



Clean Economy Jobs Bill 2024

Report No. 4, 57th Parliament
Clean Economy Jobs, Resources and Transport
Committee
April 2024

Clean Economy Jobs, Resources and Transport Committee

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All web address references are current at the time of publishing.

Contents

Chair’s foreword	ii
Recommendations	iii
Executive Summary	iv
1 Introduction	1
1.1 Policy objectives of the Bill	1
1.2 Background	1
1.3 Legislative compliance	2
1.3.1 <i>Legislative Standards Act 1992</i>	2
1.3.2 <i>Human Rights Act 2019</i>	3
1.4 Should the Bill be passed?	3
2 Examination of the Bill	3
2.1 Main purpose	4
2.2 Emissions reduction targets	5
2.2.1 Reducing emissions	5
2.2.2 Deciding interim targets	7
2.2.3 Methodology for calculating net zero emissions	8
2.2.4 Annual progress statement	9
Committee comment	10
2.3 Emissions reduction plans	11
2.3.1 What is an emissions reduction plan	11
2.3.2 Content of emissions reduction plans	12
2.3.3 Program for making emissions reduction plans	12
2.3.4 Making emissions reduction plans	14
Committee comment	14
2.4 Clean Economy Expert Panel	15
2.4.1 Establishment of the panel	15
2.4.2 Functions of the panel	15
2.4.3 Expert advice	16
2.4.4 Panel members	16
Committee comment	19
Appendix A – Submitters	20
Appendix B – Officials at departmental public briefing on 4 March 2024	21
Appendix C – Witnesses at public hearing on 18 March 2024	22
Appendix D – Abbreviations and acronyms	24

Chair's foreword

This report presents a summary of the Clean Economy Jobs, Resources and Transport Committee's examination of the Clean Economy Jobs Bill 2024.

The committee's task was to consider the policy to be achieved by the legislation and the application of fundamental legislative principles - that is, to consider whether the Bill has sufficient regard to the rights and liberties of individuals, and to the institution of Parliament. The committee also examined the Bill for compatibility with human rights in accordance with the *Human Rights Act 2019*.

On behalf of the committee, I thank those individuals and organisations who made written submissions on the Bill and those who appeared at the public hearing. I also thank our Parliamentary Service staff and the Department of Energy and Climate.

I commend this report to the House.

A handwritten signature in black ink, appearing to read 'Kim Richards', with a long, sweeping tail extending to the right.

Ms Kim Richards MP

Chair

Recommendations

Recommendation 1 **3**

The committee recommends the Clean Economy Jobs Bill 2024 be passed. 3

Executive Summary

About the Bill

The Clean Economy Jobs Bill 2024 (the Bill) was introduced into the Queensland Parliament by the Hon. Steven Miles, Premier, on 14 April 2024. The Bill was referred to the Clean Economy Jobs, Resources and Transport Committee.

The main purpose of the Bill is to reduce greenhouse gas emissions in Queensland by stating specific emissions reduction targets. By legislating the targets, the Bill aims to:

- create policy certainty to attract investment in new industries and in decarbonising the State's existing industries, and
- support the creation of more job opportunities in Queensland's emerging clean economy industries and in existing industries.

The committee has recommended that the Clean Economy Jobs Bill 2024 be passed.

Consultation

The committee received 35 written submissions and held a public hearing in Brisbane on 18 March 2024 at which 13 stakeholder groups appeared.

Stakeholder views

Generally, stakeholders supported the objectives of the Bill.

In particular, stakeholders commented on the following provisions:

- the emissions reduction targets for 2030, 2035 and 2050 that are to be legislated
- the interim targets that are to be set for 2040 and 2045
- methodology for calculating net zero emissions
- emissions reduction plans for sectors of the economy
- the establishment of the Clean Economy Expert Panel and its proposed functions.

Legislative compliance

The committee assessed whether the Bill complies with the Parliament's requirements for legislation as contained in the *Parliament of Queensland Act 2001*, *Legislative Standards Act 1992* and the *Human Rights Act 2019*. The committee was satisfied that potential limitations to fundamental legislative principles were reasonable and sufficiently justified in all cases and that the Bill is compatible with human rights as outlined in the *Human Rights Act 2019*.

1 Introduction

The Clean Economy Jobs Bill 2024 (the Bill) was introduced into the Queensland Parliament by the Hon. Steven Miles, Premier, on 14 February 2024. This Bill was referred to the Clean Economy Jobs, Resources and Transport Committee (the committee).

1.1 Policy objectives of the Bill

The Bill proposes to establish a new Act that enshrines Queensland's emissions reduction targets in law. These targets are for the State to achieve:

- 30 per cent reduction below 2005 levels by 2030
- 75 per cent below 2005 levels by 2035, and
- net zero emissions by 2050.¹

By legislating Queensland's emission reduction targets, the Bill aims to put in place mechanisms to help achieve these targets. The Bill's accompanying Statement of Compatibility states that the Bill 'will support the continued reduction of greenhouse gas emissions in Queensland, helping to address the State's contribution to the impacts of climate change'.²

In addition to setting out Queensland's emissions targets as identified above, the Bill also proposes to:

- establish a requirement to set emissions reduction targets for 2040 and 2045 at least 10 years in advance
- require annual reporting to the Queensland Parliament on the progress towards achieving Queensland's emissions reduction targets
- provide for the development of emissions reduction plans for sectors of the economy
- establish an expert panel to provide advice on emissions reduction progress, and efficient and cost-effective ways to reduce emissions.³

1.2 Background

The Bill follows a range of actions by the Queensland Government in support of its policies to reduce emissions and increase renewable energy generation. These actions have included:

- commitment to set emissions reduction targets in 2017⁴
- release of the *Queensland Energy and Jobs Plan* in September 2022⁵
- introduction of the Energy (Renewable Transformation and Jobs) Bill 2023 in October 2023
- release of *Queensland's 2035 Clean Economy Pathway: 75% by 2035* in February 2024.⁶

¹ Explanatory notes, p 1.

² Statement of compatibility, p 1.

³ Department of Energy and Climate, correspondence, 4 March 2024, p 1.

⁴ Department of Energy and Water Supply, 'Queensland Government response to the Renewable Energy Expert Panel inquiry into credible pathways to a 50 per cent renewable energy target in Queensland by 2030', June 2017.

⁵ Department of Energy and Public Works, Queensland Energy and Jobs Plan, 2022, <https://www.epw.qld.gov.au/energyandjobsplan>

⁶ Queensland Government, *Queensland's 2035 Clean Economy Pathway: 75% by 2035*, 2024, https://www.epw.qld.gov.au/_data/assets/pdf_file/0028/48493/queensland-2035-clean-economy-pathway.pdf

The Clean Economy Jobs Bill 2024 explanatory notes state:

Formalising Queensland's emissions targets in legislation will deliver lasting benefits that safeguard Queenslanders' way of life - protecting the environment for the enjoyment of future generations and unlocking new job opportunities.

Legislating the State's credible targets will send an important signal to investors and demonstrate Queensland's Environmental, Social and Governance credentials. This will help attract investment in new industries and in decarbonising the State's existing industries. Policy certainty will enable businesses and communities to make effective plans to secure their economic futures. It will enable industry to invest in innovation and new technologies in sectors like agriculture, resources and manufacturing as well as leveraging Queensland's world-leading solar and wind resources, new economy minerals and proven workforce capability.⁷

Introducing the Bill, the Premier said:

.. we are setting out our plan to lead the nation on emissions reduction to 2035 to meet the Paris targets. It is a target for Queensland to take the lead and a target that is responsible by supporting our existing industries to create more jobs and succeed.⁸

1.3 Legislative compliance

Our deliberations included assessing whether the Bill complies with the Parliament's requirements for legislation as contained in the *Parliament of Queensland Act 2001*, *Legislative Standards Act 1992* (LSA), and the *Human Rights Act 2019* (HRA).

