We Recover Better Together

PROJECT REPORT

July 2023 – June 2024
Part of the Community Recovery and Resilience Officers Program
Final Report July 2024

Report written by Community Praxis Cooperative Natasha Odgers, Peter Westoby and Howard Buckley











Introduction

The 'We Recover Better Together' (WRBT) project was developed as a component of the Queensland State-wide Community Recovery and Resilience Officers (CRRO) Program in response to the 2022 floods to support and strengthen how local communities can prepare to recover better together into the future.

This project report has been developed to share processes, achievements and learnings with (a) the Sunshine Coast Council and the Australian and State Governments and (b) the disaster management sector. A Policy and Practice Brief has also been prepared which provides the lens and frameworks that the project team brought to the project.

Executive Summary

The 'We Recover Better Together' project was co-designed by the Community Praxis Co-operative and CRRO teams with a commitment to community-led approaches to disaster recovery arrangements, as highlighted extensively in disaster-related literature. The project had aligned interest with the Community Development team at Sunshine Coast Council, including Council's disaster recovery officer role. The Community Recovery and Resilience Officers Program was jointly funded by the Australian and Queensland governments under the Disaster Recovery Funding Arrangements. The program funding resourced Sunshine Coast Council to contract Community Praxis Co-operative to provide complimentary skills, networks and knowledge to collaboratively develop and implement the WRBT project.

The project aimed to strengthen community connections, explore needs and opportunities and build capacity to recover better from disasters both at the local community level and through integration with disaster management arrangements. Active citizens from neighbourhoods and organisations along with people from businesses and services participated in the project through a range of capacity building and community development initiatives related to disaster recovery and resilience. The initiatives ranged across engagement at public events, to community-led disaster management arrangements, tailored workshops with vulnerable groups and to training and sharing visual stories of elevated community connectedness.

When it comes to disaster recovery, it is clear everyone has responsibilities. For relevant funders and agencies, we put forward points for consideration towards greater investment into communities. Several key learnings from observations when working alongside community during the project include:

- Many active citizens don't want to join or create another group. They simply want to be supported to be active community connectors.
- To work with the principle: 'start with what's strong, not wrong'
- When working with community, continue to explore the shift from the traditional top-down and government 'command and control approaches' to an experimental approach where people can try things, learn together, adapt and work from the 'bottom-up'.
- There is a need to invest in place-based approaches in building community networks at street-level; as well as population-focused approaches that target particular vulnerable groups.
- Differentiate and distinguish between a coordination approach, which is helpful at organisational levels and a networking approach (supporting community connectors) at street level. The latter is more organic.
- Invest in community at a neighbourhood level, based on where the community is at in terms of disaster phases.
- Develop communication and community engagement to clarify roles and processes of agencies and community responsibilities for all stages of disasters.

Context

Resourcing

The 'We Recover Better Together' (WRBT) project provided an injection of resources into five towns across the area of Glasshouse Country between July 2023 to June 2024. These towns include Glass House Mountains, Beerwah, Landsborough, Mooloolah Valley and Eudlo. These towns were selected based on data from the 2022 floods, which indicated they had the highest number of people who accessed flood recovery funds and supports and are located in high flood risk areas.

The WRBT project was jointly funded by the Australian and Queensland governments under the Disaster Recovery Funding Arrangements. The funding was administered by Sunshine Coast Council who contracted Community Praxis Cooperative (the Co-op) to work with Council to support the delivery of the Community Recovery and Resilience Officers Program.

The WRBT project team consisted of Joelle Philippa and Jane Willis (Sunshine Coast Council) and Howard Buckley, Natasha Odgers and Peter Westoby (the Co-op).

Community Dynamics

Due to the close proximity of the five small towns and lack of services in the area, an interconnected dynamic exists across Glasshouse Country. Hence, it was important for the social and economic sustainability of this region to support the pre-existing culture of collaboration across these 'railway corridor towns'.

