

Queensland Reconstruction Authority

# Operation Queenslander

The State Community,  
Economic and Environmental Recovery  
and Reconstruction Plan 2011–2013



365



# Message from the Premier

Queensland has weathered a terrible beating from the worst natural disasters in our history.

The reconstruction we face as a result of these events is unprecedented but Queenslanders have already shown great strength and resilience and I know we have what it takes to tackle the task that lies ahead.

Since late November more than 99 per cent of our state has been affected by floods and cyclones and 37 Queenslanders lost their lives as a result of nature's fury.

Homes and businesses, livelihoods and whole industries have been destroyed and right across our state roads, crops and railway lines have been devastated.

The Queensland Reconstruction Authority – headed by fellow Queenslanders, Major General Mick Slater, has been established to lead our reconstruction.

**The Authority** will work with the state, the Commonwealth Government, local authorities and industry and interest groups to plan, prioritise and get Queensland's reconstruction moving.

**The Authority** will report to me as Minister for Reconstruction because I believe getting the state back on its feet after these natural disasters must be our absolute number one priority as a government.

This Plan – **Operation QUEENSLANDER** - is the official start of that task. Since settlement Queenslanders have tackled our sometimes unforgiving environment with energy and industry. This reconstruction will be no different.

Armies of workers – including thousands of volunteers, Australian Defence Force personnel, emergency and power workers have already begun the work of rebuilding.

There is such a long way to go and we will need to be patient, but we're Queenslanders and the bigger the challenge the greater our resolve to give it a go.

Be assured our responses will be, wherever possible, locally based and delivered with a sense of fairness.

I am confident that if we pull together we can rebuild our state to be even better than before.

A large, stylized handwritten signature in white ink that reads "Anna Bligh". The signature is fluid and cursive, with a large loop at the end.

**Anna Bligh MP**  
**Premier of Queensland and Minister for Reconstruction**



Beach front homes destroyed at Tully Heads



# Message from the Major General

Queenslanders are facing the enormous task of reconstructing lives, infrastructure and our economy to make our part of Australia better and more resilient than it has ever been.

We need to ensure that not only do we repair the damage caused by unparalleled flooding and Tropical Cyclone Yasi but also ensure that we and future generations are better positioned to withstand the harsh and sometimes violent extremes that nature throws at us.

This is the task that together we must commit ourselves to if future generations are going to be able to look back and see the value of our contribution to Queensland – to Australia, during a time of great challenge.

**Operation QUEENSLANDER**, the State Plan, sets out the strategic road map to guide the ongoing reconstruction work necessary in the months and years ahead.

Although the work of reconstruction has commenced in many towns and cities, this plan will synchronise the statewide effort, resources and priorities over the medium and longer-term to ensure that the complex tasks ahead proceed as smoothly, painlessly and efficiently as possible.

The initial estimate of \$5 billion to reconstruct Queensland was made before Tropical Cyclone Yasi devastated North Queensland. The Yasi damage bill has been estimated at \$800 million. It is most likely that the final cost will be much more but there is no doubt that the task of full reconstruction will take time and patience.

Through this plan we will ensure that donors get the best possible value for their contribution and that Queensland gets as much work completed as possible out of the available money.

As an added measure we encourage corporate Australia, through the Join Forces program to connect to struggling clubs and organisations and lend their corporate expertise, goods and services to the rebuilding and improvement effort.

Queensland communities will rebuild street by street, region by region and industry by industry. Queenslanders are people who look after others, who get up and stand tall after being knocked down and have always proven the value of great team work.

Through **Operation QUEENSLANDER** we will rebuild a better and more resilient Queensland but it will be our cooperation and team work that will be the measure of our human endeavour.

A handwritten signature in white ink, appearing to read 'Mick Slater', written in a cursive style.

**Major General Mick Slater**  
**Chair Queensland Reconstruction Authority**



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## Scale and scope

November 2010 – March 2011\*:

- 37 people deceased from flood and cyclone-related events and three people are still listed as missing
- 72 local government areas disaster activated under the Natural Disaster Relief and Recovery Arrangements – more than 99 per cent of Queensland
- 59 rivers flooded with 12 breaking flood records
- 19,000 kilometres of state and local roads affected
- 29 per cent of Queensland's rail network damaged
- 250,000 homes and businesses have had their power restored by Energex and an additional 220,000 have been restored by Ergon Energy
- More than \$5 billion estimated for flood restoration and reconstruction costs
- Tropical Cyclone Yasi was a Category 5 cyclone and the first of that magnitude to strike the Queensland coast
- More than \$800 million estimated for Tropical Cyclone Yasi restoration and reconstruction costs
- 96,851 claims reported by the Insurance Council of Australia with an estimated reserve of \$2.7 billion
- 54 coal mines affected, amounting to 15 million tonnes of coal or \$2.5 billion
- More than \$240 million donated to Premier's Disaster Relief Appeal

\* information current as at 15 March 2011

# Section one: Framing the challenge

## Overview

The natural disasters that struck north-east Australia between November 2010 and February 2011 will long be remembered by the people of Queensland. The catastrophic impacts of both the flooding events that devastated central and south-east Queensland, and the destruction wreaked by Tropical Cyclone Yasi saw more than 99 per cent of Queensland declared as disaster affected. Tragically, 37 deaths occurred that were directly related to flood or cyclone events. At the time of writing, three people are still listed as missing.

Despite the devastation brought by flood waters and cyclonic conditions, as the waters receded and the cyclone dissipated, an outpouring of public generosity and goodwill was demonstrated by the Queensland community like none seen before. Armies of volunteers began the immediate and mammoth task of clean up.

In the days and weeks following, the size of the task ahead has become clear – the reconstruction will be one of post-war proportions. An enormous undertaking, but one supported by the strength and resilience of Queenslanders determined to rebuild – and rebuild better than before.

The scope of the task has also become clear. It lies with individuals, families, communities, businesses, industry and all levels of government. The strength demonstrated by the community is the foundation upon which the reconstruction task – **Operation QUEENSLANDER** – begins.

Not all communities will be ready to begin rebuilding; for many there is a necessary time of reflection and recovery before forging a new way forward. For others, it is time to drive the process of re-establishing homes, communities and businesses.

The **Queensland Reconstruction Authority's (the Authority)** mission is to reconnect, rebuild and improve Queensland, its communities and economy. This recognises that reconstruction starts house by house, street by street, community by community, industry by industry and results in a more resilient Queensland.



**The Authority** recognises the contribution that can be made by the Aboriginal and Torres Strait Island people. Their guidance and counsel will be sought at every opportunity. As the traditional carers and custodians of our land they will have much to offer, particularly where there are Indigenous issues at stake.

This State Community, Economic and Environmental Recovery and Reconstruction Plan (the State Plan) outlines the road map for reconstruction that will be centred on six lines of reconstruction:

- Human and Social
- Economic
- Environment
- Building Recovery
- Roads and Transport
- Community Liaison and Communication.

This State Plan provides strategic level guidance for all levels of government, non-government organisations, industry, businesses, local community groups and individuals. It also sets the framework for district and local planning for reconnecting, rebuilding and improving Queensland and recognises planning and recovery efforts that have already commenced.

This State Plan is a living document and will be reviewed in detail throughout the reconstruction effort. As it is focused on reconstruction following the flood events of November 2010 to January 2011 and the effects of Tropical Cyclone Yasi, it does not include initiatives that are not directly related to flood and cyclone affected communities, disaster response activities, initiatives already being provided by the private sector or services delivered as part of the core business of the Queensland and Commonwealth Governments.

## Background

During July to December 2010, extremely heavy rainfall was experienced across large parts of eastern Australia, with Queensland experiencing its wettest spring on record. This rain pattern was influenced by the strongest La Niña effect in the Pacific Ocean since the mid-1970s and as a result, Queensland's catchment areas were significantly saturated before major rain events occurred during November 2010 to January 2011.

In the early hours of 25 December 2010, the Category 1 Tropical Cyclone Tasha crossed the Queensland coast between Gordonvale and Ravenshoe. After reaching landfall, Tropical Cyclone Tasha moved south-west, developing into a rain depression that remained stationary for a number of days over an area covering the Gulf of Carpentaria to south-east Queensland. Pre-existing weather conditions and sustained high rainfall over 23–28 December 2010 resulted in flooding in many parts of central and southern Queensland.

Almost every river in Queensland south of the Tropic of Capricorn and east of Charleville and Longreach reached major flood levels during this period. Properties were inundated in 17 towns, with the largest impacts being in the towns of Theodore, Dalby, Condamine, Chinchilla, Emerald, Bundaberg and Rockhampton. Some towns were flooded twice within weeks in late December and early January. The flooding was prolonged in many areas,

with the Dawson River at Theodore remaining above major flood level for two weeks. Theodore was the first town to be fully evacuated in the history of Queensland.

The downstream impacts of this flooding continued into January 2011 with further flood peaks recorded on inland flowing rivers and super-saturation being reached across south-east Queensland. From 30 November 2010 to 10 January 2011, 13 flood related deaths were reported. On 10 January, the townships of Maryborough, Bundaberg and Gympie were impacted by rising floodwaters, leading to the widespread inundation of houses and businesses. Additionally, the Bruce Highway was cut in several locations.

In Toowoomba, exceptionally heavy rainfall intensified on 10 January, culminating in unprecedented flash flooding within Toowoomba's Central Business District. Emergency services conducted 43 water rescues and efforts to reach stranded residents continued throughout the night. Resultant landslides closed major arterial roads to the town, hampering relief efforts.

A further torrent of water hit the Lockyer Valley where the towns of Grantham, Murphy's Creek, Postman's Ridge, Withcott and Helidon were battered. The townships of Forest Hill and Laidley, with no road access, were evacuated by air ahead of the swiftly moving water. Forty-seven water rescues were conducted in the Gatton area and 43 helicopter rescues were carried out for the Grantham and Murphy's Creek events. Tragically, 20 people lost their lives as a result of the flash flooding events in Toowoomba and the Lockyer Valley on 10 January 2011.

This devastating turn of events expedited significant Commonwealth support from disaster management agencies, the Australian Defence Force and both state and federal police.



Homes are destroyed in Tully, North Queensland Thursday 3 February. *Image courtesy of AAP*

By early on the 12 January 2011, the Bremer River in Ipswich had reached 18 metres while some low-lying Brisbane suburbs had already started to be inundated. A disaster declaration was made covering Brisbane, Bundaberg, Dalby, Gladstone, Gold Coast, Gympie, Ipswich, Logan, Maryborough, Rockhampton, Roma, Sunshine Coast, Toowoomba, Warwick and Redcliffe Districts – more than 78 per cent of Queensland and impacting over 2.5 million people. On 13 January 2011, the Brisbane and Bremer Rivers peaked at 4.46 metres and 19.5 metres respectively. These were lower than 1974 flood levels but the flooding caused significant inundation in both cities. Thousands of residences and businesses were flooded, transport and road infrastructure suffered significant damage and the economic impact of these events is still being felt.

With response activities underway, the sombre task of confirming loss of life and assessment of personal and commercial property destruction and damage continued. In total, 37 people lost their lives in relation to flood and cyclone events, and three people are still listed as missing. Almost 7000 people were accommodated in 74 evacuation centres across the state, with more than 45,000 properties affected. Up to 29,000 homes and businesses suffered some form of inundation. The number of properties affected will continue to be refined as property assessments continue. Initial estimates suggest the cost of flooding events alone will be in excess of \$5 billion.

On 17 January 2011, the Queensland Premier announced an independent Commission of Inquiry (the Inquiry) to examine the flood disaster. The Inquiry, with the powers of a full Royal Commission, is headed by Justice Cate Holmes and Deputy Commissioners, Mr Jim O’Sullivan, a former Queensland Police Commissioner and Mr Phil Cummins, current Chair of the International Commission on Large Dams. It will take public submissions and make recommendations in its interim report due to be delivered in August 2011, with a final report by January 2012.

Still reeling from the aftermath of the flooding, and with response operations still underway, Queensland was hit by further disaster. On 30 January 2011, Category 2 Tropical Cyclone Anthony crossed the coast close to Bowen, battering the coastal strip between Townsville and Mackay, depositing significant rainfall on already saturated areas. Category 5 Tropical Cyclone Yasi struck on 2 February 2011. The largest and most severe cyclone to hit Australia in living memory, it comprised a destructive core some 500 kilometres across with associated weather activity stretching 2000 kilometres, encompassing the majority of Queensland. Tropical Cyclone Yasi made landfall over the Cassowary Coast region, with very destructive winds focused on the townships of Cardwell, Tully, Mission Beach and Innisfail. Severe damage also occurred along the north coast between Townsville and Cairns. The effects of Tropical

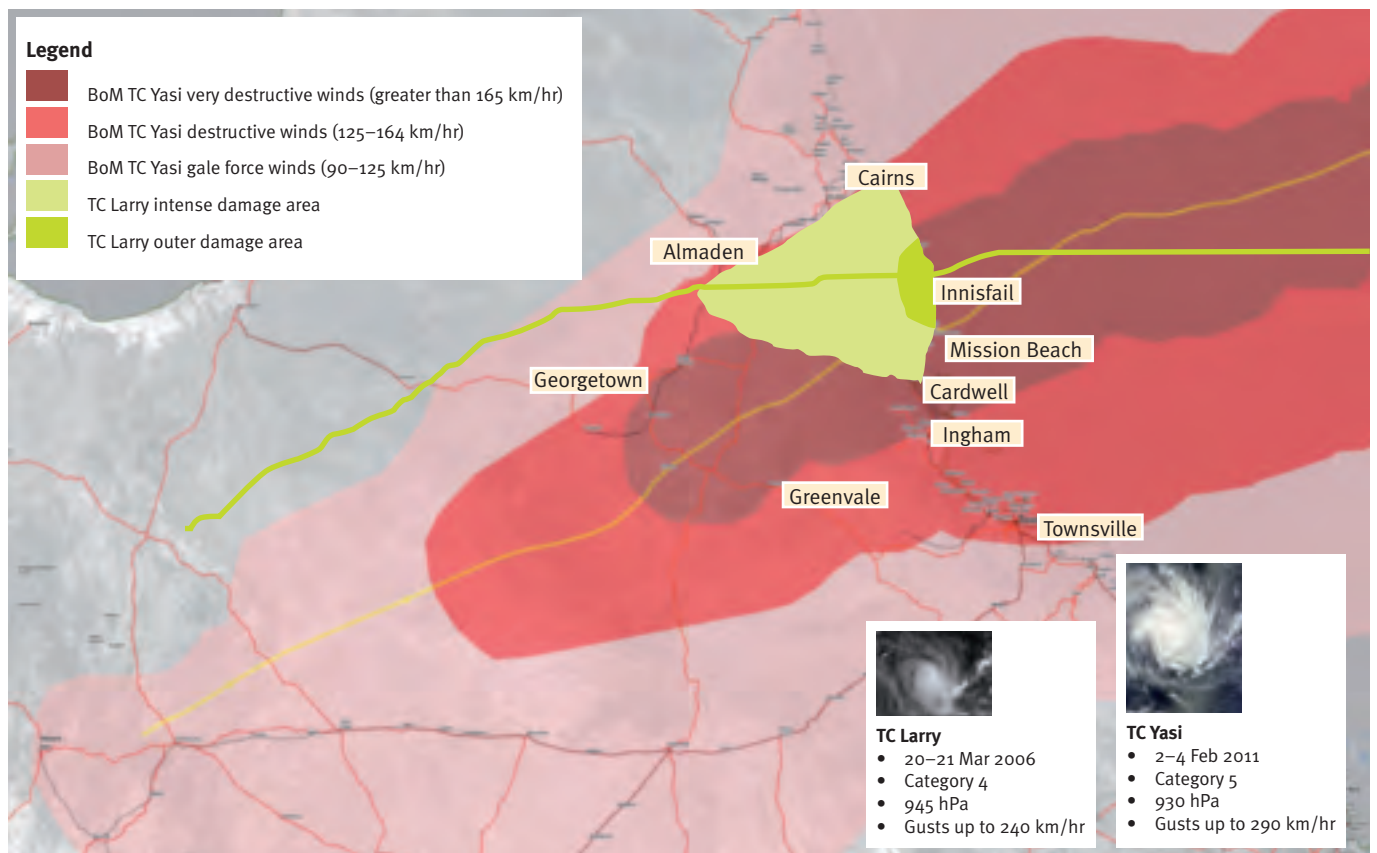
Cyclone Yasi were also felt inland as far as Georgetown, with the Cyclone not dissipating into a rain depression until 4 February. The associated rainfall caused adverse weather and torrential rains as far afield as central and southern Australia.

