



Queensland Resilience and Risk Reduction Funding (QRRRF)

Guidelines 2021–22



Australian Government



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PART A – OVERVIEW AND OBJECTIVES

Introduction

1. The *Resilience and Risk Reduction Funding Guidelines (QRRRF) 2021-22* (the Guidelines), outline the objectives and governance arrangements for grant funding available under this program.
2. This funding delivers on the National Partnership on Disaster Risk Reduction, a five-year funding commitment that started in 2019-20 and also the National Partnership on Grants Assistance to Primary Producers Impacted by the North Queensland Floods (Managing Disaster Risk Fund) that started in 2020-21.
3. Past programs have been heavily over-subscribed, indicating the high demand for, and high commitment to, disaster resilience and risk reduction across Queensland – applicants are welcome to re-submit projects applied for under previous funding rounds.
4. Part A of the Guidelines provides an overview of the funding that is available, the program objectives, key dates, who can apply, the types of projects that are eligible, the types of costs that are eligible, and the key issues that will be considered in assessing and prioritising projects.
5. Part B of the Guidelines is an overview of the governance and administrative arrangements that will apply to successful projects, including progress reporting and progress claims, assurance activities, project acquittal requirements, record keeping and public acknowledgement requirements.

Funding source

6. The total amount of funding available is \$19.1 million from the Queensland and Australian Governments.
7. Funding is comprised of:
 - a. \$13.1 million under the Queensland Resilience and Risk Reduction Fund(QRRRF 2021-22) from the Queensland Government (\$8.3 million) and the Australian Government (\$4.8 million)
 - b. \$6 million under the Australian Government’s Managing Disaster Risk (MDR) program to support specific communities hardest hit by the 2019 North and Far North Queensland Monsoon Trough (see Appendix 1), administered through QRRRF.
8. Additional funding aligned with the program objectives may become available at a later stage.

Objectives

9. The QRRRF’s objective is to deliver projects that make Queensland communities and infrastructure more resilient to disasters by:
 - a. reducing the risk and limiting the impact of disasters associated with natural hazards.
 - b. improving understanding of disaster risk and disaster risk planning.

Definitions

10. 'Resilience' is a system or community's ability to rapidly accommodate and recover from the impacts of hazards, restore essential structures and desired functionality, and adapt to new circumstances.
11. 'Disaster risk reduction' is about taking preventative action to reduce the likelihood or severity of a disaster event. It is aimed at preventing new, and reducing existing disaster risk and managing residual risk. It also includes measures to understand disaster risk and equip decision-makers with capabilities and information they need.

Relevant policies

12. To achieve more disaster resilient communities applicants should consider two priority outcomes:
 - use consistent methodologies and frameworks in relevant impact assessments
 - identify costs and benefits associated with hazard management to inform risk reduction activities.
13. Policies relevant in the design and delivery of this funding are:
 - a. the [Queensland Strategy for Disaster Resilience](#), and its implementation plan [Resilient Queensland 2018-21](#)
 - b. [event-specific recovery plans](#) (for example the 2019 Queensland Bushfires State Recovery Plan 2019-2022, the North and Far North Queensland Monsoon Trough – State Recovery Plan 2019–2021, and the Central Queensland Bushfires Recovery Plan 2018 – 2021)
 - c. the [Queensland Disaster Resilience and Mitigation Investment Framework](#)
 - d. the [Queensland State Natural Hazards Risk Assessment 2017](#)
 - e. the [Queensland Flood Risk Management Framework](#)
 - f. the [National Partnership Agreement on Disaster Risk Reduction](#), the [National Disaster Risk Reduction Framework](#), and the [National Guidance on Prioritisation](#)
 - g. the [National Partnership Agreement on Grants Assistance to Primary Producers Impacted by the North Queensland Floods \(Schedule 2D\)](#) and [After the flood: A strategy for long-term recovery](#).

Should policy updates occur during the program lifecycle, applicants should consider the most up to date policy.