Community Capacity Building

The project aligned with the pre-existing organisational capacity of the local communities by understanding and building on their strengths. The communities capacity was, and continues to be, largely supported by the Hinterland Community Development Program (a program of the Caloundra Community Centre) and the Glasshouse Country Disaster Management Network (GCDMN). The establishment of the GCDMN began in 2019, comprising local groups, organisations, churches, service providers, businesses, disaster first responders and is integrated with Sunshine Coast Council disaster management arrangements.

Prior to the WRBT project, the development of the GCDMN focused on the preparedness and response stages of disaster arrangements. The GCDMN identified the need for disaster recovery planning and local community capacity to be established and welcomed the addition of work and resources through this project.

Recovery Objectives and Principles

Community Recovery and Resilience Officers Program Objectives

The WRBT project aligned with the Community Recovery and Resilience Officers (CRRO) Program objectives. Program objectives included supporting community-led initiatives, facilitating linkages, collaboration and partnerships between and across groups, supporting and enabling the development and achievement of the objectives in medium to longer term recovery and resilience planning and to focus on building upon the local strengths and capabilities of the affected communities¹.

The WBRT project aligned with the National Disaster Recovery Principles as outlined in the Queensland Recovery Plan and the National Community Recovery Handbook 2:

- understand the context
- recognise complexity
- use community led approaches
- coordinate all activities
- communicate effectively
- acknowledge and build local capacity.

The Co-op supported the CRRO to meet the program objectives to 'establish a local face-to-face presence across the affected communities in order to engage and identify community needs, aspirations and developmental opportunities, facilitate community planning [workshops] and to support and nurture prioritised community recovery and resilience projects.'

The WRBT project aligned with and contributed to the following CRRO program objectives, which were then articulated as project recovery objectives:

- Undertake widespread community engagement activities to discuss the recovery process and to identify the needs and aspirations of diverse groups within the affected area
- Support and enable capacity and skills development of individuals and groups, businesses and service providers within the affected areas
- Support and enable the development of recovery and resilience plans for the affected areas
- Raise awareness of and assist community groups to develop their capacity to submit recovery and/or resilience project proposals
- Promote disaster recovery and resilience information and share ideas/projects from other locations
- Engage with other key workers involved in community recovery at a local level and establish links with workers funded under other components of the Community Recovery Fund.

Overarching Project Recovery Objectives

- The needs of vulnerable groups are addressed in disaster recovery
- The community is aware of the disaster recovery processes
- The community can express its changing disaster recovery needs
- The community has improved capacity and capability to respond to and recover from future disasters
- The project contributes to strengthening the broader disaster management ecosystem.

'We Recover Better Together' Project Objectives

- Bring the community together to have conversations about how we can recover better together
- Improve connections between individuals, neighbourhoods, groups, services and government
- Identify what needs to be developed such as training, resources and local arrangements
- Improve sharing of information, knowledge and awareness of how we can recover better together.

¹ Program objectives referenced from the Community Recovery and Resilience Officers Program Guidelines.

Project Design

Some key elements of the project design included:

- **i.** Ensuring all team members were 'on the same page' within regards to national disaster recovery principles and environments, history of activity and stakeholders linked to disaster systems in the region.
- **ii.** Mapping out stakeholders and key relationships that could be harnessed for the project; identifying where collaborative energies and relationships existed.
- iii. Identifying gaps in local recovery arrangements.
- iv. Convening monthly team meetings to ensure consistent planning, reflection, adaptation and responsivity. As such, the team was able to hold the tension of sticking with our plan in a timely fashion, but also adapting and responding to what was not working so well and attending to new opportunities².
- V. Building a shared analysis of what a community development approach could bring to disaster recovery.
- **vi.** Working with the pre-existing 'community structures' (e.g. Glasshouse Country Disaster Management Network, GCDMN) to further shared understanding of recovery processes and develop localised disaster preparedness and recovery arrangements.
- **vii.** Awareness raising of disaster preparedness and recovery (e.g. 'pop-up' discussions in community spaces, public talks, display stalls, children's book readings, media).
- **viii.** Co-hosting workshops targeting particularly vulnerable population groups across the region (e.g. First Nations, homeless, migrants people with disability, children).
- ix. Recruiting Community Connectors³ to attend a Building Connected Communities (BCC) course with organisations and Community Connector (CC) courses with residents in each of the five towns. This was followed by supporting emerging initiatives and bringing Community Connectors together to celebrate and share learnings and ideas.
- Involving a visual storyteller in some of these processes to ensure stories and learnings were not just auditory, but visual (see the Eudlo visual story on page 9).

