



QUEENSLAND PARLIAMENT **COMMITTEES**

Planning (Social Impact and Community Benefit) and Other Legislation Amendment Bill 2025

State Development, Infrastructure and Works Committee



Report No. 8

58th Parliament, June 2025

State Development, Infrastructure and Works Committee

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Chair's Foreword

I am pleased to present this report on behalf of the State Development, Infrastructure and Works Committee. The *Planning (Social Impact and Community Benefit) and Other Legislation Amendment Bill 2025* attracted considerable public interest as it sought to deliver on a number of key Government commitments, notably, the delivery of the 2032 Olympic and Paralympic Games, and how large-scale renewable energy projects are regulated in Queensland.

The committee heard first-hand accounts from local councils and residents who have been on the receiving end of large-scale renewable energy projects, and the impacts that the projects have on host communities. To ensure that the regional communities receive tangible, long-lasting benefits for hosting these large-scale projects, the Bill seeks to introduce a Community Benefit System into the *Planning Act 2016*. This provides the framework for community benefits to flow to regional communities who are hosting large-scale renewable energy projects.

This Bill was introduced at a pivotal moment in Queensland's growth, as our state prepares to host the 2032 Olympic and Paralympic Games and embarks on a period of major infrastructure delivery. The committee recognises that timely and coordinated planning is essential to meet Games deadlines, and that certainty in the approvals pathway will support government and private sector partners alike in delivering projects on time and within budget. The Bill includes provisions to streamline decision-making processes and clarify roles and responsibilities across delivery agencies. This balanced approach is necessary to ensure Olympic infrastructure not only meets international expectations but also leaves a positive legacy for Queenslanders.

Additionally, the Bill clarifies procedural requirements for the appointment of leadership positions at Economic Development Queensland, bringing the processes in line with other Government appointments.

The committee recommends that the Bill be passed.

On behalf of the committee, I thank all of the submitters as well as those who appeared at the public hearings, including the Parliamentary staff who helped coordinate these regional hearings.



Jim McDonald MP

Chair

Executive Summary

The Planning (Social Impact and Community Benefit) and Other Legislation Amendment Bill 2025 (Bill) was introduced by the Deputy Premier, Minister for State Development, Infrastructure and Planning and Minister for Industrial Relations, Hon Jarrod Bleijie MP, on 1 May 2025 and referred to the State Development, Infrastructure and Works Committee (committee) for examination and report by 20 June 2025.

The Bill has three key objectives:

- to introduce a 'community benefit system' into the Queensland planning framework by among other things, requiring a proponent to conduct a Social Impact Assessment and enter into a Community Benefit Agreement with the local government before lodging a development application for certain uses, which are to be prescribed by regulation. A consultation version of the draft regulation was tabled during the introductory speech and indicated that the Bill will apply to proponents seeking to develop wind farms and large-scale solar farms
- to improve administrative efficiency and flexibility of Economic Development Queensland Board operations
- to ensure the 2032 Olympic and Paralympic Games venues and villages are delivered in a timely manner and in a way that maximises the legacy benefits of the Games.

The committee has recommended that the Bill be passed.

There was significant public interest in the committee's inquiry. The committee considered over 700 submissions, several proforma submissions, and conducted 4 public hearings in Brisbane, Rockhampton and Biloela.

Community benefit system amendments

The committee received over 40 submissions from local government, renewable energy, legal and community stakeholders in relation to this part of the Bill. In summary, stakeholders submitted general support for the introduction of a community benefit system and the formalisation of community engagement requirements. However, some issues were raised about the practical implementation of the requirements. Key themes considered by the committee included:

- support for a community benefit system
- timing and mandatory nature of community benefit requirements
- whether existing mechanisms in the planning framework could be used instead
- calls for a coordinated and strategic approach to renewables investment
- mediation provisions in the Bill and Chief Executive powers
- scope of the consultation version of the draft planning regulation including the omission of Battery Energy Storage Systems, and the solar farm thresholds.

Economic development amendments

The Bill proposes to amend the *Economic Development Act 2012* to remove the specified grounds on which the chief executive officer of the Minister for Economic Development Queensland can be removed from office. The amendments bring the process in line with other government appointments.

Brisbane 2032 Olympic and Paralympic Games amendments

The Bill amends the *Brisbane Olympic and Paralympic Games Arrangements Act 2021* to make changes to governance, project delivery and planning pathways to enable the implementation of the 2032 Games Delivery Plan in time for the Games, with appropriate governance, oversight and process efficiency.

The committee received hundreds of submissions in relation to this part of the Bill, the majority of which focussed on amendments relevant to the Authority's responsibilities and powers, specifically the definitions of Authority venues contained in Schedule 1 of the Bill (including the identification of Victoria Park), and the streamlined planning pathway including the provision that provides that Games-related development, legacy use, or activity is taken as lawful despite several existing Acts.

Key themes considered by the committee included:

- Support for a streamlined planning pathway
- Removal of requirements to comply with certain legislation
- Appeals, reviews and civil proceedings
- Victoria Park and Redlands White Water Centre
- Aboriginal and Torres Strait cultural heritage matters
- Streamlined governance arrangements.

Legislative compliance

The committee concluded that the Bill complied with the *Legislative Standards Act 1992* and the *Human Rights Act 2019*.

Recommendations

Recommendation 1 5

The committee recommends that the Bill be passed.

Glossary

AOC	Australian Olympic Committee
Authority	Games Independent Infrastructure and Coordination Authority
BCC	Brisbane City Council
BESS	Battery Energy Storage Systems
Bill	Planning (Social Impact and Community Benefit) and Other Legislation Amendment Bill 2025
BOPGA Act	<i>Brisbane Olympic and Paralympic Games Arrangements Act 2021</i>
Brisbane OCOG	Brisbane Organising Committee for the 2032 Olympic and Paralympic Games
CBA	Community Benefit Agreement
CEO	Chief Executive Officer
Draft Planning Regulation	Planning (Social Impact and Community Benefit) and Other Legislation Amendment Regulation 2025
DSDIP	Department of State Development, Infrastructure and Planning
DSROPG	Department of Sport, Racing and Olympics and Paralympic Games
ED Act	<i>Economic Development Act 2012</i>
EDO	Environmental Defenders Office
EDQ	Economic Development Queensland
FLP	Fundamental Legislative Principle
GLG	Games Leadership Group
HRA	<i>Human Rights Act 2019</i>
IA	Infrastructure Agreement
LGAQ	Local Government Association of Queensland
LSA	<i>Legislative Standards Act 1992</i>

OCOG	Organising Committee of the Olympic Games
PCA	Property Council of Australia
PIA	Planning Institute of Australia
Planning Act	<i>Planning Act 2016</i>
QBA	Queensland Bar Association
QLS	Queensland Law Society
QREC	Queensland Renewable Energy Council
SIA	Social Impact Assessment
the Games	2032 Olympic and Paralympic Games
TMR	Department of Transport and Main Roads

1. Overview of the Bill and inquiry process

The Planning (Social Impact and Community Benefit) and Other Legislation Amendment Bill 2025 (Bill) was introduced by the Deputy Premier, Minister for State Development, Infrastructure and Planning and Minister for Industrial Relations, Hon Jarrod Bleijie MP, on 1 May 2025 and referred to the State Development, Infrastructure and Works Committee (committee) for examination and report by 20 June 2025.

1.1. Aims of the Bill

The Bill has three key objectives:

- to introduce a ‘community benefit system’ into the Queensland planning framework by among other things, requiring a proponent to conduct a Social Impact Assessment (SIA) and enter into a Community Benefit Agreement (CBA) with the local government before lodging a development application for certain uses, which are to be prescribed by regulation
- to improve administrative efficiency and flexibility of Economic Development Queensland (EDQ) Board operations; and
- to ensure the 2032 Olympic and Paralympic Games (the Games) venues and villages are delivered in a timely manner and in a way that maximises the legacy benefits of the Games.¹

1.1.1. Social impact and community benefit amendments

The Bill amends the *Planning Act 2016* (Planning Act), *City of Brisbane Act 2010*, *Local Government Act 2009*, *Planning and Environment Court Act 2016*, and the *Building Act 1975* to introduce a community benefit system into the Queensland planning framework by:

- requiring a proponent of certain developments to conduct a SIA and enter into a CBA with the local government before lodging a development application, with both documents submitted to the assessment manager as part of a properly made application
- providing for the Planning Regulation 2017 to prescribe the uses which require a SIA and CBA prior to lodging a development application
- providing a reserve power for the chief executive of the department administering the Planning Act to allow a development application to be lodged with an assessment manager without a SIA and/or CBA, as well as the authority to impose conditions for social impacts; and
- providing transitional provisions to clarify how the Planning Act and subsequent Planning Regulation amendments apply to a development application that has been made, or lodged, but not decided.

¹ Explanatory notes, pp 1, 3; Statement of compatibility, p 3.

A consultation version of the Planning (Social Impact and Community Benefit) and Other Legislation Amendment Regulation 2025 (Draft Planning Regulation)² was tabled by the Deputy Premier during the explanatory speech. The Draft Planning Regulation indicates that proponents seeking to develop wind farms and large-scale solar farms will be required to undertake a SIA and enter into a CBA with the local government before lodging a development application.

The department advised that the intent of these legislative amendments is to increase rigour and provide better alignment for assessment and approval processes between renewable energy projects and other resource projects.³

1.1.2. Economic development amendments

The Bill also proposes amendments to the *Economic Development Act 2012* (ED Act) to clarify procedural requirements for appointment and removal of the Chief Executive, an Acting Chief Executive and Board members, and to introduce the capacity to delegate Government Board member attendance at ED Board meetings.⁴

The explanatory notes state that the provisions will ‘enhance administrative efficiency and flexibility, enabling EDQ to drive meaningful progress and effectively advance government objectives.’⁵

1.1.3. Brisbane Olympic and Paralympic Games amendments

In relation to the *Brisbane Olympic and Paralympic Games Arrangements Act 2021* (BOPGA Act), the Bill makes a series of amendments to the governance, project delivery and planning pathways to enable the implementation of the 2032 Games Delivery Plan in time for the Games, with appropriate governance, oversight and process efficiency.⁶

As set out in the explanatory notes, the specific objectives of the amendments are to:

- streamline governance arrangements of the Brisbane Organising Committee for the 2032 Olympic and Paralympic Games Board (Brisbane OCOG) to support efficient and effective decision-making
- ensure the Queensland Government has appropriate oversight of the Brisbane OCOG and the Games Independent Infrastructure and Coordination Authority (Authority)
- ensure the functions and powers and composition of the Authority are appropriate for their intended purpose
- identify the endorsed venues and villages in line with the 2032 Games Delivery Plan
- remove references to the 100 Day Review as this is complete

² Consultation version – Planning (Social Impact and Community Benefit) and Other Legislation Amendment Regulation 2025, <https://www.parliament.qld.gov.au/Work-of-the-Assembly/Tabled-Papers/docs/5825T0428/5825t428.pdf>.

³ DSDIP, Correspondence, 12 May 2025, p 1.

⁴ Explanatory notes, p 6.

⁵ DSDIP, Correspondence, 12 May 2025, p 1.

⁶ DSDIP, Correspondence, 12 May 2025, p 1.

- remove the requirements to prepare a Transport and Mobility Strategy and Games Coordination Plan as these functions will be reallocated to Government departments, being the Department of Transport and Main Roads (TMR) and Department of Sport, Racing and Olympics and Paralympic Games (DSROPG), respectively; and
- streamline the planning approvals process for the development of, or relating to, venues or villages and games-related transport infrastructure identified in the Act.⁷

1.2. Inquiry process

There was significant public interest in the committee's inquiry. The committee considered over 700 submissions, as well as three form submissions, resulting in a total of 1,122 compliant submissions.⁸ See Appendix A - Submitters for a list of submitters.

The committee conducted a public briefing with officials from the Department of State Development, Infrastructure and Planning (DSDIP) and the Department of Sport, Racing and Olympics and Paralympic Games (DSROPG) on 12 May 2025.

The committee conducted public hearings in Rockhampton and Biloela on 2 June 2025, and in Brisbane on the 3 and 9 June 2025. See Appendix B – Officials at the public briefing in May 2025 for a list of witnesses.

The committee also conducted a site visit comprising an aerial inspection of wind farm and large-scale solar farm sites to understand the extent and scale of projects informing the community benefit aspects of the Bill on 2 June 2025.

All inquiry documents including submissions, hearing transcripts, written briefings, questions on notice, and supplementary information provided by inquiry participants are available on the inquiry webpage.⁹

1.3. Legislative compliance

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



1.3.1. Legislative Standards Act 1992

The committee considered the following fundamental legislative principles issues in considering each of the distinct areas of the Bill.

Social impact and community benefit amendments

- whether there is sufficient regard to the institution of Parliament, including for the delegation of legislative power only in appropriate cases and the authorisation of amendments to Acts only by another Act (in the context of Henry VIII clauses)
- whether legislation has been drafted in a sufficiently clear and precise way

⁷ Explanatory notes, p 2.

⁸ For A or variation of Form A – 213 submitters, Form B – 30 submitters, Form C or variation of Form C – 173 submitters.

⁹ See: <https://www.parliament.qld.gov.au/Work-of-Committees/Committees/Committee-Details?cid=272>

- the imposition of legislative obligations on individuals retrospectively
- legislation making rights and liberties, or obligations, dependent on administrative power only if the power is subject to appropriate review.

Brisbane Olympic and Paralympic Games amendments

- whether there is sufficient regard to the rights and liberties of individuals in relation to the removal of requirements for development, use or activity to meet requirements of certain acts.

Explanatory notes

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 Bill. As required under section 23(f) of the LSA, the explanatory notes identify provisions in the Bill that are inconsistent with fundamental legislative principles. However, in some instance, the notes do not include reasons for the inconsistency. The notes otherwise contain the information required and a sufficient level of background information and commentary to facilitate understanding of the Bill's aims and origins.

The committee concluded that the Bill complied with the *Legislative Standards Act*.



1.3.2. Human Rights Act 2019

The committee's examination of the Bill included consideration of the following human rights:

- right to freedom of movement¹⁰
- freedom of association¹¹
- freedom of expression¹²
- the right to take part in public life and the right of equal access to public office¹³
- the right to recognition and equality before the law
- right to property;¹⁴ and
- right to a fair hearing¹⁵

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.

The committee concluded that the Bill is compatible with human rights.

¹⁰ HRA, s 19.

¹¹ HRA, s 22(2).

¹² HRA, s 21.

¹³ HRA, s 23.

¹⁴ HRA, s 24; HRA, s 25.

¹⁵ HRA, s 31; Statement of compatibility, p 23.

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 that the Bill be passed.

2. Examination of the social impact and community benefit amendments

This section examines amendments relating to the introduction of a community benefit system into the planning framework.

2.1. What does the Bill propose

The Bill amends the Planning Act, *City of Brisbane Act 2010*, *Local Government Act 2009*, *Planning and Environment Court Act 2016*, and the *Building Act 1975* to introduce a 'community benefit system' into the state's planning approval framework for specific developments.

The Bill provides that developments that require a SIA will be prescribed by regulation.¹⁶ If a SIA is required, the development application must be accompanied by a SIA report and a CBA made with the local government/s in affected local government area/s.¹⁷

A consultation version of the Draft Planning Regulation was tabled during the explanatory speech and indicates that developers of wind farms and large-scale solar farms will be subject to the community benefit system proposed in the Bill. The draft regulation also identifies the assessment manager for different types of solar farm development, and transitional provisions for pre-existing solar farm applications.¹⁸

The Bill provides that the chief executive of the department administering the Planning Act to allow a development application to be lodged without a SIA and/or CBA, if the chief executive is satisfied it is appropriate, and if a SIA report states that the development will not have a social impact or will have a minor social impact.¹⁹ This notice would accompany the development application to be considered a properly made application. The Bill also provides reserve powers to the chief executive to impose community benefit conditions on any development approval.²⁰

The Bill defines social impact as a potential impact of a development, that is positive or negative, direct or indirect, or cumulative, on the 'social environment' of a local community, including impacts on: physical or mental wellbeing, livelihoods, values and access to services (e.g. education, emergency, health). A CBA is defined in the Bill as an agreement about providing or contributing towards infrastructure or another thing for the benefit of the community (e.g. training program, sports facility), or making a financial contribution to the community (e.g. donation to a community benefit fund).²¹

The Bill requires a CBA to be signed with the local government where the project is located, and any adjacent local government identified in the SIA as being affected by the development, and may involve: one or more developments, one or more local governments, one or more proponents or one or more public sector entities.²²

¹⁶ Bill, cl 21, proposed new s 106T.

¹⁷ Bill, cl 10.

¹⁸ See consultation draft regulation.

¹⁹ Bill, cl 21, proposed new s 106ZE.

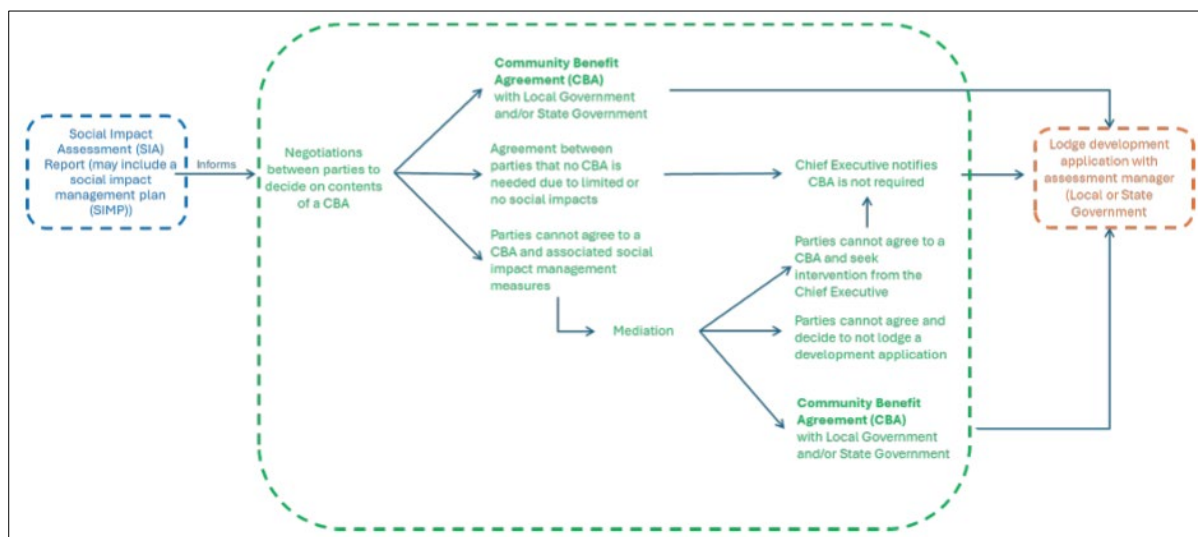
²⁰ Bill, cl 21, proposed new s 106ZF.