1.3.1 *Legislative Standards Act 1992*

As part of our assessment of the Bill's compliance with the LSA, we considered the following provisions regarding the institution of Parliament:⁹

- define the term 'net greenhouse gas emissions' with reference to the emissions recorded in the 'emissions inventories' published by the Commonwealth Government as part of the National Greenhouse Accounts (external documents)¹⁰
- require the Minister to determine the methodology for determining when net greenhouse gas emissions in Queensland are zero (the 2050 net zero emissions target)¹¹
- provide that the Minister must decide the 2040 interim target by 31 December 2030 and the 2045 interim target by 31 December 2035¹²
- provide that, in certain circumstances, a relevant Minister must make an 'emissions reduction plan' for a sector.¹³

We are satisfied that the delegations of legislative power are appropriate in the circumstances, due to the technical nature of the Bill's subject matter and that any associated documents will be tabled or published in the future.

⁷ Explanatory notes, p 1.

⁸ Queensland Parliament, Record of Proceedings, 14 February 2024, p 139.

⁹ Whether a Bill has sufficient regard to the institution of Parliament depends on whether, for example, the Bill allows the delegation of legislative power only in appropriate cases and to appropriate persons, and sufficiently subjects the exercise of a delegated legislative power to the scrutiny of the Legislative Assembly.

¹⁰ The term 'net greenhouse gas emissions' is used as a baseline for determining the interim targets. This term, and 'emissions inventories', are defined in schedule 1 of the Bill.

¹¹ Bill, cls 7, 21.

¹² Bill, cls 6, 21.

¹³ Bill, cls, pt 3.

Part 4 of the LSA requires that an explanatory note be circulated when a Bill is introduced into the Legislative Assembly and sets out the information an explanatory note should contain. Explanatory notes were tabled with the introduction of the Clean Economy Jobs Bill 2024. The explanatory notes contain the information required by Part 4 and a sufficient level of background information and commentary to facilitate understanding of the Bill's aims and origins.

1.3.2 *Human Rights Act 2019*

As part of our assessment of the Bill's compatibility with the HRA, we considered issues regarding section 23 of the HRA, 'Taking part in public life'. This was in regard to part 4 of the Bill and the proposed establishment of the Clean Economy Expert Panel (the panel). The panel would provide advice to the Minister, and in particular, the Bill provides that to be appointed as a panel member, a person is to have qualifications or experience relating to at least one of the listed matters.¹⁴

This clause has the potential to limit the right to take part in public life, given that people who do not meet those eligibility criteria would be excluded from a position on the panel.

The right to take part in public life is an important feature of a democratic society. However, the right is subject to limitation where that limitation is reasonable and demonstrably justified. Here, the limitation supports the establishment of the panel, which will provide high quality and reliable advice to the Minister on significant issues. We are satisfied that it is appropriate that there is some limitation on eligibility, to ensure that advice is based on relevant expertise and experience.

We are therefore satisfied that the potential human rights limitation identified is reasonable and sufficiently justified having regard to section 13 of the HRA.

A statement of compatibility was tabled with the introduction of the Bill as required by section 38 of the HRA. The statement contained a sufficient level of information to facilitate understanding of the Bill in relation to its compatibility with human rights.

1.4 **Should the Bill be passed?**

The committee is required to determine whether or not to recommend that the Bill be passed.

Recommendation 1

The committee recommends the Clean Economy Jobs Bill 2024 be passed.

2 **Examination of the Bill**

This section discusses key issues raised during the committee's examination of the Bill. It does not discuss all consequential, minor, or technical amendments.

It is noted that the majority of those who contributed to the Bill's examination broadly supported it.¹⁵

¹⁴ Bill, cl 16. The listed matters are: science or economics relating to climate change; the reduction of greenhouse gas emissions; the development of low-emission industries or employment in those industries; rural and regional development; another area the Minister considers relevant or necessary to support the panel in performing its functions.

¹⁵ See, for example, submissions 1, 2, 3, 4, 5, 8, 11, 15, 18, 19, 22, 23, 24, 25, 26, 27, 31 and 32.

2.1 Main purpose

Part 1 of the Bill comprises clauses 1 to 4. Clause 2 states that ‘The main purpose of this Act is to reduce greenhouse gas emissions in Queensland by stating emissions reduction targets.’¹⁶

Four stakeholders either responded directly to the main purpose or provided proposed amendments to it. These comments are noted below.

The United Nations Association of Australia Queensland Division (UNAAQ) said that:

... if the main purpose of the Bill is to reduce emissions by setting emission targets, we recommend considering the Bill as the floor to establish more ambitious climate action, aligned with the urgency of the climate crisis and the targets of the Paris Agreement.¹⁷

UNAAQ emphasised that climate change forms one of the biggest, if not the biggest, threats to the fundamental right to life and various other human rights in line with the United Nations Human Rights Committee (OHCHR 2015).¹⁸ Moreover, these human rights challenges are not dispersed equally, but affect those already more vulnerable and disadvantaged disproportionately, leading to climate injustice.¹⁹

While supporting the Bill, WWF-Australia stated that its main purpose ‘falls short of the more specific and fulsome purposes’ that are contained in other equivalent Australian Acts, such as the *Climate Change Act 2022* (Cth), *Climate Change (Net Zero Future) Act 2023* (NSW), and *Climate Change Act 2017* (Vic).²⁰ WWF-Australia recommended that the Bill include objectives that mirror these other Acts so that:

... there is a clear aim of contributing to the global temperature goals when setting interim targets and recognition of the urgency and importance of reducing emissions to mitigate the impacts of climate change.²¹

The Australian Marine Conservation Society (AMCS) also recommended strengthening the main purpose of the Bill. AMCS said that the main purpose should:

... set out Queensland’s greenhouse gas emission reduction targets consistent with undertaking Queensland’s fair share of national and global emissions reduction to limit the global average temperature rise to 1.5°C above preindustrial levels.²²

The Queensland Resources Council (QRC) queried ‘whether it was accurate for the main purpose of the Act to say that stating emission reduction targets will reduce greenhouse gas emissions of themselves.’²³ QRC suggested that ‘as the 2050 target is net zero, the Act’s purpose should refer to *net* emission reductions.’²⁴

¹⁶ Bill, cl 2.

¹⁷ Submission 5, p 4.

¹⁸ Office of the High Commissioner for Human Rights (OHCHR) 2015, ‘Understanding Human Rights and climate change’, Submission of the Office of the High Commissioner for Human Rights to the 21st Conference of the Parties to the United Nations Framework Convention on Climate Change, <https://www.ohchr.org/sites/default/files/Documents/Issues/ClimateChange/COP21.pdf>

¹⁹ Submission 5, p 7.

²⁰ Submission 19, p 5.

²¹ Submission 19, p 5.

²² Submission 20, p 4.

²³ Submission 21, p 9.

²⁴ Submission 21, p 9.

In response to these stakeholder comments on clause 2, the Department of Energy and Climate (department) stated:

The purpose of the legislation is to reduce Queensland's greenhouse gas emissions by stating emissions reduction targets. The targets are based on science and a responsible approach to economic transformation. By enshrining the government's emissions reductions targets into law, the Bill will provide a strong signal to attract investment in new technologies and industries in Queensland.

