section assesses the extent to which the LGLR and LSD packages achieved or contributed to the outcomes in these change pathways.

Figure 2: ToC excerpt for Ultimate Outcome 1



Relationship building

A key foundational outcome underpinning the effectiveness of the livestock and grazing packages related to relationship building with flood-affected primary producers. The Beef Extension Officer explained in the interview that a lot of their time was spent establishing relationships with primary producers and gauging what they needed to recover. This was reflected in the prominence of one-to-one extension work in extension monitoring data²⁶ (see Figure 3).

The Extension Officers emphasised the importance of building relationships for primary producers who had received limited previous extension support and had low awareness of DPI's presence. These factors, along with short implementation timeframes,²⁷ presented challenges to building relationships and achieving the LGLR package's intended outcomes:

"It's challenging for a new person, who's not from the area, to go into a context where primary producers have received zero government extension support – they don't know [the new person], they don't trust [the new person]. It took me 3-4 years to gain the trust of local primary producers when I first started as an extension officer...12 months isn't long at all, to achieve anything. And [the extension officer has] only been there since July – [they've] done a lot." (Preliminary discussion with Senior Beef Extension Officer)

Effective engagement and targeted disaster recovery support

The main disaster recovery-related support delivered to primary producers was:

- Monitoring recovery, and linkage and support to access grants (through extension work)
- Linkage to resilience programs (through extension work)
- Delivery of fodder (through fodder drops).

Extension work

The Beef Extension Officer's workplan focused on disaster recovery, incorporating broad-ranging engagement with primary producers affected by the flooding, as well as sharing information with other DPI teams about ongoing impacts, successes and learning from the floods. The main objectives identified in the officer's workplan were:

- Support Gulf region properties across a range of beef industry related topics, with particular emphasis on support for those businesses severely affected by the disaster event
- Raise producers' awareness of all Queensland Government, NRM and local council projects relevant to the recovery effort
- Provide information and intelligence back to ELS (Extensive Livestock Systems) on the current lingering impacts of the 2023 flood, what issues have been mitigated and what can be done to better navigate future disasters.

The Extension Officer's priority was to support around 50 of the most severely impacted properties/ businesses.²⁹ Monitoring data³⁰ from the Beef Extension Officer revealed 31 producers were reached through extension activities, in more than 170 incidents of contact.

The monitoring data was aligned with the Extension Officer's workplan in terms of the types and focus of activities delivered (see [Figure 3](#) and [Figure 4](#)). Interviews corroborated the officer's focus on monitoring and facilitating primary producers' flood recovery. The monitoring data and interviews revealed:

Despite the challenges, the Beef Extension Officer referred to the positive relationships they built multiple times during the interview. The Senior Beef Extension Officer said key outcomes of the work were producers in the Gulf "know[ing] that they're supported as members of the Queensland public", which "helped to initiate a large feeling of trust and rapport with those producers". The Senior Beef Extension Officer also noted the positive relationships with producers will assist to build their resilience and support timely disaster recovery work in the future.²⁸ They also mentioned the fodder drops were an opportunity to build trust through supporting primary producers facing "devastating" losses:

"...knowing that there's somebody there with a Queensland government shirt on helping sling loads [of fodder] – that's a big thing for them." (Interview with Senior Extension Officer)

Finding 11: The Beef Extension Officer focused on relationship-building with primary producers, as it is an important foundational element of effective extension work, and there is evidence that the both the LGLR and the LSD packages facilitated positive relationships with primary producers.

- Monitoring ongoing impacts of the flooding and recovery status was evident in over 40% of phone calls in the sample call log and was second most common theme in calls behind monitoring/ supporting the access to grants. The Extension Officer discussed primary producers' stock and equipment losses and progress in repairing and rebuilding dams, fences, roads and other infrastructure.³¹
- Raising awareness about other relevant DPI or resilience programs that could support primary producers' resilience was evident in over a quarter of calls in the sample call log. The Senior Beef Extension Officer also reported they had connected "a lot of clients" to Southern Gulf NRM,³² particularly for programs related to resilience-building practices, such as wet season spelling.³³
- Raising awareness about available support for flood recovery was the most common theme evident in the extension activities (representing 31% of activities) and phone calls (evident in 77% of phone calls) – particularly focused on grants. During the interview, the Extension Officer confirmed a lot of their focus was on linking producers to grants, liaising with QRIDA to address any challenges with grant applications and that the grants were important for producers' recovery.

"...I did a lot of work on... making sure [primary producers] knew about the grant, giving them a hand to actually do the application. If they had questions, I could always go back to QRIDA to get that information and talk to them..." (Interview with Beef Extension Officer)

"...[the grants] help [primary producers] get back on track more quickly... if they have that bit of extra cash flow, they're able to just get back on track a lot sooner and get back to their usual activities." (Interview with Beef Extension Officer)

According to the Beef Extension Officer, the grants³⁴ were mostly used for rebuilding damaged infrastructure. The interviewed primary producer agreed grants were helpful, describing them as "a lifesaver" because they would not have any income "for a long time".

Figure 3: Type and theme of extension activities delivered – activity/event records, excl. call logs

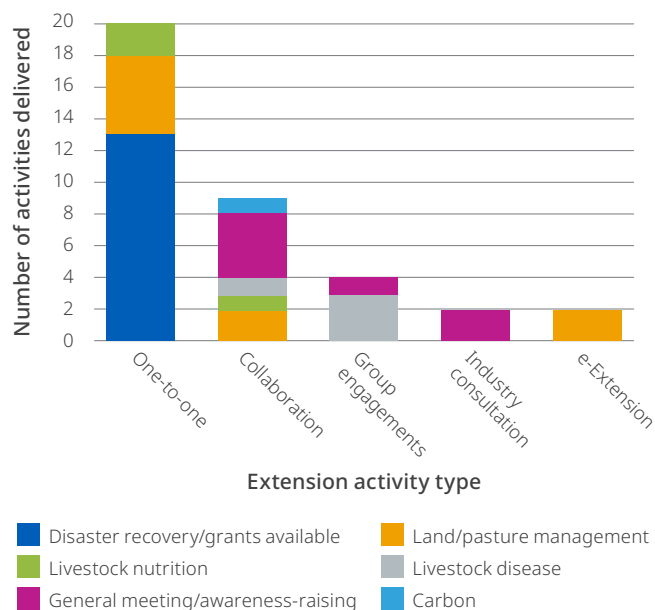
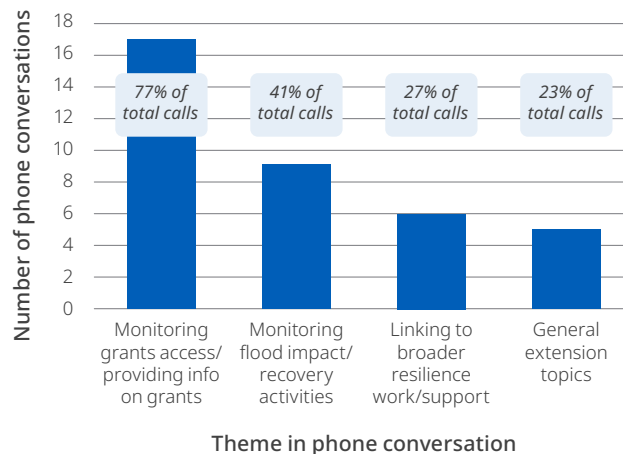


Figure 4: Themes in extension phone calls (from a sample call log)



Finding 12: The LGLR package effectively engaged with primary producers, supporting them to meet their flood recovery needs, monitoring ongoing recovery and linking primary producers to broader resilience support.

Fodder drops

Other support accessed by primary producers were fodder drops, under the LSD package. Based on DPI's fodder drop records over a seven-day period, around 225 round bales were delivered to livestock at various flood-affected locations, representing over 12,000 instances of fodder provision to livestock. The Senior Beef Extension Officer estimated between 3,500 to 6,500 individual cattle were reached with fodder drops and the interviewed primary producer said the fodder drops were "invaluable, because we had stock stranded on islands". Some private companies and private "family operations" also supported fodder drops, delivering fodder to their own cattle and neighbours' cattle with DPI support.³⁵ DPI also served a crucial coordination role as the "primary tasker for [fodder drops] between ourselves, the private guys, [contractors] and all of us".³⁶

Without the fodder drops, the Senior Beef Extension Officer said cattle would have died, and they highlighted how reducing financial pressure through grants and fodder drops (by reducing livestock loss) was important in the context of the challenges involved in restocking, which can then further restrict producers' cash flow:

"...it's the crossover of the issues. Basically [without financial support] you're paying for all those capital recovery costs out of your own pocket, but then also you're down on cash flow because you've lost cattle. And... one of the issues is, you need to be able to source stock that are actually adapted to those conditions, so it's actually pretty much impossible to buy. So that further impacts your cash flow issue because you can't sell so many [because] you're trying to build your numbers back up... So it's pretty tricky." (Interview with Senior Beef Extension Officer)

Finding 13: The LSD package was effective in meeting primary producers' fodder needs, as they could not access livestock stranded by floodwaters.



Resilience planning and building knowledge/skills

Included in the examples of eligible activities in the LGLR package were extension activities focused on key industry topics, such as animal husbandry and land management practices, pest and weed management, emergency animal disease and supporting primary producers to develop Farm Business Resilience Plans. These activities were linked to outcomes around primary producers sharing and gaining new knowledge and skills and having plans in place to build personal and business resilience.

Since disaster recovery support was the main focus of the Extension Officer's work, along with the relationship-building required to deliver that support,³⁷ there was comparatively less focus on outputs and outcomes around knowledge and skills transfer and related to broader extension topics and longer-term resilience. Nevertheless, some focus on general extension work was evident in the extension monitoring data (see Figure 3) and the Extension Officer noted they teamed up with other Extension Officers and Biosecurity Queensland to attend events, workshops and on-site visits related to a range of extension topics, including livestock health and land management. The Extension Officer also noted opportunities for incidental knowledge sharing that they harnessed during these activities and the one-to-one support they provided:

"...you do get a bit more shared knowledge as well, talking to people about even how they're managing weeds or if they've done any wet season spelling and then you might talk to someone else and you're able to pass on a little bit of that information." (Interview with Beef Extension Officer)

While the Extension Officer did not work directly with primary producers to improve resilience planning, the Senior Beef Extension Officer expressed an expectation during the interview that relationships built with primary producers would result in increased participation in other DPI programs. One example is the Grazing Futures Livestock Business Resilience (GFLBR) project, which aims to support producers to develop Farm Business Resilience Plans.³⁸

"...our staff that are there... [can] build on that rapport with the permanent projects that we have. There's a Grazing Futures Livestock Business Resilience project, which is very much focused on being able to better manage your business and the risks associated with it, with climate variability." (Interview with Senior Beef Extension Officer)

Finding 14: The Beef Extension Officer was more focused on flood recovery needs and relationship-building than general extension work (and these were appropriate priorities³⁹). But the Officer did participate in general extension work and incidental knowledge sharing.

Contribution to grazing practices that support recovery and resilience

The packages' support for primary producers to meet their response and recovery needs is clear – the packages provided information and material support and linked primary producers to financial support. Potential contribution to actions, or changes in practice that support longer-term sustainability and resilience in the agricultural sector⁴⁰ is more complex to trace.

The activities delivered by the LGLR and LSD packages were aimed more at meeting immediate response and short-term recovery needs, rather than eliciting changes in practice that could be expected to support recovery and resilience over the

medium-to-long term. In addition, there was insufficient data to trace the packages' achievements to any changes in primary producers' practices. Nevertheless, the packages achieved or contributed to several important outcomes that influence practice change:

- Lack of funds can inhibit practice change⁴¹ – the packages mitigated the financial impacts of the floods for primary producers, through fodder drops (which reduced livestock loss) and linking producers to grants for infrastructure rebuild.⁴²
- Positive professional relationships between extension workers and primary producers are crucial to facilitating practice change⁴³ – the Extension Officers highlighted the positive relationships built with primary producers through the direct support provided during fodder drops and the Beef Extension Officer's work linking producers to financial support and monitoring their recovery from flood impacts.⁴⁴
- Effective extension approaches, including linking to other points of extension engagement, contribute to practice change⁴⁵ – the Beef Extension Officer linked producers to broader extension work by referring producers to the Southern Gulf NRM's extension activities and the positive relationships developed with producers is expected to facilitate linkages to future extension work through producer groups.⁴⁶
- Farmer mental health may be positively correlated with uptake of agri-environmental innovation⁴⁷ – the livestock and grazing packages demonstrated positive contribution to mental health outcomes for primary producers; this is explored in detail in section 3.2.1b.

The relative influence of the drivers and barriers to practice change and their fluctuation over time also mean practice change is a continuous process of learning and change, rather than a point in time event or decision.⁴⁸ This observation was supported by the Beef Extension Officer during interview:

"With cash flow... producers might see something interesting like wet season spelling or rotational grazing or a practice change like that and think "oh, yeah, I really want to do that" and they keep it in the back of their mind, because there might be a few difficult years or something. But upon a really good season, cattle prices are good or something... they're able to actually go ahead and implement that. So sometimes it's not straight away... it's just a matter of getting a season where things line up... when they go along to the courses or field days, they're very good at picking those ideas and they'll just keep that in mind until the time suits." (Interview with Beef Extension Officer)

Subsequently, while the LGLR package may not have resulted in observable practice change, with incidental knowledge sharing and linking producers to broader resilience work, the package may have increased primary producers' toolkit of knowledge and skills for future practice change.