²¹ Bill, cl 21, proposed new s 106Y.

²² Bill, cl 21, proposed new s 106Z.

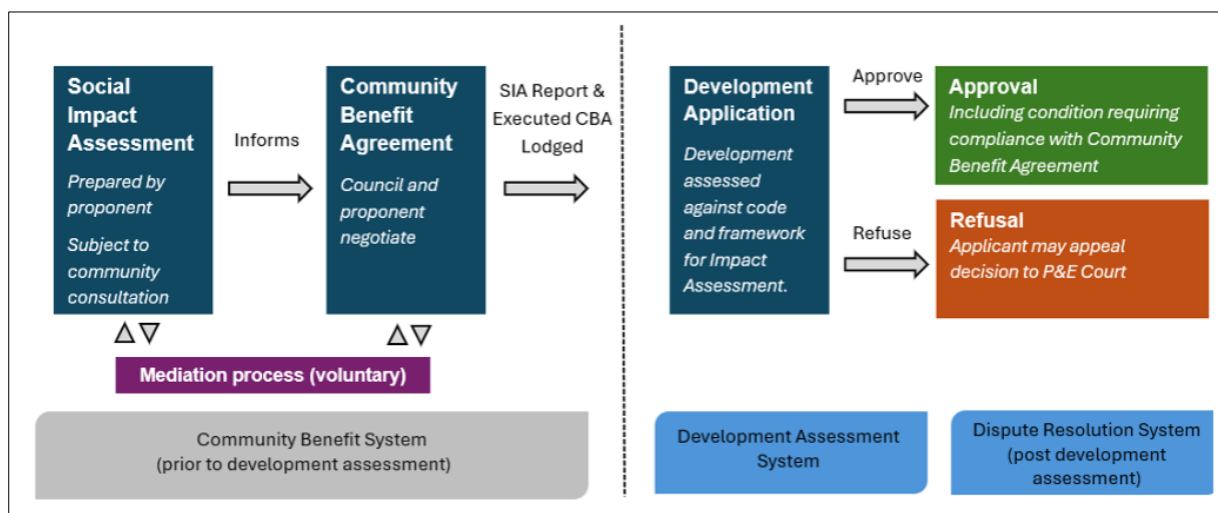
For financial contributions paid under a CBA, the relevant local government/s would be required to use the funds for that purpose.²³ Where a local government and another entity have been unable to agree on a community benefit agreement, the Bill provides that at their request, the chief executive may refer them to a voluntary mediation process to seek to reach an agreement.²⁴

The diagram below provides an overview of the CBA process.²⁵



Source: Department of State Development, Infrastructure and Planning, *Fact Sheet – Community Benefit Agreement*.

The diagram below illustrates the proposed community benefit system in relation to the existing development assessment and dispute resolution processes.²⁶



Source: Department of State Development, Infrastructure and Planning, *Fact Sheet – Bill Overview*.

²³ Bill, cl 21, s 106ZL.

²⁴ Bill, cl 21, proposed new ss106ZB, 106ZC.

²⁵ Department of State Development, Infrastructure and Planning, *Fact Sheet – Community Benefit Agreement*, p 2, https://www.planning.qld.gov.au/__data/assets/pdf_file/0015/100356/factsheet-community-benefit-agreement.pdf.

²⁶ Department of State Development, Infrastructure and Planning, *Fact Sheet – Bill Overview*, p 2, https://www.planning.qld.gov.au/__data/assets/pdf_file/0014/100355/factsheet-bill-overview.pdf.

2.2. Government consultation on the amendments

The explanatory notes state that consultation relating to the proposed introduction of a community benefit system commenced in February 2025 and included:

- a ‘weekly meeting of the State Agency Working Group’ made up of ‘a range of state government departments’
- ‘several local governments and the Local Government Association of Queensland (LGAQ)’, with 2 technical workshops at the officer level and a separate meeting for the Mayors and Chief Executive Officers to provide an explanation of the policy
- three ‘peak industry body group meetings’ to ‘inform stakeholders of the operation of the community benefit system and government policy directions.’²⁷

DSDIP also advised that this consultation focused on renewable energy projects and that:

- additional meetings were held independently with the Department of the Premier and Cabinet, Queensland Treasury, the Department of Trade, Employment and Training and the Department of Natural Resources and Mines, Manufacturing and Regional and Rural Development ‘to understand and address key policy, legislative interface and implementation matters’
- the briefing sessions to peak industry bodies included the following organisations
 - Clean Energy Council
 - Queensland Renewable Energy Council
 - Clean Energy Investor Group
 - Queensland Farmers Federation
 - AgForce
 - Association of Mining and Exploration Companies
 - Australian Energy Producers
 - Queensland Resources Council
- informal liaison with representatives of the Planning Institute of Australia Queensland Division was also undertaken in March 2025 and in April 2025.²⁸

2.3. Briefing material provided by department

In briefing material provided to the committee, the DSDIP set out the following rationale for the introduction of a community benefit system:

The introduction of the community benefit system will require proponents to invest time and effort into building social licence with a host community and local government (as a minimum) in advance of the formal development assessment process. The community benefit system will also ensure that local governments, on behalf of the communities that they represent, are empowered to make decisions and negotiate outcomes around community

²⁷ Explanatory notes, pp 11-12.

²⁸ DSDIP, correspondence, 9 May 2025, p 12.

*benefits prior to development assessment, enabling positive legacy outcomes for affected local and regional host communities.*²⁹

Frontloading the requirement for proponents to build social licence with communities before a development application is made provides certainty to all stakeholders on minimum mandatory requirements under the Queensland planning framework to undertake community consultation as part of social impact assessment process.

In summary, the amendments will facilitate:

- *community awareness of renewable energy proposals subject to the community benefit system prior to development assessment*
- *consideration of the social impact of renewable energy development on host communities*
- *a formal mechanism to undertake the social impact assessment process*
- *proponents building social licence with host communities*
- *a formal mechanism for achieving community benefit and positive legacy for host communities*
- *a consistent assessment of wind farm and large-scale solar farm development across Queensland.*³⁰



2.4. Stakeholder Submissions and Department Advice

The committee received over 40 submissions from local government, renewable energy, legal and community stakeholders in relation to this part of the Bill. In summary, stakeholders submitted general support for the introduction of a community benefit system and the formalisation of community engagement requirements. However, some issues were raised about the practical implementation of the requirements. Key themes raised by submitters are discussed below.

2.4.1. Support for a community benefit system

The majority of submissions relating to these amendments provided in principle support for the introduction of a formal community benefit system within the planning framework.³¹

Submitters from the local government sector generally welcomed the proposed amendments. The LGAQ identified the Bill as a significant step forward and one that responded directly to the calls of Queensland councils over many years. The LGAQ submitted that the bill enables local government, as the level of government closest to the community, to secure community benefits for their regions which are hoped to last for generations to come.³²

At its hearing in Rockhampton, the committee heard from the Mayor of Isaac Regional Council who spoke of the challenges faced in the Isaac region. The Mayor submitted that

²⁹ DSDIP, Fact Sheet – Bill Overview, pp 4-5.

³⁰ DSDIP, Correspondence, Fact Sheet – Bill Overview, pp 4-5.

³¹ See for example: QELA, submission 425, p 1; DSDIP, correspondence, 5 June 2025, p 3-5.

³² Alison Smith, LGAQ, Public Hearing Transcript, Brisbane, 9 June 2025, p 2.

renewable energy investments can have significant impacts on host communities and that the existing legislative frameworks which regulate the sector are no longer fit for purpose:

*In Isaac, we do welcome renewable investment but the speed, scale and complexity of the transition is running well ahead of the rules meant to manage it. Currently, our regions have no tools or framework to guide development, minimise impacts or maximise benefit for the people and communities that are at the forefront of the renewables boom. Our region has 12 approved renewable projects and seven in the pipeline. ... This level of development is significant. The impacts on the ground are significant, but the legislative framework has not kept up.*³³

The Mayor of Isaac Regional Council spoke to the nature of the impacts faced by communities as a result of renewable projects, which included workforce, housing and infrastructure pressures. She also spoke of councils having a lack of power to enforce benefit arrangements, and communities and families being divided as a result of inconsistent and inadequate consultation process and opaque benefit agreement processes:

*We currently have no formal power to enforce social or community benefit commitments and many developments continue without clear or consistent expectations around how they will contribute to the regions and where their projects are being built, and that is to the detriment of the communities and it is also to the detriment of the industry. The lack of consistency and transparency around consultation, approvals and benefit schemes has resulted in a lot of communities, councils and families being divided, mistrusting and unsupportive.*³⁴

Through submissions and at its public hearings in Biloela and Rockhampton, the committee heard directly from individuals who spoke of their experiences as neighbouring land holders to large renewable projects. They voiced concerns about inadequate engagement and consultation processes and of impacts not being fully identified and appropriately addressed. They also spoke of detrimental impacts to the health and wellbeing of community members and divisions within community circles as a result of such projects.³⁵

2.4.2. Timing and mandatory nature of community benefit requirements

While there was broad support for a community benefit system, there were mixed views on the timing and mandatory nature of the requirements, particularly the need to prepare a social impact assessment and enter into a community benefit agreement *prior* to the lodgement of a development application.³⁶

³³ Mayor Kelly Veä Veä, Isaac Regional Council, Public Hearing Transcript, Rockhampton, 2 June 2025, p 12.

³⁴ Mayor Kelly Veä Veä, Isaac Regional Council, Public Hearing Transcript, Rockhampton, 2 June 2025, p 12.

³⁵ Public Hearing Transcript, Biloela, 2 June 2025; Public Hearing Transcript, Rockhampton, 2 June 2025. See for example submission nos. 235, 497, 498.

³⁶ See for example, submission 427, 428, 439.

Generally, those supporting the proposed timing in the Bill were of the view that it would ensure proponents engage early with communities, build social licence and identify and manage impacts early on. In their view, this would achieve greater transparency and certainty of process for communities and affected parties.

However, the committee also heard from submitters from the renewable energy and local government sector, that the proposed timing was impractical and could result in unintended consequences.³⁷ As summarised by the DSDIP in the response to submissions, their grounds for concern included the time ‘delays impacting and extending project delivery, costs/time invested where development does not obtain approval, perceived inconsistency with other development types requiring similar processes, and a lack of understanding of the full scope of the project due to potential changes in project parameters over time, and an inability to seek or secure grant funding.’³⁸

By way of example, the Queensland Renewable Energy Council (QREC) told the committee that the approach was unprecedented and community benefit requirements would be better embedded within the development assessment process itself, rather than before it:

*We are particularly concerned by the requirements to complete an SIA and a CBA before lodging a development application. This approach is unprecedented. We recommend that these be embedded within the DA [Development Application] assessment process, in line with other jurisdictions and the resources sector. This would avoid prematurely binding landholders, reserve local government resources for credible projects, enable a more integrated, staged process aligning CBAs, impact assessment and conditioning.*³⁹

QREC also submitted that often the parameters of the project are not fully understood until later in the development process, and that this could lead to the SIA and CBA having to be revised multiple times before an application is ready for approval.⁴⁰ Central Highlands Regional Council expressed a similar concern, submitting that the SIA and CBA will occur before the detailed reports and plans have become available at the development assessment stage, and that this information is key to appropriately understanding impacts and potential solutions.⁴¹

The committee heard from a panel of renewable energy companies at its public hearing in Rockhampton, as well as several submitters, who expressed similar sentiments.⁴² By way of example, Ark Energy advised of anticipated cost increases and delays to projects and suggested that the social impact assessment should be part of a development

³⁷ See for example, Gladstone Regional Council, submission 419; Townsville City Council, submission 427, p 2.

³⁸ DSDIP, correspondence, 5 June 2025, p 7. See for example, Clean Energy Investor Group, submission 443, p 1.

³⁹ QREC, submission 428.

⁴⁰ QREC, submission 428, p 15.

⁴¹ Central Highlands Regional Council, submission 409, p 2.

⁴² Public hearing transcript, Rockhampton, 2 June 2025, pp 1-4.

assessment process and that a community benefit agreement a condition of a development consent.⁴³

In response, DSDIP advised that the timing of the community benefit system as proposed in the Bill ensures proponents build social licence with host communities in advance of a development application being lodged, meaning that 'commitments made by proponents to respond to social impacts and deliver community benefit are formalised in binding agreement'. DSDIP stated that 'this approach is expected to achieve greater accountability of proponents and improved transparency of process.'⁴⁴

DSDIP also advised that the 'introduction of a community benefit system prior to development application supports early community engagement, builds social licence, identifies and manages social impacts, and allows the identification of community benefit and positive legacy relevant to the local content and project.'⁴⁵

2.4.3. Calls for existing mechanisms in the planning framework to be used

Some submitters opposed the need for CBAs indicating that there are other mechanisms, already within the planning framework, that could be used to achieve similar community benefits.⁴⁶

By way of example, the Queensland Law Society (QLS) suggested that the existing Infrastructure Agreement (IA) framework could be used to achieve broad community benefits. QLS submitted that it would be more efficient and cost effective to use the existing processes.⁴⁷ Others argued that making the renewable development subject to impact assessment is sufficient as it would have already undergone significant community consultation and impacts would have already been assessed through the SIA process.⁴⁸

In response, DSDIP advised that the 'provisions for CBA have been established with consideration for the existing provisions for Infrastructure Agreements under the Planning Act. DSDIP advised that the provisions for a CBA are distinct and different to an IA as they have broader scope and function that IAs currently provide for under the Planning Act.'⁴⁹ Furthermore, DSDIP stated that the Bill provisions recognise that delivery of community benefit can involve more than the delivery of physical infrastructure or financial contributions.'⁵⁰

⁴³ Ark Energy, Public hearing transcript, Rockhampton, 2 June 2025, pp 1-4.

⁴⁴ DSDIP, correspondence, 5 June 2025, p 4.

⁴⁵ DSDIP, correspondence, 5 June 2025, p 4.

⁴⁶ DSDIP, correspondence, 5 June 2025, p 7.

⁴⁷ QLS, submission 515, p 5; QBA, submission 581, p 8; QELA, submission 425, p 3-4.

⁴⁸ DSDIP, correspondence, 5 June 2025, p 7.

⁴⁹ DSDIP, correspondence, 5 June 2025, p 8.

⁵⁰ DSDIP, correspondence, 5 June 2025, p 8.

2.4.4. Calls for a coordinated and strategic approach

Several submitters called for a broader regional approach to impact assessment and benefit sharing.⁵¹ Several submitters suggested that a project-by-project approach to impact assessment and negotiation of CBAs could lead to resourcing challenges for councils or result in stakeholder fatigue within communities as a result of multiple and overlapping engagement processes associated with project assessment.⁵²

The LGAQ told the committee that they did not see that the Bill creates an additional burden but rather add a community benefit negotiation role for them, and that this was something that they wanted to do. The LGAQ continued that there is sufficient flexibility in the Bill for Councils to determine whether a social impact assessment is or is not needed, and that will come down to what their community needs are.⁵³

The LGAQ recommended that the government ensure a coordinated approach to the development of renewable energy initiatives across State Government agencies, including the development of a renewable energy roadmap, a mandatory code of conduct for renewable energy proponents, a social licence toolkit, as well as changes to statutory and non-statutory planning instruments.⁵⁴ Similar sentiments on the need for a coordinated approach were also expressed by other stakeholders from the local government and energy sectors.

2.4.5. Clarification on mediation and Chief Executive powers

The Bill provides for a mediation process where CBAs cannot be reached, and a reserve power for the Chief Executive to allow a development application to be lodged without a SIA or CBA and establishes authority to impose conditions for social impacts.

Inquiry participants raised several matters relating to the mediation process proposed in the Bill as well as the circumstances when the Chief Executive can decide that a SIA/CBA is not required.

In summary, while the principle of a mediation process was supported, several submitters called for more clarity on what constitutes 'reasonable agreement', what triggers the need for mediation, and the process for when mediation is not successful.⁵⁵ Some suggestions included defining timeframes for mediation, defining processes for escalation to the Chief Executive, and clarity on what is defined as reasonable.

By way of example, the LGAQ submitted that the proposed amendments in the Bill describe the proposed mediation process but are not explicitly clear on what process

⁵¹ See for example, QREC, submission, 15; LGAQ, submission 517, p 9, 21; Central Highlands Regional Council, submission 409, p 3. See also Ark Energy, Public hearing transcript, Rockhampton, 2 June 2025, pp 1-4.

⁵² See for example, QREC, submission 428, p 16.

⁵³ Alison Smith, LGAQ, Public Hearing Transcript, Brisbane, 9 June 2025, p 3.

⁵⁴ LGAG, submission 517, p 5.

⁵⁵ DSDIP, correspondence, 5 June 2025, p 8. See also, EDO, submission 516, p 6; LGAQ, submission 517, p 11; Central Highlands Regional Council, submission 409, p 2; Clean Energy Council, submission 455, p 15-16; QREC, submission 428, p 31-32.

should be followed if a party withdraws from mediation prior to agreement.⁵⁶ The LGAQ also expressed reservations about the Bill requiring all parties to agree to seek mediation, suggesting that either party should have the ability to request mediation.⁵⁷

Inquiry participants put forward a number of alternate options for requesting a mediator including making an application through the Planning and Environment Court or an alternative registrar.⁵⁸



2.4.6. FLP issue – Institution of Parliament and rights and liberties of individuals

The committee considered the chief executive powers set out in the Bill as part of its consideration of fundamental legislative principles, specifically whether the legislation is drafted in a sufficiently clear and precise way.⁵⁹

The Bill provides that the chief executive may give a notice to the applicant for a development application or change application stating that a SIA report or community benefit agreement is not required. The section goes on to say that a regulation may ‘prescribe matters for this section’.⁶⁰ This is a fairly wide lawmaking power to be given to the executive. The phrase ‘prescribe matters for this section’ is not used in any legislation currently in force in Queensland.⁶¹ It is more usual for the primary legislation to specify the types of things that can be prescribed.

Proposed new section 106ZE includes ‘procedures for the giving of a notice’ as a matter that may be prescribed in regulation. However, there is no further guidance given in the Bill for other matters that may be prescribed under the power in proposed new section 106ZE. To ensure the Parliament is fully cognisant of the legislative powers it is delegating, it would be best practice for the clause to specify the types of matters that can be prescribed.