Key timeframes

14. Application stage:
 - a. Expressions of Interest (EOIs) open on Monday 22 November 2021.
 - b. EOIs close on Friday 18 February 2022.
 - c. EOIs will be reviewed and short-listed applicants invited to submit a detailed application.
 - d. All applicants will be notified of outcomes by 30 June 2022.
15. All projects must commence following notification of funding approval and be complete by 30 June 2024.
16. All project acquittal reports are due within three months of the completion of the project, including any peer/external reviews of scoping studies or research.

Who may apply

17. This funding is available to local governments, state agencies and nongovernment organisations, this includes:
 - a. Local government bodies constituted under the *Local Government Act 2009* or the *City of Brisbane Act 2010*, and the *Weipa Town Authority*
 - b. Regional Organisations of Councils
 - c. Regional Natural Resource Management bodies
 - d. River Improvement Trusts (constituted under the *River Improvement Trust Act 1940*)
 - e. Water authorities and local water boards (Category 2 only)
 - f. Queensland Government departments and agencies and Government Owned Corporations
 - g. Incorporated non-government organisations (including volunteer groups)
 - h. Not-for-profit organisations, including universities.

Maximum funding available per project

18. While the total cost of a project is uncapped, the maximum funding amount that can be sought under these Guidelines is limited to \$2 million in eligible costs.
19. All ineligible costs, and any costs above the approved capped project funding amount, will need to be met by the applicant.

Co-contributions

20. Applicants are expected to provide a co-contribution towards the total project cost. There is no specific or minimum co-contribution amount required, however it should be proportionate to the scale of the project and funding amount sought. The co-contribution can be financial or in-kind, for example applicant's labour or plant costs.
21. Applicants need to demonstrate that any co-contribution is secured, and if a co-contribution is being provided by another source ensure agreement has been reached.
22. In recognition of limited revenue generating capacity, Indigenous council are not required to make a contribution.

Maximum number of applications per local government authority

23. If an applicant submits more than one application, the order of priority of applications must be indicated.
24. Should QRRRF be oversubscribed, QRA may limit assessment of applications to an applicant's highest priority application.

Eligible projects

25. Projects must deliver resilience and/or risk reduction outcomes for Queensland communities.
26. For examples of previous QRRRF projects, please visit www.qra.qld.gov.au/qrrrf
27. Examples of eligible projects that improve resilience and functionality of at-risk infrastructure and community assets include, but are not limited to:
 - a. roads, bridges, culverts, floodways, causeways, drainage management pump stations, stormwater systems, major drains.
 - b. mitigation infrastructure, e.g. stormwater detention, levees.

- c. disaster management equipment, such as emergency generators (with evidence to support voltage required), portable communications kits, lighting towers and frequency radios.
 - d. weather warning and monitoring systems and flood warning infrastructure.
28. Examples of non-infrastructure projects include, but are not limited to, -
- a. education programs to help communities plan for, respond to, and recover from disasters
 - b. capacity building programs for local volunteers
 - c. natural hazard modelling, risk assessments and studies, including risk reduction/mitigation options assessments
 - d. recovery capability and/or resilience building programs
 - e. activities to improve disaster-related information sharing, data collection and communication
 - f. strengthening the long-term resilience and wellbeing of disaster-affected residents
 - g. research/studies to identify and address resilience or risk reduction and/or risk management priorities
 - h. bushfire mitigation activities, such as fuel reduction activities and new/upgraded fire trails and breaks
 - i. building and supporting local disaster management and leadership capabilities
 - j. risk management studies suitable for complying with the State Planning Policy requirements for natural hazards, risk and resilience for making or amending planning schemes
 - k. salary of temporary risk reduction and resilience officers within program timelines, and up to no later than 30 June 2024.
29. Examples of past collaborative projects include:
- a. a local government and a university undertaking research to identify and mitigate flood risks
 - b. a group of local governments collaborating to deliver capacity building programs for volunteers
 - c. a not-for-profit organisation and a private company developing an app for children to use in a disaster event
 - d. a group of local governments and other asset owners working together on a catchment-focussed project to mitigate against natural hazard/s.

Ineligible projects

30. Projects that do not meet the program objectives are ineligible. Other examples of ineligible projects include projects that:
- a. have already commenced or are already complete
 - b. involve works on an asset or land that will not be owned or controlled by the applicant (unless demonstrably for public benefit)
 - c. involve the purchase of land or buildings (unless demonstrably for public benefit)
 - d. are commercial in nature for the applicant or any partner applicant
 - e. are not undertaken in the eligible areas of Queensland or that do not benefit Queensland communities.