Finding 15: While there is no data around primary producer practice changes linked to the livestock and grazing packages, the LGLR package addressed several factors that increase the likelihood of primary producers implementing practice changes (eg. financial pressures, relationships with extension workers and linking to other extension opportunities).

b) Mental health impacts

None of the three package Guidelines or Request Forms recognised potential linkages with mental health impacts, most likely due to a separate \$1 million Community Mental Health package which targeted community mental health needs (see [Table 1](#)). Interviews with package stakeholders indicated the packages' actual and potential contribution to mitigating the mental health impacts of the disaster and there was significant literature supporting these links.

Finding 16: Potential mental health outcomes were not acknowledged in the packages' guidelines, potentially because these needs were targeted through another package (outside the scope of this evaluation).

The ToC identified two change pathways through which the packages were expected to help mitigate the mental health impacts of the disaster (and/or future disasters):

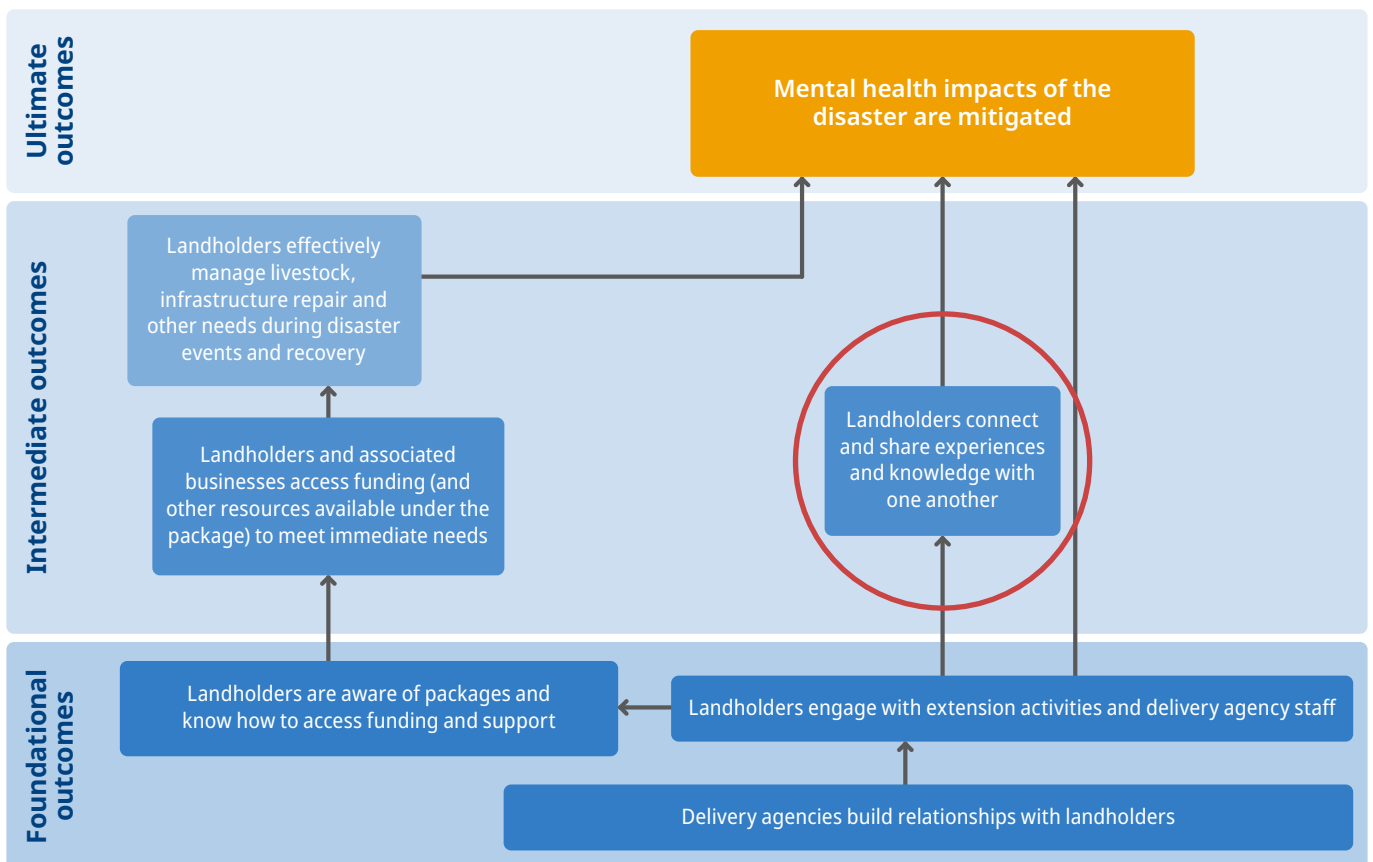
1. Through the livestock and grazing (LGLR and LSD) packages: abating stock loss and financial impacts in the grazing and livestock industry (through fodder drops and linking to grants) and supporting engagement with Extension Officers (as well as indirectly through general group extension activities)
2. Through the LRR package: infrastructure work improving/ restoring access to community structures, centres and services and allowing people to safely navigate within and between communities.

Finding 17: There is evidence the three packages helped (or demonstrated potential to help) mitigate the mental health impacts of the event or future disaster events. The livestock and grazing packages in particular, demonstrate potential for positive mental health impacts on top of dedicated mental health packages.

Livestock and grazing industry

The relevant ToC change pathways for the livestock and grazing packages' contribution to mitigating mental health impacts are extracted in Figure 5.⁴⁹ Progress on several outcomes in Figure 5 was described in section 3.2.1a. Subsequently, this section will focus on the packages' effectiveness in providing opportunities for primary producers to connect and share experiences and knowledge with one another (as indicated in Figure 5); and the livestock packages' overall contribution to mitigating the mental health impacts of the disaster.

Figure 5: ToC excerpt for livestock and grazing packages' contribution to Ultimate Outcome 2



Opportunities to connect and share experiences/ knowledge

The potential social benefits of extension activities were recognised in the LGLR Guidelines, which listed an example eligible activity as “building personal and social resilience through group extension activities that bring neighbouring properties and the community together”. In the ToC, this was reflected in intermediate outcomes related to primary producers having opportunities (through extension activities) to connect and share experiences and knowledge with one another (see [Annex 2](#)).

The Beef Extension Officer’s work did not convene new or additional groups, events or workshops. Rather, the Extension Officer made the strategic choice to leverage existing extension activities to build relationships with primary producers and deliver information about support available. This was appropriate, as the Extension Officer noted during the interview how difficult it could be for primary producers to participate in workshops and events (due to accessibility in the wet season and mustering commitments in the dry season). But this means that any social connectedness fostered through the group extension activities delivered as part of other programs could not be solely attributed to the Beef Extension Officer’s participation in these activities. Nevertheless, almost one third of the Extension Officer’s outputs were delivered in group settings, including industry groups, workshops and community events (see Figure 3). This indicates the Extension Officer’s contribution to activities and outcomes related to primary producers connecting and sharing their knowledge and experiences.

Finding 18: While the LGLR package did not provide new or additional opportunities for primary producers to get together and share experiences, the Extension Officer made the strategic choice to leverage and contribute to other group activities conducted as part of general extension work. These group activities provide opportunities for primary producers to connect and share experiences and knowledge.

Contribution to mitigation of mental health impacts

The link between farmer mental health and the effects of disasters and disaster recovery support is well documented.⁵⁰ Extreme climate or weather events have a negative effect on the mental health and wellbeing of people living in affected rural communities and these people are likely to be at increased risk of experiencing mental ill health.⁵¹ Furthermore, interviews with Beef Extension Officers and the primary producer revealed the mental health impacts of disasters are a concern; and packages seemingly unrelated to mental health could in fact make important contributions to mitigating the mental health impacts of disasters for primary producers. In particular, there was evidence the livestock and grazing packages’ effectiveness in relationship-building, linking producers to financial support and delivering material support are likely to have had mental health benefits for primary producers and their families.

Extension work and relationship-building

Extension work can play an important role in supporting primary producers’ mental health;⁵² and fostering strong social connections and shared learning experiences is crucial for positive mental health outcomes in farming communities, as well as sustainable natural resource management.⁵³ Apart from contributing to group extension activities, the Extension Officer pointed out the potential mental health benefits of fostering individual social connections with producers through their one-to-one extension work (which represented the majority of their work – see Figure 3):

“...having someone follow up and asking how their recovery has gone, and just taking note of that and listening to how they’ve gone, I think that could have helped people. Follow-up and just that interest in that sort of thing.” (Interview with Beef Extension Officer)

Financial and material support

Financial stress is also a major contributor to poor mental health for farmers.⁵⁴ The financial strain from infrastructure damage was highlighted by the Beef Extension Officers,⁵⁵ who noted the prohibitive costs of insuring livestock meant insurance did not cover the financial loss of stock.⁵⁶ This provides perspective on the potential mental health benefits of financial support that the Beef Extension Officer linked primary producers to and the reduction of livestock loss through fodder drops.⁵⁷ These mental health effects were highlighted during interviews with the Senior Beef Extension Officer, who described the sense of loss felt by primary producers and the distress caused by losing livestock:

“You need to understand how much effort these [primary producers] put into keeping their cattle alive for an average year. If you face the fact that all these animals are gone... it’s devastating. If you get a hundred breeding females back on a truck... that is all you need to keep calm.

...You talk about mental health – if your horses are getting nailed with midges or sandflies and they’re starting to get health issues – one of the things to keep people mentally healthy is not having to watch their horse go to rack and ruin.” (Interview with Senior Beef Extension Officer)

He also explained the potential mental health benefits of the financial and fodder support provided by the packages:

“...[without the support], it would be the end for some people... From a mental health perspective, it’s just devastating. And then anything that you get, a little bit of money, a couple of round bales to feed some horses. Little things are massive... It is definitely the support to those people that generally get nothing... It’s massive for mental health.” (Interview with Senior Beef Extension Officer)

The interviewed primary producer confirmed the mental health benefits of support in general, and especially the fodder drops:

“Those fodder drops were very well-received. You know you can’t save all the cattle – you never can. [But] you can’t say this enough: the mental health of those graziers... watching their stock die... just to be able to save some [cattle, it] improves their mental and emotional health and boosts their resilience at a time when it’s at an all-time low. So [fodder drops] should always be done.” (Interview with Primary producer)

Providing context

It is useful to also situate the packages' potential mental health benefits in the broader context of health service design and accessibility in rural and remote areas, as well as tendencies in help-seeking behaviour. Numerous barriers affect primary producers' abilities or choices to seek mental health support, including access to services and perceptions of services available.⁵⁸ The Senior Beef Extension Officer highlighted these as specific barriers, particularly the inappropriateness of phone-based mental health support, which is the most accessible option for primary producers in the affected area:

"In terms of mental health support, well, just like everything these days... it's just a phone number. Which these sorts of people are never going to ring." (Interview with Senior Beef Extension Officer)

Social and attitudinal barriers also affect primary producers' help-seeking behaviour, including stigma related to mental health, attitudes that place importance on 'self-reliance' and 'rural stoicism', privacy concerns and attitudes around the efficacy of mental health services.⁵⁹ Structural barriers, such as physical distance and lack of public transport, and financial constraints also impede primary producers' engagement with mental health services.⁶⁰ While access to digital support services may address these barriers to an extent, digital literacy and digital infrastructure (eg. mobile phone coverage) presents challenges⁶¹ and as the Senior Beef Extension Officer noted, attitudes around virtual or phone-based services may deter farmers from seeking out these services. These contextual factors heighten the significance of any positive mental health outcomes from the packages.