² One example of a new opportunity was to run a Community Connectors course with Beerwah State High School, ensuring the project engaged young people as well as the broader population.

³We are using the term Community Connectors informally – as simply a way of signifying a practice for active citizens (see discussion on active citizenship in the Policy and Practice Brief on page 7). Some programs, for example in Compassionate Community work or Hospice work (end-of-life oriented community development) the term Community Connectors is used formally – people 'trained' and given the role of connecting people into networks.

Project Framework

While a number of frameworks are explained in the Policy and Practice Brief, this report simply highlights the community-led approach and use of a structural framework. Each is explained.

Community-led Approach

A participatory community development approach⁴ was applied throughout the project to strengthen existing and new community connections and build community capacity through the development of community-led initiatives and recovery planning. In recognition of the central role community connectedness plays in the success of disaster recovery, this approach built on strengths of local community connections and learnings from their past experiences across the five nominated towns.

Structural Framework

The diagram below (figure 1) illustrates the structural framework which has underpinned the WRBT project. The disaster resilience inner circle (left) shows that developments at all disaster phases contribute to disaster resilience of communities. The disaster resilience outer circle indicates that community-led approaches need to be integrated into vertical (hierarchical, government) and horizontal (local communities) systems.

Disaster recovery planning and capacity building focused on outcomes for communities need to account for the four interrelated recovery environments: social, built, economic and natural. Local communities are central to disaster recovery, hence community-led processes are critical to develop recovery planning that is relevant to communities' localised and changing needs.

As depicted in the right-hand circle, the Glasshouse Country Disaster Management Network (GCDMN) is a community-led structure made up of member groups including community groups, services and businesses. The GCDMN has extensive reach to local members of the Glasshouse Country community through its member groups. This structure is integrated into disaster management arrangements through the Sunshine Coast Council.

Coordinated through community-led approaches, with an emphasis on relationships among individuals (e.g. neighbours) and between community groups, businesses and services, the GCDMN has focused collaborative efforts of preparing for disaster response and recovery. This has been achieved through initiatives of community building, awareness-raising, capacity building, community-led planning, coordinated localised arrangements and support resources. A range of GCDMN member groups and local residents participated in and developed local initiatives that built community capacity for times of disaster recovery. Capability of community members was strengthened through workshops and training, such as the Community Connectors courses.

The WRBT project added recovery information to localised disaster management resources such as the GCDMN Handbook, Contacts and Resources Directory plus a Community Recovery Plan was developed. Supplementary GCDMN guides and arrangements were developed and strengthened to support community recovery and resilience such as two-way communication with Sunshine Coast Council, community-based communication, financial and food donations and meals coordination.