Eligible costs

31. Eligible costs are costs directly associated with delivery of the project and are able to be funded through this program.
32. Examples of eligible costs include:
 - a. costs associated with the delivery of training and education programs, such as facilities hire, planning and facilitation, design and publication of materials, community/public messaging such as radio, print media and billboard space, and reasonable travel costs (calculated on the basis of your organisations' travel policy)
 - b. personnel costs directly related to the delivery of the project including salaries, vehicle and office equipment leasing
 - c. construction costs, such as all site works required as part of the construction, and construction-related labour, materials and equipment hire
 - d. detailed design, for example, production of Final or Tender Design drawings and/or specifications
 - e. costs of conducting a tender for the proposed project
 - f. project management costs proportionate with the funding amount sought including remuneration of additional technical, professional and/or administrative staff for time directly related to managing the construction or delivery of the proposed project (does not include executive duties or overhead charges)
 - g. purchase and installation of fixed plant and equipment.

Ineligible costs

33. Ineligible costs are not funded by the program and will need to be met by the applicant.
34. Examples of ineligible costs are:
 - a. core business of the applicant (or a partner if a collaborative project)
 - b. legal costs
 - c. catering and official opening expenses (excluding permanent signage)
 - d. purchase of core business capital equipment such as motor vehicles and office equipment
 - e. vehicle and office equipment leasing, unless directly related to the delivery of the project
 - f. remuneration of executive officers
 - g. remuneration of an existing employee, unless the employee is temporarily reassigned to conduct work directly related to the delivery of the project
 - h. costs that are incurred prior to project approval, unless prior formal agreement has been reached with QRA to incur such costs
 - i. duplication of existing initiatives, for example costs already approved through other funding streams
 - j. statutory fees and charges, and any costs associated with obtaining regulatory and/or development approvals
 - k. costs of internal furnishings and supplies
 - l. costs beyond the project period, for example ongoing costs for administration, operation, maintenance or management
 - m. costs not supported by the general ledger, including on-cost charges.
 - n. profit margin of applicant

- o. Goods and Services Tax
- p. costs exceeding the approved capped project funding amount.

PART B – APPLICATION PROCESS

How to apply

35. The application form can be found at <https://www.qra.qld.gov.au/qrrf>.
36. Applicants are welcome to re-submit projects from last year's program.

Stage 1: Expressions of Interest (EOI)

37. Applicants may submit more than one EOI. However, should the program be over-subscribed, an applicant's lower priority applications may not be considered.
38. EOIs are to be emailed to submissions@qra.qld.gov.au by Friday 18 February 2022.
39. The EOI requires applicants to provide information about the proposed project, including:
 - a. applicant name and details
 - b. project name
 - c. project's primary focus - resilience or risk reduction
 - d. project category - infrastructure or non-infrastructure
 - e. program objective/s the project seeks to address
 - f. project description
 - g. project benefits
 - h. alignment to relevant policies
 - i. geographic location of the project (including GPS coordinates if appropriate)
 - j. requested funding amount (maximum \$2 million per project)
 - k. estimated total cost of the project (i.e. including co-contribution and ineligible costs)
 - l. proposed start date and duration of the project
 - m. if an applicant is submitting more than one application, the allocated priority of each project (i.e. if submitting two applications, which project is the first priority and which project is second priority)
 - n. if the project is a collaborative project, the details of collaborating partners and evidence supporting the collaboration, e.g. letter/email from the relevant partners CEO supporting the collaboration.
40. Collaborative projects are encouraged and require one EOI to be submitted by the lead applicant, which must be one of the listed eligible applicants. The lead applicant will be responsible for the project application, delivery, reporting and acquittal.
41. Funding under these Guidelines will be approved as a capped amount per project.
42. The maximum amount that can be sought under these Guidelines is \$2 million per project. Although the total cost of a project may be more than \$2 million, the maximum amount available under the program is \$2 million per project.
43. QRA will review EOIs and invite short-listed applicants to submit a detailed application.