Early warning of the cyclone, thorough preparation and the pre-emptive evacuation of tens of thousands of people from threatened areas ensured loss of life was limited. More than 250 patients were evacuated by air to Brisbane and further thousands were evacuated locally from Cairns, the Cassowary Coast and Hinchinbrook regions. One fatality occurred in relation to severe Tropical Cyclone Yasi. More than 190,000 houses lost power, thousands of structures were destroyed or severely damaged and numerous communities were cut off and isolated without communications. North Queensland’s banana, sugar cane and dairy industries were badly affected and small businesses rendered inoperable. Initial estimates suggest the financial cost alone for the cyclone will be in excess of \$800 million.

In the days and weeks immediately following both the flooding and cyclone disasters, the Queensland Government implemented an extensive community recovery response, deploying large numbers of government and non-government staff to disaster-hit towns and cities across the state. Over the summer, 41 community recovery centres were established to provide personal support and disburse emergency assistance grants to people affected by the disasters, ensuring that people were able to meet their immediate needs.

On 19 January 2011, **the Authority** was announced to coordinate and oversee the reconstruction task across the state.

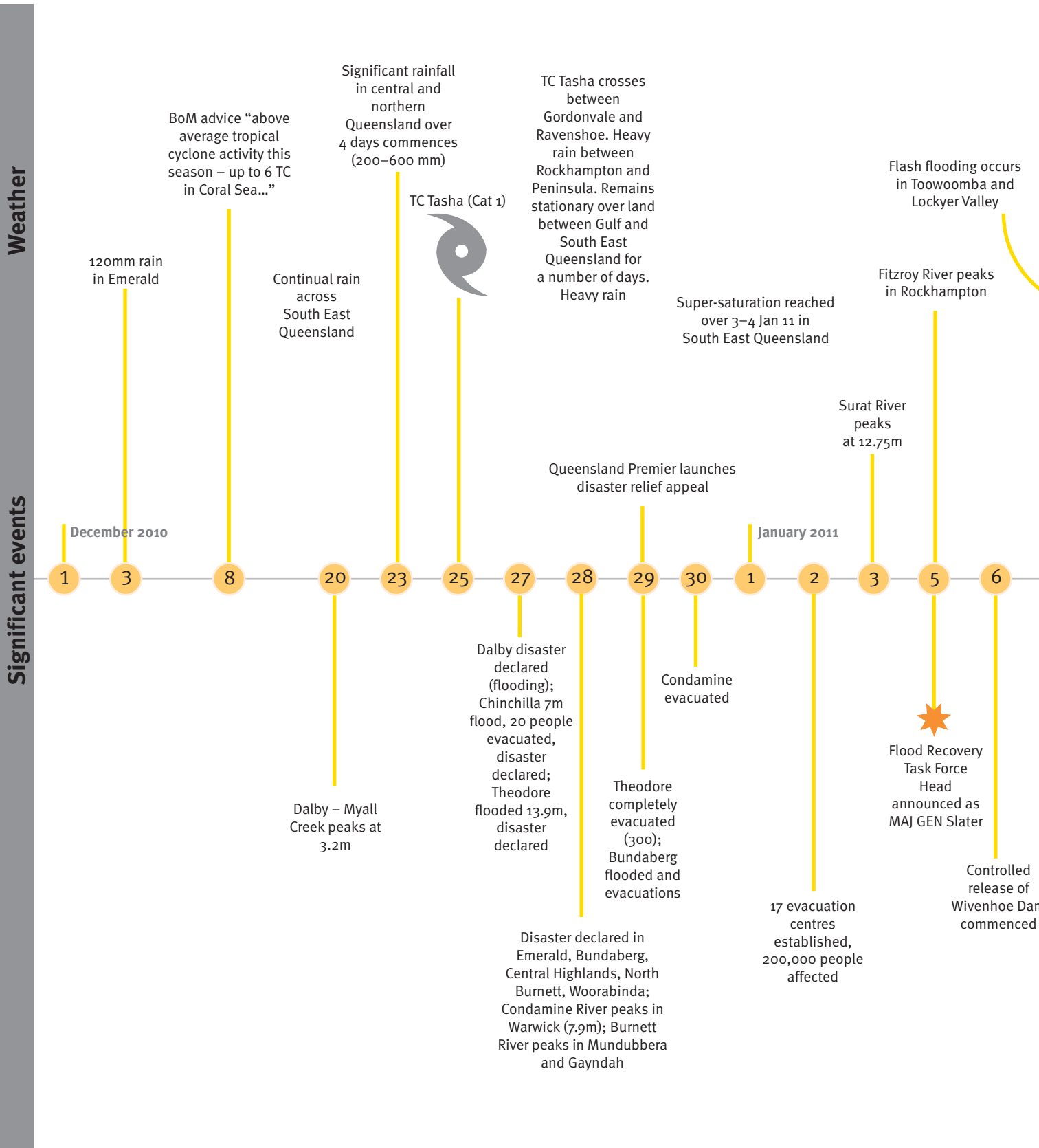
As the extent of damage across North Queensland became apparent, a localised response was developed. **The Authority** will have a North Queensland command post based in Innisfail. The command post will control **the Authority’s** response in the north and will have direct interface with the community, civic leaders and local industry champions.

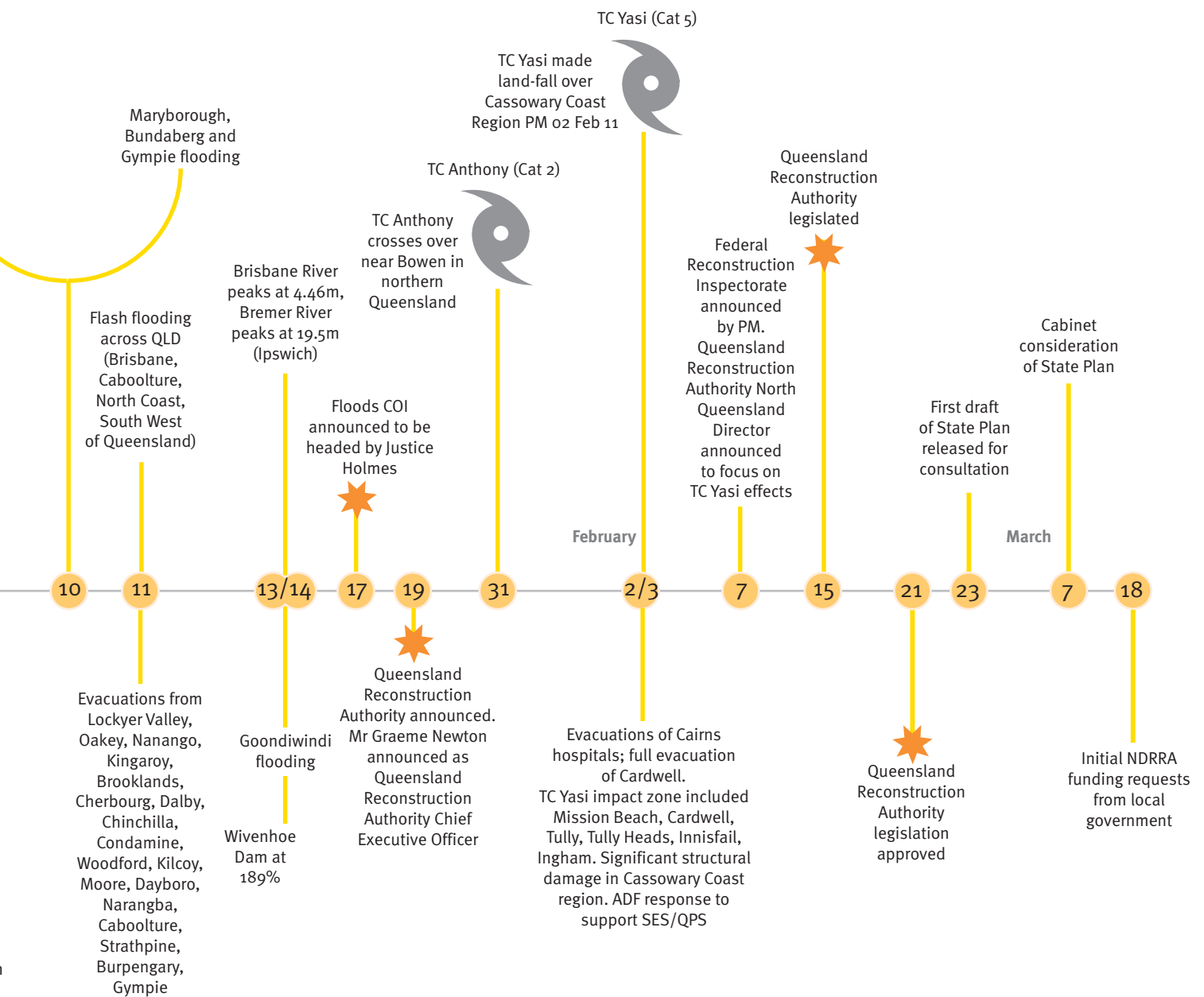




# Timeline of Queensland disaster events

## December 2010 to March 2011







SES workers assist with the clean-up of Tropical Cyclone Yasi.

# Section two: The Queensland Reconstruction Authority

## Legislation

**The Authority** was established through state legislation on 21 February 2011 as a statutory authority for the efficient and effective coordination of reconstruction effort.

**The Authority's** powers will be largely consistent with those of the current Coordinator General under *State Development and Public Works Organisation Act 1971* and *Sustainable Planning Act 2009* and will mirror those of the Urban Land Development Authority.

Local governments will retain principal responsibility for local issues, including local planning policy. **The Authority** will ensure continued access to resources and key decision makers during the long-term recovery.

**The Authority's** powers will be used by exception, not as a rule, and only where essential to facilitate reconstruction.

## Governance framework

**The Authority** reports to the Premier, as Minister for Reconstruction, through the state government's Disaster Recovery Cabinet Committee and to a Board, chaired by Major General Mick Slater, comprised of state and federal nominees. Supporting **the Authority** is a diverse range of government, non-government and interagency organisations and stakeholders (Figure 1 depicts).

## Structure

**The Authority** is overseen by a Board appointed by legislation. The Board comprises of the Chair, Major General Mick Slater and six other appointed nominees, representing state, federal and local government.

Within **the Authority**, ongoing operations are overseen by current operations, donor management and service delivery elements, with strategic planning and liaison functions providing deliberate, methodical planning in consultation with key stakeholders. **The Authority** is supported by a variety of specialist cells that ensure that governance framework and accountability protocols are met.

Throughout the reconstruction effort, **the Authority** will be supported by tailored sub-committees, charged with undertaking all recovery and reconstruction operations relevant to their area of expertise.

The composition of **the Authority** is illustrated in Figure 2.

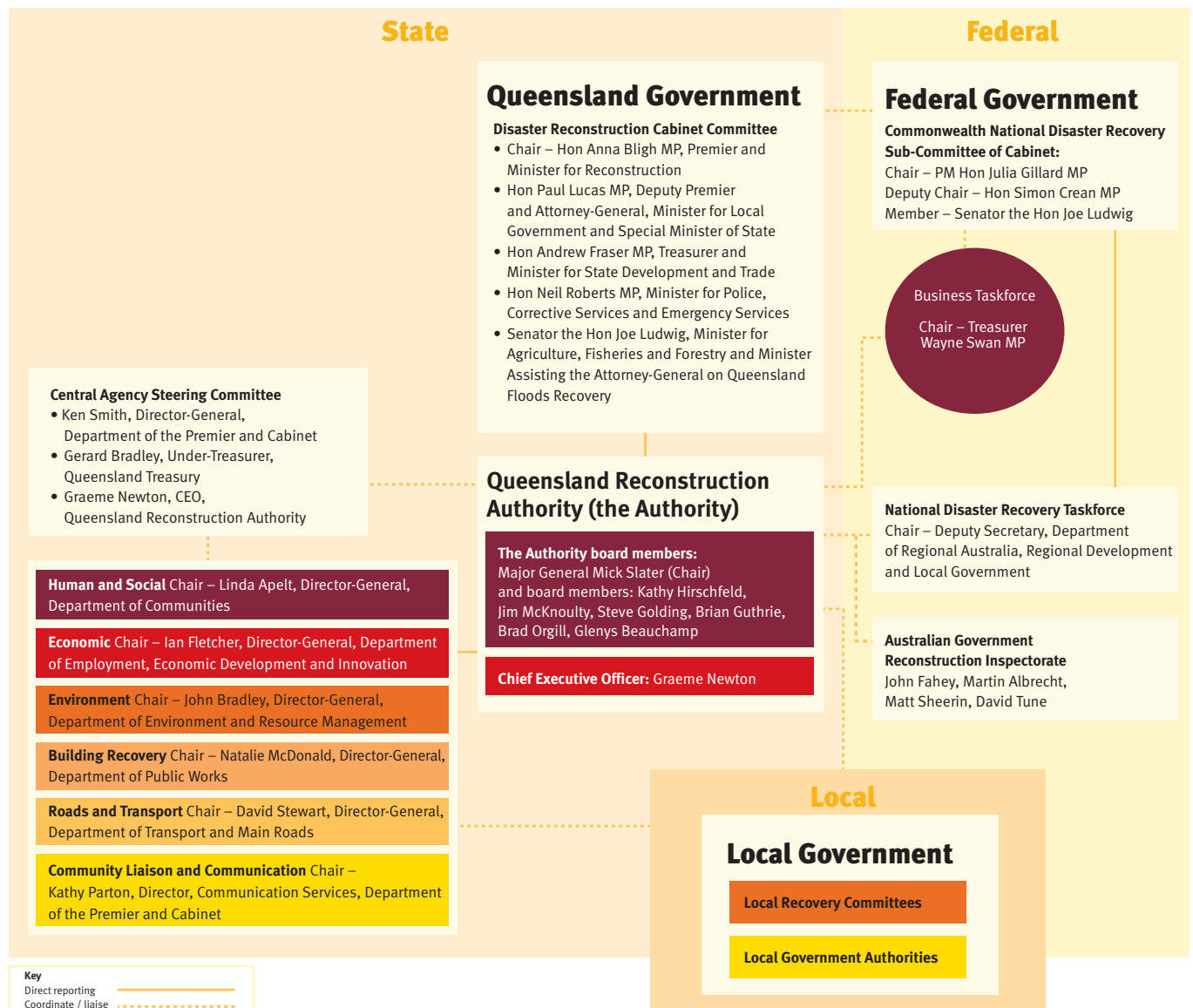
## Principles

**The Authority** will conduct its directed responsibilities through adherence to the following principles:

1. People are the highest priority.
2. Queensland's main effort is rebuilding and reconnecting communities, within a strong and resilient social, economic and environmentally aware framework.

