



Public Health and Other Legislation (Extension of Expiring Provisions) Amendment Bill 2022

**Report No. 17, 57th Parliament
Community Support and Services Committee
March 2022**

Community Support and Services Committee

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Acknowledgements

The committee acknowledges the assistance provided by the Department of Health and the Queensland Parliamentary Library.

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

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Abbreviations

CHO	Chief Health Officer
Corrective Services Act	<i>Corrective Services Act 2006</i>
Disaster Management Act	<i>Disaster Management Act 2003</i>
EGC	Economics and Governance Committee
EGC report	Economics and Governance Committee, <i>Public Health and Other Legislation Further Extension of Expiring Provisions) Amendment Bill 2021</i> , Report No. 11, 57th Parliament, August 2021
FRC	Family Responsibilities Commission
HEC	Health and Environment Committee
HEC report	Health and Environment Committee, Report No. 4, 57th Parliament, <i>Public Health and Other Legislation (Extension of Expiring Provisions) Amendment Bill 2020</i> , February 2021
HRA	<i>Human Rights Act 2019</i>
LSA	<i>Legislative Standards Act 1992</i>
Mental Health Act	<i>Mental Health Act 2016</i>
Public Health Act	<i>Public Health Act 2005</i>
QCCL	Queensland Council of Civil Liberties
QCS	Queensland Corrective Services
QHRC	Queensland Human Rights Commission
QLS	Queensland Law Society
SCA	Strata Community Association (Queensland)

All Acts are Queensland Acts, unless otherwise specified.

Chair's foreword

This report presents a summary of the Community Support and Services Committee's examination of the Public Health and Other Legislation (Extension of Expiring Provisions) Amendment Bill 2022.

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

Tragically, since the emergence of the virus in Australia in 2020, 685 Queenslanders have lost their lives to COVID-19, and in New South Wales 2025 and Victoria 2675 people have lost their lives.¹

I note the comments of Mr Matt Dunn of the Queensland Law Society at the public hearing to the Bill who referenced that good governance is about finding a balance. Mr Dunn iterates 'There is liberty—the opportunity to not be deprived of your freedom—and, at the same time, there is a public health imperative and a public health outcome that needs to be achieved'.² Ultimately and importantly good governance must be about preventing lives lost, ensuring at the forefront of decision making is the health of all Queenslanders, people with a disability, the aged, our First Nations peoples and other vulnerable Queenslanders. Many Queenslanders who consider themselves privileged understand the responsibility and the small sacrifices that comes with this privilege.

The Queensland Government, by establishing the COVID-19 legislative measures in 2020, and by continuing to govern with a careful consideration for a balance of freedoms and restrictions, brought the Queensland community out of the first waves of the pandemic without extensive loss of life or long periods of lockdown. This approach has been the envy of other Eastern States of Australia and admired by the rest of the Western world. Whilst there have been challenges for Queensland businesses, they have not endured the extent of economic hardship that has been experienced by businesses in New South Wales and Victoria during their long periods of lock down, restricted movement and inability to work as a result of high infection rates.

Queensland's economy has outperformed the rest of Australia. The state's domestic economy is 6.3 per cent larger than it was in March 2020, while Australia's GDP is only 3.7 per cent larger. Since the emergence of the virus, Queensland has added more than 150,000 jobs, which is more than the number of additional jobs created in New South Wales and Victoria combined. Queensland's timely and targeted health response has limited the impact of the virus on the state's fiscal position. In the 2021-22 financial year, the Queensland Government is forecasting a net operating deficit of \$1.5 billion, relative to deficits of nearly \$20 billion in both New South Wales and Victoria.

The spread of the COVID-19 virus remains unpredictable. As at 24 March 2022 Queensland has 47,692 active cases, with New South Wales at 230,205 and Victoria at 53,763.³ Whilst the omicron variant is currently the dominant strain, new variants of COVID-19 such as BA.2 subvariant continue to emerge. On 24 March 2022, New South Wales recorded 24,803 new cases, the majority of which were the BA.2 subvariant of COVID-19.

Many Queenslanders have enjoyed a lifting of restrictions of late, and I note that the majority of associated COVID-19 legislative measures are due to expire on 30 April 2022 and will not be extended by this Bill, allowing a return to normal operations. At the same time, the Queensland Government recognises that a legislative framework of essential public health measures must continue. Medicine

¹ Australian Government Department of Health, 'Coronavirus (COVID-19) case numbers and statistics', accessed 25 March 2022, <https://www.health.gov.au/health-alerts/covid-19/case-numbers-and-statistics>

² Public hearing, Brisbane, 14 March 2022, p 12.

³ Australian Government Department of Health, 'Coronavirus (COVID-19) case numbers and statistics', accessed 25 March 2022, <https://www.health.gov.au/health-alerts/covid-19/case-numbers-and-statistics>

is not an exact science; we must remain agile and responsive to the virus to protect our Queensland community - this is good governance.

On behalf of the committee, I thank the many thousands of individuals and organisations who took the time out of their busy schedules to make written submissions on the Bill. Your perspectives and feedback are essential to the decision-making processes of Government.

I also thank our Parliamentary Service staff and the Department of Health for their advice during the drafting of this report.

I commend this report to the House.

A handwritten signature in dark ink, appearing to read 'Corrine McMillan', written in a cursive style.

Corrine McMillan MP

Chair

Recommendations

Recommendation 1

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The committee recommends the Public Health and Other Legislation (Extension of Expiring Provisions) Amendment Bill 2022 be passed.

1 Introduction

1.1 Role of the committee

The Community Support and Services Committee (committee) is a portfolio committee of the Legislative Assembly which commenced on 26 November 2020 under the *Parliament of Queensland Act 2001* and the Standing Rules and Orders of the Legislative Assembly.⁴

The committee's areas of portfolio responsibility are:

- Communities, Housing, Digital Economy and the Arts
- Seniors, Disability Services and Aboriginal and Torres Strait Islander Partnerships
- Children, Youth Justice and Multicultural Affairs.

The functions of a portfolio committee include the examination of bills and subordinate legislation in its portfolio areas to consider:

- the policy to be given effect by the legislation
- the application of fundamental legislative principles
- matters arising under the *Human Rights Act 2019*
- for subordinate legislation – its lawfulness.⁵

The Public Health and Other Legislation (Extension of Expiring Provisions) Amendment Bill 2022 (Bill) was introduced into the Legislative Assembly and referred to the committee on 22 February 2022. The committee is to report to the Legislative Assembly by 25 March 2022.

1.2 Inquiry process

On 24 February 2022, the committee invited stakeholders and subscribers to make written submissions on the Bill. The committee received a total of 4188 submissions, comprising:

- 1761 individual submissions
- 2427 (A-L) 'form submissions'⁶ (a list of the names of all individual and form submitters is provided at Appendix A).

The committee received a public briefing about the Bill from the Department of Health (department) on 7 March 2022. A transcript is published on the committee's web page; see Appendix B for a list of officials.

The committee received written advice from the department in response to matters raised in submissions.

The committee held a public hearing on 14 March 2022 (see Appendix C for a list of witnesses).

The submissions, correspondence from the department and transcripts of the briefing and hearing are available on the committee's webpage.

⁴ *Parliament of Queensland Act 2001*, section 88 and Standing Order 194.

⁵ *Parliament of Queensland Act 2001*, s 93; and *Human Rights Act 2019* (HRA), ss 39, 40, 41 and 57.

⁶ Where the committee received 3 or more submissions with substantially uniform content, those submissions were treated as 'form submissions', with the committee publishing one example of the form submission, together with a list of the names of submitters.

1.3 Policy objectives of the Bill

According to the explanatory notes, the purpose of the Bill is to:

- further extend the operation of essential public health measures implemented to facilitate Queensland's response to the COVID-19 pandemic
- extend amendments to the *Corrective Services Act 2006*, *Disaster Management Act 2003* and *Mental Health Act 2016* to support the public health response.⁷

The extended provisions follow previous temporary extensions effected by a series of Acts of Parliament in 2020 and 2021, under which the majority of measures are due to expire on 30 April 2022. The Bill would extend this legislative expiry date for certain Acts to 31 October 2022, or the day the Minister for Health ends the declared public health emergency, whichever day is earlier.⁸

The explanatory notes to the Bill state that most of the associated COVID-19 measures, including extraordinary regulations and statutory instruments made pursuant to the modification framework under the *COVID-19 Emergency Response Act 2020*, will not be extended from expiring, except for the limited savings and transitional arrangements necessary to facilitate the return to normal operations.⁹

The temporary measures which are to be further extended include:

- amendments to the *Public Health Act 2005* (Public Health Act) to increase powers for emergency officers and the Chief Health Officer (CHO) to limit, or respond to, the spread of COVID-19 in Queensland, support testing and quarantine requirements and authorise other public health measures
- amendments to the *Corrective Services Act 2006* (Corrective Services Act), *Disaster Management Act 2003* (Disaster Management Act) and *Mental Health Act 2016* (Mental Health Act) to support the public health response
- a head of power in the *COVID-19 Emergency Response Act 2020* to make regulations to facilitate transitional arrangements for the temporary framework.¹⁰

1.4 Government consultation on the Bill

As set out in the explanatory notes:

Targeted consultation was undertaken with key stakeholders on the policy proposal to further extend those aspects of the COVID-19 legislative framework directly related to the public health response to 31 October 2022. Stakeholders consulted included key representative bodies from the health, tourism, business, legal, hospitality, entertainment, gaming, aged care and disability sectors.¹¹

In regard to the Government's consultation process, Ms Rachel Stewart-Koster, Manager, Legislative Policy Unit, Department of Health, further advised:

The consultation paper went out for a month over December to January. I believe there were 10 responses received. Most stakeholders were supportive of the extension, but one stakeholder did highlight the need for some balancing of the human rights considerations and whether there was a continuing need for the measures given that there is a high percentage of the population now vaccinated and the hospital system is coping, but that was generally the response.¹²

⁷ Explanatory notes, p 4.

⁸ Department of Health, correspondence dated 1 March 2022, p 1.

⁹ Explanatory notes, p 3.

¹⁰ Department of Health, correspondence dated 1 March 2022, p 2.

¹¹ Explanatory notes, p 15. The Queensland Human Rights Commission noted that it was not one of the organisations consulted; submission 970, p 8. In response the Department advised: 'it was intended that QHRC be consulted on the development of the Bill but this did not occur due to an administrative error'; Department of Health, correspondence dated 14 March 2022, attachment, p 9.

¹² Public briefing, Brisbane, 7 March 2022, p 7.

1.5 Background and overview of temporary legislative arrangements

On 29 January 2020, a public health emergency was declared for all of Queensland under section 319 of the Public Health Act due to the outbreak of COVID-19, its pandemic potential and the public health implications of persons having recently travelled to Queensland from the epicentre of the outbreak.¹³

According to the explanatory notes, the Bill's policy objectives and reasons behind them are to keep ahead of the COVID-19 pandemic, which has presented 'significant challenges over the past two years to Queensland's health system, economy and community' and remains so 'as demonstrated recently by the high rate of transmission occurring from the Omicron variant'.¹⁴

The Queensland Government has made amendments to legislation across a range of portfolios since 2020 (see Appendix D for details and a chronology of authorising legislation for temporary COVID-19 measures). This temporary framework comprises:

- amendments to the Public Health Act to increase powers for emergency officers and the CHO to limit, or respond to, the spread of COVID-19 in Queensland, support testing and quarantine requirements and to authorise other public health measures¹⁵
- amendments and modifications to other legislation across a range of portfolios, including amendments made by the *COVID-19 Emergency Response Act 2020* (COVID-19 ER Act), and *Justice and Other Legislation (COVID-19 Emergency Response) Amendment Act 2020*. The COVID-19 ER Act established a 'modification framework' of general applicability across the Queensland statute book, under which a number of extraordinary regulations and statutory instruments have been made that modify timeframes, procedures and requirements under a wide range of Acts¹⁶
- amendments and modifications in subsequent legislation, including the *COVID-19 Emergency Response and Other Legislation Amendment Act 2020* and the *COVID-19 Emergency Response and Other Legislation Amendment Act 2021*¹⁷; and
- a broad power in the COVID-19 ER Act to make regulations to facilitate transitional arrangements for the temporary framework.¹⁸

In regards to these amendment acts and the expiry provisions, the explanatory notes state further:

As these emergency measures were enacted through urgent Bills or as amendments during consideration in detail, sunset clauses and expiry provisions were inserted into the amending Acts to provide for the amendments to expire. The temporary legislative framework has been extended from expiry on a number of occasions, most recently by the *Public Health and Other Legislation (Further Extension of Expiring Provisions) Amendment Act 2021* until the COVID-19 legislation expiry day. This day is defined in the COVID-19 ER Act to be 30 April 2022 or an earlier day prescribed by regulation as the COVID-19 legislation expiry day. Some associated COVID-19 measures have had a different expiry day enacted in primary legislation through the temporary legislative framework.¹⁹

¹³ Explanatory notes, p 1.

¹⁴ Explanatory notes, p 1.

¹⁵ Explanatory notes, p 1.

¹⁶ Explanatory notes, pp 1-2.

¹⁷ The Economics and Governance Committee reported on the COVID-19 Emergency Response and Other Legislation Amendment Bill 2021. It made one recommendation, that the Bill be passed. See Queensland Parliament, Economics and Governance Committee, *Public Health and Other Legislation Further Extension of Expiring Provisions) Amendment Bill 2021*, Report No. 11, 57th Parliament, August 2021.

¹⁸ Explanatory notes, pp 1-2.

¹⁹ Explanatory notes, p 2.

The Economics and Governance Committee reported to Parliament on the Public Health and Other Legislation (Further Extension of Expiring Provisions) Amendment Bill. The committee made one recommendation, that the Bill be passed.²⁰

At the committee's public briefing, Dr John Wakefield PSM, Director-General, Department of Health, advised:

The temporary legislative framework has been critical in enabling us to respond quickly and flexibly to evolving circumstances. This has been really important given the continuing unpredictability of the pandemic. An agile and rapid public health response continues to be necessary as Queensland transitions from a containment approach to living with the risks of COVID-19.²¹

However, Dr Wakefield, further observed:

Whilst Queensland is returning to more normal social and economic conditions, COVID-19 remains a risk to people's health and the health system. For this reason the bill proposes to extend the expiry date for all temporary legislative measures that are directly related to the public health response beyond the current expiry date of 30 April 2022. The bill does this by inserting an expiry date for public health measures as the COVID-19 public health legislation expiry day. The bill defines this day as 31 October 2022 or the day that the Minister for Health and Ambulance Services ends the declared public health emergency under the Public Health Act—whichever is earlier.²²

1.5 Should the Bill be passed?

Standing Order 132(1) requires the committee to determine whether or not to recommend that the Bill be passed.

Committee comment

The committee acknowledges the considerable response from the community to this Bill and appreciates the time taken to engage with the committee and share their views. The committee is cognisant that the provisions in this Bill have the intent of protecting the health of all Queenslanders as the COVID-19 pandemic continues, by ensuring only those measures that are necessary to support Queensland's public health response to the COVID-19 emergency are extended.

Recommendation 1

The committee recommends the Public Health and Other Legislation (Extension of Expiring Provisions) Amendment Bill 2022 be passed.

²⁰ Queensland Parliament, Economics and Governance Committee, *Public Health and Other Legislation Further Extension of Expiring Provisions) Amendment Bill 2021*, Report No. 11, 57th Parliament, August 2021.

²¹ Public hearing transcript, Brisbane, 7 March 2022, p 2.

²² Public hearing transcript, Brisbane, 7 March 2022, p 2.

2 Examination of the Bill

This section discusses issues raised during the committee's examination of the Bill.

2.1 Extension of expiring provisions

The explanatory notes state that, although many restrictions have now been eased, the transition to living with COVID-19 may require some restrictions to remain in place or be activated, such as mask wearing in areas of increased community transmission and vaccination requirements for high-risk settings.²³ The explanatory notes state:

It is critical that flexibility is retained to ensure that, as restrictions are eased and normal social and economic activity resume, appropriate public health measures can continue to be put in place where necessary to address ongoing public health risks and protect the health system. Extending legislative measures past 30 April 2022 to support the public health response to the COVID-19 emergency will ensure Queensland remains well placed to respond to the changing nature of the pandemic ...²⁴

The department advised the Bill would extend those parts of the temporary legislative framework 'that support the Government's public health response to COVID-19'.²⁵ For example, 'while a public health emergency declaration is in place',²⁶ the framework would enable:

- a regulation to extend the declaration of public health emergency for 90 days at a time, instead of every seven days;
- an emergency officer to quarantine a person with, or suspected of having, COVID-19 for up to 14 days; and
- the Chief Health Officer to issue public health directions that implement National Cabinet decisions or recommendations of the Australian Health Protection Principal Committee such as requiring residential aged care workers to be vaccinated against COVID-19 including with a booster dose.²⁷

The department further stated:

... the framework extended by the Bill enables a proportionate response tailored to the Queensland context, as the public health measures can be agilely reduced, removed or introduced according to the level of epidemiological risk across Queensland or in specific locations. The framework does not require powers to be exercised if the risk level is low.²⁸

2.1.1 Overall stakeholder comment

The great majority of submissions to the inquiry were received from individuals who opposed the proposed extension of the temporary COVID-19 legislative framework in the Bill. Many of these submitters considered the COVID-19 powers to be discriminatory²⁹, responsible for creating divisions in families³⁰ and segregating society,³¹ with some submitters citing impacts of COVID-19 restrictions on

²³ Explanatory notes, p 2.

²⁴ Explanatory notes, p 3.

²⁵ Department of Health, correspondence, 14 March 2022, p 2.

²⁶ Department of Health, correspondence, 14 March 2022, p 2.

²⁷ Department of Health, correspondence, 14 March 2022, p 2.

²⁸ Department of Health, correspondence, 14 March 2022, p 2.

²⁹ For example, see submissions 003, 010, 037, 104, 226, 361, 460, 566, 655, 778, 823, 904, 1009, 1089, 1217, 1303, 1540, 1689, 1717.

³⁰ For example, see submissions 054, 056, 108, 310, 470, 720, 872, 905, 1052, 1204, 1413, 1504, 1639.

³¹ For example, see submissions 015, 145, 452, 298, 589, 658, 771, 802, 914, 1090, 1153, 1227, 1312, 1333, 1404, 1512, 1719, and Form G.

individuals, including small and medium business owners³²—such as the inability to work,³³ financial hardship,³⁴ and mental health concerns.³⁵ Some submitters shared their personal stories of the impact of ‘no jab, no job’ vaccination mandates.³⁶ Many individual submitters considered the proposed extension of the COVID-19 emergency provisions to be an impingement on their democratic rights.³⁷

A large number of individual submitters rejected the need for the continuation of a declared state of emergency, considering the risks of COVID-19 to be ‘exaggerated’,³⁸ with some submitters providing information from the Australian Bureau of Statistics and the Therapeutic Goods Administration to support their views.³⁹ Key themes of individual stakeholders’ beliefs articulated in submissions allege:

- the extension of a state of emergency for more than 2 years is unreasonable⁴⁰
- the state of emergency is disproportionate, with death rates from COVID-19 considered low when compared with death rates for other diseases⁴¹
- the Government did not fully justify the extension of emergency powers⁴²
- the criteria for the removal of the state of emergency keep changing⁴³
- effective treatment protocols have been rejected by the Government⁴⁴
- COVID-19 is becoming endemic⁴⁵
- Queensland should follow the lead of other countries where restrictions have been lifted⁴⁶

³² For example, see submissions 002, 011, 167, 176, 312, 441, 553, 624, 753, 815, 901, 904, 1477, 1509, 1706, Forms E, G.

³³ For example, see submissions 010, 054 106, 202, 245, 353, 507, 610, 759, 815, 958, 1337, 1343, 1425, 1462, 1514, Forms D, F, G, J.

³⁴ For example, see submissions 088, 108, 238, 365, 553, 558, 630, 761, 872, 984, 1516, 1668, 1760.

³⁵ For example, see submissions 068, 119, 218, 369, 403, 507, 633, 769, 856, 993, 1306, 1521, 1699, 1734.

³⁶ For example, see submissions 066, 296, 411, 420, 536, 569, 701, 872, 906, 1103, 1205, 1226, 1312, 1318, 1347, 1459, 1462, 1759, Form D.

³⁷ For example, see submissions 007, 046, 406, 423, 557, 740, 872, 926, 1107, 1255, 1269, 1325, 1383, 1488, 1657, 1560, Forms E, F.

³⁸ For example, see submissions 112, 113, 117, 254, 412, 506, 551, 591 610, 703, 751, 905, 1304, 1566, 1613, Form I.

³⁹ For example, see submissions 010, 051, 103, 121, 255, 261, 413, 406, 542, 617, 705, 860, 864, 920, 940, 1301, 1449, 1477, 1741, 1758, Forms D, G, K.

⁴⁰ For example, see submissions 111, 163, 406, 580, 638, 756, 975, Form C.

⁴¹ For example, see submissions 061, 078, 108, 113, 158, 266, 381, 424, 542, 608, 777, 813, 884, 905, 1207, 1410, 1419, Form D.

⁴² For example, see submissions 055, 096, 104, 111, 158, 162, 254, 260, 265, 361, 427, 517, 595, 601, 665, 712, 808, 979, Forms A, C.

⁴³ For example, see submissions 109, 339, 424, 445, 562, 710, 824, 871, 984.

⁴⁴ For example, see submissions 068, 135, 249, 301, 320, 406, 424, 563, 608, 796, 827, 963, 1225, 1504, Forms D, E

⁴⁵ For examples, see submissions 008, 124, 235, 407, 594, 662, 758, 957, 1204, 1477, 1658.

⁴⁶ For example, see submissions, 012, 111, 175, 260, 367, 371, 536, 607, 780, 901, 1011, 1337, 1473, 1757, Forms C, D.

- the measures are not justified due to COVID-19 being ‘now a mild illness’⁴⁷ similar to influenza,⁴⁸ with ‘over 90% of the Queensland population’⁴⁹ being double vaccinated, and the Omicron wave having peaked⁵⁰
- vaccines are experimental⁵¹ and have been ineffective⁵²
- vaccine mandates are ‘coercive’⁵³ and citizens are entitled to ‘autonomy over their bodies’⁵⁴
- vaccination mandates for workplaces are placing pressure on the healthcare system,⁵⁵ with essential workers who are unvaccinated not permitted to work.⁵⁶

Acknowledging that ‘public health directions and other public health measures can have a significant impact on individuals and businesses’,⁵⁷ the department stated:

COVID-19 vaccines are a proven, safe and effective means of reducing the risk of moderate to severe disease with COVID-19, and up to date vaccination reduces both the severity of infection and transmission. Individuals who become infected despite vaccination (break-through infection) may be at reduced risk of transmitting due to a generally lower viral load and shortened duration of shedding.

...

Vaccination mandates are in place for a number of key workforces, including our health workforce. Both vaccinated and unvaccinated people can still access essential services and activities. This means unvaccinated people are still be able to go to grocery stores, pharmacies, post offices, news agents and clothing stores, and participate in activities like going to the gym for exercise.

High vaccination coverage remains a key determinant of positive health outcomes for all Queenslanders, while also minimising the impact of COVID-19 cases on our hospital system and the impact of COVID-19 on ongoing operations of businesses and public facilities and community life in general.⁵⁸

Further, in response to a submission⁵⁹ suggesting vaccine mandates be revoked and instead require daily Rapid Antigen Tests for education staff, as they currently are for nurses, the department advised:

... under the current legislative framework, such a change could only occur by a public health direction being issued by the Chief Health Officer requiring daily testing. This illustrates the importance of continuing the Chief Health Officer’s powers to be able to respond to the rapidly changing risks of COVID- 19.⁶⁰

⁴⁷ For example, see submissions 75, 135, 209, 249, 301, 424, 509, 601, 911, 1007, 1254, 1309, 1505, 1710, Form D,

⁴⁸ For example, see submissions 126, 171, 254, 389, 454, 493, 505, 606, 705, 712, 812, 914, 1002, 1270, 1318, 1406, 1503.

⁴⁹ For example, see submissions 003, 016, 151, 211, 256, 395, 451, 493, 506, 652, 735, 818, 1028, 1302, 1428, 1579, 1714, Form K.

⁵⁰ For example, see submissions 154, 303, 359, 476, 526, 670, 740, 840, 1007, 1044, 1308, 1401, 1514, 1743.

⁵¹ For example, see submissions 022, 068, 132, 221, 301, 352, 383, 504, 602, 657, 723, 1011, 1309, 1703, 1719, Form E.

⁵² For example, see submissions 30, 107, 115, 357, 413, 508, 613, 656, 743, 912, 1052, 1312, 1441, 1475.

⁵³ For example, see submissions 71, 84, 135, 237, 249, 320, 380, 406, 523, 646, 661, 743, 1076, 1381, 1515, 1703, 1741.

⁵⁴ For example, see submissions 135, 249, 346, 424, 507, 608, 717, 936, 1125, 1385, 1455, 1516, 1753, Form D.

⁵⁵ For example, see submissions 094, 122, 170, 358, 476, 524, 675, 1477, 524, 795, 802, 811, 904, 958, 1044, 1326, Forms F, I.

⁵⁶ For example, see 106, 140, 171, 237, 411, 701, 776, 872, 1291.

⁵⁷ Department of Health, correspondence, 14 March 2022, p 5.

⁵⁸ Department of Health, correspondence, 14 March 2022, pp 5-6.

⁵⁹ Shane Knuth MP, Member for Hill, submission 872, p 5.

⁶⁰ Department of Health, correspondence, 14 March 2022, pp 5-6.

Some stakeholders expressed general support for the extension of the temporary framework, including the Australian College of Nursing,⁶¹ the Royal Australian & New Zealand College of Psychiatrists (RANZCP),⁶² and the Queensland Law Society (QLS).⁶³ Other stakeholders called for an extension of legislative measures not extended by the Bill, including the Australian Logistics Council,⁶⁴ the Strata Community Association (SCA)⁶⁵ and the Family Responsibilities Commission (FRC).⁶⁶

However, a number of organisational stakeholders opposed the extension of the COVID-19 emergency powers. Red Union Group and The Business Union discussed the human cost of emergency powers, including the impact of the measures on Queensland hospitals, nurses, doctors and other healthcare professionals, teachers, police officers, business owners, and workers and their families more generally.⁶⁷ Referring to the rationale behind the restrictions to limit transmission of the COVID-19 virus and to protect vulnerable people who may be at risk of severe illness,⁶⁸ the Red Union Group and The Business Union considered it would be 'far more reasonable to let hospitals and other employing entities make their own determinations, tailored to their specific circumstances',⁶⁹ and for the Government to '[l]et the businesses and their workers decide'.⁷⁰

The Queensland Human Rights Commission (QHRC) did not support the extension of existing COVID-19 legislation, and called for 'the current provisions of the Public Health Act which relate to public health emergencies' to be replaced with 'more transparent, accountable and human rights compatible legislation'.⁷¹ The QHRC recommended 'the Committee advise the parliament that there may not be sufficient justification to continue the limitation on human rights inherent in extending the existing framework',⁷² and further stated:

As a community, we have learnt about the impacts of quarantining conditions on people's mental health, the human rights limitations arising from public health directions that confine people to their homes and the mandating of vaccines. Powers imposing such significant human rights limitations cannot continue without proper oversight, transparency and external review. Otherwise, their compatibility with human rights is at question.⁷³

The QHRC submission called for 'fit for purpose pandemic legislation' and outlined the Victorian model of managing the COVID-19 pandemic, including the *Public Health and Wellbeing Amendment (Pandemic Management Act 2021)* (Vic), which received Royal Assent on 9 December 2021.

See section 4.2.2 for further discussion and the views of other submitters regarding the potential impact of the extension of the expiring provisions on human rights.

A number of submitters saw value in independent oversight of COVID-19 legislation and its implementation.⁷⁴ In this regard, the QHRC noted, 'no independent body (whether parliamentary or otherwise) has a formal role in considering if powers currently granted to the CHO are being appropriately

⁶¹ Submission 951.

⁶² Submission 952.

⁶³ Submission 464.

⁶⁴ Submission 955.

⁶⁵ Submission 782.

⁶⁶ Submission 965.

⁶⁷ Submissions 958 and 968.

⁶⁸ Submissions 958, p 3; 968, p 3.

⁶⁹ Submissions 958, p 3; 968, p 3.

⁷⁰ Submissions 958, p 3; 968, p 3.

⁷¹ Submission 970, p 3.

⁷² Submission 970, p 3.

⁷³ Submission 970, p 12.

⁷⁴ Submissions 464, p 2; QHRC 970, p 8; Queensland Council of Civil Liberties (QCCL), p 7, Stephen Andrew MP, Member for Mirani, submission 1560, p 2.

exercised in real time'.⁷⁵ The QLS called for a parliamentary committee to be given 'oversight powers in respect of all COVID-19 related legislation and executive implementation of this legislation', and stated, '[i]t is imperative that Parliament has proper oversight of all delegated legislation and statutory instruments arising from this legislation'.⁷⁶ Alternatively, '[i]f a single parliamentary committee is not to have a COVID-19 response oversight mandate', the QLS recommended 'each and every parliamentary committee should be given the power to inquire into any relevant emergency measure on its own volition; and any parliamentarian should also be able to make a referral to a committee'.⁷⁷ The QLS also considered it may also be appropriate 'for a committee to have clear authority to set specific review dates independent of a specific referral'.⁷⁸ The Queensland Council of Civil Liberties (QCCL) recommended that the 'Government's covid response' be continually reviewed by 'a select committee with representatives of all parties in Parliament, chaired by a non-government member'.⁷⁹

In regard to parliamentary oversight of the COVID-19 emergency powers and their implementation, the department advised:

Parliament has scrutinised the temporary legislative framework through relevant Parliamentary Committees' inquiries into previous amending legislation. Regulations to extend the declared public health emergency are also subject to Parliamentary scrutiny and disallowance.