Structural Framework of the 'We Recover Better Together' project

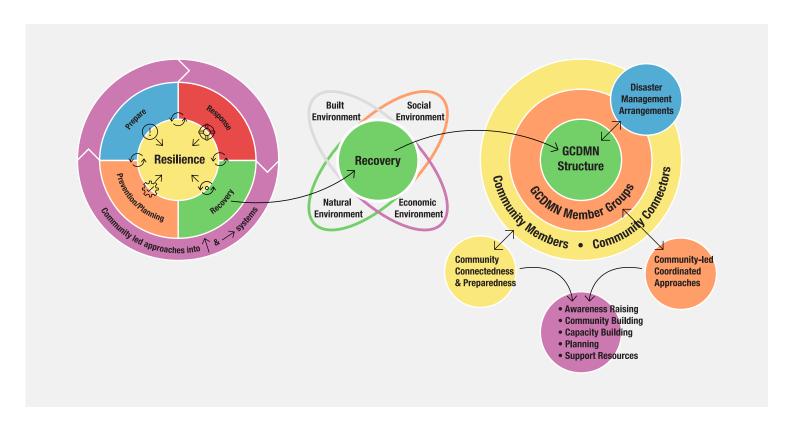


Figure 1. Structural framework of the 'We Recover Better Together' project

Project Implementation

The first stage of the project included workshops with local community groups to explore existing and potential local community recovery assets and needs. These workshops began to establish a Glasshouse Country Disaster Management Network Recovery Sub-Group, however due to the lack of people's time and interest in forming "another committee", the project approach was revised. This was a significant moment in the project, propelling the project team towards building capacity through active citizenship. This shift in approach enabled the project team to widen the web of relationships and bring in others who hadn't participated in the GCDMN yet were interested in disaster recovery in a non-coordinated way. Greater emphasis was placed on who to engage with and where people's energy was, which included:

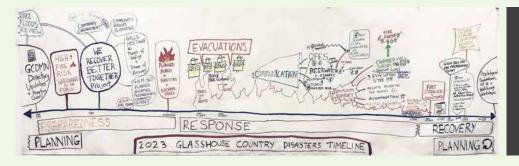
- a. Reaching out and conducting 'pop-up' discussions in community spaces and events.
- Forming working groups on developing particular community-led functions for response and recovery within this GCDMN. Working directly with groups, particularly those most vulnerable, to tailor approaches for capability and capacity building towards disaster recovery and resilience. This included co-hosting training and workshops to increase community capability in recovery (e.g. psychological preparedness, traumainformed care, first aid and CPR, Person Centred Emergency Preparedness, Business Continuity Planning).
- Recruiting Community Connectors to attend a region-wide 20-hour course called Building Connected Communities (BCC)⁵. This course was tailored to strengthening community connectedness by community organisations for disaster recovery and resilience.
- **d.** Working with those *Community Connectors to recruit and implement place-based 10-hour Community Connector (CC) courses in each of the five towns.* The CC courses were tailored to local residents to strengthen neighbourhood connectedness and local initiatives for disaster recovery and resilience.
- Supporting and nurturing initiatives and projects that emerged from the people participating in those courses.
- Bringing people together who attended all the BCC and CC courses to a 'regional' celebration gathering, which also enabled what we call 'horizontal learning' (where the participants from each town learn from one another and use and adapt ideas from other places).
- **g.** Capturing and sharing stories to highlight how the community makes linkages with each other and disaster management arrangements to address recovery needs.

Community initiatives towards achieving the WRBT project objectives align with the four recovery environments (see *Appendix 1 for details of all initiatives*). The localised community-led arrangements for all disaster phases are illustrated in the GCDMN Structure and Arrangements diagram (see *Appendix 2*).

⁵ The BBC course has been facilitated by Community Praxis Co-op over 25 years, in literally 100s of communities. It supports residents/leaders/active citizens in confidence, skills, networks and resources for activating community building and community development initiatives in their streets, neighbourhoods, organisations and workplaces. For the We Recover Better Together Project, the course was called the Building Connected Communities and the content remained more-or-less the same (as we foregrounded community building) but was adapted for the disaster recovery context. As such, there were focused conversations on how community building supports disaster recovery.

Some Project Highlights

We have chosen a few highlights to give the reader some sense of what has emerged from the project. These include some visual story-telling images (harvested from groups that emerged) as well as vignettes from people involved (in boxes).



Glasshouse Country
Disaster Management
Network adopting learnings
from past disasters
into local collaborative
arrangements for disaster
preparedness, response
and recovery.



The Building
Connected
Communities (BCC)
course has made me
believe in people
again.



Left: Disaster recovery yarning with First Nations elders, who share information with communities.

Below: Mooloolah River Landcare and a neighbours cluster educate and inspire people to build social and environmental resilience for floods.