3. **The Authority** has the authority to approve, verify, monitor, assist and influence the expenditure of reconstruction funds in accordance with budgetary priorities in Queensland and Queensland/Commonwealth financial partnering processes.
4. **The Authority** prioritises the requirements for economic growth, development and rebuilding while considering the Ecologically Sustainable Development Principles.
5. **The Authority** optimises resource usage and prioritises reconstruction.
6. **The Authority** does not make policy, but leads the implementation of Queensland’s reconstruction.
7. Lines of reconstruction sub-committees detail reconstruction costs directly to the **the Authority**.
8. Decisions are to be made at the most relevant level, recognising that community led processes are a significant factor in successful community recovery, reconnection and rebuilding.
9. Information given to **the Authority** may be available to the Commission of Inquiry, subject to Right to Information and commercial in confidence provisions.
10. **The Authority** provides input in to the national review of Natural Disaster Relief and Recovery Arrangements (NDRRA).

Figure 1: Queensland Reconstruction Authority governance map.



## Resourcing

The full magnitude and scope of damage from the disaster events across the state is still being determined. It is estimated the reconstruction of flood affected areas will cost in the order of \$5 billion, with damage sustained from Tropical Cyclone Yasi estimated to exceed \$800 million.

The funds to implement this State Plan will be drawn from a variety of sources. In addition to the efforts of individuals and businesses to recover from these disasters and those of friends, relatives and private individuals who contribute directly in cash or kind, a number of funding sources are available:

- The Commonwealth Government will contribute up to 75 per cent of funds allocated under the Natural Disaster Relief and Recovery Arrangements (NDRRA). The Commonwealth Government will provide its contribution to the reconstruction of Queensland by means of a National Partnership Agreement, that details:
  - the contribution
  - the purposes the Commonwealth expects those funds to be allocated toward
  - the governance arrangements that the Commonwealth Government requires, including the responsibilities of the Reconstruction Inspectorate announced by the Prime Minister on 7 February 2011.
- The Queensland Government will contribute the balance of the funds allocated under the NDRRA, as well as additional funds that are provided outside those arrangements, through the State Budget process.
- Contributions by corporate and private interests, not-for-profit organisations or by foreign governments – including donor matching, that are outside the Premier’s Disaster Relief Fund and are subject to separate arrangements regarding purpose, governance and acquittal

of the resources contributed. **The Authority** will manage the donor matching program and seek such additional funding sources.

- Insurance payments to cover losses of property and business interruption, including to private businesses and individuals and to government agencies and government owned commercial entities.

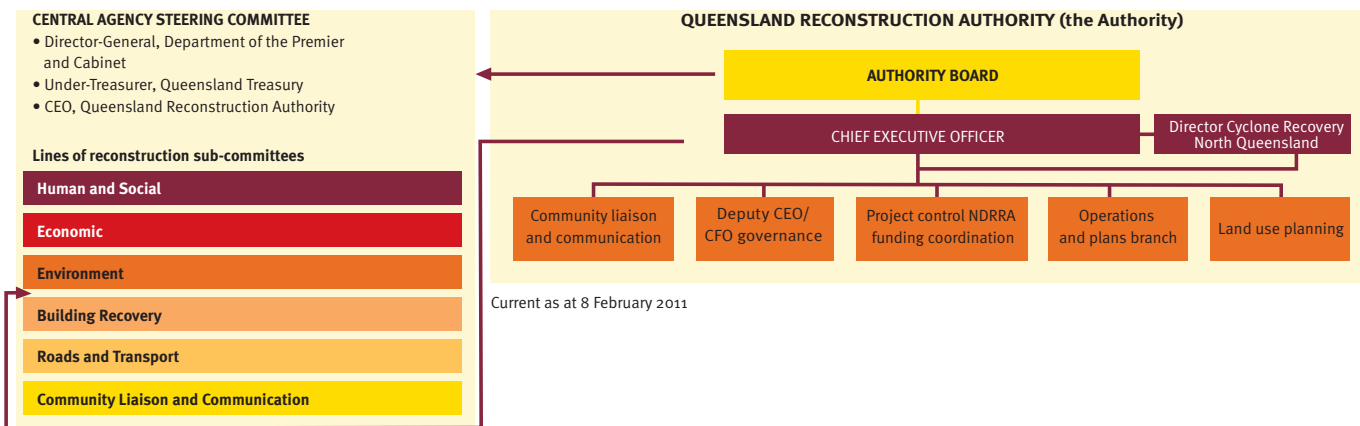
A detailed governance framework, auditing requirements and Premier’s Disaster Relief Fund disbursement protocols are also being processed. In addition, close oversight will be maintained by the Queensland Auditor-General including certification of the audits for the Australian Government Reconstruction Inspectorate and Parliamentary scrutiny through budgetary and committee processes.

The Australian Government Reconstruction Inspectorate will increase the scrutiny and accountability of rebuilding projects, report directly to the Natural Disaster Recovery Sub-Committee of Cabinet and have the power to:

- scrutinise rebuilding contracts
- directly inspect projects to ensure they are meeting progress milestones
- investigate complaints or issues raised by the public
- work directly with state reconstruction agencies to develop contractual frameworks, tendering processes and project management systems
- scrutinise requests for reimbursement by local government for projects completed for the purposes of reconstruction
- examine high value or complex projects prior to execution
- ensure value for money on Commonwealth investment.

In addition, and separate to monies expended on rebuilding state infrastructure, contributions to the Premier’s Disaster Relief Fund will be disbursed according to the decisions of the Fund’s trustees.

Figure 2: Composition of the Queensland Reconstruction Authority.







The Australian Defence Force handing out supplies to residents in Helidon.  
Credit: PO Damien Pawlenko

## Section three: Maintaining preparedness

### Queensland Reconstruction Authority and preparedness

The Queensland floods and cyclones of November 2010 to February 2011 have occurred at the start of both the cyclone season and North Queensland's wet season.

Throughout current recovery activities and into the longer reconstruction effort, Queensland must remain postured to respond to further unforeseen natural disasters or their consequences.

The *Disaster Management Act 2003* provides the statutory framework for response to disasters, with responsibilities for state government departments, local governments and identified supporting agencies.

Within **the Authority**, a link between the State Disaster Management Group response operations and **the Authority's** recovery and reconstruction tasks is established through **the Authority's** Operations and Plans Branch.

**The Authority** is prepared to support further response operations and retains the capacity to absorb additional recovery or reconstruction activities should the need arise.



Rising water levels in Rockhampton.



## Section four: Reconstructing Queensland



Local businesses inundated by flood waters.

### Impacted areas

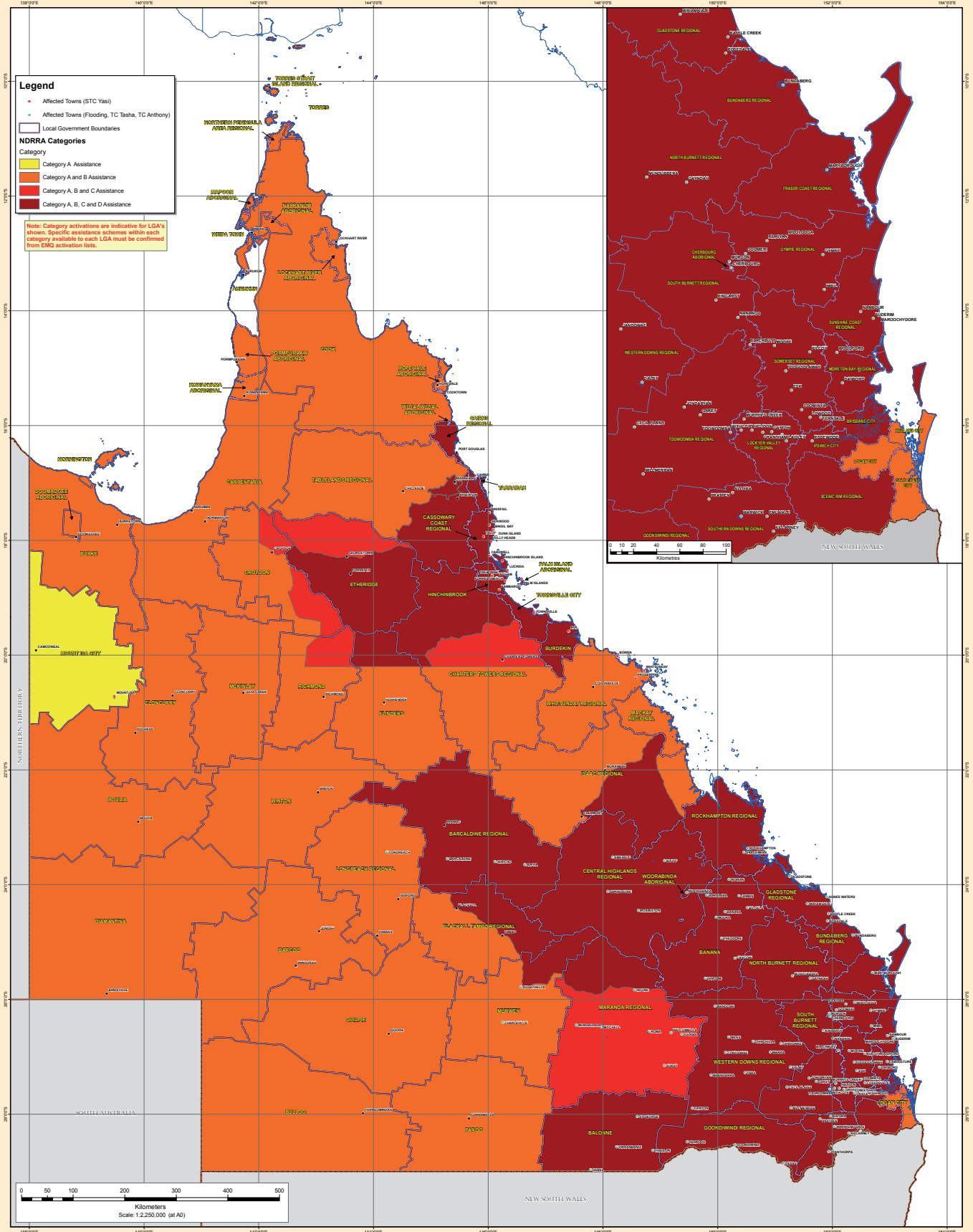
The Commonwealth and State Natural Disaster Relief and Recovery Arrangements (NDRRA) were activated in 72 local government areas between November 2010 and March 2011, however the NDRRA categories that were invoked were varied in line with levels of inundation and damage within the impacted areas of Queensland. Figure 3 shows their geographic locations.

The magnitude of the reconstruction task is clear, when considering only one of the 73 local government areas within Queensland is not disaster activated.

As a result, all affected Queensland local government areas are included for consideration within the State Plan. This ensures that disaster (both flood and cyclone) mitigation measures are considered holistically, noting that comprehensive solutions will cross over local government area boundaries.

Priority of reconstruction effort will be directed by **the Authority** through a consultative process that is guided by the **Operation QUEENSLANDER** construct and informed by community, local government, industry and both state and Commonwealth requirements.

**Figure 3: Queensland Natural Disaster Relief and Recovery Arrangements (NDRRA) activations November 2010 to March 2011.**



Source: Emergency Management Queensland 2011

## The Queensland Government mission:

**Reconnect, rebuild and improve Queensland, its communities and economy.**

### Why:

The Queensland Government will work to make Queensland Australia's strongest economy, with access to nature conservation and public recreation, a skilled and educated workforce, a healthy population, based on fair and supportive communities.

### Queensland Government strategic objectives:

1. Maintain Queensland's self-confidence through continuing support and restoration of essential services to affected communities.
2. Implement a comprehensive and integrated State Community, Economic and Environmental Recovery and Reconstruction Plan (the State Plan) to restore community structures, public infrastructure, support economic growth and facilitate environmental rehabilitation.
3. Maintain engagement with affected communities, local government and industry groups during the reconstruction effort.
4. Enhance the resilience of Queensland and Queenslanders, informed by the recommendations from the Commission of Inquiry into the 2010/2011 flood events.
5. Continue implementation of Toward Q2: Tomorrow's Queensland.

### How:

By legislatively establishing **the Authority** to scope and coordinate the total statewide reconstruction program across federal, state and local government areas of responsibility.

### Outcome:

Recovery, reconstruction and rebuilding have been completed, community connections, preparedness and resilience are enhanced, and the State of Queensland is on track to achieve Toward Q2: Tomorrow's Queensland (Toward Q2) ambitions.

## The Queensland Reconstruction Authority mission:

**Reconnect, rebuild and improve Queensland, its communities and economy.**

### Why:

To rebuild a stronger, more resilient Queensland.

### The Authority's strategic objectives:

1. Maintain the self-confidence of Queensland.
2. Build a resilient Queensland and support resilient Queenslanders.
3. Enhance preparedness and disaster mitigation.
4. Continue implementation of Toward Q2: Tomorrow's Queensland.

### How:

**The Authority** will achieve comprehensive reconstruction facilitating growth, development, sustainability and achievement of the Toward Q2 vision by:

1. gaining and maintaining the self-confidence of Queenslanders to support the recovery
2. employing a consultative planning process to synchronise the delivery of reconstruction effort through the six lines of reconstruction
3. securing, utilising and coordinating financial assistance and resources from federal, state and local governments, non-government organisations and corporate and international donors in accordance with state priorities
4. allocating resources across the six lines of reconstruction to reinforce progress as required
5. being consistently and proactively informative and transparent to all stakeholders and the community.