Unintended outcomes

It is important to identify potential negative impacts from package implementation. The Senior Extension Officer observed DPI data collection practices in the early stages of recovery had the potential to compound people's trauma, indicating that data collection timing and prioritisation need further consideration. The officer spoke about DPI's requirement to collect data in a dedicated app. The app focuses on damage sustained at a time when primary producers do not have information about damage and are focused on other needs:

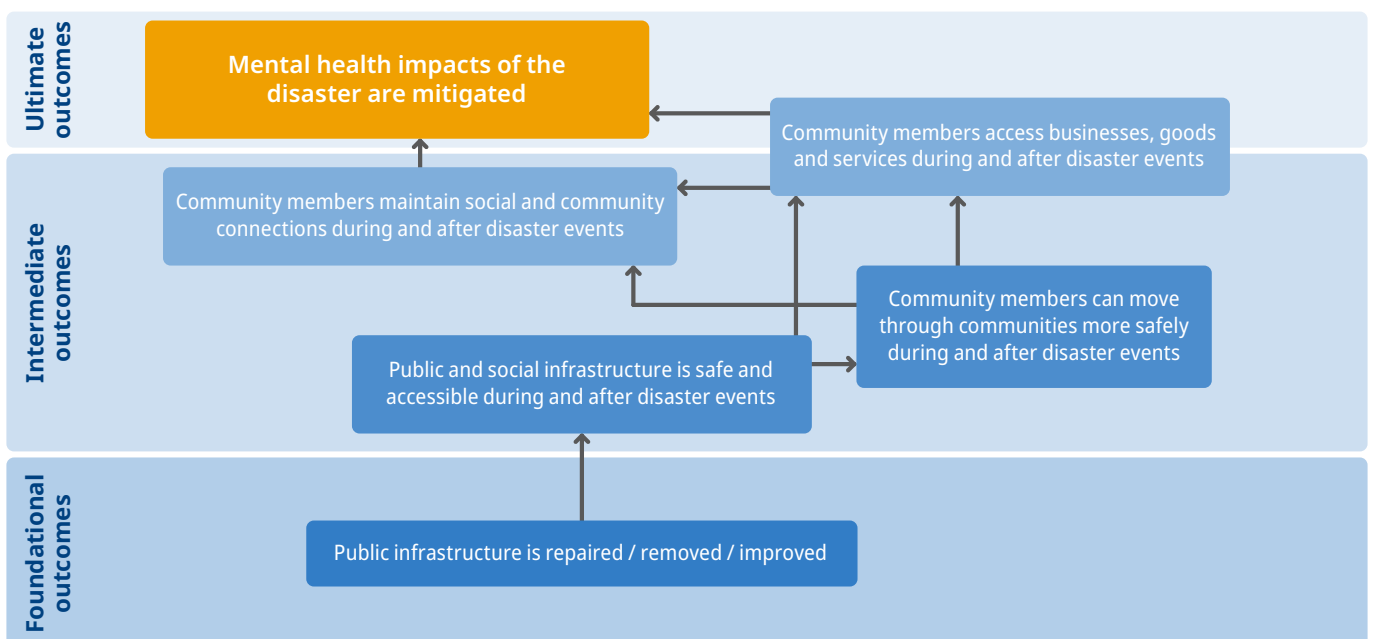
"...here's another thing, from a mental health perspective: let's get a person who's not slept for a week, who doesn't know what the damage is on their property, is only being fuelled by the energy that's required to keep the things that they have alive... keep asking them about what damage they've received... Compounding [the trauma] and compounding it and compounding it." (Interview with Senior Beef Extension Officer)

- Finding 19:** There is evidence the livestock and grazing packages helped to mitigate the mental health impacts of the disaster, through relationship-building as well as financial and material support (eg. linking to grants, fodder drops)
- Finding 20:** The mental health impacts of disasters are a significant concern for primary producers and their families and communities, who face higher rates of poor mental health and barriers to accessing appropriate support
- Finding 21:** Poorly timed or inappropriately prioritised data collection during disaster response and recovery has the potential to cause harm. It is vital to prioritise data collection and consider appropriate timing for different data collection needs.

Community and public infrastructure

The relevant ToC change pathways for the LRR package's contribution to mitigating mental health impacts are extracted in Figure 2.⁶² This section assesses the extent to which the LRR package achieved or contributed to the outcomes in these change pathways. Importantly, the effectiveness of several of the LRR package initiatives can only be confirmed in the next major flood event, and a lack of primary data limited the conclusions that could be drawn about the infrastructure projects specifically. For these reasons, secondary data sources (eg. news articles, council reports and plans and literature on comparable initiatives) were consulted to provide evidence of the package's likely effectiveness.

Figure 6: ToC excerpt for infrastructure package's contributing to Ultimate Outcome 2



Repair/remediation of public infrastructure

According to progress reports submitted to QRA by implementing stakeholders, all of the works under the LRR package were delivered. These included:

- Flood warning infrastructure in Boulia completed in May 2025
- Road upgrades in Boulia completed in June 2025
- The footpath in Doomadgee completed in September 2025
- Demolition of the Urandangi hotel completed in April 2024
- Road upgrades in Burketown completed in November 2024.

Safe infrastructure and movement through communities

Several of the LRR infrastructure projects are likely to improve the safety and accessibility of public infrastructure during and after floods, allowing community members, service providers and the supply chain to move within and between communities more safely:

- The effectiveness of the Urandangi Hotel demolition in improving the safety of infrastructure was evident in its completion – demolition of the hotel was motivated by safety concerns following inundation during the flood. The hotel was condemned by a local engineer and demolished in April 2024, removing safety risks to the community.
- Road improvements, including culverts and raising road levels, are common flood resilience measures for roads in Queensland, indicating their effectiveness in reducing inundation, road damage and road closures.⁶³ Road improvements in Boulia and Burketown are expected to alleviate inundation of key roads in the regional centres. While the primary objectives of these projects is to increase access to essential services, there are also safety benefits, with the road improvements removing the risk of people choosing to drive through flood waters on these roads (which accounts for almost half of flood-related deaths in Australia).⁶⁴
- Lack of signage and depth indicators is an influential factor in drivers' decisions to enter floodwaters.⁶⁵ The installation of signage and river level indicators on the Dajarra to Mt Isa Road mitigates the potential influence of this factor on driver decision-making and the effectiveness of these measures is indicated by the inclusion of road subject to flooding signage and depth markers in recommended safety measures for road management in Australia.⁶⁶
- The footpath in Doomadgee is designed to withstand flooding and also reduce the amount of debris deposited in stormwater channels and drains. These issues have led to inundation of walking routes through the town in the past, limiting community members' access to the town centre and compromising their safe navigation of their community.⁶⁷

Finding 22: Infrastructure projects in the LRR package applied proven/ standard interventions that have demonstrated effectiveness in supporting safe movement in and between communities.

Access to goods, services and community connections

By improving the accessibility and safety of public infrastructure, several projects are likely to facilitate communities' access to goods and services during and after floods, particularly due to their strategic locations.

- The road flood immunity improvements in Boulia and Burketown are located on key roads linking to essential services. In Boulia, the culvert was constructed on a road leading to the health clinic and connecting the health clinic and the airport, to facilitate and expedite ambulance access to the clinic and the airport.⁶⁸ The most recent data on the health clinic's annual use⁶⁹ indicates there were around 3,800 total occasions of service annually. This equates to an average of almost eight occasions of service per Boulia LGA resident,⁷⁰ providing perspective on the potential significance of improved access to the clinic.



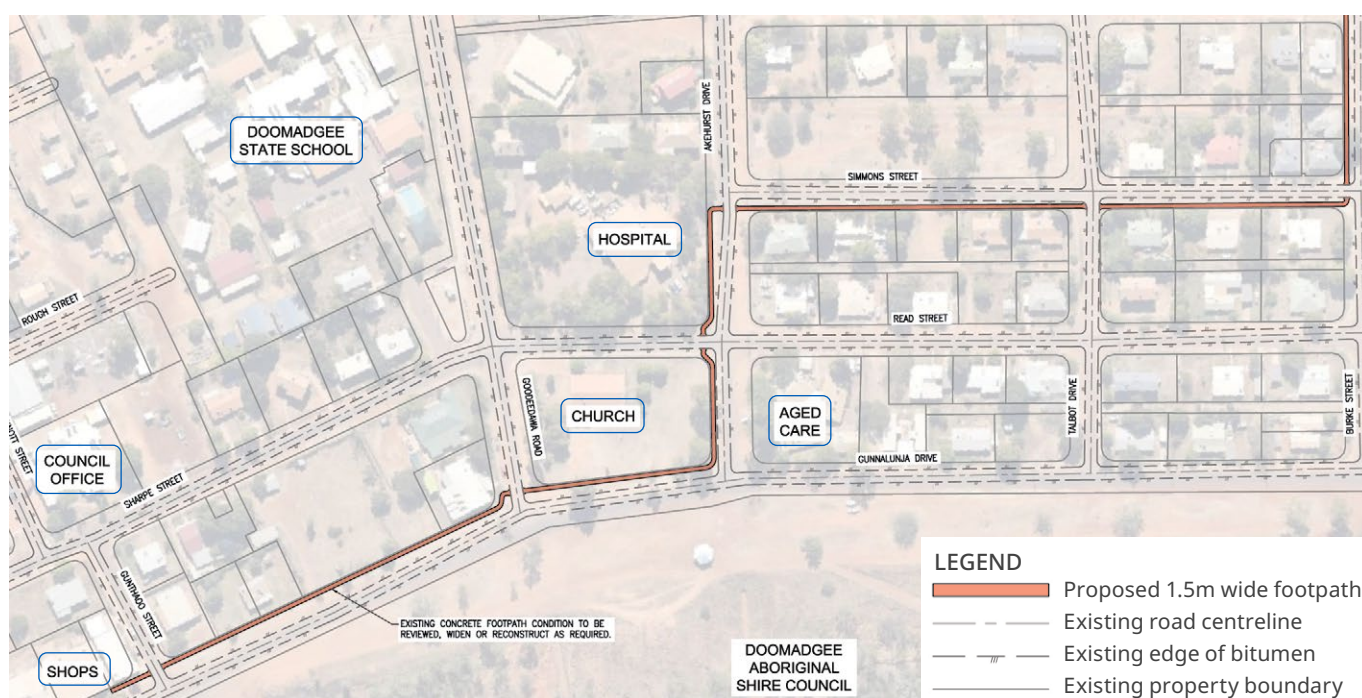
Before and after photos of culvert construction in Boulia (source: Boulia Council)

In Burketown, flood immunity improvements were made to the road leading to the airport. In the past the road was frequently cut off during severe weather,⁷¹ and the road is vital for the delivery of essential food, medical supplies and other emergency goods, as well as evacuations.⁷² During the 22/23 flood, almost the entire township of Burketown was evacuated by air⁷³ and prior to the evacuation, food was transported by air to ensure adequate supplies for the region.⁷⁴



Construction of a culvert on the airport road in Burketown (source: Burke Shire Council⁷⁵)

- In Doomadgee, the footpath connects residential areas to essential services and social infrastructure in town, including the hospital, supermarket, local government offices, places of worship and the school.⁷⁶



Footpath route (proposed) (source: Project plan)

Apart from facilitating access to goods and services, safe and effective movement within and between communities has numerous benefits, including enabling people to connect with one another.⁷⁷ Transport infrastructure is vital for connecting community members to each other and helping communities to return to normality following a disaster⁷⁸ The package's road upgrades in Boulia and Burketown alone are unlikely to be of sufficient scale to improve social connection for those communities (during disasters or at other times) – although they were constructed in a broader context of significant state- and federally-funded road improvement works across North and Central West Queensland, that are aimed at improving flood resilience and connectivity for remote communities⁷⁹

The footpath in Doomadgee is likely to have a more direct contribution to social connection than the road upgrades. The footpath connects residents to key community facilities and is close to other footpaths intended to support walking for leisure and exercise⁸⁰ – access to these types of social infrastructure helps build social connection and cohesion in communities.⁸¹ Walking itself is recognised as an opportunity to also enhance social connection, as well as general health and wellbeing.⁸²

In the case of the Urandangi Hotel demolition, while it was deemed necessary by the local council, it may have had a detrimental impact on social connectivity and access to goods and services for the residents of Urandangi and surrounding areas. This is due to the crucial role the hotel played in the community. The limited media coverage at the time described the hotel as “the lifeblood of Urandangi”⁸³. It described the hotel playing a central role to facilitate access to services and supplies, “serv[ing] as a grocery store, petrol station, post office and Centrelink, with surrounding cattle station staff and tourists regularly stopping in to pick up supplies”.⁸⁴ Earlier media articles⁸⁵ highlighted the hotel's contribution to fostering social connections, reporting the value of annual “get to know your neighbour day”, Anzac Day commemorations, social days for local women and other community events. Boulia Shire Council meeting minutes and reports indicate Urandangi was largely uninhabited following later flooding in April/ May 2023.⁸⁶ But it was difficult to gauge the comparative influence of the hotel demolition on the reduction in residents (and associated need for the hotel's services), given interrelated challenges around repeated flood events, road closures, lack of qualified staff for essential service provision and lack of permanent population.⁸⁷

Finding 23: Infrastructure projects are likely to improve access and safety in strategic community locations vital for delivering essential goods and services

Finding 24: The footpath in Doomadgee is likely to have a tangible impact on social connection in the Doomadgee community, but the road projects are probably of insufficient scale to enhance social connectivity.

Finding 25: The demolition of the Urandangi Hotel, while deemed necessary by key stakeholders, likely had unintended consequences on access to services, supplies and social networks in Urandangi and surrounding areas.

Contribution to mitigation of mental health impacts

There is evidence that the LRR package's likely effectiveness in improving access to essential services and supplies during disasters and supporting community connectedness⁸⁸ would contribute to mitigating the mental health impacts of disasters. Research shows that providing efficient practical support, ensuring basic needs are met, maintaining social connections and prompt re-establishment of community networks are important factors in preventing long-term mental health impacts from disasters.⁸⁹

- **Improving access to essential services and supplies through road upgrades in Boulia and Burketown to help meet basic needs:** Securing people's physical safety and necessities (such as food, medical supplies and shelter) promotes psychological comfort and safety, as well as adaptive coping and problem solving.⁹⁰
- **Improving social connectedness through constructing a flood-resilient footpath in Doomadgee:** Supporting movement of people within and between communities helps people to connect⁹¹ and social connection is important for maintaining mental health, particularly in times of difficulty and stress, providing a source of support, meaning and belonging⁹². In addition, social support has been found to have a protective influence against the onset of mental illness after disasters⁹³.