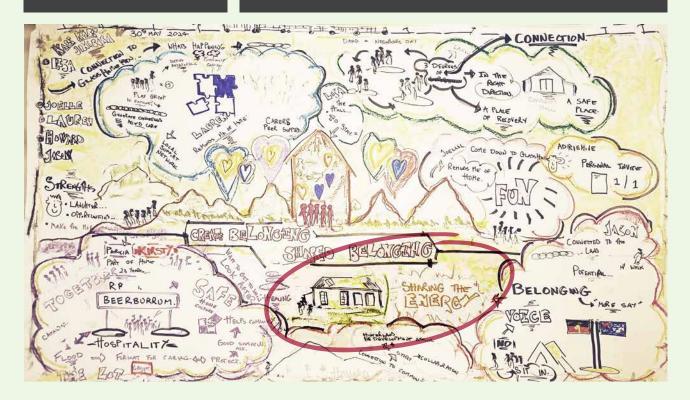
Above: Eudlo community visual story.

One Eudlo 'Community Connector' put learnings into practice to form a Eudlo Dad's Group. The group has connected local men in a relaxed and enjoyable way. They discuss shared challenges and ideas, while learning and growing together.



After doing the BCC course, a range of local community groups in Glass House Mountains came together. We have been hosting events that connect the community, such as a Christmas event and Neighbours Day.

Below: Glass House Mountains Community Groups Visual Story



Project Outcomes

Benefits for the community

By taking a participatory community development approach, this project:

- ✓ Re-sparked active citizenship among individuals and community groups
- Strengthened widespread connections with diverse community members to discuss, and raise awareness
 of, what supports could be made available for disaster recovery
- Created opportunities for community members to share and reflect on experiences and learnings from past disasters
- Community members could better express what they need for disaster recovery
- Community strengthened local relationships (between neighbours, groups and businesses) to better support one another through disasters
- Increased capacity and capability of individuals and groups, businesses and service providers. E.g. Building Better Communities course, Community Connectors courses, , household and business preparedness, Person-Centred Emergency Planning, First Aid and CPR, psychological preparedness, trauma-informed care, riparian land management
- Strengthened working relationships, communication and coordination between community and other key disaster management stakeholders.

Key outputs and outcomes

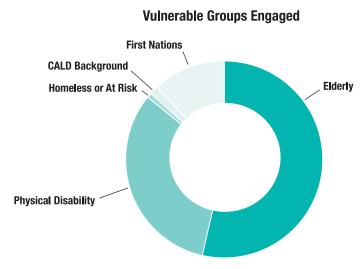




Figure 2. Vulnerable Group Engagement

920 community members were engaged on 55 occasions in a range of ways including pop-up café discussions, workshops, training, market stalls, targeted audience events and a 'regional' celebration gathering.

- Addressed needs of vulnerable groups for disaster recovery
- Community is more aware of the disaster recovery processes
- 10 training courses, engagement at 20 events and 11 workshops
- Community has improved capacity and capability to respond to future disasters
- Community can better express its changing disaster recovery needs

Snap-shot lessons for policy and practice

- One of our key contributions would be nurturing active citizens as community connectors and builders. We distinguished volunteering (which is important) to active citizenship. The latter is more focused on the informal spaces of talking intentionally to neighbours or convening a street-level conversation or BBQ to discuss readiness and recovery. Volunteers tend to have a more formal 'role' and are linked to an organisation.
- Many active citizens don't want to join or create another group. They simply want to be supported to be active community connectors.
- We worked with the principle: 'start with what's strong, not wrong' (see below framework) we knew there are people in community who want to contribute and play active roles. Our role was to simply convene space for people to have conversations for collective efforts (e.g. CC courses and BCC courses).
- We advocated for a shift from the traditional top-down and government 'command and control approaches' (which make some sense in the disaster response emergency spaces) to an experimental approach where people tried things, learned together, adapted and worked from the 'bottom-up'.
- We noticed that community members know or feel when they're in an authentic relational and emergent space, rather than 'being done to' or 'recruited into'. It does not then feel transactional nor extractive (extracting community energies for government purposes, rather than government convening and nurturing what wants to emerge from community and context).
- There is a need to invest in place-based approaches in building community networks at street-level; as well as population-focused approaches that target particular vulnerable groups.
- We differentiated and distinguished between a coordination approach, which is helpful at organisational levels and a networking approach (supporting community connectors) at street level. The latter is more organic.
- We realise how in Australia most investment is in institutional change (build organisational capacity) or individual change (changing behaviours, e.g. ensure people have an emergency kit), but rarely is there pre-investment at a neighbourhood level. We saw the necessity to invest in community, based on where the community is at in terms of disaster phases (e.g. typically they're at the place of preparedness) and develop into recovery, focused on what was relevant for the people participating. This included transitioning through people's interests from household preparedness to neighbourhood connections to interconnections between community groups.
- Timing is of the essence the project would have ideally occurred closer to the 'event'. Hence, we have foregrounded 'community building' at this non-disaster period.
- Community members need greater communication and community engagement to clarify roles and processes of agencies and community responsibilities for all stages of disasters – prevention, preparedness, response and recovery.
- Well-developed and publicly communicated systems and processes are required to enable community to inform local government of their changing recovery needs.
- Investment into strengthening community connectedness, capacity building and community-led planning is required to address the current lack of place-based coordination in most communities, which is required to collectively and effectively identify community recovery needs.