An indication of what matters would be prescribed pursuant to section 106ZE can be ascertained from the Consultation version of the draft Planning Regulation which prescribes the procedures for giving notices,⁶² and provides for matters that the chief executive may consider in deciding whether it is appropriate in the circumstances for a development application or change application to be made without a SIA report or CBA.⁶³



2.4.7. FLP issue – Administrative power review

The Bill limits a person’s right to review particular decisions, including those made by the chief executive under proposed new sections 106ZE and 106ZF of the Planning Act.⁶⁴

⁵⁶ LGAQ, submission 517, pp 11-12.

⁵⁷ LGAQ, submission 517, p 12.

⁵⁸ DSDIP, correspondence, 5 June 2025, p 10. See also, EDO, submission 516, p 6.

⁵⁹ LSA, s 4(3)(k).

⁶⁰ Bill, cl 21 (Planning Act, new s 106ZE).

⁶¹ A search of Office of Queensland Parliamentary Counsel website was conducted on 12 May 2025.

⁶² See consultation draft regulation, cl 12 (Planning Regulation 2017, new s 51M).

⁶³ See consultation draft regulation, cl 12 (Planning Regulation 2017, new s 51N).

⁶⁴ See also Bill, cl 21 (Planning Act, s 106ZJ); Bill, cl 30 (*Planning and Environment Court Act 2016* (P&E Court Act), new s 12A). Limits on appeals relating to amendments to the BOPGA Act are discussed above. See also the TSS human rights brief on the Bill.

The committee therefore considered the principle that rights and liberties, or obligations, are dependent on administrative power only if the power is subject to appropriate review.⁶⁵

As noted above, the chief executive has discretion under the Bill to provide a notice to an applicant stating that an SIA or a CBA is not required for the application.⁶⁶ The Bill limits the applicant's review rights because if an applicant does not receive a notice from the chief executive stating that a SIA report or CBA is not required, or receives a notice which includes a direction to impose a stated community benefit condition on any development approval, the Bill provides that the applicant is unable to start a Planning and Environment Court proceeding seeking a declaration about the decision.⁶⁷

The explanatory notes acknowledge that the provisions may limit the rights and liberties of individuals, and the notes highlight that:

- If the chief executive gives a direction to impose a condition, the chief executive must prepare a report that explains the nature of the direction and the matters the chief executive considered in making the direction. The Minister must table a copy of the report within 14 sitting days after the direction is given.
- The applicant may appeal against a condition imposed on the development approval under a direction of the chief executive.⁶⁸

2.4.8. Local government roles and resourcing

Submissions from the local government and industry identified several issues relating to local government roles and resourcing matters.

Submitters recognised the varying degrees of expertise and resourcing within the local government sector including varying abilities to negotiate and enter into CBAs. Some inquiry participants called for greater supports for local government including standardised templates and guidance for SIA/CBA to ensure consistency and aid in the development of skills and expertise.⁶⁹

Several inquiry stakeholders, primarily from the local government sector, called for enforcement compliance measures be included in the Bill for CBAs including penalties for non-compliance and financial securities. Some submitters suggested that local governments can struggle to do anything more than react to compliance complaints.⁷⁰

By way of example, the LGAQ recommended that the additional legislative or regulatory clarity be provided, to ensure, among other things clear penalty regime is established and

⁶⁵ LSA, s 4(3)(a).

⁶⁶ See Bill, cl 21 (Planning Act, s 106ZE).

⁶⁷ See Bill, cl 28 (P&E Act, amended s 11, new (3)).

⁶⁸ Explanatory notes, p 10; Bill, cl 21 (Planning Act, new s 106ZJ).

⁶⁹ See for example LGAQ, submission 517, p 14, Central Highlands Regional Council, submission 409, p 4; Townsville City Council. Submission 427, p 2.

⁷⁰ Central Highlands Regional Council, submission 409, p 2.

imposed for noncompliance with a CBA (including fines and public disclosure of noncompliance).⁷¹

Several inquiry participants indicated support for the provisions in the Bill that would enable a local government to recover costs, however, for some, this provision was not considered sufficient and should go further. Other stakeholders, primarily from the energy sector, did not support the provision and called for greater transparency and clarity on fees that may be passed onto proponents.⁷²

Several inquiry participants from the local government sector called for local governments to be concurrence agency for the purpose of project assessment and have statutory input into the assessment and decision making for renewable energy development, while others suggested that local government become a referral agency. It is important to note that concurrence and referral agency arrangements are established within the Planning Regulation which could be a matter outside of the scope of the Bill.⁷³

2.4.9. Transitional arrangements

Inquiry participants expressed a range of issues in relation to the transitional arrangements proposed by the Bill, particularly as they relate to projects currently in the application process, but not yet decided.

Representatives from the energy sector submitted that the arrangements could lead to delays and disruptions to projects, particularly in cases where existing applications are no longer properly made. Concerns were also raised that the proposed framework may allow new SIA and CBA requirements to be retroactively applied. Energy stakeholders also indicated that the proposals could hinder or slow current and future investment decisions and potentially affect energy generation in the state.⁷⁴

Submissions from local governments provided mixed feedback on the transitional provisions. Some suggested that existing development applications should be subject to SIA and CBA requirements and for some applications to be called in⁷⁵, while limited support was stated for changes to the proposed provisions to require minor change applications to be subject to SIA and CBA.⁷⁶



2.4.10. FLP issue - Regulation about pre-existing applications – Henry VIII clause

Whether a Bill has sufficient regard to the institution of Parliament depends on whether, for example, the Bill authorises the amendment of an Act only by another Act.

⁷¹ LGAQ, submission 517, p 6.

⁷² DSDIP, correspondence, 5 June 2025, p 14.

⁷³ See for example, Local Government Association of Queensland, Public hearing transcript, Rockhampton; DSDIP, correspondence, 5 June 2025, p 14.

⁷⁴ DSDIP, correspondence, 5 June 2025, p 17. See for example, Clean Energy Investor Group, submission 443, p 2, QREC, Public hearing transcript, Brisbane, 3 June 2025.

⁷⁵ See for example, Gladstone Regional Council, submission 419, p 3.

⁷⁶ DSDIP, correspondence, 5 June 2025, p 17.

The regulation may, for example, provide that a properly made application is taken not to be properly made and not to have been accepted. It may also alter the time periods stated in the Planning Act for assessing and deciding the pre-existing applications and may provide that the pre-existing application lapses after a stated period.⁷⁷

This is a Henry VIII clause as it allows a regulation to effectively amend an Act.⁷⁸ The presence of a Henry VIII clause can indicate that a Bill does not have sufficient regard to the institution of Parliament.⁷⁹ If used, a Henry VIII clause should be justified.⁸⁰

The explanatory notes identify the issue with a regulation overriding the Planning Act,⁸¹ but do not provide justification for it. It may be that the Bill includes the Henry VIII clause because it is likely there will only be a limited number of pre-existing applications that would be affected by the relevant provisions each time a development requiring SIA is prescribed and it would be easier for the government to amend a regulation, if needed, rather than an Act, to deal with any different circumstances.

2.4.11. Scope of draft Planning Regulation - Battery Energy Storage Systems and Solar Energy provisions

Several submitters raised comments relating to the scope of the draft Planning Regulation. This included the absence of provisions relating to Battery Energy Storage Systems (BESS) development, and the proposed solar farm thresholds that would trigger the need for a SIA and CBA.⁸²

Several submissions, including the LGAQ called for BESS to be included as part of legislative reforms.⁸³ Submitters considered that BESS uses will become more common in coming years and they saw its omission from the draft Regulation as a gap in the existing legislative framework.⁸⁴ There were mixed views as to whether BESS should be subject to the SIA and CBA proposed by the Bill.⁸⁵

Submitters offered mixed commentary on the proposed thresholds which would trigger the application of the community benefit system and determine the corresponding assessment manager from local government to SARA for prescribed renewable energy projects, namely solar farms.⁸⁶

⁷⁷ Bill, cl 21 (Planning Act, new s 106U).

⁷⁸ A Henry VIII clause is 'a clause of an Act of Parliament which enables the Act to be expressly or impliedly amended by subordinate legislation or Executive action'. The Scrutiny of Legislation Committee (SLC), *The use of "Henry VIII clauses" in Queensland legislation*, 1997, p 56.

⁷⁹ See LSA, s 4(4)(c).

⁸⁰ See, for example, SLC, *The use of "Henry VIII clauses" in Queensland legislation*, p 38.

⁸¹ See explanatory notes, p 9.

⁸² See for example, Clean Energy Council, submission 455, p 15-16; Arrow Energy, submission 456, p 3; Townsville City Council, submission 427 p 3; Gladstone Regional Council, submission 419, p 2.

⁸³ Central Highlands Regional Council, submission 409, p 3.

⁸⁴ See for example, Townsville City Council, submission 427, p 3.

⁸⁵ See for example, Gladstone Regional Council, submission 419, p 2; QREC, submission 428, p 22-23; LGAQ, submission 517, p 5, 12; Central Highlands Regional Council, submission 409, p 3.

⁸⁶ DSDIP, correspondence, May 2025, p 15. See for example, Townsville City Council, submission 427, p 2.

Mixed feedback was received. While some supported the proposed 1MW and 2ha threshold proposed within the draft Planning Regulation, others argued that it was too low. Submissions suggested a range of alternative minimum thresholds up to 30MW.⁸⁷

2.4.12. Committee comment

Committee comment



The committee benefit system proposed by the Bill introduces two key components, a social impact assessment (SIA) process which is then to inform a community benefit agreement (CBA) between a proponent and a local government.

The Bill provides that developments requiring an SIA and CBA will be prescribed by regulation. The draft regulation tabled during the explanatory speech indicates that certain renewable energy developments, specifically wind and large-scale solar farms, are to be subject to these processes. Renewable energy development is a growing industry and can have significant impacts on host communities. The committee heard of impacts not being appropriately managed, of inadequate consultation and engagement processes, and of division in communities as a result.

The committee considered the views of the inquiry stakeholders and agreed that the community benefit system proposed within the Bill responds directly to the calls of local governments, enabling and empowering them to negotiate and make decisions around community benefits and deliver positive outcomes for the communities that they represent.

It is clear that there is broad support for a community benefit system, however, it must be acknowledged that there was mixed feedback on some aspects relating to the practical application of the requirements, particularly around the timing and mandatory nature of the CBA. The committee is satisfied, that the timing proposed within the Bill is appropriate, although this was not a unanimous position.

The committee acknowledges the varying resource levels and skills sets within Queensland's local government sector and encourages the government to ensure that local governments are provided with sufficient guidance and tools to support negotiations.

The committee also considers it important that in the process of negotiating CBAs, clear obligations - coupled with performance guarantees including decommissioning requirements, ought to be embedded within the agreements to bring certainty to all parties to the agreement.

⁸⁷ Arrow Energy, submission 456, p 3; Clean Energy Council, submission 455, p 7.

The committee also wishes to note evidence provided from stakeholders relating to the inclusion of Battery Energy Storage Systems (BESS) developments and solar farm thresholds which trigger the requirement for a SIA and CBA. The committee considers that these aspects should be further considered in the finalisation of the draft Planning Regulation. The committee encourages the Department of State Development, Infrastructure and Planning to carefully consider the views put forward to this inquiry, in the finalisation of the draft Planning regulation.

3. Economic development amendments

This section examines amendments relating to the *Economic Development Act 2012* (ED Act).

3.1. What does the Bill propose

The Bill proposes to amend the ED Act to remove the specified grounds on which the Chief Executive Officer (CEO) (and acting CEO) of the Minister for Economic Development Queensland (MEDQ) can be removed from office. Similar amendments are proposed in relation to

- the executive officer (and acting executive officer) of the EDQ employing office
- appointed board members of EDQ.⁸⁸

The amendments omit the grounds currently specified in the ED Act by which individuals can only be removed. The grounds differ slightly depending on the position, but may include, for example, if the individual has:

- engaged in inappropriate or improper conduct in an official capacity or in a private capacity that reflects seriously and adversely on the office, or
- become incapable of performing their functions, or
- neglected their duties or performed them incompetently, or
- been otherwise disqualified under the ED Act from continuing in the position.)⁸⁹

The amendments to the ED Act enable the Governor-in-Council to remove these office holders at any time, without specifying the grounds for removal.

The Bill also provides for a proxy for EDQ Board members, allowing the proxy to attend and vote at EDQ Board meetings, and be counted for the purposes of whether a quorum is present.

According to the explanatory notes, these changes are to 'support the Queensland Government's commitment to refocus EDQ on delivering homes in Priority Development

⁸⁸ Bill, cl 41 (ED Act, amended s 134).

⁸⁹ See ED Act, s 32V (removal as CEO). Similar grounds exist in relation to removal of the executive officer (s 32ZP) and appointed board members (s 134).

Areas, to increase housing supply'.⁹⁰ In the Explanatory Speech introducing the Bill, the Deputy Premier stated that amendments to the ED Act will:

...promote increased administrative efficiency, flexibility and allow Economic Development Queensland to work effectively towards the government objective of releasing land across Queensland to deal with the housing crisis. [...] With a sharp focus on making land attractive for development and bringing EDQ back to its core business of residential, industrial and commercial development, we can deliver a place to call home for more Queenslanders and a place to do business."

3.2. Government consultation on the amendments

According to the explanatory notes the Chair of the ED Board was consulted on the proposed amendments to the ED Act.⁹¹

3.3. Stakeholder views and departmental advice

Four submissions addressed the power of the Governor in Council to dismiss the CEO and Economic Development Board members from Rainforest Reserves Australia, QShelter, SEQ Alliance and Environmental Defenders Office (EDO).⁹²

As summarised by the department, comments broadly related the amendments focusing on the Governor in Council's authority to dismiss the CEO and board members. Submissions also raised issues beyond the Bill's scope, such as Priority Development Areas, conflict of interest disclosure, and the Board's skills matrix.⁹³ Some stakeholders questioned why the current model/criteria was no longer relevant/required to achieve the purpose as stated by the Deputy Premier.⁹⁴

By way of example, the EDO stated that:

This change has the effect of removing the current requirement that the removal be "on the Minister's recommendation" (currently, the Minister for State Development, Infrastructure and Planning and Minister for Industrial Relations), and the requirement that it meets one of the criteria set out in subsections 32(v)(a)-(d). Instead, dismissal would be at the Governor in Council's (that is, the Cabinet's) sole discretion. Reasons for removing this additional layer of accountability have not been provided.⁹⁵

In response, the department advised that the Under the Queensland Executive Council Handbook, the Governor in Council has broad powers under various Acts to:

- appoint and remove Chief Executives and board members of statutory bodies
- approve or revoke subordinate legislation
- make decisions on matters such as land acquisition, project commencements, and administrative arrangements.

⁹⁰ Explanatory notes, p 2.

⁹¹ Explanatory notes, p 12.

⁹² See submission nos. 423, 432, 482 and 516.

⁹³ DSDIP, correspondence,

⁹⁴ Submission 516, p. 16.

⁹⁵ Submission 516, p. 16.

In Queensland, the Governor in Council has the power to appoint and dismiss members of various statutory boards, commissions and authorities such as the Board of the Crime and Corruption Commission and Hospital and Health Boards. The department also advised that the amendment to the ED Act aligns with similar provisions in the *Workers' Compensation and Rehabilitation Act 2003* and the *Hospital and Health Boards Act 2011*, aiming to enhance flexibility in governance and streamline decision-making processes.

Regarding suggestions of fixed terms for the CEO and Board members, the department confirmed that there is currently a fixed term requirement of no more than five years under the ED Act. The department also confirmed that the expertise and qualifications of Board members and their sectoral experience and qualifications are published on the EDQ website, as is the case for the EDQ Advisory Panel.⁹⁶



3.3.1. Human Rights issue – Right to a fair hearing

The amendments to the ED Act may limit the right to a fair hearing⁹⁷ and the right to take part in public life⁹⁸ because individuals can be removed from their position based on any ground and at any time. This raises issues of natural justice and procedural fairness.

Notably, the ED Act does not contain a review or appeals process for these decisions, nor is there provision for an individual to present their case as to why they should not be removed from office.⁹⁹ While the provisions do not limit who can access these public appointments initially, potentially the ability to remove someone on any ground and at any time may limit access to public office more broadly.

The purpose of the provisions according to the statement of compatibility is to provide increased administrative efficiency of the EDQ Board and the MEDQ.¹⁰⁰ The explanatory notes also consider the provisions will allow EDQ more flexibility to 'work effectively towards Government objectives.'¹⁰¹

There is a rational connection between the limitations and the purpose – allowing the Governor in Council to remove the CEO, executive officer or appointed board members without establishing statutory grounds under the ED Act is likely to be a quicker, more efficient process with less administrative burden. Potentially, this will allow more time for EDQ to work towards the government's objectives.

⁹⁶ DSDILGP, correspondence, 5 June 2025, p 19.

⁹⁷ Section 31 of the HRA provides that a person charged with a criminal offence or a party to a civil proceeding has the right to have the charge or proceeding decided by a competent, independent and impartial court or tribunal after a fair and public hearing. The term 'civil proceeding' is not defined in the HRA and case law and commentary suggests that this right can extend to civil proceedings which are administrative in character.

⁹⁸ Section 23(2) of the HRA provides that every eligible person has the right, and is to have the opportunity, without discrimination to have access, on general terms of equality, to the public service and to public office.

⁹⁹ Note also that the *Public Sector Act 2022* does not apply to appointments of a CEO or executive officer under the ED Act. While the ED Act does not contain review or appeal provisions, this does not prevent other avenues for appeal (for example, under the *Judicial Review Act 1991*).

¹⁰⁰ Statement of compatibility, p 2.

¹⁰¹ Explanatory notes, p 6.

Committee comment

On balance, the committee is satisfied that the provisions that potentially limit the right to a fair hearing, are demonstrably justified, noting the purpose of increased administrative efficiency, and the government objective of releasing land across Queensland to increase housing supply.

4. Brisbane Olympic and Paralympic Games amendments

4.1. Background

Following Brisbane's election as host of the 2032 Olympic and Paralympic Games in July 2021, the BOPGA Act established the Brisbane OCOG Board to 'undertake and facilitate the organisation, conduct, promotion and commercial and financial management of the Games'.¹⁰² The BOPGA Act was later amended with the primary purpose of establishing the Games Venue and Legacy Delivery Authority to ensure Queensland's readiness to successfully host and maximise the legacy and benefits from the Games. The Games Venue and Legacy Delivery Authority commenced operations on 1 July 2024.