Providing context

Importantly, the package's potential contribution to mitigating mental health impacts from disasters may be amplified by several contextual factors that research⁹⁴ shows can place certain groups at increased risk of adverse mental health impacts related to disasters. These factors include:

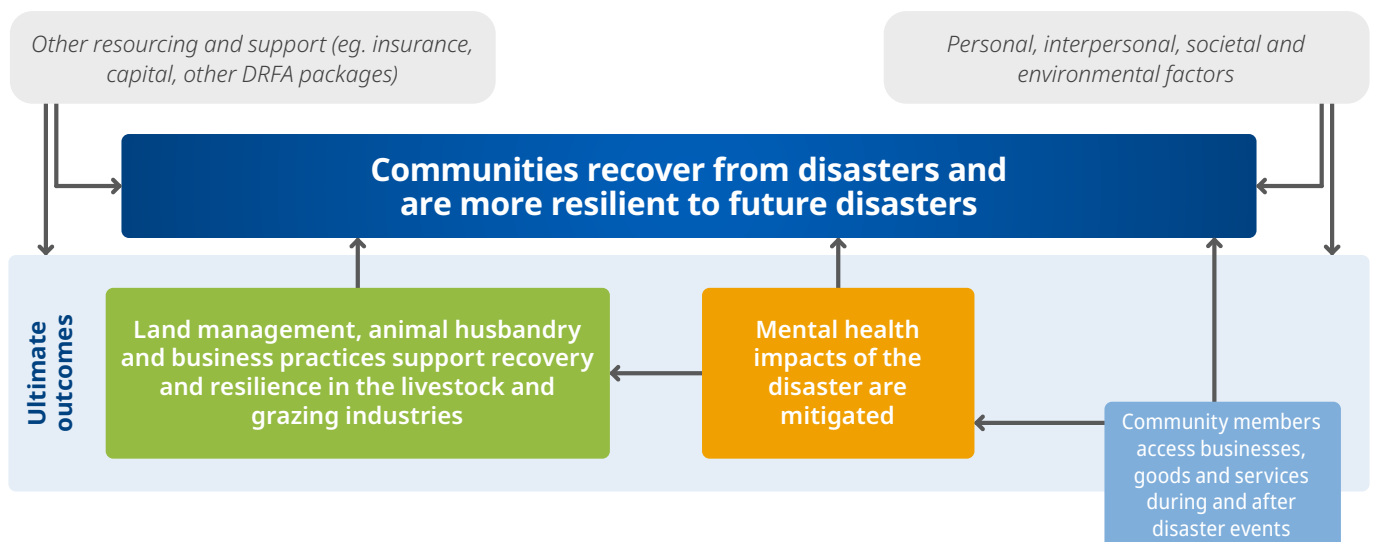
- **Severe or repeated exposure to a disaster and related traumatic events:** The flooding event was severe and the three LGAs also experienced major flooding in 2019. The LGAs had been activated multiple times in years prior to the 22/23 monsoon event and are often cut off by floods.⁹⁵
- **Aboriginal and Torres Strait Islander people ethnic minority status:** The LGAs have a far higher proportion of residents from Aboriginal and Torres Strait Islander backgrounds than Queensland as a whole, which sits at less than 5%. Aboriginal and Torres Strait Islander people represent 33%⁹⁶ of Burketown's population, 30%⁹⁷ of Boulia's population and 90% of Doomadgee's population.
- **Lower socio-economic status:** All LGAs are assessed as relatively disadvantaged by the ABS's Index of Relative Socio-economic Disadvantage (IRSD), with Doomadgee and Boulia scoring in the lowest 3% and 10% of Australia's communities respectively, and Burke in the lowest 25%.⁹⁸

Finding 26: The LRR package delivered projects that support communities' access to services and social connections during and after disasters. These are important factors influencing people's mental health outcomes related to disasters, which is important given the specific risk factors facing the communities in the three LGAs.

3.2.2 Contribution to recovery and resilience

The aim of all the evaluated packages was to contribute to the goal "Communities recover from disasters and are more resilient to future disasters". Figure 7 below highlights the ultimate (and to a lesser extent, intermediate) outcomes expected to contribute directly to improved recovery and resilience. It also shows many other factors external to the packages influence communities' successful recovery and resilience (some of these are explored in section 3.2.3 – Influencing Factors).

Figure 7: ToC excerpt of contribution to recovery and resilience



For evaluation purposes, the Australian Government’s national Monitoring and Evaluation Framework for Disaster Recovery Programs⁹⁹ interlinks recovery and resilience, conceptualising the overarching objective of recovery programs as building communities’ sustainability¹⁰⁰ and resilience¹⁰¹. The framework defines these concepts as:

- **Sustainability** – communities having the capability to manage their own recovery, without government disaster-related assistance (or continue their recovery after initial government support during response phase)
- **Resilience** – communities being better able to withstand future disasters, by minimising risks and improving capacity to withstand and recover.

The framework identifies key objectives and outcomes related to sustainability and resilience that signifies successful recovery following a disaster event. The ToC and the outcomes of the three packages align broadly with several of these objectives and outcomes. Annex 4 outlines the packages’ contributions to relevant sustainability and resilience objectives in the national framework. These are summarised according to key themes below.

- **Meeting material and service needs** (sustainability)
 - » Improved flood immunity in transport infrastructure, which is expected to have a lasting impact on communities’ access to essential supplies (eg. food, medical) and services (eg. health services, evacuation/repatriation) during disasters.
- **Maintaining economic participation** (sustainability)
 - » Construction of a flood resilient footpath (in Doomadgee), to improve community members’ access to key businesses and social infrastructure in disasters.
 - » Connecting primary producers to support and programs aimed at building their personal and business resilience, to reduce disruption to their participation in the economy as a result of disasters.

- **Improving capacity to recover from future disasters** (resilience)

- » Improved flood immunity in transport infrastructure, to help secure disaster-affected communities’ safety and basic needs by improving access to airports and emergency services.
- » Helping to mitigate mental health impacts of the flood (and future disasters). This is expected to support recovery from future disasters, because poor mental health increases the risk of psychological difficulties after subsequent disasters and reduces the likelihood of future resilience¹⁰² (which is required for effective recovery¹⁰³).

Finding 27: The packages contributed to outcomes linked to improved recovery and resilience meeting material and service needs, maintaining economic participation and improving individuals’ and communities’ capacities to recover from future disasters.

3.2.3 Influencing factors

Identifying factors that may have enabled or hindered the outcomes or progress observed provides insights around:

- Why different aspects of the packages worked or did not work.
- The packages’ actual contribution to change, and level of influence compared with other factors.

Package data revealed several factors with varying levels of potential influence on the progress and outcomes achieved under the packages. Some factors were related to the packages’ administration, design and activities (internal factors) while others were outside the scope or control of the package (external factors). The factors and their level of influence are summarised in Table 11.

Table 11: Analysis of factors influencing packages’ effectiveness

Influencing factor		LGLR package	LSD package	LRR package	Effect	Likely level of influence ¹⁰⁴
Internal	Existing extension activities	✓	✗	✗	Enabler	Moderate
	Implementing stakeholders’ previous disaster response/recovery experience	✗	✓	✗	Enabler	Moderate
	Flexibility in package design	✓	✗	✓	Enabler	High
	Relevance to need	✓	✓	✓	Enabler	High
	Timeframes and scheduling	✓	✗	✗	Barrier	High
External	Insurance	✓	✓	✗	Mixed	Low to moderate
	Private capital and machinery	✓	✓	✗	Mixed	Low to moderate
	Existing social networks	✓	✓	✗	Enabler	High
	QRIDA and council awareness sessions on grants	✓	✗	✗	Enabler	Moderate
	Market forces	✓	✓	✗	Enabler	Moderate to high
	Other DRFA packages	✓	✓	✗	Enabler	Moderate to high
	Wet season/extreme weather	✗	✗	✓	Barrier	Moderate

a) Internal factors

Enablers

Flexibility within Guidelines and relevance to need were significant internal enabling factors supporting the effectiveness of the packages. Flexibility in the LGLR and LRR packages helped ensure activities implemented were targeted to need. In the case of the LSD package, there was less flexibility in the definition of eligible activities, but the support delivered was highly relevant because it targeted urgent livestock support needs and there were limited alternatives to meet those needs (as the cattle were stranded due to inundation of roads).¹⁰⁵ This meant the lack of flexibility in the eligible activities did not negate the important contribution the package made to primary producers' recovery.

Other internal enabling factors were linked to building on existing resources, capabilities and experience – particularly in the livestock and grazing packages. For example, the Beef Extension Officer was able to leverage existing general extension activities (or activities of other DPI programs such as biosecurity)¹⁰⁶ and during interview, the Senior Beef Extension Officer noted they had been in nine previous disasters and were able to draw on their experience responding to other floods in the region.

Barriers

The internal barriers mainly affected the livestock and grazing packages and were related to administrative delays and ineffective timing/scheduling, which limited the scope of activities (and therefore outcomes), impeding structured in-depth extension activities. Recruitment of the Beef Extension Officer was delayed by several months, reducing the amount of time the officer had to design and implement extension activities from 12 months to around seven months.¹⁰⁷ During meetings and interviews, DPI attributed the recruitment delays to "normal government procurement processes". In terms of timing, the Senior Beef Extension Officer noted the insufficiency of the 12-month timeframe for the LGLR package for two reasons: the time it took to build relationships with primary producers (an important aspect of extension work)¹⁰⁸ and the implications of annual wet seasons:

"...instead of planning or getting money from the [federal government] for 12-month projects, you would get a lot more if you made them 18-month projects... [because] wet seasons happen in the middle of fiscal years. And so you just start getting ramped up and... you have four months [then it's] wet season and then everyone starts cracking into getting their mustering done... and then all of a sudden it's June and you're gone.... if we start a project in July of 24, it would be a lot handier if it ended on 31st December 25 because that would provide us with a full dry season to be able to provide extension and support to people. We have so many projects that relate to climate where the project's not set up to manage the climate."
(Interview with Senior Beef Extension Officer)

Finding 28: Internal factors that supported effectiveness include ensuring the relevance of packages and targeting important unmet needs; leveraging existing work, resources and experiences; and providing flexibility around the design of package activities.

Finding 29: Internal factors such as administrative delays and inappropriate timing/scheduling limited the scale and depth of changes achieved.

b) External factors

Enablers

External enabling factors provide perspective on the packages' contribution to the outcomes. External factors beyond the scope of the evaluation influence the achievement of the intended ultimate outcomes. For the purpose of the evaluation, the analysis focusses on specific factors raised during primary data collection. Most of the external enabling factors identified were related to the livestock and grazing packages.

Social capital

The importance of social capital was emphasised by the interviewed primary producer, who provided several examples of how they benefitted from their networks to support recovery and resilience. This contributed to the primary producer managing their needs during and after disasters, as well as mitigation of mental health impacts. Examples included a Facebook group where women in the region shared river heights, because the river gauges were failing; friends who were in an urban centre during the flood sending personal protective equipment to aid clean up; a builder connected to the family providing flexible repayment terms for reconstruction work; and harnessing social networks to access/ provide emotional support and referral to mental health services. In terms of managing livestock losses, the primary producer said their restocking was assisted by existing connections with stock agents and studs in the region, who offered significantly reduced prices for livestock and generous repayment terms. The interviewed primary producer summed up the importance of social networks in recovery from the event:

"We do build strong networks with each other and that is what gets us through and we are blessed to have that. [It] is our greatest challenge – to be remote... The greatest challenge but then it's also created one of the greatest strengths of actually being [able to] draw on and support each other. Whereas some of the other people like in towns, they don't have that strength, that depth that's been built through adversity..." (Interview with primary producer)

Economic factors

From an economic perspective, livestock market conditions at the time were also favourable for buying cattle, according to the primary producer (although conversely, this constrained their ability to sell and generate revenue from their surviving livestock). Financial support obtained under other DRFA packages was also likely to have aided primary producers' recovery. The Beef Extension Officer and the primary producer both emphasised the importance of grants (administered by QRIDA under separate packages in the event). The Beef Extension Officer said they spent a lot of time connecting primary producers to the grants and supporting them in their applications. The primary producer noted QRIDA and local councils also delivered targeted support to raise awareness about grants and to support applicants (which would have contributed to outcomes around primary producers' awareness of support available).