The legislation also sets out a structured approach that will provide certainty and enable the government to work with industry and all levels of government to achieve its objectives. This structure includes new interim targets, annual progress reporting, expert advice and sector plans. The legislation sets out the specific matters that the Minister must consider in setting future targets, including relevant science and national and international policy.²⁵

2.2 Emissions reduction targets

Part 2 of the Bill comprises clauses 5 to 8, which focus on emissions reduction targets.

Clause 5 establishes Queensland's targets for 2030, 2035 and 2050.

Clause 6 provides that the Minister must decide Queensland's interim targets for 2040 and 2045, the considerations to be taken in setting these interim targets, and the deadlines for deciding them.

Clause 7 outlines the methodology for calculating net zero emissions and clause 8 provides the requirements for an annual progress statement that is to be tabled in relation to emissions reduction targets and plans.

Stakeholder comments on, and proposed amendments to the clauses within Part 2 are noted below, along with relevant responses from the department.

2.2.1 Reducing emissions

Clauses 5(1)(a) to 5(1)(c) set the targets for Queensland to achieve a 30 per cent reduction in emissions below 2005 levels by 2030,²⁶ 75 per cent below 2005 levels by 2035,²⁷ and net zero emissions by 2050.²⁸ The explanatory notes outline how this will support Australia's commitments under the Paris Agreement, with its long-term goal to hold the increase in global average temperature to well below 2°C above pre-industrial levels, pursuing efforts to limit temperature increase to 1.5°C.²⁹

Several submissions supported the overall emissions reductions targets as outlined in the Bill.³⁰ For example, Business Chamber Queensland said that:

The reduction targets set in the Clean Economy Jobs Bills 2024 will go a long way in securing Queensland on the path to net zero and leading carbon emissions reduction standards in Australia. For businesses to meet their role in the state's transition to a low carbon economy future, and to allow businesses to plan and invest for their important part of this transition, certainty and security in climate and energy policy is critical.³¹

However, similarly to WWF-Australia,³² Lock the Gate Alliance noted that Victoria and New South Wales have set more ambitious targets for 2030, at 45-50 per cent and 50 per cent respectively. WWF-Australia presented a scientific assessment that found that Australia's share of global emissions would

²⁵ Department of Energy and Climate, correspondence, 13 March 2024, pp 24-25.

²⁶ Bill, cl 5(1)(a).

²⁷ Bill, cl 5(1)(b).

²⁸ Bill, cl 5(1)(c).

²⁹ Bill, Ex notes, p. 1

³⁰ See, for example, submissions 1, 2, 3, 4, 5, 8, 11, 15, 18, 19 and 23.

³¹ Submission 27, p 7.

³² Submission 19, p 5.

require reductions (relative to 2005 levels) of 67 per cent by 2030, 90 percent by 2035, and net zero by 2038 to have a 50 per cent chance of limiting warming to 1.5°C.³³ WWF-Australia stated:

Accordingly, while the targets contained in the Bill are a significant step in the right direction they should be substantially more ambitious to be consistent with what the science indicates is required to pursue efforts to 1.5°C, consistent with the Paris Agreement, and avoid some of the worst impacts of climate change.³⁴

WWF-Australia believes the Bill could be enhanced by increasing the targets to 60 per cent by 2030, 70 per cent by 2032 and 90 per cent by 2035.³⁵ Others, such as AgForce and Canegrowers, felt strongly that the government should not impose any emission reduction targets on their industry and that they were better placed to set their own targets, which would potentially exceed that of the government.³⁶

The department responded:

The targets in the Bill reflect the need for Queensland to pursue an emissions reduction trajectory that is sustainable over the long term. A shift that is too fast risks significant disruption and potential shocks to the economy and may not provide sufficient time for industry and communities to adjust. The targets represent the minimum emissions reduction that should be achieved for Queensland (i.e. they are a floor, not a ceiling). Government, industry, and the community should be pursuing continuous improvement to exceed the targets set out in the Bill.³⁷

2.2.1.1 Legally binding targets and penalties

The Bill does not impose legally binding targets or impose requirements on industry to achieve the State's targets.³⁸ The explanatory notes state:

While the Bill will increase accountability for achieving the State's emissions reduction targets, it is not intended that the Bill operate as a legally binding constraint in any future statutory decision or approval processes. The Bill does not seek to override existing statutory decision-making processes, rights and obligations, including those that already consider emissions such as those under Queensland's development, planning and environmental laws. Similarly, the Bill itself does not impose any requirements on industry to achieve the State's targets.³⁹

Dr Bridget Lewis and Professor Rowena Maguire from Queensland University of Technology (QUT) submitted that voluntary self-regulatory schemes are less effective than those that are mandated. They gave examples of 'greenwashing' and initiatives to reach net zero where other industries or sectors have failed when the targets were not mandated.⁴⁰ Queensland Renewable Energy Council (QREC) also noted the omission of legally binding constraints and requirements on industry.⁴¹

The department responded:

The Bill ensures that the Queensland Government is held accountable to the Queensland Parliament and the community by requiring an annual statement to Parliament on progress towards the targets. There is also a requirement in the Bill to make and publish sector plans. This process will ensure transparency on progress and actions being taken by the government to meet the targets.⁴²

³³ Submission 19, p 4.

³⁴ Submission 19, p 4.

³⁵ Submission 19, pp 1-2.

³⁶ Public hearing transcript, Brisbane, 18 March 2024, p 2 and p 7.

³⁷ Department of Energy and Climate, correspondence, 13 March 2024, p 2.

³⁸ Department of Energy and Climate, correspondence, 13 March 2024, p 4.

³⁹ Explanatory notes, p 3.

⁴⁰ Public hearing transcript, Brisbane, 18 March 2024, p 13, and Submission 12, pp 3-4.

⁴¹ Submission 18, p 2.

⁴² Department of Energy and Climate, correspondence, 13 March 2024, p 4.

QUT representatives also recommended that the Bill include penalty provisions, submitting that:

Our major concern is that the targets in the Bill may not be legally binding and that, without some form of enforcement mechanism, there will be no consequences if an actor or a sector fails to meet its emissions reduction commitments. We know from research in other areas that voluntary targets are usually not effective, especially where it is cheaper and easier to maintain a business-as-usual approach.⁴³

QUT noted pecuniary penalty examples that had been applied in other jurisdictions and also suggested sectors or businesses could be publicly ‘named and shamed’, along with government responses regarding what steps will be taken to assist sectors in meeting their targets. They believe that such measures would help to level the playing field across sectors so that companies that recognise the urgent need to reduce emissions do not suffer a disproportionate financial burden compared with their competitors.⁴⁴ Victoria and New South Wales, used as best practice examples by submitters, do not set penalties for failing to meet emissions targets. South Australia, Western Australia, Tasmania and the Australian Capital Territory also do not impose penalties, and no legislation setting emissions targets for the Northern Territory have been identified.

The department noted how the Queensland Government would be held accountable by annual progress statements and the publication of sector plans showing actions that the Queensland Government will take to achieve the targets and what contribution key sectors of the Queensland economy will make towards meeting the targets. They noted that:

This process will ensure transparency on progress and actions being taken by the government to meet the targets. Broad engagement and genuine partnerships with industry and at all levels of government will be critical to the effectiveness of sector plans. The intent is to work in partnership with industry and community stakeholders to identify the most efficient and cost-effective ways to reduce greenhouse gas emissions by each sector. The Queensland Government also aims to ensure that its action complements and does not duplicate the Commonwealth requirements under the Safeguard Mechanism.⁴⁵

2.2.2 Deciding interim targets

The Bill provides a pathway to net zero for Queensland by establishing a requirement to set emissions reduction targets for 2040⁴⁶ and 2045⁴⁷ (‘interim targets’) at least 10 years in advance.