### Outcome:

Reconstruction is enabled and progressed sufficiently to allow the resumption of normal responsibilities and functions of government.

## Operation QUEENSLANDER: concept of operations

**Operation QUEENSLANDER** draws together the individual, community, local government, industry, not-for-profit, corporate, state, Commonwealth and international assistance resources to align and synchronise the immense spectrum of reconstruction activities.

**The Authority** will draw on these capacities, resources and capabilities to reconstruct Queensland, house by house, street by street, community by community, industry by industry.

**The Authority** will vigorously employ project management and project control, equitably allocate funds and review effectiveness against measures of progress.

Operation **QUEENSLANDER** reconstruction activities will be conducted across three phases:

### Phase one: recovery

January – June 2011

Phase one sees the establishment of **the Authority**, the transition from immediate post-disaster response operations to short-term recovery operations as well as the development, planning, consultation and implementation of the integrated State Community, Economic and Environmental Recovery and Reconstruction Plan (the State Plan). Concurrently, reconstruction works will be undertaken in line with the key strategic milestones of the State Plan. This phase ends when all disaster response activities are handed over to **the Authority** for reconstruction.

### Phase two: reconstruction

June 2011 – December 2012

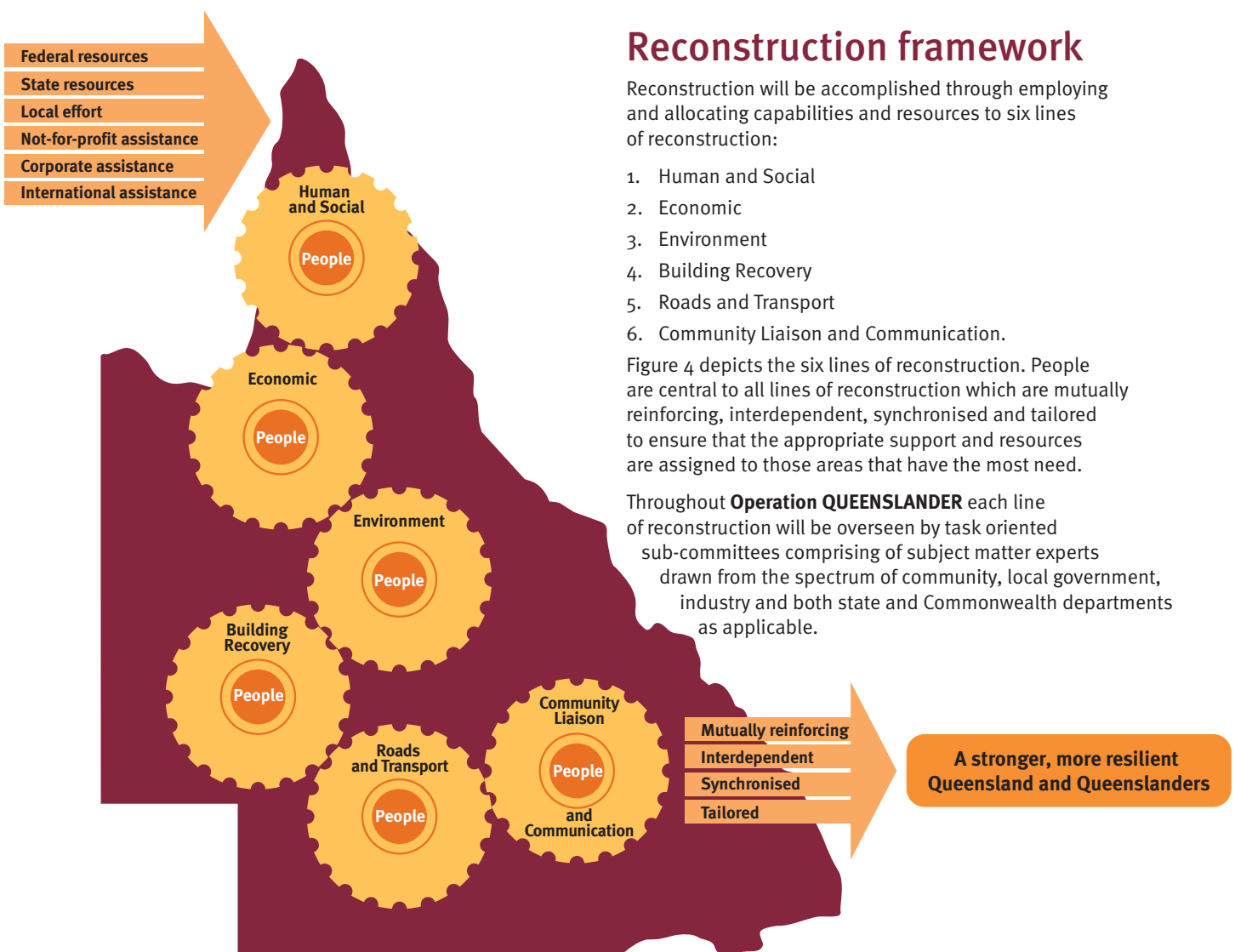
Phase two sees the execution of the deliberate, methodical reconstruction and enhancement of all flood and cyclone affected communities, functions and infrastructure. During this phase **the Authority** will monitor progress across the established lines of reconstruction and identified cross cutting issues, reinforcing as required with resources and capability in order to ensure that the momentum of reconstruction is maintained. This phase ends when the progressive achievement of strategic milestones is sufficiently advanced to enable the planning of a transition of responsibilities from **the Authority** to other agencies.

### Phase three: transition

December 2012 – December 2013

Phase three sees a progressive hand over of reconstruction responsibilities to agencies or organisations including government, local government, community-based or industry led sectors that would normally support the functional area. This phase ends when all reconstruction responsibilities are handed over to relevant agencies.

Figure 4: Queensland Reconstruction Framework



## Reconstruction framework

Reconstruction will be accomplished through employing and allocating capabilities and resources to six lines of reconstruction:

1. Human and Social
2. Economic
3. Environment
4. Building Recovery
5. Roads and Transport
6. Community Liaison and Communication.

Figure 4 depicts the six lines of reconstruction. People are central to all lines of reconstruction which are mutually reinforcing, interdependent, synchronised and tailored to ensure that the appropriate support and resources are assigned to those areas that have the most need.

Throughout **Operation QUEENSLANDER** each line of reconstruction will be overseen by task oriented sub-committees comprising of subject matter experts drawn from the spectrum of community, local government, industry and both state and Commonwealth departments as applicable.

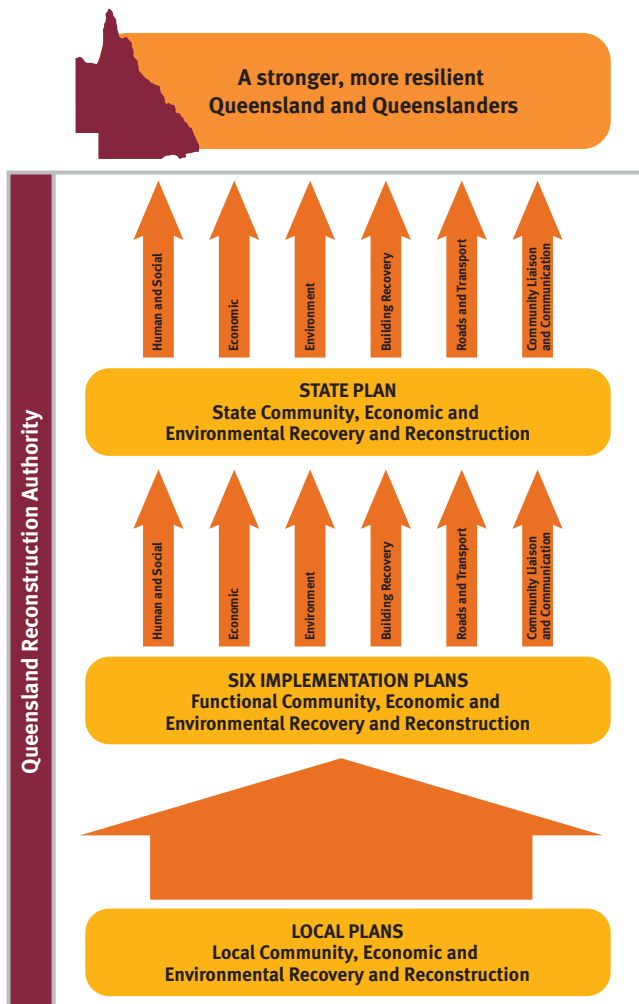
## Operation QUEENSLANDER construct

In order to ensure a comprehensive, coordinated and effective reconstruction effort, **Operation QUEENSLANDER** will be achieved by the simultaneous application of four planning processes:

1. State level Community, Economic and Environmental Recovery and Reconstruction Plan (the State Plan)
2. Community, economic and environmental recovery and reconstruction implementation plans (the implementation plans)
3. Local community, economic and environmental recovery and reconstruction plans (local plans)
4. Cross-cutting planning (to address reconstruction issues that cross both geographical boundaries and lines of reconstruction).

There are strong links between plans and planning processes. Each will assess and meet the specific needs of the target audience while remaining nested within, and supported by the overarching State Plan. Figure 5 illustrates

Figure 5: Operation QUEENSLANDER construct



**Operation QUEENSLANDER'S** linking of the levels of planning and the inter-relationships between the state, implementation and local plans.

**The Authority** will support the development of both the implementation and local plans in order to ensure that their unique characteristics and requirements are met, with the appropriate resources being assigned to those that need them the most.

### The State Plan

The State Plan is the strategic guidance provided to ensure that milestones across all lines of reconstruction are met. It provides the overarching reconstruction plan, the governance framework and assigns key tasks to state level agencies and stakeholders. It is the source document that defines how the reconstruction efforts will produce a stronger, more resilient Queensland and Queenslanders.

### Implementation plans

Implementation plans are produced by the six lines of reconstruction sub-committees. They provide specific detail regarding how the achievement of key tasks assigned by the State Plan will occur. They direct the reconstruction activities to be undertaken and initiate the development and implementation of projects that are required to reconstruct Queensland.

### Local plans

Developed by each local community, these plans help **the Authority** to understand the recovery needs and priorities of the community. They will provide a local roadmap to assist the community to reconnect, rebuild and improve.

Figure 6 illustrates the broad timelines for development and implementation of each level of planning.

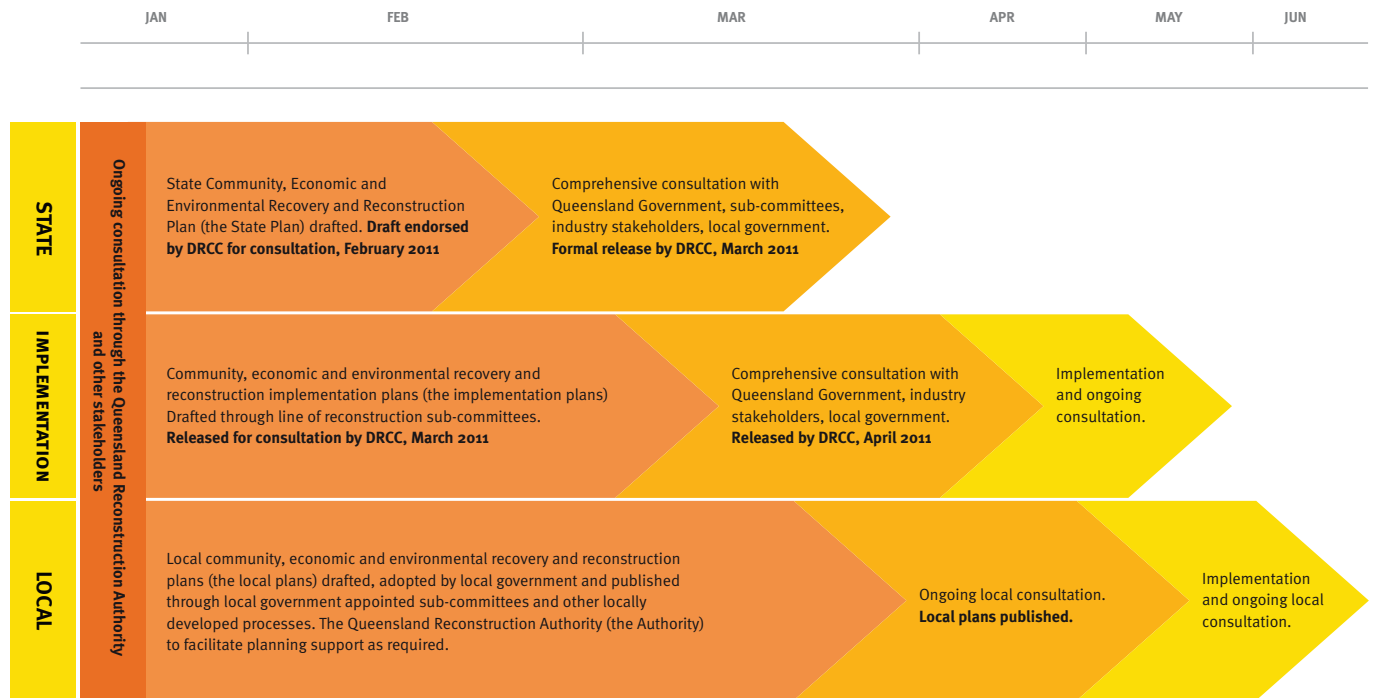
### Cross-cutting planning

**The Authority** has identified that there are a number of inter-relationships between industries, business, the environment and communities that have been adversely affected by the disasters, either directly or indirectly.

Where the mitigation of these impacts cuts across implementation or local plans, **the Authority** and the Department of Employment, Economic Development and Innovation (DEEDI) will initiate specific, targeted planning and actions to resolve these issues.

To take this forward, DEEDI and **the Authority** will co-chair reconstruction control groups designed to bring together government, peak bodies and other significant participants as required to clarify emerging issues across lines of reconstruction and prepare coordinated decisions and implementation.

Figure 6: Operation QUEENLANDER strategic planning and implementation timeline.





## Section five: The State Community, Economic and Environmental Recovery and Reconstruction Plan (the State Plan)

### The State Plan

The State Plan is the strategic framework that aligns and synchronises the immense spectrum of reconstruction activities within **Operation QUEENSLANDER**. Four key considerations have supported the development of the State Plan:

1. Selection and maintenance of the aim
2. Unity of effort
3. Economy of effort
4. Maintenance of momentum

Overseen by **the Authority**, the six lines of reconstruction will meet key strategic milestones measured against performance criteria, with **the Authority** providing additional support and resources to priority areas in order to ensure that the State Plan remains on schedule.



One of the many evacuation centres set up across the state.