Parliament has provided oversight of the Queensland Government's health and economic responses to COVID-19, through the relevant Parliamentary Committees, to ensure the suitability of these measures and provide an opportunity for the public to provide feedback about the health response. Following the urgent passage of amendments in response to the COVID-19 declared public health emergency in March 2020, the former Health, Communities, Disability Services and Prevention of Domestic and Family Violence Committee conducted several public hearings from June to August 2020, sought public submissions and issued an interim report about the Queensland Government's health response in September 2020.⁸⁰

Further, acknowledging that 'stakeholders have strong views about the Government's legislative response to COVID-19, including whether it is appropriate to delegate certain powers and the extent to which Parliament should directly manage or oversee the public health response',⁸¹ the department stated:

The framework extended by the Bill enables a proportionate response tailored to the Queensland context, as the public health measures can be agilely reduced, removed or introduced according to the level of epidemiological risk across Queensland or in specific locations. The framework does not require powers to be exercised if the risk level is low.

...

Retaining the temporary legislative framework ensures existing restrictions can be eased in a gradual, considered way, based on the public health risk in Queensland...

Retaining the framework beyond 30 April 2022 is also necessary to ensure the Queensland Government can respond quickly to the emergence of any new variants. The measures will enable Queensland Health to manage health system capacity during future waves, particularly during winter. This is particularly critical as it is likely future waves will overlap with flu season in the winter months...

...

Importantly, even though the Bill proposes to extend the framework until 31 October 2022, all measures would cease earlier if the public health emergency is ended. Under the *Public Health Act 2005*, the Minister

⁷⁵ Submission 970, p 8.

⁷⁶ Submission 464, p 2.

⁷⁷ Submission 464, p 2.

⁷⁸ Submission 464, p 2.

⁷⁹ Submission 962, p 7.

⁸⁰ Department of Health, correspondence, 14 March 2022, p 4, reference removed.

⁸¹ Department of Health, correspondence, 14 March 2022, p 2.

for Health and Ambulance Services must declare the end of the public health emergency if the declaration is no longer necessary to prevent or minimise serious adverse effects on human health.⁸²

The department stated that '[i]f the temporary legislative framework ceased on 30 April 2022':⁸³

- people with COVID-19, or suspected of having COVID-19, could only be required to quarantine for a maximum of 4 days by a direction given by a doctor, which is inconsistent with the current recommendation of the Australian Health Protection Principal Committee that COVID-19 cases and close contacts quarantine for a minimum of 7 days;
- the Chief Health Officer would not be able to issue public health directions that support the national response to COVID-19, such as requiring residential aged care workers to be vaccinated against COVID-19; and
- the Chief Health Officer would not be able to issue public health directions that respond to the unique epidemiological conditions in Queensland, such as requiring face masks during times of increased community transmission;
- a public health emergency declaration would need to be extended by regulation every 7 days.

2.1.2 Proposed amendments to the *Public Health Act 2005*

The Bill proposes to amend the Public Health Act by inserting the COVID-19 public health legislation expiry day as the expiry date for the following temporary provisions in the Public Health Act:

- chapter 8, part 7A, which provides additional powers for emergency officers and the Chief Health Officer to respond to the COVID-19 emergency and protects confidential information collected for contact tracing purposes;
- chapter 8, part 7AA, which provides for fees to be charged for quarantine during the COVID-19 emergency;
- chapter 8, part 7B, which authorises the disclosure of confidential information for contact tracing; and
- temporary amendments made to section 323 of the Public Health Act, which increase the period for which a regulation may extend a declared public health emergency from seven to 90 days.⁸⁴

The department advised that 'on the COVID-19 public health legislation expiry day, these temporary measures will expire and the Bill will reinstate the provisions in section 323 and chapter 8 of the Public Health Act that were in effect before the COVID-19 emergency'.⁸⁵

2.1.2.1 Extension of duration of powers of the Chief Health Officer

The proposed extension of the amendments in the Public Health Act would allow the CHO to issue:

- a direction restricting the movement of persons;
- a direction requiring persons to stay at or in a stated place;
- a direction requiring persons not to enter or stay at or in a stated place;
- a direction restricting contact between persons;
- any other direction the Chief Health Officer considers necessary to protect public health.⁸⁶

At the public hearing, Dr Wakefield explained that '[i]t is under these powers that the Chief Health Officer can give public health directions such as vaccination requirements for workers in high-risk settings, mask

⁸² Department of Health, correspondence, 14 March 2022, pp 2-3.

⁸³ Department of Health, correspondence, 14 March 2022, p 3.

⁸⁴ Department of Health, correspondence, 14 March 2022, p 4.

⁸⁵ Department of Health, correspondence, 14 March 2022, p 4.

⁸⁶ Explanatory notes, p 11. Bill, cl 26.

wearing during times of increased or increasing community transmission, and isolation and quarantine requirements for cases and close contacts’.⁸⁷

The department further advised:

Current safeguards in the Public Health Act will continue to operate including that the Chief Health Officer must revoke a public health direction as soon as reasonably practicable after the Chief Health Officer is satisfied the direction is no longer necessary to assist in containing, or to respond to, the spread of COVID-19.⁸⁸

2.1.2.2 Extension of emergency powers provided to emergency officers

The Bill proposes to extend temporary provisions that enable emergency officers to make directions if the emergency officer reasonably believes the direction is necessary to assist in containing, or to respond to, the spread of COVID-19 within the community.⁸⁹ These provisions would empower emergency officers to compel persons to do or refrain from certain activities, including requiring persons to stay at or in a stated place and requiring business owners or operators to restrict access to certain facilities.⁹⁰

The Bill also proposes to extend the amendments to the Public Health Act that allow emergency officers (medical) to detain someone for a period of up to 14 days, instead of 4 days.⁹¹ Noting that ‘[t]he powers provided to emergency officers (medical) may be required to direct persons entering Queensland to quarantine for a certain period of time upon arrival to limit the potential spread of COVID-19 in the community’,⁹² the explanatory notes state the Bill ‘does not change or increase the detention powers of emergency officers (medical) in any way other than to extend the duration of when the powers may be exercised until the COVID-19 public health legislation expiry day’.⁹³

2.1.2.3 Extension of provisions relating to the charging of quarantine fees

The Bill would continue the provisions in the Public Health Act requiring persons to contribute to the costs of quarantine in government-arranged accommodation, until the COVID-19 public health legislation expiry day.⁹⁴ Those fees are prescribed in the Public Health Regulation 2018.⁹⁵ The explanatory notes state that the ‘Bill does not affect the previous (but not yet commenced) amendments made to the Public Health Act that enable certain prescribed cohorts to be required to pay quarantine fees upfront, before a person’s arrival in Queensland’.⁹⁶

Stakeholder comment

The QHRC called for legislative clarification of the application of the *Human Rights Act 2019* (HRA) to the ‘Chief Health Officer’s decisions to make public health directions’.⁹⁷ The QCCL called for the advice of the CHO to the Government to be published, and both the QCCL and the QLS concurred with the view of the

⁸⁷ Public hearing transcript, Brisbane, 7 March 2022, p 2.

⁸⁸ Department of Health, correspondence, 14 March 2022, p 4.

⁸⁹ Explanatory notes, p 12.

⁹⁰ Explanatory notes, p 12. Bill, cl 26.

⁹¹ Explanatory notes, p 13, Bill, cl 26.

⁹² Explanatory notes, p 13.

⁹³ Explanatory notes, p 13.

⁹⁴ Explanatory notes, p 14.

⁹⁵ Explanatory notes, p 14.

⁹⁶ Explanatory notes, p 14. Part 12, division 3 of the *Public Health and Other Legislation (Further Extension of Expiring Provisions) Amendment Act 2021*, which includes amendments to the Public Health Act to authorise prepayment quarantine fee requirements for prescribed cohorts, is set to commence on a day to be fixed by proclamation. A proclamation has not yet been made.

⁹⁷ Submission 970, p 3.

QHRC that a human rights statement of compatibility should be published for all public health directions.⁹⁸ The Queensland Human Rights Commissioner stated:

It is really important that there is an effective, transparent model in place that maintains public confidence in public health decision-making. That is why we think it needs to be as open and transparent as possible and, when decisions are made, that statements of reasons are provided, the evidence behind those decisions is provided, and the assessment of human rights impacts is also made public. That will continue public confidence in decision-making that is going to be essential in dealing with future waves of the pandemic.⁹⁹

In this regard the department advised:

Queensland Health considers all of the public health measures extended by the Bill, including the Chief Health Officer's power to issue directions, are subject to the requirements and protections of the Human Rights Act. The Human Rights Statement of Compatibility for the Bill makes this clear, stating "... the Chief Health Officer is a public entity for the purposes of the Human Rights Act and when making public health directions under section 362B of the Public Health Act is required to consider human rights impacts when exercising decision making or taking actions, including whether there is any disproportionate impact on certain classes of people".¹⁰⁰

The QHRC, the QLS and the QCCL asserted that the temporary legislative framework should provide a right of review for the COVID-19 powers in the Public Health Act.¹⁰¹ The QLS stated:

Part 7 of the Public Health Act relates to powers of emergency officers (medical) to issue detention and isolation orders and pre-dates the COVID-19 emergency. It contains several provisions allowing for review by a magistrate, and subsequent appeal to a higher court, of detention orders made by medical officers.

However, Parts 7A, 7AA and 7B, introduced into the Public Health Act by the emergency legislation, do not contain these provisions. There is no mechanism in the legislation for a person to appeal a direction, issued in respect of COVID-19, to isolate at a particular place by an emergency officer.¹⁰²

The QHRC concurred that 'the person has no appeal rights from the decision of a magistrate',¹⁰³ and added:

In contrast, the emergency officer or chief executive may appeal the magistrate's decision to release the person, and if so, the release is automatically stayed until the appeal is heard. This makes it challenging for a person to commence such a proceeding, and then have both the magistrate review and District Court appeal heard and an order for release made within 14 days.¹⁰⁴

Noting that the term 'emergency officer' 'includes every police officer in the State',¹⁰⁵ the QCCL stated:

In our view, it is fundamental that a person who is detained, including those required to isolate, should have a right of review before a Court. The statement of compatibility with the *Human Rights Act* which accompanied the Bill pursuant to which part 7A [of the Public Health Act] was introduced justified the removal of the right of review on the basis that, due to the high number of people who would be detained, a right of appeal would impose significant burdens on the court and divert the resources of the public health officials. We see no basis for this proposition. It is the usual "floodgates" argument which has never been vindicated. Moreover, a right of review when a person is detained is fundamental. It is our view that emergency circumstances such as this cannot justify its removal.¹⁰⁶

⁹⁸ Submissions 464, p 3; 962, p 6; 970, p 5.

⁹⁹ Public hearing transcript, Brisbane, 14 March 2022, p 8.

¹⁰⁰ Department of Health, correspondence, 14 March 2022, p 5, reference removed.

¹⁰¹ Submissions 464, pp 2-3; 962, pp 7-8; 970, pp 6-7.

¹⁰² Submission 464, p 3.

¹⁰³ Submission 970, p 6-7.

¹⁰⁴ Submission 970, p 7, reference removed.

¹⁰⁵ Submission 967, p 7.

¹⁰⁶ Submission 967, p 7.

At the committee's public hearing, the QLS also addressed the 'floodgates' argument in the context of a right of review:

In the nature of the pandemic that we have just faced, and are still in some way facing, those rights to review were not there because it was expected that the number of people who would be going into isolation, quarantine and detention would be so large that it would be physically impossible to work through all of the appeals.

There is a balance to be achieved in those things. There is liberty—the opportunity to not be deprived of your freedom—and, at the same time, there is a public health imperative and a public health outcome that needs to be achieved. That is not just a static thing. You cannot just assess that in March 2020 and say, 'That is the way it is and, therefore, it applies in exactly the same way today.' Having said that, today we are just coming off our first Omicron wave and we have a new Omicron subvariant, BA.2, starting out in New South Wales, as Omicron did. The nature of what is happening is changing very rapidly.

...

Everything is moving very rapidly and constantly needs some reassessment in particular circumstances. There is a question there for how the balance is to be achieved with respect to those public health measures and what types of rights can and should be curtailed but also for how long.¹⁰⁷

The QCCL noted that 'in Victoria the law now provides a right of appeal to an independent review officer in all cases of detention by reason of the pandemic'.¹⁰⁸ Stating that its preference was that 'a Court reviews the question of detention', the QCCL stated 'the Victorian model would be a vast improvement on our current system'.¹⁰⁹

'To assist in hearing these matters promptly', the QLS stated 'certain types of decisions could be reviewable by a magistrate, while other types of decisions might be better suited to determination by the Queensland Civil and Administrative Tribunal (QCAT)'.¹¹⁰ The QLS further stated:

Both the Magistrates Court and QCAT will require additional resources to hear these matters, but ultimately extending these rights to COVID-19 related decisions is necessary to ensure all emergency powers are being lawfully applied and that there remains a sense of public confidence in the Government's actions in respect of this pandemic.¹¹¹

In response the calls for a right of review for the COVID-19 powers in the Public Health Act, the department noted the powers in the Bill 'are already subject to legislative constraints':¹¹²

- The Chief Health Officer and emergency officers can only give directions that are reasonably necessary to assist in containing, or to respond to, the spread of COVID-19 within the community.
- The Chief Health Officer must revoke public health directions as soon as reasonably practicable once they are no longer required for this purpose.
- If at any time the Minister for Health determines that COVID-19 no longer presents a risk to public health, the Minister must declare the end of the public health emergency, which means that the emergency powers provided to the Chief Health Officer and emergency officers under the Public Health Act also end.
- All of the measures extended by the Bill, including the power to issue public health directions, are subject to the Human Rights Act and, as such, must not be exercised in a way that limits human rights unless the limitation is reasonable and demonstrably justified.¹¹³

¹⁰⁷ Public hearing transcript, Brisbane, 14 March 2022, pp 11-12.

¹⁰⁸ Submission 962, p 8.

¹⁰⁹ Submission 962, p 8.

¹¹⁰ Submission 464, p 3.

¹¹¹ Submission 464, p 3.

¹¹² Department of Health, correspondence, 14 March 2022, p 3.

¹¹³ Department of Health, correspondence, 14 March 2022, p 3.

In regard to the collection of information for contact tracing, the QHRC stated:

The Commission welcomes the amendments made to the Public Health Act in September 2021, restricting the use of check-in data. Nonetheless, the Commission suggests the current framework can be significantly improved for example by enacting pandemic legislation like that in Victoria.¹¹⁴

2.1.3 Proposed amendments to the *Corrective Services Act 2006*, *Disaster Management Act 2003* and proposed extension of amendments to the *Mental Health Act 2016*

The Bill proposes to amend the Corrective Services Act, the Disaster Management Act and the Mental Health Act ‘to directly support the public health response’.¹¹⁵

The Bill would extend these amendments until the COVID-19 public health legislation expiry day.¹¹⁶ The proposed measures in the Corrective Services Act, Disaster Management Act and Mental Health Act would all be dependent on the COVID-19 public health emergency declared under the Public Health Act and could not be used if that declaration ceased.¹¹⁷

2.1.3.1 Proposed amendments to the *Corrective Services Act 2006*

As previously noted, the Bill amends the Corrective Services Act. According to the explanatory notes, correctional facilities ‘are uniquely vulnerable to the impacts of COVID-19 due to the close proximity of prisoners and staff and the inability to maintain social distancing’.¹¹⁸ In this regard, the Bill amends the Corrective Services Act to ensure Queensland Corrective Services (QCS) is ‘fully equipped to continue to respond rapidly to the increasing risks presented by COVID-19 for the duration of the public health emergency’.¹¹⁹

The Bill proposes to amend the Corrective Services Act to extend temporary legislative provisions to continue to:

- provide for an emergency declaration under s 268 of the Corrective Services Act to be made about any corrective services facility, not just a prison so that a declaration will apply to the Helana Jones Centre (a community corrections centre) and work camps¹²⁰
- provide for an emergency declaration under s 268 of the Corrective Services Act to be made for up to 90 days, instead of 3 days as is ordinarily required by that Act¹²¹
- authorise QCS to temperature check and refuse entry to any person exhibiting COVID-19 symptoms.¹²²

In regard to the proposed amendments, the explanatory notes state:

... it is important to note that the Corrective Services Act already allows the chief executive to make an emergency declaration. The only change made by the temporary amendments is to extend the application of the declaration to a broader number of facilities, and to extend the timeframe for the declaration.¹²³

¹¹⁴ Submission 970, p 8.

¹¹⁵ Dr John Wakefield PSM, Director-General, Department of Health, public briefing transcript, Brisbane, 7 March 2022, p 2.

¹¹⁶ Explanatory notes, p 5; Bill, cls 9, 17, 22-23.

¹¹⁷ Explanatory notes, p 5.

¹¹⁸ Explanatory notes, p 4.

¹¹⁹ Explanatory notes, p 4.

¹²⁰ Explanatory notes, pp 4, 7; Bill, cl 7. See s 351C of the Corrective Services Act.

¹²¹ Explanatory notes, pp 4, 7; Bill, cl 7. See s 5 of the Corrective Services (COVID-19 Emergency Response) Regulation 2020.

¹²² Explanatory notes, pp 4-5. Bill, cl 8, (Corrective Services Act, proposed new s 351D). See s 6 of the Corrective Services (COVID-19 Emergency Response) Regulation 2020.

¹²³ Explanatory notes, p 7.

2.1.3.2 *Proposed amendments to the Disaster Management Act 2003*

The Disaster Management Act provides for a range of powers, known as ‘declared disaster powers’, which may be exercised for a disaster situation by persons authorised under the Disaster Management Act, including police officers.¹²⁴ According to the explanatory notes, the declared disaster powers, which include the power to close a road to traffic, have been used throughout the pandemic where necessary to operationalise the Government’s response to the COVID-19 emergency.¹²⁵

The Bill proposes to extend the expiry of part 12A of the Disaster Management Act until the COVID-19 public health legislation expiry day to continue to:

- provide that the declared COVID-19 disaster situation may be extended by regulation for up to 90 days, instead of 14 days as is ordinarily required of the Disaster Management Act to provide greater certainty about disaster arrangements in relation to the COVID-19 emergency¹²⁶
- set aside the entitlement to compensation for loss or damage suffered as a result of the exercise of powers under the Disaster Management Act related to the COVID-19 disaster situation.¹²⁷

At the committee’s public briefing on the Bill, the department explained how the amended declared disaster powers have been engaged throughout the COVID-19 pandemic:

The declared disaster powers under the Disaster Management Act include the power to close roads to traffic and to direct the movement of persons, animals and vehicles within a declared disaster area. They have been used throughout the COVID-19 emergency to give effect to the Chief Health Officer’s public health directions—for example, implementing the road closures for the state border restrictions and also throughout earlier parts of the pandemic when access was restricted to some of the vulnerable First Nations communities, some of those remote communities, where road closures were implemented because visitors were restricted in and out of those communities.¹²⁸

2.1.3.3 *Proposed extension of amendments to the Mental Health Act 2016*

The Bill proposes to extend amendments in chapter 18B of the Mental Health Act that allow patients subject to the Mental Health Act to be granted leave where it may be necessary to comply with public health directions.¹²⁹ In this regard, the explanatory notes state:

While the public health emergency continues, the approval of absence of certain patients may be required where, for example, a person who is already in the community on a temporary absence from a mental health facility contracts COVID-19 and is then required to isolate.¹³⁰

Stakeholder comment

The RANZCP endorsed the proposed amendments to the Mental Health Act ‘to support the public health response’.¹³¹

Anthony Bill, State President of the Liberal Democrats QLD, did not support the proposed extension of amendments to the Mental Health Act, stating:

It is difficult to imagine that the support for the measures to tackle the issues with mental health cannot gain support through the traditional methods of governance. Emergency powers are not required to provide adequate mental health support to those effected by the same emergency powers.¹³²

¹²⁴ Explanatory notes, p 5.

¹²⁵ Explanatory notes, p 5.

¹²⁶ Explanatory notes, p 5; Bill, part 6; Disaster Management Act s 138.

¹²⁷ Explanatory notes, p 5; Bill, part 6; Disaster Management Act s 138A.

¹²⁸ Department of Health, public briefing transcript, Brisbane, 7 March 2022, p 4.

¹²⁹ Explanatory notes, p 5; Bill, cls 22-23; *Mental Health Act 2016*, s 800I.

¹³⁰ Explanatory notes, p 5.

¹³¹ Submission 952, p 1.

¹³² Submission 1477, p 10.

2.1.4 Continuation of savings and transitional provisions for associated COVID-19 measures

While most of the associated COVID-19 measures would expire on 30 April 2022 or another day enacted through earlier amending Acts, the Bill proposes to continue several savings and transitional provisions in the COVID-19 ER Act.¹³³ At the inquiry public briefing, Dr Wakefield, department, explained those provisions include:

... provisions to support the temporary business commissioner until a permanent commissioner is appointed as proposed under the Small Business Commissioner Bill 2021; the continuation of the Retail Shop Leases and Other Commercial Leases (COVID-19 Emergency Response) Regulation 2020, which has already been extended until 30 April 2024; and the power to make a transitional regulation for a COVID-19 law.

According to the explanatory notes, the Bill does not propose to change the effect of parts 6, 7, 8A and 9 of the COVID-19 ER Act other than by providing that:

- a transitional regulation for a COVID-19 law would expire two years after the relevant COVID-19 law expires or the day the COVID-19 ER Act expired, whichever was earlier
- the COVID-19 ER Act would expire two years after the COVID-19 public health legislation expiry day.¹³⁴

The department advised:

The transitional-regulation making power enables regulations to be made to address any unforeseen issues that may arise on expiry of the temporary COVID-19 measures, helping to minimise any unforeseen risk and provide clarity for the public and stakeholders who are affected by the temporary associated COVID-19 measures.¹³⁵

Listing the savings and transitional arrangements proposed in the Bill, Dr Wakefield commented at the public hearing that; 'The bill inserts an ultimate expiry date for the COVID-19 Emergency Response Act as two years after the COVID-19 public health legislation expiry day. As I have already said, that is 31 October 2024 at the latest.'¹³⁶

Stakeholder comment

Stephen Andrew MP, State Member for Mirani, opposed the transitional emergency regulation-making powers, stating they 'should ... not be allowed to continue for a further two years after the "Covid-19 Expiry Date"'.¹³⁷ Further, the Member for Mirani stated:

This is dangerous and unnecessary.

Under these powers, the government retains the ability to re-impose any of the 'Covid laws' at any time during those two years if it decides they are 'necessary'.

This means the emergency powers will continue to be held in abeyance for two years after the 31st of October 2022 – namely to 31 October 2024.

The adoption of the Transitional provisions give the government the power to adopt measures severely restricting individual freedoms without introducing special legislation to do so.¹³⁸

¹³³ Explanatory notes, p 6; Dr John Wakefield PSM, Director-General, Department of Health, public briefing transcript, Brisbane, 7 March 2022, p 3.

¹³⁴ Explanatory notes, p 6.

¹³⁵ Queensland Health, correspondence dated 1 March 2022, pp 6-7.

¹³⁶ Public hearing transcript, Brisbane, 7 March 2022, p 3.

¹³⁷ Submission 1560, p 2.

¹³⁸ Submission 1560, p 2.

Stating the continuity of its operations were at risk ‘because of the unavailability of the requisite number of Local Commissioners to form a decision-making panel’,¹³⁹ the FRC called for ‘[t]ransitional arrangements to be in place to allow the Commission to facilitate the return of normal operations’.¹⁴⁰

The FRC stated:

This can only be achieved by an extension to the expiry of the FRC COVID-19 Regulation from 30 April to 31 December 2022 to enable the appointments of additional Local Commissioners to be progressed by DSDSATSIP to the Governor-in-Council as a matter of urgency. The granting of this extension will provide the Commission with an opportunity to appropriately train new appointees so they can competently perform their statutory duties prior to the expiry of the Regulation on 31 December 2022.¹⁴¹

Committee comment

The committee encourages the Government to consider extending the Family Responsibilities Commission (COVID-19 Emergency Response) Regulation 2020 to ensure the continuity of the operations of the FRC is not hindered.

2.1.5 Expiration of COVID-19 emergency measures

The intended effect of the Bill is for most of the associated COVID-19 measures that were put in place as part of the temporary COVID-19 legislative framework, including extraordinary regulations and statutory instruments made pursuant to the modification framework under the COVID-19 ER Act, will expire on 30 April 2022, with the exception of the Retail Shop Leases and Other Commercial Leases (COVID-19 Emergency Response) Regulation 2020, which has already been extended for two years after the COVID-19 legislation expiry day (meaning it will operate until 30 April 2024 unless repealed earlier).¹⁴² As noted above, some associated COVID-19 measures have had a different expiry day enacted in primary legislation through the modification framework. The Bill does not extend or change these different expiry days.¹⁴³

The department advised, in relation to the expiration provisions in the Bill:

As Queensland transitions towards more normal social and economic conditions there is no longer a compelling need or justification for continuing most of the associated COVID-19 measures.¹⁴⁴

Dr Wakefield, department, further advised the committee at the public hearing:

The powers allow for a proportionate response tailored to the level of risk. The powers do not need to be exercised if the risk level remains low and can be scaled up or down to respond to varying risk profiles in different geographic areas or settings. Other temporary measures that have been put in place to support Queensland’s institutional or economic response to COVID-19 are due to expire on 30 April 2022. The bill does not change this date. The expiry date was set in September last year under the public health and other legislation amendment act 2021.

This means most of the extraordinary regulations and statutory instruments made under the modification framework in the COVID-19 Emergency Response Act 2020 will expire as planned on 30 April 2022. These measures provided additional flexibility for government, businesses and other institutions to continue to function and to minimise potential disruption during the earlier phases of the pandemic. However, as we transition to the new normal of living with COVID-19, these measures are no longer required.¹⁴⁵

¹³⁹ Submission 965, p 3.

¹⁴⁰ Submission 965, p 6.

¹⁴¹ Submission 965, p 6.

¹⁴² Explanatory notes, pp 5-6

¹⁴³ Explanatory notes, pp 5-6.

¹⁴⁴ Explanatory notes, p 3.

¹⁴⁵ Public hearing transcript, Brisbane, 7 March 2022, pp 2-3.

2.1.5.1 Stakeholder views

Many individual submissions received by the committee were supportive of all provisions in the temporary COVID-19 legislative framework expiring on 30 April 2022. For example, Anthony Bull, Liberal Democrats, QLD, submitted that 'there is no basis to extend these emergency powers beyond April 2022'.¹⁴⁶ A small number of stakeholders specifically commented on the expiring provisions that will not be extended by the passing of the Bill.

The SCA described the COVID-19 regulations as 'a set of very practical, common sense reforms that had positive intentions', and observed that the expiry of certain provisions would mark 'a return to normalcy' in the body corporate industry.¹⁴⁷ At the same time, SCA supported the continuation of some of the COVID-19 regulations, including financial relief measures.¹⁴⁸

As discussed in section 2.1.4 above, the FRC expressed support for an extension to the expiry of the Family Responsibilities Commission (COVID-19 Emergency Response) Regulation 2020, due to expire on 30 April 2022, to 31 December 2022.¹⁴⁹

The Australian Logistics Council called for the continuation of the temporary relaxation of freight curfews and delivery restrictions in Queensland and throughout Australia, and stated; 'these practical and pragmatic measures ... have been instrumental in ensuring essential food, groceries and supplies reach Queenslanders'.¹⁵⁰

2.1.5.2 Department response

The department advised that the Bill allows for the Minister for Health and Ambulance Services to declare the end of the public health emergency, 'if the declaration is no longer necessary to prevent or minimise serious adverse effects on human health'.¹⁵¹

In response to stakeholders' suggestions to continue certain temporary COVID-19 regulations, the department advised:

The measures put in place in other legislation through the pandemic to provide regulatory relief and ensure the continued operation of institutions and businesses are separate from the immediate public health response and are not being amended or effected by this Bill. Rather, they will expire in accordance with their existing expiry provisions set by the Parliament through earlier legislation. As the Bill does not affect these other amendments, any issues in relation to these matters are beyond the scope of the Bill.¹⁵²

¹⁴⁶ Submission 1477, p 8.

¹⁴⁷ Submission 782, p 1.

¹⁴⁸ Submission 782, pp 2-3.

¹⁴⁹ Submission 965, p 1.

¹⁵⁰ Submission 955, p 3.

¹⁵¹ Department of Health, correspondence, 14 March 2022, attachment, p 3.

¹⁵² Department of Health, correspondence, 14 March 2022, attachment, p 9.

3 Compliance with the *Legislative Standards Act 1992*

3.1 Fundamental legislative principles

Section 4 of the *Legislative Standards Act 1992* (LSA) states that ‘fundamental legislative principles’ are the ‘principles relating to legislation that underlie a parliamentary democracy based on the rule of law’. The principles include that legislation has sufficient regard to:

- the rights and liberties of individuals
- the institution of Parliament.