In November 2024, the Games Venue and Legacy Delivery Authority was renamed the Games Independent Infrastructure and Coordination Authority (the Authority), and it was required to conduct a comprehensive review and to map out infrastructure and transport needs for Queensland and the Games within 100 days. The 100 Day Review Brisbane 2032 Olympic and Paralympic Games Infrastructure Report (100 Day Review Report) was completed and provided to the Queensland Government on 8 March 2025.¹⁰³

The 100 Day Review Report included key recommendations related to the Brisbane OCOG and the Authority which the government accepted:

- establish whole-of-Games governance, including mobilising the proposed Games Leadership Group and Games Executive Group, replacing the existing Government Partners' Leadership Group and Government Partners Executive Group
- review and streamline strategic governance groups to enhance efficiency and effectiveness of decision making, including considerations to reduce membership on the Brisbane OCOG's Board
- clearly define the roles and responsibilities for villages planning, delivery and governance
- explore delivery models that drive efficiencies and enable infrastructure delivery by the fixed timeline of the Games
- leverage existing mechanisms to ensure that planning and other approval requirements are obtained in a timely and efficient manner as are typically utilised for major projects of State significance and public benefit; and

¹⁰² Department of State Development, Infrastructure and Planning, correspondence, 9 May 2025, p 2.

¹⁰³ DSDIP, correspondence, 9 May 2025, p 3.

- secure streamlined funding approval processes and timeframes.¹⁰⁴

On 25 March 2025, the Queensland Government delivered its 100 Day Review Report and the government's 2032 Delivery Plan.¹⁰⁵ According to the explanatory notes, following the release of the 2032 Delivery Plan, the Government's focus now moves to the delivery of the venues and villages to ensure Queensland can meet its obligations as Host City for the 2032 Olympic and Paralympic Games and maximise legacy and benefits from the Games.¹⁰⁶

4.2. What does the Bill propose

The Bill amends the BOPGA Act to make changes to governance, project delivery and planning pathways to enable the implementation of the 2032 Games Delivery Plan in time for the Games, with appropriate governance, oversight and process efficiency.¹⁰⁷

The proposed amendments are set out below.

4.2.1. Authority role and function

The Bill proposes to amend the main functions for the Authority to be:

- to seek 1 or more allocations of funding from the Queensland Government for each authority venue
- to deliver each authority venue in time for the Brisbane 2032 Olympic and Paralympic Games in accordance with the allocated funding for the authority venue
- to monitor the delivery of other venues; and
- to ensure compliance with the relevant games agreements to the extent they relate to the delivery of an authority venue.¹⁰⁸

The Bill also introduces new provisions that allow the Chief Executive of the department to ask the Authority for information, to inspect an authority venue to assess progress made and attend meetings to discuss progress made in delivering 1 or more authority venues.¹⁰⁹

4.2.2. Authority Board composition

The Bill proposes to amend provisions relating to composition of the Board of the Authority to remove the limitations on who can be nominated to be on the Board.

The Bill requires the Authority to obtain State Government funding for development of Authority Venues. The Bill proposes to provide that the Authority does represent the State. The Bill also proposes to remove the provisions that relate to the 100 Day review.¹¹⁰

¹⁰⁴ Explanatory notes, p 3.

¹⁰⁵ DSDIP, correspondence, 9 May 2025, pp 2-3.

¹⁰⁶ Explanatory notes, p 3.

¹⁰⁷ DSDIP, correspondence, 9 May 2025, p 1.

¹⁰⁸ DSDIP, correspondence, 9 May 2025, p 8.

¹⁰⁹ DSDIP, correspondence, 9 May 2025, p 8.

¹¹⁰ DSDIP, correspondence, 9 May 2025, p 8.

4.2.3. Appointment of Chief Executive Officer of the Authority

The Bill proposes to provide that the Minister may, after consulting with the Board, appoint a CEO. The Bill provides that:

- the Board must give the Minister a list of recommended nominees identified by conducting a recruitment process; and
- the person appointed by the Minister must be a nominee recommended by the Board.¹¹¹

4.2.4. Authority responsibilities and powers

In relation to Authority responsibilities and powers, the Bill:

- provides new definitions for the venues and villages, including Authority Venues, Other Venues, Villages and introduces a new definition for Games-related transport infrastructure
- removes the requirement for the Authority to prepare a Transport and Mobility Strategy
- removes the requirement for the Authority to prepare a Games Coordination Plan
- removes the land acquisition powers afforded to the Authority
- provides that:
 - any development for Authority Venues, Other Venues, Villages or Games-related transport infrastructure listed in the Bill, are lawful and not subject to compliance or approval under the Planning Act or other stated legislation
 - they are not subject to statutory appeals or judicial review or any other legal proceedings that may delay the delivery of the venues and villages
 - all venues and villages will be required to comply with necessary building and safety requirements.
- includes a modified process for Aboriginal and Torres Strait Islander cultural heritage matters. It sets out a process that incorporates engagement and consultation with relevant parties and preparation of a cultural heritage management plan in the event parties cannot be identified or agreement cannot be reached within defined timeframes; and
- includes a framework to enable a contribution to be recovered towards infrastructure costs for the development of the villages. Other existing infrastructure charging frameworks under other Acts will not apply.¹¹²

As identified in the Government's 2032 Delivery Plan, the Bill removes the requirement of the Authority to prepare a Games Coordination Plan. This function is intended to be led by the Department of Sport, Racing and Olympic and Paralympic Games.¹¹³

¹¹¹ DSDIP, correspondence, 9 May 2025, p 9.

¹¹² DSDIP, correspondence, 9 May 2025, p 9.

¹¹³ DSDIP, correspondence, 9 May 2025, p 9.

Only Authority Venues and other Venues are listed in the Bill at this time. The department advised that it is intended that as detailed design of the Olympic Villages and further detail of Games-related transport infrastructure progress, subsequent amendments will be undertaken for their inclusion.¹¹⁴

The department advised that venues, games related infrastructure and transport infrastructure projects listed in the Bill's schedules or future schedules will be required to prepare rigorous planning and technical impact assessment documentation (e.g. stormwater, noise & amenity, traffic and transport impact assessment, etc.) that would ordinarily be required for State-delivered infrastructure projects for Government assessment. The department advised that this may include further engagement with the community and Local Governments as required for particular projects dependent upon the scale and complexity of impacts for delivery and/or legacy uses.¹¹⁵

4.2.5. Games Leadership Group

The 100 Day Review Report recommended establishing whole-of-Games governance, including through mobilising a proposed Games Leadership Group (GLG). The department advised that the GLG will 'provide strategic direction and ensure the delivery of the Games vision, strategic objectives and Olympic Host Contract obligations required to deliver the Games; and resolve critical cross-partner issues'.¹¹⁶

The functions of the GLG will include:

- approving and overseeing the implementation of the whole-of-Games vision, strategic objectives and Games Delivery Partner roles and responsibilities
- overseeing and ensuring the collective delivery of Olympic Host Contract obligations for the Games, including change control
- considering, advising on, and resolving critical, complex and strategic cross-partner issues
- ensuring the Games benefit from, and contribute to, national, state and local strategies and objectives
- leveraging and promoting the benefits of the Games
- reinforcing a unified approach and positive public narrative on strategic Games matters.¹¹⁷

The Bill provides that both the Brisbane OCOG and the Authority have regard to decisions of the Games Leadership Group in carrying out their respective statutory functions. The Bill provides that the Games Leadership Group must include:

- at least one representative of the Queensland Government
- at least one representative of the Commonwealth Government
- at least one representative of the Brisbane City Council

¹¹⁴ DSDIP, correspondence, 9 May 2025, p 10.

¹¹⁵ DSDIP, correspondence, 9 May 2025, p 10.

¹¹⁶ DSDIP, correspondence, 9 May 2025, p 10.

¹¹⁷ DSDIP, correspondence, 9 May 2025, p 10.

- at least one representative of the Brisbane OCOG; and
- at least one representative of the Authority.¹¹⁸

4.2.6. Brisbane 2032 Organising Committee Board

The 100 Day Review Report recommended that strategic governance groups were streamlined to enhance efficiency and effectiveness of decision making, including through the reduction of the Brisbane OCOG Board's membership.¹¹⁹ In response, the department advised that the Bill reduces the total number of directors on the Brisbane OCOG's Board from 24 to 15 by:

- reducing the maximum number of independent directors from five to up to three
- reducing Queensland Government nominations from four to one
- reducing Australian Government nominations from four to one
- reducing Australian Olympic Committee (AOC) representatives from three to two.

The explanatory notes state that by adjusting the Brisbane OCOG's Board, the size of the Board will be more aligned with Sydney 2000 organising committee (15) and London 2012 organising committee (18) boards.¹²⁰

In addition to a reduction in the total number of directors on the Brisbane OCOG's Board, the Bill:

- reduces the number of Vice Presidents on the Brisbane OCOG Board from six to one, being the director nominated by the responsible Queensland Minister
- ensures the three key local government areas involved in the Games, Brisbane City Council (BCC), City of Gold Coast and Sunshine Coast Council can each nominate one director to the Brisbane OCOG Board
- removes certain requirements for the appointment of Brisbane OCOG Board directors, including:
 - that 50 per cent of nominated directors be women
 - that at least one of the independent directors is Aboriginal or Torres Strait Islander
 - that BCC, AOC and Paralympics Australia are consulted prior to the appointment of independent directors; and
 - that the Prime Minister is given notice of the proposed appointment of a nominated director and does not raise issue with the appointment within 14 days.¹²¹

The department advised that removing the provision which requires 50% of nominated directors to the Brisbane OCOG's Board are women is justified as the BOPGA Act will continue to require that nominating entities consider the Queensland Government's policy about gender equity on boards.¹²²

¹¹⁸ DSDIP, correspondence, 9 May 2025, p 10.

¹¹⁹ DSDIP, correspondence, 9 May 2025, p 10.

¹²⁰ DSDIP, correspondence, 9 May 2025, p 10.

¹²¹ DSDIP, correspondence, 9 May 2025, p 11.

¹²² DSDIP, correspondence, 9 May 2025, p 11.

The Bill also requires that a Queensland Government officer attends all Brisbane OCOG Board meetings and Brisbane OCOG Board Committee meetings as an observer and receives all papers that another director would receive. The department advised that this amendment is proposed to ensure that Games governance arrangements are reflective of who bears the most risk in the delivery of the Games.¹²³

The Bill also provides that both the Brisbane OCOG and the Authority have regard to decisions of the Games Leadership Group in carrying out their respective statutory functions.¹²⁴

4.3. Government consultation on the Bill

The explanatory notes state:

*The amendments are required to ensure timely delivery of the venues and villages for the Games, in line with the publicly released 2032 Delivery Plan. The 100 Day Review was informed by over 5,800 public submissions which assisted in the identification of the venues and villages and other matters in the 2032 Delivery Plan published on 25 March 2025.*¹²⁵



4.4. Stakeholder views

The committee received hundreds of submissions as well as several proforma campaign submissions in relation to this part of the Bill. The majority of submissions focussed on amendments relevant to the Authority's responsibilities and powers, specifically the definitions for the Authority venues (including the identification of Victoria Park and Redland White Water Centre as a venue) and the streamlined planning pathway proposed by the Bill. Key themes raised during the inquiry process are discussed below.

4.4.1. Support for a streamlined planning pathway

Several organisations voiced support for the amendments which provide a streamlined pathway for development. These submitters highlighted the importance of delivering games infrastructure in time for the Games. These organisations included, but are not limited to, the Council of Mayors South East Queensland, Planning Institute of Australia (PIA), Property Council of Australia (PCA) and Infrastructure Association of Queensland and Civil Contractors Federation Queensland Limited.¹²⁶

By way of example, the PIA told the committee that it supports the need to streamline planning, delivery, and management processes for Olympic venues and villages to enable timely delivery. The PIA also emphasised that it is essential that good planning outcomes remain embedded within the Games planning framework to uphold community trust and confidence.¹²⁷ To that end, PIA recommended that clear processes be established to

¹²³ DSDIP, correspondence, 9 May 2025, p 11.

¹²⁴ Explanatory notes, p 7.

¹²⁵ Explanatory notes, p 12.

¹²⁶ See for example, Council of Mayors South East Queensland, submission 476; Property Council of Australia, submission 479; Infrastructure Association of Queensland, submission 460; Planning Institute of Australia, submission 468, p 2.

¹²⁷ PIA, submission 468, p 1.

ensure stakeholders are informed and involved in the planning and delivery of 2032 Games venues and infrastructure:

*This would include working with local governments to integrate venues and infrastructure into their planning schemes and infrastructure plans and to maximise legacy outcomes for the community. It would also include providing a public statement of intent, identifying how venues and infrastructure development responds to its local context and how it addresses key planning issues such as environment and infrastructure.*¹²⁸

The CEO of the Council of Mayors of South East Queensland (CoMSEQ) agreed that time was of the essence and that there was a need to get on with delivering the Delivery Plan, so that targets and importantly legacy outcomes could be delivered for the community.¹²⁹

The PCA also expressed particular support for a streamlined planning pathway. They submitted that the Bill provides important clarity as to which venues will be delivered for the 2032 Games and hence fall under the requirements of the Bill, and specific references to housing as the post-Games legacy use for athletes' villages, which will support Queensland's ongoing response to the housing crisis.¹³⁰

4.4.2. Removal of requirement to comply with certain legislation

While many submitters supported streamlined planning processes, others raised concerns about the provision that provides that Games-related development, legacy use, or activity is taken as lawful despite the following Acts:

- *City of Brisbane Act 2010*
- *Coastal Protection and Management Act 1995*
- *Economic Development Act 2012*
- *Environmental Offsets Act 2014*
- *Environmental Protection Act 1994*
- *Fisheries Act 1994*
- *Integrated Resort Development Act 1987*
- *Local Government Act 2009*
- *Nature Conservation Act 1992*
- *Planning Act 2016*
- *Queensland Heritage Act 1992*
- *Regional Planning Interests Act 2014*
- *South-East Queensland Water (Distribution and Retail Restructuring) Act 2009*
- *Vegetation Management Act 1999*; and
- *Water Supply (Safety and Reliability) Act 2008.*¹³¹

¹²⁸ PIA, Public briefing transcript, Brisbane, 3 June 2025, p 46.

¹²⁹ Mr Smith, CoMSEQ, Public hearing transcript, Brisbane, 9 June 2025, p 18.

¹³⁰ Property Council of Australia, submission 479, p 3.

¹³¹ Bill, cl 66, proposed new s 53DD.

Some stakeholders expressed concern that the proposed legislation undermines the rule of law by allowing development for Games' venues to proceed without complying with Queensland's established planning, environmental, heritage, and other relevant laws. Submitters also expressed views that all development, including that related to the Games, should uphold community health, well-being, and social equity—and be subject to the same safeguards and scrutiny as any other project. Stakeholders argued that removing these requirements risks serious and irreversible impacts on local communities, wildlife (including vulnerable species such as koalas), heritage values, and the broader environment.¹³²

The QLS considered 'the need for fast-tracking the development of Olympics-related infrastructure to meet the requirements of hosting this momentous event' but noted that:

*...some of the provisions suggested, particularly the removal of the application of any development assessment considerations (except those relating to building works), coupled with the removal of any civil proceeding rights, are to our knowledge unprecedented in Queensland and have the potential to cause a number of adverse consequences.*¹³³

In response, the department acknowledged that the project facilitation provisions in the Bill do change the way legislation specified in those provisions will apply to the delivery of authority venues and related infrastructure. However, the department confirmed that the amendments do not allow for unchecked development:

*The amendments do not allow for unchecked development on those sites. Appropriate standards and development impacts can be addressed during the design and construction phases for the sites. Proposals will also be required to ensure building work on the sites complies with applicable standards.*¹³⁴

4.4.3. Statutory appeals or judicial review or any other legal proceedings

The proposed amendments include a provision that would preclude a person from 'starting a civil proceeding' about a development, use or activity if there is a reasonable prospect that the proceeding will prevent the timely delivery of an Olympic venue, village or games related transport infrastructure.¹³⁵

Several inquiry participants expressed concerns with this amendment. The Queensland Bar Association (QBA) submitted that in their experience, such a provision was unprecedented. They also submitted that the provisions may incidentally, albeit unintentionally, extend to proceedings involving the state as a litigant.¹³⁶

The QBA stated that there appears to be a 'challenge to the institutional integrity of the Supreme Court by state legislation.'¹³⁷ The QBA advised that the High Court has authority

¹³² See for example, submission 405, submission 706 -Form C, submission 571 – Form B.

¹³³ Submission 515, p 2.

¹³⁴ Department Response to Submissions, p. 21.

¹³⁵ Bill, s 53DD(3).

¹³⁶ Public Hearing Transcript, Brisbane, 3 June 2025, p 35.

¹³⁷ Public Hearing Transcript, Brisbane, 3 June 2025, p 35.

to strike down such legislation. Beyond legal technicalities, the more serious issue is what happens when people are denied access to independent courts or tribunals to resolve their disputes, arguing that this goes against the core principle of the rule of law.¹³⁸

The QBA advised of several practical issues relating to new s 53DD(3). In summary, this included that the provision could be used to prevent commercial entities involved in delivering Olympic Infrastructure from seeking to promptly resolve commercial disputes by way of litigation, and that if that litigation is stymied, the contractor-plaintiff may not be able to commence work on another Olympic venue because it has not been able to recover funds owed in relation to the first one.¹³⁹ Furthermore, the limitation on commencing proceedings, namely that “there is a reasonable prospect it will prevent the timely delivery of Olympic [infrastructure]”, could be difficult to enforce and will not stop litigation occurring. The QBA also submitted that it is difficult to see how the provision would prevent litigation being commenced in the Federal Court of Australia and there is no definition of what constitutes a ‘civil proceeding’.¹⁴⁰

The QBA and QLS agreed that there are other mechanisms that could be considered and/or employed to see the effective determination of civil cases that would maintain adherence to the rule of law. Alternative mechanisms included:

- fast-tracking rules of litigation for relevant proceedings
- addressing the process of disclosure of documents
- legislation promoting summary determination or guillotine orders for breach of fast-track rules and directions, for instance, non-compliance with an order results in a proceeding being dismissed or, alternatively, noncompliance results in fixed costs orders, payable with a short timeframe or a defence is struck out—mechanisms that require legislation in order to see to the timely determination of disputes.
- the creation of a special Olympics list similar to the commercial list in the courts, in consultation with the Chief Justice of the Supreme Court; alternatively, the creation of a special Olympics court;¹⁴¹ and,
- giving the court the power to require leave to bring a proceeding in a circumstance and then give some relevant consideration to the court so the court maintains control/sovereignty but also can deal with valid matters that need to be progressed in order to affirm rights.¹⁴²

The QBA noted that there is longstanding precedent for specialists’ courts requiring such expedition, for example, the Queensland Court of Disputed Returns. Thus, there are

¹³⁸ Public Hearing Transcript, Brisbane, 3 June 2025, p 35.