## Key strategic milestones

The key strategic milestones of the State Plan will be measured against:

1. establishment of **the Authority**
2. securing reconstruction funding
3. the implementation of a community liaison and communication plan for reconstruction
4. the release of the State Community, Economic and Environmental Recovery and Reconstruction Plan (the State Plan)
5. reopening of critical infrastructure and services
6. the commencement of cross-cutting planning and implementation, and local community, economic and environmental recovery and reconstruction plans (implementation plans, local plans and cross-cutting planning)
7. production of a 'Jobs and Skills' package to support community recovery, the retention of workers and help address long term skills needs
8. restoration of tourism visitation numbers to Queensland
9. meeting government reporting requirements
10. key industry sector, particularly mining and agriculture, production resumes operating at optimum capacity

11. the resumption of key social services operating at optimum capacity
12. the restoration and enhancement for disaster resilience of critical infrastructure
13. the restoration of, and enhancement for flood immunity of critical transport infrastructure
14. the restoration of ecosystem services
15. the delivery of additional health and community services
16. the provision of appropriate housing for all displaced households
17. completion of the endorsed statewide rebuilding program
18. the transition of remaining tasks to normal government business.

Each key strategic milestone will be achieved by the completion of progressive tasks applicable to each line of reconstruction. Figure 7 illustrates the State Plan timeline, detailing the achievement of the key strategic milestones across the actions of **the Authority** and each line of reconstruction.

While the complete reconstruction and rehabilitation of flood and cyclone affected areas will in some cases take years to achieve, the State Plan will see reconstruction scoped, costed, implemented and subsequently transitioned to normal state government functions by the start of 2013.

Figure 7: The State Plan: timeline and key strategic milestones

### Campaign plan

**Mission statement: Reconnect, rebuild, and improve Queensland, its communities and economy**



A stronger, more resilient Queensland

#### Key strategic milestones:

1. Queensland Reconstruction Authority established
2. Reconstruction funding secured
3. Community liaison and communication plan for reconstruction implemented
4. State Community, Economic and Environmental Recovery and Reconstruction Plan (the State Plan) released
5. Critical infrastructure and services re-opened
6. Implementation and local plans, and cross-cutting planning commenced
7. 'Jobs and Skills' package produced to support community recovery
8. Tourism visitation numbers to Queensland restored
9. Government reporting requirements met
10. Key industry sector, particularly mining and agriculture, production achieves optimum capacity
11. Key social services operating at optimum capacity
12. Flood resilience of critical infrastructure restored and enhanced
13. Critical transport infrastructure restored and enhanced for flood immunity
14. Ecosystems services restored
15. Additional health and community services delivered
16. Appropriate housing for all displaced households provided
17. Endorsed statewide rebuilding program completed
18. Remaining tasks transitioned to normal government business.



Destruction left behind by Tropical Cyclone Yasi.

## Section six: Implementing the State Plan: roles, responsibilities and key tasks

### Queensland Reconstruction Authority

#### Role:

The role of **the Authority** is to monitor and coordinate the implementation of the State Plan across government agencies, non-government organisations and other key stakeholders by:

- maintaining situational awareness of current and developing operations
- overseeing the implementation of the State Plan
- coordinating donor support and expressions of interest.

#### Key tasks:

1. Maintain awareness of potential threats likely to further deteriorate the current situation.
2. Provide liaison from **the Authority** to key stakeholders including, Emergency Management Queensland, Queensland Police, government agencies, non-government organisations and other key stakeholders.
3. Collect and maintain appropriate data and report against key performance indicators in order to measure reconstruction performance.
4. Coordinate the implementation of **the Authority's** State Plan across government departments and key stakeholders.
5. Support the development and implementation of both implementation and local community, economic and environmental recovery and reconstruction plans.
6. Assess, plan and coordinate the implementation of Authority initiatives ensuring ongoing consultation and agreement between sub-committees and other key stakeholders.
7. Project manage the implementation of specific projects, programs and initiatives.
8. Monitor successful recovery initiatives and implement post activity reporting capturing lessons learnt.
9. Effectively manage the collection of offers of donations and expressions of interest (acknowledge, assess, match, respond, track, acquit).
10. Review and assess offers from international donors and provide recommendations to **the Authority** Board.
11. Monitor both strategic developments and the outcomes of current operations for potential impacts to the State Plan, and adjust the plan accordingly to ensure that strategic milestones and timelines are met.
12. Provide planning and liaison support to ensure that short term contingencies do not negatively affect the execution of the State Plan.
13. Support the development of cross-cutting planning and provide input into reconstruction control groups.
14. Produce and distribute generic Local Community, Economic and Environmental Recovery and Reconstruction planning guides to support local planning by April 2011.



The Australian Defence Force Mack trucks arrive at North Booval to provide assistance after the floods. *Credit: LAC Benjamin Evans*

## Role of the Department of Local Government and Planning and Office of the Coordinator General

The Department of Local Government and Planning and the Office of the Coordinator General through the Department of Employment, Economic Development and Innovation both have a significant role in the reconstruction of Queensland and will influence the work of a number of line of reconstruction sub-committees. Both will assist **the Authority** through coordination and integration of infrastructure, land-use planning, building and local government issues.

The Department of Local Government and Planning will also support local governments to prepare and implement local plans. Both the Queensland Regionalisation Strategy (QRS) and the Queensland Infrastructure Plan (QIP) will enable the setting of longer term strategic direction of regional development and infrastructure programming and prioritisation, in accordance with the government's reconstruction objectives and consistent with Toward Q2 ambitions. Aligning the QRS, QIP and the work of **the Authority** will allow the seamless implementation of a single planning framework to both reconstruct after recent disasters and build future resilience and prosperity in Queensland's regions. The QRS and QIP together provide

a long term strategic framework for Queensland's regions that will endure beyond recovery and reconstruction and provides platforms to take **the Authority's** focus on rebuilding, reconnecting and improvement into the longer-term.

### Sub-committee membership

The membership of sub-committees is likely to evolve during the reconstruction effort.

A family returns home to survey the damage left by Tropical Cyclone Yasi.



# Lines of reconstruction sub-committees

## The Human and Social sub-committee

**Chair:** Ms Linda Apelt  
(Director-General, Department of Communities)

**Composition:** The human social sub-committee comprises of representatives from:

1. Department of Communities
2. **Queensland Reconstruction Authority**
3. Australian Red Cross
4. Lifeline Community Care
5. St Vincent De Paul
6. Salvation Army
7. Centrelink
8. Queensland Council of Social Services
9. Local Government Association of Queensland
10. General Practice Queensland
11. Queensland Clinical Senate
12. Queensland Nurses Union
13. Queensland Alliance
14. Commonwealth Department of Health and Ageing
15. Department of Education and Training
16. Queensland Health

17. Commonwealth Department of Families, Housing, Community Services and Indigenous Affairs
18. Queensland Police Service
19. Department of Community Safety
20. Department of the Premier and Cabinet
21. Queensland Treasury.

### Role

To lead and coordinate the planning and implementation of health and social recovery activities in line with **the Authority's** arrangements.

To coordinate human and social recovery activities in order to maximise the efficiency and effectiveness of resource allocation.

To facilitate information exchange, identify issues and resolve these wherever possible within the sub-committee.



Residents clean-up after flood waters subside.

### Functional area responsibilities

- Provide strategic advice to **the Authority** on human and social recovery issues and services.
- Coordinate human and social services to support the reconstruction and recovery effort delivered by state, local and Commonwealth government agencies, non-government organisations and other relevant service providers.
- Resolve human and social operational issues as required.
- Coordinate financial assistance to eligible applicants for personal hardship assistance under the Natural Disaster Relief and Recovery Arrangements (NDRRA) or State Disaster Recovery Arrangements.
- Coordinate the provision of personal support, counselling and specialised mental health services.
- Facilitate community participation in the redevelopment of social networks and community infrastructure to strengthen and build resilience.
- Advise **the Authority** on the operational status of human and social infrastructure or services.
- Coordinate ongoing medical, health, housing and other human services required during the recovery and reconstruction phases to preserve the general health and well being of the community.
- Coordinate continuity strategies for early childhood, education and training services and critical health community services.
- Coordinate policing services required during the recovery and reconstruction phases to ensure the safety of the community.
- Develop and implement a disaster recovery mental health plan.

### Key tasks:

1. Restore and maintain critical health, social, education, and community services.
2. Activate and process emergency assistance payments, NDRRA grants and other relevant sources of relief.
3. Provide public information and advice on community and public health issues.
4. Contribute to a reconstruction communications strategy to manage community expectation and inform communities.
5. In conjunction with Queensland Treasury, seek federal and state funding for additional costs associated with disaster related service delivery.
6. Provide community development support, including community engagement and capacity building activities.
7. Support the development and implementation of both cross-cutting planning and local community, economic and environmental recovery and reconstruction plans.
8. Transition local health, social, education and community services to normal.
9. Connect displaced householders to housing assistance and support mechanisms.
10. Establish, manage and monitor community recovery and coordination centres, and outreach teams.
11. Provide additional services including counselling, personal support and specialised mental health services.
12. Support and monitor coordination of volunteer effort.
13. Develop subordinate implementation plans to achieve key tasks at project level by April 2011.

**Refer to Annex A on page 30 for further detail regarding this line of reconstruction's concept of operations.**

## The Economic sub-committee

**Chair:** Mr Ian Fletcher  
(Director-General, Department of Employment, Economic Development and Innovation)

**Composition:** The economic sub-committee presently comprises of representatives from:

1. Department of Employment, Economic Development and Innovation
  2. Department of Environment and Resource Management
  3. Department of Local Government and Planning
  4. Department of Transport and Main Roads
  5. Queensland Treasury
  6. Commonwealth Department of Education, Employment and Workforce Relations
  7. Bundaberg Regional Council
  8. Banana Shire Council
  9. Rockhampton Regional Council
  10. Central Highlands Regional Council
  11. Western Downs Regional Council
  12. Local Government Association of Queensland
  13. Queensland Resources Council
  14. Australian Petroleum Production and Exploration Association
  15. AgForce
  16. Queensland Farmers' Federation
  17. Australian Industry Group
  18. Chamber of Commerce and Industry Queensland
  19. Queensland Rural Adjustment Authority
  20. Skills Queensland
  21. Queensland Tourism Industry Council
  22. Tourism Queensland
  23. Australian Bankers Association
  24. Insurance Council of Australia.
5. Develop for government consideration a 'buy local' campaign to help restore trade and support employment.
  6. Work with local governments to establish local recovery committees.
  7. Assess local government capacity and respond to the need for economic support.
  8. Use online social networking tools to share information and build 'self-help' communities.
  9. Engage business advisers through intermediaries and industry partners to provide face-to-face advice.
  10. 'Fair Go Reconstruction' – provide a hotline to check offers of reconstruction services and associated complaints.
  11. Advise on NDRRA measures.
  12. Progress the Queensland Regionalisation Strategy and Queensland Infrastructure Plan.
  13. Produce a 'Jobs and Skills' package to support community recovery and the retention of workers and help address long term skills needs.
  14. Expand the Jobs Assist services to disaster affected communities.
  15. Implement a marketing campaign providing positive messages about Queensland's economy and major industries to investors and trading partners.
  16. Provide systemic, sectoral support by establishing partnerships with industry bodies.
  17. Provide tailored, simple packages of information specific to business needs.
  18. Establish measurement and evaluation mechanisms specific to the economic line of reconstruction.
  19. Coordinate plans to reduce the burden on businesses by removing planning, regulatory or other obstacles that impact unnecessarily on business confidence and recovery.
  20. Develop supply chain disaster recovery plans.
  21. Coordinate, through the raising of reconstruction control groups, the resolution of cross-cutting issues.
  22. Support the development and implementation of local community, economic and environmental recovery and reconstruction plans.
  23. Develop subordinate implementation plans to achieve key tasks at project level by April 2011.
  24. Align project, land and infrastructure development activities to economic reconstruction priorities.

### Role:

To advise **the Authority** regarding measures required to achieve economic recovery.

To guide the implementation of an economic recovery roadmap that responds to business needs and returns to growing a sustainable, competitive Queensland economy as quickly as possible.

To establish and support industry recovery groups established for energy and resources, agriculture, tourism and business.

**Refer to Annex A on page 31 for further detail regarding this line of reconstruction's concept of operations.**

### Key tasks:

1. Rapid restoration of a competitive and sustainable Queensland economy.
2. Contribute to **the Authority's** prioritisation of reconstruction projects.
3. Support the Community Liaison and Communication line of reconstruction.
4. Maintain consultation with economic stakeholders and peak industry bodies.



Tropical Cyclone Yasi leaves around 75 per cent of the state's banana crop in ruins.

## The Environment sub-committee

**Chair:** Mr John Bradley  
(Director-General, Department of Environment and Resource Management)

**Composition:** The environment sub-committee comprises of representatives from:

1. Department of Environment and Resource Management
2. Department of Employment, Economic Development and Innovation
3. Department of Local Government and Planning
4. Great Barrier Reef Marine Park Authority
5. Local Government Association of Queensland
6. National Parks Association of Queensland
7. Queensland Conservation Council
8. Queensland Farmers Federation
9. Queensland Regional NRM Groups Collective
10. Waste Contractors and Recyclers Association of Queensland
11. World Wide Fund for Nature
12. Department of Sustainability, Environment, Water, Population and Communities
13. Australian Marine Conservation Society
14. Healthy Waterways
15. Emergency Management Queensland.

### Role

The role of the environment sub-committee is to lead planning and implementation of the environment recovery function with particular regard to:

- effective coordination of environmental recovery activities to maximise efficiency of resource allocation
- facilitation and exchange of information relevant to sustainable and resilient environmental recovery
- identification and resolution of critical environment recovery issues.

### Key tasks:

1. Coordinate and prioritise rehabilitation of the natural environment and community assets including, reserves, parks, waterways and wildlife.
2. Implement through planning, monitoring, assessment and advice, strategies to reduce future impacts on the natural environment in both urban and rural landscapes, focussing on long term resilience and sustainability in the reconstruction effort.
3. Support the development of sustainable, disaster resilient environment infrastructure.
4. Restore damaged infrastructure on state protected areas.
5. Conduct ecological assessment and restoration of protected areas, ecosystems and species.
6. Assess and reconstruct soil health and biodiversity in upland areas and flood plains.
7. Facilitate community involvement in the recovery of landscapes and environment.
8. Conduct waste and contaminated land management.

9. Provide input to whole of state environment elements of the state reconstruction operational plans.
10. Assess event impacts on the natural environment and natural resources.
11. Monitor and provide advice on current and potential environmental and natural resource issues.
12. Ensure the environmentally safe recovery of coal seam gas and coal mines.
13. Ensure communities, Aboriginal and Torres Strait Islander people, environmental bodies, and interest groups are effectively engaged in the consultation and decision making processes.
14. Mitigate the environmental consequences of reconstruction operations.
15. Support the expeditious repair of water and sewerage infrastructure by facilitating environmental and planning processes.
16. Support the development and implementation of both cross-cutting planning and local community, economic and environment recovery and reconstruction plans.
17. Develop subordinate implementation plans to achieve key tasks at project level by April 2011.