Appendices

Appendix 1.

WRBT Project Implementation - Community Recovery and Resilience Initiatives

Recovery Environments	Initiatives Townships: Eudlo, Mooloolah, Landsborough, Beerwah and Glass House Mountains
	Supported the exploratory development of the Glasshouse Country Disaster Management Network (GCDMN) Community Recovery Sub-Group (first stage trialled, then changed approach). This group identified gaps in local recovery arrangements, explored recovery needs and opportunities and started recovery planning.
	Through community groups discussions at workshops, recovery processes and supports were identified and added to localised disaster management resources such as the pre-existing GCDMN Handbook, Contacts and Resources Directory. Supplementary GCDMN guides and arrangements were developed and strengthened to support community recovery and resilience such as two-way communication with Sunshine Coast Council, community-based communication, financial and food donations and meals coordination.
	GCDMN development of the Glasshouse Country Community Recovery Plan to provide a shared understanding and guidance for recovery arrangements at the community level. This Plan includes:
	a. GCDMN structure diagram outlining recovery arrangements
	b. stages of recovery activation
All Environments Interrelated	c. recovery guidance developed by participants of the Building Better Communities and Community Connectors courses
	 mental health and wellbeing guidance developed at the psychological preparedness workshop
	e. disaster recovery supports (community-based and external), and
	f. processes for large-scale recovery arrangements with local and state governments, distinguishing short-medium-long term phases.
	Disaster Preparedness and Recovery community engagement including public talks, market stalls, pop-up café community conversations. These included conversations with community members about factors to consider for recovery, such as community connectedness and awareness of information sources for supports.
	'Building Connected Communities' (BCC) course focused on community building for recovery-related organisations, delivered by Community Praxis Co-op.
	'Community Connectors' courses for capacity building with residents in disaster- prone areas for each town, delivered by Community Praxis Co-op.
	Hosted an end-of-project Community Connectors event with sharing of visual stories of initiatives focused on strengthening community connectedness for flood/disaster recovery.