Stage 2: Detailed Application

44. Short-listed applicants will be notified and a detailed application form made available to them.
45. Examples of the type of supporting evidence sought at detailed application stage include:
 - preliminary and/or detailed designs
 - options analysis
 - cost benefit analysis
 - details about the outcomes the project will deliver
 - results of investigation/consultation
 - project plans
 - ongoing benefits for the community
 - demonstration of co-contribution
 - confirmation of support from the local community, council and/or relevant partners.

Late applications

46. If the applicant is experiencing exceptional circumstances that are reasonably unforeseeable and beyond the applicant's control, late applications may be considered, on a case by case basis.
47. Notification of a late application request must be made prior to the closing date, and emailed to grants@gra.qld.gov.au

Assessment

48. QRA's assessment process is based on the [Queensland Disaster Resilience and Mitigation Investment Framework](#)
49. The following assessment criteria will be used in determining successful projects:
 - a. Issue identification and alignment to broader government policy, i.e. does the proposed project address a need, risk or vulnerability that has been identified and does it align with other policies and frameworks?
 - b. Community benefits realisation and collaboration, i.e. does the proposed project reduce or limit disaster impact; improve understanding of disaster risk and disaster risk planning; build community resilience; and does the project contribute to and promote partnership-based collaboration?
 - c. Project management, feasibility and evidence base, i.e. is the project likely to deliver on the stated objective, and is the applicant able to deliver the project on time, within budget, mitigate any identified risks/vulnerabilities, and maintain any ongoing requirements associated with the project?
 - d. Benefit analysis and innovation, i.e. does quantitative and/or qualitative analysis of the costs and benefits support the forecast effectiveness of the project and does the project deliver an innovative solution to longstanding risks?
50. In prioritising projects, QRA will consider whether:
 - a. local and regional needs are balanced, whether duplication of effort and funding is avoided, whether vulnerable groups/diverse populations are supported, and whether alternative funding streams may be available for projects.
 - b. the project assists to make Queensland communities and infrastructure more resilient to disasters.

- c. applicant successfully delivered previous projects administered through QRA funding programs.
- 51. QRA may consult with relevant agencies, partners and/or relevant Minister for review and/or endorsement of projects.
- 52. The QRA CEO provides final project approval.
- 53. Information about unsuccessful projects will be retained by QRA and may be reconsidered should further funding become available.

PART C – GOVERNANCE AND ADMINISTRATIVE ARRANGEMENTS

54. The following governance and administrative arrangements will apply to successful projects.

Funding Agreement

55. It is a requirement that all recipients of this funding enter into a Project Funding Agreement with QRA.
56. A Project Funding Agreement will be formed either by:
- a. for regular recipients of QRA Funding: QRA will issue a Project Funding Schedule, which when executed by both parties, will be considered a binding Project Funding Agreement under the terms and conditions of the Head Agreement for QRA Funding already in place between QRA and the recipient
 - b. for one-off funding: by execution of a standalone Project Funding Agreement.
57. The Project Funding Schedule/Agreement will detail the terms and conditions specific to the approved funding, including reference to the relevant funding guidelines that govern the program, funding type and amount, key date and milestone schedules, payment claim and reporting requirements.
58. Project Funding must be used solely for the purposes of the relevant Project and only be used on Eligible Project Costs.
59. The applicant warrants that it has sufficient funds to complete the Project if the amount of the Project Funding is insufficient to deliver the project.
60. Funds that have been used, spent or committed otherwise than in accordance with the Project Funding Agreement, relevant Program Guidelines or provisions of any Head Agreement must be repaid to QRA.
61. Any intellectual property associated with approved funding under this program will be provided to the applicant upon its creation by any third party.
62. At acquittal project intellectual property, such as research or scoping studies, will be provided for use by QRA.

Unspent funding

63. Unspent funds will be returned to the program and may be reallocated to other projects.

Variations

64. All variations to a Project Funding Agreement, scope or change in control of a project are to be agreed formally in writing.
65. Where there are material changes following a project approval, grant recipients must provide QRA with updated project information.