**Refer to Annex A on page 32 for further detail regarding this line of reconstruction’s concept of operations.**

## The Building Recovery sub-committee

**Chair:** Ms Natalie McDonald  
(Director-General, Department of Public Works)

**Composition:** The building recovery sub-committee comprises of representatives from:

1. Department of Public Works
2. Building Services Authority
3. Department of Communities
4. Department of Education and Training
5. Department of Local Government and Planning
6. Department of Justice and Attorney-General
7. Queensland Police Service
8. Local Government Association of Queensland
9. Queensland Master Builders Association
10. Housing Industry Association
11. Queensland Council of Unions
12. Insurance Council of Australia
13. Department of Families, Housing, Community Services and Indigenous Affairs
14. Emergency Management Queensland
15. Department of Regional Australia, Regional Development and Local Government
16. Department of the Premier and Cabinet.

### Role

To lead and coordinate the planning and implementation of all building reconstruction functions.

To provide the effective coordination of recovery activities in order to maximise the efficiency of resource allocation.

To facilitate information exchange, identify issues and resolve them wherever possible within the sub-committee and between stakeholders.

### Key tasks:

1. Develop and implement solutions for temporary and long-term accommodation.
2. Conduct assessment of damage to building stock, particularly housing.
3. Repair government building assets to allow functional operations.
4. Facilitate the repair of identified iconic buildings.
5. Determine repair/rebuild approach for community assets.
6. Coordinate and prioritise medium to long-term demolition, repair and rebuilding.
7. Support, monitor and advise reconstruction supply chain activities.
8. Support the Department of Communities Structural Assistance Grant assessments and develop contractor engagement strategies.
9. Support the Appeal Fund process and develop contractor engagement strategies.
10. Facilitate community access to independent building repair advice.
11. Identify and recommend action, where necessary, to address any regulatory impediments to a successful building recovery.
12. Monitor and report on the progress of the building recovery program.
13. Support the development and implementation of both cross-cutting planning and local community, economic and environmental recovery and reconstruction plans.
14. Develop subordinate implementation plans to achieve key tasks at project level by April 2011.

**Refer to Annex A on page 33 for further detail regarding this line of reconstruction’s concept of operations.**



A South East Queensland resident using alternate transportation during the floods.



## The Roads and Transport sub-committee

**Chair:** Mr David Stewart  
(Director-General, Department of Transport and Main Roads)

**Composition:** The sub-committee is led and managed by the Department of Transport and Main Roads. Membership comprises of transport delivery agencies and key transport industry representatives from:

1. Department of Transport and Main Roads
2. Local Government Association of Queensland
3. Royal Automobile Club of Queensland
4. Queensland Trucking Association
5. Queensland Resources Council
6. AgForce
7. Queensland Rail
8. QR National
9. The Federal Government
10. Queensland Police Service
11. Australian Petroleum Production and Exploration Association
12. Australian National Retailers Association
13. Queensland Treasury.

### Role:

The roads and transport sub-committee has an advisory and engagement role on transport matters relevant to the reconstruction of Queensland.

The sub-committee provides advice to the Department of Transport and Main Roads on its line of reconstruction responsibilities of:

- provision of sound governance regarding programming and expenditure on roads, transport infrastructure repair and recovery works
- responsibility to prioritise repair and recovery work to address flood related damage to roads and transport infrastructure
- prioritisation of safety
- promotion of the economic development of Queensland
- mitigation of future damage from disaster events (where possible)
- reduction of the environmental impact of transport activity in Queensland.

### Key tasks:

1. Reconnect people and communities.
2. Ensure transport access for local economies, agriculture and the resource sector.
3. Continue to implement, monitor and review the transport reconstruction plan.

4. Develop restoration projects and activities.
5. Establish strategic restoration goals, balancing improvement and other strategic needs.
6. Assess regional needs against restoration goals.
7. Develop regional restoration projects and activities.
8. Moderate regional restoration activities to develop statewide projects and action.
9. Prepare NDRRA submissions as required.
10. Review existing Queensland Transport and Roads Investment Program (QTRIP) (capital works plans) to accommodate the NDRRA program.
11. Support the development and implementation of both cross-cutting planning and local community, economic and environmental recovery and reconstruction plans.
12. Develop subordinate implementation plans to achieve key tasks at project level by April 2011.

**Refer to Annex A on page 34 for further detail regarding this line of reconstruction's concept of operations.**

## The Community Liaison and Communication sub-committee

**Chair:** Ms Kathy Parton  
(Director, Communication Services, Department of the Premier and Cabinet)

**Composition:** The community engagement and communication sub-committee comprises of representatives from:

1. Department of the Premier and Cabinet
2. **Queensland Reconstruction Authority**
3. Department of Transport and Main Roads
4. Department of Public Works
5. Department of Employment, Economic Development and Innovation
6. Department of Environment and Resource Management
7. Department of Communities
8. Department of Local Government and Planning
9. Queensland Health
10. Queensland Treasury
11. Local Government Association of Queensland.

### Role:

The development of communication strategies that maintain the confidence of Queenslanders in the reconstruction effort, by providing a consistent, proactive, regular source of coordinated public information.

### Key tasks:

1. Reconnecting people and communities through regular sharing of information, including cross-department coordination and local councils.
2. Provide strategic communications and information advice to the Queensland Government and **the Authority**.

3. Identify developing sentiments within communities and provide advice on the most appropriate reinforcement and response measures.
4. Coordinate community liaison and communication activities.
5. Develop and recommend ongoing and long-term messages and themes for public dissemination.
6. Coordinate online resources through a single URL.
7. Engage media and communities as key milestones are achieved.
8. Monitor and report measures of progress and effectiveness.
9. Support the development and implementation of both cross-cutting planning and local community, economic and environment recovery and reconstruction plans.
10. Develop subordinate implementation plans to achieve key tasks at project level by April 2011.

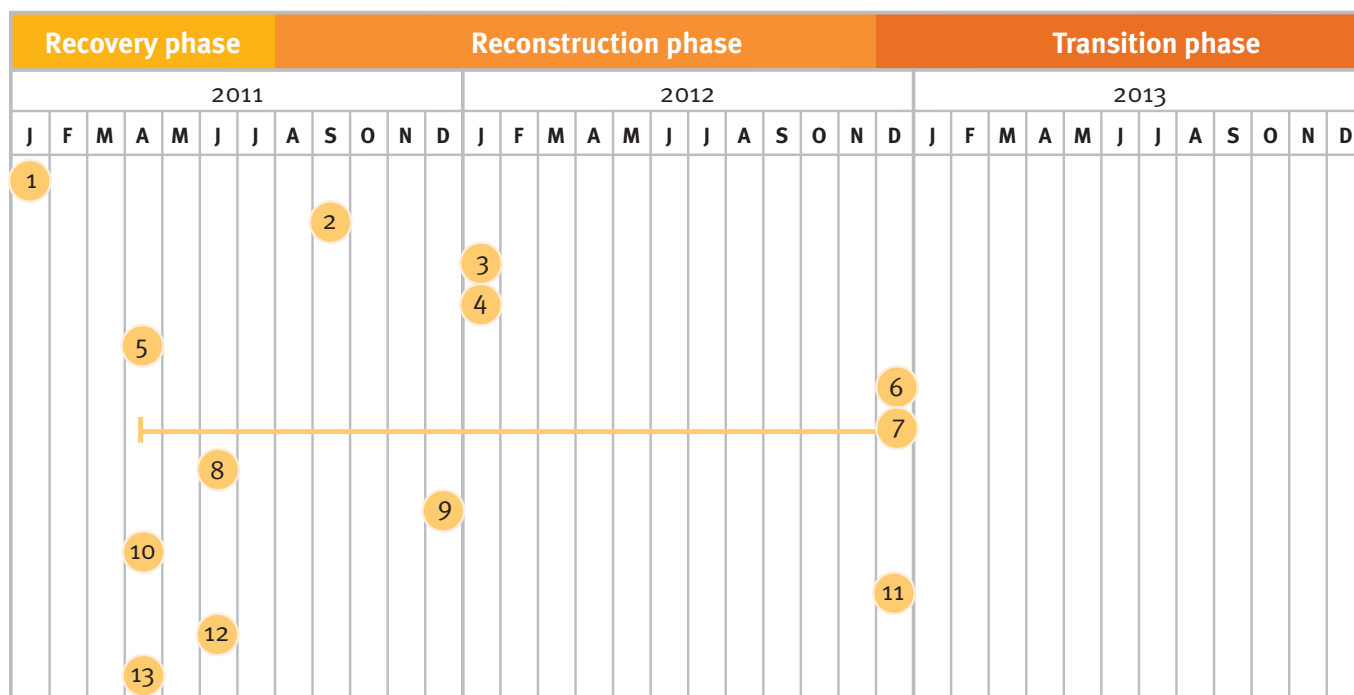
**Refer to Annex A on page 35 for further detail regarding this line of reconstruction's concept of operations.**



## Annex A: The lines of reconstruction in detail



## Line of reconstruction – Human and Social

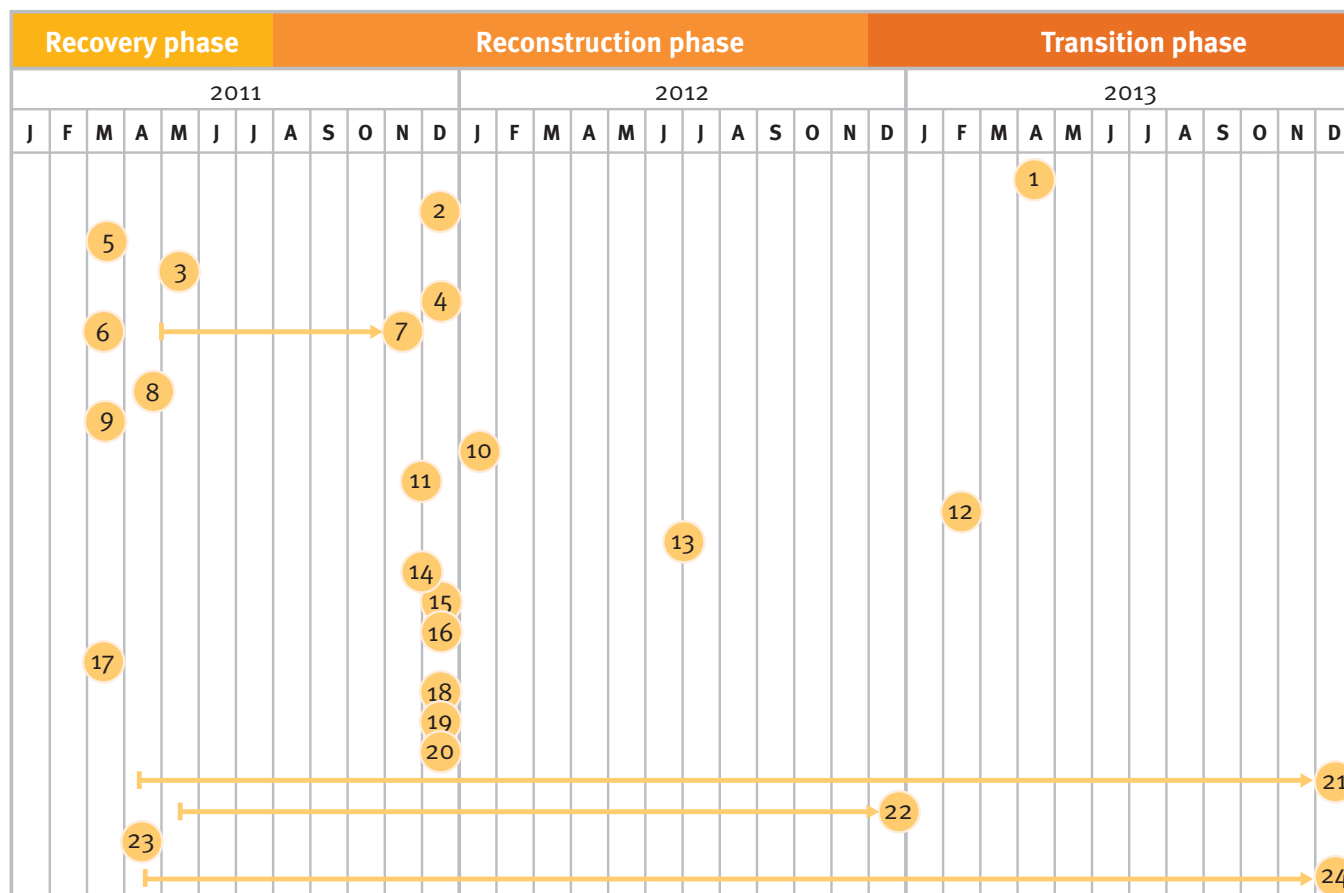


### Key tasks:

1. Critical health, social, education and community services restored and maintained
2. Emergency assistance payments, Natural Disaster Relief and Recovery Arrangements (NDRRA) grants and other relevant funding sources activated and processed
3. Public information and advice on community and public health issues provided
4. Reconstruction communication strategy to manage community expectation and inform communities contributed to
5. Federal and Queensland Government funding for additional costs associated with flood related service delivery sought
6. Community development support, including community engagement and capacity building activities provided
7. Development, implementation and monitoring of both cross-cutting planning and local community and economic recovery and reconstruction plans supported
8. Local health, social, education and community services transitioned to
9. Displaced householders connected to housing assistance and support mechanisms
10. Community recovery and coordination centres and outreach teams established, managed, and monitored
11. Additional services including counselling, personal support and specialised mental health services provided
12. Coordination of volunteer efforts supported and monitored
13. Subordinate implementation plans to achieve key tasks at project level developed by April 2011

<b>Intent:</b>	The human and social line of reconstruction will restore and strengthen local human services and community capacity, through provision of direct assistance to individuals and communities, and supporting communities to drive and participate in their own recovery.
<b>Why:</b>	To assist individuals and communities recover from the effects of the disaster, recognising that individuals, families and communities have been disrupted and, in some cases, devastated.
<b>How:</b>	<p>A three stage approach will be adopted. Each stage is complementary and will be undertaken in parallel. Stage one will focus on the immediate and crisis needs of individuals, families and communities. Stage two will provide direct support to the most vulnerable individuals and families and engage community members, government and non-government partners in planning the rebuild of local services, community capacity and physical infrastructure. Stage three will focus on rebuilding and strengthening local services, community capacity and physical infrastructure.</p> <p>The key services to be delivered will be: information and assessment; personal support services; financial assistance and counselling; mental health and counselling services; health services; education and training services; alternate emergency accommodation; housing and homelessness services; and community development services.</p> <p>A community development approach to all phases of recovery will be adopted – engaging individuals, families and communities in the recovery effort and building local human and social capacity. Flexibility is critical to ensure activities are tailored to needs and effective coordination will be essential to maximise resources.</p>
<b>Outcome:</b>	The capacity and resilience of the individuals, families and communities of Queensland has been restored.