¹³⁹ Bar Association of Queensland, submission 581, p 6.

¹⁴⁰ Bar Association of Queensland, submission 581, p 6.

¹⁴¹ Bar Association of Queensland, Public Hearing Transcript, Brisbane, 3 June 2025, p 36.

¹⁴² QLS, Public Hearing Transcript, Brisbane, 3 June 2025, p 37.

mechanisms to see to the quick resolution of disputes without actually preventing those disputes from ever being commenced in a court.¹⁴³



4.4.4. FLP issue – Rights and liberties of individuals – Various

Fundamental legislative principles require that legislation has sufficient regard to the rights and liberties of individuals.¹⁴⁴ Whether legislation has regard to the rights and liberties of individuals depends on whether, for example, the legislation is consistent with the principles of natural justice, does not confer immunity from proceeding or prosecution without adequate justification, and has sufficient regard to Aboriginal tradition and Island custom.¹⁴⁵

The Bill provides that any development for authority venues, other venues, games related transport infrastructure or villages listed in the bill are lawful and not subject to approval under the Planning Act 2016 or other relevant acts listed. Accordingly, the provisions confer immunity on a person carrying out the development, use or activity.¹⁴⁶

By providing that specified development, uses and activities are lawful despite the provisions of specified Acts, the Bill removes rights and processes, such as those relating to notification, consultation and appeals, that would generally be available, including under the Planning Act.

The explanatory notes acknowledge that the Bill is potentially inconsistent with fundamental legislative principles in that it may not have sufficient regard to the rights and liberties of individuals, and more specifically in that it confers immunity from proceeding and may not have sufficient regard to Aboriginal tradition and Island custom.¹⁴⁷

With respect to the inconsistency with fundamental legislative principles, the explanatory notes state:

*To the extent that the provisions in the legislation will remove the usual approval and review processes there is justification for such a position, given the need to deliver the venues for the 2032 Games and to meet existing contractual commitments in that regard. The Bill provides for an alternative regime for addressing Aboriginal and Torres Strait Islander cultural heritage matters and sets requirements to ensure building work is subject to appropriate controls.*¹⁴⁸

Committee comment



The committee acknowledges that the Bill's declaration of lawfulness is inconsistent with fundamental legislative principles. The committee, although not unanimously, considers this departure to be justified by the imperative to

¹⁴³ Public Hearing Transcript, Brisbane, 3 June 2025, p 36.

¹⁴⁴ LSA, s 4(2)(a).

¹⁴⁵ LSA, s 4(3)(b), (h), (j); explanatory notes, p 11. See the Technical Scrutiny Secretariat human rights brief for a discussion of cultural matters.

¹⁴⁶ Bill, cl 66 (BOPGA Act, new s 53DD(2)(c)).

¹⁴⁷ Explanatory notes, p. 11.

¹⁴⁸ Explanatory notes, p 11.

complete the venues, villages, and Games-related transport infrastructure in time for the 2032 Brisbane Olympic and Paralympic Games.

Noting the objective of the amendments as set out in the explanatory notes, the committee is satisfied that the Bill has sufficient regard to the rights and liberties of individuals.

4.4.5. Victoria Park and Redlands White Water Centre

The committee received many submissions and form submissions opposing the development of a stadium at Victoria Park, and to a lesser extent the Redlands White Water Centre.

In summary, groups including Save Victoria Park and Springhill Community Group in Brisbane Residents United submitted that the Victoria Park site is significant to Aboriginal peoples and holds immense value for Brisbane's broader community and inner CBD residents.¹⁴⁹ Submitters also indicated that Victoria Park is a culturally and historically important space, and 'part of the story of Brisbane'.¹⁵⁰ Submitters told the committee that the Victoria Park site, Barrambin, was a camping ground and a place where people congregated, with a long history of cultural use predating colonisation.¹⁵¹

Several submitters noted that the park has both local and state heritage listings.¹⁵² Submitters such as the Queensland Conservation Council and Save Victoria Park argued that the Bill overrides these cultural heritage considerations for the sake of development and the temporary benefits of an Olympic event.¹⁵³ Submitters also raised traffic and road safety concerns, noting the site's proximity to the Royal Brisbane and Woman's Hospital and several local schools.¹⁵⁴ Submitters also raised issues with construction activities and later stadium events, and the potential disruption to the surrounding community.¹⁵⁵

At the committee's public hearing Save Victoria Park outlined the reasons for the group's concerns and argued that the streamlined planning approval process and the removal of requirements from certain legislation, was 'stripping the community of democratic rights to have a say, or challenge major developments that will have a long-term impact on their lives'.¹⁵⁶

At the public hearing, the committee heard from Aunty Sandra King who spoke of the cultural significance of the area and stated that to put an Olympic stadium on the site would mean destroying a significant part of the history First Nations people in

¹⁴⁹ Submission 86; Spring Hill Community Group, Submission 421.

¹⁵⁰ Submission 86. Submission 211.

¹⁵¹ Sandra King, Public Hearing, p 24; Save Victoria Park, Submission 437.

¹⁵² QCC, Public Hearing, p 17; Submission 487 (Save Victoria Park), p 3; Submission 86; Submission 421.

¹⁵³ QCC, Public Hearing, p 17; Submission 487 (Save Victoria Park), p 3.

¹⁵⁴ See for example, Submission 706 – Form C.

¹⁵⁵ Submission 437 (Save Victoria Park), p 9; Submission 86.

¹⁵⁶ Ms Andrea Lunt, Save Victoria Park, Public Hearing Transcript, 3 June 2025, p 25.

Queensland.¹⁵⁷ If the stadium build were to go ahead, Auntie Sandra suggested that a ‘cultural heritage shelter’ be set up on the precinct so to give First Nations peoples the opportunity to engage in truth-telling and to ‘help people to understand the history of Brisbane’.¹⁵⁸

Submitters also noted that both venues are home to various native animals that will be displaced, and that development will result in the destruction of ecosystems and cause irreparable damage to the environment.¹⁵⁹ Conservation and animal rescue groups warned they are already under strain due to increasing demand from ongoing land clearing.¹⁶⁰

The removal of trees was also raised as a concern. Submitters noted that Victoria Park contains trees that predate European settlement, and that the removal of large mature trees will result in negative flow-on effects for biodiversity.¹⁶¹ Development and tree removal would also increase heat retention and reduce air quality.¹⁶²

Several submitters to the inquiry opposed the Redland White Water Centre as an Olympic venue, suggesting that there were other more appropriate sites, such as the facility in Penrith.¹⁶³ In summary, relevant submitters expressed concern at the potential impacts to koala habit, local flooding, and local heritage.¹⁶⁴

At the public hearing, representatives from the Birkdale Progress Association told the committee that the Redland’s White Water Centre is to be built next to two state heritage listed icons - Willard’s Farm and the World War II radio receiving station. It is also next to bushland that is home to endangered wildlife, including koalas and greater gliders.¹⁶⁵

Departmental advice

At the public briefing, officials from DSDIP advised that Authority and developers will still be required to undertake detailed planning and analysis of Games projects, and that these processes would not exclude community engagement:

... authority venues, other venues or games related transport infrastructure or villages listed to be lawful and not subject to approval under the Planning Act or the other stated relevant acts. Venues and villages are required to comply with necessary building and safety requirements. The Games Independent Infrastructure and Coordination Authority and other proponents developing projects will still be required to undertake detailed planning, technical analysis, environmental analysis, costing and other processes required. GIICA will then submit that to the Queensland government for assessment, which then will be subject to approval and funding. For GIICA to carry out the amendments, that does not preclude the need for detailed planning and assessment and

¹⁵⁷ Sandra King, Public Hearing, p 24.

¹⁵⁸ Sandra King, Public Hearing, p 24.

¹⁵⁹ Submission 499 (Marcus Foth); Submission 433; Submission 332, p 6; Submission 422.

¹⁶⁰ See for example, Submission 332.

¹⁶¹ See for example, Submission 86; Submission 214.

¹⁶² See for example, Submission 86; Submission 214.

¹⁶³ See for example, Submission 571 – Form A.

¹⁶⁴ Public hearing transcript, Brisbane, 9 June 2025.

¹⁶⁵ Mr Spence, Birkdale Progress Association, Public hearing transcript, Brisbane, 9 June 2025, p 6.

*considerations to be undertaken or community engagement to be undertaken, from planning through delivery ahead of the games. It just provides that streamlined pathway so that there are not ways that projects can be unduly delayed and to put at risk their delivery in time for the games.*¹⁶⁶

Committee comment



The committee acknowledges the views of the many submitters who opposed the development of Victoria Park and Redlands White Water Centre as Olympic venues. While the committee has noted these concerns, it must be made clear that the purpose of the project facilitation provisions in the Bill is to enable the timely delivery of authority venues and related Olympic infrastructure.

The committee's role is not to re-examine individual venue decisions set out in the 2032 Delivery Plan. The committee notes that those decisions were informed by the 100 Day Review.

The committee does however believe that there is an opportunity to ensure that planning, analysis and processes undertaken by the Authority in the development of projects upholds the public interest and ensures communities are informed.

4.4.6. Aboriginal and Torres Strait cultural heritage matters

As noted above, the Bill modifies the operation of the *Aboriginal Cultural Heritage Act 2003* and the *Torres Strait Islander Cultural Heritage Act 2003* by providing for an alternative process for making a cultural heritage management plan in relation to development, use or activities for Games venues, villages and Games-related transport infrastructure.¹⁶⁷

The modified process requires notification, engagement, consultation and the opportunity to reach agreement with relevant parties. In the event that parties cannot be identified, or agreement cannot be reached within the identified timeframes, the Bill proposes a default cultural heritage management plan will apply.¹⁶⁸

The department advised that, 'cultural heritage management plans prepared in accordance with the modified process outlined in the bill will ensure the state's duty of care obligations are met'.¹⁶⁹ The department also advised that finalised plans would be uploaded to the cultural heritage management plan register on the Department of Women, Aboriginal and Torres Strait Islander Partnerships and Multiculturalism website.¹⁷⁰

¹⁶⁶ Public briefing transcript, Brisbane, 12 May 2025, pp 8-9.

¹⁶⁷ Explanatory notes, p 4.

¹⁶⁸ Public briefing transcript, Brisbane, 12 May 2025, p 9.

¹⁶⁹ Public briefing transcript, Brisbane, 12 May 2025, p 10.

¹⁷⁰ Public briefing transcript, Brisbane, 12 May 2025, p 10.

At the public hearing on 3 June, Auntie Sandra expressed concerns with the default mechanisms in cultural management plans proposed under the Bill, because, in her view, they do not consider traditional owners from non-native title owner groups.¹⁷¹

Many submissions raised issues relevant to Aboriginal and Torres Strait cultural heritage. These were primarily directed towards development at Victoria Park or the modified process for making a cultural heritage management plan within the Bill.

As summarised by the department, issues raised included the violation of indigenous heritage and views that the proposed reforms could erode existing rights. Submitters also expressed issues with the modified process for making a cultural heritage management plan specifically the consultation process, negotiations requirements where there are multiple parties, and streamlined timeframes for responding to notices and reaching agreements.¹⁷²

At the public hearing on 3 June, Ms Louisa Bonner said more needs to be done to ensure considered and culturally appropriate engagement with traditional owners, including outreach to empower traditional owners to participate in the process.¹⁷³

By way of example, the QLS suggested that the Bill should be amended to provide clarity as to which Aboriginal or Torres Strait Islander parties a proponent should be required to engage with, noting the hierarchical system provided for in the *Native Title Act 1993* (Cth). QLS advised that as drafted, there is a risk that decisions about cultural heritage could be proceed without the involvement of the rightful Aboriginal party.¹⁷⁴

QLS submitted that notice requirements should be more culturally appropriate and that that they should be made via modes that are more accessible to potentially affected communities. QLS also expressed concern about the dispute resolution processes and default plan provisions.¹⁷⁵



4.4.7. Human Rights Considerations

The human rights certificate acknowledges that, by proposing to remove compliance requirements for a range of existing legislation normally applying to the development and use of venues, villages and games-related transport infrastructure, including by restricting review rights, the Bill may limit a range of human rights under the HRA.¹⁷⁶

The human rights certificate concedes that:

*... the extent of the impacts on human rights is difficult to precisely identify given the differing localities in which development will take place, the make-up of local communities and the widely varying circumstances of individuals.*¹⁷⁷

¹⁷¹ Public briefing transcript, Brisbane, 3 June 2025, p 23.

¹⁷² DSDIP, correspondence, 12 May 2025, See for example, submission 437.

¹⁷³ Public briefing transcript, Brisbane, 3 June 2025, p 18.

¹⁷⁴ QLS, correspondence, 2 June 2025, p 2.

¹⁷⁵ QLS, correspondence, 2 June 2025, p 2.

¹⁷⁶ Statement of compatibility, p 20.

¹⁷⁷ Statement of compatibility, p 20.

The proposed amendments may limit the right to freedom of movement¹⁷⁸ and freedom of association,¹⁷⁹ as development of venues, villages and games-related transport infrastructure ‘may result in a loss of open space (during construction or permanently) for use by the public to move about and assemble’ and may ‘impede the free flow of traffic and availability of public transport’.¹⁸⁰

The provisions may limit freedom of expression,¹⁸¹ and the right to take part in public life,¹⁸² as the proposed process for development bypasses public consultation requirements prescribed by the specified Acts and restricts review rights. The statement of compatibility acknowledges that the proposed amendments deprive people of ‘the opportunity to have a say in relation to the venues, villages and Games-related transport infrastructure’ and ‘precludes people from expressing their opinion’ by challenging decisions made in relation to their development and use.¹⁸³

Additionally, the Bill may limit the right to property,¹⁸⁴ because construction or use of a venue, village or games-related transport infrastructure may impact the amenity of nearby residences, property may be compulsorily acquired,¹⁸⁵ certain appeal rights would not be available,¹⁸⁶ landowners on which villages are constructed may be required to pay a contribution towards infrastructure charges,¹⁸⁷ and people may encounter access restrictions to their property during the construction phase.¹⁸⁸

The proposed restrictions on a person’s ability to commence proceedings and to continue or properly conduct proceedings already commenced,¹⁸⁹ and the restrictions on review rights for decisions in relation to the delivery of the venues and villages, the construction

¹⁷⁸ Every person lawfully within Queensland has the right to move freely within Queensland and to enter and leave it and has the freedom to choose where to live. HRA, s 19.

¹⁷⁹ Every person has the right to freedom of association with others, including the right to form and join trade unions. HRA, s 22(2).

¹⁸⁰ Statement of compatibility, p 20

¹⁸¹ Every person has the right to freedom of expression which includes the freedom to seek, receive and impart information and ideas of all kinds. HRA, s 21.

¹⁸² Every person in Queensland has the right, and is to have the opportunity, without discrimination to participate in the conduct of public affairs, directly or through freely chosen representatives. HRA, s 23(1)).

¹⁸³ Statement of compatibility, p 21.

¹⁸⁴ All persons have the right to own property alone or in association with others. A person must not be arbitrarily deprived of the person’s property. HRA, s 24. Some of these proposed amendments may also limit the right to privacy, which protects individuals against unlawful or arbitrary interferences with their privacy, family home or correspondence. It also includes the right not to have the person’s reputation unlawfully attacked. The notion of an arbitrary interference extends to interferences which may be lawful but are unreasonable, unnecessary or disproportionate, or random or capricious. See HRA, s 25.

¹⁸⁵ Although, any compulsory acquisition of property would occur under other legislation, such as the *Acquisition of Land Act 1967*.

¹⁸⁶ Concerning the impact development for a venue, village or games-related transport infrastructure has on a person’s property.

¹⁸⁷ As prescribed by regulation. Bill, cl 66 (BOPGA Act, new part 5).

¹⁸⁸ Statement of compatibility, pp 21-22.

¹⁸⁹ For example, by prohibiting declaratory or injunctive relief through the courts.

of games-related transport infrastructure and on part 3 plans, may limit the right to a fair hearing.¹⁹⁰

Given the Bill seeks to modify the operation of the cultural heritage Acts in relation to a games project by providing for an alternative process for development, and approval, of a cultural heritage management plan, the proposed amendments may limit cultural rights.¹⁹¹ The statement of compatibility notes that the development of the venues, villages and games-related transport infrastructure may:

*...interfere with the ability of Aboriginal peoples and Torres Strait Islander peoples to maintain their traditional connection to the land by limiting their access and their ability to conserve and protect the environment and productive capacity of their traditional lands and waters.*¹⁹²

The Bill's proposed Part 3 plan framework provides clear procedures for interested parties, detailing the responsibilities of a proponent to provide an initial notice to the chief executive of the department and (if, applicable) a proposal to the native title party for the project area, and the subsequent process that would govern negotiations by the parties, culminating in the approval of either a Part 3 plan for the project area or the default plan.

The proposed amendments introduce mechanisms to help identify native title parties and require proponents to engage with them to negotiate a cultural management plan. If no native title party is identified, the proponent must issue and publish an information notice to relevant bodies to locate interested parties. The Bill encourages mediation through the Land Court where appropriate.¹⁹³

However, if agreement isn't reached within the negotiation period (which isn't extended for mediation),¹⁹⁴ a default plan automatically applies. No stop orders or injunctions can be issued under cultural heritage laws for activities linked to the Games project.

While the default plan includes provisions for cultural heritage assessments and consultation, it may limit opportunities for achieving a fully negotiated agreement with native title holders.¹⁹⁵

¹⁹⁰ HRA, s 31. Statement of compatibility, p 23.

¹⁹¹ All persons with a particular cultural, religious, racial or linguistic background must not be denied the right, in community with other persons of that background, to enjoy their culture, to declare and practise their religion and to use their language. HRA, s 27. Aboriginal peoples and Torres Strait Islander peoples hold distinct cultural rights, which must not be denied, including to, with other members of their community, enjoy, maintain, control, protect and develop their kinship ties. HRA, s 28.

¹⁹² Statement of compatibility, p 22.

¹⁹³ Bill, cl 66 (BOPGA Act, new ss 53DP and 53DQ).

¹⁹⁴ Bill, cl 66 (BOPGA Act, new s 53DQ(6)).

¹⁹⁵ Although the process does, for example, require the co-ordinator to invite the cultural heritage party to enter into negotiations for an agreement under which the cultural heritage party may develop the cultural heritage training materials and/or deliver the training, and/or develop the cultural heritage protection measures for the project (proposed paragraph 17.3 of the default plan). However, these are matters that the co-ordinator is required to attend to under the default plan, and if the parties do not reach agreement, the co-ordinator may finalise these matters in its absolute discretion and without further communication or engagement with the cultural heritage parties. See paragraph 19 of the default plan.