The committee has examined the application of the fundamental legislative principles to the Bill. The committee brings the following to the attention of the Legislative Assembly.

3.1.1 Rights and liberties of individuals

Section 4(2)(a) of the LSA requires that legislation has sufficient regard to the rights and liberties of individuals.

3.1.1.1 *Proportionality and relevance of penalties*

Clause 26 of the Bill extends the operation of part 7A of the Public Health Act (Particular powers for COVID-19 emergency) to the COVID-19 public health legislation expiry day. In turn, this extends the operation of section 362B of the Public Health Act providing power for the CHO to issue public health directions and of section 362D, which provides for the enforcement of such public health directions.¹⁵³ Directions may include:

- a direction restricting the movement of persons
- a direction requiring persons to stay at or in a stated place or requiring persons not to enter or stay at or in a stated place
- a direction restricting contact between persons
- any other direction the CHO considers necessary to protect public health.

A maximum penalty of 100 penalty units (\$13,785) or 6 months’ imprisonment applies if a person fails to comply with a direction, unless they have a reasonable excuse.

Whether legislation has sufficient regard to rights and liberties of individuals depends on whether, for example, penalties and other consequences imposed by legislation are proportionate and relevant to the actions to which the consequences relate:

In the context of supporting fundamental legislative principles, the desirable attitude should be to maximise the reasonableness, appropriateness and proportionality of the legislative provisions devised to give effect to policy.

... Legislation should provide a higher penalty for an offence of greater seriousness than for a lesser offence. Penalties within legislation should be consistent with each other.¹⁵⁴

The explanatory notes provide the following justification for the offence and its penalty:

Comparably, existing section 351 of the Public Health Act applies to the enforcement of a detention order issued by an emergency officer (medical). It carries a maximum penalty of 200 penalty units, to fail to comply with a detention order.

In a pandemic situation, it is critical that the directions made by emergency officers are complied with. It is considered that the ability to impose immediate fines will act as an appropriate deterrent against non-compliance. The policy objective of continuing these amendments is to readily enforce non-compliance of directions made by the Chief Health Officer and emergency officers by enabling certain offences to be

¹⁵³ The Public Health and Other Legislation (Public Health Emergency) Amendment Bill 2020 introduced these provisions. That Bill was declared urgent and was not referred to a committee.

¹⁵⁴ OQPC, *Fundamental Legislative Principles: The OQPC Notebook*, p 120.

enforced through penalty infringement notices. For this reason, the penalty units are proportionate to prevent the risk of an uncontrolled outbreak of COVID-19 in Queensland that may ensue from non-compliance with a public health direction or detention order.¹⁵⁵

...

The penalty provisions are considered reasonable, proportionate and appropriate to protect the community from the risk of transmission of COVID-19 by those who violate public health directions and, thereby, put the community at risk.¹⁵⁶

Committee comment

The committee is satisfied that the penalties proposed in the Bill are proportionate and relevant, given the need to enforce the public health directions issued by the Chief Health Officer.

3.1.1.2 Restriction of ordinary activities

Corrective services facilities

As noted, Clause 26 of the Bill extends the operation of the power of the CHO to issue public health directions and of section 362D of the Public Health Act, which provides for the enforcement of such public health direction. Directions may restrict the ability of persons to leave their homes or other premises, to enter particular facilities, or to freely move about and engage in activities.

Clause 7 amends section 351C of the Corrective Services Act to extend current temporary legislative provisions to allow an emergency declaration under section 268 to be made about any corrective services facility, and provide for an emergency declaration under section 268 to be made for up to 90 days, instead of 3 days. Under the Bill these amendments extend until the COVID-19 public health legislation expiry day.

Rights and liberties of individuals

The reasonableness and fairness of treatment of individuals is relevant in deciding whether legislation has sufficient regard to the rights and liberties of individuals.

Directing people to remain in their homes or to not be able to visit other places breaches an individual's right not to have their ordinary activities, including potentially operating a business, interfered with.

The emergency declaration powers under section 268 of the Corrective Services Act limit a person's rights and liberties.

Administrative power

Whether legislation has sufficient regard to rights and liberties of individuals depends on whether, for example, the legislation makes rights and liberties, or obligations, dependent on administrative power only if the power is sufficiently defined and subject to appropriate review.

Depending on the seriousness of a decision and its consequences, it is generally inappropriate to provide for administrative decision-making in legislation without providing for a review process. If individual rights and liberties are in jeopardy, a merits-based review is the most appropriate type of review.¹⁵⁷

Committees carefully scrutinise provisions that do not sufficiently express the matters to which a decision-maker must have regard in exercising a statutory administrative power.¹⁵⁸

In relation to both the vesting of broad and extensive powers in the CHO and the powers under the Corrective Services Act, the explanatory notes consider whether these delegations of administrative power are appropriate.

¹⁵⁵ Explanatory notes, p 13.

¹⁵⁶ Explanatory notes, p 14.

¹⁵⁷ OQPC, *Fundamental Legislative Principles: The OQPC Notebook*, p 18.

¹⁵⁸ OQPC, *Fundamental Legislative Principles: The OQPC Notebook*, p 15; citing Scrutiny of Legislation Committee, Report No. 13, 49th Parliament, *Annual Report 1998-1999*, October 1999, p 12, para 3.10.

The explanatory notes state the impact on the rights and liberties of individuals is justified:

... given the need to protect the health of the public by managing the outbreak of COVID-19, and in particular to ensure the latest health and medical advice about isolation and quarantine of suspected or confirmed cases of COVID-19 can be achieved. The amendments have contributed to Queensland's success at managing COVID-19 by allowing rapid and tailored responses to instances of local community transmission of COVID-19.¹⁵⁹

In relation to the Corrective Services Act provisions, the explanatory notes refer to the unusually vulnerable environment in correctional facilities:

The correctional environment is uniquely vulnerable to COVID-19 due to the close proximity of prisoners and staff and the inability to maintain social distancing.

...

Positive cases of COVID-19 in prisoners and staff in Queensland's corrective services facilities have increased, and continue to increase, in line with cases across the broader community.¹⁶⁰

The explanatory notes set out this justification for the extension of these measures:

Given the unprecedented challenges of managing the risks associated with COVID-19 in the correctional environment, these temporary measures are aimed at protecting the health and safety of staff, prisoners, offenders and the broader community. They are therefore considered acceptable and necessary to respond to the COVID-19 public health emergency.¹⁶¹

Use of administrative power by the Chief Health Officer

In relation to the use of administrative power by the Chief Health Officer, the explanatory notes state:

While broad, the Chief Health Officer's power to issue directions is clearly defined and subject to limits, including that the Chief Health Officer must reasonably believe the direction is necessary to assist in containing or responding to the spread of COVID-19. The Chief Health Officer must also revoke a direction if satisfied the direction is no longer necessary.¹⁶²

In its report on the 2020 Bill, on the same issue, the Health and Environment committee stated:

The committee considers that the vesting of these broad and extensive powers in the Chief Health Officer and other officers is justified given the need to protect the health of the public and respond to the threat of COVID-19.¹⁶³

In relation to the Corrective Services Act provisions, the explanatory notes state:

... it is important to note that the Corrective Services Act already allows the chief executive to make an emergency declaration. The only change made by the temporary amendments is to extend the application of the declaration to a broader number of facilities, and to extend the timeframe for the declaration.¹⁶⁴

Committee comment

The committee is satisfied the ongoing authority for the use of these broad and extensive powers shows sufficient regard for the rights and liberties of individuals, and the breach of fundamental legislative principle is justified by the need to respond to the ongoing health emergency.

The committee is satisfied these delegations of administrative power are appropriate.

¹⁵⁹ Explanatory notes, p 12.

¹⁶⁰ Explanatory notes, p 4.

¹⁶¹ Explanatory notes, p 8.

¹⁶² Explanatory notes, p 12.

¹⁶³ Queensland Parliament, Health and Environment Committee, Report No. 4, 57th Parliament, *Public Health and Other Legislation (Extension of Expiring Provisions) Amendment Bill 2020*, February 2021 (HEC report), p 37.

¹⁶⁴ Explanatory notes, p 7.

3.1.1.3 General rights and liberties – ordinary activities should not be unduly restricted

Detaining or restricting movement of individuals

Clause 26 of the Bill also further extends temporary provisions that enable emergency officers to detain someone for a period of up to 14 days. The clause also has the effect of extending the operation of temporary provisions that enable an emergency officer to issue a direction if the emergency officer reasonably believes the direction is necessary to assist in containing, or to respond to, the spread of COVID-19. These provisions empower emergency officers to compel persons to do or refrain from certain activities. This includes requiring persons to stay at or in a stated place and requiring business owners or operators to restrict access to certain facilities.

The reasonableness and fairness of treatment of individuals is relevant in deciding whether legislation has sufficient regard to the rights and liberties of individuals. The provisions that authorise emergency officers to issue directions interfere with the rights and liberties of individuals by, for example, restricting movement or requiring individuals refrain from doing certain activities.

Restricting a person's movement or requiring them to refrain from certain activities involves a major impact on a person's rights and liberties by denying them their right to move and act freely.

These provisions also involve a delegation of powers, the exercise of which has potentially significant effect on individuals' rights and liberties.¹⁶⁵

The explanatory notes provide the following justification:

It is considered that the impact these emergency powers have on the rights and liberties of individuals is justified, given the need to protect the health of the public by managing the response to COVID-19, and in particular to ensure the latest health and medical advice about isolation and quarantine of COVID-19 cases can be implemented. The amendments have contributed to Queensland's success at responding to COVID-19 by allowing rapid and tailored responses to instances of local community transmission of COVID-19.¹⁶⁶

Further:

While they are broad, the emergency powers are clearly defined and subject to limits, including that the person giving the direction or order must reasonably believe that it is necessary to assist in containing or responding to the spread of COVID-19.¹⁶⁷

In relation to the powers of detention, the explanatory notes refer to safeguards:

Appropriate safeguards are in place to protect the rights of individuals. For example, under section 361 of the Public Health Act, a person may apply, through their lawyer or another nominated person, to a magistrate to order the end of the detention order made by the emergency officer '(medical)'.¹⁶⁸

The explanatory notes conclude:

Given the need to protect the health of the public, the limitations on the rights and liberties of individuals to limit the risks to the public, arising from the risks of COVID-19, are considered to be appropriately justified.¹⁶⁹

Committee comment

The committee is satisfied sufficient regard has been given to an individual's rights and liberties, given the need to protect the health of the public.

¹⁶⁵ LSA, s 4(3)(c).

¹⁶⁶ Explanatory notes, p 12.

¹⁶⁷ Explanatory notes, pp 12-13.

¹⁶⁸ Explanatory notes, p 13.

¹⁶⁹ Explanatory notes, p 13.

Declaration of a disaster situation, powers of authorised officers

Clause 17 further extends (from 30 April 2022 to the COVID-19 public health legislation expiry day) the operation of section 138 of the Disaster Management Act, amongst other provisions. Section 138 provides for a longer than normal period by which a declared disaster situation may be extended (90 days rather than 14 days).

When a disaster situation is declared, a number of powers are made available to authorised officers to perform certain actions or compel others to refrain from certain actions such as:

- controlling the movement of persons
- entering places
- removing or destroying animals, vegetation, vehicles and structures
- closing roads to traffic.

Rights and liberties of individuals

The reasonableness and fairness of treatment of individuals is relevant in deciding whether legislation has sufficient regard to the rights and liberties of individuals.

An individual's rights and liberties will be affected by being directed to do certain things or not being able to perform their ordinary activities without interference.

Administrative power

Whether legislation has sufficient regard to rights and liberties of individuals depends on whether, for example, the legislation makes rights and liberties, or obligations, dependent on administrative power only if the power is sufficiently defined and subject to appropriate review.

Depending on the seriousness of a decision and its consequences, it is generally inappropriate to provide for administrative decision-making in legislation without providing for a review process. If individual rights and liberties are in jeopardy, a merits-based review is the most appropriate type of review.¹⁷⁰

The extension of these powers to authorised officers raises the issue of whether these powers are appropriately defined.

Delegation of administrative power

Powers should be delegated only to appropriately qualified officers or employees.¹⁷¹

The appropriateness of a limitation on delegation depends on all the circumstances including the nature of the power, its consequences and whether its use appears to require particular expertise or experience.¹⁷²

The delegation of these powers to authorised officers raises the issue of whether the powers have been appropriately delegated.

Power of entry

Legislation should confer power to enter premises, and search for or seize documents or other property, with the occupier's consent or under a warrant issued by a judge or other judicial officer. This principle supports a long established rule of common law that protects the property of citizens.¹⁷³

¹⁷⁰ OQPC, *Fundamental Legislative Principles: The OQPC Notebook*, p 18.

¹⁷¹ *Acts Interpretation Act 1954*, s 27A contains extensive provisions dealing with delegations.

¹⁷² OQPC, *Fundamental Legislative Principles: The OQPC Notebook*, p 33.

¹⁷³ OQPC, *Fundamental Legislative Principles: The OQPC Notebook*, p 44.

Fundamental legislative principles are particularly important when powers of inspectors and similar officials are prescribed in legislation because these powers are very likely to interfere directly with the rights and liberties of individuals.¹⁷⁴

When a disaster situation is declared, an authorised officer will be able to use powers such as entering a premises, opening containers and taking into a place equipment, persons or materials required to exercise a power.¹⁷⁵

The explanatory notes set out the background to the powers and the scope of these powers:

The powers of authorised officers are discretionary and, will only be exercised in circumstances associated with the COVID-19 disaster situation, where the powers are necessary for public safety and the protection of life or property. Authorised officers are limited to those with the necessary expertise or experience to exercise the powers, and authorisations may be limited or given on conditions specific to the particular circumstances of the officer or event. The power to give directions about property includes the requirement that, if the property is residential or business premises, directions may only be given with the written approval of the relevant district disaster coordinator (section 78 of the Disaster Management Act).¹⁷⁶

Further, in justification of the breach of fundamental legislative principle, the explanatory notes state:

... while the exercise of these disaster powers has the potential to impact on the rights and liberties of individuals, any breach is justified, given the need to continue to protect the health and wellbeing of the community by managing the spread of COVID-19.¹⁷⁷

Committee comment

For all the issues above, the committee is satisfied the impact on a person's rights and liberties has been sufficiently justified.

3.1.1.4 Right to compensation and retrospectivity

Clause 17 of the Bill has the effect of further extending a retrospective amendment under the Disaster Management Act which sets aside a right to compensation. Under section 119 of that Act, a person who suffers loss or damage because of the exercise, or purported exercise, of certain specified powers under that Act is entitled to be paid just and reasonable compensation for the loss or damage.¹⁷⁸ The *Justice and Other Legislation (COVID-19 Emergency Response) Amendment Act 2020* inserted section 138A, which removes this right, in relation to the disaster situation declared for the public health emergency.

Right to compensation

The retrospective amendment to the Disaster Management Act to set aside the right to compensation itself arguably breaches the fundamental legislative principle that legislation should provide for compulsory acquisition of property only with fair compensation.¹⁷⁹

Retrospectivity

Whether legislation has sufficient regard to rights and liberties of individuals depends on whether, for example, the legislation does not adversely affect the rights and liberties, or impose obligations retrospectively.¹⁸⁰

Strong argument is required to justify an adverse effect on rights and liberties, or imposition of obligations, retrospectively.¹⁸¹

¹⁷⁴ OQPC, *Fundamental Legislative Principles: The OQPC Notebook*, p 45.

¹⁷⁵ See Disaster Management Act, s 77.

¹⁷⁶ Explanatory notes, p 9.

¹⁷⁷ Explanatory notes, p 9.

¹⁷⁸ Being powers exercised under section 77, 78, 111 or 112 of the Disaster Management Act.

¹⁷⁹ See LSA, s 4(3)(i).

¹⁸⁰ See LSA, s 4(3)(g).

¹⁸¹ LSA, s 4(3)(g).

The explanatory notes state:

The exercise of the disaster powers available under the Disaster Management Act has the potential to result in loss or damage to a person to whom a direction is given. Should this occur, the amendments will have the effect of setting aside the right to make a claim for fair compensation. This breach is considered justified as, due to the extensive economic impacts of the COVID-19 emergency, uncapped and unpredictable compensation claims for damage and loss suffered may place further economic pressure on the State and diminish the stimulus measures being implemented by the Queensland Government.

The provision initially had retrospective commencement to ensure the limitation on compensation was applied equally to all potential claimants affected by the exercise of powers under the COVID-19 disaster situation. This approach is consistent with the Public Health Act, which was amended in 2020 to set aside the right to compensation for loss or damage suffered because of the exercise of emergency powers related to the COVID-19 emergency.¹⁸²

Committee comment

The committee is satisfied that the provisions are justified and appropriate in the circumstances.

3.1.2 Institution of Parliament

Section 4(2)(b) of the LSA requires legislation to have sufficient regard to the institution of Parliament.

Whether a Bill has sufficient regard to the institution of Parliament depends on whether, for example, the Bill allows the delegation of legislative power only in appropriate cases and to appropriate persons.¹⁸³

Clause 26 of the Bill further extends the operation of section 362B of the Public Health Act, which gives the CHO power to issue public health directions:

- restricting the movement of persons
- requiring persons to stay at or in a stated place
- requiring persons not to enter or stay in a stated place
- restricting contact between persons.

The CHO also has power to issue any other direction they consider necessary to protect public health.¹⁸⁴

Clause 26 also extends the operation of Division 3 of Part 7A of Chapter 8 of the Public Health Act. Those provisions enable emergency officers to give directions requiring persons to stay at or in stated place or requiring business owners or operators to restrict access to certain facilities.

The Bill extends the operation of provisions of the Public Health Act which give power to the CHO to make public health directions relating to the COVID-19 emergency, and power to emergency officers to detain a person for up to 14 days.

The explanatory notes provide some background to the use of public health directions:

The content of the directions that may be issued under these provisions are technical and detailed in nature and subject to frequent change due to the rapidly changing COVID-19 pandemic, so are more appropriately prescribed by a public health direction than being included in the Public Health Act.¹⁸⁵

The explanatory notes offer this justification:

The delegation of powers to the Chief Health Officer is considered appropriate to allow for a rapid response to implement measures to limit, and respond to, the spread of COVID-19 in Queensland. The delegation of powers in this way allows for recommendations, such as those made by the Australian Health Protection

¹⁸² Explanatory notes, p 10.

¹⁸³ See LSA, s 4(4)(a).

¹⁸⁴ Section 362B was introduced in the Public Health and Other Legislation (Public Health Emergency) Amendment Bill 2020. This Bill was declared urgent and was not referred to a committee.

¹⁸⁵ Explanatory notes, p 11.

Principal Committee which includes experts in infection control and communicable diseases, to be implemented in a timely manner to reduce the risk of an uncontrolled outbreak of COVID-19 in Queensland.

...

The delegation of powers to the Chief Health Officer is consistent with the approach taken in other jurisdictions across Australia, such as the Australian Capital Territory. Other States, such as Western Australia and South Australia provide their powers to other senior public servants, such as the Commissioner of Police.

The Chief Health Officer is a statutory appointment and accountable in the existing government structures. The Chief Health Officer reports to the Director-General of Queensland Health and the Minister for Health and Ambulance Services. Therefore, the decision-maker is still within the existing structures of the Queensland Government and the legislation does not give powers to make directions to an external party or to anyone other than the Chief Health Officer.¹⁸⁶

...

Emergency officers are appointed by the chief executive (Director-General of Queensland Health or their delegate) and must be public service officers or employees, health service employees, persons employed by a local government, State Emergency Service members or other persons prescribed by regulation, such as police officers ...¹⁸⁷

Committee comment

The committee is satisfied the delegation of power has sufficient regard to the institution of Parliament, given the extent of the powers available to the Chief Health Officer and emergency officers, balanced against the need to control the spread of COVID-19.

3.1.2.1 Delegation of legislative power

This Bill delegates certain powers to regulation, rather than including them in the primary legislation.

Declared public health emergency period

Clause 31 of the Bill further extends (to 31 October 2022) the power to make a regulation to extend, or further extend, the period of a declared public health emergency for a period of up to 90 days, instead of seven days as ordinarily required by the Act. As observed in the explanatory notes, extending the period of a declared public health emergency enlivens the powers of the Chief Health Officer and of emergency officers under chapter 8 of the Public Health Act.¹⁸⁸

Committee comment

The explanatory notes state the inclusion of this power in regulation, rather than in primary legislation, is appropriate:

... given the need to respond swiftly to manage the ongoing public health risks posed by COVID-19. A regulation extending the declared public health emergency may be made only if the Minister is satisfied it is necessary for a purpose of the Public Health Act. Having the ability to respond at short notice to an evolving epidemiological situation will continue to help ensure the public health objectives of the Public Health Act can be met.¹⁸⁹

The committee is satisfied that the provisions are justified and appropriate in the circumstances.

3.2 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.

The notes are fairly detailed and contain the information required by Part 4 and a sufficient level of background information and commentary to facilitate understanding of the Bill's aims and origins.

¹⁸⁶ Explanatory notes, p 11.

¹⁸⁷ Explanatory notes, p 12.

¹⁸⁸ Explanatory notes, p 14.

¹⁸⁹ Explanatory notes, pp 14-15.

4 Compliance with the *Human Rights Act 2019*

The portfolio committee responsible for examining a Bill must consider and report to the Legislative Assembly about whether the Bill is not compatible with human rights, and consider and report to the Legislative Assembly about the statement of compatibility tabled for the Bill.¹⁹⁰

A Bill is compatible with human rights if the Bill:

- does not limit a human right, or
- limits a human right only to the extent that is reasonable and demonstrably justifiable in accordance with section 13 of the HRA.¹⁹¹

The HRA protects fundamental human rights drawn from international human rights law.¹⁹² Section 13 of the HRA provides that a human right may be subject under law only to reasonable limits that can be demonstrably justified in a free and democratic society based on human dignity, equality and freedom.

The committee has examined the Bill for human rights compatibility and is satisfied that the human rights limitations identified in the Bill continue to be reasonable and demonstrably justifiable having regard to section 13 of the HRA, and in light of the current status of the COVID-19 pandemic in Queensland.

The committee brings the following to the attention of the Legislative Assembly.

4.1 Background

Most of the Bill's operative clauses aim to further extend the operation of various temporary legislative provisions in response to the ongoing COVID-19 public health emergency. These provisions have been the subject of previous extension by the:

- Public Health and Other Legislation (Extension of Expiring Provisions) Amendment Bill 2020 (the 2020 Bill)
- Public Health and Other Legislation (Further Extension of Expiring Provisions) Amendment Bill 2021 (the 2021 Bill).

Those provisions have been reported upon previously by portfolio committees. A summary of the conclusions reached in those reports, in regard to human rights issues, is set out below.

4.1.1 2020 Bill - the Health and Environment Committee report

The report's chapter on the human rights impact of the 2020 Bill largely replicated the advice obtained from the expert panel member.¹⁹³

In summary, the Health and Environment Committee (HEC) found the 2020 Bill to be compatible with human rights.

The limits on the human rights in the Bill regarding the following rights were considered reasonable and demonstrably justifiable in accordance with section 13 of the HRA:

- freedom of movement
- right to equality before the law
- right to health services
- protection of families and children

¹⁹⁰ HRA, s 39.

¹⁹¹ HRA, s 8.

¹⁹² The human rights protected by the HRA are set out in sections 15 to 37 of the Act. A right or freedom not included in the Act that arises or is recognised under another law must not be taken to be abrogated or limited only because the right or freedom is not included in this Act or is only partly included; HRA, s 12.

¹⁹³ Queensland Parliament, Health and Environment Committee, Report No. 4, 57th Parliament, *Public Health and Other Legislation (Extension of Expiring Provisions) Amendment Bill 2020*, February 2021, pp 41 - 49.

- cultural rights and cultural rights of Aboriginal peoples and Torres Strait Islander peoples
- peaceful assembly and freedom of association
- freedom of thought, conscience, religion and belief
- right to education
- right to liberty and security.

As a side issue, the HEC, relying on and including commentary from the panel member, was critical of the statement of compatibility for the 2020 Bill in relation to the amendments to the *Mental Health Act 2016* (Mental Health Act), in that it did not sufficiently address the human rights impacts of these amendments – for example, in relation to the right to privacy. The statement of compatibility for the current 2022 Bill *does* include some analysis on this aspect.¹⁹⁴

4.1.2 2021 Bill - the Economics and Governance Committee report

In summary, the Economics and Governance Committee (EGC) found the 2021 Bill to be compatible with human rights.¹⁹⁵ The report's chapter on the human rights impact of the 2021 Bill was consistent with the advice obtained from the expert panel member.

The committee recognised that in putting in place measures to restrict the spread of an infectious disease, and thereby enhancing the rights of Queenslanders under sections 16 (right to life) and 37 (right to health services) of the HRA, other rights of Queenslanders may be adversely impacted.¹⁹⁶

However, the limits on the human rights in the Bill regarding the following rights were considered reasonable and demonstrably justifiable in accordance with section 13 of the HRA:

- freedom of movement
- right to equality before the law
- freedom of thought, conscience, religion and belief
- peaceful assembly and freedom of association
- right to take part in public life
- right to property
- right to privacy and reputation
- cultural rights and cultural rights of Aboriginal peoples and Torres Strait Islander peoples
- right to education.

Relevant to the committee's arrival at this conclusion was a consideration of the precautionary principle, which has implications for the balancing of the risks and severity of possible limitations with those that may arise if they are not engaged, together with the various incorporated safeguards and other rights promoting benefits which may reduce and offset adverse effects.¹⁹⁷

¹⁹⁴ Statement of compatibility, p 41.

¹⁹⁵ Queensland Parliament, Economics and Governance Committee, *Public Health and Other Legislation Further Extension of Expiring Provisions) Amendment Bill 2021*, Report No. 11, 57th Parliament, August 2021 (EGC report), pp 62-72.

¹⁹⁶ EGC report, p 62.

¹⁹⁷ EGC report, p 63.

4.2 Human rights compatibility

4.2.1 Summary of Bill's provisions

The Bill extends a number of public health COVID-19 measures in the Public Health Act, including:

- the ability to extend the public health emergency for 90 days
- additional powers for the CHO and emergency officers
- the confidentiality and use of personal information collected by the Check In Qld app
- delegation of powers to disclose confidential information about notifiable conditions (such as COVID-19) in the public interest (including information supplied for contact tracing).¹⁹⁸

In relation to corrective services, the Bill extends provisions relating to:

- the ability to extend an emergency declaration under the Corrective Services Act to be made about any corrective services facility, not just a prison
- authority for corrective services emergency declarations to be made for up to 90 days
- the use of temperature checks by QCS and the ability to refuse entry to any person exhibiting COVID-19 symptoms.¹⁹⁹

In relation to disaster management, the Bill extends provisions relating to:

- the ability to extend the declared COVID-19 disaster situation for up to 90 days
- setting aside the entitlement to compensation for loss or damage suffered as a result of powers exercised under the Disaster Management Act.²⁰⁰

In relation to the Mental Health Act, the Bill extends provisions that allow mental health patients to be granted leave to comply with public health directions.²⁰¹

4.2.2 Justification for continuation of these provisions and views of some key submitters

The overarching justification provided in the statement of compatibility for further extending these provisions (and consequently, limiting a range of human rights) is centred on the need for flexibility and adaptability to continue to respond to the COVID-19 pandemic in Queensland, in an unpredictable environment:

While Queensland's management of COVID-19 has proven to be rapid and effective, the pandemic continues to be unpredictable, presenting significant challenges over the past two years to Queensland's health system, economy and community. Queensland's effective public health response has enabled high vaccination rates to be reached across the Queensland population. Although this high coverage provides protections, the risk of adverse impacts to the health system, economy and the community remains, as demonstrated recently by the high rate of transmission occurring from the Omicron variant (Omicron).²⁰²

...

The pandemic continues to be unpredictable, and factors such as the emergence of new variants means that the need for restrictions to be put in place at short notice may remain for some time. Having the ability to respond at short notice to an evolving epidemiological situation will continue to ensure public health objectives are met while also balancing the social and economic needs of the community. It is critical that flexibility is retained to ensure that, as restrictions are eased and normal social and economic activity

¹⁹⁸ Bill, cl 26, 27; statement of compatibility, pp 3-4.

¹⁹⁹ Bill, cl 7-9; statement of compatibility, pp 4-5.

²⁰⁰ Bill, cl 17; statement of compatibility, p 5.

²⁰¹ Bill, cl 22-23; statement of compatibility, p 5.

²⁰² Statement of compatibility, p 1.

resumes, appropriate public health measures can continue to be put in place where necessary to address ongoing public health risks and support the health system.²⁰³

The statement of compatibility concludes that the limitations on human rights are reasonable and demonstrably justifiable in the current circumstances. On the other hand, some submitters have opposed the extension at least in part in reliance on human rights considerations.

For example, the QHRC does not support the extension of existing COVID-19 legislation in the Bill, which should be ‘replaced with comprehensive, human rights compatible pandemic legislation’, with more transparency and accountability:

The Commission recommends that, in light of the experience in Queensland during the pandemic, and the approach taken in other human rights jurisdictions, the Committee advise the parliament that there may not be sufficient justification to continue the limitation on human rights inherent in extending the existing framework.²⁰⁴

The QHRC also states the government must urgently clarify, through legislation, how the HRA applies to the CHO’s decisions to make public health directions.