Clause 6(4) of the Bill sets out matters that the Minister must consider when deciding each interim target and includes, but is not limited to, the consideration of national and international policies relating to climate change,⁴⁸ relevant and current scientific knowledge relating to climate change,⁴⁹ and the views of community stakeholders, including Aboriginal peoples, Torres Strait Islander peoples and industry.⁵⁰

Climate Council of Australia suggests that the Bill should incorporate a ratchet mechanism like that included in the *Climate Change Act 2022* (Cth) and the *Climate Change (Net Zero Future) Act 2023* (NSW). This mechanism would mandate regular reviews of climate targets, including the 2030, 2035

⁴³ Public hearing transcript, Brisbane, 18 March 2024, p 13.

⁴⁴ Submission 12, p 4.

⁴⁵ The Commonwealth Government’s reforms to the Safeguard Mechanism, implemented in July 2023, require Australia’s highest emitters (those above 100,000 tonnes CO₂-e Scope 1 per annum) to reduce their emissions intensity. Approximately 63 Queensland facilities are affected by the Safeguard Mechanism, including mining, manufacturing, transport, oil, and gas facilities. Department of Energy and Climate, correspondence, 13 March 2024, p 4.

⁴⁶ Bill, cl 6(1)(a).

⁴⁷ Bill, cl 6(1)(b).

⁴⁸ Bill, cl 6(4)(f).

⁴⁹ Bill, cl 6(4)(g).

⁵⁰ Bill, cl 6(4)(h).

and net zero targets, to consistently strengthen them over time. It would ensure that targets can be increased as technology improves and the State gains momentum with its decarbonisation pathway. They suggest it would also guard against ‘backsliding’, by ensuring these targets cannot be revised downwards.⁵¹

While Western Down Regional Council (WDRC) welcomed the existence of targets, they sought clarity on how the interim targets will be developed across the lifetime of the Bill at the Minister’s discretion.⁵² WDRC also called for the inclusion of industry stakeholder representation to inform the decision by the Minister.⁵³

The department was clear that Queensland’s interim targets are floors, not ceilings on ambition, and emphasised that Queensland is on track to exceed the 2030 target years ahead of schedule. Their response described how this has enabled the government to set an ambitious 2035 target, which is now the focus for action. The explanatory notes outline the intent that each new interim target (the targets for 2040 and 2045) will be set at a progressively higher level. The department said ‘This will ensure that emissions reductions occur continuously and on an appropriate trajectory towards net zero, which will enable forward planning for business.’⁵⁴

2.2.3 Methodology for calculating net zero emissions

Clause 7 of the Bill states that the Minister must, by 31 December 2040, decide the methodology for calculating when net greenhouse gas emissions in Queensland are zero and that the methodology must be consistent with data from the emissions inventories.⁵⁵

Queensland Youth Policy Collective (QYPC) recommended that the Bill be amended to require emissions reduction plans to be made public to incentivise sector-wide change and encourage higher scrutiny from shareholders, clarify how progress towards net zero is to be measured, exclude offsets from measuring methodologies, define net zero and include a continual improvement obligation.⁵⁶

QYPC proposed that the methodology for measuring net zero emissions should be the same as the measurement of emissions for the Annual Progress Statements (required by clause 8 of the Bill), stating:

Using a different methodology for the two calculations is illogical and opens up the possibility of the goalposts being moved, generating industry uncertainty about Queensland’s transition, rather than stability.⁵⁷

With ‘Net Zero’ not yet defined, as to be established by clause 7(1), QYPC and QUT suggested that the definition includes consideration of Scope 3 emissions.⁵⁸ QUT noted that these Scope 3 emissions ‘are emissions that are mined in Australia but burnt overseas’.⁵⁹

Additionally, whilst recognising that Clause 7 will be the instrument for setting the Net Zero definition, QUT had concerns that without ‘at least a working definition of net zero, it will be difficult to track sectors’ progress towards their emissions reductions goals’.⁶⁰

⁵¹ Submission 6, p 7.

⁵² Submission 2, p 2.

⁵³ Submission 2, p 2.

⁵⁴ Department of Energy and Climate, correspondence, 13 March 2024, p 4.

⁵⁵ Bill, cl 7(1)(2).

⁵⁶ Submission 10, p 1.

⁵⁷ Submission 10, p 7.

⁵⁸ Submission 10, p 3.

⁵⁹ Public hearing transcript, Brisbane, 18 March 2024, p 14.

⁶⁰ Submission 12, p 6.

Another issue raised by QUT was that of carbon offsetting and the role that offsets will play in assessing net zero or in developing emissions reduction plans. QUT provided evidence that over the last decade, issues with the integrity of carbon offsets have been widely reported.⁶¹

Queensland Conservation Council (QCC) also had ‘significant concerns about the reliance of offsets in reaching net zero.’ QCC urged the government to ‘develop a framework well ahead of 2040 which clarifies the role of the emissions reduction hierarchy in Queensland in a way that prioritises genuine emissions reductions.’⁶²

The department responded:

The Bill requires that the methodology used to calculate when the net zero target is achieved must be consistent with data from the Australian Government’s State and Territory Greenhouse Gas Inventories. The Australian National Greenhouse Accounts fulfil Australia’s international greenhouse gas inventory reporting obligations under the United Nations Framework Convention on Climate Change and the Paris Agreement.

The Bill includes appropriate limitations on the Minister’s ability to set the methodology for calculating progress towards the emissions reduction targets. As Queensland’s net zero commitment is for 2050, determining the net zero methodology by 2040 is consistent with the 10-year timeframe for setting interim targets. This aims to achieve an appropriate balance between providing certainty and making decisions based on the most up-to-date and recognised information and emissions accounting frameworks.⁶³

2.2.4 Annual progress statement

Clause 8 of the Bill states that:

- (1) The Minister must prepare a statement for each financial year that -
- (a) states the progress made during the financial year towards achieving the emissions reduction targets; and
 - (b) states the methodology used to calculate the progress made; and
 - (c) states the progress made towards implementing any emissions reduction plans; and
 - (d) includes an analysis of data from the emissions inventories relating to greenhouse gas emissions in Queensland; and
 - (e) describes the measures taken by the State during the financial year to achieve the emissions reduction targets, including to –
 - (i) increase opportunities for employment in industries emerging as a result of actions being taken to achieve the emissions reduction targets or to address climate change; and
 - (ii) support employment in industries affected by actions being taken to achieve the emissions reduction targets or to address climate change; and
 - (f) describes the measures taken nationally by the Commonwealth government during the financial year to help achieve the emissions reduction targets, including any funding, policies and programs relating to Queensland.
- (2) A statement may also include any other matter the Minister considers relevant to achieving the purpose of this Act.

⁶¹ Submission 12, p 6.

⁶² Submission 23, p 2.

⁶³ Department of Energy and Climate, correspondence, 13 March 2024, p 2.