In terms of the influence of the grants, the interviewed primary producer said they “got a lot of support” from the different funding rounds and “they were really, really good”. The Senior Beef Extension Officer elaborated further:

“...that initial \$75,000¹⁰⁹ that we gave to people – when you’re running a business and you’ve lost a whole heap of cattle, one of the things you really require is cash flow. ... you’re always a couple of cash flow payments away from hitting the wall, basically... So those cash injections were pretty critical in those initial stages...” (Interview with Senior Beef Extension Officer)

Barriers

Access to additional financial resources (outside of DRFA packages), specifically capital and insurance, had mixed influences on recovery outcomes in the livestock and grazing packages. The interviewed primary producer explained the extent of insurance benefits – that a lot of infrastructure and machinery was not covered, and there were shortcomings related to employees’ property, but they managed to claim insurance for some vehicles. In terms of livestock, the Senior Beef Extension Officer explained that primary producers do not insure cattle because premiums are too high. While the primary producer was able to draw on their own capital to an extent, it was vastly insufficient to meet their recovery needs and a lot of their equipment was damaged and unable to be used:

“We’ve got to replace several sets of yards and we’re slowly doing that. But we’ve got \$3 million worth of damage here. It’s taken my husband’s family 60 years to get to where we are today. But that’s all gone. That will never happen in our lifetime now because it took us 60 years to get to there. You can’t put that back in three [years]. We won’t have it back in 10 [years], but we’re looking at 10 years to get us back to reasonably what we were before.” (Interview with primary producer)

Other external barriers related to wet season disruptions, particularly for infrastructure projects. Completion of the footpath in Doomadgee was delayed by around three months due to severe weather.

Finding 30: For the LGLR package, external enabling factors were likely to have had a moderate to high influence on the outcomes progress observed, as a range of factors helped to meet recovery needs. For the LSD package, external factors were less influential as there were limited alternative options to meet the immediate response needs targeted by the package.

Finding 31: The most influential external factor was existing social networks which enabled recovery (for livestock and grazing stakeholders) in a range of ways, including rebuilding and restocking.

3.3 Efficiency

Efficiency is about how well resources (eg. money, staff, time) were used – the extent to which the packages delivered (or are likely to deliver) results in an economic and timely way.¹¹⁰ For the purpose of this evaluation, efficiency was considered according to three interrelated dimensions, outlined in Table 12, that each capture aspects of a package’s efficiency.

Table 12: Dimensions of effectiveness

Dimension	Description	Reference
Timeliness	Extent to which the packages were available at the right time to meet needs, whether their timeframes were adequate to deliver activities, whether their implementation was timely and whether they were completed within the assigned ATL.	OECD, 2021
Operational Efficiency	Extent to which human and financial resources were used as planned and fully utilised, including whether resources were misallocated or budgets under-spent/overspent and whether risks were managed.	OECD, 2021
Leverage	Extent to which the packages harnessed the networks, resources, ideas and assets of other programs, agencies or organisations to achieve outcomes more efficiently and contribute to broader/future resilience-building outcomes and impact.	Besley, 2016

3.3.1 Timeliness and operational efficiency

Timeliness and operational efficiency were closely linked in the three packages, particularly in terms of the relationship between timeliness of implementation and associated impact on expenditure. Table 13 assesses the packages according to timeliness and operational efficiency, based on the following indicators¹¹¹:

- Appropriate budget for timeframe and activities
- Appropriate timeframe for the activities to be delivered
- On budget, without significant over- or under-spends
- On time – package was made available at an appropriate time to meet need, package implementation started promptly and all activities completed within original package timeframe (ATL)
- Human resources fully and appropriately utilised
- Risks effectively managed.

Table 13: Summary of timeliness and operational efficiency¹¹²

Package	Sub-program	Design		Implementation			
		Appropriate budget	Appropriate timeframe	On budget	On time	Human resources fully utilised	Risks managed
LGLR	Beef Extension Officer	✓	✗	✗	✗	✗	~
LSD	Livestock support – DPI	✗	✓	✗	✓	~	~
LSD	Livestock support – QRIDA	✗	✓	✗	N/A	N/A	
LRR	Doomadgee footpath	✓	~	✓	✗	N/A	~
LRR	Burketown road	✓	✓	✓	✓	N/A	
LRR	Boulia Urandangi hotel	✓	✓	✓	✓	N/A	
LRR	Boulia clinic road	✓	✓	✓	✓	N/A	
LRR	Boulia flood warning infrastructure	✓	✓	✓	✓	N/A	

✓ Yes ✗ No ~ Somewhat N/A Not applicable

a) Local Recovery and Resilience package

Table 13 indicates that infrastructure projects were efficient in terms of timeliness of delivery and appropriate budgeting and expenditure. The potential exception is the footpath in Doomadgee, which was delayed due to extreme weather and required an Extension of Time (EoT), but that was a factor outside the control of the package. Evidence of effective risk management was limited; available risk matrices (from September 2024 to June 2025) did not flag any issues with the LRR package. This may reflect the timely completion of almost all of the infrastructure projects, but the Doomadgee footpath completion was delayed and was not raised in the risk matrices.

Finding 32: The infrastructure projects were largely delivered on time (with one exception) and all were delivered on budget.

b) Livestock and Grazing Land Recovery package

Timelines were an important issue affecting the efficiency of the LGLR package. During the interview, the Senior Beef Extension Officer argued that a 12-month timeframe was insufficient in the Gulf region context because the wet season interrupted activities, and the package should have allowed an implementation time of 18 months.¹¹³ The Senior Officer acknowledged the option to request an EoT, but highlighted the challenges posed by administrative requirements and argued the package would have been implemented more efficiently if an appropriate timeframe had been provided from the start:

“There is an option to extend, but you need to be able to provide evidence – you need to be able to put the application in three months before the end of the project. There’s a whole heap of stipulations there with federal funding. And it would just be a lot easier if there were some allowances made there because there was a fair budget and we could have better utilised that budget that we had if we’d have been given the full 12 months of a management year.” (Interview with Senior Beef Extension Officer)

Furthermore, the LGLR package was not delivered in a timely manner; the package Guidelines were endorsed in July 2023, but the Beef Extension Officer did not start in the role until November 2024 – a delay that was attributed to government administrative and recruitment processes.¹¹⁴ The recruitment delays meant human resources were not fully utilised under the package and this contributed to only around half of the package budget being spent. Adding to the underspend was the funding of some of the Extension Officer’s activities by other “aligned” programs – specifically, expenses related to the development and delivery of extension activities which were supposed to be covered by the package were covered by other DPI extension programs.¹¹⁵ Funding of the activities by other DPI programs indicated efficiency linked to leveraging other programs’ resources,¹¹⁶ but also highlighted the challenges involved in accurately estimating needs/costs in disaster contexts, when time and information may have been limited.

Other financial efficiencies identified by the Beef Extension Officer during interview related to travel cost saving because the Extension Officer did a lot of outreach activities via phone, from their office in Cloncurry. In terms of risk management, there was limited evidence around how risks were addressed – available risk matrices (from September 2024 to June 2025) highlighted the likely underspend. Actual mitigation measures were not identified; rather, the matrix noted the underspend would be quantified and progress reporting would be adjusted accordingly.

Finding 33: Recruitment delays meant the LGLR package was not implemented in a timely manner and was largely responsible for the package’s significant underspend. It also meant human resources (ie. the Beef Extension Officer) were not fully utilised.

c) Livestock Support and Disposal package

The LSD package overestimated the quantity of funding required. The package was capped at \$5.75 million; however, less than 20% of this was spent and almost all of it was spent on one component – the fodder drops delivered by DPI.¹¹⁷ Expenditure of QRIDA-administered grants, which targeted primary producers' livestock welfare and disposal activities, was limited – less than \$15,000 in total, when the grant allowed up to \$75,000 per primary producer. Underspend was linked to a lack of need for carcass disposal (as the carcasses decomposed naturally under the environmental conditions and were so dispersed they did not pose a biosecurity risk)¹¹⁸ and producers' limited capacities to undertake disposal activities, due to inaccessibility of carcasses via road and damage to machinery required to undertake carcass disposal.¹¹⁹

Importantly, the Senior Beef Extension Officer noted efforts to minimise wastage of resources – namely hay bales for fodder drops – by ensuring private aircraft were aware of surplus bales and could pick them up as needed. In terms of use of human resources for the package, the only inefficiency identified was raised by the Senior Beef Extension Officer, who noted that inappropriate timing of damage assessment data collection detracted from higher priority work:

“...we have a lot of pressure from our management... but also from [broader] government to fill out the disaster app. The disaster app deals with what damage has occurred. And nobody knows because we're not concerned with damage. We're concerned with keeping cattle alive. So a lot of our time [and questioning] gets spent... around what sort of damage has been sustained. And that conversation needs to happen two to three weeks later, because nobody is concerned with damage sustained [at that time].” (Interview with Senior Beef Extension Officer)

In terms of timeliness, the Senior Beef Extension Officer said it was unlikely they could have arrived on the ground any sooner to coordinate the fodder drops and agreed with recommendations from DPI colleagues who participate in DRFA package design that fodder drops should have been part of the response phase, rather than recovery.

During preliminary discussions with DPI staff involved in DRFA package design they explained the later timelines in finalising category D packages were problematic and fodder drops should have been incorporated earlier in category B packages. They also said it was “inefficient and confusing” for aircraft to drop fodder under Category B resupply packages, but those costs could not be claimed under Category D packages, which came online too late. The DPI staff noted they were in discussions with QRA and NEMA to assess expedited pathways for fodder drops.

The interviewed primary producer also pointed out issues with the timeliness of QRIDA grants for primary producers in terms of using the grants to fund fodder and associated transport costs. The primary producer argued the required timeframe for incurring costs was too soon after the flood event, with no road access to transport the fodder.

In terms of risk management, like the other packages, there was limited evidence around how risks were addressed. Available risk matrices (from September 2024 to June 2025) were outside the timeframe for the package's actual implementation, but the matrices highlighted the underspend. As the activities had already been delivered, “mitigation” measures just focused on following up progress reports.

Finding 34: While the fodder drops were timely, subsidies for fodder were inappropriately timed because primary producers could not transport fodder or access stranded livestock due to flooded roads.

Finding 35: The LSD package was significantly underspent due to overestimation of carcass disposal needs (which were not required by primary producers¹²⁰).

Finding 36: DPI stakeholders at regional and state levels agreed it would be more efficient to include fodder drops in early Category B packages.

Finding 37: Available data on risk management for all packages indicated a lack of detail and unclear mitigation strategies.

3.3.2 Leveraging resources for impact

Examples of effective leveraging of resources to achieve intended outcomes and build resilience were evident in the LGLR package. The Guidelines for the package support leveraging of existing work by:

- Explicitly stating the Beef Extension Officer would work closely with existing Beef Extension Officers to deliver activities and link primary producers to other DRFA support mechanisms
- Highlighting existing programs to connect to, such as the Grazing Futures, Livestock Business Resilience Program.

The Beef Extension Officer confirmed they leveraged general extension activities to deliver their outputs, acknowledging this was important to minimise costs:

“Being able to tag along to those [general extension] events was great because, instead of trying to create my own – while I was still trying to create content – that was a lot more beneficial. I could go along and be present and talk to people, but there wasn’t a huge expense of trying to do that. And it probably worked better in that there’s already a lot of people there who had the contacts. So that worked very well.” (Interview with Beef Extension Officer)

They also said working through existing extension activities facilitated relationship-building – a key foundational outcome of their work:

“...it’s important that I’m able to make those connections. It’s a lot more natural to make a connection with a producer if you’re going along with the biosecurity officer to bleed some cattle and you just end up chatting and that sort of thing.... you get a lot of value out of that.” (Interview with Beef Extension Officer)

According to the Extension Officers, their contact relationship building with primary producers would help facilitate timely disaster recovery in the future.

“I’ve been calling around and contacting these producers – I’ve put together a Gulf contacts list too... Because then if we do have another flood event... we’re able to draw on this [list] of property names, contact phone number, email so that you can call around, make sure they’re okay, do they need fodder drops, do they need assistance anything like that.” (Interview with Beef Extension Officer)

The Extension Officers anticipated the package to contribute to broader resilience-building work with primary producers:

“We now have contacts in the Gulf that trust us and may potentially come along to workshops, training events. And there’s also some producer work that’s coming up in the future where we’re trying to build some producer groups. We could never possibly have hoped to put a producer group together in the Gulf. I think we’re in a lot better position to be able to do that now, having built some rapport...” (Interview with Senior Beef Extension Officer).

Furthermore, the Extension Officer’s progress was expected to “kickstart” their work on flood refuge mounds¹²¹ as well as other DPI teams’ resilience work, including the Grazing Futures Livestock Business Resilience program, which focuses on supporting producers to better manage their business in the face of climate variability.¹²²

Finding 38: The LGLR package demonstrated the greatest leverage of available resources, by delivering activities through existing extension programs and linking progress to future response, recovery and resilience work.

4. Learning

Several lessons were identified from the evaluation of the three packages in terms of package design and specific thematic focus areas.