The QHRC said it is imperative that the committee give serious consideration to whether the various powers remain compatible with human rights. The QHRC stated:

Many of the provisions proposed to be extended were legislated in early 2020 when the government was rushing to respond to a then largely unknown pandemic.

Since then, we have learnt much more about the virus and the impact of restrictions on our community. There is diminishing justification for continuing an approach that does not meet many of the principles set above, particularly when other human rights jurisdictions are comprehensively changing their response to government power during pandemic emergencies.²⁰⁵

At the public hearing Mr McDougall commented:

At a minimum, it is our position that the government must urgently through legislation clarify how the Human Rights Act applies to the decisions of the CHO and their power to make public health directions. At present, confusion over whether or not the CHO’s public health directions are legislative or administrative in nature means that they exist in a potential vacuum of oversight, not subject to the requirement of preparing a statement of compatibility under the Human Rights Act and potentially not subject to judicial review.

The government have done an excellent job of keeping Queenslanders safe throughout this pandemic and, again, we acknowledge their work and commitment to protecting the right to life. Given that the emergency phase of the pandemic is arguably behind us—or at least that we are in between emergency phases—it is time to make sure some of the issues which have arisen in this time of crisis are resolved and that any future pandemic responses protect Queenslanders and protect both their rights and, to the greatest possible extent, their health.²⁰⁶

The QHRC asserts there are less restrictive ways of achieving the policy objective for the purposes of assessing the human rights compatibility of the Bill, and sets out the approach adopted in Victoria.²⁰⁷

The QCCL states it is for the Government to justify the continuation of the emergency powers, and expresses the view that a continuation of the emergency powers is not justified by the statement of compatibility or by the government in the second reading speech for the Bill. For example, by statements relying on the unpredictability of the virus, with it being unknown whether new variants might emerge, particularly with international borders being open, and what the impacts will be in the winter months,

²⁰³ Statement of compatibility, p 2.

²⁰⁴ Submission 970, p 3 (bold font removed).

²⁰⁵ Submission 970, pp 8-9.

²⁰⁶ Public hearing transcript, Brisbane, 14 March 2022, p 6.

²⁰⁷ Submission 970, p 9.

particularly if coinciding with flu season, and that Queensland Health is anticipating several more waves of COVID-19 in coming months, with the potential for waves consisting of multiple variants.²⁰⁸

The QCCL addresses the argument that the uncertainty of the situation justifies the application of the precautionary principle, but argues:

... this principle does not sit well with individual liberty and the concepts contained in section 13 of the *Human Rights Act*. It puts pressure on officials to take steps in the absence of clear evidence and gives permission for arbitrary decisions.²⁰⁹

The QLS expresses the view there is some ongoing need for the legislative measures extended by the Bill, as COVID-19 remains present in the community, even if the current infection and hospitalisation rates due to the Omicron variant of the virus have eased from the rates seen earlier this year, coupled with the increased vaccination rates. At the same time, the QLS urges those measures be accompanied by formal and robust processes that facilitate appropriate scrutiny and oversight. Such oversight would ensure, *inter alia*:

- the legislative measures remain justified based on the health and other evidence;
- the use of those measures is appropriate and consistent with frameworks such as the HRA.²¹⁰

The QLS supports the position of the QHRC that there should be published human rights considerations for all public health directions.²¹¹

4.2.3 Summary of human rights issues

The statement of compatibility raises various human rights relevant to the Bill.

These are generally consistent with the human rights issues raised in relation to the 2020 Bill and the 2021 Bill by the external panel members and by the HEC and the EGC.

A summary of the human rights issues relevant to each of the key measures of the Bill is set out below.

4.2.3.1 Extension of public health COVID-19 measures – extension of public health declaration and additional powers

The Bill's provisions involve a number of limitations on human rights, the most significant of which are associated with the continued authorisation of the CHO and emergency officers to restrict the movement of any person or group of persons to limit or respond to the spread of COVID-19, including by:

- requiring persons to isolate or quarantine themselves
- requiring persons to stay at or in a stated place (or not at or in a stated place)
- limiting contact between groups of persons
- requiring businesses and undertakings to open, close or limit access to their facilities.

To a lesser extent, these potential limitations on the right to freedom of movement (recognised in s 19 of the HRA) may also serve to limit a range of other rights including: the right to equality before the law (s 15), freedom of thought, conscience, religion and belief (s 20), freedom of expression (s 21), freedom of assembly and freedom of association (s 22), cultural rights – generally (s 27), cultural rights – Aboriginal peoples and Torres Strait Islander peoples (s 28), right to take part in public life (s 23), property rights (s 24), right to protection of families and children (s 26), right to liberty and security of person (s 29), right to humane treatment when deprived of liberty (s 30), right to education (s 36) and right to health services (s 37).

²⁰⁸ Submission 962, p 2.

²⁰⁹ Submission 962, p 4.

²¹⁰ Submission 464, p 2.

²¹¹ Submission 464, p 3.

For example:

- the continuation of amendments which allow emergency officers to give a direction to a parent of a child to keep the child isolated for not more than 14 days impacts the right to protection of families and children²¹²
- the continuation of amendments relating to quarantine fees impacts the right to property.²¹³

In the statement of compatibility, the Minister states the purpose of the limitations on human rights is to:

... protect the Queensland public from serious risks to health and safety, including the potential for loss of life that could occur without an effective public health response to the COVID-19 pandemic.²¹⁴

In the context of continuing these measures, the Minister emphasises the need for flexibility as the pandemic continues to develop:

... despite reaching high levels of vaccination in the community, flexibility to deliver ongoing public health responses is an important safeguard to ensure the pandemic can continue to be managed safely and effectively. There are a number of ongoing uncertainties about how the pandemic will continue to develop, including risks of reinfection, the potential emergence of new variants of concern, vaccine effectiveness over time and possible increased transmission during the winter months. The amendments in the Bill to extend public health powers provide the flexibility to continue to respond to the current Omicron wave and to adapt the public health response to new variants which may be more infectious or vaccine resistant or other unforeseen circumstances that emerge.²¹⁵

The statement of compatibility also emphasises the safeguards in the Public Health Act that will continue to apply to ensure that any potential impact on human rights is minimised and no greater than necessary to respond to the COVID-19 pandemic.²¹⁶ These include:

- the CHO is a public entity for the purposes of the HRA and when making public health directions under section 362B of the Public Health Act, is required to consider the human rights impacts and act compatibly with human rights
- the emergency powers provided to the CHO and emergency officers appointed under the Public Health Act are conferred for the COVID-19 public health emergency declared by the Minister on 29 January 2020 and may only be used to assist in containing or responding to the spread of COVID-19 within the community
- the emergency powers may only be exercised by, as applicable, the CHO and emergency officers appointed under the Public Health Act
- before issuing a direction, the CHO or emergency officer must have a reasonable belief that the direction is necessary to assist in limiting, or responding to, the spread of COVID-19 within the community
- if at any time the CHO or an emergency officer is satisfied that a direction is no longer necessary to contain the spread of COVID-19 within the community, the direction must be revoked
- directions to self-isolate or quarantine must be time-limited and may not apply for more than 14 days unless a further lawful direction is made
- directions must state the period during which they apply and that non-compliance with the direction is an offence

²¹² Statement of compatibility, p 19.

²¹³ Statement of compatibility, pp 21-25.

²¹⁴ Statement of compatibility, p 13.

²¹⁵ Statement of compatibility, p 13.

²¹⁶ Statement of compatibility, p 14.

- a person who fails to comply with a direction does not commit an offence if they have a reasonable excuse for not complying
- directions may include exceptions and safeguards to minimise adverse impacts on human rights and other interests. For example, a person who is required to self-isolate may be permitted to obtain medical supplies or to engage in activities that do not involve close contact with other persons.²¹⁷

Overall, the Minister concludes the limitations on human rights are substantially outweighed by the benefits of significantly reducing exposure to disease and preserving access to emergency and life-sustaining treatment for persons who develop serious health complications as a result of a COVID-19 outbreak.²¹⁸

Similar conclusions were reached in the statements of compatibility in regard to the 2020 Bill and the 2021 Bill, in that the limitations on the right to freedom of movement (and other associated human rights) in those circumstances were justified by the public health purpose of these measures.²¹⁹

4.2.3.2 Extension of public health COVID-19 measures – delegation and use of confidential information

The extension of provisions authorising disclosure of confidential information by the CHO to enable the delegation of responsibilities in respect of contact tracing, within the context of broader contact tracing arrangements and the use of QR codes, raises issues in respect of the right to privacy and reputation protected in section 25 of the HRA.

The statement of compatibility notes that the Public Health Act contains specific protections for privacy, including requirements that information disclosed under these provisions must not directly or indirectly identify the person to whom the confidential information relates.²²⁰

According to the Minister, the purpose of any limitation on the right to privacy is to reduce the administrative burden on the chief executive and CHO during the COVID-19 emergency and the continuation of these arrangements is:

... consistent with a free and democratic society based on human dignity, equality and freedom because it facilitates the disclosure of the information in the public interest where the chief executive or Chief Health Officer need to focus on leading the State's response to the COVID-19 emergency.²²¹

A similar justification was provided in regard to these provisions in the statement of compatibility for the 2021 Bill, and the issue was discussed by the EGC in its report on that Bill (where the EGC ultimately concluded that the 2021 Bill was compatible with human rights, because the limitations were reasonable and demonstrably justifiable).²²²

4.2.3.3 Corrective services provisions – emergency declarations

The extension of the corrective services provisions raise similar human rights issues as the extension of the public health COVID-19 measures. For example, freedom of movement (s 19) is limited where, under an emergency declaration, a corrective services facility is forced to cease or restrict movement of staff, visitors, or prisoners in response to the COVID-19 emergency, such as through quarantine periods.²²³

²¹⁷ Statement of compatibility, p 14.

²¹⁸ Statement of compatibility, p 15.

²¹⁹ See HEC report, p 42 and EGC report, p 64.

²²⁰ Statement of compatibility, p 18; Public Health Act, ss 81(3) and 109(3).

²²¹ Statement of compatibility, p 18.

²²² EGC report, pp 62-64.

²²³ Statement of compatibility, p 27

Due to the unique nature of these facilities, other human rights may also be limited by these provisions. For example:

- the freedom of association (s 22) is limited to the extent a prisoner may be unable to receive visits in circumstances where movement is restricted to mitigate the spread of COVID-19. Similarly, the rights of a visitor whose association with a person detained in a corrective services facility will be impacted because of similar measures.
- if a prisoner is isolated for a prolonged or sustained period of time, their right to humane treatment when deprived of liberty (s 30) and right to protection from cruel, inhuman or degrading treatment (s 17) may be limited.²²⁴

Similar to the extension of the public health COVID-19 measures, the statement of compatibility notes the overall purpose of the limitations on human rights as being to protect the health, safety and wellbeing of people in the Queensland community (including those in State custody) and to promote the right to life under section 16 of the HRA.²²⁵

Specifically in relation to the extension of the power to make emergency declarations for up to 90 days (rather than 3 days), the statement of compatibility justifies limitations on human rights on the basis that certainty is required for the duration of the emergency in line with the roll-out of restrictions in the correctional environment.²²⁶

The Minister states that adequate safeguards are in place to reduce the extent of any human rights limitations associated with this amendment and the exercise of the power to make an emergency declaration, including:

- all decisions made under an emergency declaration, such as decisions to restrict visits or cancel activities, are themselves decisions that must be made in a way that is compatible with human rights in accordance with the Human Rights Act
- the expanded emergency declaration making power is only available while the COVID-19 public health emergency is declared and cannot be used if that declaration ceases
- declarations reflect the roll-out of restrictions in the correctional environment based on advice from the Chief Health Officer
- the making of a declaration is subject to the approval of the Minister
- a declaration can only be made for a set period of time after which it must cease or a new decision to declare an emergency must be made
- while not required by statute, all declarations made under section 268 in response to COVID-19 have been made publicly available. This will continue to occur, and
- the amendment is a temporary measure and will expire on 31 October 2022, or earlier if the COVID-19 public health emergency ceases under section 324 of the Public Health Act.²²⁷

4.2.3.4 Corrective services provisions – temperature checks and refusal of entry

The additional entry procedures introduced by the Bill will impact on a person's right to privacy (s 25), in that a person may be subject to a COVID-19 screen (including a temperature check) before entering a corrective services facility. Various human rights may be impacted if a person is refused entry to a correctional facility due to a high temperature or other flu-like symptoms (for example, the right to freedom of movement (s 19) and the right regarding protection of families and children (s 26)).

²²⁴ As noted in relation to the extension of the public health COVID-19 measures, other human rights that may be impacted by these provisions include: property rights (s 24), right to privacy (s 25), protection of families and children (s 26), cultural rights- Aboriginal and Torres Strait Islander peoples (s 28) and right to education (s 36). See pages 26 to 30 of the statement of compatibility.

²²⁵ Statement of compatibility, p 30.

²²⁶ Statement of compatibility, p 31.

²²⁷ Statement of compatibility, p 32.

As with the other corrective services measures, the stated purpose of these provisions is to reduce the risk of COVID-19 spreading through corrective services facilities.²²⁸

Whilst the screening process may impact a person's right to privacy, the statement of compatibility highlights that the screening is minimally invasive (including through the use of self-report of symptoms or non-contact thermometers) and that this approach is akin to what is being implemented in some settings in the community in response to COVID-19.²²⁹ Further:

On balance the purpose of the proposed amendment outweighs the potential limitations on the identified rights, noting any limitation on human rights will be restricted to responding to the current COVID-19 pandemic. Further, the purpose of the amendment is to protect the health, safety and wellbeing (and right to life) of prisoners, staff, and essential visitors.²³⁰

4.2.3.5 Disaster management provisions

Extension of disaster situation

Similar to the extension of the public health emergency (discussed above), the extension of the disaster situation limits a person's rights to freedom of movement (s 19) because the COVID-19 declared disaster allows for powers to be exercised that include controlling the movement of persons into, out of, or around the declared area for the disaster situation and closing roads to traffic. The exercise of these powers may result in persons being prevented from entering particular areas or the dispersal of groups of persons.²³¹

Various other human rights, including the right to liberty and security (s 29) and the freedom of peaceful assembly and freedom of association (s 22) could be limited through the further extension of these provisions.

The stated purpose of the extension of these provisions is to provide the community and declared disaster officers with greater certainty as to the anticipated length of the disaster situation. Additionally, this will ensure the government has adequate powers to respond as necessary to the disaster situation.²³²

According to the statement of compatibility, no less restrictive and reasonably available ways to achieve the purpose have been identified.²³³ The statement highlights that appropriate safeguards are contained within the Disaster Management Act to ensure any powers are exercised appropriately.²³⁴

Exemption from liability for loss or damage

The right to property does not provide an explicit right to compensation for the deprivation of property, but may encompass situations such as this in which an existing right to compensation is being removed – in this case, with retrospective effect.²³⁵

The purpose of extending these measures, according to the statement of compatibility, is to:

... avoid liability for compensation payments where relevant officers cause loss or damage to property when exercising powers under the Disaster Management Act for COVID-19 purposes. Avoiding such payments will serve to mitigate the economic impacts of the COVID-19 emergency on the Queensland Government, and

²²⁸ Statement of compatibility, p 33.

²²⁹ Statement of compatibility, pp 33-34. The corrective services provisions were not specifically considered in relation to human rights in the EGC or HEC reports.

²³⁰ Statement of compatibility, p 34.

²³¹ Statement of compatibility, p 38.

²³² Statement of compatibility, p 39.

²³³ Statement of compatibility, p 40.

²³⁴ Statement of compatibility, p 40.

²³⁵ Statement of compatibility, p 35.

will also support the Government's ability to provide economic stimulus packages to uphold fundamental entitlements and services for Queenslanders.²³⁶

International human rights law indicates that economic considerations alone are insufficient to justify a limit on human rights. However, 'financial considerations wrapped up with other public policy considerations could qualify as sufficiently important objectives [to justify a limitation on human rights]' ²³⁷ and could be justified where measures to reduce expenditure were undertaken to 'promote other values of a free and democratic society'. ²³⁸

In this regard, the statement of compatibility notes:

There is the potential for a significant proportion of the population to be affected by the exercise of powers under the declared disaster situation.

...

In this environment, the broad entitlement to seek compensation that generally applies under section 119 of the Disaster Management Act would unreasonably open the Government to uncapped and unpredictable compensation claims for damage or loss. This may place further economic and administrative pressure on the State and diminish the Government's ability to provide stimulus measures and respond to evolving circumstances of the pandemic.²³⁹

These provisions were considered in the 2021 Bill. Both the expert panel member in his advice and the EGC in its report on that Bill, noted:

Victoria appears to have adopted a more intermediate position in respect of similar amendments contained in section 204 of the Public Health and Wellbeing Act 2008 (Vic). Rather than wholly exempting liability for the state, that section of the Victorian Act limits compensation to cases in which there are 'insufficient grounds' for interference with property rights—an approach that warrants consideration. Additionally, it may be relevant to differentiate here between the property of natural persons (who are the holders of human rights) and the property of corporate entities.²⁴⁰

The statement of compatibility for the current Bill canvasses a limited entitlement to compensation in its consideration of whether there were any less restrictive (on human rights) and reasonably available ways to mitigate the economic impacts of COVID-19:

A less restrictive alternative approach could be to provide a limited entitlement to compensation where there were insufficient grounds for the chairperson of the Queensland Disaster Management Committee to authorise persons to exercise declared disaster powers for the COVID-19 disaster.²⁴¹

This alternative approach is rejected though:

Even a limited entitlement to compensation would not achieve the purpose of the amendment as it could create a significant administrative burden for Government to establish a process for the assessment of claims different to that which generally applies in disaster situations. Within the constantly changing environment of the pandemic, it would be difficult to assess claims and navigate any potential liability of the State.

Therefore, this alternative is not considered to be a reasonably available way to achieve the purpose of mitigating the economic impacts of the COVID-19 emergency on the Queensland Government and supporting the Government's ability to provide economic stimulus packages.²⁴²

²³⁶ Statement of compatibility, p 35.

²³⁷ *Newfoundland (Treasury Board) v NAPE [2004] 3 SCR 381, 411 [69]* (Binnie J, for the Court).

²³⁸ *Newfoundland (Treasury Board) v NAPE [2004] 3 SCR 381, 411 [75]* (Binnie J, for the Court), citing *Egan v Canada [1995] 2 SCR 513*

²³⁹ Statement of compatibility, p 36.

²⁴⁰ EGC report, p 69.

²⁴¹ Statement of compatibility, p 36.

²⁴² Statement of compatibility, pp 36-37.

The statement of compatibility emphasises that the Disaster Management Act contains safeguards on the exercise of disaster powers. These include:

- these powers may only be exercised by authorised officers in certain circumstances, such as where they are necessary for public safety and the protection of life or property)
- operational practice ensures that powers are exercised appropriately. For example, emergency and disaster response practices include limiting potential damage where possible in the context of operational requirements and the safety of individuals.²⁴³

The conclusion in the statement of compatibility is that, on balance, minimising the potential economic impacts on the State of unpredictable compensation payouts arising from actions of officers during the declared disaster outweighs any 'potential' limitation imposed on property rights.²⁴⁴

4.2.3.6 *Mental health provisions*

Continuation of the information-sharing amendments to the Mental Health Act to permit the disclosure of information relating to classified patients may impact a patient's right to privacy under section 25 of the HRA. These provisions allow for the disclosure of personal information about the classified patient in limited circumstances as set out in the Mental Health Act.²⁴⁵

As noted earlier, the potential impact on a patient's right to privacy was not considered in the statement of compatibility in relation to the 2020 Bill (as noted by the expert panel member in their advice on that Bill). However, in relation to the current Bill, the statement of compatibility advises:

... the right to privacy is subject to an internal limitation in that it applies only to interferences with privacy that are 'unlawful' or 'arbitrary'. This internal limitation applies here because the Bill only continues the existing framework which authorises specific disclosures about a classified patient to a victim of an unlawful act committed by the classified patient, a close relative of a victim, or another individual who has suffered harm because of an unlawful act committed by the classified patient.

During the COVID-19 emergency period, the amendment will provide for the Chief Psychiatrist to disclose the fact that a classified patient is absent from an authorised mental health service under new section 800I. The Chief Psychiatrist may make such disclosure if they consider the information is relevant to the safety and welfare of the person to whom the information is disclosed. The person must give a written undertaking to preserve the confidentiality of the information. The Bill does not limit the right to privacy.²⁴⁶

Continuation of the amendments to the Mental Health Act²⁴⁷ that allow the chief psychiatrist to approve absences from an authorised mental health service if satisfied the absence is necessary to comply with a detention order, quarantine notice or public health direction under the Public Health Act, may impact a person's right to equality (s 15) and right to health services (s 37).

The right to equality before the law may be engaged as the provision allows for a person who is receiving treatment under a mental health order to be moved to another place for the purpose of complying with a detention order or public health direction issued under the Public Health Act. This may impact the mental healthcare treatment of a person if required to move to another place.

The purpose of continuing these amendments is to protect the health, safety and wellbeing of people in the Queensland community, including those in the State's care.²⁴⁸

While a person who ordinarily receives inpatient mental health care may receive a lower standard of health care in the community where the person is directed to stay at a place other than an authorised mental health service because of a detention order or public health direction, any difference in the standard of medical

²⁴³ Statement of compatibility, p 37.

²⁴⁴ Statement of compatibility, p 38.

²⁴⁵ Personal information may be released under section 783(1) of the Mental Health Act as modified by section 800N.

²⁴⁶ Statement of compatibility, p 41.

²⁴⁷ Sections 800H, 800I and 800K-P.

²⁴⁸ Statement of compatibility, p 42.

care is likely to be minimal and the benefit of protecting the health of the person and broader community outweighs any reduction in standard of care.²⁴⁹

Again, the conclusion stated in the statement of compatibility is that the limitations on human rights are substantially outweighed by the benefits of significantly reducing exposure to disease and preserving access to emergency and life-sustaining treatment for persons who develop serious health complications as a result of a COVID-19 outbreak.²⁵⁰

Committee comment

The committee is satisfied that the limitations on human rights are reasonable and justified.

4.3 Statement of compatibility

Section 38 of the HRA requires a statement of compatibility to be tabled for a Bill.

The statement of compatibility was tabled with the introduction of the Bill and generally a sufficient level of information was provided to facilitate understanding of the Bill in relation to its compatibility with human rights.

Committee comment

The committee considers that, whilst justifications were provided for the identified limitations on human rights in the statement of compatibility, at times they were of a general nature rather than fully addressing the continued need for some of these measures in light of how the pandemic has developed since the measures were first introduced. However, the committee considers the statement contained a sufficient level of information to facilitate understanding of the Bill in relation to its compatibility with human rights.

²⁴⁹ Statement of compatibility, p 43.

²⁵⁰ Statement of compatibility, p 43.

Appendix A – Submitters

Substantive Submissions – Submitter names

001	Cassandra Warmington	051	David Heycock
002	Rohan Bartlett	052	Rudi Pauwels and Terrie Anderson
003	Nicole Bills	053	Darren and Lorelle Beckmann
004	Damian and Tracey Terry	054	Karla Smith
005	Roseanna Kerle-Strong	055	John and Sarah Ward
006	Helen Stewart	056	Daniel McLaughlin
007	Ryan Ellis	057	Terrie Anderson
008	Cara Marshall	058	Tracy Harding
009	Nat Lowndes	059	Alyce Cahill
010	Mick Kase	060	CONFIDENTIAL
011	Esther Grubb	061	Marie Kelly
012	Gaelen Mcloughlin	062	CONFIDENTIAL
013	Andrea Duckett	063	Bill Webster
014	Jeanette Maynes	064	Michael Lapslie
015	Maria Santiago	065	Hayley Stamos
016	Kellie Knight	066	Olivia Brewster
017	Benn Kennedy	067	Carol Kesson
018	Mark Deal	068	Nicole Smith
019	Mark Tottenham	069	Alida Engelbrecht
020	Denis Auberson	070	Susan Dodd
021	Dale Knight	071	Mark Grubb
022	Sylvia Huxham	072	Cameron Maltby
023	Alana Roy	073	Cindy Steele
024	Renee Varsell	074	Mikala Humphrey
025	Susan Harrison	075	Katia Morley
026	Stephen Wilson	076	Connie Oosterbeek
027	Katrina Bailey	077	Gary Forrest
028	John Brodie	078	Gary Woolrich
029	Anita Russell	079	Susan Bradshaw
030	Cassandra Zorzan	080	Karen Kidd
031	Natalie Hunter	081	Tenielle McLam
032	Karen Rand	082	Aishah Keenan
033	Allan Stevens	083	Lisa Ford
034	Lesley Mitchell	084	Bernard Jansen
035	Beverley Jones	085	Adam Hamilton
036	Sherelle Carman	086	Yvonne Lee
037	Jacynta Hunt	087	Lynne Brown
038	Tim Durre	088	Christina Taylor
039	Colleen Gauci	089	Cheryl Mirtschin
040	Marianne Haines	090	NAME WITHHELD
041	Sandra Way	091	Jody Ward
042	Bradley Rimmelzwaan	092	Heidi Sweeting
043	Phillip Chippendale	093	Emma Draisey
044	David Hartog	094	John Jennings
045	Delora Jones	095	Karen Fiala
046	Rachel Watson	096	Tracey Gledhill
047	Dave and Sue Turner	097	James and Nicolette Bryan
048	Sam Schriever	098	Julie Wilkinson
049	Sylvia Smith	099	Belinda Clarke
050	Judi Rushbrook		

100	Barbara Briddock	153	Deborah Browne
101	Anthony Collins	154	Heather Lever
102	Katharine Boddy	155	Val Somerville
103	Rafat Ali	156	Deirdre Clinch
104	Jade Murphy-Stewart	157	Davina Kelly
105	Margaret Grant	158	Sage Grieg
106	Michell Stephens	159	Kimberley McLaren
107	Amanda Horton-Wallace	160	Denita Boler
108	Emma Politics	161	Ken Mitchell
109	Terri Addison	162	Melinda Lumb
110	Linda and Christopher Westbrook	163	Michelle Aldridge
111	Jackie Cooke	164	Jane Miller
112	Sandra Kass	165	Lisa Fox
113	Michelle MacLean	166	Michelle Giefer
114	Philippa Smith	167	Dan Sheehan
115	Amanda Heredia	168	Kini Vever
116	Benjamin Herrald	169	Dianne Clegg
117	James Lyell	170	Jude Gregory
118	Leanne Frankland	171	Karen Bolden
119	Anita Tubaro	172	Marie Lapslie
120	Kaylene Wadd	173	Amy Biggs
121	Rebecca Yarwood	174	Monique Mitchell
122	Willow McGrath	175	Annabel Murphy
123	Joshua Vella	176	Kimberley Payard
124	Christopher Faast	177	Brett Meekoms
125	Garry Nichols	178	Graeme Ellingsen
126	Karen Singery	179	Bonnie Urban
127	Leanne Morgan	180	Louise Fairhurst
128	Michael Jenkins	181	Jennifer Wild
129	Brad Zunker	182	Sharon Thomas
130	Sharnay Gilbert	183	Leanne Chippendale
131	Chrissie Sowden	184	Maryann Kelly
132	Christine Cooper	185	Heather Mason
133	Cheryl Kemp	186	Jason Rapp
134	Sally Kaczmarek	187	Tim Hayter
135	Annastasia von Itzstein	188	Tim Matchett
136	Natalie Monos	189	Brent Carmody
137	Bree Irons	190	Jo Hayter
138	Joanna Rollston	191	Kia Alexander
139	Grace Dickins	192	Robin and Robert Paxton
140	Stephen Ossedryver	193	Lisa Ritchie
141	Ben Mitchell	194	Dianne McCarthy
142	Jacqueline Rose	195	Jacqui Wilson
143	Pam Taylor	196	Melissa Packer
144	Sharon Haddock	197	Rod and Beth Oates
145	Rebecca Smith	198	Sharon Crane
146	Noel Stubbs	199	Vanessa Byrne
147	Alexandra Bernhardt	200	Donna Barry
148	Shiena Tadeo	201	Kavita Bisht
149	Irene Teo	202	Karen Johns
150	Jessica Garratt	203	Damien and Bea Moss
151	David Manning	204	Sonya Fleming
152	Natalie Corkhill	205	Adam Wardlaw
		206	Michelle Udy