The statement of compatibility notes that the purpose of the limitations is in the public interest,¹⁹⁶ and that:

*By removing the requirement to comply with Acts relevant to the development of the venues, villages and Games-related transport infrastructure (including obtaining consents or approvals and undertaking consultation), the timeframes for delivery will be considerably shortened. The limitation of review rights will also ensure there are no delays to the delivery of the venues, villages and Games-related transport infrastructure through legal challenges.*¹⁹⁷

Committee comment



The committee recognises a rational connection between the limitations, and the purpose of timely and efficient delivery of the Games venues, villages and games-related transport infrastructure, and of maximising legacy benefits.

A faster process to facilitate timely and efficient delivery may bring about legacy benefits, such as, the future enjoyment of a potentially increased number of facilities, that might otherwise be fewer in number, however the committee recognises that there will also be consequences accompanying the anticipated legacy benefits.

The committee is satisfied, although not unanimously, that less restrictive and reasonably available ways to achieve the purpose have been explored and that this Bill provides a reasonable solution with appropriate checks and balances. On balance, the committee is satisfied that the Bill aims to achieve a fair approach between the purpose of the limitations and recognised human rights, and as such is compatible with human rights.

4.4.8. Governance arrangements

A few submissions were received relating to this part of the Bill. Relevant submitters generally supported the proposed amendments that streamlined governance arrangements for the Games and provided for government oversight of both the Brisbane OCOG and the Authority.¹⁹⁸

Brisbane 2032 submitted that ‘these changes are a critical part of the Government’s overarching strategic intent to better align current operations of both B2032 and the Authority with the outcomes of the 100 Day Review Brisbane 2032 Olympic and Paralympic Games Infrastructure Report and to implement efficiency gains in the operations of both B2032 and the Authority.’¹⁹⁹ Brisbane 2032 made some suggestions

¹⁹⁶ Statement of compatibility, p 24.

¹⁹⁷ Statement of compatibility, pp 24-25.

¹⁹⁸ See for example, Brisbane 2032, submission 511; Council of Mayors (SEQ), submission 476; City of Gold Coast, submission 470; Infrastructure Association of Queensland, submission 460.

¹⁹⁹ Brisbane 2032, submission 511, p 1.

regarding the Australian Olympic Committee positions, Board Observer rights and some general amendments.²⁰⁰

Board composition

Brisbane 2032 suggested a drafting change to the proposed new s.17(1)(j) to state that if the Honorary Life President of the AOC vacates the position, the position will 1S3.2 Olympic Host Contract - Principles be filled by the Chief Executive Officer of the AOC.²⁰¹

Minister-nominated observer

Brisbane 2032 also submitted that the proposed Board composition will include a Ministerially nominated Queensland Government representative, who will also be the vice president of the Brisbane 2032 Board, it does not believe this observer position is required, particularly where the ministerially-nominated representative is an elected official.²⁰²

Brisbane 2032 suggested that the observer amendment would only need to be activated if the Ministerially nominated Queensland Government representative position is not filled by an elected official. If this provision is activated, Brisbane 2032 suggested that there will need to be some safeguards implemented, particularly given the sensitive matters which the Brisbane 2032 Board will be dealing with in the forthcoming period. Primarily, this is because any observer will not be a director of the Brisbane 2032 Board, and so not bound by the same fiduciary obligations which apply to the Board directors.²⁰³

In response, the Regarding the Minister-nominated observer, the department advised that 'regardless of whether the Minister's nominated director is an elected official or not, the Minister-nominated observer is considered critical to ensure appropriate Queensland Government visibility of Board deliberations, noting that the Queensland Government has guaranteed to underwrite the performance of the Brisbane OCOG and carries significant financial and reputational risk in relation to delivery of the Games.'²⁰⁴ DSDIP further advised that:

*Having the observer bound by the same confidentiality obligations as other directors of the Board is considered unnecessary given clause 50 of the Bill provides that the Minister nominated observer can only be a public service employee. Public service employees are bound by strict confidentiality provisions under the Public Sector Act 2022, the Code of Conduct for the Queensland Public Service and Information Privacy Act 2009, and any unlawful disclosure of official information may constitute an offence under the Queensland Criminal Code Act 1899, official misconduct under the Crime and Corruption Act 2001, a breach of the Public Sector Ethics Act 1994, or be grounds for disciplinary action under the Public Sector Act 2022.*²⁰⁵

²⁰⁰ Brisbane 2032, submission 511.

²⁰¹ Brisbane 2032, submission 511, p 1.

²⁰² Brisbane 2032, submission 511, p 2.

²⁰³ Brisbane 2032, submission 511, p 2.

²⁰⁴ DSDIP, written briefing, p 29.

²⁰⁵ DSDIP, written briefing, p 29.

4.4.9. Committee comment

Committee comment



The Brisbane 2032 Olympic and Paralympic Games provides the opportunity to deliver lasting and meaningful legacy for the people of Queensland.

The committee is satisfied, although not unanimously, that the amendments proposed by the Bill relating to changes to governance, project delivery and planning pathways are relevant and fit for purpose and enable the government to move forward with efficiency and certainty to ensure that the 2032 Games Delivery Plan is delivered on time.

Appendix A - Submitters

- | | |
|------------------------|-------------------------|
| 1 - Name Withheld | 35 - Victoria Anderson |
| 2 - Sharyn Bartlem | 36 - Sue Laird |
| 3 - Margaret Raphael | 37 - Lauren Wilkins |
| 4 - Name Withheld | 38 - Melissa Tuffley |
| 5 - Brianne Barkla | 39 - Allan Honor |
| 6 - Kathryn Richardson | 40 - Dorothy Henderson |
| 7 - Name Withheld | 41 - Dr Matt McLean |
| 8 - Name Withheld | 42 - Emma Thompson |
| 9 - Tania Gunn | 43 - Catherine O'Haire |
| 10 - Allan Gunn | 44 - Annie Binyon |
| 11 - Name Withheld | 45 - Anne Faulkner |
| 12 - Kate Beecham | 46 - Christine Bidwell |
| 13 - Sophia Windsor | 47 - Jay Bull |
| 14 - Name Withheld | 48 - Brian Blackwell |
| 15 - Adrian McCartney | 49 - Frances Farmer |
| 16 - Don Brown | 50 - Coe Ward |
| 17 - David Harris | 51 - Sally Elliot |
| 18 - Name Withheld | 52 - Gregory Smith |
| 19 - Name Withheld | 53 - Jhannah Bardwell |
| 20 - Robyn Reichert | 54 - Cameron Parker |
| 21 - Shellie Ward | 55 - Confidential |
| 22 - Ingrid Ehnhuus | 56 - Robyn Mill |
| 23 - Confidential | 57 - Sandra Tucker |
| 24 - Name Withheld | 58 - Name Withheld |
| 25 - Ian Cameron | 59 - Anthony Shepherd |
| 26 - Amanda Woolnough | 60 - Kathleen O'Brien |
| 27 - Leonie Halliday | 61 - Angelique Esquivel |
| 28 - Name Withheld | 62 - Elizabeth Irwin |
| 29 - Jeremy Rigby | 63 - Peter Bennett |
| 30 - Name Withheld | 64 - Rachel Murray |
| 31 - Kathryn Mulheran | 65 - Sheree Millen |
| 32 - Trevor Morgan | 66 - Jeanine Young |
| 33 - Monica Kidd | 67 - Dan Splatt |
| 34 - Claire Jenkins | 68 - Emily Taylor |
| | 69 - Merryn Molloy |

70 - Name Withheld	105 - Name Withheld
71 - Emily Cousins	106 - Sandra May Rogers
72 - Name Withheld	107 - Nicholas Rowland
73 - Cathryn Dexter	108 - Beverley Peters
74 - Name Withheld	109 - Sarah Jane Smith
75 - Name Withheld	110 - Kentaro Timms
76 - Confidential	111 - Karen Sullivan
77 - Confidential	112 - Robert Aldred
78 - Name Withheld	113 - Maren Smalley
79 - Name Withheld	114 - Jacqui Rowland
80 - Benjamin Webster	115 - Jess Conroy
81 - Confidential	116 - Julietta Close
82 - Janette McLeod	117 - Lois Greensill
83 - Grace Harding-Smith	118 - Barbara Ann Fell
84 - Name Withheld	119 - Fay Waddington
85 - Eleanor Milligan	120 - Peter Koy
86 - Matthew Shepard	121 - David Finch
87 - Lucy Kelly	122 - Rosemarie Di Salvo
88 - Isabella Aden	123 - Sheryn Valter
89 - Name Withheld	124 - Carolina Serna Henao
90 - Treene Muir	125 - Matthew Warren
91 - Name Withheld	126 - Suzan Mobbs
92 - Karla Mackenzie	127 - Lucie Verhelst
93 - Name Withheld	128 - Laura Matthews
94 - Confidential	129 - Dana Pourzinal
95 - Name Withheld	130 - Herlina Handoko
96 - Name Withheld	131 - Eloise Whitting
97 - Debbie Swain	132 - Justin Kuhnel
98 - Name Withheld	133 - James Catalano
99 - Confidential	134 - Jacqueline Hill
100 - Hannah Humphris	135 - Susanne Christine Bremer
101 - Lisa Holownia	136 - Adrian Sharp
102 - Melissa Harpur	137 - Jessica Fairburn
103 - Kelly Boag	138 - Marit Hegge
104 - Name Withheld	139 - Curtis Hooper

140 - Mitch Hooper	175 - Leona Reif
141 - Gregory Rowbotham	176 - Miranda Waterhouse
142 - Hannah Stubbings	177 - Name Withheld
143 - Loanne Castle	178 - Peter Uebergang
144 - Save Our Surroundings Bundaberg	179 - John Hewison
145 - Karen Angel	180 - Heather Smith
146 - Name Withheld	181 - Dione Rebbechi
147 - Name Withheld	182 - Shalenee Nayagar
148 - Michael Cawdrey	183 - Lucy McGinley
149 - Stacey Wells	184 - Narelle O'Dea
150 - Kelly Pearson	185 - Theresia Sapatra
151 - Name Withheld	186 - Josephine Lennie
152 - Sharon Crossman	187 - Sarah Houston
153 - Name Withheld	188 - Tammy Heit
154 - Name Withheld	189 - Aaron Doyle
155 - Confidential	190 - Sarah McLean
156 - Name Withheld	191 - Karl Fagermo
157 - Name Withheld	192 - Reed Peters
158 - Name Withheld	193 - Mhairi Anderson
159 - Name Withheld	194 - Jack Walsh
160 - Name Withheld	195 - Selita Laubuka
161 - Roberta Jays	196 - Evan Filer
162 - Donna McDonald	197 - Name Withheld
163 - Name Withheld	198 - Pamela Blamey
164 - Tony Corallo	199 - Fiona Scott
165 - Duncan Richardson	200 - Elizabeth Slaughter
166 - Renee Puplett	201 - Karen Cooley
167 - Steven Braine	202 - Aidan Cooley
168 - Name Withheld	203 - Peter Valepyn
169 - Levi Cartledge	204 - Name Withheld
170 - Ljiljana Besker	205 - John Bright
171 - Leona Lees	206 - Jennifer Croyston
172 - Linda Shaw	207 - Name Withheld
173 - Name Withheld	208 - Sara Cheam
174 - Name Withheld	209 - Karyn Mae Cullen

210 - Stephen Charles Cullen	245 - Confidential
211 - Karen Dianne Rasemberger	246 - Ian Payne
212 - Alexander Pollock	247 - Trevor Bird
213 - Steve MacDonald	248 - Charlotte Tegan
214 - Dr Paula Peeters	249 - Confidential
215 - Frances Elwyn Harper	250 - Kellie Wilkie
216 - Maria Miller	251 - Name Withheld
217 - Marian Wheeler	252 - Name Withheld
218 - Professor Gabrielle Appleby	253 - Sunshine Biskaps
219 - Lisa Paterson	254 - Monika Janda
220 - Mel Beikoff	255 - Jane Kirkpatrick
221 - Jodi Wearing	256 - Peter Dick
222 - Stephanie Forbes	257 - Name Withheld
223 - Glenn Heath	258 - Confidential
224 - Confidential	259 - Name Withheld
225 - Josie Lander	260 - Michael Moller
226 - Confidential	261 - Name Withheld
227 - Name Withheld	262 - Amanda Wheeler
228 - Matthew Muirhead	263 - Name Withheld
229 - Paola Torti	264 - Name Withheld
230 - Nicola Creagh	265 - Name Withheld
231 - Laura McCabe	266 - Australian Council of Recycling
232 - Name Withheld	267 - Meredith Baxter
233 - Mary Kamols	268 - Brett Beeson
234 - Name Withheld	269 - Colin Boyce MP
235 - Fiona Duff	270 - Robert Southall
236 - Gary Smith	271 - Nathan White
237 - Natalie Hill	272 - Name Withheld
238 - Name Withheld	273 - Cedric Creed
239 - Name Withheld	274 - Therese Creed
240 - Confidential	275 - Joanne Hamer
241 - Melissa McCrone	276 - Name Withheld
242 - Elizabeth Hall	277 - Yvonne Collins
243 - Ty Wilson-Brown	278 - Rachel Spence-Jones
244 - Jamie Kutasovic	279 - Nicole Peelgrane

280 - Jennifer Edelman	315 - Jeremy Tucker
281 - Maria Arranz	316 - Phillip Thomson
282 - Grainne Ridd	317 - Heather Anderson
283 - Tricia Moore	318 - Keith Daws
284 - Paul Allen	319 - Deborah Wenham
285 - Charmen Rose	320 - Name Withheld
286 - Confidential	321 - Name Withheld
287 - Pauline Cochrane	322 - Name Withheld
288 - John Morgan	323 - Confidential
289 - Koala Action Inc. (KAI)	324 - Confidential
290 - Alana Bulgarelli	325 - Maria Zelenskaya
291 - Mark Lamb	326 - Michelle Sparke
292 - Sheila Latta	327 - Philippa Coleman
293 - Georgie Bowron	328 - Confidential
294 - Derek Foster	329 - Name Withheld
295 - Shane Leyk	330 - Petrina Morgan
296 - Pepita Ridgeway	331 - Confidential
297 - Leesa McFarland	332 - Bat Conservation & Rescue Qld Inc
298 - Name Withheld	333 - Seven Seven
299 - Val Osborne	334 - Carrie McCarthy
300 - Confidential	335 - Rick Tomlin
301 - Maryann Doolette	336 - Keitha Tomlin
302 - Gillian Pechey	337 - Name Withheld
303 - Garry Edwards	338 - Daniel Tomlin
304 - Valerie Nordberg	339 - Scott Osborne
305 - Name Withheld	340 - Louise Noble
306 - Julie Walker	341 - Philip Griffin
307 - Name Withheld	342 - Luke Thomasson
308 - Keiran Victor Craig Lovett	343 - Name Withheld
309 - Kenneth Rawlins	344 - Thais Zuqui
310 - Leah Campbell	345 - Lisa Dwyer
311 - Robyn Reichert	346 - Jane Cochrane
312 - Burnice Starkey	347 - Name Withheld
313 - Sian Mackenzie	348 - Vicki Salisbury
314 - Pam Athiende	349 - Sarah Lejeune

350 - Rachel Cassidy	384 - Keith Eigeland
351 - Name Withheld	385 - Name Withheld
352 - Lauren Pyle	386 - Name Withheld
353 - Dianne Williams	387 - Sharon Rigby
354 - Poh Ling Tan	388 - Helen Stapleton
355 - Name Withheld	389 - Robyne Smith
356 - Richard Hyde	390 - Tracey Temperton
357 - Name Withheld	391 - Name Withheld
358 - David Pyle	392 - Dmytro Karymov
359 - Name Withheld	393 - Colleen Niland
360 - Ethan Pollock	394 - Gene Raciti
361 - Colleen Wysser-Martin	395 - Amy O'Brien
362 - Anne Carter	396 - Gary Harch
363 - Cindy Rugsten	397 - Greg O'Brien
364 - Kyle Pettett	398 - Barfield Road Producer Group
365 - Zachary Spiro	399 - Patience Hodgson
366 - Timothy Peek	400 - Name Withheld
367 - Valerie Shooter	401 - Debbie Preston
368 - Msree Fairbanks	402 - Lynn Roberts
369 - Justine McLeod	403 - Lenore Keough
370 - Adrian Holbeck	404 - Tania Mason
371 - Frederick Bouckaert	405 - Australian Institute of Architects Queensland Chapter
372 - Confidential	406 - Gloria Wallace
373 - Name Withheld	407 - Anthony Cavanna
374 - Confidential	408 - Matthew Ford
375 - Capricorn Conservation Council	409 - Central Highlands Regional Council
376 - Alexander Lunt	410 - Anthony Thelander
377 - Sandra Eaton	411 - Rhonda Allen
378 - Civil Contractors Federation Queensland	412 - Erin Appleyard
379 - Kyle Schill	413 - Confidential
380 - Eloise Clare	414 - James Appleyard
381 - Kaylene Le Mura	415 - Tom Appleyard
382 - Name Withheld	416 - Paul Brown
383 - Confidential	417 - Property Rights Australia

418 - Queensland Council for Civil Liberties	448 - CQ Collective
419 - Gladstone Regional Council	449 - IAP2 Australasia
420 - Trevor Berrill	450 - Renewable Energy Partners
421 - Spring Hill Community Group in association with Brisbane Residents United	451 - RES Australia Pty Ltd
422 - Dr Emma Andrew	452 - Coexistence Queensland
423 - Dr Anne Smith, Rainforest Reserves Australia	453 - Ark Energy
424 - Confidential	454 - Community Power Agency
425 - Queensland Environmental Law Association	455 - Clean Energy Council
426 - West End Community Association	456 - Arrow Energy Pty Ltd
427 - Townsville City Council	457 - Rethink the Gabba Inc.
428 - Queensland Renewable Energy Council	458 - Confidential
429 - Remote Area Planning and Development Board, Flinders Shire Council and VisIR	459 - Queensland Heritage Council
430 - Potentia Energy	460 - Infrastructure Association of Queensland
431 - Danggan Balun Applicant	461 - Griffith Centre for Social and Cultural Research
432 - Q Shelter	462 - Gilvear Planning Pty Ltd
433 - Mt Coot-tha Protection Alliance Inc	463 - Strawberry Fields Parklands
434 - Sunshine Coast Council	464 - ENGIE Australia & New Zealand
435 - Australian Energy Producers	465 - Isaac Regional Council
436 - Queensland Conservation Council	466 - Kelvin Grove State College Parents & Citizens Association
437 - Save Victoria Park Inc.	467 - North Burnett Regional Council
438 - RE-Alliance	468 - Planning Institute of Australia
439 - Tilt Renewables	469 - Equis Australia Management Pty Ltd
440 - European Energy	470 - Council of the City of Gold Coast
441 - Windlab	471 - Confidential
442 - Confidential	472 - Cubico Sustainable Investments
443 - Clean Energy Investor Group	473 - Form B or variation of Form B
444 - Somerset Regional Council	474 - Saunders Havill Group
445 - Bundaberg Regional Council	475 - QUT Environment and Social Governance Research Group, School of Law and Dr Parsons
446 - Western Downs Regional Council	476 - Council of Mayors (SEQ)
447 - Save Eungella	477 - Miriam Vale and Bororen Solar Farm Concerned Neighbours and Co