## Line of reconstruction – Economic

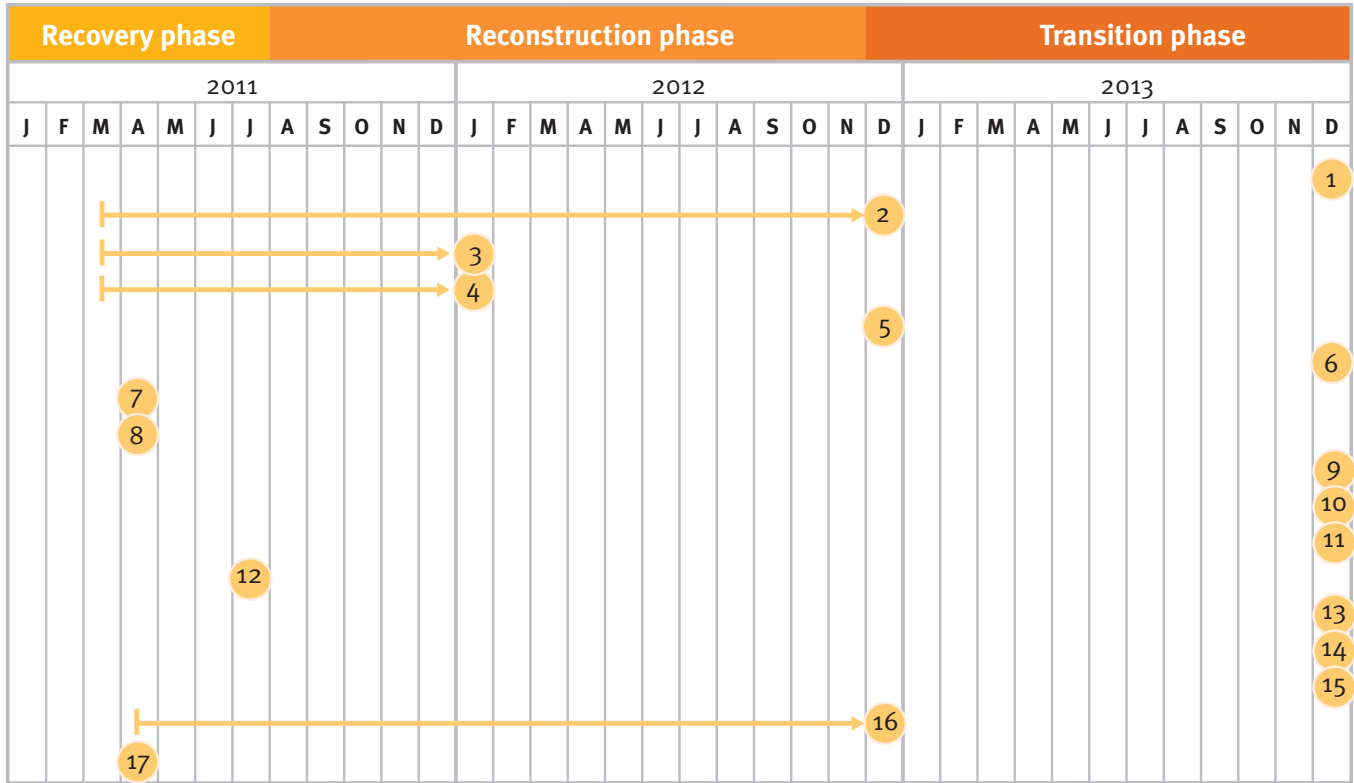


**Key tasks:**

- Queensland’s competitive and sustainable economy restored
- The prioritisation of the Queensland Reconstruction Authority’s reconstruction projects contributed to
- Community Liaison and Communication line of reconstruction supported
- Consultation with economic stakeholders and peak industry bodies maintained
- A ‘buy local’ campaign to restore trade and support employment developed for government consideration
- Local governments worked with to establish local recovery committees
- Local government capacity and the need for economic support assessed and responded to
- Online social networking tools used to share information and build ‘self-help’ communities
- Business advisors engaged through intermediaries and industry partners to provide face-to-face advice
- A ‘Fair Go Reconstruction’ hotline is provided to check offers of reconstruction services and associated complaints
- Advice on Natural Disaster Relief and Recovery Arrangements (NDRRA) measures provided
- The Queensland Regionalisation Strategy and Queensland Infrastructure Plan are progressed
- A ‘Jobs and Skills’ package produced
- Jobs Assist services are expanded to disaster affected communities
- A marketing campaign providing positive messages about Queensland’s economy and major industries is implemented and provided to investors and trading partners
- Partnerships with industry bodies are established to provide systemic, sectoral support
- Tailored, simple packages of information specific to business needs are provided
- Measurement and evaluation mechanisms specific to the economic line of reconstruction are established
- Reductions in planning, regulatory and other obstacles that impact unnecessarily on business confidence and recovery are coordinated
- Supply chain disaster recovery plans developed
- Resolution of cross-cutting issues coordinated
- Development and implementation of local community and economic recovery and reconstruction plans supported
- Subordinate implementation plans to achieve key tasks at project level developed by April 2011
- Project land and infrastructure development activities aligned to economic reconstruction priorities

<b>Intent:</b>	The economic line of reconstruction will set the conditions to facilitate the rapid restoration of a competitive, sustainable Queensland economy.
<b>Why:</b>	To (re)create the conditions for business success and help businesses address the economic challenges they face.
<b>How:</b>	The economic line of reconstruction will take short term action, focusing on measures to return businesses back to operation, as well as longer-term activities that will focus on growing businesses and improving economic conditions.
<b>Outcome:</b>	The economic line of reconstruction has enabled the growth of a competitive and sustainable Queensland economy.

## Line of reconstruction – Environment

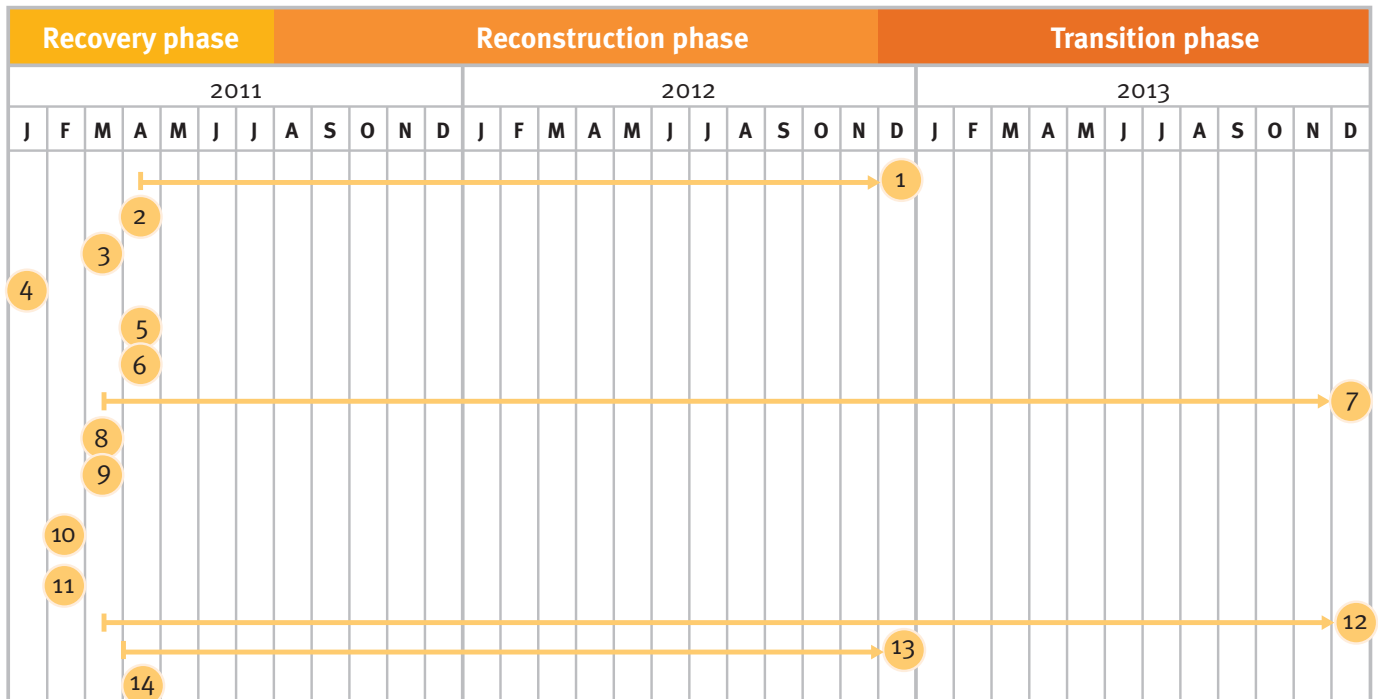


### Key tasks:

1. Rehabilitation of the natural environment and community assets including reserves, parks, waterways and wildlife coordinated and prioritised
2. Strategies to reduce future impacts on the natural environment in both urban and rural landscapes, focusing on long-term resilience and sustainability in the reconstruction effort, implemented
3. Development of sustainable, disaster resilient environment infrastructure supported
4. Damaged infrastructure on state protected areas restored
5. Ecological assessment and restoration of protected areas, ecosystems and species conducted
6. Assessment and reconstruction of soil health and biodiversity in upland areas and flood plains conducted
7. Community involvement in the recovery of landscapes and ecosystems facilitated
8. Waste and contaminated land management conducted
9. Input to whole of state environment elements of the state reconstruction operational plans provided
10. Event impacts on the natural environment and natural resources assessed
11. Current and potential environmental and natural resource issues monitored and advice provided
12. Recovery of coal and coal seam gas mining facilitated to mitigate environmental harm
13. Communities, Aboriginal and Torres Strait Island people, environmental bodies and interest groups engaged in the consultation and decision making processes
14. Environmental consequences of reconstruction operations mitigated through planning, monitoring, assessment and advice
15. The expeditious repair of water and sewerage infrastructure supported by facilitating environmental and planning approval processes
16. Development and implementation of both cross-cutting planning and local community and economic recovery and reconstruction plans supported
17. Subordinate implementation plans to achieve key tasks at project level developed by April 2011

<b>Intent:</b>	Over the coming 36 months, the environment line of reconstruction will work together to recover, and conserve and build resilience in disaster-affected terrestrial, aquatic and marine ecosystems and natural resources across the state.
<b>Why:</b>	To ensure short, medium and long-term quality of life for Queenslanders through recovery and conservation of disaster-affected terrestrial, aquatic and marine ecosystems and natural resources, and ensure that reconstruction activities do not cause further environmental harm.
<b>How:</b>	Reconstruction will occur across the nine categories of: water and sewerage infrastructure; mining and industry; marine health; wildlife; riparian ecosystems; protected areas; landscapes; waste and contamination management; and across the five themes of: water and sewerage infrastructure; mining and industry; environmental values; waste; and cross line of reconstruction activities. Activities will be delivered across the three stages of response, recovery and mitigation. Stage one (response) will aim to resolve critical environmental recovery issues (immediate, urgent and high priority recovery actions). Stage two (recovery) will support the sustainable recovery of the natural and cultural environment (medium-term recovery, reparations, and reconstruction). In stage three (mitigation), actions will be delivered to the environment line of reconstruction will realign relevant recovery activities to ensure full implementation of recovery plans, and to foster sustainable and resilient natural systems.
<b>Outcome:</b>	Disaster impacts will be mitigated or stabilised in aquatic and terrestrial ecosystems, priority wildlife species will be conserved and protected, protected areas will be restored to previous ecosystem health and community access levels or naturally recovering, and Queensland's community will be serviced by recovered water and waste systems.

## Line of reconstruction – Building Recovery

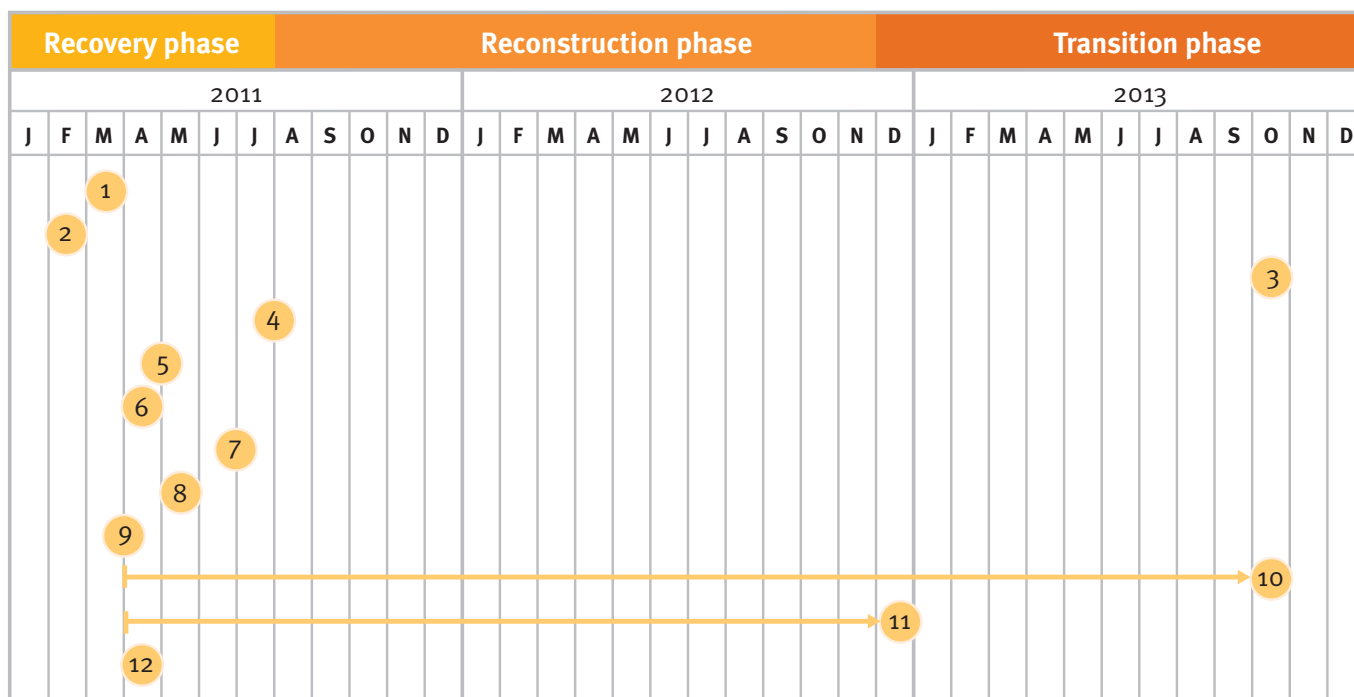


### Key tasks:

1. Solutions for temporary and long-term accommodation developed and implemented
2. Damage to building stock, particularly housing, assessed
3. Government building assets returned to an operational state
4. Repair of identified iconic buildings facilitated
5. Repair/rebuild approach for community assets determined
6. Medium to long-term demolition, repair and rebuilding program coordinated and prioritised
7. Reconstruction supply chain activities supported, monitored and advised upon
8. Department of Communities Structural Assistance Grant assessments supported and contractor engagement strategy developed
9. Appeal Fund process supported and contractor engagement strategy developed
10. Community access to independent building repair advice facilitated
11. Action required to address any regulatory impediments to building recovery identified and recommended
12. Progress of building recovery program monitored and reported on
13. Development and implementation of both cross-cutting planning and local community and economic recovery and reconstruction plans supported
14. Subordinate implementation plans to achieve key tasks at project level developed by April 2011

<b>Intent:</b>	The building recovery line of reconstruction will coordinate planning and implementation of the statewide rebuilding program.
<b>Why:</b>	To meet identified building recovery requirements, with a particular focus on housing, and maximise the efficiency of resource allocation.
<b>How:</b>	This will be achieved by firstly assessing the damage to building stock and developing an overall recovery works program. The program will include Queensland Government assets, iconic buildings, community assets, residential accommodation, business facilities, and other building types as directed by the Queensland Reconstruction Authority. The focus will be on four distinct areas: Regional Queensland, South East Queensland (excluding Lockyer Valley), Lockyer Valley and North Queensland cyclone affected areas. While a consistent approach to all four areas will be taken, the specific needs of each area will determine whether a specialist focus will be required. Throughout the process, alternative building methods and materials will be promoted to enhance resilience and sustainability.
<b>Outcome:</b>	Queensland building stock has been returned to a habitable state, and long-term building recovery processes are continued under normal departmental, local government and private sector control.