207	Scott Jauncey	261	Agnes Palffi
208	Kerrie Connolly	262	Lois Hill
209	Paul Dean	263	Milly Russell
210	Adrian White	264	Joy van Niekerk
211	Jemma Manwaring	265	Tegan Mikhail
212	David and Alexandra Todd	266	Steve Pererson
213	Brenda Hides	267	Tamar Yeomans
214	Rebecca Willis	268	Simon Begley
215	Pauline Leech	269	Terry Bruton
216	Nicole Muller	270	Brenda Millar
217	Jacqui Tate	271	Jan Rhoades
218	Kelly Palmer	272	Jane Vermeer
219	Sean Gribble	273	Philip Kenward
220	Robin Halliday	274	Daniel Lennox
221	Julia Vincent	275	Shelley Baumann
222	Helena Ryan	276	Rachael Bond
223	Simon Geeves	277	Ian Williams
224	Kim Hocking	278	Clint Higgs
225	Michael Grabi	279	Tania Higgs
226	Jane Taylor	280	Louise Lehtonen
227	Melissa Plath	281	Christine Lang
228	Estelle Uttley	282	Heiei Parkes
229	Angelo Salgado	283	Marilyn Eves
230	Sharon Boyes	284	Joan Scott
231	Sara Kusinsh	285	Janette Chegwiddden
232	Alan Staines	286	Mark Vass
233	Shanan Rose	287	Donna Armstrong
234	Karin Shuttleworth	288	Evan Filer
235	Jason Erbacher	289	Richard Tapscott
236	Fredy Sunny	290	Gail Beard
237	Melissa van Slooten	291	Anne Slager
238	Kereen Edwards	292	Larissa King
239	Mark Vegar	293	Neil B ell
240	Gail Walsh	294	Julie McClelland
241	Denis Hillman	295	Gerry Slager
242	Livia York	296	Glenda Jobling
243	Zoe Knee	297	Andrea Montgomerie-Williams
244	Mark Rapson	298	Elise Nutter
245	Bree Ryan	299	Fiona Long
246	Fiona Cran	300	Craig Rodwell
247	Erin Daley	301	Christine Thomson
248	Kim Martin	302	Rachael Thompson
249	Adrian Kaas	303	Rick Nolan
250	Alison Dodsworth	304	Luke Higgs
251	Karen Bowman	305	Lorelle Fisher
252	Trudy Munro	306	Clinton Smith
253	Melody McDonald	307	Tracey Steele
254	Adrian Vasington	308	Ra-cheal Jones
255	Kymberley Willis	309	Craig Harmer
256	Peta Zafir	310	Joanne Hahn
257	Paul Casley	311	John Taylor
258	Elizabeth Leys	312	Carmen Henning-White
259	Michelle Russell	313	Penelope Thompson
260	Cindy Villarreal	314	Bev Pattenden

315	James McLaren	369	Katrina Voss
316	Humzah Ibrahim	370	Megan Holland
317	Blane and Janet Goodwin	371	John Beerman
318	Narelle Jackson	372	Jane Black
319	Dave Englert	373	Sharon Graham
320	Stephen Thomson	374	Jennifer Brown
321	Alex Armstrong	375	Tegan Cavanagh
322	Trent Stevens	376	Sally-Ann Townsend
323	Bindi Kelly	377	Kaitie Sampson
324	Ralph Bazley	378	Emma Burgess
325	Mark Cousins	379	Donna Rose McAneney
326	Darryn Jensen	380	Amy Cairns
327	Hayley Goh	381	Natasha Wallin
328	Melinda McCullough	382	Ann Frederick
329	Joanne Xecanas	383	Jackie Bowkett
330	Joy Sim	384	Kay Lynch
331	John Greig	385	Tim O'Sullivan
332	Leslie Beissel	386	Brenda Sorrell
333	Sander van Rijn	387	Linda Wibowo
334	Jaime Varga	388	Ray Durre
335	Danielle Kaurila	389	Alison Jones
336	Simon Clay	390	Brian Steele
337	Richard Raymond	391	Purwo Wibowo
338	John Wright	392	Audrey Bergman
339	Georgia James	393	Andrew Muskett
340	Louise Birrell	394	Kim Luke
341	John Allison	395	Suliaty Carlson
342	Rosie Hristova	396	Ngaire Knight
343	Stephanie Cowling	397	Suzanne Taylor
344	Paul Groves	398	Peter Fisher
345	Kris Friend	399	Anna Sluggett
346	Belinda Green	400	Donna Gallehawk
347	Christine Davis	401	CONFIDENTIAL
348	Melanie Kay	402	Sandra Duncan
349	Lisa McKinnon	403	Ashleigh Mitchell
350	Renate Habermann	404	Ian and Janice Louttit
351	Neil Davenport	405	Roslyn Hale
352	Kerryn Allison	406	Lee Malezer
353	Pauline Coop	407	Helen Isaac
354	Shelley Millen	408	Steven Martin
355	Jeanette Finlayson	409	Tony Hayes
356	Jo Cora	410	Jenna Luiten
357	Kyla Devitt	411	Chantelle McCullough
358	Pacific Pines Medical Centre	412	Russell Marsh
359	Nigel Hassell	413	Isabella Lanceleaux
360	Jay Harvey	414	Gwen Atkinson
361	Zita Lerro	415	William Walker
362	Christine Field	416	Shirley Popp
363	Serena Kase	417	Katie Goschnick
364	Kelly DeVries	418	Nicole Jensen
365	Sally Townsend	419	G Johns
366	Debbie Hopkins	420	Tracey Hill
367	Andrea Martin	421	Wendy Philps
368	Sam Hatch	422	Michelle Evans

423	Nicole Young	477	Zac Smith
424	Lee Rosanne	478	CONFIDENTIAL
425	Amanda Braithwaite	479	Warren Harvey
426	Linda White	480	Stacey Wasmund
427	Maureen Berry	481	Neville Pedersen
428	Andrew McLeay	482	Tash Salgado
429	Janet Hankinson	483	Shael Whitaker
430	Paula Ward	484	Adam Sasinowski
431	Simon Andrews	485	Casey Malcomson
432	Elizabeth McLean	486	Lachlan Johnston
433	Alan Pedersen	487	Barbra Clark
434	James Mitchell	488	Brian Daley
435	Leisa Edwards	489	Isaac Scot
436	Chantal Cabale	490	D'Wayne Page
437	Michelle Sheridan	491	Sharon Stoodley
438	Shona Thompson	492	Sue Willmore
439	Eva Slivka	493	Adrian Maxwell
440	Jason Kowalonek	494	Louise Lakeman
441	Vickie Halvorsen	495	Mary and Glenn Olive
442	Trixie Kendall	496	Clarke Honeyman
443	Vivienne Sinclair	497	Felicity Laning
444	Catherine Flynn	498	Victoria Grundman
445	Dinah McQueen	499	Jacqueline Limque
446	Carrie Jeffery	500	Andrew Maclean
447	Sue Cohen	501	CONFIDENTIAL
448	Helen Connell	502	Alan Macintyre
449	Jill Feige	503	Selene Jackson
450	Greg Field	504	Sarah Harpin
451	Debra Condon	505	Trevor Nagel
452	Sarah Osborne	506	Paula Robertson
453	Dave Anderson	507	Kiki Thompson
454	David Smith	508	Steven Hennlein
455	Wendy Ottley	509	Paul Victor
456	Peter Wyatt	510	Monique Ryan
457	Sharndra Chapman	511	Sally Slatter
458	Raelene Purtill	512	Janette Knight
459	Emmanuelle Chuvan	513	Julie Brown
460	Catherine Luck	514	Robyn Sargent
461	Cynthia Merrin	515	Rebecca Lloyd
462	Sarah McGlade	516	Gail Petherick
463	Paula Leslie	517	Christopher and Melinda Borg
464	Queensland Law Society	518	Sarah Patterson
465	Kelly O'Neil	519	Rachel Kwan
466	Joy Zahner	520	Bruce Arthur
467	Josiah Chapman	521	Amy Forsyth
468	Melita Vlatko-Rulo	522	Rowena Entwistle
469	Carly Chapman	523	Liliana Williamson
470	David Morgan	524	Shaun Holt
471	Paul Falconi	525	Delma Dick
472	Sharon Cattell	526	Michael Lehtonen
473	Karen Boucher	527	Jennifer Kingston Harding
474	Michelle Pedersen	528	Sue Daniell
475	Corinna Brennan	529	Danielle Holmes
476	Shan-Ju Lin	530	Lloyd Webb

531	Jeff Poots	585	Sharon Ramke
532	Juliet Ballinger	586	Andrew and Lorraine Turvey
533	Darran Smith	587	Emma Wolfe
534	Liza David	588	William Preston
535	Val Jorgensen	589	Matthew Craze
536	Katie Burgess	590	Ruth Honzatko
537	Susan Hill	591	Shauna Sadikaj
538	Trina Southwell	592	Jess Robson
539	Julie Lawson	593	Naomi Gonelli
540	Benita May	594	Joseph DeMarchi
541	Victoria McLoughlin	595	Mitchell Cullen
542	Brenda Bailey	596	Nathasja Sprong
543	Shane Macdonald	597	Vicki Freeman
544	Howard Jones	598	Peter Draper
545	Adele Dillon	599	Anita Clohesy
546	Eva Tichy	600	Dave Clews
547	Amy Andrew	601	Elizabeth Stark
548	Leeanna Bramley	602	Claire Smith
549	Meredith Nowlan	603	Eniko O'Leary-Allen
550	Maureen Scott	604	Madilaine Scott
551	Tia Berger	605	Christine Millmore
552	Frauk Ozturkmen	606	Anthony Lang
553	Matthew Dubery	607	Shad Royston
554	Ruth Warner	608	Angelique Chilver
555	Reece Freeman	609	Jennifer Jenyns
556	Carol Stanford	610	Claire Wright
557	Dianne Cox	611	Eve Martin
558	Nicole Miller	612	Stephen Simpson
559	Sheryl Whittaker	613	Adele Jones
560	Cheryl Harrold	614	John Ryan
561	Karen Cloherty	615	Brendan Bunyan
562	Samuel Jefferis	616	Sherie Navin
563	Rod and Joan Kambouris	617	Amy Diessel
564	Waide Graham	618	Marie Farnworth
565	Elisabeth Dales	619	Saje Betts
566	Esther Bell	620	Kierin Fitzpatrick
567	Rebecca Armstrong	621	Joshua Hay
568	Sarah-Jane Bodribb	622	Melanie Griffiths
569	Cindy McArthur	623	Robyn Arnold
570	Gabriella Ambrey	624	Michelle Cifuentes
571	Submission not accepted	625	Salma Bisevac
572	Emma Forsberg	626	Carol Fish
573	Alice FitzGerald	627	Lara Ganly
574	Sirikorn Ozturkmen	628	Jennifer McFall
575	Rachael Smallwood	629	Jessie Garratt
576	Stacey Jones	630	Amy Amberg
577	Lisa Clarkson	631	Suzanne Harding
578	Josh Louw	632	Natalie Webber
579	NAME WITHHELD	633	Teri Pike
580	Jess Geeves	634	Andrew Zimmerman
581	Jane Leonard	635	Ann Maree Lee
582	Louise Hanna	636	Chantelle Reid
583	Kristy Xavier	637	Lilian Kirk
584	Angela Craze	638	Scott Butler

639	Andrew Johnson	693	Justin Tierney
640	Angela Cameron	694	Karen Howe
641	Jenny Brennan	695	Sean Alexander Bennet
642	Renee Applewaite	696	Leanne Chapman
643	Kylie Pollard	697	Rachael Bakker
644	Jennifer Cooper	698	Hannah Swanborough
645	Lisa Johnston	699	Daniel Allen
646	Joanne Racule	700	Paula Hambleton
647	Suzanne Turner	701	Jan van Wijk
648	Carol Wild	702	Kylie Calvi
649	Gina King	703	Sylvia Parisi
650	Tim Scott	704	Carley Trimble
651	Jill McGuire	705	Bev McAuley
652	Paul Jensen	706	Hannah Slater
653	Wendy Murphy	707	Angus Lay
654	Sharon maxwell	708	David Redsell
655	Glenn Lamprecht	709	Ron Williams
656	Dale Rahaley	710	Number not allocated
657	Kyle Kirkegaard	711	Amy Kuczynski
658	Carla McLean	712	Mary Shun
659	Naomi Gunnis	713	Deborah Baker
660	Mel Atherinos	714	Cassandra Sale
661	Amy Houlihan	715	Tomas Bavor
662	Lynda Sugars	716	John Harding
663	Matt Smith	717	Janet Chambers
664	Clarissa Harris	718	Kareana Jensen
665	Catherine Abraham	719	Tony Kusters
666	Helen Logue	720	David Maritz
667	Tony Cameneti	721	Danielle Carter
668	Kerry Sleath	722	Barry Daunt
669	Linda Bradshaw	723	Marita Forchert
670	Les Carter	724	Rod Tyson
671	Jenny Spyve	725	Jaclyn King
672	Suzie Bigalla	726	Blake Denniss
673	Chris Petersen	727	Gail Betts
674	Viana Provoft	728	Nicholas Lindner
675	Mark Jensen	729	Anthony Cois
676	Joanne Parker	730	Rebel Bates
677	Dean Powers	731	Janelle Cole
678	Annalise Coyle	732	Noel Cane
679	Merisa Wischnat	733	Suzanne Collins
680	Jessica Durrant	734	Felix Sibarani
681	Maree Watson	735	Linda Treadaway
682	Sarah Casey	736	Brett Lewis
683	David Fallon	737	Michelle Hajdukovic
684	Grace Field	738	Amanda O'Shannessy
685	Wayne Askew	739	Peter Lamb
686	Catherine Boiteux	740	Donnette Miles
687	Ricky Parker	741	Debra Hood
688	Kayla Maclean	742	James Biskey-Luscombe
689	Carol Rockelrath	743	Linda Farkash
690	Michelle Hammell	744	Michelle Roberts
691	Louise Allison-Levick	745	Neil Harris
692	Melissa Jennings	746	Wayne Capell

747	Tanya Chilts	800	Lauren Kusters
748	Chris Pennyquick	801	The People's Revolution
749	Margaret Macnamara	802	Sundruhn Willert
750	Kristelle Townsend	803	Keanu Jones
751	Janne Rytönen	804	Jasmine Watts
752	Keava Lucas and family	805	Robin Tim So
753	Debbie Berlin	806	Arjen Starrenburg
754	Tracey Hoolachan	807	Katelyn Smith
755	Elizabeth Spittall	808	Vesna Naumoska
756	Gerard Mackle	809	Stephen Smith
757	Gabrielle Davis	810	Glenda Corlett
758	Amanda Sisson	811	Julie Zwies
759	Helen Spottiswood	812	Madelyne Hammel
760	Kerry Yeomans	813	Marissa East
761	Belinda Macintyre	814	Matthew Tate
762	Stephen Oliver	815	Andrew Louttit
763	Megan Faulks	816	Angela Bahlmann
764	Stephen McGrath	817	Barbara Bluett
765	Georgia Kelly	818	Jose Marques
766	Alan and Lynda Baldwin	819	Natasha Arneil
767	Mark Freeth	820	Leigh Ramsey
768	Choi Kuen Fan	821	CONFIDENTIAL
769	Tina Herak	822	Danielle Pilz
770	Gordon Hill	823	Jenni Bailey
771	Chrissy Hodgson	824	Emily van Veldhuizen
772	Sean and Anne Christie	825	Pete Buckley
773	Jenelle Wood	826	Kathy Ali
774	Ruth Bonetti	827	Alison Young
775	John Livingstone	828	Rachael Basanovic
776	Roz Smith	829	Cherie Zahra
777	Diane Waine-Barclay	830	Jen Harris
778	Carol Feige	831	Tonya Gilmore
779	Michael Mathers	832	Diane Graf
780	Jessie Kajtar	833	Rebecca van Deventer
781	Elbre Nieuwoudt	834	Shelagh Murphy
782	Strata Community Association (Queensland)	835	Lisa Dunne
783	Sharnee Eremas	836	Amanda Robinson
784	Denis Todd	837	Laura Brown
785	Mary Martin	838	Nicholas Thiele
786	Wayne and Lisa Wolff	839	Judy O'Farrell
787	Teri Jorgensen	840	Peter Campbell
788	Paul Davis	841	Kylie Toon
789	Beverley Sutton	842	Maureen Provis
790	Glen Campbell	843	Mathew Gow
791	Rachel McPhie	844	Graeme Wood
792	Michael Lynch	845	Gayle Ahern
793	Paul Gallehawk	846	Calvyn Wake
794	Janique Evert	847	Cecily Wake
795	Daniel Markert	848	Lynette Nieuwoudt
796	Lindy Williams	849	Cherie McGregor
797	Julie Mallinson	850	Marguerite Tarman
798	Deb Lindner	851	Tiffney French
799	Jane Bradshaw	852	Andrea Ibrahim
		853	Carolyn Argent

854	Charmaine Chambers	907	Reece Gunter
855	Erin Lim	908	Allan Trembath
856	Ashlee Richards	909	Savvi Lending QLD
857	Melanie Lister	910	Sheena Stokes
858	Elizabeth Skinner	911	Larissa Sutch
859	Alana Murphy	912	Ethel Smith
860	Sarnia Ralston	913	Anna Crowther
861	Erin Lovos	914	Andrea Southern
862	Bronwyn Carmichael	915	Deborah Norman
863	Jonathan Sharkey	916	Rachael Leach
864	Mike Grant	917	David Klease
865	David Blackadder	918	Veronique d'Urse
866	Sharyn Thorley	919	Breea Hale
867	Eboni Sale	920	Heath Argent
868	John Evans	921	Shirley Edward
869	Kylie Taylor	922	Glen Dreier
870	Alex Klease	923	Carol Sullivan
871	Amy Linton	924	Leon Robinson
872	Shane Knuth MP, Member for Hill	925	Kelly-Ann Bavington
873	John Von Polen	926	Taryn Loimaranta
874	Kristy Shore	927	Lloyd Courtney
875	Reanna Thorley	928	Drew Carmichael
876	Sally Roberts	929	Fiona Hayward
877	Veronica Lever-Shaw	930	Amber Williams
878	Jolanta Paszkiewicz	931	Gayle Munn
879	Kathleen Petrie	932	David Hutchison
880	Emily Kerne	933	Sue Maitland
881	Abelene Buchanan	934	Phil Needes
882	Sharon Steeden	935	Amber Barnett
883	Wendy Whitton	936	Georgina Bradshaw
884	Ange Zelinski	937	Linda van Veldhuizen
885	Robert Tones	938	Jamile Cavallo
886	Neil Farnworth	939	Helen Carseldine
887	Rodney Williams	940	Kath Borello
888	Trevor Bavington	941	Lucy Pawlikowski
889	Mary Jenkyns	942	Terry Ironside
890	Deni-Ka Collingwood	943	Bronwen Boliltho
891	Angela Drummond	944	Stephanie Muirhead
892	Nathan Busch	945	Jacqueline Coffin
893	Hannah minne	946	Helen Reinke
894	Pasquale Heredia	947	Kerry Murray
895	Alan Leach	948	Mitch Murray
896	Tygue Crawford	949	Kirby Hill
897	Belinda Wells	950	Kairos Solicitors and Mediators Pty Ltd
898	Penny Browne	951	Australian College of Nursing
899	Michael Ryan	952	Royal Australian and New Zealand College of Psychiatrists
900	Ellissa Lauder	953	Elizabeth Klein
901	Wayne Hoskins	954	James Tillman
902	Mary Ozturkmen	955	Australian Logistics Council
903	Donald Ahern	956	Michelle Belisle
904	Angela Hutchison	957	Ashlea McGuire
905	Tracey Little	958	The Business Union
906	Zoe Zepherelli		

959	Natasha Brown	1010	Ruth Lucht
960	Leah Kimmet	1011	Kathy Hayes
961	Jan Watt	1012	Rachel Clune
962	Queensland Council of Civil Liberties	1013	Pavle Krkeljas
963	Mandy Stove	1014	Jennifer Flowers
964	Alison Sturgess	1015	Jacqueline-Ann Bratley
965	Family Responsibilities Commission	1016	Rebekah Armstrong
966	Nicholas Colbert	1017	Tim Apostolides
967	Murray Peterson	1018	Joshua Carr
968	Red Union Group	1019	Sarah-Jane Thompson
969	Tabitha Murugaiah	1020	Georgina Madison
970	Queensland Human Rights Commission	1021	Georgina Michales
971	Ayesha Cuthbertson	1022	Tina Bartlett
972	Craig Austin	1023	Tyler Davis
973	Michelle Hornery	1024	Margaret Burke
974	Kim Cassidy	1025	Janice Cois-Tulloch
975	Nicole Barry	1026	Kerris Hore
976	Glenda Adriaans	1027	Linda Bonney
977	John Adriaans	1028	David Latham
978	Toni Pett	1029	Catherine McLay
979	M Campbell	1030	Shantel Reid
980	Tim Siggs	1031	Leigh King
981	Mark Duprez	1032	Myra Williams
982	Elisha Rashleigh	1033	Jenny Chesterton
983	CONFIDENTIAL	1034	Eva Marie Davis
984	Carla Mardell	1035	Deborah Rushton
985	Mark Poyser	1036	Rafe Whitaker
986	Jessica Williams	1037	Yvonne Houston
987	Laurie McDonnell	1038	Nathan Unwin
988	Dawn Schelberg	1039	Jason Clark
989	Lauren Michnowicz	1040	Hilary Watson
990	Sandra Gorry	1041	Jacinta Twidale
991	Alexander O'Rourke	1042	Timothy Cragg
992	Don Corben	1043	Aleksandra Rimmer
993	Theda Haehl	1044	Kerrie O'Grady
994	Amanda Eddy-Lacey	1045	Elton Lucht
995	John Edwards	1046	Adam Rushton
996	James Fraser	1047	Portia Huelsewede
997	Vicki Woolston	1048	Stephen Snooks
998	Carolyn Packer	1049	Christine Clarke
999	Robert Haughey	1050	Tan Le
1000	Andre Boiteux	1051	Tim Burch
1001	Kirstin Symmonds	1052	Brent Mathers
1002	K Hayes	1053	Liz Suduk
1003	Jeanette Thomson	1054	Rhonda Pincott
1004	Jeffrey Yadlosky	1055	Nikara Doecke
1005	Christine Beattie	1056	C G Hayes
1006	Suzanne Rosenberg	1057	Susan Summers
1007	Deborah Canavan	1058	Abigail Riley
1008	Cathy Geeves	1059	Dea Sprong
1009	Deidre Daniels	1060	Kirby Koopman
		1061	Flo Ebert
		1062	Jenine Mathers
		1063	Carol Dubery

1064	Kimberly McLaren	1118	Heath Thomas
1065	Melanie Chalmers	1119	Dallas Kent
1066	Allana Milfull	1120	Mary Walter
1067	Helen Baulch	1121	Debbie Morris
1068	Paul Thompson	1122	Janine Hondow
1069	Jan D'Arcy	1123	Marguerite McMahon
1070	Angela Grouhel	1124	Louise Henriksen
1071	Nelson Eulalio	1125	Tracy Spooner
1072	Joelene Scot	1126	Nicola Hansford
1073	Peter John	1127	Tracey Mason, Trent and
1074	Stan Beattie		Cammilla Baker, Veneta Stiles
1075	Michael Partridge	1128	Tracy Scott
1076	Annerie Kruger	1129	Chris Leach
1077	Rachel Bonney	1130	Julie Murphy
1078	Linda Adam	1131	Barry Rodgers
1079	Tina van Wichen	1132	Leigh Forrester
1080	Nadine Hill	1133	Lynne Hailes
1081	Madeline Chalk	1134	Janet Stirling
1082	Michelle Graham	1135	Lisbet Watson
1083	Lisa De Caluwe	1136	Leanne Hand
1084	Robert Wylie	1137	Lola Berriman
1085	Joyce Kapinga	1138	Sue Lewis
1086	Nelia Arlow	1139	Tim Hooper
1087	Jamie Bartlett	1140	Sharon Jones
1088	Alastair Graham	1141	Peter Morton
1089	Ketrina Wallis	1142	Alina Richardson
1090	Catherine Long	1143	Michelle Lodge
1091	Glen Kuring	1144	Janice Richardson
1092	David Gregory	1145	Scott Roberts
1093	Michelle Bath	1146	Justine Black
1094	Thomas Ahern	1147	Jean Davies
1095	Brigitte McLachlan	1148	Jenny Baudinette
1096	Dale McPhie	1149	Graham Pett
1097	Samantha Willert	1150	Li Tan
1098	Michelle Pivotto	1151	Catherine St Henry
1099	Catherine Leach	1152	Timothy Gallehawk
1100	David and Jenny Skinner	1153	Nicole Hargreaves
1101	Elouise Millmore	1154	Danielle Scott
1102	Rohan Hale	1155	Robyn Franklin
1103	Nadine Williams	1156	Paul Williams
1104	Sarah McDonough	1157	Liam King
1105	Shelley Davidow	1158	Bronwyn Prisk
1106	Celia Aldridge	1159	Tramayne Horan
1107	De-Anne Kirby	1160	James Taverner
1108	Jacob Muller	1161	Jessica Milschus
1109	Kathryn Scuderi	1162	Gerard Saunders
1110	Hank Van Veldhuizen	1163	Brigitte Spirovski
1111	Sarah Myhill	1164	Helen Robinson
1112	Cristina Goodrich	1165	John Mindenhall
1113	David St Henry	1166	Amanda Bartle
1114	John Burns	1167	Brett Turner
1115	Sharon Marks	1168	Cailla Nasmyth
1116	Linda Fulton	1169	Sarah Moir
1117	Janelle Hosking	1170	Jason Hamilton

1171	Chris Priestley	1225	John Duel
1172	Jim Evans	1226	Richard Chander
1173	Sean Greenacre	1227	Emma-Lee McDonald
1174	Paula French	1228	Kylie Williams
1175	Michele Ganter	1229	Nicole Edwards
1176	Ziggy Pawlikowski	1230	Michelle Cheal
1177	Charissa Seto	1231	Wayne Dyer
1178	Frieda Berry-Porter	1232	Ben Vos
1179	Monika Nieswandt	1233	Zina Sciacca
1180	Vicki Schloman	1234	Sandrine Makiela
1181	Patricia Nutter	1235	Leisa Stevenson
1182	Christopher Jones	1236	Maureen Leach
1183	Andrea Borbas	1237	Jade Jackson
1184	Garry Ryan	1238	Anastasia Comino
1185	Janelle Beverley	1239	Straun Cameron
1186	Shaylene Taylor	1240	Ken and Rebecca Elliott
1187	Jennifer Hall	1241	Vicki Martin
1188	Yvonne Fletcher	1242	Peter and Sarah Vidins
1189	Jessica Conti	1243	Lynda Rumble
1190	Hannah Vickery	1244	Kate Gunthorpe
1191	James O'Donohue	1245	Rochelle Beraldo
1192	William Ellsum	1246	Karine Davis
1193	John Hodda	1247	Lauren Conti
1194	Matt Lalor	1248	Michelle Gordon
1195	Aaron Cook	1249	Ben Conti
1196	Samantha Robb	1250	Larry Beraldo
1197	Howard Hall	1251	Kristin Black
1198	Ann Hill	1252	Bianca Pomplun
1199	Fleur Schoultz	1253	Marian Dyer
1200	Nives Pivotto	1254	Christie Howden
1201	Tamara Donsky	1255	Sam Barrett
1202	Nigel Muller	1256	Barbara Pierce
1203	Nicole Ballard	1257	Samandra Smart
1204	Joy Shearer	1258	Rosie Sisiolo
1205	Melanie Darcy	1259	Fiona Roberts
1206	Brad Woods	1260	Heidi Meier
1207	Rachel McInnes	1261	Nancy Burrows
1208	Tracie Deans	1262	Michelle Wagner
1209	Kay and Todd Weyman	1263	Lillian Barton
1210	Tamara McCrory	1264	CONFIDENTIAL
1211	Jessica Harvey	1265	Michelle Valkenburg
1212	Dianne Drury	1266	Craig Goss
1213	Bevan McPherson	1267	Lachlan and Anne Herbert
1214	Jodi Roberts	1268	Rebekah Tesch
1215	Helen Vance	1269	Luke Watts
1216	Tamieka Erb	1270	Jeanette Lamb
1217	Anna Thompson	1271	CONFIDENTIAL
1218	Sue Briggs	1272	Lance Carleton
1219	Jada Woodward	1273	Simone Keane
1220	Anastasia Taverner	1274	Liana Vasic
1221	Sarah Parker	1275	Kim and Louise Niesler
1222	Paula Draper	1276	Ruth Harris
1223	Tara McKenzie	1277	Gitta Adams
1224	Judy Hunter	1278	Luke Godwell

1279	Anne Myatt	1333	Gaylea Cousen
1280	Marilyn Rowsome	1334	Kylie Ewart
1281	CONFIDENTIAL	1335	Murrilyn Moller
1282	Megan Bradshaw	1336	Kaitlin Lithgow
1283	Tanya Shelton	1337	Caitlin Humble
1284	Charles Marais	1338	Martin Honzatko
1285	Janne Peterson	1339	Peter Cooney
1286	Alison Hodda	1340	Alison Grant
1287	Shelly Darling	1341	Jennifer Jean
1288	Maria Milic	1342	Jose Cabrera
1289	Mat Vickery	1343	Lewis Rushton
1290	Lee Champs	1344	Jack Leung
1291	Anneke Ross	1345	TJ Kiernan
1292	Antoinette Brustolin	1346	Leanne Brown
1293	Simone Wilcox	1347	Amy Black
1294	Lica Bienholz	1348	Sarah Schenk
1295	Markeesha Lee	1349	Maiko Tominaga
1296	Jodie Hammond	1350	Bill and Sandra Thomsen
1297	Joseph Dowlilng	1351	Felicia Jackson
1298	Jacinta Cooke	1352	Anice Holdsworth
1299	Adrian Knight	1353	Shane Maloney
1300	Veronica Brereton	1354	CONFIDENTIAL
1301	Noela Dowling	1355	Peter Aldridge
1302	Kylie Spicer	1356	Pamela McDonald
1303	Charito Rengifo	1357	Belinda Terewaamu
1304	Phillip Dobbs	1358	Debra and Trevor Walz
1305	Winston and Joy Broad	1359	Jo Goodman
1306	Christina Drury	1360	Irene Thomas
1307	Dominique Rivero	1361	Julie Boyes
1308	Clint Booth	1362	Carol Raymond
1309	Elissa Hooper	1363	Graham Wadd
1310	Ron and Raewyn Hutchins	1364	Emma Collins
1311	Lee Maidens	1365	Adrian Hards
1312	Shaun Macgillivray	1366	Julie O'Riley
1313	M T Christensen	1367	Dallas O'Riley
1314	Amadea Appeldorn	1368	Alison McCormick
1315	Jennifer Young	1369	Michelle Butler
1316	Robyn Olm	1370	Lisa Hayes
1317	Richard Knight	1371	Deirdre Rapson
1318	Zofeya Grouhel	1372	Kylie Bridgman
1319	Esther O'Brien	1373	Andrea Pedersen
1320	Paul Spicer	1374	Ildika Koppen
1321	Philip Coyle	1375	Rochelle Hogarth
1322	Karen Muccignat	1376	Lorna Higgs
1323	Alison van Eps	1377	Karen Farley
1324	Shane and Lisa Lindsay	1378	Anne Macindoe
1325	Hamish Gray	1379	Sarah Chancellor
1326	Danielle Wylie	1380	Amanda Leal
1327	Daniel Hitchcock	1381	Jenna Kenney
1328	Annette Watts	1382	Michelle Dickinson
1329	Suzi Brushett	1383	Rina Mouton
1330	Darren Edward	1384	Ian McNaughton
1331	Glenn Montgomery	1385	Erica Henshall
1332	Rhys Jones	1386	Fiona Fogarty