4.1 Package design

- Non-prescriptive descriptions of objectives, outcomes and eligible activities provides space for stakeholders in the community to design initiatives that align with real needs. This ensures the relevance of packages and supports the achievement of recovery and resilience objectives.
- Detailed community- and cohort-specific information is important for ensuring the relevance of package design, given the increasing frequency and severity of disasters in many regions. Maintaining up-to-date information about stakeholders' priorities and needs in specific communities for different event types could help avoid assumptions and potential package design shortcomings. Insights from evaluations of previous disaster recovery work in communities, community surveys or focus groups, reflective practice with LDMGs and FRRGs and secondary demographic data (eg. census data) would provide important information to understand the "profiles" of communities in disaster contexts and understand needs. Collection/collation of this data would also allow monitoring of changes in needs/priorities over time and serve as a baseline for measuring changes in communities' recovery capacities and resilience.
- Community members – and those who work closely with them – are experts in community recovery and resilience needs. They have valuable insights and ideas to inform future recovery and resilience work, to ensure work is targeted, relevant and impactful. Working with delivery agencies, QRA can identify mechanisms to explore communities' ideas and perspectives and integrate them into package design. Potential benefits include enhancing the relevance and effectiveness of QRA's disaster recovery work, strengthening relationships with communities and contributing to important learning in the disaster recovery and resilience sector in Australia and internationally. Box 1 below summarises some examples of learning and insights from the interviewed primary producer.

Box 1: Learning from primary producers

The interviewed primary producer shared several ideas, based on their learnings through multiple floods, aimed at improving disaster preparedness, recovery and resilience in the future. While the ideas are not necessarily relevant to the packages included in the evaluation, it is important they are documented and shared:

- **A group of deployable experts**, such as mechanics, builders, public health specialists, who can provide practical advice and assistance during the recovery phase.
They're there with the knowledge, the expertise – it can help people start to get things moving and can let them then stop fixing things themselves
- **Storage of PPE and cleaning equipment** in a central, accessible location (known to be typically unaffected by floodwaters), for use during flood recovery.
...have a shipping container or something [in an accessible location in the region] that they could store cleaning stuff and PPE stuff. And then helicopters only have to go there, like a little emergency response unit. You don't have to keep it stored with stuff all the time, but when we can see something is coming, then you can just put stuff there and it's ready.
- **Supporting community events** that provide the opportunity for community members to come together in the aftermath of a disaster, for social connection and associated mental health benefits.
...maybe the government looking at supporting those little community events to give a space for people to come and, just for a day not think about things. Like the little local races or the draughts, maybe bring some money into those
- **Lived experience (peer) mental health support** for communities affected by disasters, involving peer support by people from similar backgrounds who have gone through similar disaster experiences.
...people will talk to someone with lived experience. Country people are not good at necessarily talking... But having people come in who were country people so [community members] could talk about what they had gone through and how they got over it...
- **Proactive, coordinated weed management**, through improving accessibility of equipment and other resources, including human resources.
... we realise this is going to be a problem so let's do a deal and let's get stuff into the community to help them [control the weeds]. Put the [required materials] in here, let's subsidise this, let's do a bulk deal so it becomes cheaper... Getting people in to help [with weed control]... Because when you're trying to fix fences, muster, trying to create an income – we actually don't have time to go out and poison all that stuff. So then you've got 12 months to two years of [these weeds] just running rampant.
- **Consider grant eligibility requirements for primary producers** who may not draw their primary income from grazing, but who own grazing enterprises that incur significant loss and damage.

4.2 Types of support and their impact

- Financial and material support were the most valued interventions (by primary producers) in the immediate aftermath and recovery phase of disasters. Other activities aimed at building longer term resilience, such as skills and knowledge, were more relevant in the medium term, but can only be successful if appropriate timeframes are provided for the necessary stages of effective extension work (starting with relationship building), managing seasonal disruptions and addressing the challenges that primary producers face in implementing resilient practices.
- Rural stakeholders consider mental health an important challenge in disasters and yet mental health impacts were only reflected in dedicated mental health packages. Recognising mental health outcomes in package Guidelines that have indirect mental health benefits would broaden QRA's understanding of opportunities and mechanisms to support mental health in future package design. Conversely, the potential for negative outcomes was not recognised in Guidelines where this was a clear risk (eg. in the demolition of infrastructure with important social value); Guidelines provide an important opportunity to raise these risks and provide guidance around mitigation measures.
- Despite their apparent simplicity from an "impact" perspective, resilient infrastructure projects have significant potential to make important contributions to community recovery and resilience. Community-level information about the need for the infrastructure projects and broader literature about the role of public infrastructure in disaster recovery and resilience highlight potentially wide-ranging impacts, including social impacts that support community and personal resilience. Applying a social impact lens (on top of more obvious considerations of outputs and cost-effectiveness) reveals a more comprehensive picture of the recovery and resilience impact of public infrastructure projects.
- Social networks/social capital is a significant contributor to primary producers' recovery. These factors were reflected in the social resilience and group extension activities in the LGLR package guidelines. But further consideration and clarity in Guidelines about how social capital could be supported and leveraged could amplify the impact of rural recovery packages.

5. Conclusion

This evaluation examined the effectiveness, relevance and efficiency of three disaster recovery packages for the 2022/23 North and Central Queensland Monsoon and Flooding. The evidence indicated important contributions to meeting primary producers' immediate response needs, as well as significant progress in working with primary producers to meet their recovery needs and build longer term resilience. Additionally, resilient infrastructure projects were found to be important in meeting disaster-affected people's basic needs and building community resilience.

Despite limitations around package data, especially primary data, triangulation of insights from delivery agencies, primary producers and council documents with broader literature revealed significant potential contributions to mitigating the mental health impacts of disasters. Outcomes around mental health were not reflected in the package designs, but their importance was highlighted during conversations with community stakeholders. There are opportunities for purposive integration of mental health outcomes in guidelines, where relevant, regardless of the sectoral/ thematic focus.

The evaluation also revealed potential to improve package design processes, better integrating community voice to maximise the relevance and appropriateness of packages and improve efficiency..

Overall, the evaluation found the packages targeted real needs for the most part and achieved (or contributed to) important positive outcomes; and identified important lessons that can improve QRA's disaster recovery and resilience work in the future.

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Annex 1: Methodology – additional details

Key inputs

The evaluation methodology was guided by a range of inputs – some existed and others were developed for the purpose of the evaluation.

Existing frameworks and plans

1. **Event logic** – existing M&E document presented a high-level representation of the relationship between key inputs, activities and outcomes at the event level, across all lines of recovery.
2. **LoR logics** – existing M&E documents presenting high-level inputs, activities and outcomes of packages within the economic, social and environmental LoRs for the event.
3. **Guidelines** – documents that outline key parameters for the packages, including funding available, eligible activities, timeframes and reporting requirements.
4. **Event evaluation framework (draft)** – existing M&E document, outlining the overarching principles, key evaluation questions, evaluation design options, logic models and other high-level information that was intended to inform package-level evaluations.
5. **Package evaluation plans (draft)** – existing M&E document, outlining specific KEQs for package evaluations, suggested data sources and reiterates the principles and background information provided in the event evaluation framework.

Theory of change (ToC)

The evaluation adopts a theory-based approach; a theory of change (ToC) was developed to guide the scope of the evaluation and facilitate understanding of the packages' intended and potential outcomes, associated change pathways and how different packages intersect to support individuals' and communities' recovery from and resilience to disasters. The ToC facilitates methodical investigation of package assumptions, activities, outputs and outcomes and their relationships, strengthening the veracity of conclusions around causal links between the packages evaluated and the outputs and outcomes identified.

The ToC is particularly important for evaluating the packages' effectiveness – that is, the extent to which the packages were achieved (or contributed to) their intended changes (outcomes). In the ToC, the packages have greatest influence over the “foundational” and “intermediate” outcomes and less relative influence over the “ultimate” outcomes (which are influenced by a range of factors outside the control of the packages). Subsequently, the evaluation of the packages' effectiveness focused mostly on foundational and intermediate outcomes; while drawing on broader evidence bases to explore their potential contribution to ultimate outcomes.

Investigation of other potential explanations for any outputs and outcomes observed is also an important aspect of theory-based evaluation that further enhances the rigour of the evaluation process and accuracy of conclusions about the packages' achievements; the evaluation matrix includes KEQs around alternative explanations for changes identified.

Effectiveness frameworks

An effectiveness framework was developed, to guide the effectiveness aspect of the evaluation – to try to retrospectively gather and aggregate data on key indicators that would allow some level of measurement of achievement of outputs and outcomes relevant to the ToC. The effectiveness framework takes the outputs and outcomes from the packages' ToC and identifies indicators and data sources that will allow judgments to be made about the packages' effectiveness (ie. delivery of intended activities, outputs and outcomes). Ideally, such a framework would form part of an M&E Framework developed at the beginning of an intervention and implemented throughout, constantly monitoring progress and effectiveness and encouraging reflection on KEQs; however, this is not current practice. Ultimately, data limitations meant many of the indicators in the effectiveness could not be measured; however, it provided a useful basis to consider how effectiveness could be measured.

Process

The process for designing and conducting the evaluation is outlined below.

Table 14: Process for designing and delivering evaluation

Step	Description
Develop ToC and effectiveness frameworks	<ul style="list-style-type: none"> Develop a ToC for the packages included in the evaluation, to understand and document the packages' activities, intended outcomes and linkages. Develop effectiveness frameworks at output and outcome levels, to guide inquiry/ analysis around effectiveness. Outputs: ToC, outcome level effectiveness framework, output level effectiveness framework
Draft evaluation plan	<ul style="list-style-type: none"> Draft an evaluation plan, outlining key details of the evaluation approach and methodology, to be finalised following discussions with key stakeholders. Outputs: Draft evaluation plan
Map existing data	<ul style="list-style-type: none"> Review and map secondary data against KEQs and indicators in Effectiveness Frameworks Identify preliminary questions for delivery agencies and RLOs/ SDLOs. Identify gaps in data and prioritise gaps to focus on for primary data collection. Outputs: Data mapping spreadsheet
Preliminary meeting with key stakeholders	<ul style="list-style-type: none"> Meet with delivery partners and RLOs/ SDLOs to deepen understanding of packages, fill data gaps where possible and ascertain approach to primary data collection. Outputs: Meeting notes
Finalise evaluation plan and develop data collection tools	<ul style="list-style-type: none"> Update evaluation plan based on secondary data review findings and preliminary meetings with key stakeholders. Outputs: Final evaluation plan, data collection tools, information sheets and consent forms
Data collection and reporting	<ul style="list-style-type: none"> Identify and obtain additional secondary data Collect primary data, as per methodology in evaluation plan Analyse data, write draft report and circulate for feedback. Integrate feedback to deliver final report, circulate for approval. Outputs: Cleaned datasets, draft and final reports

Key evaluation questions (KEQs)

The KEQs guide the focus of the evaluation and are outlined in the table below. They are based around priority criteria:

- **Effectiveness** – the extent to which the packages achieved/ contributed to their intended outputs and outcomes
- **Relevance and appropriateness** – the extent to which the packages aligned with the needs of target stakeholders
- **Efficiency** – the extent to which the packages achieved desired results through the least costly processes/approaches (while maintaining quality).

Table 15: Evaluation Criteria and Key Evaluation Questions (KEQs)

Criterion	KEQs and sub-questions
Effectiveness <i>Are the packages achieving the changes they intended to achieve?</i>	<ol style="list-style-type: none"> To what extent were the package's activities and outputs delivered as planned? <ol style="list-style-type: none"> What internal and external factors affected the delivery of package activities and outputs (include consideration of ToC assumptions)? To what extent did the packages achieve (or are likely to achieve) their intended outcomes? <ol style="list-style-type: none"> What internal and external factors affected the packages' achievement of outcomes (include consideration of ToC assumptions)? What other factors may have contributed to the outcomes observed and what is the relative influence of the packages on outcomes?
Relevance <i>Are the packages doing the right things?</i>	<ol style="list-style-type: none"> To what extent did the packages' design and delivery align with the needs of recipients? <ol style="list-style-type: none"> How satisfied were the participants with the package's activities and the way they were delivered? To what extent did funding arrangements allow costs and inputs to be used as necessary according to the program context?
Efficiency <i>How well are resources being used?</i>	<ol style="list-style-type: none"> To what extent were existing knowledge and resources (eg. networks, relationships, systems, funds) of QRA, delivering agencies/ councils and other stakeholders leveraged? <ol style="list-style-type: none"> Were there any missed opportunities to leverage existing knowledge and resources? To what extent were the packages adequately and appropriately resourced (staffing, funding, equipment, systems, timeframes) to meet its objectives?

Evaluation matrix

The evaluation matrix maps the information requirements and associated data sources against the KEQs which the evaluation seeks to answer. It formed the basis of the evaluation methodology and guided the development of data collection tools as well as data analysis and reporting (ie. answering the KEQs). Not all of the data sources were relevant or practical in the end – these sources are denoted with an asterisk (*).