Procurement

66. The procurement of goods or services must be in accordance with the applicant's procurement policy. When procuring goods or services, local governments must align with the Local Government Act 2009 and the Local Government Regulation 2012 and their own procurement policy.
67. If expenditure is in breach of the applicant's procurement standards, then reimbursement of these costs are unable to be sought under this program.

Record keeping

68. All funding recipients must keep an accurate audit trail.
69. Records must be available for seven years from the end of the financial year the expenditure is acquitted by the Queensland Government.
70. For assurance purposes, the Queensland/and or Australian Government may at any time, via QRA, request documentation from applicants to evidence the State's compliance with these Guidelines. This may include, but is not limited to, access to project level information to confirm acquittal is in accordance with these Guidelines.

Progress reporting and progress claims

71. All applicants with active programs are required to provide monthly progress reports on the status of works and expenditure throughout project delivery.
72. Monthly progress reports are created and lodged through QRA's Monitoring and Reporting System (MARS) Portal, detailing:
 - a. actual expenditure reported against the approved capped amount
 - b. percentage of scope of works completed
 - c. predicted start and completion dates and actual start and completion dates
 - d. delivery against project milestones
 - e. reasons for, and details of, any variances in scope, cost or time
 - f. details of complementary works.
73. Once actual expenditure has exceeded the initial 30 per cent advance, and the project funding schedule is executed, applicants can progressively claim expenditure incurred up to 90 per cent of the approved capped value or the Estimated Final Cost (whichever is the lowest).
74. Claims for expenditure must be lodged with a progress report, a general ledger or transaction report (or similar financial document produced from the applicant's financial system) demonstrating the actual expenditure incurred against the Recommended Value of the approved scope of works. Progress reports must be certified by the applicant's delegated officer.

Extensions of time

75. If the applicant is experiencing exceptional circumstances that are reasonably unforeseeable and beyond the applicant's control, an extension of time (EOT) to the approved project completion date may be considered. Applicants are required to formally request an EOT, detailing the unforeseen circumstance impacting on project completion, the actions taken to minimise the impact, and the adjusted project plan and milestones.

Project acquittal report

76. The final project acquittal report, and associated documentation, must be received by QRA within three months of the completion of the project. For example, if a project is completed on 20 June 2023, the final project acquittal report is due by 20 September 2023. If a project is completed on 31 December 2023, the final project acquittal report is due by 31 March 2024.
77. Project acquittal reports must include:
 - a. a final progress report detailing the completed approved works activities against the approved project works activities

- b. final actual costs reported against the approved capped amounts
 - c. detailed general ledger evidencing the final actual claimed expenditure and submitted total project costs (including details of contribution)
 - d. a Final Project Report and evidence demonstrating the completed works/activities, for example photo evidence representative of the extent of the completed works (JPG including EXIF metadata, GPS coordinates and time/date taken) and relevant reports.
 - e. Supporting documents to be made available for sampling by QRA if requested.
78. Acquittals must be certified by the applicant in line with its delegations on lodgement.
79. QRA will undertake a final assessment of each project to ensure approved scope is delivered within timeframe, expenditure is eligible and assurance requirements are satisfied.

Assurance activities

80. Applicants may be required to provide documentation to support any assurance activities. These assurance activities may include, but are not limited to:
- a. audit, site visits or inspections
 - b. obtaining relevant documentary evidence to support estimated/actual costs and/or value for money assessments
 - c. verification reviews on measures or projects
 - d. compliance with legislative and policy requirements.

Certification

81. All project documentation, including applications, progress reports and final reports, must be certified by the applicant in line with its delegations.