## Line of reconstruction — Roads and Transport



**Key tasks:**

1. People and communities reconnected
2. Transport access for local economies, agriculture and the resource sector ensured
3. Transport reconstruction plan implemented and continually monitored and reviewed
4. Restoration projects and activities developed
5. Strategic restoration goals, balancing improvement and other strategic needs, established
6. Regional needs against restoration goals assessed
7. Regional restoration projects and activities developed
8. Regional restoration activities moderated to develop statewide projects and action
9. Natural Disaster Relief and Recovery Arrangements (NDRRA) submission prepared
10. Existing Queensland Transport and Roads Investment Program (QTRIP) reviewed to accommodate NDRRA program
11. Development and implementation of both cross-cutting planning and local community and economic recovery and reconstruction plans supported
12. Subordinate implementation plans to achieve key tasks at project level developed by April 2011

<b>Intent:</b>	The roads and transport infrastructure line of reconstruction will manage the recovery and reconstruction of Queensland’s integrated transport environment in order to reconnect Queensland communities and economies.
<b>Why:</b>	To reconnect people and to enable the vital re-supply of communities and to aid local, regional and state economic recovery.
<b>How:</b>	The roads and transport line of reconstruction will reconnect Queensland communities and economies using a three-stage approach. Stage one (incident response) includes management of the impacts of the disaster by ensuring public safety on roads and other transport modes. Stage two (network recovery) is approximated at 60 days duration and is a multi-modal approach that will deliver transport solutions for the community, business and industry and ensure that all modes complement each other. Stage three (network restoration) will involve the prioritisation of works statewide based on safety, social and economic outcomes.
<b>Outcome:</b>	The roads and transport line of reconstruction seamlessly transitioned to the final stage of the reconstruction, a statewide road and transport infrastructure work program has been delivered and the Queensland transport network has been restored to a condition acceptable under current engineering standards.



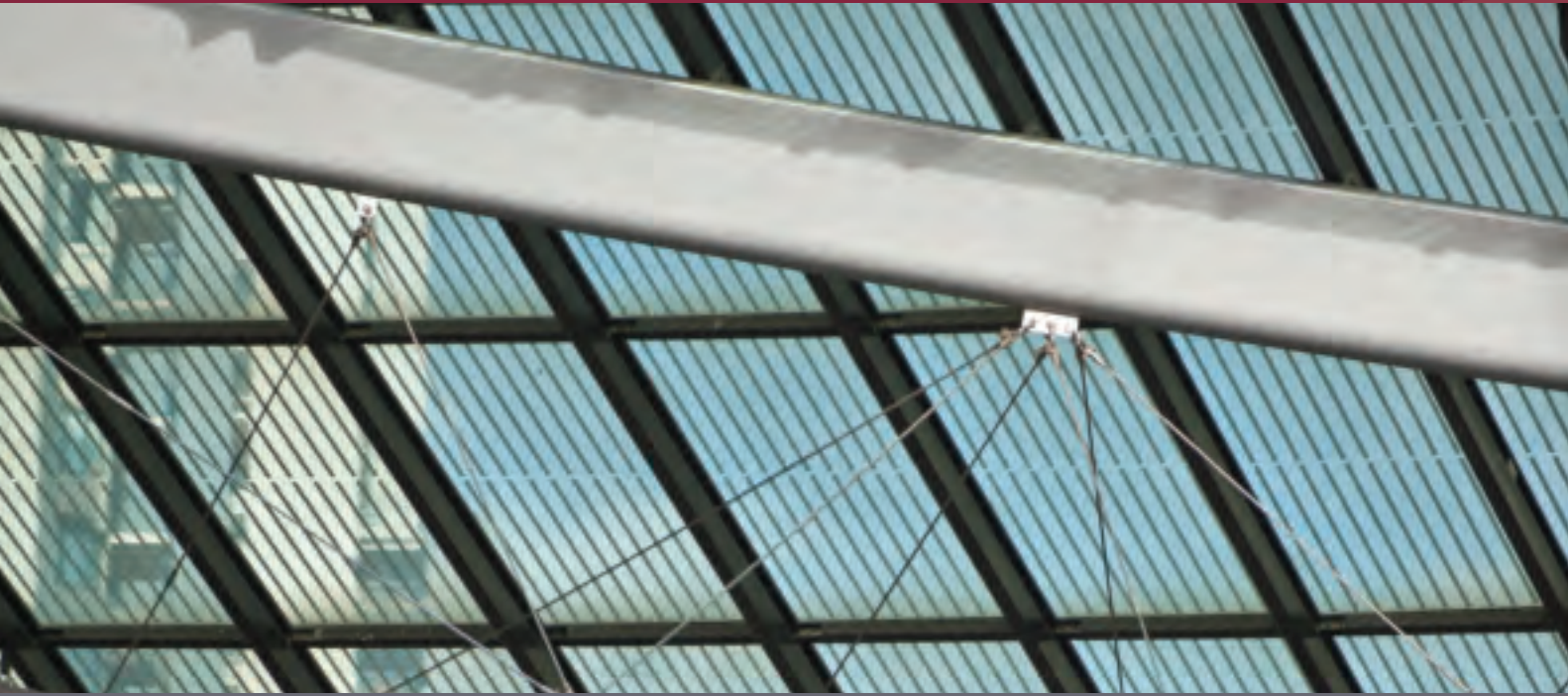
## Line of reconstruction — Community Liaison and Communication

Recovery phase					Reconstruction phase												Transition phase																																					
2011												2012												2013																														
J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D																			
																																				1	2	3	4	5	6	7	8											

### Key tasks:

1. People and communities connected through regular sharing of information
2. Strategic communication and information advice to the Queensland Government and the Queensland Reconstruction Authority provided
3. Developing sentiments identified and advice provided on reinforcement and response measures
4. Community liaison and communication activities coordinated
5. Long-term messages and themes for public dissemination developed and recommended
6. Online resources coordinated through a single URL
7. Media and communities engaged as key milestones are achieved
8. Measures of progress and effectiveness monitored and reported upon
9. Development and implementation of both cross-cutting planning and local community and economic recovery and reconstruction plans supported
10. Subordinate implementation plans to achieve key tasks at project level developed by April 2011

<b>Intent:</b>	The community Liaison and Communication line of reconstruction will gain the confidence of Queenslanders throughout the reconstruction effort by providing an honest, regular, and consistent source of coordinated public information.
<b>Why:</b>	To foster public, corporate and stakeholder confidence in the reconstruction plan, <b>the Authority</b> and the Queensland Government.
<b>How:</b>	The Community Liaison and Communication line of reconstruction will gain public confidence by developing and implementing a communication and community engagement plan, establishing, maintaining and promoting a central source of consistent and accurate data, monitoring public sentiment through daily media and information monitoring, and addressing emergent issues.
<b>Outcome:</b>	The public's confidence in the management of the disaster reconstruction effort and the subsequent outcomes for Queensland communities and economies has been maintained.



# Annex B: Glossary and abbreviations



# Glossary

The following is an interim glossary to support the reading of the State Plan. **The Authority** is developing a more comprehensive glossary that will cover all definitions, acronyms and abbreviations used throughout the suite of plans for **Operation QUEENSLANDER**. This will be available on **the Authority's** website at [www.qldreconstruction.org.au/state-plan/glossary](http://www.qldreconstruction.org.au/state-plan/glossary)

## Betterment

In relation to an asset, means the restoration or replacement of the asset to a more disaster-resilient standard than its pre-disaster standard.

*Source: Natural Disaster Relief and Recovery Arrangements Determination, 2007.*

## Concept of operations

A verbal or graphic statement, in broad outline, of a commander's assumptions or intent in regard to an operation or series of operations. The concept of operations frequently is embodied in campaign plans and operation plans; in the latter case, particularly when the plans cover a series of connected operations to be carried out simultaneously or in succession. The concept is designed to give an overall picture of the operation. It is included primarily for additional clarity of purpose.

*Source: Adapted from Australian Defence Force doctrine.*

## Ecologically sustainable development

Using, conserving and enhancing the community's resources so that ecological processes, on which life depends, are maintained, and the total quality of life, now and in the future, can be increased.

*Australia's National Strategy for Ecologically Sustainable Development (1992).*

## Economy of effort

The prudent allocation and application of resources to achieve mission success in the midst of myriad tasks. Achieved through synergies, synchronisation and concurrent activity.

*Adapted from Australian Defence Force doctrine.*

## Emergent works

In the context of NDRRA emergent works refers to:

- Necessary during the course of a disaster to protect eligible public assets or to restore essential services and maintain public safety. This could include earthmoving, rock placing, sandbagging, installation of tarpaulins, erection of warning signs/barriers, pothole patching, removal of silt and debris, cleaning and removal of an asset or stores to prevent damage;
- Immediate post-disaster repairs to an eligible asset to enable it to operate/be operated at a reasonable level of efficiency – this would include clean up costs, removal of silt, debris etc. and temporary repairs.

*Source: Queensland Disaster Relief and Recovery Guidelines 2009-2010, p. 58.*

## Flood

The overflowing by water of the normal confines of a stream or other body of water, or the accumulation of water by drainage over areas which are not normally submerged.

*Source: Emergency Management Australia Manual 3 – Glossary.*

## Flood immunity (in relation to roads)

Average recurrence interval (ARI) of a flood at the point of overtopping the crown level or highest point of the road if superelevated.

*Source: Department of Transport and Main Roads – Road Drainage Manual.*

## Join Forces Program

The Join Forces website connects flood and cyclone-affected sporting clubs, community groups and other not-for-profits with corporate and private sponsors who can help with the huge task of rebuilding, and getting their club or group up and running again. [www.qldreconstructionauthority.org.au/joining-forces](http://www.qldreconstructionauthority.org.au/joining-forces)

## Line of reconstruction

A thematic model linking key reconstruction milestones in time and space on the path to achieving the mission.

*Source: Queensland Reconstruction Authority Developing Definition.*

## Maintenance of momentum

To acquire and retain the initiative. A spirit of boldness or a readiness to exploit opportunities.

*Adapted from Australian Defence Force doctrine.*

## Mitigation

Measures taken in advance of a disaster aimed at decreasing or eliminating its impact on society and environment.

*Source: Emergency Management Australia Manual 3 – Glossary.*

## Natural Disaster Relief and Recovery Arrangements (NDRRA)

The Commonwealth Government provided funding arrangement to assist payment for natural disaster relief and recovery costs.

*Source: Natural Disaster Relief and Recovery Arrangements Determination, 2007.*

## Reconstruction

Actions taken to re-establish a community after a period of rehabilitation subsequent to a disaster.

*Source: Emergency Management Australia Manual 3 – Glossary.*

## Recovery

The coordinated process of supporting emergency-affected communities in reconstruction of the physical infrastructure and restoration of emotional, social, economic and physical wellbeing.

*Source: Emergency Management Australia Manual 3 – Glossary.*

### Resilience

The capacity to prevent, mitigate, prepare for, respond to and recover from the impacts of disasters.

*Source: National Partnership Agreement on Natural Disaster Resilience.*

Note that the COAG National Strategy for Disaster Resilience (2009) explicitly did not define the term, rather it focused on 'characteristics'. These were:

- function well while under stress
- successful adaptation
- self-reliance
- social capacity.

### Selection and maintenance of the aim

Specific action is never an end in itself and must always be viewed as a means to an end. The end, therefore, must always be kept clearly in sight and the aim of action must be selected carefully and articulated clearly. This cardinal principle applies equally at each of the strategic, operational and tactical levels.

*Adapted from Australian Defence Force doctrine.*

### Unity of effort

The resources and energies of all those individuals and organisations working to a common goal being harnessed and maximised for mission accomplishment.

*Adapted from Australian Defence Force doctrine.*

### Whole-of-government

Whole-of-government denotes public service agencies working across portfolio boundaries to achieve a shared goal and an integrated government response to particular issues. Approaches can be formal and informal. They can focus on policy development, program management and service delivery.

*Source: Australian Government 2004, Connecting Government: Whole-of-Government Responses to Australia's Priority Challenges, Canberra, p. 1.*

### Whole-of-state

A whole-of-state approach is a state government led approach which recognises that in addition to government efforts, industry and community support may be required as a cohesive state based effort to achieve the desired outcome.

*Source: Australian Government 2004, Connecting Government: Whole of Government Responses to Australia's Priority Challenges, Canberra, p. 1.*

## Abbreviations

### The Authority

Queensland Reconstruction Authority

### The Inquiry

Commission of Inquiry

### DRCC

Disaster Recovery Cabinet Committee

### NDRRA

Natural Disaster Relief and Recovery Arrangements

### State Plan

The State Community, Economic and Environmental Recovery and Reconstruction Plan

### Implementation plans

The community, economic and environmental recovery and reconstruction implementation plans (developed by six lines of reconstruction)

### Local plans

The local community, economic and environmental recovery and reconstruction plans (developed by each local government area)







## For more information

Web: [www.qldreconstruction.org.au](http://www.qldreconstruction.org.au)  
Email: [info@qldra.org.au](mailto:info@qldra.org.au)  
Phone: **1800 110 841**