A number of submitters recommended amending Clause 8 to include additional matters in the annual progress statement. For example, QYPC recommended that clause 8 be amended to require the annual progress statement to include specific information on the measures taken by individual corporations in reducing their net greenhouse gas emissions.⁶⁴

QCC supported the annual progress statement being presented to Parliament and proposed the following additional matters also be included in its contents:

- Refresh of climate science
- Catalogue of climate impacts in Queensland in the past year
- Detailed split of emissions in Queensland by emissions type
- Consideration of offsets - by project, type and greenhouse gas⁶⁵

The department responded that:

... the annual statement will be focused on the Bill's objective to reduce emissions while growing the economy and creating clean economy jobs. Additionally, that the statement will be one element of the government's broader climate change work program, which the government will continue to implement. They also said that detailed information on Queensland emissions, including by emissions type, is publicly available through the National Greenhouse Accounts web portal.⁶⁶

WWF-Australia submitted that 6 months is a long time to prepare the report and the 31 December deadline could allow unfavourable reports 'to be buried by release in the Christmas period'.⁶⁷ WWF-Australia proposed that the reports be prepared in 3 months.⁶⁸

The department responded that:

The six-month timeframe is considered an appropriate timeframe to allow for a robust process that includes data gathering, emissions analysis, assessment of progress, report preparation and decision making.

The Bill provides that the Minister may ask the panel to provide written advice on the progress made towards achieving the state's targets, which may inform the preparation of annual statements.⁶⁹

Committee comment

We support the legislating of targets as a means for Queensland to establish its emissions reduction commitments and to demonstrate our intended contributions to national and international objectives that are aimed at halting climate change and its impacts.

⁶⁴ Submission 10, p 3.

⁶⁵ Submission 23, pp 3-4.

⁶⁶ Department of Energy and Climate, correspondence, 13 March 2024, pp 23-24.

⁶⁷ Submission 19, p 9.

⁶⁸ Submission 19, p 9.

⁶⁹ Department of Energy and Climate, correspondence, 13 March 2024, p 24.

2.3 Emissions reduction plans

Part 3 of the Bill comprises clauses 9 to 12. These focus on emissions reductions plans.

Specifically, clause 9 defines ‘What is an emissions reduction plan’ and clause 10 then outlines the content of emissions reduction plans.

Clause 11 provides the program for making emissions reduction plans and clause 12 relates to making emissions reduction plans.

Stakeholder comments on, and proposed amendments to, the clauses within Part 3 are noted below, along with relevant responses from the department.

2.3.1 What is an emissions reduction plan

The Bill requires the development of sector plans that present an analysis of the emissions trends of Queensland’s key sectors and describe actions the Queensland Government is taking to reduce emissions produced in the sector that will contribute to the achievement of the state’s emissions reduction targets. The Minister will be required to publish a document by 31 December 2024 that sets out a program for the development of sector plans, including which plans will be developed, the timeframes in which they will be prepared, and the time period that will apply to a particular plan. The Bill requires that this document will be reviewed, at a minimum, every 5 years. In general, it is intended that sector plans will be developed approximately 10 years ahead of each target, starting with the 2035 target. The plans will be made publicly available.⁷⁰

Three submissions recommend consideration of the Commonwealth Government’s sector planning process.⁷¹ Other submissions emphasised a need for consultation in the development and implementation of sector plans,⁷² as well as advocating for sector-specific targets.⁷³

Farmers for Climate Action (FCA) suggest that the Queensland Government consider interstate and Commonwealth emission reduction plans when developing its plans.⁷⁴

The Insurance Council of Australia (ICA) welcomed the development of emissions reduction plans for key sectors of the Queensland economy such as agriculture and transport. They submitted:

Clear emissions reduction plans across key sectors of the state’s economy helps decision makers and investors better benchmark emissions progress and encourages private sector investment and government partnerships in the decarbonisation of Queensland’s sectors and businesses.⁷⁵

Western Downs Regional Council (WDRC) called for more clarity on the identification of sectors subject to emissions reduction plans.⁷⁶

Further, WDRC encouraged the government to provide a list of all sectors for which the Bill is proposing that sector plans be made, and to undertake significant engagement with these sectors in the development of the plans, as well a timeline for each sector to implement their emission reduction plans.⁷⁷

⁷⁰ Explanatory notes, p 3.

⁷¹ See submissions 1, 8 and 23.

⁷² See submissions 2, 8 and 21.

⁷³ See submissions 10, 19, 20 and 23.

⁷⁴ Submission 8, p 1.

⁷⁵ Submission 1, p 3.

⁷⁶ Submission 2, p 3.

⁷⁷ Submission 2, p 4.

The department responded that:

Broad engagement and genuine partnerships with industry and at all levels of government will be critical to the effectiveness of sector plans.

...

The intent is to work in partnership with industry and community stakeholders while building on existing work to develop the actions to be undertaken by the State Government to reduce emissions produced by the sector. Development of state actions for achieving emissions reduction will consider the impact on local communities as well as the most efficient and cost-effective ways to reduce greenhouse gas emissions by each sector.⁷⁸

2.3.2 Content of emissions reduction plans

Clause 10 sets out the required content of sector plans. The Bill states that, at the minimum, each sector plan must contain an analysis of the current and expected greenhouse gas emissions attributable to the sector (i.e. emissions expected without taking action to reduce emissions), the emissions reductions expected to be achieved in the sector, and the actions to be undertaken by the Queensland Government to reduce emissions produced by the sector.⁷⁹

A key theme from submitters was that support would need to be provided to industries and the associated people and communities in the transition to net zero.⁸⁰

National Electricity and Communications Association (NECA) noted the content of emissions reduction plans proposed in the Bill does not explicitly identify initiatives or information relating to workforce impacts, training opportunities, or regional or community-based opportunities.⁸¹

The department responded that:

The Bill's requirement for sector plans will allow for coordinated action with industry partners and across levels of government. The Bill does not require plans be developed for particular sectors or that sector targets are set. It will not be a one-size-fits all approach. Rather, the Bill provides flexibility for the Minister to determine the sectors for which plans will be prepared, appropriate Ministerial responsibilities, and scope of action that will be most appropriate and effective for the sector. It is anticipated that sectors will be determined based on Queensland's emissions profile. Any new plans will build on existing action and be informed by engagement with key stakeholders.

The intent is for government to work with industry to identify new technologies and processes that can be adopted to achieve the new target.⁸²

2.3.3 Program for making emissions reduction plans

Clause 11 provides for the preparation of a program for making the emissions reduction plans. The Minister, in consultation with the Premier and Treasurer (see clause 21), will be required to prepare a program that identifies the sectors that must have emissions reduction plans, the Ministers responsible for preparing the plans, the date by which the plans must be published, and the time period for which plans are to have effect.

The Bill requires that this program be reviewed by the Minister at least every 5 years, and if the Minister decides it is necessary to change the program, an amended program must be published, together with a notice describing the changes. The first program must be published by 31 December 2024.

⁷⁸ Department of Energy and Climate, correspondence, 13 March 2024, pp 18-19.

⁷⁹ Explanatory notes, p 10.

⁸⁰ See, for example, submissions 2, 8, 9, 14, 17 and 23.

⁸¹ Submission 7, p 2.

⁸² Department of Energy and Climate, correspondence, 13 March 2024, p 21.

The Bill requires the first emissions reduction plans to be published by 31 December 2025. In general, it is intended that sector plans will be developed approximately 10 years ahead of each target, starting with the 2035 target.⁸³ The Bill mandates the development of sector emissions reduction plans, and minimum 5-yearly reviews of the government’s program of sector plans.⁸⁴

WDRC stated that the Bill should provide further clarification on what sectors or industry characteristics will be subject to the program of emissions reduction plans.⁸⁵ WDRC also questioned why the program will only be reviewed by the Minister every 5 years.⁸⁶

The department responded:

The Bill requires the program of emissions reduction plans to be reviewed ‘at least’ every five years. The Minister may review the program more frequently.⁸⁷

2.3.3.1 *Technological advancements*

Some stakeholders noted the challenges and difficulties faced with reducing emissions in industries where the technology is not yet established to support the full transition to a clean economy. For example, Canegrowers stated:

A low-emissions action plan is a good idea. Putting a target on it is inhibiting, because there is not the technology to meet the target at the moment.