478 - AgForce Queensland Farmers Limited	509 - Organisation of Sunshine Coast Association of Residents Inc.
479 - Property Council of Australia	510 - Redlands2030 Inc.
480 - RACQ	511 - Brisbane 2032
481 - Birkdale Progress Association	512 - Queensland Farmers' Federation
482 - SEQ Community Alliance	513 - First Nations Clean Energy Network
483 - Australian Institute of Architects, First Nations Advisory Committee and Cultural Reference Panel	514 - John Haydon
484 - Queenslanders with Disability Network	515 - Queensland Law Society
485 - Barbara Bell	516 - Environmental Defenders Office
486 - Paul Oates	517 - Local Government Association of Queensland
487 - Les Oberg	518 - Anna Sosnowski
488 - Tania Kromoloff	519 - Name Withheld
489 - Brendon Donohue	520 - Katie Walters
490 - Elena Salisbury	521 - Emily McCormick
491 - Gloria and Raymond Claus	522 - Confidential
492 - Confidential	523 - Amari Low
493 - Julie Lee	524 - Wendy Webster
494 - Confidential	525 - Mary Ridgway
495 - Wayne Purcell	526 - Name Withheld
496 - Townsville Enterprise	527 - Dylan Olliver
497 - Name Withheld	528 - Peter Hale
498 - Name Withheld	529 - Charmian Beabout
499 - Professor Marcus Foth	530 - Marco Olcese
500 - Jennifer Elkow	531 - Anthony Walker
501 - Confidential	532 - Name Withheld
502 - Councillor Seal Chong Wah	533 - Danielle Nyholt
503 - WSP	534 - Name Withheld
504 - Urban Utilities	535 - Beat Trottmann
505 - South East Queensland Alliance	536 - Sarah Martin
506 - Lockyer Valley Regional Council	537 - Name Withheld
507 - Association of Mining and Exploration Companies (AMEC)	538 - Tristan Butler
508 - Squadron Energy	539 - Marina Diamantis
	540 - Name Withheld
	541 - Name Withheld
	542 - Name Withheld

543 - Gabrielle Rogers	578 - Rada Milovanovic
544 - Jane Turner	579 - Kathleen Byrne
545 - Roseanne Hansen	580 - Barbara Mitchell
546 - Samantha Graham	581 - Bar Association of Queensland
547 - Bronwyn Raftery	582 - Name Withheld
548 - Confidential	583 - Salem Williams
549 - Joanne Barkworth	584 - Lance Franklin
550 - Michelle Bowden	585 - Name Withheld
551 - Rachel Kerr	586 - Barbara Newton
552 - Name Withheld	587 - Paul Logothetis
553 - Name Withheld	588 - Beryl Metzdorf
554 - Amy Perske	589 - Name Withheld
555 - Charlotte White	590 - Barbara Clarke
556 - Name Withheld	591 - Gail Podberscek
557 - Name Withheld	592 - Strafford Stark
558 - Name Withheld	593 - Irene Wheatley
559 - Name Withheld	594 - Amanda Lay
560 - Nicole Burrell	595 - Confidential
561 - Jade Burrell	596 - Karan Robinson
562 - Jacqueline Saskia Heeb	597 - Sarah Minns
563 - Patrick Gauci	598 - Jennifer Finch
564 - Robert Eastcott	599 - Name Withheld
565 - Paul Holownia	600 - Viv Clifton-Jones
566 - Andrew Brown	601 - Audrey Marsh
567 - Anna O'Brien	602 - Name Withheld
568 - John Dobinson	603 - Simon Validzic
569 - Name Withheld	604 - Robert Broeders
570 - Strata Community Association (Qld)	605 - Betty Walker
571 - Form A or variation of Form A	606 - Peter Metzdorf
572 - Mercy St Just	607 - Julie Long
573 - Josepha Dietrich	608 - Name Withheld
574 - Kerry Goudge	609 - Name Withheld
575 - Timothy Sergiacomi	610 - Natalie O'Connor
576 - Karla Mackenzie	611 - Michelle Hobbins
577 - Megan Knight	612 - Name Withheld

613 - Renay Wells	648 - Rona Goold
614 - Megan Standring	649 - Jules Morton
615 - Pamela Rose	650 - Elizabeth Brandon
616 - Denise Stella	651 - Jorja Packman-Aylward
617 - Jill Glenny	652 - Annette Corrigan
618 - Liz Gordon	653 - Catherine Levy
619 - Brian Douglass	654 - Daniel Kelly
620 - Jeannette Douglass	655 - Campbell Newman, AO
621 - Wendy Austin	656 - Elizabeth Kennedy
622 - Sandra Englart	657 - Christopher Brincat
623 - Nigel McLennan	658 - Selina Zwolsman
624 - Colin Crosbie	659 - Dr Caitlin Curtis
625 - Franziska Speck	660 - Brad Aldred
626 - Madeleine Lees	661 - Jennifer Lyons
627 - Susan Whittington	662 - Gail Bruce
628 - Simon Wong	663 - Julia Geljon
629 - Elise Kenny	664 - Colin Scobie
630 - Mila Andersson	665 - Christine McIvor
631 - Alison Irene Muirhead	666 - Ursula Essert
632 - Emily Dickson	667 - Ray Kerkhove
633 - Kenneth Wilkinson	668 - Tim Greenland
634 - Confidential	669 - Beverley Flutter
635 - Kerry Levingston	670 - Benjamin McIntyre
636 - Christine Hansen-Doherty	671 - Janet Tutin
637 - Councillor Nicole Johnston	672 - Lavinia Wood
638 - Joycelynn Herburg	673 - Robert Peachey
639 - Elaine Eager	674 - Jill Nixon
640 - Hamish Fairbrother	675 - SLR Consulting Australia
641 - Wendy Boglary	676 - Anja Schneider
642 - Emily Willis	677 - Dan Lattin
643 - Christie Newsham	678 - Anika Lehmann
644 - Sue Henderson	679 - Nancy Cramond
645 - Nicki Cassimatis	680 - Felix Kellett
646 - Nematollah Maleki	681 - Anne-Louise Cosgrove
647 - Kerry Millgate	682 - Juliana Pollock

683 - Jennifer Louw	Leah McKenzie
684 - David Hinchliffe	John Coutts
685 - Professor Steve Kisely	David Banks
686 - Tanya Angus	Dennis Tafe
687 - Sarah Mulholland	Megan Gardner
688 - Stacey Devine	Robert Aldred
689 - Bronwyn Morris	Gail Bell
690 - Antoinette Pollock	Doug McCallum
691 - Linda Rose	Masha Marjanovich
692 - Caren Sutch	Don Park
693 - Dianne Whiting	Meg Elcome
694 - Lyn Jackson	Janet McCarthy
695 - Richard Copeman	Terry Purdon
696 - Rebecca Pollock	Les Elcome
697 - Lindsay Fell	Peter Flynn
698 - Nicola Chan	Mike Selvage
699 - Pamela Kershaw	Gina Hayes
700 - Diane Benson	Keith Giese
701 - Name Withheld	Angela Law
702 - Councillor Trina Massey	Lorraine Westbrook
703 - Kristy Thompson	Michelle Sorensen
704 - Fiona Park	Jonathan Wills
705 - Rachel Apelt	Greg Weston-Green
706 - Form C or Variation of Form C	Christine Reaper
Form A or Variation of Form A	Robert Jamieson
<i>213 submissions received</i>	Barbara White
Doug Cox	Ainsley Ringma
Karina Schafer	Roberta Jays
Andrew McGlashan	Jennifer Niall
Jacqui Cresswell	Claire Smith
Sandra Gill	Julie Vincent
Sheryl Blanchard	Mary Marshall
Wendy Paterson	Ian Smith
Darne Turpin	Tom Bury
Peter Lee	Bernard Coleman

Lynda Chaplin	Ross Kleinschmidt
Eric Dunford	Thomas Walker
Kristie Lockhart	Dave Walker
Lynn Adams	Jennifer Boxer
Rhonda Wood	David Boxer
Christine Hartley	Luanne Yanko
Debbie Pointing	Leane Fuller
Manon Wathier	Elisabeth Peters
Judy Wilson	Greg Fay
June Kant	Norma McFarlane
Stephanie Meggitt	Susan Latch
Lesley McEwan	Lucy Atkins
John Holmes	Beverley Grant
Anne Kant	Peter Amos
John Mackerell	Heather Robinson
Nicki Lambert	Bronwyn Raftery
Nadene MacDonald	Suzanne Liberatore
Jane Padgett	Jeanette Baldwin
Geraldine Stanley	Christine Brunell
Ellen Bendin	Lucille Stone
Anthony Christinson	Debra Burns
Sharon Phoenix	Ana de Joux
Betty Bathersby	Jacqueline Schneider
Kim Armstrong	Sue Winning
Philip Stowell	Tanya Golitschenko
Valerie Clark	Myriam Preker
Stephen Marley	Meryl Dobe
Caroline Van Basten	Diane Scott
Jeannette Webb	Glenn Scott
Gareth Armstrong	Carole Worthy
Christopher and Deborah Jenkinson	Frances Thomas
Jordan Nasmyth	Tracey Phillips
Mal van Basten	Lauren MacDonald
Yvonne Fessler	Fiona Hurlstone
Amy Glade	David Helliwell

Darren Sandy	Wayne Bolton
Michelle Hodge	Shirley de Krom
Tricia Golebiowski	Karen Houghton
Tom Cotter	Nan Cameron
James Murray	Patricia Brooks
Vivien Carlsson	Jeanette Mills
Judith Hines	Shaun Holloway
Stephen Petrik	J Bonney
Lee Steindl	Bianca Brycker
Jan Cox	Christine Selvage
Joyleen Woodcock	Mark Taylor
Jill Watson	Rhonda Binns
Bruce Hinton	Jill Vardy
Andrew Bourke	Carl Slocombe
Keith Dodd	Michael Rowe
Fay McKillop	Joy Rowe
Jan Buhmann	Susan Achurch
Bridget Kelly	Kerri Gordon
Margaret Brown	Ashlee Colombo
Kathy and Gary Hodder	Valerie Parkin
Deborah Wenham	Marjorie Stack
Glenn Minards	Chris Wilford
Edward Wenham	Brian Douglas
Sally George	Jeannette Douglas
Larry McQuiston	Matthew Pegg
Garee Warner	Jane Slaughter
Amy Paxton	John Hassall
Robert Markwell	Julia Ashfield
Barry Dimento	Sandie Wands
Sandra Dennis	Helen Cutfield
Tracey Irwin	Simon Cutfield
Michele Wilkinson	Beverley Read
Dianne Cartmill	Ross Pollock
Christine Wilson	Susan Mooney
Shirley Watney	Amanda Hankinson

Kathleen Petrik	Rebecca Stewart
Linda Nagle	Name Withheld
Ian Ghea	Peter Otto
Lisa Wallis	Lorraine Rice
Ian Mazlin	Evaline Rawlinson
Lavinia Wood	John Rigby
Karen Metcalfe	Erica Asler
Heather Fenton	Lynn Santer
Mavis De Monte	Name Withheld
Brad Aldred	Peter Hunt
Geoff McPherson	Confidential
David Frampton	John Woodlock
Christine McCoy	Name Withheld
Caroline Balke	Name Withheld
Bettina Dungworth	Peter Johannessen
Chantelle Dew	Emma Riley
Ken Loftus	Edward Latta
Catharina Rynja	Kathleen Rayner-Murdoch
Jana Adams	Jane Ilsley
Alison Fernandez-Soler	Kathryn Burkitt
Susan Blake	Karen Rasenberger
Cheryl Morgan	Graham Englart
John Norman	Name Withheld
Deborah Merton	Emily Dickson
Michelle Rolph	Name Withheld
Maria Torti	Form C or Variation of Form C
Mady Saunders	<i>173 submissions received</i>
Trevor Dellit	Jasmine Ghazi
Form B or Variation of Form B	Catalina Tiley
<i>30 submissions received</i>	Paul Foley
Jennifer Fleming	Bradley Hennessey
Michael O'Connell	Vera Elvery
Michael Carden	Saskya Hunter
Warren Fraser	Jacqui Michael
Sarah Neal	Sharon and Allan Harrison

Sam Wool Iams	Jocelyn Mackenzie-Ross
Mary Kelsey	Ann O'Rourke
Ian Morcombe	David Fletcher
Tracy Windsor	Sabine Fletcher
Anthony Bates	Tamara Pearce
Kathleen Yore	Jillian Daly
Trish Quinn	Susan Phillips
Rebecca Gilbert	Carol Wild
Almaryse Burton	Vincent Robert Gunton
Kate Metzdorf	Edward Hamer
Annabella Eaton	David Campbell
Emily McGuire	Marian Patricia Hegarty
Katherine Otter	Kirsten Edwards
Christine Coman	Bart Wlodek
Name Withheld	Cassie Chadwick
Name Withheld	Natalie Williams
Margaret Moon	Alex Chadwick
Jessica Spencer	Tara Wolff
Marek Rygielski	Mary McWeeney
Andrew Christy	Sarah McNicol
Name Withheld	Guy McNicol
Confidential	Caroline Martin
Lei la Elbahy	Susan Muir
Robert Doe	Kelly Beasley
Henry Close	Davis Scheerle
Stewart Luke	Ivan Beasley
Name Withheld	Linda Miles
Brenna Coleman	Thais Zuqui
Andrew Bridle	Tamsin Scott
Deb Bowen-Saunders	Nadia Arrighi
Michael Cahill	Robyn Reichert
Debra Lynch	Name Withheld
Gregory Johnston	Louis Reichert
Dianne Johnston	Christopher Darlington
Kelly Tam	Lok Lowe

Alice Hamilton	Name Withheld
Pauline Ashford	Kate Dennehy
Beau Allen	John Charles Taylor
Campbell Dickson	Name Withheld
Name Withheld	Stephen Fisher
Prue Boylan	Shane Doidge
Veronica Gamble	Name Withheld
Name Withheld	Russell Phillips
Name Withheld	Helen Schwencke
Zara O'Brien	Name Withheld
Adrian Quinn	Kathryn Woodruff
Kent Chan	Phoebe Delaney
Darryl Nelson	Sally Anne Bick
Name Withheld	Kerry Cody
Name Withheld	Quinn Thomson
Jazz Bruyn	Jo Winston
Heather Johnston	Vito Napoli
Owen Smith	Name Withheld
Tomasz Holownia	Jennifer Silcock
Alison Quin	Andrew Hall
Name Withheld	Conor Jedam
James Peter Hereward	Jackie Star Ladner
Teena Chumbley	Anthony Draper
Celia Pope	Donald Wishart
Joseph Kelly	Maurice Mccallum
Catherine Hando	Ross Simpson
Ned Watt	Alan Dungworth
Elizabeth Cowie	Charlotte Brookes
David Ying	Name Withheld
Fiona Scott	Mara Francis
Jennifer Mcloughlan	Sandra Louise McCathie
Name Withheld	Name Withheld
Confidential	Name Withheld
Name Withheld	Samuel Morton
Jacqueline Boga	Enid Christine Hughes

Toni Wolter-Tsang

Thicia Zuqui

Annette Cook

Avril Bowie

Elizabeth Kendall

Alea Tsang

William M Van Den Bergh

Name Withheld

Peter Netherclift

Cynthia Marchant

Catherine Barker

Matthew Lovat

Alan Dungworth

Fay Hicks

Sanjay Saxena

Anastasia Tan

Janelle Beasley

Katrina Anne Eastgate

Josh Edwards

Sarah Jane Foley

Emily Dickson

Claudia Carter

Elizabeth Borland

David Tsang

Maeve Cunningham

Appendix B – Officials at the public briefing in May 2025

Brisbane – 12 May 2025

Department of State Development, Infrastructure and Planning

- Leah Kelly, Deputy Director-General, Infrastructure and Regional Services
- Peta Harwood, Deputy Director-General, Planning
- Shaun Ferris, Acting Deputy Director-General, Strategic Insights and Advisory

Department of Sport, Racing and Olympic and Paralympic Games

- Eugenie Buckley, Deputy Director-General, Olympic and Paralympic Games Office

Appendix C – Witnesses at regional public hearings in June 2025

Rockhampton - 2 June 2025

Westwind Energy

- Shane Quinnell, Head of Development

Cubico Sustainable Investments

- Alex Godina, Head of Development

Ark Energy

- Damian Vermey, Head of Development

Isaac Regional Council

- Mayor Kelly Ve'a Ve'a
- Cale Dendle, Chief Executive Officer

Capricorn Enterprise

- Mary Carroll, Chief Executive Officer

Capricorn Conservation Council

- Sophie George, Coordinator

Open Session

- Nick Holland, Kalapa Wycarbah Local Action Committee
- Nikki Kelly, Kalapa Wycarbah Local Action Committee
- Leanne Sedgman, Kalapa Wycarbah Local Action Committee

Biloela - 2 June 2025

Banana Shire Council

- Cr Neville Ferrier, Mayor
- Tarnya Fitzgibbon, Acting Director Council Services

Barfield Road Producer Group

- Melanie Shannon, Facilitator
- Melinee Leather

Local property owners and producers

- Therese Creed
- Cedric Creed
- Matt McLeod
- Kellie Wilkie
- Scott Osborne
- Les Marshall

Open Session

- Kerrith Bailey
- Sean Hordern
- Colin Boyce, Member for Flynn, Parliament of Australia

Appendix D – Witnesses at Brisbane public hearings in June 2025

Brisbane - 3 June 2025

Queensland Renewable Energy Council

- Katie Mulder, Chief Executive Officer
- Frances Hayter, Director, Sustainability and First Nations

Clean Energy Council

- Tracey Stinson, State Director - Queensland

Australian Energy Producers

- Keld Knudsen, General Manager States & Territories, Director Queensland
- Andrew Barger, Policy Manager

Acciona Energy

- William Churchill, General Manager, Corporate Affairs

Western Downs Regional Council

- Cr Andrew Smith, Mayor
- Daniel Fletcher, General Manager, Community & Liveability

Townsville City Council

- Paul Needham, Chief Planning & Development Officer
- Paul Johnston, Team Manager Development Assessment

Queensland Conservation Council

- Dave Copeman, Director

Yugambah Jagera Traditional Language Country

- Louisa Bonner

Private Capacity

- Aunty Sandra King
- Aunty Rayleen Baker

Save Victoria Park

- Rosemary O'Hagan
- Andrea Lunt

Springhill Community Group in association with Brisbane Residents Group

- Elizabeth Handley, President
- Dr Neil Peach, Project Coordinator

Queensland Law Society

- Matt Dunn, Chief Executive Officer
- Michael Connor, Chair, Planning and Environment Law Committee
- Troy Webb, Member, Planning and Environment Law Committee
- Kristen Hodge, Co-Chair, First Nations Legal Policy Committee

Queensland Environmental Law Association

- Mitchel Batty KC, President

Bar Association of Queensland

- Cate Heyworth-Smith KC, President

Brisbane 2032 - Brisbane Organising Committee for the 2032 Olympic and Paralympic Games

- Paula Robinson, Chief Corporate Services Officer (General Counsel and Company Secretary)

AgForce Queensland

- Anna Fiskbek, Policy Officer for Land Use Protection

Queensland Farmers' Federation

- Jo Sheppard, Chief Executive Officer

Planning Institute of Australia

- Nicole Bennetts, State Manager - Queensland and Northern Territory
- Martin Garred, Queensland Vice President

Brisbane - 9 June 2025

Local Government Association of Queensland

- Alison Smith, Chief Executive Officer
- Crystal Baker, Manager - Strategic Policy
- Matthew Leman, Lead - Planning and Development Policy

Remote Area Planning & Development Board

- Mr Morgan Gronold, Acting CEO

Birkdale Progress Association

- Ross Spence, Treasurer
- Robert Weismantel, Secretary

Redlands2030 Inc.