Recovery Environments	Initiatives Townships: Eudlo, Mooloolah, Landsborough, Beerwah and Glass House Mountains
Social Environment (Human – Social)	Sharing stories at community workshops and stalls to share learnings of how residents have experienced and shown resilience through past disasters.
	Psychological preparedness workshop for community members focused on mental health and wellbeing in recovery. Delivered by the Queensland Health Disaster Recovery team. Community participants developed key messages for community to support one another after disasters. Media article raising awareness of key messages.
	Explored the establishment of, and planning for, local Recovery Hubs and places for community initiatives for longer-term recovery. This included a meeting and follow-up discussions with local hall volunteers.
	Resilience building workshops through creative 'Bug-Hotel' workshops with people with disabilities. People with disabilities came together and had conversations around disaster recovery, which enabled participants to identify the strengths to being connected and being visible in the community, especially during disaster recovery.
	Person-Centred Emergency Preparedness (P-CEP) Training & Resources for vulnerable people and relevant agencies was provided through Queenslanders with Disability Network.
	Enhancement of social connectedness through 'Building Better Communities' and 'Community Connectors' courses and additional support to implement resulting initiatives. Stalls at community events, public awareness talks and workshops with groups.
	Capacity building and planning for community healing initiatives to happen if required after future disasters, such as shared community meals.
	Media articles of the Glasshouse Country Disaster Management Network and local initiatives towards disaster recovery.
	Established and implemented a neighbourhood disaster planning process. Included a facilitated workshop with activity resources, contacts directory, neighbourhood disaster plan and information/supports guide.
	Community volunteer training in Trauma-informed Care, First Aid and CPR and creating promotional flyers.
	Children's education of disaster preparedness and recovery with public readings Birdie Tree books and puppets at market stalls.
Social Environment (Cultural)	Identified points of connection for communication with potentially vulnerable indigenous community members. Included in GCDMN Directory.
	Strengthened relationships, understanding and participation in the GCDMN local disaster arrangements of the one existing local indigenous organisation.
	Co-hosted a disaster preparedness and recovery event with local indigenous organisation, Nungeena Aboriginal Corporation for Women's Business. This event provided an opportunity for First Nations elders to come together, raise awareness of disaster preparedness and recovery information and discuss ways to share information and support. Following cultural protocol, elders were provided disaster

kits to distribute and share information with their communities.

Recovery Environments	Initiatives Townships: Eudlo, Mooloolah, Landsborough, Beerwah and Glass House Mountains
Built Environment	Included information in Glasshouse Country Community Recovery Plan for residents and businesses to access support to recover physical damage to buildings and other infrastructure, including recovery grants and insurance claim navigation and other supports.
	Identified with the Glasshouse Country Chamber of Commerce how they could utilise their website and contacts to inform community members of access to local businesses who provide services that could assist with disaster recovery, such as infrastructure repair.
Economic Environment	Strengthened relationships and participation of the Glasshouse Country Chamber of Commerce in the Glasshouse Country Disaster Management Network. This included establishing local disaster preparedness and recovery arrangements with businesses for coordination of food donations and direct communication with frontline services.
	Co-hosted a Disaster Preparedness and Recovery public talk event with the Glasshouse Country Chamber of Commerce, which was open to businesses and all local residents and groups. Distributed disaster kits.
	Preparations for co-hosting with the Glasshouse Country Chamber of Commerce a Business Continuity Planning (BCP) workshop with BCP resources. This was open to local and other businesses on the Sunshine Coast and local community organisations. Despite wide publicity, this workshop did not attract enough interest to proceed.
	Formalised arrangements with two local Neighbourhood Centres and a church to deliver community-led financial hardship disaster funds for disaster recovery. This addresses potential gaps in timing of release of government funding and to include people who are not eligible for other funding.
Natural Environment	Strengthened relationships and participation of local environmental groups with the GCDMN.
	Co-hosted with Mooloolah River Landcare a full day event to improve community members' connections, capacity and capability to build and restore ecological resilience to floods and other disasters. This event included presentations, displays and giveaways of flood-resilient endemic plant species and site visits to a neighbour cluster on the Mooloolah River riparian area, with planting and weeding skill-building. Presentations included climate change and flood-risk awareness, minimising environmental impacts from floods, what to do if injured/displaced animals are found after disasters and strategies to build neighbourhood connections.

Appendix 2.

Glasshouse Country Disaster Management Network Structure and Arrangements

The Glasshouse Country Disaster Management Network (GCDMN) arrangements included in the diagram below would be arranged in communication with Sunshine Coast Council or other relevant authorities if required in an event.

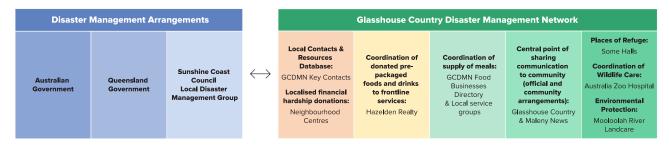


Figure 3. Glasshouse Country Disaster Management Network Structure and Arrangements