... there is a realistic target of what can be done with current technology without compromising food and fibre production. Apart from food security, it is a huge export earner. Unless whoever is in government wants to take the risk of compromising food and fibre production, you cannot afford to have targets that are not realistic with current farming technologies.⁸⁸

AgForce submitted:

Technology and research do not occur overnight. That is the unpredictability that we face and the concern we have when we are talking about setting targets. We do not know exactly how long the research will take, when the new technologies will be available and whether we can achieve the targets that are being considered here in the Bill.⁸⁹

WWF-Australia advised of a Climate Works Centre report⁹⁰ illustrating how Australia can achieve net zero emissions before 2050 through accelerated deployment of mature and demonstrated zero-emissions technologies, and the rapid development and commercialisation of emerging zero-emissions technologies in harder to abate sectors. Section 3.5 of that report deals specifically with Agriculture and land and shows how existing and emerging solutions can be deployed to reach net zero ahead of 2050.

Representatives from QUT noted ‘the cost of inaction is going to be higher than the cost of action’.⁹¹

⁸³ Explanatory notes, p 10.

⁸⁴ Bill, cl 11.

⁸⁵ Submission 2, p 3.

⁸⁶ Submission 2, p 3.

⁸⁷ Department of Energy and Climate, correspondence, 13 March 2024, p 22.

⁸⁸ Public hearing transcript, Brisbane, 18 March 2024, p 4.

⁸⁹ Public hearing transcript, Brisbane, 18 March 2024, p 5.

⁹⁰ ClimateWorks Australia, *Decarbonisation Futures*, March 2020, <https://www.climateworkscentre.org/wp-content/uploads/2020/04/Decarbonisation-Futures-March-2020-full-report-.pdf>

⁹¹ Public hearing transcript, Brisbane, 18 March 2024, p 19.

2.3.4 Making emissions reduction plans

QUT suggested the Bill should identify specific sectors, such as energy, agriculture and transport, that will have to provide emissions reduction plans and also retain ministerial discretion to determine additional sectors. QUT also submitted that the Bill should not give the Minister powers to remove a sector from the operation of the Bill.⁹²

WDRC suggest the Bill provide further clarification on what sectors or industry characteristics will be subject to the program of emissions reduction plans and stated ‘the Bill leaves a great deal of uncertainty for sectors to be defined outside of legislation and at the discretion of the Minister’.⁹³

FCA supported the Bill’s establishment of targets for emissions reduction as this provides certainty to Queenslanders to take action to reduce their emissions. They would like to see sector plans developed in close consultation with related sectors.⁹⁴

LGAQ articulated that Queensland’s economic success has been built on the back of a strong resources industry and the communities that enable it to thrive. LGAQ recommended that the Regional Economic Futures Fund be significantly expanded to include a provision for enabling the infrastructure needed to support regional communities manage new developments and transform their communities with dedicated support for social and economic development initiatives that enhances community liveability.⁹⁵

Clean Energy Investor Group (CEIG) welcomed the requirement for sector-specific emissions reduction plans as they ensure a comprehensive approach to tackling climate change. They suggested that this tailored strategy allows for the identification of sector-specific opportunities and challenges, enabling more effective allocation of investments towards areas with the highest impact.⁹⁶

The department responded:

The Minister will be required to publish a document by 31 December 2024 that sets out a program for the development of sector plans, including which sectors will require a plan, the timeframes in which they will be prepared, and the period that will apply to a particular plan. Typically, a sector would broadly align with a significant source of emissions for the state, as set out in the National Greenhouse Accounts, and be broadly recognised as a distinct area of policy responsibility.

...

At a minimum, each sector plan must contain an analysis of the current and expected greenhouse gas emissions attributable to the sector (i.e. emissions expected without taking action to reduce emissions), the emissions reductions expected to be achieved in the sector, and the actions to be undertaken by the State Government to reduce emissions produced by the sector. The Bill does not otherwise specify the scope of actions that may be included in sector plans or place any specific obligations on industry.⁹⁷

Committee comment

Sector plans will be a key component of Queensland’s efforts to achieve its emissions reduction targets. We acknowledge stakeholder requests for clearer details to be provided on which sectors will have plans developed. We also acknowledge stakeholder views on the need for genuine and broad consultation with each sector for which a plan will be developed.

⁹² Submission 12, p 8.

⁹³ Submission 2, p 3.

⁹⁴ Submission 8, p 2.

⁹⁵ Submission 9, pp 4-6.

⁹⁶ Submission 11, p 3.

⁹⁷ Department of Energy and Climate, correspondence, 13 March 2024, pp 20-21.

2.4 Clean Economy Expert Panel

Part 4 of the Bill comprises clauses 13 to 20. These provide for the establishment and operation of an advisory panel called the Clean Economy Expert Panel (the panel).

Clause 14 outlines the functions of the panel in regard to it providing advice on achieving the emissions reduction targets and ways to reduce emissions in Queensland.

Clause 15 specifies the types of expert advice that the panel may be asked to provide.

Clause 16 states that there will be 3 to 6 members appointed to the panel, one of whom will be the Queensland Chief Scientist. The additional panel members to be appointed must have qualifications or experience related to climate matters, such as climate science or low-emissions industries, or rural or regional development.

The department advised that:

The establishment of the expert panel will help to ensure that the Queensland Government is obtaining well-rounded advice from eminent people to help it plan a sustainable pathway to net zero. The expert panel will identify opportunities to reduce emissions in a way that best supports jobs and economic growth.⁹⁸

Clause 17 notes that the Minister will appoint a panel member to be the chairperson of the panel.

Clauses 18 to 20 provide for the conditions and terms of appointment of panel members as well as how the panel may conduct its business.

Stakeholder comments on, and proposed amendments to, the clauses within Part 4 are noted below, along with relevant responses from the department.

2.4.1 Establishment of the panel

In relation to the establishment of the panel, QCC stated that this ‘will be a significant step in driving emissions reductions. It will provide a clear avenue for the Government to hear the latest scientific and transformation research and experience.’⁹⁹

Both Beyond Zero Emissions and the QCC recommended that a second panel also be established to provide advice on climate science and climate impacts, including a consideration of the costs to communities and nature and the impacts on other regulations, particularly the HRA.¹⁰⁰

2.4.2 Functions of the panel

In relation to clause 14 and the functions of the panel, ICA proposed that ‘the Bill could make clear that the function of the Clean Economy Expert Panel is to also provide advice on climate adaptation.’¹⁰¹

WDRC recommended that:

... a stronger partnership between the panel and the Minister is required within the legislation to ensure that the panel can have informed and educated input into the development of the Program of Emissions Reduction Plans, including which industries are to be impacted and the content of the plans.¹⁰²

⁹⁸ Department of Energy and Climate, correspondence, 4 March 2024, p 5.

⁹⁹ Submission 23, p 5.

¹⁰⁰ Submission 22, p 7, and submission 23, p 5.

¹⁰¹ Submission 1, p 2.

¹⁰² Submission 2, p 2.