Goods and Services Tax (GST)

82. When claiming reimbursement of expenditure the amount to be lodged must be the GST exclusive actual cost incurred.

Public acknowledgment of funding source

83. Funding recipients must acknowledge relevant funding contributions in public materials. This includes, but is not limited to:
- a. media releases regarding the approved project
 - b. acknowledgement or statements in project publications and materials
 - c. events that use or include reference to the approved project
 - d. plaques and signage at construction sites or completed works.
84. To comply with this requirement, all public advice and media releases should refer to the relevant funding source, as detailed in the Project Funding Schedule/Agreement.
85. Contact QRA for assistance and to coordinate approval for any materials by emailing media@gra.qld.gov.au

Appendix 1 – Managing disaster risk in 14 communities impacted by the 2019 North and Far North Queensland Monsoon Trough

- i. Of the total \$19.1 million funding pool for Resilience and Risk Reduction Funding 2021-22, \$6 million in Australian Government funding is earmarked for 14 local governments that were among those hardest hit by the 2019 North and Far North Queensland Monsoon Trough.
- ii. QRA is administering this funding for the Australian Government, via the Queensland Resilience and Risk Reduction Funding 2021-22. Applicants do not need to identify whether they are eligible for this funding. This will be managed by QRA through the EOJ process.
- iii. The 14 local governments activated for Special Disaster Assistance Recovery Grants for Primary Producers following the 2019 North and Far North Queensland Monsoon Trough are listed below, and are eligible to access specific Commonwealth Government funding related to the *National Partnership Agreement on Grants Assistance to Primary Producers Impacted by the North Queensland Floods* (Schedule 2D).
 1. Burdekin Shire Council
 2. Burke Shire Council
 3. Carpentaria Shire Council
 4. Charters Towers Regional Council
 5. Cloncurry Shire Council
 6. Douglas Shire Council
 7. Etheridge Shire Council
 8. Flinders Shire Council
 9. Hinchinbrook Shire Council
 10. McKinlay Shire Council
 11. Richmond Shire Council
 12. Townsville City Council
 13. Whitsunday Regional Council
 14. Winton Shire Council
- iv. The Australian Government’s ‘*After the flood: A strategy for long-term recovery*’ (the Strategy) sets out a blueprint for a prosperous and secure future for North and North-West Queensland.
- v. The Strategy aims to guide investment in actions that support the long-term recovery and prosperity of the affected communities, strengthen their preparedness for future challenges and help the regions adapt and transform in an ever-changing environment.
- vi. The Strategy has five strategic pillars, underpinned by 19 actions (refer Table 1), which reflect what communities, businesses and people said were essential to ensure future prosperity and resilience of the flood-affected regions.

Table 1: After the flood strategic pillars and identified actions

1. Broadening the economic base	2. Building more resilient infrastructure	3. Building prosperous enterprises	4. Fostering connected and cohesive communities	5. Supporting information enabled regions
<p>Focus areas:</p> <ul style="list-style-type: none"> • Broadening the base in the agricultural sector • Broadening the base outside the agricultural sector • Place-based approaches 	<p>Focus areas:</p> <ul style="list-style-type: none"> • Water infrastructure • Supply chain infrastructure • Telecommunications and electricity 	<p>Focus areas:</p> <ul style="list-style-type: none"> • Fostering innovation • Best practice management for improving business fundamentals • Rebuilding the herd and managing the environment 	<p>Focus areas:</p> <ul style="list-style-type: none"> • Mental wellbeing • Leadership and local capability • Community services 	<p>Focus areas:</p> <ul style="list-style-type: none"> • Improved collection and availability of information • Building skills and using information • Disaster planning and management
<p>Actions:</p> <ul style="list-style-type: none"> • Incentivise and facilitate investment • Improve information collection and sharing • Facilitate opportunities for collaboration 	<p>Actions:</p> <ul style="list-style-type: none"> • Identify gaps and opportunities • Ensure collaborative planning • Incentivise and coordinate investment 	<p>Actions:</p> <ul style="list-style-type: none"> • Connect business with the best available, regionally relevant information to secure long-term change • Create opportunities to innovate, share ideas and design regionally relevant solutions • Support innovation and technology that improves business natural disaster management • Invest in natural capital and business training to achieve long-term sustainability and profitability 	<p>Actions:</p> <ul style="list-style-type: none"> • Ensure health services coordinate and increase cross-sector collaboration • Focus on preventive health measures • Support and fund community infrastructure and events • Support and invest in local leadership capability • Build disaster management capability • Encourage the delivery of innovative educational opportunities for regional areas 	<p>Actions:</p> <ul style="list-style-type: none"> • Ensure information is captured and shared • Build skills and digital capability • Improve collection and use of disaster related information

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