Table 16: Evaluation matrix

KEQs and sub-questions	Data/ information required	Primary data collection	Secondary data sources
<p>Effectiveness</p> <p><i>Are the packages achieving the changes they intended to achieve?</i></p>	Package's intended activities and outputs, how they changed over time (if at all) and why (including what was actually delivered).	Interviews with Extension Officer/s Discussions with DPI and QRIDA Interview with relevant RLO/SDALO	Guidelines and request forms
1. To what extent were the package's activities and outputs delivered as planned?	Package's intended outcomes, how they changed over time (if at all) and why.	Interviews with Extension Officer/s Discussions with DPI and QRIDA Interview with relevant RLO/SDALO	Guidelines and request forms
a. What internal and external factors affected the delivery of package activities and outputs (include consideration of ToC assumptions)?	Activities actually delivered/reach and reasons for any shortfalls (eg. awareness, interest and uptake, eligibility requirements).	Discussions with DPI Interview with relevant RLO/SDALO	Progress reports Package monitoring data
2. To what extent did the packages achieve (or are likely to achieve) their intended outcomes?	Actual changes (intended and unintended) the packages achieved at the output and outcome levels and alignment with ToC/program logic.	Interview with package recipients Interviews with Beef Extension Officers Discussions with DPI and QRIDA Interview with relevant RLO/SDALO	Package monitoring data (reach, activities delivered etc.) Event attendance records Post-event participant feedback forms* Progress reports Training/ extension/ information materials* Sample of Farm Business Resilience plans*
a. What internal and external factors affected the packages' achievement of outcomes (include consideration of ToC assumptions)?	<ul style="list-style-type: none"> <u>Output</u>: event/activity data (eg. number and type), participant data (number, stakeholder type), post-event participant feedback, content of training packages and extension activities <u>Outcome</u>: evidence of changes in practice and enablers/barriers (eg. attitudes, motivation, resourcing for changes) 		
3. What other factors may have contributed to the outcomes observed and what is the relative influence of the packages on outcomes?	Package recipients' views on the processes, activities delivered and intended (or unintended) outcomes	Interview with package recipients Interviews with Beef Extension Officers	N/A
	Delivery partners' (gov. agencies, councils) views on the processes, activities delivered and intended (or unintended) outcomes.	Interviews with Beef Extension Officers Discussions with DPI and QRIDA Interview with relevant RLO/SDALO	N/A
	Other sources of funding or support received/accessed by target beneficiaries and delivery partners (during this event and other recent events).	Interview with package recipients Interviews with Beef Extension Officers Discussions with DPI Interview with relevant RLO/SDALO	Guidelines for other packages delivered as part of the event recovery

KEQs and sub-questions	Data/ information required	Primary data collection	Secondary data sources
<p>Relevance <i>Are the packages doing the right things?</i></p> <p>4. To what extent did the packages' design and delivery align with the needs of recipients?</p> <p>a. How satisfied were the participants with the package's activities and the way they were delivered?</p> <p>5. To what extent did funding arrangements allow costs and inputs to be used as necessary according to the program context?</p>	Participants' main needs and priorities during and after the event (self-defined and observed, according to different cohorts where relevant).	Interview with package recipients Interviews with Beef Extension Officers Interviews with DPI	Guidelines and request forms Media articles Council records
	Package recipients' views on the activities delivered (including content and delivery mode and approach) and intended (or unintended) outcomes (according to different cohorts where relevant).	Interview with package recipients Interviews with Beef Extension Officers	Post-event participant feedback forms*
	Delivery partners' (gov. agencies, councils) views on the activities delivered (including content and delivery mode and approach) and intended (or unintended) outcomes.	Discussions with DPI and QRIDA Interview with relevant RLO/SDALO	N/A
	Content of training packages and extension activities	N/A	Review of training/ extension/ information materials*
	Managing and implementing stakeholders' views on flexibility of funding arrangements.	Discussions with DPI and QRIDA Interview with relevant RLO/SDALO Interviews with Beef Extension Officers	N/A
<p>Efficiency <i>How well are resources being used?</i></p> <p>6. To what extent were existing knowledge and resources (eg. networks, relationships, systems, funds) of QRA, delivering agencies/ councils and other stakeholders leveraged?</p> <p>a. Were there any missed opportunities to leverage existing knowledge and resources?</p> <p>7. To what extent were the packages adequately and appropriately resourced (staffing, funding, equipment, systems, timeframes) to meet its objectives?</p>	Managing and implementing stakeholders' views on potential sources of inefficiency and efficiency.	Discussions with DPI and QRIDA Interview with relevant RLO/SDALO	N/A
	Types of existing resources, systems or networks drawn upon to deliver package.	Discussions with DPI and QRIDA Interview with relevant RLO/SDALO Interviews with Beef Extension Officers	N/A
	Budget, expenditure, deliverables (planned and actual), timeframes (planned and actual)	N/A	Progress reports Project plans Package monitoring data
	Activities/outputs and reach	Interviews with Beef Extension Officers	Progress reports Project plans Package monitoring data

Annex 2: Summary of evidence supporting ToC

Outcome	Evidence and sources
<p>Land management, animal husbandry and business practices support recovery and resilience in the livestock and grazing industries</p> <p><i>(Ultimate Outcome 1 and associated change pathways)</i></p>	<p>Agricultural extension workers are critical in establishing effective relationships with farmers to improve farming practices (Pannell et al., 2006, cited in Williams et al., 2021) and positive professional relationships between extension workers and primary producers are crucial to facilitating engagement and practice change (Williams et al., 2021).</p> <p>Engagement with extension activities increases primary producers' skills, knowledge, confidence and motivation to implement practice change that supports recovery and resilience. Skills and knowledge are a prerequisite to implementing practice change (Crisp, 2010; McCarthy et al, 2018), and producers' confidence in their own abilities influences decisions to implement changes (McCarthy et al., 2018).</p> <p>Participating in group extension activities and interacting with a diverse group of producers can increase producers' motivation to adopt new practices (Ecker et al, 2011, Sewell et al, 2017, cited in McCarthy et al., 2018). Furthermore, group extension activities can help primary producers to feel more supported and result in a greater sense of commitment and responsibility (Crisp, 2010).</p> <p>Financial constraints can inhibit practice change (McCarthy et al, 2018), which suggests that alleviation of financial pressure can facilitate practice change.</p> <p>Practice change can be a reactive process by which change is deemed necessary in reaction to a problem or issue that needs resolving (McCarthy et al, 2018) – in this case, the impacts of the flooding event.</p> <p>Business resilience planning has been found to encourage strategic planning in agricultural businesses and formalises primary producers' implicit knowledge (DP 2025).</p>
<p>Mental health impacts of the disaster are mitigated</p> <p><i>(Ultimate Outcome 2 and associated change pathways)</i></p>	<p>Livestock and grazing (LGLR and LSD) packages:</p> <p>A significant body of research has highlighted the elevated risk of mental health challenges among farmers compared with the general population (Batterham et al. 2022 and Brown et al. 2022, cited in ANU 2024). Reasons for the elevated risk include financial pressures, climate variability, social isolation, and the demanding nature of agricultural work (ANU 2024).</p> <p>Strong social connections and shared learning experiences are important for effective natural resource management and positive mental health outcomes in farming communities (ANU 2024).</p> <p>Disaster recovery support (along with resilience and preparedness support) reduces mental distress experienced by primary producers as a result of severe weather impacts (QFF 2024)</p> <p>Local recovery and resilience (LRR) package:</p> <p>Safe and effective movement within and between communities ensures access to goods and services and enables people to connect with one another (NSW Government n.d.).</p> <p>Transport infrastructure is vital for connecting community members to each other and helping communities to return to normality following a disaster (Boakye et al., 2022).</p> <p>Access to social infrastructure helps to build social connection and cohesion in communities (AIHW 2025).</p> <p>Walking enhances social connection, health and well-being (Queensland Department of Transport and Main Roads, 2019).</p> <p>Social connection is important for maintaining mental health, particularly in times of difficulty and stress, providing a source of support, meaning and belonging (Thoits, 2011, cited in Mental Health Australia, 2022).</p> <p>Facilitating social support for disaster-affected people is a goal of psychological first aid (PFA) – the preferred approach to post-disaster intervention for preventing and treating mental health conditions linked to disaster events (Goldmann and Galea, 2014; Australian Red Cross and the Australian Psychological Society, 2020).</p> <p>Social support has a protective influence against the onset of mental illness after disasters (Kaniasty et al, 2019, cited in Black Dog Institute, 2020; Bryant et al, 2017, cited in Black Dog Institute, 2020).</p>

Annex 3: Detailed answers to KEQs

KEQ answers

Key Evaluation Questions		Answers			Summary of relevant findings
		LGLR package	LSD package	LRR package	
Effectiveness	1. To what extent were the packages' activities and outputs delivered as planned?	Moderate	Moderate	Significant	<p>The livestock Guidelines included eligible activities that were not delivered (due to lack of relevance or insufficient time), but activities/ outputs in actual implementation planning were delivered.</p> <p>The infrastructure projects were delivered as planned, although one project experienced delay in completion due to weather.</p>
	2. To what extent did the packages achieve (or are likely to achieve) their intended outcomes?	Moderate	Significant	Insufficient evidence	<p>The LGLR package achieved important outcomes around building relationships and supporting primary producers to meet their recovery needs. But time constraints limited progress on some outcomes related to building producers' skills/knowledge resilience knowledge and practices.</p> <p>The LSD package activities were very effective in achieving outcomes related to meeting primary producers' needs and are likely to have contributed to mitigating the mental health impacts of the disaster for primary producers.</p> <p>There is insufficient evidence to make a judgement on the LRR package's achievement of outcomes (which will only become apparent in the next flood), but secondary data sources indicate <i>potential</i> to improve community resilience and help to mitigate mental health impacts of floods.</p>
	3. What other factors may have contributed to the outcomes observed and what is the relative influence of the packages on outcomes?	Moderate	Significant	Insufficient evidence	<p>For the LGLR package, external enabling factors are likely to have had a moderate-to-high influence on the outcomes/ progress observed, while external factors are unlikely to be as influential in the LSD package, as there were limited alternative options to meet primary producers' immediate livestock support needs.</p> <p>The most influential external factor was primary producers' existing social networks, which enabled their recovery in a range of ways, including rebuilding and restocking.</p> <p>Due to lack of evidence around the LRR package's outcomes (which will only become apparent in the next flood), there is insufficient information to determine the relative influence of other factors on the LRR package's outcomes.</p>

Relevance	4. To what extent did the package designs reflect real needs in communities?	Moderate	Moderate	Significant	<p>The livestock Guidelines included activities that were not relevant to context, but the actual activities delivered were relevant.</p> <p>The non-prescriptive nature of the LGLR package and LRR package guidelines provided flexibility to ensure the relevance of implemented activities.</p> <p>Timelines in the LGLR package were insufficient for achieving the types of activities outlined in the Guidelines.</p> <p>The infrastructure projects under the LRR package were relevant to need as they targeted infrastructure that is important for disaster recovery and resilience.</p>
	5. To what extent did funding arrangements allow costs and inputs to be used as necessary according to the program context ?	Significant	Limited	Significant	<p>The Guidelines for the LGLR and LRR packages were non-prescriptive in their definitions of eligible activities and objectives/ outcomes, which provided flexibility in implementation.</p> <p>The LSD package Guidelines were more specific in their eligibility requirements, resulting in a less flexible approach than the other packages, but the relevance of the support delivered means the lower flexibility did not negate the important contribution the package made to primary producers' recovery.</p>
Efficiency	6. To what extent were existing knowledge and resources leveraged?	Significant	Moderate	Insufficient evidence	<p>The LGLR package demonstrated the greatest leverage of available resources, by delivering activities through existing extension programs and linking progress to future response, recovery and resilience work.</p> <p>The LSD package also drew on staff's previous disaster response experience to effectively coordinate response activities</p>
	7. To what extent were the packages adequately and appropriately resourced?	Moderate	Moderate	Significant	<p>The LRRO package projects were largely delivered on time (with one exception) and all were delivered on budget.</p> <p>While the budget was appropriate, the LGLR package was late starting due to recruitment delays, which led to a significant underspend.</p> <p>The fodder drops were timely and relevant, but subsidies for fodder were inappropriately timed and carcass disposal support was not needed. These factors resulted in a significant underspend and indicates that needs and budget were miscalculated.</p>

Assessment rubric for KEQ answers

Criterion	KEQs	Significant	Moderate	Limited
Effectiveness	1. To what extent were the packages' activities and outputs delivered as planned?	Most of the activities/outputs in the Guidelines were delivered OR all of the activities/outputs planned (and deemed appropriate and reasonable) by implementers were delivered.	Some of the activities/outputs in the Guidelines were delivered OR most of the activities/outputs planned (and deemed appropriate and reasonable) by implementers were delivered.	Few of the activities/outputs in the Guidelines were delivered OR few of the activities/outputs planned (and deemed appropriate and reasonable) by implementers were delivered.
	2. To what extent did the packages achieve (or are likely to achieve) their intended outcomes?	All foundational outcomes achieved and most intermediate outcomes achieved. Significant contribution (or likely contribution) towards ultimate outcomes is evident.	All foundational outcomes achieved and some intermediate outcomes achieved (or significant progress towards intermediate outcomes is evident. Some contribution (or likely contribution) towards ultimate outcomes is evident.	Some of the foundational outcomes were not achieved and limited progress is evident towards intermediate outcomes. No evidence of contribution to ultimate outcomes.
	3. What other factors may have contributed to the outcomes observed and what is the relative influence of the packages on outcomes?	The package/s had a significant influence on outcomes (or progress) observed, compared with external enabling factors.	The package/s level of influence on outcomes (or progress) observed was comparable to external enabling factors.	The package/s level of influence on outcomes (or progress) observed was lower than external enabling factors.
Relevance	4. To what extent did the package designs reflect real needs in communities?	All or most of the objectives/ outcomes and activities in the Guidelines targeted real needs in communities. Eligibility requirements were appropriate to context.	Many of the objectives/outcomes and activities in the Guidelines targeted real needs in communities. Some aspects of the Guidelines were not relevant or were inappropriate to context.	Very few of the objectives/outcomes and activities in the Guidelines related to real needs and/or eligibility requirements were not appropriate to context.
	5. To what extent did funding arrangements allow costs and inputs to be used as necessary according to the program context?	Package Guidelines provided significant flexibility for implementers to design and deliver package activities according to need/ context.	Package Guidelines provided moderate flexibility for implementers to design and deliver package activities according to need/ context.	Package Guidelines provided limited flexibility for implementers to design and deliver package activities according to need/ context.
Efficiency	6. To what extent were existing knowledge and resources leveraged?	Leveraging of activities/resources from other initiatives/organisations significantly reduced the need for new/ additional resources.	Leveraging of activities/resources from other initiatives/organisations made a moderate contribution to reducing the need for new/ additional inputs and resources.	Limited evidence of leveraging of activities/ resources from other initiatives/ organisations and evidence of missed opportunities to leverage.
	7. To what extent were the packages adequately and appropriately resourced?	Timeframes and budget were appropriate for the scope and type of activities <u>delivered</u> and in line with the outcomes that the packages aimed to achieve.	Some issues evident in timeframes and/ or budget (eg. insufficient time, over- or under-budgeting). Some impact on delivery of activities and achievement of intended outcomes and/ or administrative implications.	Insufficient timeframes and/or budget severely limited packages' delivery of activities and achievement of outcomes.