1387	Philip Marshall	1441	Tim McInnes
1388	Nikki Civitarese	1442	Megan Bool
1389	Anthony Pointing	1443	Jenny Horn
1390	Amy Markham	1444	Cathy Murray
1391	Ryan Cunnington	1445	Tara Graffunder
1392	David Cattell	1446	Cassandra Sinclair
1393	Aileen Paton	1447	Tim Milschus
1394	Chris Humphries	1448	Victoria Sum
1395	Susan Wright	1449	Stefan M Ziege
1396	Kylie Macindoe	1450	Joyce Montgomery
1397	Ferdinand Kruger	1451	Mary-Anne Jones
1398	Justin Ryan	1452	Cara Hickey
1399	Zowie Hondow	1453	Gabby Winspear
1400	Hanne Secher	1454	Justin Lane
1401	Carolien Franken	1455	Joanne Gell
1402	Julia Page	1456	Brett Nagel
1403	Hannah Mitchell	1457	Ezra Phillips
1404	Anna Di Perna	1458	Bobbie-Lee McMinn
1405	Tony Di Giacomo	1459	Renae Howell-Randall
1406	Mitchell Lawrie	1460	Cheyne Reilly
1407	Charlotte Bench	1461	Angie Surawski
1408	Maria Camargo	1462	Kerrie van der Plas
1409	Tanya Posner	1463	Catherine Prendergast
1410	Helen Blessing	1464	Kathy Whittam
1411	Sandy Anderson	1465	Alana Gregory
1412	Alison Beresford	1466	Susan Blair
1413	Birgit Machnitzke	1467	Catherine Elek
1414	Bradley Erbacher	1468	CONFIDENTIAL
1415	Jordan Gerolemou	1469	David and Sharon McGucken
1416	Nikki Stoneman	1470	Brett Ewart
1417	Sandra Butler	1471	Caro Austin
1418	Felicity Mcleod	1472	Ryan Ballinger
1419	Sandy Moore	1473	Sheryl Burow
1420	Aimee Tomlinson	1474	Judi Foster
1421	Jennifer Goodwin	1475	Robert Adams
1422	Sonja Hardy	1476	Dion Taylor
1423	Hayley Sugars	1477	Anthony Bull, Queensland President, Liberal Democrats
1424	Anana Kruger	1478	Adena Greenstreet
1425	Alexandra Cooksey	1479	Karen McLeod
1426	Daniel Cooksey	1480	Jordan and Mascha Raymond
1427	Shane Pasterfield	1481	Carol Liknaitzky
1428	Andrew Surman	1482	Sascha Heredia
1429	Rebecca Cameron	1483	Emily Gordon
1430	Caleb McLay	1484	Rebecca Kiely
1431	Joshua Hull	1485	Lyn Mangan
1432	Lauren Dingle	1486	Joanne Wharrier
1433	Lavinia Bartlett	1487	Richelle Evergreen
1434	Shane Herak	1488	Lubka Novak
1435	Kathleen Cavanagh	1489	Peter Gartshore
1436	Andrea Crawford	1490	Kellie Kinnear
1437	Ann and Brian Rutherford	1491	Rick and Trish Gurnett
1438	Karen McQuade	1492	Michael Nettlefold
1439	Katrina Hawkins	1493	David Oxenham
1440	Tracy Malone		

1494	Kelly Young	1547	Stephen Hutchins
1495	Peter Watson	1548	Tim Galli
1496	Robyn Cooling	1549	Phillip Gosper
1497	Clare Cosovan	1550	Tonia Lance
1498	Trish Riddell	1551	Mandy Kennedy
1499	Luke Hopkins	1552	Nicole Munn
1500	Marlee Bruinsma	1553	Bruce Loudon
1501	Bridget Ingle	1554	Maree Kilpatrick
1502	Sharon McKay	1555	Russell Oakley
1503	Jeff Mann	1556	Joel Mifsud
1504	Sharlene Allison	1557	Cheryl Finglas
1505	Hendrik Verbruggen	1558	Dzoana Skroce-Pullen
1506	Debbie Wolhuter	1559	Craig Debnam
1507	Ethan Herridge	1560	Stephen Andrew MP, Member for Mirani
1508	Sarah Williams	1561	Jimelle Devlin
1509	Della Caridwen	1562	Vanessa Nixon
1510	Tracy Tully	1563	Della Gonske
1511	Bronwyn Lamborn	1564	Meredith Lydeamore
1512	M and K Jacobsen	1565	Helaina Mocerino
1513	Adriana Marsh	1566	Caitlyn Lindsay
1514	Joel Curnow	1567	Brett Rudkin
1515	Cyndi O'Meara	1568	Hannah Lydeamore
1516	Meagan Curnow	1569	Jesse Winspear
1517	Jasmin Tang	1570	Daniel Lanzon
1518	Esther Kerridge	1571	Rhys Wilson
1519	D Lennox	1572	Keith and Beverley Rix
1520	Chris Plummer	1573	Douglas Rice
1521	Kristy Blinco	1574	Robert Owen
1522	Penny Edwards	1575	Donna Andrews
1523	Iain Allison	1576	Jean Hoare
1524	Lyndelle Gibbs	1577	Debbie Alexander
1525	Vanessa Pease	1578	Natasha Stokes
1526	Susan McDonald	1579	Patrick Mullilns
1527	Carl Gunn	1580	Francois van der Hoven
1528	Richard McDonald	1581	Amarlie Johnston
1529	Elisabeth Forrester	1582	Tarryn Lear
1530	Konrad Czaja	1583	Brady Schulz
1531	Cheree Wheaton	1584	Olivia Valentine
1532	Evie Morgan	1585	Robert Cater
1533	Ashley Ambrey	1586	David Hall
1534	Jeremy Wheaton	1587	Sylvia Turpin
1535	Mathew Barden	1588	Janis Rossiter
1536	Jennifer Wiltshire	1589	Susan de Graaff
1537	Tae Lee	1590	Lindi Pott
1538	Judith Fisher	1591	Sandra Hewitt-Hyland
1539	Jena Buchan	1592	Bronwyn Cartledge
1540	Lenore Boyd	1593	Trish Davis
1541	David Crowther	1594	Theresa Martin
1542	David Back	1595	Louise Reid
1543	Ulla Melchiorson and Peder R. Rasmussen	1596	Steven Daw
1544	Jason Vause	1597	Robert Holliday
1545	Rebecca Leitner	1598	Rose Erofeev
1546	Katelyn Johns	1599	Wendy Harwood

1600	Marcus Burt	1654	NAME WITHHELD
1601	Aimee Mackay-Payne	1655	Carla Jewell
1602	Brendan Henry	1656	Caroline Ashlin
1603	Douglas Back	1657	NAMES WITHHELD
1604	Joanna Brown	1658	NAME WITHHELD
1605	Jo Bikaunieks	1659	NAME WITHHELD
1606	Guy Wood	1660	NAME WITHHELD
1607	Tanya Wallace	1661	Nicole Schuster
1608	Paul Rider	1662	Daphne Newitt
1609	Lance Garlick	1663	Dave Harding
1610	Catherine Patson	1664	CONFIDENTIAL
1611	Delben Family	1665	CONFIDENTIAL
1612	John Blair	1666	NAME WITHHELD
1613	Regan Brown	1667	Denise Beckton
1614	Carole Lemon	1668	Rene Kerr
1615	CONFIDENTIAL	1669	Rehan Cox
1616	Carl Emmerson	1670	Rob Vogel
1617	Julia Quinn	1671	Robert Macfarlane
1618	Janelle Dornseiff	1672	CONFIDENTIAL
1619	Cathie Jahnke	1673	NAME WITHHELD
1620	Thomas Jahnke	1674	CONFIDENTIAL
1621	Carol Low	1675	NAME WITHHELD
1622	Chris Mills	1676	Trish MacGinley
1623	Annette Hurn	1677	NAME WITHHELD
1624	Bev Dorgan	1678	Tanya Purchase
1625	Lucas and Karen Plath	1679	Sue Boreham
1626	David Munn	1680	Stuart Cleary
1627	Ingrid Napier	1681	Maureen Blair
1628	Ella Tesch	1682	Kay Svensen
1629	Melanie Pryde	1683	John Kelly
1630	Eve Mengel	1684	Alex Seeto
1631	Kerry Willett	1685	NAME WITHHELD
1632	CONFIDENTIAL	1686	Barbara Bourke
1633	Samantha Sheriff	1687	Brandt and Sheila Henricksson
1634	Lee-Anne Bowtell	1688	NAME WITHHELD
1635	Bruce Pryde	1689	NAME WITHHELD
1636	Lee Christensen	1690	NAME WITHHELD
1637	Veronica Sullivan	1691	D White
1638	Sharon Chant	1692	Donna Marshall
1639	NAME WITHHELD	1693	Daniel Torbey
1640	NAME WITHHELD	1694	Elaine Chadwick
1641	Mia Zimmerman	1695	Elbre Nieuwoudt
1642	Andrew Neil	1696	Elle-Maree Ferguson
1643	Andy Henderson	1697	Erin Carruthers
1644	Angela Otway	1698	Frederik Kruger
1645	NAME WITHHELD	1699	NAME WITHHELD
1646	NAME WITHHELD	1700	NAME WITHHELD
1647	Anne Jensen	1701	Hannah Redman
1648	Robert Avery	1702	NAME WITHHELD
1649	Bell Wallbank	1703	Ian Wallis
1650	NAME WITHHELD	1704	NAME WITHHELD
1651	NAME WITHHELD	1705	NAME WITHHELD
1652	NAME WITHHELD	1706	Jennifer Barry
1653	Brooke McKenzie	1707	CONFIDENTIAL

1708	Jim and Annabel Bartle	1736	NAME
1709	NAME WITHHELD	1737	Nick Grey
1710	Juanita Richards	1738	NAME WITHHOLD
1711	Julie Hallam	1739	NAME WITHHELD
1712	NAME WITHHELD	1740	Patricia Abbott
1713	Kirsty Neale	1741	Peter Hardy
1714	NAME WITHHELD	1742	Peter Taylor
1715	NAME WITHHELD	1743	NAME WITHHELD
1716	Larisa Cornell	1744	Roslyn Palmer
1717	Lee Jenson	1745	NAME WITHHELD
1718	NAME WITTHELD	1746	Shane Berry
1719	Lisa Janczuk	1747	Stacey Udy
1720	Liz Franklin	1748	CONFIDENTIAL
1721	Lydia Woolcott	1749	Stephen King
1722	NAME WITHHELD	1750	Tabitha Knox-Carlson
1723	Linda Cooper	1751	Warwick Carfrae
1724	Maree Rosier	1752	Web Electrical
1725	Maree Thomas	1753	Brendan Tyndall
1726	Maria Augustakis	1754	Hayley Bengston
1727	NAME WITHHELD	1755	NAME WITHHELD
1728	Marjie Spies	1756	NAME WITHHELD
1729	CONFIDENTIAL	1757	NAME WITHHELD
1730	Mark Glynn	1758	Tracey and Shane Chase
1731	Megan Gardner	1759	T Pearce
1732	Melanie Warrillow	1760	Amanda Smart
1733	NAME WITHHELD	1761	Clem Kellar
1734	NAME WITTHELD	1762	Olivia Brazel
1735	Michelle Lowien		

Form A - Submitter names

1	Amberley Nowicki	22	Glenda Pozzebon
2	Amiel Poonan	23	Harmony Cotgrove
3	Andrea Fagnoli	24	Heather Beaven
4	Angela Lovarco	25	Ilario Pozzebon
5	Bart Nowicki	26	Isaac Munns
6	Blake Frangos	27	Jaki Rigg
7	Carina Ivins	28	Jason M Holding
8	Carolyn Nowicki	29	Jennifer Messina
9	Deb Burke	30	Jessica Allen
10	Deborah and Alan Favier	31	Jessie-Rose Rayner
11	Dominic Johannes de Vries	32	John Drake
12	Eileen Owens	33	Karina Crisp
13	Elena Reid	34	kathryn Dries
14	ELI Newman	35	Kathryn Hartmann
15	Elise Nutter	36	Kay Bridge
16	Emma Munns	37	Keith Ives
17	Feona Oakley	38	Kim Lam
18	Francesca Fagnoli	39	Kylie Frangos
19	Georgina Svejka	40	Leesa Holyoak
20	Gian Fagnoli	41	Marco Fagnoli
21	Gina Scrase	42	Michelle Hayes

43	Michelle Teresa Brady	52	Rochelle Osgood
44	Naomi Poyser	53	Sean Nicholson
45	Pamela Sumpter	54	Shannon Boston
46	Pascalie Fargnoli	55	Sunny Jo
47	Pauline Phyllis Draper	56	Taryn Hayes
48	Rachael Carter	57	Tim and Donna Barry
49	Raffaella Perez	58	Timina Le Brocq
50	Rhys Jones	59	Tracey Hammond
51	Robyn Munns	60	Vanessa Nicholson

Form B - Submitter names

1	Anna-Rae	6	Michael Mackinlay
2	Ebony-Lea Burns	7	Michelle Lotarski
3	Jake Bischoff	8	Michelle Nichols
4	Kay Hughes	9	Susan Bidinost
5	Michael Chambers		

Form C - Submitter names

1	Adela Ross	29	Daniel Hammond
2	Alana Golingi	30	Daniella Hall
3	Alex Wearne	31	Darani Cumming
4	Alexandra Millroy	32	David Sanfilippo
5	Alicia Dent	33	David Thorogood
6	Amanda Coleman	34	Deanna Smith
7	Andrea O'Connor	35	Diana Hunter
8	Andrew Popple	36	Dominic Verschuure
9	Angela Johnston	37	Dominique Pahud
10	Angela Smith	38	Donna M Collins
11	Annelies Douglas	39	Donna Veivers
12	Annette Fray		Elisabete Fernandes Pastor
13	Ann-Maree van Dalen	40	O'Sullivan
14	Anthony Steele	41	Elisabeth Francois
15	Ash Keating	42	Elizabeth Latcham
16	Ashleigh Kupper	43	Erica Wang
17	Bernessa Lee	44	Franz Cruz
18	Bne Supercopy	45	Frenchy
19	Brandi Crouch	46	Graeme Scott
20	Carol Castillo	47	Greg Anderson
21	Casie Anne	48	Greg Parsons
22	Cathy Bond	49	Hamish Gray
23	Cedric David	50	Hayley Turner
24	Charity Kim	51	Helen Andrew
25	Cheyenne Nicholson	52	Helen David
26	Chris Hawkins	53	Helen Judd
27	Colin Clarke	54	Ian Ross
28	Cynthia Howland	55	Jamie Crouch

56	Janita Ferris	103	Monique Gray
57	Janka Weis	104	Morgan Weber
58	Jason Euler	105	Natalie Gibson
59	Jayden Fingy	106	Natalie Miller
60	Jeff Rosina	107	Natasha Mudri Glass
61	Jefferson Arcos	108	Nick Cooke
62	Jennifer Powell	109	Nick Yakich
63	Jenny Pulford	110	Niki Brand
64	Jenyce Whitpaine	111	Pamela Hunter
65	Jess Wearne	112	Patricia Fitzgerald
66	Jessica Poyser	113	Penelope Rae Brooks
67	Juliana Guinane	114	Pete Welman
68	Julie Allan	115	Rebecca Thompson
69	Julie Campbell	116	Rhonda Baldock
70	Julie Clarkson	117	Ruth Marshall
71	Karen Vorster	118	Sandy Galloway
72	Kate Fraser	119	Sandy Jones
73	Kate Hansen	120	Sara Morley
74	Kaz Angelique Crawford	121	Sarah Eggmolesse
75	Kerry Turner	122	Scott Freeland
76	Kira Yakich	123	Scott McKay
77	Kirstie Roberts	124	Shane and Kerry Turner
78	Kirsty Powell	125	Shannon Flaherty
79	Kristy Hopwood	126	Sharna Fielding
80	Kristy McSweeney	127	Sharon Kimber
81	Kylie Rose	128	Si mone
82	Lara Edsource	129	simone oconnor
83	Leanne Fisher	130	Sonia Barr
84	Leianne Best	131	Steve Smith
85	Leon Ford	132	Steve Weis
86	Life7	133	Stuart Pohlner
87	Linda Finau	134	Sue Anderson
88	Linda Hawker	135	Sue Kennard
89	Linda Wagner	136	sue loors
90	Lynette Gurtner	137	Swmmw New
91	Mark Cumming	138	T English
92	Mark Hansen	139	Tamara Marzsen
93	Mark Postles	140	TANIA STEVENS
94	Marsha McGuire	141	Tegan Lee Louie
95	Matt and Kate Yakich	142	Tim Smith
96	Matthew Doyle	143	Timothy Leeming
97	Melanie Fuller	144	Toni Pollard
98	Melanie Winters	145	Toni Smith
99	Michael and Melissa Chambers	146	Tracy Drent
100	Michael Fitzgerald	147	Vivien Butler
101	Michelle Dansey	148	Wayne Fuller
102	Mike Linacre	149	Zena Oliver

Form D - Submitter names

1	Andrew Jackson	8	Lucy Starkey
2	Ben Torenbeek	9	Margie Torenbeek
3	Chris Thomson	10	ReonLiz Prele-Chong
4	Ellen Jackson	11	Roderick Gordon-Smith
5	Jeff Hart	12	Therese Powers
6	Kareena Jukes	13	Wayne Spyve
7	Lea Faulkner		

Form E - Submitter names

1	Adaire Palmer	18	Juliet Biemann
2	Angela Jane Lohrey	19	Katherine Roberts
3	Anita Fea	20	Kerri McBride
4	Annette Forrester	21	Kylie Paterson
5	Belinda Webb	22	Lewisa C Ware
6	Camille Chesterton	23	Lucinda Seefeld
7	Cherie Stokes	24	Mark Evans
8	Christina Cassidy	25	Milton Conde
9	Danielle Commerer	26	Olivia Brazel
10	Dean Mills	27	Robyn Evans
11	Dean Roberts	28	Rozanne Griffin
12	Debora Reid	29	Sarina and Byron Watkins
	Glenda Murrin and Shane	30	Seven Heaslip
13	Mitchell	31	Shannyn McSweeney
14	Gricelda Zamora	32	Sharyn Garvey
15	Helen and Max Reynolds	33	Steven Griffin
16	Jasmine Melhop	34	Wayne
17	Jordan Marks		

Form F - Submitter names

1	Adam Mann	19	Amanda Webb
2	Adam Smedley	20	Amy Leisemann
3	Adele Smith	21	Amy Plowman
4	Aimee Moros	22	Amy Sprinks
5	Alethea Sampson	23	Andrea Monkhouse
6	Alicia Rejtano	24	Andrea Moss
7	Alicia Robins	25	Andrea Niven
8	Alison Petersen	26	Andrew Finlay
9	Alistair Frame	27	Andrew Jack
10	Allira Cunado	28	Andrew Johnson
11	Allison Ives	29	Andrew Lynch
12	Allison O'Gorman	30	Andrew Mirtschin
13	Amanda Bude	31	Andrew Zemek
14	Amanda De Garnham	32	Angel Hayes
15	Amanda Knight	33	Angela Stacey
16	Amanda Le Gros	34	Anile Snelleks
17	Amanda Mirtschin	35	Ann Want
18	Amanda Plush	36	Anna Church

37	Anna Froschauer	85	Christine Hunter
38	Anna Hey	86	Claire Britz
39	Anna Kevin Morgan	87	Clare Lane
40	Anna Rosebud	88	Clinton N Sandy Crabtree
41	Anna-Rae Cridland	89	Connie Hardy
42	Anne Fitzpatrick	90	Dale and Marilyn Smith
43	Anne McBeath	91	Daniela Saric
44	Anthony Niven	92	Daniella Paron
45	Ashley	93	Danielle Huet
46	Belinda Farley	94	D'Arcy Family
47	Belinda Wheatland	95	Darren and Leah McLean
48	Beren Simpson	96	Darren Ball
49	Bernadette Parkins	97	Dave and Cath
50	Bernice Cooper	98	David Jardine
51	Bernice Greenacre	99	David Kelly
52	Beverley Bradford	100	David Loftus
53	Bibi Collins	101	David McKinnon
54	Billy Ashby	102	Dawn Mathison
55	Bradley Price	103	Dawn R Shalom
56	Brenda Williamson	104	Deanne Smith
57	Brian McDonald	105	Deb Gellatly
58	Brian Porter	106	Debbie Trelour
59	Briana Haverfield	107	Deborah
60	Bridger	108	Dee Buckingham
61	Bridget Baruzza	109	Deeann Morris
62	Brittany Dawson	110	Denis Auberson
63	Bronwyn de Wet	111	Denise
64	Bronwyn Nash	112	Denise Jellis
65	Brooke Upton	113	Dexter Bartolo-Solares
66	Bruce Notman icloud	114	Diana Caskey
67	C Sebastian	115	Dianne Collins
68	Candace Reynaud	116	Diego F Guillen
69	Candice Larsen	117	Divine Threads Clothing
70	Carl Legros	118	Dominic Verschuure
71	Carmen Bauer	119	Don Want
72	Cassandra Dau	120	Donna Cottee
73	Cassandra Toppenberg	121	Donna Loftus
74	Cassie Morris	122	Donna Mitchell
75	Cath	123	Eleisha Byrne
76	Cathryn Jones	124	Elenoa Nadruku
77	Challis Paterson	125	Elise Wiskens
78	Charles Mcdonald	126	Elisha Bartolo
79	Charlie R	127	Elizabeth Harris
80	Charlotte White	128	Elizabeth Stanton
81	Charmaine Matheson	129	Ella King
82	Chenae Cooney	130	Emanuel Ventura
83	Chris Jen	131	Emily
84	Christian Stamos	132	Emma Patterson

133	Emma White	181	Janis Eagle
134	Emmely Rackemann	182	Jason Beehag
135	Erica Smith	183	Jeanette Cheung
136	Eugene Terblanche	184	Jeffrey Ludlow
137	Eva and Alex Peck	185	Jemma Turnbull
138	Fatema Limbada	186	Jen Sperring
139	Fatima Bacot	187	Jenna Humphries
140	Fiona Stenton-Dozey	188	Jenni McDonald
141	Francesca Farrelly	189	Jennifer Melloy
142	Francis Bartolo	190	Jennifer Morgan
143	Frank Hambling	191	Jennifer Want
144	Gabrielle Kistner	192	Jessica Metzroth
145	Gail Symons	193	Jessica Polglase
146	Gail Wixon	194	Jessie W
147	Garry Batt	195	Jill Hale
148	GD Needs	196	Jim and Sonja Madden
149	Gemma Fairbairn	197	Jingying Sun
150	Genevieve Hundermark	198	Jo French
151	Georgia Donovan	199	Joanna Bone
152	Georgie-Lee George	200	Joanna Nicolson
153	Gerald Farrell	201	Jo-Anne Cullen
154	Glen Dreier	202	Joanne Mcewan
155	Glen Scott	203	Jo-Anne Millwood
156	Gulliver Welch	204	Joao Albuquerque
157	Hayley Goh	205	Jodie Shaw
158	Helen Burcher	206	Jodie Turner
159	Helen Dredge	207	John Deans
160	Helen Harris	208	John Hunt
161	Helen Rodden	209	John Karaban
162	Helena Lomulder	210	Johnny Johnson
163	Herman Sprong	211	Jonno Camp
164	Ian Hunt	212	Joshua Donkin
165	Ilona Wagner	213	Julie Bruce
166	Isabelle Nouvai	214	Julie Wyvill
167	Ishta O'Callaghan	215	Justine Bell
168	Isla Turner	216	Karen Atkinson
169	Jack Sommers	217	Karen Blake
170	Jackie Murphy	218	Karen Davis
171	Jackie Wallace	219	Karen Irianto
172	Jamie Howden	220	Karen Salvalaggio
173	Jan Clark	221	Karin Osborne
174	Jane Kennedy	222	Kasia Bilski
175	Jane Leonforte	223	Katharine Ruediger
176	Jane Olsen	224	Kathrine Matthews
177	Jane Lin	225	Kathryn Moloney
178	Janelle Campbell	226	Katie And David Cooney
179	Janine Grima	227	Katie Trulson
180	Janine Huntington	228	Katrina Hannagan

229	Kayle Kie	277	Lisa Smyth
230	Kellie Hamilton	278	Lisa Turner
231	Kellie Vora	279	Louisa Taylor Ahmat
232	Kelly Davidson	280	Louise Haverfield
233	Ken Melvin	281	Louise Stimson
234	Keri Kahukura	282	Lu Fern
235	Kerri Sinclair	283	Luke Hart
236	Kerry Harth	284	Luke Miller
237	Kerry Petrus	285	Luke Sprong
238	Kiara Bryce	286	Lyndal Bevear
239	Kim Lee	287	Lyndon Walmsley
240	Kirsten Adcock	288	Lynette Flynn
241	Kristen Keightley	289	Lynette Wegner
242	Kyle Steinhardt	290	Lynn Hoskins
243	Kylene Simmons	291	Maddy Dore
244	Kylie Ashby	292	Margaret Hansford
245	Kylie Davis-Davenport	293	Margaret Kay
246	Kylie Pryce	294	Margo Rankin
247	Kylie Styles	295	Marguerite De Barros
248	Kyna Sully	296	Mark Homewood
249	L M Horrocks Smith	297	Mark Langlands
250	Lachlan Hordern	298	Mark McCurdy
251	Lachlan Shaw	299	Marloes Blonk
252	Larissa Meyer	300	Marylyn D
253	Laura Boniface	301	Matt Chandler
254	Laura Borka	302	Matt Roberts
255	Laura Emmett	303	Matt, Sue, Luca and Zahli
256	Lauren Hughes	304	Matthew Marsh
257	Laurence Manoukian	305	Maureen Bartolo
258	Lea Kitching	306	Mays Windisch
259	Leah Bryan	307	Megan and Michael Tribe
260	Leanne Holman	308	Melinda Langlands
261	Lee Gray	309	Melissa Bannister
262	Leeanda Curd	310	Melissa Marschke
263	Leesa D	311	Melissa Marshall
264	Leesa Porter	312	Michelle Durward
265	Leigh Robertson	313	Michelle Hamlin
266	Leonie Bartlett	314	Michelle Irving
267	Leonie Saliba	315	Michelle McPherson
268	Lexine Prendeville	316	Michelle Shield
269	Li Tan	317	Michelle Watson
270	Liam Auer	318	Michelle Williams
271	Libby Hanslow	319	Mikelle Harding
272	Lily Evans	320	Miranda Williams
273	Linda Brown	321	Mitsue Mori
274	Linda McUtchen	322	Monica and Samuel
275	Lisa	323	Monica Schuur
276	Lisa Jane	324	Myles Symons