WWF-Australia stated that while the panel was well placed to provide advice to the Minister on interim targets for 2040 and 2045, it ‘does not have an automatic function of providing this advice.’¹⁰³

AMCS proposed a range of measures by which the functions of the panel should be strengthened. These included producing an annual report and empowering the panel to provide its own advice to the Minister without a requirement for a request from the Minister.¹⁰⁴

QRC suggested that the functions of the panel were too limited and that the panel should also be responsible for providing the Minister with both a sectoral and a regional perspective on the challenges and opportunities of emissions reductions.¹⁰⁵

In response to stakeholder comments regarding clause 14, the department stated that, ‘the functions of the panel are to advise the Minister about achieving the emissions reduction targets and ways to reduce greenhouse gas emissions’.¹⁰⁶

2.4.3 Expert advice

Evidence received from stakeholders regarding clause 15 and the expert advice which the Minister may ask the panel to provide, is presented below.

Lock the Gate Alliance stated that the Bill should be amended to enable the panel to provide advice and make recommendations to the Department of Environment, Science and Innovation (DESI) and the Coordinator-General on proposed developments, including fossil fuel expansion proposals.¹⁰⁷

WWF-Australia said that the panel should provide advice on any update to climate science, the risks faced by Queensland from climate change and the urgency of action required to mitigate these impacts, as well as being empowered to provide advice to the Minister without request.¹⁰⁸

The Institute of Public Affairs noted that clause 15(1) does not include matters such as reliability or overall energy security.¹⁰⁹

The Australian Institute for Progress (AIP) stated that the advice to be provided by the panel should include ‘the effect on industry, including industry which will be affected adversely by the emissions reduction targets and ways to reduce greenhouse gas emissions in Queensland.’¹¹⁰

In response to stakeholder comments regarding clause 15, the department stated:

... the Minister may ask the panel for advice on the impact achieving the emissions reduction targets may have on local communities. This may include impact on industries in local communities. Clause 15 also states that the Minister may ask for advice on any other matter the Minister considers relevant to the Act’s purpose.¹¹¹

2.4.4 Panel members

Stakeholders provided a range of views about the composition of the panel and the required qualifications and experience of panel members that are outlined in clause 16. Submitters generally

¹⁰³ Submission 19, p 6.

¹⁰⁴ Submission 20, p 4.

¹⁰⁵ Submission 21, p 10.

¹⁰⁶ Department of Energy and Climate, correspondence, 13 March 2024, p 12.

¹⁰⁷ Submission 13, p 3.

¹⁰⁸ Submission 19, pp 6-7.

¹⁰⁹ Submission 17, p 3.

¹¹⁰ Submission 29, p 5.

¹¹¹ Department of Energy and Climate, correspondence, 15 March 2024, p 6.

proposed that the panel include a member with a background and focus that was relevant to their area of interest. These proposals are noted below.

LGAQ recommended that:

... local government has a dedicated voice and is an ex officio member of the Clean Economy Expert Panel, with the Minister to include a recommended appointment following consultation with the sector.¹¹²

WDRC added that:

... it makes sense to give local governments a dedicated voice on the expert panel and only by legislating that seat for local government will the rubber hit the road on decarbonisation.¹¹³

QRC recommended that the panel should include elected local representatives from resource communities as well as representatives from each of the sectors required to deliver an emission reduction plan under clause 12.¹¹⁴

FCA requested that the panel include a representative from the agricultural sector.¹¹⁵

QYPC recommended including a panel member with expertise in the impacts of climate change on young people or a representative of young people.¹¹⁶

CEIG recommended 'that the panel includes representatives from the renewable energy investment sector to ensure that the insights and needs of investors are adequately considered in decision-making processes.'¹¹⁷

QREC said 'representation from the renewable energy industry in that space as one of the key enablers would make significant sense'.¹¹⁸

Lion Energy recommended that the list of panel member qualifications 'include experience with hydrogen and alternative fuels'.¹¹⁹

UNAAR, WWF-Australia and Beyond Zero Emissions recommended that the panel incorporate knowledge and interests of First Nations peoples or that a First Nations expert should hold a position on the panel.¹²⁰

WWF-Australia and AMCS sought to exclude any persons from the panel that had specific connections to the fossil fuel industry.¹²¹

Some stakeholders proposed that a broader range of considerations be included in the panel members' qualifications and experience.

For example, the Queensland Farmers Federation encouraged industry representation to ensure the remit of the panel:

¹¹² Submission 9, p 6.

¹¹³ Public hearing transcript, Brisbane, 18 March 2024, p 31.

¹¹⁴ Submission 21, p 4.

¹¹⁵ Submission 8, p 1.

¹¹⁶ Submission 10, p 9.

¹¹⁷ Submission 11, p 3.

¹¹⁸ Public hearing transcript, Brisbane, 18 March 2024, p 22.

¹¹⁹ Submission 25, p 3.

¹²⁰ See submission 5, 19 and 22.

¹²¹ See submissions 19 and 20.

... includes a holistic view to include economic, social and environmental considerations in deliberations and advice. QFF would advocate that the best outcomes will be achieved through a partnership with industry and supporting farmers to innovate and continuously improve, rather than through legislation.¹²²

The Mining and Energy Union Queensland District submitted:

The panel's understanding of the socioeconomic dimensions of the emissions reduction targets would be especially enhanced by the appointment of members with expertise and experience in workforce transition policy and challenges.¹²³

AIP said that more relevant qualifications for panel members 'would be engineering, chemistry, physics and economics' as their task is technical.¹²⁴

WDRC provided several additional comments on, and proposed changes to the panel. These included:

- increasing the quorum of minimal panel members with relevant industry experience and qualifications to enhance the consultation with the Minister¹²⁵
- increasing the number of requirements that need to be met by each panel member from having '1 or more' to 'more than one'¹²⁶
- that the minimum number of representatives be raised from the current 2¹²⁷
- that the size of the panel be increased as 'The inclusion of further advisory bodies is necessary'¹²⁸
- a strong recommendation for the inclusion of panel experts from each affected industry¹²⁹
- clarification on how the panel will work with local governments and recommended that the panel have regular meetings with local government.¹³⁰

QRC also proposed that the panel be enabled to:

... look at what industries have achieved, they not only need to consider the technologies that are available ... and be aware of technologies that are available ... but also need to look at the relativities of the competitors in the market. If we are looking at LNG, what are the other producers of LNG that are supplying into the same markets that we are supplying into doing in terms of their emissions reduction goal. That is quite a difficult and complicated process. It is the sort of question that we would hope the expert panel would be resourced to get their teeth into and provide in their annual statement to parliament a bit of a progress report.¹³¹

In response to stakeholder comments regarding clause 16, the department stated:

The expert panel has a specific function and therefore a small number of members which are required to have expertise in climate-related matters and/or rural or regional development.

Clause 16(2) states that the Minister may appoint a person with qualifications or experience in the development of low-emission industries or another area the Minister considers relevant or necessary to support the panel.

¹²² Submission 30, p 4.

¹²³ Submission 35, p 2.

¹²⁴ Submission 29, p 5.

¹²⁵ Submission 2, p 5.

¹²⁶ Submission 2, p 6

¹²⁷ Submission 2, p 5.

¹²⁸ Submission 2, p 6.

¹²⁹ Submission 2, p 6.

¹³⁰ Submission 2, p 6.

¹³¹ Public hearing transcript, Brisbane, 18 March 2024, p 28.

...