- Steven MacDonald, President
- Doug Cox

RACQ

- Dr Michael Kane, Head of Public Policy
- Jack Hooper, CEO GEM Energy - RACQ Solar

SEQ Council of Mayors

- Scott Smith, Chief Executive Officer

Statement of Reservation

STATEMENT OF RESERVATION

Planning (Social Impact and Community Benefit) and Other Legislation Amendment Bill 2025

The Queensland Labor Opposition supports laws that support renewables and our environment, coupled with the ability for communities to have their say and be brought along the journey.

Additionally, as the party that was in government that secured the Brisbane 2032 Olympic and Paralympic Games it is clear that Labor supports the Olympic and Paralympic Games being held not only in Brisbane but in Queensland.

However, the *Planning (Social Impact and Community Benefit) and Other Legislation Amendment Bill 2025* (Bill) reveals a troubling pattern of rushed lawmaking, inadequate consultation, and a disregard for transparency and good governance by the Crisafulli LNP Government. It reflects a government more focused on short-term political point-scoring than on securing Queensland's long-term economic, energy, and planning outcomes.

POLICY ON THE RUN: RECKLESS CHANGES, REAL CONSEQUENCES

The Bill makes major changes to how renewable energy projects and Olympic infrastructure are assessed and approved in Queensland, was rushed through without proper analysis or consultation.

The Crisafulli LNP Government did not prepare a Regulatory Impact Statement (RIS), did not consider other viable options to deliver policy objectives, and did not do any modelling to understand the consequences of the Bill.

The failure to conduct a RIS has resulted in a Bill that is blind to practical implementation challenges and likely to produce unintended consequences.

Several stakeholders raised concerns with the State Development, Infrastructure and Works Committee (Committee) about the absence of a RIS, including the Clean Energy Council (CEC)¹ and the Queensland Renewable Energy Council (QREC)². Multiple stakeholders also raised serious concerns with the Committee about the lack of consultation on the Bill.

The Bill shows a Crisafulli LNP Government acting without a clear plan and making decisions without doing the work to get it right. It raises serious concerns about how major infrastructure and energy reforms are being managed in Queensland.

ENERGY POLICY VACUUM: NO PLAN, NO LEADERSHIP

At a time when Queensland urgently needs certainty to drive the clean energy transition, this Bill introduces confusion. It imposes complex, frontloaded regulatory hurdles on renewable projects without a clear implementation strategy, resourcing plan, or alignment to an energy roadmap—because one doesn't exist.

The contributions made to the Committee by the Department of State Development, Infrastructure and Planning (DSDIP) and Queensland Treasury reveal a troubling lack of leadership and accountability for the overarching implementation of Queensland's energy policy between the Minister for Energy the Hon David Janetzi MP and the Minister for Planning, the Hon Jarrod Bleijie MP.

It's extremely troubling that despite the significant implications of this Bill, neither the energy division of Queensland Treasury nor the planning division of DSDIP has assessed its impact on project delays and costs, investment certainty, energy prices, or emissions targets. Queensland Treasury confirms it has not undertaken any modelling or consultation on these issues and has not sought advice from the Australian Government on whether the Bill risks breaching national climate commitments³.

¹ <https://documents.parliament.qld.gov.au/com/SDIWC-1AF9/PSICBOLAB2-E1FE/submissions/00000455.pdf>

² <https://documents.parliament.qld.gov.au/com/SDIWC-1AF9/PSICBOLAB2-E1FE/submissions/00000428.pdf>

³ <https://documents.parliament.qld.gov.au/com/SDIWC-1AF9/PSICBOLAB2-E1FE/Treasury%20Queensland,%206%20June%202025.pdf>

STATEMENT OF RESERVATION

Planning (Social Impact and Community Benefit) and Other Legislation Amendment Bill 2025

The Bill is being legislated in a policy vacuum.

The Crisafulli LNP Government has delayed its promised energy roadmap until the end of 2025. In the meantime, project proponents, local councils, and communities are left without guidance, risking project delays, lost jobs, and increased power prices.

POLICY INCOHERENCE IN ENERGY REFORMS

On 30 September 2024, the former Miles Labor Government released the Draft Renewables Regulatory Framework for public consultation. The framework proposed reforms to strengthen environmental protections, improve community engagement, support regional economic development, and facilitate efficient project delivery, including using the Coordinator General and statutory Regional Plans.

In December 2024, the Crisafulli LNP Government reissued the discussion paper with only minor amendments⁴, signalling continued commitment to Labor's framework and inviting public feedback to shape implementation.

The Bill bypasses key mechanisms under consultation in the Draft Renewables Regulatory Framework, introduces new and disconnected assessment processes, and ignores the outcomes of the coordinated reform effort still underway.

This inconsistency exposes a serious failure of inter-agency coordination and reveals a lack of policy coherence and strategic direction from the Crisafulli LNP Government. It also undermines the credibility of the Crisafulli LNP Government's consultation process and sends a clear signal to communities and industry that consultation efforts and strategic planning are performative rather than genuine.

A DOUBLE STANDARD ON RENEWABLES

Despite LNP Premier, The Hon David Crisafulli MP directing his Planning Minister, The Hon Jarrod Bleijie MP to ensure that renewable energy projects face consistent approval processes with mining and agriculture, this Bill does the opposite. It imposes a unique, frontloaded framework onto renewable projects that requires mandatory assessments and agreements before development applications can even be lodged.

As QREC explained, *"This new pre-application requirement is completely different to the resources industry process in Queensland. Several other key aspects of the proposal go significantly beyond what would typically be considered equivalent to resources, clearly exceeding their requirements.... QREC recommends DSDIP engage directly with the resources sector to gain insight into the industry's perspective on the existing approvals process, which the Department has been tasked with replicating for renewable generation projects"*⁵.

This inconsistency was echoed by the Queensland Law Society (QLS), who stated that *"these reforms are likely to adversely impact the renewable energy industry in Queensland in a way that is inconsistent with other types of development under the planning system, or resources projects under other legislation."*⁶

When the Committee asked if these requirements should apply to non-renewable projects, proponents of fossil fuel developments firmly said no. Rather than aligning approval processes, the Bill entrenches a more onerous system for renewables and creates a two-tier framework that undermines Queensland's energy future.

⁴ https://www.epw.qld.gov.au/_data/assets/pdf_file/0023/70457/Att-3-Draft-Renewables-Regulatory-Framework-Discussion-Paper-240924.pdf

⁵ <https://documents.parliament.qld.gov.au/com/SDIWC-1AF9/PSICBOLAB2-E1FE/submissions/00000428.pdf>

⁶ <https://documents.parliament.qld.gov.au/com/SDIWC-1AF9/PSICBOLAB2-E1FE/submissions/00000428.pdf>

STATEMENT OF RESERVATION

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Given this, it is clear that the Bill as proposed serves only to disincentivise renewable energy investment in Queensland. The Opposition can only assume that this serves to feed the Crisafulli LNP Government's ideological objection to new and emerging forms of energy generation.

As reported by The Guardian⁷, stakeholders fear that given the recent cancellation of a major windfarm project, in tandem with the changes proposed by the Bill, are sending a message to the world that Queensland is closed for clean business. They also warned of the major risks associated with the Crisafulli LNP Government's decision making that would drive away developers, investors and suppliers across all infrastructure sectors.

While the Planning Minister claims that the Bill would set a level playing field between clean energy and mining proposals, the result has been anything but fair. This Bill is undeniably biased and serves only as a dog whistle to the LNP's big coal mates that Queensland is going back to the Industrial Revolution, and there are no plans to tackle the climate impacts knocking at our door.

FLAWED CONSULTATION, UNTESTED REFORMS

This Bill was introduced without early consultation, an implementation plan, or a clear strategy to support local governments now expected to take on complex new responsibilities. Local Governments have told the Committee they lack the specialist expertise, staffing, and funding needed to assess Social Impact Assessments (SIAs) and negotiate Community Benefit Agreements (CBAs). They have called for dedicated state-funded training, model contract templates, and an escalation pathway to state decision-makers when their capacity is exceeded.

Stakeholders also raised serious concerns with the Committee about consultation fatigue, unclear definitions, unenforceable CBAs, and open-ended SIA timeframes that could lead to indefinite delays. Developers with current applications fear sudden changes could leave their projects stranded in regulatory limbo, threatening finance arrangements and deterring future investment in Queensland's renewable energy sector.

The Queensland Labor Opposition believes that delegating key details to non-statutory instruments undermines enforceability, creates confusion, and increases the likelihood of inconsistent application, project delays, and lost confidence from both communities and investors.

LACK OF LANDSCAPE LEVEL PLANNING UNDERMINES EFFECTIVE IMPLEMENTATION

The Queensland Labor Opposition, alongside stakeholders from across the spectrum, including local governments, energy proponents, and environmental groups, have consistently called on the Crisafulli LNP Government to urgently deliver landscape-level assessments to protect agricultural land, environmental values, and coordinate infrastructure and community benefits.

Progressing this Bill without those frameworks in place is a serious failure. Regional land use pressures, infrastructure needs, and impacts on the environment and food and fibre production cross local government boundaries and cannot be managed through isolated, project-by-project assessments.

Without state-led planning by the Crisafulli LNP Government the Bill risks ad hoc decision-making, weaker land and environmental protections, and fragmented or poorly targeted community benefits. For energy proponents, it creates regulatory uncertainty, delays approvals, and deters investment.

⁷ <https://www.theguardian.com/australia-news/2025/may/26/fears-queensland-is-closed-for-clean-business-as-lnp-cancels-billion-dollar-windfarm-despite-conditional-approval>

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CENTRALISING POWER, ERODING ACCOUNTABILITY

The amendments to the *Economic Development Act 2012* hand excessive discretionary power to Ministers, including the ability to remove key decision-makers without cause.

This fundamentally undermines the independence of Economic Development Queensland (EDQ) and raises serious concerns about the politicisation of appointments and decision-making processes.

Unchecked ministerial discretion creates a risk that appointments will be made based on political alignment rather than expertise, diminishing the quality of advice and oversight that underpins major planning and development decisions. It erodes the culture of frank and fearless advice by exposing independent decision makers to removal at will and may deter skilled professionals from serving in these roles altogether.

The removal of some positions in EDQ by the Crisafulli LNP Government, coupled with appointment of a former LNP Federal Member to lead EDQ adds to the Opposition's concerns surrounding this governments appointment processes.

The Queensland Labor Opposition believe that these amendments will only entrench the Crisafulli LNP Government's pattern of political purging of public servants while providing a pipeline of jobs for LNP mates.

OLYMPICS INFRASTRUCTURE: NO SCRUTINY, NO RIGHTS

The Queensland Labor Opposition supports the Brisbane 2032 Olympic and Paralympic Games. It was the former Labor Government that took positive steps to secure the Olympic and Paralympic Games to be held in Brisbane and other locations in Queensland in 2032, creating a wonderful opportunity to showcase our great state and bring economic development and legacy opportunities to Brisbane and indeed Queensland.

However, the Brisbane Olympic and Paralympic Games amendments of the Bill have raised significant concern among legal experts, environmental and heritage advocates, community groups and First Nations communities. This is because the Bill removes established assessment and approval processes for Olympic infrastructure, allowing developments to bypass safeguards under numerous environmental, planning, and heritage laws without clear or transparent criteria.

By deeming potentially unlawful developments to be lawful based solely on links to the Olympic Games, the Bill opens the door to legal ambiguity and inconsistent decision-making. This lack of transparency undermines public trust, weakens accountability, and increases the risk of delays and disputes during implementation compromising the very efficiency the provisions are intended to achieve.

The Bar Association of Queensland has warned that these amendments are contrary to the rule of law⁸. During the Committee process the Bar Association of Queensland criticised the sweeping removal of offence provisions and has argued such changes are unnecessary and excessive, with more proportionate legislative tools already available. Most significantly, the Bill prohibits civil proceedings if they risk delaying Olympic infrastructure, a restriction both the Bar Association of Queensland and Queensland Law Society argues is unprecedented in Queensland, overly broad, and likely unconstitutional.

While it is noted that legislation that supports the delivery of games related infrastructure has occurred in every jurisdiction, the Queensland Labor Opposition cautions that the Bill could stifle legitimate litigation and delay rather than expedite project delivery.

The Queensland Labor Opposition is concerned that the Crisafulli LNP Government failed to consult First Nations communities in developing the Bill's alternative framework for assessing cultural heritage. The Bill risks sidelining Aboriginal and Torres Strait Islander peoples from genuine consultation about culturally significant sites. The Environmental Defenders Office (EDO) has also raised alarm, warning that the Bill introduces unprecedented changes that undermine the rights of First Nations peoples and does not align with

⁸ <https://documents.parliament.qld.gov.au/com/SDIWC-1AF9/PSICBOLAB2-E1FE/submissions/00000581.pdf>

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Planning (Social Impact and Community Benefit) and Other Legislation Amendment Bill 2025

the principles of self-determination and free, prior, and informed consent⁹. The EDO has called on the Crisafulli LNP Government to withdraw the amendments and instead co-design a rights-respecting framework through meaningful engagement with affected communities.¹⁰

COMMITTEE PROCESS AND INTEGRITY

The Queensland Labor Opposition has always believed in a strong parliamentary committee process, empowered to review legislation and allow Queenslanders the ability to have their say on legislation that will affect them, before it is considered by the Legislative Assembly of the Queensland Parliament.

It is the view of the Queensland Labor Opposition and stakeholders that the Committee should have been provided more time to consider the Bill. The timeframes meant that some stakeholders were not able to be heard at public hearings and relevant government departments were not made available to answer important questions in public briefings.

The Queensland Labor Opposition strongly believes in the committee process and the committee process needs to be respected. As such, the Queensland Labor Opposition believes that individuals, regardless of if they are Members of Parliament, public servants or members of the community have a positive obligation to disclose all of their conflicts, real, perceived or otherwise, before, during and after a committee process, if they did not disclose it prior. Decisions are made based on known information, and if conflicts are not known, then decisions could be called into question.

The Queensland Labor Opposition is aware of media reports regarding the committee process in respect of conflicts of interest and the use of an aircraft during the committee business, which non-members of the committee travelled on.

It is hoped that Members of Parliament who engage in the debate and vote on this Bill actively disclose their conflicts of interest and manage them appropriately. Because to not do so, is a dangerous and slippery slope, and echo the past actions of the Joh Bjelke-Petersen Government.

In addition, the Bill raises serious concerns about compliance with Queensland's fundamental legislative principles (FLP). It is clear that the Crisafulli LNP Government has not considered appropriately the impacts the Bill has on fundamental legislative principles and as such, the Queensland Opposition urges the government to address these FLP issues identified during the committee process.

It is also important to note that it should not be assumed that the Queensland Opposition supports all committee comments or conclusions made in the committee report.

CONCLUSION

The Queensland Labor Opposition supports the Brisbane 2032 Olympic and Paralympic Games and also legislation that supports investment in renewables in Queensland that balance the rights of the community with the need for renewable energy benefit and economic benefit.

However, the Bill exposes the Crisafulli LNP Government's failure to lead with integrity, transparency or vision. Across every part of the Bill, the Crisafulli LNP Government avoids statutory obligations, offloads responsibility without resources, centralises control while weakening oversight, and replaces clear safeguards with vague promises.

⁹ <https://documents.parliament.qld.gov.au/com/SDIWC-1AF9/PSICBOLAB2-E1FE/submissions/00000516.pdf>

¹⁰ <https://documents.parliament.qld.gov.au/com/SDIWC-1AF9/PSICBOLAB2-E1FE/submissions/00000516.pdf>

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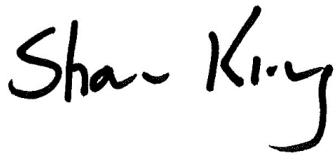
Planning (Social Impact and Community Benefit) and Other Legislation Amendment Bill 2025

The result is a regulatory framework riddled with ambiguity, heavily reliant on discretion and prone to implementation failure. These are not just technical oversights, they are foundational weaknesses and the Crisafulli LNP Government should address these before the legislation is progressed for consideration.

The Queensland Labor Opposition reserves its right to raise further reservations and matters within the debate of this legislation in the Legislative Assembly of the Queensland Parliament.



JONTY BUSH MP
MEMBER FOR COOPER
DEPUTY CHAIR OF THE COMMITTEE



SHANE KING MP
MEMBER FOR KURWONGBAH



BART MELLISH MP
MEMBER FOR ASPLEY