325	N Sprong	373	Robyn Wheatley
326	Narelle	374	Rod Howard
327	Natalie Mann	375	Roda Aranes
328	Nathalie Batol	376	Ronelle Waring
329	Nathan Gelhaar	377	Rose Homan
330	Nathan Harvey	378	Rosemary Neale
331	Nelson Plowman	379	Roslyn Palmer
332	Nicole Cornish	380	Ross Mathison
333	Nicole McCloskey	381	Ruth Hendrick
334	Nicole Petersen	382	Ryan Mawdsley
335	Nik Barns	383	Sabina Bosnjak
336	Nikita Shield	384	Sam Schuur
337	Noel Evans	385	Samantha Jones
338	Nomie Catalano	386	Samuel Riley
339	Oliver George	387	Sandra Hjertquist
340	Olivia Hoskins	388	Sandra Mocnik
341	Paige Farris-Rice	389	Sandy Brinkley
342	Paivi Pratley	390	Sandy Crabtree
343	Paul and Angela McDonnell	391	Sarah Baker
344	Paul Cane	392	Sarah Bruhn
345	Paul Capon	393	Sarah Byford
346	Paul Goulding	394	Sarah Hill
347	Paula Obst	395	Sarah Jenkyns
348	Penelope Hambling	396	Sarah Moten
349	Peter and Susan Valente	397	Sarah Raffell
350	Philippa Saltmiras	398	Sarah Tinney
351	Phillip Jones	399	Sarah Wells
352	Rachael Condon	400	Scott Bradford
353	Rachel Di Ré	401	Scott Martel
354	Rachel Fraser	402	Sean Cooney
355	Raelene Blyth	403	Shane Hutchison
356	Raelene Robinson	404	Shane Radan
357	Ralph Stacey	405	Sharon Hankins
358	Randall Gnanakan	406	Sharon Verhoven
359	Raquel Muller	407	Sharon Walls
360	Rebeca Jacob	408	Sharyn Denmeade
361	Rebecca Burnett	409	Shelley Abbott
362	Rebecca Heidke	410	Sherrie Dorron
363	Rebekah Jeler	411	Sheryl O'Brien
364	Reeta Somerville	412	Sigrid Muller
365	Rhonda Evans	413	Simone Crouch
366	Rhonda Muller	414	Sindy Parker
367	Riaan	415	Sophie Noake
368	Richard Meyer	416	Sotera Trevaskis
369	Riley Martin	417	Stacey Smith
370	Robert Campbell	418	Stephanie Schad
371	Robin Petersen	419	Stephanie Walsh
372	Robyn Sully	420	Stephen Dickman

421	Steve Murphy	442	Tracey and Paige Farris-Rice
422	Stewart Parks	443	Tracey Capuano
423	Sua Thao	444	Tracey Chadwick
424	Sunday Gray	445	Tracey Hardgrave
425	Susan Henry	446	Tracey Love
426	Susan Lanzon	447	Tracey Neville
427	Suzanne Stewart	448	Tracy Kaur
428	Svetlana Andova	449	Trish Kemp
429	Sylvia Jenkin	450	Troy O'Callaghan
430	Tamara Spackman	451	Ulrike Weckes
431	Tammy Cinzio	452	Vanessa Rees-Riddle
432	Tara Graffunder	453	Velvet Eldred
433	Tara Shaw	454	Veronica Lavel
434	Taute Kim	455	Vicki Brown
435	Terence Govender	456	Warren Huck
436	Theresa MOrgan	457	Wayne and Jacynta Hunt
437	Tiana Pennington	458	Will McUtchen
438	Tina Sanderson	459	Yaana Watts
439	Todd Keightley	460	Yukari Doi
440	Toni Johnson	461	Yvonne Haeaecke
441	Tony Hardie		

Form G - Submitter names

1	Alex Davison	4	Rodney Davison
2	Rebekah Bogdan	5	Zac Scales
3	Rex van Heythuysen		

Form H - Submitter names

1	Aria Mohi	10	Meredith Husejko
2	Avoca garden centre	11	Nick jankovic
3	Claudio Favalli	12	Rodney Irwin
4	Colleen Morgan	13	Sarah Tuohey
5	Crystal Galvin	14	Teimana Jnr
6	Darren Coward	15	Trevor Hallam
7	Elaine Latham	16	walter huber
8	Kerrie Holden	17	Zoe Irwin
9	Manaia Mohi		

Form I - Submitter names

1	Andrea Felix	5	Janis Buss
2	Brooke Bird	6	Jasmin Smith
3	David Viola	7	Leonie Whitbread
4	Dianne Wilson	8	Tracey Worall

Form J - Submitter names

1	Aaron Brakenridge	48	Alison Simpson
2	Aaron Parry	49	Alison Walker
3	Aaron Stirling	50	Alivia Martinz
4	Abdullah El Jawhari	51	Allan Farris
5	Abeba Begeta	52	Allan Lloyd
6	Ada Tse	53	Allen Young
7	Adam Allaway	54	Allison Ryan
8	Adam Bonassi	55	Althea Nicol
9	Adam Hansen	56	Alyssa Kemp
10	Adam Healey	57	Amanda Blyth
11	Adam Reid	58	Amanda Bude
12	Adreanne Nuttall	59	Amanda Cook
13	Adrian Cotter	60	Amanda Cruice
14	Adrian Packer	61	Amanda Farrelly
15	Adrian Sharp	62	Amanda Gorton Gorton
16	Adrianna Lea Thompson	63	Amanda Harley
17	Aerielie Lean	64	Amanda Hartree
18	Aiden Wormald	65	Amanda Millward
19	Alan Corne	66	Amanda Taylor
20	Alan Laidler	67	Amelia Compton
21	Alan Mountford	68	Amie Weygood
22	Alan Pedersen	69	Amy Church
23	Alan Staines	70	Anastasios Hadoulis
24	Alan Turnbull	71	Andrea O'Connor
25	Alana Jones	72	Andrea Wilson
26	Alana Webb	73	Andrew Hawyes
27	Alastair Taylor	74	Andrew Hewes
28	Albert Stahr	75	Andrew Hui Tong
29	Aldwyn Altuney	76	Andrew Jurekic
30	Aleah Kaden	77	Andrew MacDonald
31	Aleesha Cobley	78	Andrew McIntyre
32	Aleisha Cowan	79	Andrew Powell
33	Alex Bennett	80	Andrew Stumer
34	Alex Bundalo	81	Andrew Thom
35	Alex King	82	Andrew Wilkinson
36	Alex Lowe	83	Angel McIntosh
37	Alex Pudmenzky	84	Angela de Aizpurua
38	Alex Simule	85	Angela Farris
39	Alexandra Brewster	86	Angela Hepburn
40	Alexandra Harris	87	Angela Johnson
41	Alexandra Samuels	88	Angela Sell
42	Alexis Christenson	89	Angela Shannon
43	Alice Vazanellis	90	Angela Streek
44	Alicia Constable	91	Angela Williams
45	Alisha Wood	92	Angelique Le Comte
46	Alison Huntley	93	Angelique Porter
47	Alison Sharplin	94	Angie Joldescu

95	Angie Melville	143	Berenice Fraser
96	Anita Buckley	144	Berta Alvarez
97	Anita Burke	145	Bev Ferris
98	Ann Robinson	146	Beverley Corbett
99	Anna Church	147	Beverley Jones
100	Anna Hewlett	148	Bianca Allen
101	Anna S	149	Bianca Robertson
102	Anna Steele	150	Billie Jerome
103	Annabel Mulligan	151	Bilyana De Soto
104	Annabel Murphy	152	Blake Christoffel
105	Anne Crowley	153	Bob Eden
106	Anne Willis	154	Bob Sutton
107	Annelies Douglas	155	Bobbi Simonds
108	Annie Winter	156	Bonnie Cencig
109	Anthony Bishop	157	Boris Stankovic
110	Anthony J Cassimaty	158	Brad Crockart
111	Anthony Lea	159	Brad Fyfe
112	Anthony McQuillan	160	Brad Jackson
113	Anthony Mudde	161	Brad Marshall
114	Anton Gasparovski	162	Brad McCreddie
115	Antonella Spatola	163	Bradley Smith
116	Antoni Bonetti	164	Brali Wykes
117	Antonietta Bartolozzi	165	Braydon Rickard
118	Antonina Zamorski	166	Breanna Lewis
119	Apostoli Hadoulis	167	Brenda Holland
120	Ash Hultgren	168	Brenda Marchant
121	Ashleigh Newlyn	169	Brenda Murphy
122	Ashley Hannah	170	Brendan Daley
123	Audrey Kirchner	171	Brendan Hughes
124	Avril Ralph	172	Brendon Rickard
125	Azure Sea	173	Brian Edwards
126	B J	174	Brian Higgins
127	Barry Allen	175	Brian Troughton
128	Barry Daunt	176	Brian Venten
129	Barry McCutcheon	177	Brice Dick
130	Bastion Nunez	178	Brittany Ferguson
131	Bec Mcclean	179	Brittany Holding
132	Bek Carter	180	Brodie Ireland
133	Belinda Laity	181	Bronte Chew
134	Belinda Meredith	182	Brooke Adam
135	Belinda Mitchell	183	Brooke Sartori
136	Belinda Skinner	184	Bruce Rudd
137	Belinda Wallbank	185	Bruhn Sarah
138	Bellah Harris	186	Bryce Plain
139	Ben Clarke	187	Bryden Aerenga
140	Ben Hart	188	C Bruce
141	Ben Pender	189	C J
142	Benjamin Doman	190	Cally Harvey

191	Cameron Outridge	239	Cherry Jones
192	Cameron Smith	240	Cheryl Cabrera
193	Candy Burns	241	Cheryl Coffey
194	Carl Basham	242	Cheryl Manley
195	Carla Biacchessi	243	Cheryl Otter
196	Carla Christoffel	244	Cherylynne Bullen
197	Carla Hayburn	245	Chris Bateley
198	Carla Hayburn	246	Chris Bennetts
199	Carlos Rodriguez	247	Chris Bloink
200	Carly Watkins	248	Chris Lambert
201	Carmel O'Keeffe	249	Chris Vassallo
202	Carok Putland	250	Christene Smith
203	Carol Patterson	251	Christian Marland
204	Carol Rheeder	252	Christine Deacon
205	Carole Andersen	253	Christine Donnelly
206	Carole Sear	254	Christine Goodwin
207	Caroline Bentley	255	Christine McLeod
208	Caroline Ellis	256	Christine Shillingford
209	Caroline Palmer	257	Christine Thomson
210	Carolyn Brown	258	Christine Watson-Brown
211	Carolyn Fuller	259	Christopher Harris
212	Carolyn Llewelyn	260	Christopher Lee
213	Carolyn Matteschek	261	Christopher Smith
214	Casey Mills	262	Claire Murray
215	Cassandra Ohl	263	Claire Taylor
216	Catelyn Morningstar	264	Clare Hurley
217	Cath Winter	265	Claudia Moffat
218	Catherine Blundstone	266	Clinton Rose
219	Catherine Douglas	267	Cody Miller
220	Catherine Downes	268	Coglan Clint
221	Catherine Dwyer	269	Colin Devenish
222	Catherine Maxwell	270	Colin Foley
223	Cathryn Bridge	271	Colin Foley
224	Cathy-Lee Crawford	272	Colin Little
225	Catia Curuci	273	Colin Varian
226	Cecilia Clear	274	Colin Wolfenden
227	Chantal Wilcock	275	Colleen Christian
228	Chantelle Newton	276	Colleen Laing
229	Chantelle Rowley	277	Collette Hynes
230	Charissa Candy	278	Collin Beath
231	Charlene Edwards	279	Connie Oosterbeek
232	Charles McGuire	280	Connor Moore
233	Charles Redshaw	281	Conor Maguire
234	Charlotte Harrison	282	Cope Joelle
235	Charlotte Johnson	283	Corinne Newbold
236	Charmaine Dyer	284	Cornelia Neacsu
237	Charmaine Matheson	285	Cory Fearn
238	Cheri Baumann	286	Cosima Schiele-Warren

287	Craig Goody	335	David Thomson
288	Craig Goody	336	David Wharton
289	Craig Leslie	337	David Wood
290	Craig McManus	338	Davina Tsang
291	Craig Sharkey	339	Dawn Bellamy
292	Craig Wilson	340	Dazeford
293	Cristie O'Connor	341	Dazzie Gordon
294	Cristina Rosales Castro	342	Dean Marshall
295	Curtis Gillow	343	Dean Santillan
296	D Watson	344	Deb Mattiazzi
297	Dale Berry	345	Debbie Cavanagh
298	Dale Brauer	346	Debbie Papageorge
299	Dale Huntsman	347	Debbie Sheinberg
300	Dale Price	348	Deborah Cameron-Love
301	Damian Cole	349	Deborah Cook
302	Damon Forrester	350	Deborah Horne
303	Dana Bucman	351	Deborah McKeon
304	Daneal Anderson	352	Deborah Parsell
305	Danera Wilkinson	353	Deborah Riddle
306	Daniel Carroll	354	Deborah Williams
307	Daniel Creek	355	Debra Barry
308	Daniel Day	356	Debra Yuille
309	Daniel Hamilton	357	Delphine Scales
310	Daniel Jurss	358	Delwyn Hurst
311	Daniel Pearce	359	Delyse Armstrong
312	Daniel Somerville	360	Demi-Lee paynter
313	Daniel Toohey	361	Denis Hillman
314	Danny Heard	362	Denise Lloyd-Kelly
315	Danny Seiler	363	Denni-Justine Hohn
316	Darren Badger	364	Dennis Monroe
317	Darren Lierkamp	365	Derek Clark
318	Darron Beahan	366	Derick Lucas
319	Darryl Atutahi	367	Desiree and Rod Sutherland
320	Dave Clarke	368	Desleen Nelson
321	Dave Southward	369	Desley Barba
322	David Barron	370	Desley Hablé
323	David Beauchamp	371	Desley Maciejewski
324	David Blake	372	Desmond Hussey
325	David Carner	373	Di Brown
326	David Deane	374	Diana Barfield
327	David Faulkner	375	Diana Penfold
328	David Laughton	376	Diane Hinson
329	David Lynn	377	Diane Johnston
330	David Martinelli	378	Diane Ritchie
331	David Moravsky	379	Diane Winter
332	David Robinson	380	Diann Mcmurdo
333	David Sinon	381	Dianne Bratolich
334	David Starkey	382	Dianne McCarthy

383	Dick Appel	431	Emma Burmister
384	Dinah De Regt	432	Emma Davis
385	Dino Bernardi	433	Emma Edwards
386	Doc Bell	434	Emma Forsberg
387	Dominic Posner	435	Emma Godfrey
388	Don Ferguson	436	Emma Imbert
389	Donna Bressow	437	Emma Joiner
390	Donna Wilson	438	Emma Lawrance
391	Donna Wyllie	439	Emma Saal
392	DonnaRose McAneney	440	Emma Smith
393	Dorothea Heath	441	Emma Sydes
394	Dorothy Smith	442	Emma-Louise Jones
395	Doug Webber	443	Emmy G
396	Douglas Guiotto	444	Enid Leak
397	Dr. John Burchell	445	Ennio Herrera
398	Drew Schluter	446	Erika Lehmann
399	Duane Zaetta	447	Erin Saunders
400	Dulcie Cantarella	448	Ester MCColl
401	Duncan Mcphee	449	Esther McDonald
402	Dylan Frederick	450	Eta Brand
403	Dylan Gregory	451	Eunice Carr
404	Dyna Higgins	452	Eva Brazda
405	E Cleaver	453	Eva Hobbs
406	Ebony Upton	454	Evan Nielsen
407	Edan Twiname	455	Evelyn Paul
408	Eddie King	456	F G
409	Edel Slama	457	Felicity Dale
410	Edna Marchesi	458	Fiona Bartley
411	Edward Hauschild	459	Fiona Buckley
412	Edward Pender	460	Fiona Chadwick
413	Edwin Bloomer	461	Fiona Perl
414	Eileen Darwin	462	Frances Baker
415	Eileen Harper	463	Frances Neitzel
416	Eileen Owens	464	Frances Williams
417	Eleanor Bressow	465	Francis Day
418	Elfi Reinle	466	Frederick Hanlon
419	Elijah Boyd	467	Gabriella Harvey
420	Elisa Ferrara	468	Gabrielle Ward
421	Elisabeth Kissel	469	Gai Obrien
422	Elise Jay	470	Gail Blinston
423	Elizabeth Briesse	471	Gail Single
424	Elizabeth Chong	472	Gail Tagarro
425	Elizabeth Moore	473	Gail Walsh
426	Elizabeth Newell	474	Garry Quilliam
427	Ellen Jackson	475	Gary Edmunds
428	Ellena Zomer	476	Gary May
429	Elma Kondi-McDonald	477	Gary Moore
430	Emily O'Halloran	478	Gary Moss

479	Gary Winders	527	Heather Rays
480	Gemstone Goodles	528	Heather Schurmann
481	Gen Lee	529	Heather Thomas
482	Geoff Zardani	530	Helen Evans
483	Geoffrey Jackson	531	Helen Nides
484	George Fronis	532	Helen Sattler
485	Georgette Lowseck	533	Helen Surawski
486	Georgina Kindness	534	Heli Wendl
487	Geraldine Waters	535	Highland Park
488	Gerard Lazarus	536	Howard Randell
489	Gil Blinston	537	Hyeyeong Lee
490	Gillian Collett	538	Ian Busby
491	Gina Press	539	Ian Graham
492	Glen Beattie	540	Ian Stuart
493	Glen Cauley	541	Ian Szewczyk
494	Glen Draeger	542	Ice Inkhamwong
495	Glen Sigvart	543	Imelda Hoodcamp
496	Glenn Ireland	544	Inge Schaefer
497	Glenn Sheldrick	545	Irene Starr
498	Glynis Beech	546	Isaac Harrison
499	Graeme Herridge	547	Isabell Honey
500	Graham Barralet	548	Israel Hannant
501	Graham Janke	549	Ivan Markovina
502	Graham Leach	550	Ivan Thorley
503	Graham Miller	551	J Thomas
504	Graham O'Keefe	552	Jacinta Smith
505	Graham Webb	553	Jack Drake
506	Grant Cannell	554	Jackie Clyma
507	Greg Abbott	555	Jacqueline Barrie
508	Gregor Hribar	556	Jacqueline Mortimer
509	Gregory Barwell	557	Jacqueline Reimers
510	Gregory Deuble	558	Jacqueline Savage
511	Gregory Feltham	559	Jacqui Bowden
512	Gregory Hamer	560	Jacqui Gale
513	Guy Davies	561	Jacqui Ray
514	Haley Vogel	562	Jade Rufford
515	Hannah Wilson	563	Jaimee Reynolds
516	Hannah Wiseman	564	Jaimee Tebbatt
517	Hans Kristjansson	565	Jaime-Lee Hind
518	Harmony Otrupcek	566	James Bartlett
519	Harry M	567	James Fraser
520	Harumi Santillan	568	James Gellion
521	Hayden Roguski	569	James McLaughlan
522	Hayley Alexander	570	James Pollard
523	Hayley Chambers	571	James Searle
524	Hayley Sugars	572	Jamie Stone
525	Heath Duckworth	573	Jan Rabbidge
526	Heather Churchill	574	Jana Frost

575	Jana Ukropec	623	Jennifer Pidcock
576	Jane Barlow	624	Jennifer Reddacliff
577	Jane Desmarchelier	625	Jennifer Vlismas
578	Jane Knight	626	Jennifer Wild
579	Jane Meredith	627	Jenny Aquiningo
580	Jane Piera	628	Jenny Healy
581	Jane Thomson	629	Jenny Leu
582	Jane Vermeer	630	Jeremy Williams
583	Janelle Percy	631	Jerry King
584	Janet Knight	632	Jess Leeves
585	Janet Nebert	633	Jesse King
586	Janette Colebourne	634	Jessica Atkins
587	Janette MacDonald	635	Jessica Russ
588	Janice Banner	636	Jessica Wilson
589	Janice Brassington	637	Jill Fitzgerald
590	Janine Kennedy	638	Jill Williams
591	Janine Mcilwain	639	Jim Bartle
592	Janine van Blerk	640	Jimmy Tan
593	Jared Bradley	641	Jiri Vojtisek
594	Jared Mackay	642	Jo Ann Prior
595	Jarrad Hill	643	Jo Campbell
596	Jasmine Harrison	644	Jo Douglas
597	Jason Adams	645	Jo Searle
598	Jason Clarke	646	Jo Summer
599	Jason Guy	647	Joanna Barletta
600	Jason Murdoch	648	Joanne Barrocu
601	Jay Paterson	649	Joanne Buckley
602	Jay Richters	650	Jo-anne Hayden
603	Jayne Marshall	651	Joanne Peach
604	Jayne Robins	652	Jocelyn Cate
605	Jazmin Reyes	653	Jodi Ryan
606	Jazmine Bull	654	Jodie G
607	Jeanette Gray	655	Jodie Rickard
608	Jeanette Harris	656	Jodie Weston
609	Jeanette Marshall	657	Jody Huggers
610	Jeanette Swenson	658	Joe Oliphant
611	Jeanette Trusz	659	Joel Burdett
612	Jeannette Gilbert	660	Joel Martin Le Fevre
613	Jeff Erichsen	661	Joel Stevenson
614	Jeff Fern	662	Johanna Prouten
615	Jeff Hinton	663	John Bailey
616	Jeff Nuske	664	John Bergmans
617	Jeffrey Neilsen	665	John Casella
618	Jeni Cavanagh	666	John Centofanti
619	Jenni Tavinor	667	John Crook
620	Jennifer Back	668	John Filmer
621	Jennifer Degioanni	669	John Goss
622	Jennifer Lynch	670	John Graham

671	John Grant	719	Julie Jansen
672	John Greenbury	720	Julie Thorp
673	John Heath	721	June Perra
674	John Lambert	722	June Wills
675	John McLam	723	Justin Darby
676	John Moschides	724	Justin Gillis
677	John Muntz	725	Justine Button
678	John Priolo	726	Justine Turner-Watego
679	John Sargaison	727	K B
680	John Sully	728	Kachina Bass
681	John White	729	Kadri Neucom
682	John Wright	730	Kailah Slavin
683	JoJo Hart	731	Kal Moore
684	Jonathan Moser	732	Karana Downs
685	Jonathan Plowman	733	Kareana Jensen
686	Jordyn Cassell	734	Karen Burdett
687	Jos Verlaat	735	Karen Dawson
688	Jose Ravalo	736	Karen Egeskov
689	Joseph Comiskey	737	Karen Freeman
690	Joseph Piovesan	738	Karen Hay
691	Josephine Bacayo	739	Karen Howe
692	Josephine Herman	740	Karen Lalic
693	Josephine Mackerras	741	Karen Lapham
694	Josh Acason	742	Karen Normanton
695	Josh Roper	743	Karen Reid
696	Josh Vanderzee	744	Karen Stuart
697	Joshua Hannant	745	Karen Warren
698	Joshua Lee	746	Karen Wright
699	Joshua Whalan	747	Karenina Makara
700	Josie Cooper	748	Karine Smith
701	Joy Francis	749	Karyn Hackney
702	Joy Hodgson	750	Kate Johnson
703	Joy Sim	751	Kate Murray
704	Jude C	752	Kate Robertson-Kelk
705	Judith Driscoll	753	Katelann Grealy
706	Judith Jacques	754	Kath Cook
707	Judith John	755	Katharine Boddy
708	Judith Palframan	756	Katherine Hardie
709	Judith Taylor	757	Katherine Leitch
710	Judy Pamenter	758	Kathleen Beaumont
711	Judy Rowell	759	Kathryn Humphrey
712	Judy Upton	760	Kathryn Reeve
713	Julianne Hungerford	761	Katrina Collins
714	Julie-Ann Wieriks	762	Katrina Greenaway
715	Julie Ackland	763	Katrina Kahler
716	Julie Bennett	764	Kavita Bisht
717	Julie Burnett	765	Kay McMillan
718	Julie Campbell	766	Kay Sawyer

767	Kaye Benson	815	Kumud Bhardwaj
768	Kaye Oakley	816	Kurt Reppenhagen
769	Kayla Porter	817	Kylee Thistleton
770	Kayleen Zoethout	818	Kylie Botheras
771	Kaz Pender	819	Kylie Griffith
772	Keely Brackpool	820	Kylie Hutchinson
773	Keith Daly	821	Kylie Jordan
774	Keith Marshall	822	Kylie Middleton
775	Keith Urwin	823	Kylie Mundell
776	Kellee McComber	824	Kylie Pitt
777	Kellie Green	825	Kym Hillman
778	Kelly Hiles	826	Kym Willing
779	Kelvin Boys	827	Kyrie Watson
780	Ken Andersen	828	Lacey Freudenberg
781	Kenneth Lawson	829	Laraine Johnstone
782	Kerensa Staines	830	Larissa Ovenden
783	Kerriann Cockburn	831	Larni Napper
784	Kerrie Chrimes	832	Larry Cook
785	Kerrie Murray	833	Larry Crouch
786	Kerry Carrillo	834	Laura Vecmane Bartlett
787	Kerry Forrester	835	Lauren Ambrose Owen
788	Kerry Laizans	836	Lauren Chew
789	Kerry Levy	837	Lauren Skinner
790	Kerry Pengelly	838	Lauren Van Der Leest
791	Kerry Scott	839	Lay-Ah-Nay Johnstone
792	Kevin Clarkin	840	Leah Draper
793	Kevin Powers	841	Leah Edwards
794	Kevin Shanks	842	Leah Lawson
795	Keyra Allanson	843	Leanne King
796	Kiah Aerenga	844	Leanne Russell
797	Kim Brown	845	Leanne Sharp
798	Kim Grieve	846	Leanne Stockwell
799	Kim Parry	847	Leesa Mahoney
800	Kimberley Campbell	848	Leigh Allen
801	Kimberley Chubb	849	Leigh Bryer
802	Kimberley Gardiner	850	Leigh Coxall
803	Kimberly Gebbie	851	Lenore Dean
804	Kirsty Daniells	852	Leona Kirby
805	Kirsty Glock	853	Leonie Waterhouse
806	Kirsty Powell	854	Les Gordon
807	Kitty Em	855	Lesley Hodgins
808	Kloe Hogan	856	Letitia Faryha de Lima
809	Kobi Maclot	857	Li Tan
810	Kristie Cameron	858	Liam Daley
811	Kristie Scott	859	Liam Keighron
812	Kristy Dobbie	860	Lianne Counsell
813	Kristy Ferguson	861	Lina Piccoli
814	Kristy Keeble	862	Linda Dewar

863	Linda Forrester	911	Lyn Burkitt
864	Linda Gentil	912	Lyn Stewart
865	Linda Hann	913	Lynda Roberts
866	Linda Jefferson	914	Lynda Turnbull
867	Linda McIntosh	915	Lyndal Raggatt
868	Linda Seve	916	Lyndall White
869	Lionel Kawhe	917	Lyndon Stumer
870	Lisa Alexander	918	Lyndsay Bojanovic
871	Lisa Brosnan	919	Lynette Beetz
872	Lisa Cervenak	920	Lynette Porter
873	Lisa Fakaanga	921	Lynne Cutler
874	Lisa Hardy	922	Lynne Kershaw
875	Lisa Nation	923	Lynne McPhee
876	Lisa Smith	924	Madelein Taylor
877	Lisa Troy	925	Magdolna Barna
878	Lisa Tynan	926	Maggi Butler
879	Lisa Weeding	927	Mal Tolhurst
880	Lisa-marie Richards	928	Malcolm Bosman
881	Liza Farrugia	929	Malcolm Marron
882	Lois Coetzee	930	Malcolm Whatmore
883	Loreen Hanley	931	Mallory Cox
884	Lorena Chiappara	932	Manale Casella
885	Lorna Dwyer	933	Mandy Johnson
886	Lorna Furst	934	Marcia Kirkbride
887	Lorraine Trisic	935	Maree Mailand
888	Lorraine Zwolak	936	Maree Ussher
889	Lorryl New	937	Margaret Peril
890	Losa Casanovas	938	Margaret Webb
891	Losena Swindells	939	Mari Yaxley
892	Louis Cabrera	940	Maria Belle Isle
893	Louisa Dent Pearce	941	Maria Brasile
894	Louise Austin	942	Maria Manley
895	Louise Cheeseman	943	Maria McCaffrey
896	Louise Colton	944	Maria Mohorovic
897	Louise Marsh	945	Marian Williams
898	Louise Mason	946	Mariana Simule
899	Louise McNall	947	Marianne McCallum
900	Louise Sweeney	948	Marianne Schmitt
901	Loz Hosking	949	Marie de Baritault
902	Lu-Anne Tait	950	Marie Earl
903	Lucinda Benson	951	Marie Haines
904	Lucy Russell	952	Marie Wilson
905	Luke Kahika	953	Marilyn Alderton
906	Luke Mansbridge	954	Marita Forchert
907	Luke Plath	955	Marites O'Keefe
908	Luke Turner	956	Mark Foley
909	Lydia Mafi	957	Mark Galea
910	Lyn Bishop	958	Mark Gunther

959	Mark Higgins	1007	Melanie Smith
960	Mark Lehmann	1008	Melanie Thomas
961	Mark Martyr	1009	Melanie Tuffnell
962	Mark Rapson	1010	Melanie Warrillow
963	Mark Stratton	1011	Melanie Williams
964	Mark Tones	1012	Melinda Lillico
965	Mark Wilson	1013	Melinda Melgar
966	Mark Wood	1014	Melinda Turner
967	Marni Whatuira	1015	Melissa Duce
968	Martin Carroll	1016	Melissa Geddes
969	Martin Collins	1017	Melissa Law
970	Martin Haidley	1018	Melissa Marsh
971	Martin Hutchinson	1019	Melissa Marshall
972	Martin Lass	1020	Melissa Matthews
973	Mary Redgrave	1021	Melissa McAulay
974	MaryAnn Boros	1022	Melissa Wiblen
975	Mathew Howcroft	1023	Melva Alford
976	Mathew McAllister	1024	Merilee Haegler
977	Matt Baker	1025	Merryl Simpson
978	Matt Ford	1026	Michael Ainsworth
979	Matt Hard	1027	Michael Evans
980	Matt Smith	1028	Michael Fitton
981	Matthew Bourke	1029	MICHAEL Holmes
982	Matthew Bright	1030	Michael Hopgood
983	Matthew Carroll	1031	Michael John Chapman
984	Matthew Leitch	1032	Michael McDonald
985	Matthew Penketh	1033	Michael Mouthuy
986	Matthew Ware	1034	Michael Peach
987	Maureen Gordon	1035	Michael Reynolds
988	Maureen Hogan	1036	Michael Rix
989	Maureen Provis	1037	Michael Robinson
990	Maurice Litzow	1038	Michael Scanlan
991	Maurinus Stander	1039	Michael Spinks
992	May Chew	1040	Michael Tilley
993	May F	1041	Michael Westra
994	Megan Barnes	1042	Michael White
995	Megan Duckworth	1043	Michael Wills
996	Megan Faulks	1044	Michael Zairis
997	Megan Fearby	1045	Michael Zastron
998	Megan Fisher	1046	Michele Davidson
999	Megan Knight	1047	Michele Medcalf
1000	Megan Matteschek	1048	Michelle Forrester
1001	Megan Russo	1049	Michelle Gardner
1002	Meghann Roberts	1050	Michelle Griffin
1003	Melanie Brewin	1051	Michelle Pedersen
1004	Melanie Larsen	1052	Michelle R
1005	Melanie Pole	1053	Mike Donnelly
1006	Melanie Roberts	1054	Mike Donnelly