Annex 4: Contribution to national recovery and resilience objectives

National objective ¹²³	Relevant Ultimate Outcome in ToC	Summary of relevant evaluation findings (package contributions)	Relevant evaluation report sections
Community members can meet their material and service needs and participate in the economy (sustainability)	Community members access businesses, goods and services during and after disaster events	Flood immunity upgrades to roads and footpaths will facilitate safe movement of people, goods and services within and between communities. This will improve community members' access to essential supplies and services during future flooding events (LRR package)	Community and public infrastructure (in section 3.2.1b)
	Land management, animal husbandry and business practices support recovery and resilience in the livestock and grazing industries	Connecting primary producers to recovery support and broader resilience work by DPI and community-based organisations in the Gulf will improve their personal and business resilience, reducing disruption to their participation in the economy resulting from disasters (LGLR package)	Effective engagement & targeted disaster recovery support (in section 3.2.1a) Resilience planning & building knowledge/ skills (in section 3.2.1a)
Business and industries in the local economy can operate and trade in line with broader economic trends (sustainability)	Land management, animal husbandry and business practices support recovery and resilience in the livestock and grazing industries	Connecting primary producers to recovery support and broader resilience work by DPI and community-based organisations in the Gulf will improve their personal and business resilience, reducing disruption to their participation in the economy resulting from disasters (LGLR package)	Effective engagement & targeted disaster recovery support (in section 3.2.1a) Resilience planning & building knowledge/ skills (in section 3.2.1a)
Community members can meet health needs (including mental health) arising from the disaster (sustainability)	Community members access businesses, goods and services during and after disaster events	Flood immunity upgrades to roads and footpaths will facilitate safe movement of people, goods and services within and between communities. This will improve community members' access to essential supplies and services – including medical supplies and health services – during future flooding events (LRR package)	Community and public infrastructure (in section 3.2.1b)
The community has improved capacity and capability to recover ¹²⁴ from future disasters (resilience)	Mental health impacts of the disaster are mitigated	The packages contributed to mitigating the mental health impacts of the flood (and future disasters) through meeting basic and immediate needs, reducing financial burdens, building relationships and supporting social connection. This is expected to support recovery from future disasters, because poor mental health increases the risk of psychological difficulties after subsequent disasters and reduces the likelihood of future resilience ¹²⁵ (which is required for effective recovery ¹²⁶). (All packages)	Mental health impacts (in section 3.2.1b)
	Community members access businesses, goods and services during and after disaster events	Flood immunity upgrades to roads and footpaths will facilitate safe movement of people, goods and services within and between communities. This will improve community members' access to essential supplies and services required for effective response to future flooding disasters (LRR package)	Community and public infrastructure (in section 3.2.1b)
Provision of infrastructure that delivers essential services to the community (including transport and health) ¹²⁷ (sustainability)	Community members access businesses, goods and services during and after disaster events	Flood immunity upgrades to transport infrastructure – roads and footpaths – will facilitate safe movement of people, goods and services within and between communities. This will improve community members' access to essential supplies and services during future flooding events (LRR package package)	Community and public infrastructure (in section 3.2.1b)

Endnotes

- 1 Livestock Support and Disposal package guidelines, Local Recovery and Resilience package guidelines.
- 2 These are the measures taken up by communities. Any other eligible measures are outlined in the “Relevance” section
- 3 See section 3.1 (Relevance) for more detail on the package designs
- 4 Lack of detail in request forms has been raised as a concern by NEMA.
- 5 Interview with Beef Extension Officer
- 6 Interview with Extension Officer
- 7 See section 2 (Methodology)
- 8 The project plan was developed by the contractor who delivered the project, so this may introduce some bias.
- 9 ABS, 2021d
- 10 Project plan
- 11 DASC, 2024.
- 12 Determined based on a review of the project plan, council documents (DASC, 2024) and Google maps.
- 13 Waterson, 2023b; Dobson, 2023
- 14 Burke Shire Council, 2024a
- 15 Project plan; DITRDCSCA, 2025
- 16 [DITRDCSCA, 2025](#)
- 17 Burke Shire Council, 2024a
- 18 Project Plan
- 19 Andre, 2023
- 20 Andre, 2023
- 21 Boulia Shire Council, n.d
- 22 Central West Health, 2023
- 23 Project plan
- 24 Boulia Shire Council, n.d
- 25 See Annex 2 for the evidence base supporting the theory.
- 26 Including a sample call log and activity/ event attendance records from the Beef Extension Officer
- 27 Including a sample call log and activity/ event attendance records from the Beef Extension Officer
- 28 See section 3.3 (Efficiency)
- 29 Interview with Senior Beef Extension Officer
- 30 Including a sample call log and activity/ event attendance records from the Beef Extension Officer
- 31 Sample call log
- 32 A community-based organisation focused on working with communities to implement natural resource management (NRM) programs that protect the environment and empower the community to sustainably manage natural assets. Key activities include biodiversity conservation, sustainable agriculture, invasive species control, community engagement, and partnering with government, Traditional Owners, and industry to deliver projects and build resilience against climate change.
- 33 A land management practice where livestock are removed from paddocks during the growing season (wet season) to improve pasture health and yields, ground cover, and overall land condition. This in turn helps the land and the businesses relying on it recover more quickly from environmental stresses (Future Beef, 2020).
- 34 The grants were available under the Restocking and Rebuilding grant administered by QRIDA (outside the scope of this evaluation)
- 35 Interview with Senior Beef Extension Officer
- 36 Interview with Senior Beef Extension Officer
- 37 See section 3.2.1a (Foundational relationship-building)
- 38 Future Beef, 2022
- 39 See section 3.1.1b (Relevance to community need)
- 40 Literature related to practice change in the agricultural industry focuses mostly on supporting productivity and profitability rather than resilience, but since recovery and resilience aim to preserve the productivity of agribusinesses, it is useful to refer to broader research in considering the packages’ potential contribution to practice change that supports resilience in the grazing industry.
- 41 McCarthy et al., 2018
- 42 See section 3.2.1a (Effective engagement & targeted disaster recovery support)
- 43 Williams et al., 2021
- 44 See section 3.2.1a (Foundational Relationship-building)
- 45 Nettle et al., 2024
- 46 See section 3.2.1a (Effective engagement & targeted disaster recovery support and Foundational Relationship-building)
- 47 Hounscome et al., 2006
- 48 Pannell and Claassen 2020, cited in Nettle et al., 2024
- 49 See Annex 2 for the evidence base supporting the theory.
- 50 Nye et al., 2025
- 51 Batterham et al., 2022
- 52 Grattidge, 2024; Wheeler et al., 2025
- 53 Sustainable Farms, 2024
- 54 Sustainable Farms, 2022; Daghigh Yazd et al., 2019, Grattidge, 2024)
- 55 See section 3.2.1a (Effective engagement & targeted disaster recovery support)
- 56 Interview with Senior Beef Extension Officer
- 57 See 3.2.1a (Effective engagement & targeted disaster recovery support)
- 58 National Rural Health Alliance, 2021; Daghigh Yazd et al., 2019; Vayro 2022
- 59 National Rural Health Alliance, 2021; Daghigh Yazd et al., 2019
- 60 National Rural Health Alliance, 2021
- 61 National Rural Health Alliance, 2021
- 62 See Annex 2 for the evidence base supporting the theory.
- 63 DTMR, 2025
- 64 Taylor et al., 2020
- 65 Taylor et al., 2020
- 66 Austroads, 2015, cited in Gissing et al., 2017
- 67 Project plan
- 68 Project plan
- 69 From 2015-16 – up to date data is not publicly available. Data source: Central West Hospital and Health Service, 2016.
- 70 Based on 2016 census population data
- 71 Project plan; DITRDCSCA, 2025
- 72 Project plan; DITRDCSCA, 2025; Burke Shire Council, 2024a
- 73 Waterson, 2023a
- 74 Wuth, 2023
- 75 Burke Shire Council, 2024b
- 76 Project plan
- 77 NSW Government, n.d.
- 78 Boakye et al, 2022
- 79 DTMR, 2025b; Queensland Government, n.d.; Burke Shire Council, 2024c
- 80 Project plan, DASC, 2024; Google maps

- 81 Infrastructure Australia, 2019; AIHW, 2025.
- 82 DTMR, 2024
- 83 DTMR, 2024
- 84 Andre, 2023
- 85 Margolis, 2022
- 86 GBA Consulting Engineers, 2024
- 87 GBA Consulting Engineers, 2024
- 88 Acknowledging the potentially negative impact the package may have had on social connection in Urandangi.
- 89 NEMA, 2023; Black Dog Institute 2020; Goldmann and Galea, 2014; Australian Red Cross, 2020
- 90 Goldmann and Galea, 2014; Australian Red Cross, 2020
- 91 NSW Government, n.d.
- 92 Thoits, 2011, cited in Mental Health Australia, 2022.
- 93 Kaniasty et al., 2019, cited in Black Dog Institute, 2020; Bryant et al., 2017, cited in Black Dog Institute, 2020
- 94 NEMA, 2023; Black Dog Institute, 2020
- 95 Burke Shire Council, 2024a; DASC, 2024; Boulia Shire Council, n.d.
- 96 ABS, 2021b
- 97 ABS, 2021a
- 98 ABS, 2021c
- 99 Argyrous, 2018
- 100 Defined as communities having the capability to manage their own recovery, without government
- 101 Defined as communities being better able to withstand a future disaster (Argyrous, 2018).
- 102 Goldmann and Galea, 2014.
- 103 Argyrous, 2018.
- 104 Based on document review and interviews (for the livestock packages) and document review (for the community recovery packages)
- 105 See section 3.1.2 (Livestock Support and Disposal package) and 3.2.1a (Effective engagement & targeted disaster recovery support)
- 106 See section 3.2.1a (Resilience planning & building knowledge/skills)
- 107 Based on Beef Extension Officer interview and progress report (August 2025)
- 108 See section 3.2.1a (Foundational relationship-building)
- 109 Extraordinary Disaster Assistance Grants (Primary Producers) – a package administered by QRIDA and delivered as part of the same disaster event, but outside the scope of this evaluation. The Beef Extension Officer started after this package was delivered; the grants that they directed producers to were a subsequent round of grants, for the same event and also administered by QRIDA.
- 110 OECD, 2021
- 111 Developed based on OECD, 2021
- 112 Based on analysis of packages' progress reports
- 113 See section 3.2.3a (Internal factors)
- 114 See section 3.2.3a (Internal factors)
- 115 Progress report (August 2025)
- 116 See section 3.3.2 (Leveraging resources for impact)
- 117 Executed project funding schedule
- 118 See section 3.1.2 (Livestock support and disposal package)
- 119 See section 3.1.2 (Livestock support and disposal package)
- 120 See section 3.1.2 (Livestock support and disposal package)
- 121 See https://era.dpi.qld.gov.au/id/eprint/9511/1/DAFFloodRefugeMoundsAccessible_1693782266.pdf
- 122 See section 3.2.1a (Resilience planning & building knowledge/skills)
- 123 Argyrous, 2018
- 124 This objective has been paraphrased from the original objective in the National Framework, which stated "respond" instead of "recover", to better reflect the relevance of the packages' ultimate outcome related to mental health. Given the definition of resilience in the Framework references improved capacity to recover from disasters, this adaptation is appropriate.
- 125 Goldmann and Galea, 2014.
- 126 Argyrous, 2018.
- 127 Combination of objective and outcome

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