There will be avenues for stakeholders to be consulted on the emissions reduction targets and reducing Queensland's greenhouse gas emissions, including through the development of sector plans and setting new interim targets. The expert panel may consult with industry and the community in preparing its advice to the Minister.¹³²

Committee comment

We acknowledge submitter suggestions for panel members to be appropriately qualified and have a range of demonstrated experience in the fields required by clause 16(2) of the Bill. We expect that appointed panel members will have the confidence of the related sectors from which their experience and qualifications are based.

¹³² Department of Energy and Climate, correspondence, 15 March 2024, pp 6-7.

Appendix A – Submitters

Sub #	Submitter
1	Insurance Council of Australia
2	Western Downs Regional Council
3	Masters Electricians Australia
4	ResourceCo
5	United Nations Association of Australia Queensland Division
6	Climate Council of Australia
7	National Electrical and Communications Australia
8	Farmers for Climate Action
9	Local Government Association of Queensland
10	Queensland Youth Policy Collective
11	Clean Energy Investor Group
12	Queensland University of Technology
13	Lock the Gate Alliance
14	Luminair Pty Ltd
15	Clean Energy Council
16	Canegrowers
17	Institute of Public Affairs
18	Queensland Renewable Energy Council
19	WWF-Australia
20	Australian Marine Conservation Society
21	Queensland Resources Council
22	Beyond Zero Emissions
23	Queensland Conservation Council
24	Solar Citizens
25	Lion Energy
26	Port of Brisbane Pty Ltd
27	Business Chamber Queensland
28	David Arthur
29	Australian Institute for Progress
30	Queensland Farmers Federation
31	Windlab
32	Fortescue
33	Australian Climate and Biodiversity Foundation
34	Queensland Electricity Users Network
35	Mining and Energy Union - Queensland Division

Appendix B – Officials at departmental public briefing on 4 March 2024

Department of Energy and Climate

- Paul Martyn, Director-General
- Carlye Sycz, Deputy Director-General, Climate Division
- Liz Young, A/Executive Director, Climate Division
- Gobind Kalsi, Director, Climate Division
- Rebecca Duffy, A/Director, Climate Division

Appendix C – Witnesses at public hearing on 18 March 2024

AgForce

- Dr Annie Ruttledge, Senior Policy Advisor
- Michael Allpass, Policy General Manager

Canegrowers

- Dan Galligan, Chief Executive Officer
- Michael Quirk, Manager of Environment & Sustainability

Queensland Conservation Council

- Clare Silcock, Energy Strategist

Lock the Gate Alliance

- Ellen Roberts, National Coordinator

WWF-Australia

- Ariane Wilkinson, Senior Manager - Climate and Energy Policy

Queensland University of Technology School of Law

- Professor Rowena Maguire, Director, Centre for Justice
- Dr Bridget Lewis, Director, Environmental and Social Governance Research Group

Luminair Pty Ltd

- Stefanie Wilson, Chief Executive Officer
- Kim Giliam, Chief Scientific Officer

ResourceCo

- Sam Marshall, Development Director

Queensland Renewable Energy Council

- Katie-Anne Mulder, Chief Executive Officer
- Andrew Brier, Chief Operating Officer

Queensland Resources Council

- Andrew Barger, Policy Director – Economics

Local Government Association of Queensland

- Alison Smith, Chief Executive Officer
- Nathan Ruhle, Manager - Intergovernmental Relations

Western Downs Regional Council

- Daniel Fletcher, General Manager, Community & Liveability

Isaac Regional Council

- Cr Kelly Vea Vea, Mayor-Elect

Appendix D – Abbreviations and acronyms

AMCS	Australian Marine Conservation Society
AIP	Australian Institute for Progress
The Bill	Clean Economy Jobs Bill 2024
CEIG	Clean Energy Investor Group
the committee	Clean Economy Jobs, Resources and Transport Committee
DESI	Department of Environment, Science and Innovation
FCA	Farmers for Climate Action
HRA	<i>Human Rights Act 2019</i>
ICA	Insurance Council of Australia
LGAQ	Local Government Association of Queensland
LSA	<i>Legislative Standards Act 1992</i>
NECA	National Electricity and Communications Association
OHCHR	Office of the High Commissioner for Human Rights
QCC	Queensland Conservation Council
QRC	Queensland Resources Council
QREC	Queensland Renewable Energy Council
QUT	Queensland University of Technology
QYPC	Queensland Youth Policy Collective
the panel	Clean Economy Expert Panel
UNAAQ	United Nations Association of Australia Queensland Division
WDRC	Western Downs Regional Council



Pat
WEIR MP
MEMBER FOR **CONDAMINE**



Statement of Reservation

LNP Members of the Clean Economy Jobs, Resources and Transport Committee

The LNP has always been committed to the conservation of our environment through genuine action and like most stakeholders to this Bill, support the ambition of reaching net zero emissions by 2050.

Since the release of the Energy and Jobs Plan, the LNP have consistently called on the Government to release modelling on emissions reduction targets yet are still waiting for the Government to deliver.

It is imperative environmental targets are more than an announcement. While ambitious, they must also be realistic, achievable and there must be transparency around the decision-making process. It will do our environment no good to set targets without action followed behind them to reach those targets.

While many stakeholders supported the general intent of the Bill, a number raised valid concerns regarding consultation. This was threefold; firstly, the way in which interim targets are reached, the creation of sector emissions reduction plans and the makeup of the Clean Economy Expert Panel.

The Bill specifies the Minister must consult with the Premier and Treasurer in deciding the interim targets, however without the legislated requirement to consult with regional and industry stakeholders, there is a lack of confidence this will happen. A top-down approach in this regard will unlikely reach the positive outcomes we require to make real progress.

Western Downs Regional Council sought further clarification how the 2040 and 2045 targets would be determined by the Minister, and whether there would be consultation with the regions and industry in that process. Their submission included, *“While the interim targets are important to reach the final goal of net zero by 2050, it is important for Council to understand what measures are in place to ensure that regional consultation will occur prior to the targets being set as per Section 6 of the Bill. Council appreciates the consideration given to rural and regional areas in Section 6.4 - 1 and would recommend the inclusion of industry stakeholder representation to inform the decision by the Minister. This will ensure that priorities are operationally and financially beneficial and achievable for regional and remote sectors that traditionally face a unique set of challenges.”*



Canegrowers reacted to the approach of the Government in this Bill, *“We would welcome your government’s assistance with implementing our policy [Climate Change policy], rather than imposing targets in a top-down manner.”*

Similarly, with the emissions reduction plans, the Minister responsible for the sector is not required to consult with the sector they are making the plan for. The Port of Brisbane, Queensland Farmers Federation, Canegrowers and LGAQ all raised the need to consult with the concerned sectors in the creation of these plans.

Finally, the lack of industry representation was also raised with the Clean Economy Expert Panel. LGAQ would like to have a dedicated voice on the Panel, others raised the need for industry to be represented. Queensland Resources Council recommended *“elected local representatives from resource communities as well as representatives from each of the sectors required to deliver an emission reduction plan under section 12”* be included in the Panel.

It is important to note the overwhelming majority of submitters were positive about how they can decarbonise their activities and become more sustainable. The clear message to the committee was that they just want to be treated with respect and to be viewed as genuine partners in achieving emissions reductions.

The LNP wants to see a pathway to net zero which involves working with industry, empowering individuals, and listening to communities across Queensland. We want to see government provide the right frameworks to make environmental action an opportunity, not an impost, to preserve what makes our state special for generations to come.

Pat Weir MP
Member for Condamine
Deputy Chair

Bryson Head MP
Member for Callide

Trevor Watts MP
Member for Toowoomba North