1055	Mike Ethell	1103	Nicholas Vearing
1056	Mike Shanahan	1104	Nick Love
1057	Mikhail Krikoun	1105	Nicky Jensen
1058	Miki Humphrey	1106	Nicola Towler
1059	Milena Franjic	1107	Nicole Bryant
1060	Mireille Hannequin	1108	Nicole Byford
1061	Miriam Hughes	1109	Nicole Crawford
1062	Mitch Vansleve	1110	Nicole Genocchio-Trost
1063	Monica L	1111	Nicole Giezekamp
1064	Monica Samali	1112	Nicole Howcroft
1065	Monika Mertiny	1113	Nicole Johnson
1066	Monique Anderson	1114	Nicole Odlum
1067	Monique Cribb	1115	Nicole West
1068	Morgan costello	1116	Nigel Christoffel
1069	Murray Browne	1117	Nikki Russell
1070	Murray Cole	1118	Nikki Stoneman
1071	Murray Horne	1119	Nili Cova
1072	Nadia Brucia- Neale	1120	Nina Crook
1073	Nadine Dabrowski	1121	Nina Linhares
1074	Nancy Mcknight	1122	Nina Soboleva
1075	Naomi Beames	1123	Olivia Pozzan
1076	Nat Gilbert	1124	Paige Riley
1077	Natalie Brown	1125	Pamela Dawson
1078	Natalie King	1126	Pamela Harrison
1079	Natalie Luxford	1127	Pamela Olifent
1080	Natasa Lazic	1128	Pat Flynn
1081	Natasha Galea	1129	Pat Hayter
1082	Natasha Styler	1130	Patrick Boddy
1083	Nathan Carruthers	1131	Patrick Hanna
1084	Nathan Macek	1132	Patrick Mcnamara
1085	Nathan Major	1133	Patrick Roberts
1086	Nathan Tobias	1134	Patrick Ukropec
1087	Natsumi Ito	1135	Patrick Whiting
1088	Neal Dugdell	1136	Patti Norman
1089	Neal McGinley	1137	Paul Baseden
1090	Neil Dawson	1138	Paul Botha
1091	Neil Glanville	1139	Paul Cervenak
1092	Neil Skilbeck	1140	Paul De Paiva
1093	Nelly Bay	1141	Paul Gray
1094	Nereda Wills	1142	Paul Hadjion
1095	Nerida Weaver	1143	Paul Harry
1096	Nerina Callaghan	1144	Paul Holland
1097	Nessa Magee	1145	Paul Joldescu
1098	Neumi Nadruku	1146	Paul Kind
1099	Nev Gordon	1147	Paul Lodge
1100	Nev Ronalds	1148	Paul Macdonald
1101	Neville Pearson	1149	Paul McLain
1102	Ngara Tahana	1150	Paul Snell

1151	Paul Stuart	1199	Rana Robertson
1152	Pauline Bradbery	1200	Ray Allen
1153	Pauline Sloan	1201	Ray Stoddart
1154	Penny Anstis	1202	Raymond Steele
1155	Penny Estillore	1203	Rebecca Cansdale
1156	Penny Thompson	1204	Rebecca Francis
1157	Peta-ann Murphy	1205	Rebecca Kuhnemann
1158	Peter Baldwin	1206	Rebecca Murphy
1159	Peter Bowley	1207	Rebecca Robson
1160	Peter Bratolich	1208	Rebecca Sparkes
1161	Peter Cook	1209	Rebecca Taylor
1162	Peter Earl	1210	Reece Urban
1163	Peter Jenner	1211	Reece Wallis
1164	Peter le Muth	1212	Ren Rynne
1165	Peter Littler	1213	Renae Burton
1166	Peter Marshall	1214	Renee Davis
1167	Peter Payne	1215	Renee Paolini
1168	Peter Pearce	1216	Reyna Hadley
1169	Peter Ross	1217	Rhiannon Lowrie
1170	Peter Skinner	1218	Rhonda Banditt
1171	Peter Young	1219	Rhonda Ongheen
1172	Petra Gittmaier	1220	Riccardo Bartolozzi
1173	Petra Tezak	1221	Richard Baker
1174	Phay Rippin	1222	Richard Barrett
1175	Phil Elysee	1223	Richard Ford
1176	Philip Muston	1224	Richard Howard
1177	Philippa Scott	1225	Richard Hubbard
1178	Phill Saunders	1226	Richard Maxwell
1179	Phillip Brown	1227	Richelle Gellatly
1180	Phillip Cox	1228	Richie Hemsley
1181	Phillip Thornton	1229	Rick Belfield
1182	Phuong Nguyen	1230	Riki Higgins
1183	Poleta Lillico	1231	Rita Fleming
1184	Priscilla Hamers	1232	Rita Rapana
1185	Prue Patch	1233	Rob Ford
1186	Przemyslaw Borek	1234	Rob Pryor
1187	Quinton Watson	1235	Robert Carstens
1188	Rachael Belcher	1236	Robert Dalton
1189	Rachael Thompson	1237	Robert de Vries
1190	Rachel Burton	1238	Robert Fiedler
1191	Rachel Cameron	1239	Robert Fleming
1192	Rachel Chong	1240	Robert Godfrey
1193	Rachel L	1241	Robert Holliday
1194	Rachel Lagoudakis	1242	Robert Jeffrey
1195	Rachel ODonnell	1243	Robert Kirchmer
1196	Rajon Davidson	1244	Robert Kirkright
1197	Rajshree Hellyer	1245	Robert Nicholls
1198	Ramona Ahlrichs	1246	Robert Salmon

1247	Robert Taylor	1295	Samantha Hanrahan
1248	Robert Webber	1296	Samantha Spencer
1249	Robin Wood	1297	Sandra Challacombe
1250	Robyn Clark	1298	Sandra Crawford
1251	Robyn Gibbs	1299	Sandra Gorry
1252	Robyn Harrison	1300	Sandra Hain
1253	Robyn Moschella	1301	Sandra Lindenberg
1254	Robyn Reynolds	1302	Sandra Neven
1255	Robyn Shannon	1303	Sandra Robertson
1256	Robyn Simpson	1304	Sandra To'oro
1257	Robyn Worthy	1305	Sandy Marshall
1258	Rocki Tahar	1306	Sapati Uimaitua
1259	Rod Cheyne	1307	Sara Capozzi
1260	Roger Tonkin	1308	Sara Dimitriou
1261	Rohan Smith	1309	Sarah Adams
1262	Rohan Uthmann	1310	Sarah Baker
1263	Rolf Gerste	1311	Sarah Biggs
1264	Roman Harambura	1312	Sarah Kennedy
1265	Ron Moloney	1313	Sarah Parkin
1266	Ron Mortimer	1314	Sarah Richard-Preston
1267	Ronda Bettini	1315	Sarah Stengord
1268	Rosa Barrocu	1316	Sarah Wilkie
1269	Rose Erofeev	1317	Scarlet Hartwell
1270	Rose Marie De Cicco	1318	Scott Addy
1271	Rosemary Arnott wildlife	1319	Scott Dawson
1272	Rosemary Wooldridge	1320	Scott Donald
1273	Ross Dolley	1321	Scott Gray
1274	Ross Strachan	1322	Scott Green
1275	Roxana Mariuta	1323	Scott MacDonald
1276	Roxanne Hawke	1324	Scott McNair
1277	Roy Lee	1325	Scott Mulready
1278	Roz Griffin	1326	Scott Taylor
1279	Roz H	1327	Sean Christmass
1280	Ruth Bonetti	1328	Sean Geaney
1281	Ruth McLennan	1329	Sean Hinson
1282	Ryan Paremain	1330	Sean Slater
1283	Ryan Schimke	1331	Sebastian Hilbert
1284	Ryan Wolff	1332	Sebastian Trovato
1285	S Darby	1333	Selena Koutek
1286	Sacha Lyttek	1334	Selwyn Connell
1287	Salena Keetch	1335	Sezer Behlul
1288	Sally Hall	1336	Shae Karingten
1289	Sally Townsend	1337	Shae Seaniger
1290	Sam Beaumont	1338	Shalyn Bressow-Thomas
1291	Sam Higgins	1339	Shanan Rose
1292	Sam Page	1340	Shand Markham
1293	Sam Park	1341	Shane Beard
1294	Sam Tate	1342	Shane Daly

1343	Shane Gervasoni	1391	Sonja Wapstra
1344	Shannon Brayshaw	1392	Sonya Arthur
1345	Shantel Da Costa	1393	Sonya Patrick
1346	Shantell Anderson	1394	Sophie Hewitt
1347	Sharan Maastricht	1395	Sophie Sheldon
1348	Sharleen Flanagan	1396	Stacey Anderson
1349	Sharon de-Hayr	1397	Stacey Darby
1350	Sharon Grantham	1398	Stacey Farrell
1351	Sharon Malcomson	1399	Stefan Sedlmeier
1352	Sharon McHugh	1400	Stefano Bonetti
1353	Sharon Morris	1401	Steph Henderson
1354	Sharon Roberts	1402	Steph Richardson
1355	Sharon Schubert	1403	Stephanie Mos
1356	Sharon Walls	1404	Stephanie Tanos
1357	Sharyn Marshall	1405	Stephen Beattie
1358	Shaun Kelly	1406	Stephen Bramblet
1359	Shawn Baker	1407	Stephen Cable
1360	Shea Mills	1408	Stephen Moloney
1361	Sheila Watson	1409	Stephen Quartly
1362	Sheldon Wright	1410	Stephen Sneddon
1363	Shelley Chalmers	1411	Stephen Treweek
1364	Shelley McDonald	1412	Stephen Walker
1365	Sheralyn Bell	1413	Stevan Ivic
1366	Sheree Allende	1414	Steve Chapman
1367	Sherri Sunderland	1415	Steve Cherrill
1368	Sherry O'Brien	1416	Steve Pasfield
1369	Sheryl Herman	1417	Steve Weis
1370	Sheryl Lawler	1418	Steven Gibson
1371	Shirley Budinger	1419	Steven Johnson
1372	Shirley Jones	1420	Steven Roberts
1373	Shirley Stoltmack	1421	Steven Runge
1374	Shirley Whinray	1422	Steven Weller
1375	Shona Potter	1423	Stevie Baunach
1376	Siena Johnstone	1424	Stuart Lumsden
1377	Silke Hardeland	1425	Stuart Millar
1378	Simon Dempsey	1426	Stuart Nivison
1379	Simon Kane	1427	Suanne Varnfield
1380	Simone Cavill	1428	Sue Evans
1381	Simone Short	1429	Sue Lodge
1382	Siobhan Lowe	1430	Sue Young
1383	Sioux Bremer	1431	Susan Bradshaw
1384	Skye Ashton	1432	Susan Buchecker
1385	Sofia Fudala	1433	Susan Chambers
1386	Sonia Alexander	1434	Susan Gravina
1387	Sonia Davis	1435	Susan Henry
1388	Sonia Lee	1436	Susan Hickey
1389	Sonia Lehmann	1437	Susan Kirk
1390	Sonia Russell	1438	Susan Lavender

1439	Susan Self	1487	Toby Hendry
1440	Susan Spencer	1488	Tom Meredith
1441	Susanna Martin	1489	Toni Careless
1442	Susanne Rea	1490	Toni Cremin
1443	Susie Guidace	1491	Toni Whaite
1444	Suzanne Dunemann	1492	Tonia Hammerich
1445	Suzanne Leishman	1493	Toni-Maree Anderson
1446	Suzanne Stoddart	1494	Tony Beaumont
1447	Suzanne Tendyke	1495	Tony Bosch
1448	Suzi Martin	1496	Tony Buckeridge
1449	Suzie Neil	1497	Tony Gibson
1450	Suzy McLaren	1498	Tony Lyell
1451	Svetlana Kuchavo	1499	Tony White
1452	T C	1500	Tonya Lake
1453	Tania Beaman	1501	Tracey Davison
1454	Tania Fouquet	1502	Tracey Fielding
1455	Tania Hickmott	1503	Tracey Hunt
1456	Tania Jones	1504	Tracey Rees
1457	Tanya Hui Tong	1505	Tracey Shorten
1458	Tara Ebert	1506	Tracie Wolter
1459	Tara Kennedy	1507	Tracy Diprose
1460	Tarsi Hynes	1508	Tracy Kvassay
1461	Tate Smith	1509	Travis James
1462	Tayce Davison	1510	Travis LeCornu
1463	Teneale Reid	1511	Travis Newman
1464	Tenielle McLam	1512	Trent Flocchini
1465	Tenneille Williams	1513	Trent Visser
1466	Tep Bates	1514	Trevor Hebbard
1467	Tepatasi Fuiava	1515	Trevor Hill
1468	Terea Holding	1516	Trevor Johnson
1469	Terence Chew	1517	Trevor Kitson
1470	Terence Twine	1518	Trevor Medcalf
1471	Teresa Armytage	1519	Trevor Scott
1472	Terry Harding	1520	Tricia Ronalds
1473	Terry Oldfield	1521	Trisha Lee Millar
1474	Tess Huxley	1522	Tristan Lumley
1475	Tessa Buckley	1523	Tristan Van Rye
1476	Theresa Richardson	1524	Troy Ramke
1477	Therese Daly	1525	Troy Schultz
1478	Tiarna Smith	1526	Trudi Teren
1479	Tim Cooper	1527	Trudie Burton
1480	Tim Matchett	1528	Trudy Kennedy
1481	Tim Nicholls	1529	Trudy Mackay
1482	Tim Smith	1530	Tunisia Taukiri
1483	Tim Towne	1531	Tyler Rigo
1484	Timothy Deacon	1532	Tyson Janke
1485	Tina Kirkham Smith	1533	Valerie Bryce
1486	Tinki Smyth	1534	Valerie Chambers

1535	Vanessa Grant	1559	Wayne Zerafa
1536	Vanessa Wolfe	1560	Wendy Allen
1537	Vanja Vulovic	1561	Wendy Cavanagh
1538	Veronica Branson	1562	Wendy Filer
1539	Veronica Moore	1563	Wendy Hazelton
1540	Vesna Pinter	1564	Wendy Munday
1541	Vicki Ammenhauser	1565	Wes Thompson
1542	Vicki Payne	1566	Wholistic Haven
1543	Vicki Zerner	1567	Willem Bannink
1544	Vickie Sinn	1568	William Kahler
1545	Vicky Webb	1569	William Rockett
1546	Vicky Zairis	1570	William Young
1547	Vivienne Aldous	1571	Witek S
1548	Vivienne Savill	1572	Xylocaine Latu
1549	Wade Rolfe	1573	Yasmin Burdett
1550	Waide Graham	1574	Yassin El Idrissi
1551	Warren Douglas	1575	Yolanda Fourie
1552	Warren Murray	1576	Yolande Morrison
1553	Wayne Anderson	1577	Yolande Van Deventer
1554	Wayne Banney	1578	Zakari Lyster
1555	Wayne Gibson	1579	Zoe Cullen
1556	Wayne Kennedy	1580	Zoltan Kardos
1557	Wayne Rasmussen	1581	Zoran Kazovic
1558	Wayne Rogers	1582	Zoran Milisic

Form K - Submitter names

1	Anna Sit	6	Ms P Evanz
2	Anne Sanders	7	Neil Condon
3	Dane Kivela	8	Raven Margaret Winters
4	Evania Taiters	9	Rosanna Waters
5	Kerrie Coy		

Form L - Submitter names

1	Adam Hughes	15	Catherine Talbot
2	Adriana Adamska-Bland	16	Christine Bengtson
3	Allannah Stevenson	17	Clarissa Winter
4	Amanda Cook	18	Corien Douglas
5	Amber Sperling	19	Dawn Simm
6	Amy Brady Burns	20	Deb Locke
7	Anita Pryde	21	Deborah Keslake
8	Ann-Maree van Dalen	22	Debra Locke
9	Bernadette Macnaught	23	Debra Ludlow
10	Bonnie Black	24	Eli Travers
11	Bronwyn O'Flaherty	25	Elisabeth Higgs
12	Carmel Lui	26	Grahame West
13	Carol Cock	27	Hannah Leigh Watkins
14	Carolyn Thompson	28	Inga Jachmann

29	Inge Sara	76	Sophie Hall
30	Irene Thomas	77	Sue Young
31	Jacqui Clarke	78	Tracy Diprose
32	Jaime Reid	79	Travis Johnson
33	Jake Heenan-Jalil	80	Vic and Donna Boston-Dart
34	James Hall	81	Wendy Evans
35	Jamie Rose Pillar		
36	Janine Mackay		
37	Jeanette Burgess		
38	Jeanette Gardner		
39	Jillian Diprose		
40	Julie Boyes		
41	Karen Lalic		
42	Kat Mac		
43	Kathy Barry		
44	Kaye Morris		
45	Kaylene Hall		
46	Kelly Barrett		
47	Kelly Bentson		
48	Kerry Barnes		
49	Kerry Lawson		
50	Kevin D'Arcy		
51	Liz Nixon		
52	Lorna Emblen		
53	Lyndal Mcilveen		
54	Margaret Harry		
55	Maria Kraynik		
56	Mark and Jo Anderson		
57	Martene Witte		
58	Mary-anne Migotto		
59	Michelle Pickett		
60	Monica Lampard		
61	Nicole Kieboom		
62	Noel Huxham		
63	Odette Lydford		
64	Peta Harrison		
65	Peter Alford		
66	Rebekah Fusca		
67	Robin Thomas		
68	Ruth Sutherland		
69	Sammy Hinkley		
70	Sarah Hillman		
71	Sarah O'Connor		
72	Scott Northcott		
73	Serafina Romano		
74	Shane Hastie		
75	Sofie Bahnson		

Appendix B – Officials at public departmental briefing

Department of Health

- Dr John Wakefield PSM, Director-General
- Dr John Gerrard, Queensland's Chief Health Officer
- Ms Kirsten Law, Director, Legislative Policy Unit
- Ms Rachel Stewart-Koster, Manager, Legislative Policy Unit

Appendix C – Witnesses at public hearing

Australian Logistics Council

- Ms Rachel Smith, Head of Government and Policy
- Mr Kerry Corke, Policy Consultant

Strata Community Association (Qld)

- Mr Chris Irons, Senior Vice-President (Advocacy)
- Mr Jason Carlson, Advocacy Director
- Mr Kristian Marlow, Policy Officer

Queensland Human Rights Commission

- Mr Scott McDougall, Human Rights Commissioner
- Ms Neroli Holmes, Deputy Commissioner

Queensland Law Society

- Mr Matt Dunn, General Manager, Advocacy
- Dr Brooke Thompson, Policy Solicitor

Queensland Council of Civil Liberties

- Mr Michael Cope, President Queensland Council of Civil Liberties

Appendix D - Chronology of authorising legislation for temporary COVID-19 measures

Public Health (Declared Public Health Emergencies) Amendment Act 2020

- On 7 February 2020, the *Public Health (Declared Public Health Emergencies) Amendment Act 2020* received assent after being passed by Parliament on 5 February 2020.
- The Act amended section 323 of the *Public Health Act 2005* to allow a declared public health emergency to be extended or further extended for a period of up to 90 days.
- This amendment expired on 7 February 2021 but was reinstated on 8 March 2021 upon assent of the *Public Health and Other Legislation (Extension of Expiring Provisions) Amendment Act 2021*.

Public Health and Other Legislation (Public Health Emergency) Amendment Act 2020

- On 19 March 2020, the *Public Health and Other Legislation (Public Health Emergency) Amendment Act 2020* received assent after being passed by Parliament on 18 March 2020.
- The Act amended the Public Health Act to establish temporary powers of the Chief Health Officer and emergency officers to respond to and contain the spread of COVID-19 within the community, including by implementing social distancing measures, regulating mass gatherings, isolating or quarantining people suspected or known to have been exposed to COVID-19 and protecting vulnerable populations such as the elderly. The Act also provided that the compensation provisions that apply to declared public health emergencies do not apply to the COVID-19 emergency.
- These amendments were to expire on 19 March 2021 but were extended to 30 September 2021 under the *Public Health and Other Legislation (Extension of Expiring Provisions) Amendment Act 2021*.
- The Act also amended:
 - the State Penalties Enforcement Regulation 2014 so that penalty infringement notices can be issued for the offences of failing to comply with directions made by the Chief Health Officer or an emergency officer in relation to the COVID-19 emergency
 - the *City of Brisbane Act 2010*, *Local Government Act 2009*, *Local Government (Dissolution of Ipswich City Council) Act 2018*, *Local Government Electoral Act 2011* and *Local Government Regulation 2012* to facilitate the holding of the 2020 quadrennial local government election and State by-elections in a way that minimised serious risks to public health due to COVID-19
 - the *Planning Act 2016* and *Economic Development Act 2012* to ensure the continued provision of important community services during the COVID-19 emergency and future 'applicable events'
 - the *Constitution of Queensland 2001* to allow meetings of the Executive Council to be held via remote conferencing technology.

COVID-19 Emergency Response Act 2020

- On 23 April 2020, the *COVID-19 Emergency Response Act 2020* received assent after being passed by Parliament on 22 April 2020.

- The Act represented a second stage of reforms to address the COVID-19 emergency, including to:
 - enable meetings of the Legislative Assembly via remote technology and clarify that Members of Parliament may participate in parliamentary committee meetings via technological means
 - establish a power to make emergency regulations for the residential tenancy and rooming accommodation sectors to address the impacts of the COVID-19 emergency
 - facilitate implementation of the National Cabinet decision in relation to good faith leasing principles for relevant non-residential leases in Queensland
 - provide for the establishment of a temporary Queensland Small Business Commissioner to deliver expanded advocacy functions for Queensland small business and administer mediation services in relation to small business tenancy disputes.
- The Act also established a legislative modification framework of general application across the statute book authorising the making of extraordinary regulations (or, in limited situations, statutory instruments) which modify the operation of an Act to provide flexibility in respect to statutory timeframes; proceedings of courts and tribunals; attendance at places or meetings and physical presence requirements; and the making and use of certain documents.
- The modification framework provides clear legal authority for interventions necessary to protect the health, safety and welfare of Queenslanders, mitigate the spread of COVID-19 in the community, facilitate continued functioning of Queensland institutions and the economy to the extent possible in the circumstances of the pandemic, and to allow for timely and flexible responses in managing disruptions caused by the COVID-19 emergency and social distancing measures.
- Most amendments, extraordinary regulations and instruments made under the Act were scheduled to expire on 31 December 2020 but were extended initially by the *COVID-19 Emergency Response and Other Legislation Amendment Act 2020*, to 30 April 2021, and subsequently by the *COVID-19 Emergency Response and Other Legislation Amendment Act 2021*, to 30 September 2021 and by the *Public Health and Other Legislation (Further Extension of Expiring Provisions) Amendment Act 2021* to 30 April 2022.

Justice and Other Legislation (COVID-19 Emergency Response) Amendment Act 2020

- On 25 May 2020, the *Justice and Other Legislation (COVID-19 Emergency Response) Amendment Act 2020* received assent after being passed by Parliament on 21 May 2020. The Act addressed a range of matters that could be dealt with under the general modification framework established by the *COVID-19 Emergency Response Act 2020*. The Act amended over 20 Acts—including the *Public Health Act 2005*, *Private Health Facilities Act 1999* and *Mental Health Act 2016*—to clarify emergency powers and promote the continued functioning of public institutions and businesses during the COVID-19 public health emergency.
- The provisions of the Act were scheduled to expire on 31 December 2020 but most were extended under the *COVID-19 Emergency Response and Other Legislation Amendment Act 2020*, the *COVID-19 Emergency Response and Other Legislation Amendment Act 2021*, the *Public Health and Other Legislation (Extension of Expiring Provisions) Amendment Act 2021* and the *Public Health and Other Legislation (Further Extension of Expiring Provisions) Amendment Act 2021*. Some amendments were not extended beyond 30 September 2021 as they were not considered necessary to support Queensland’s response to the COVID-19 emergency. Further details are provided below under the summary on the *Public Health and Other Legislation*

(Further Extension of Expiring Provisions) Amendment Act 2021.

Community Services Industry (Portable Long Service Leave) Act 2019

- On 17 June 2020, amendments were moved during consideration in detail to the Community Services Industry (Portable Long Service Leave) Bill 2019 to amend the Public Health Act and the *Public Health Regulation 2018*. The Bill was passed on 17 June 2020 and received assent on 22 June 2020.
- The amendments inserted new provisions in the Public Health Act to:
 - insert a head of power to allow a fee to be charged for quarantine;
 - allow all or part of the fee to be waived, to enable a hardship scheme to apply.
- The amendments also specify the fees payable under the Public Health Regulation for quarantine. The amendments commenced on 1 July 2020. Under the *Public Health and Other Legislation (Extension of Expiring Provisions) Amendment Act 2021*, the amendments were extended until 30 September 2021. The amendments were further extended until 30 April 2022 by the *Public Health and Other Legislation (Further Extension of Expiring Provisions) Amendment Act 2021*.

COVID-19 Emergency Response and Other Legislation Amendment Act 2020

- On 4 December 2020, the *COVID-19 Emergency Response and Other Legislation Amendment Act 2020* received assent after being passed by Parliament on 1 December 2020.
- The Act extended the operation of all COVID-19 related legislation which was still required to respond to the impacts of the COVID-19 emergency until 30 April 2021 or an earlier date to be prescribed by regulation (referred to as the '*COVID-19 legislation expiry day*'). The Act also inserted transitional mechanisms to provide for the ability to return to normal operations in the most effective and efficient way once temporary COVID-19 measures are no longer required.

Public Health and Other Legislation (Extension of Expiring Provisions) Amendment Act 2021

- On 8 March 2021, the *COVID-19 Emergency Response and Other Legislation Amendment Act 2021* received assent after being passed by Parliament on 25 February 2021.
- The Act extended the expiry dates for temporary COVID-19 measures under the Public Health Act and the *Mental Health Act 2016* until 30 September 2021. The Act also reinstated the amendment to section 323 of the *Public Health Act 2005* to allow a declared public health emergency to be extended or further extended for a period of up to 90 days, which previously expired on 7 February 2021.

COVID-19 Emergency Response and Other Legislation Amendment Act 2021

- On 23 April 2021, the *COVID-19 Emergency Response and Other Legislation Amendment Act 2020* received assent after being passed by Parliament on 20 April 2021.
- The Act further extended temporary COVID-19 measures which were still required to respond to the impacts of the COVID-19 public health emergency until 30 September 2021 or an earlier date to be prescribed by regulation.
- The Act also introduced amendments to:
 - the *City of Brisbane Act 2010* and *Local Government Act 2009* to support the financial

sustainability of local governments during the COVID-19 public health emergency by allowing local governments to decide, by resolution at a meeting other than a budget meeting, what rates and charges are to be levied for the 2021-22 financial year

- the *Local Government Electoral Act 2011*, *City of Brisbane Act* and *Local Government Act* to provide flexibility, if required, to facilitate the holding of a local government by-election or fresh election in a way that minimises serious risks to the health and safety of persons caused by the COVID-19 public health emergency.

Public Health and Other Legislation (Further Extension of Expiring Provisions) Amendment Act 2021

- On 9 September 2021, the *Public Health and Other Legislation (Further Extension of Expiring Provisions) Amendment Act 2021* received assent after being passed by Parliament on 2 September 2021.
- The Act further extended temporary COVID-19 measures until 30 April 2022 as they are still required to respond to the impacts of the COVID-19 public health emergency.
- The Act also introduced amendments to:
 - allow the electronic service of quarantine directions; and
 - provide the ability to require prescribed cohorts of people to pay quarantine fees in advance of the person's arrival in Queensland.
- The Act did not extend some temporary measures beyond 30 September 2021 as they were no longer considered essential to support Queensland's response to the COVID-19 emergency including:
 - the *Explosives Legislation (COVID-19 Emergency Response) Regulation 2020*, which provided short-term relief and flexibility for certain license-holders and the resource exploration industry;
 - the *Health Legislation (COVID-19 Emergency Response) Regulation 2020*, which provided for extensions of the time periods for applying for and deciding matters related to licences under the *Food Act 2006* and *Pest Management Act 2001*
 - section 351D of the *Corrective Services Act 2006* Section 351D which modified section 272 of the Act to remove doubt that the chief executive may direct corrective service officers to perform duties under the Act at the corrective services facility administered by an engaged service provider
 - Section 800J of the *Mental Health Act 2016* which allowed a declaration of a mental health service to be made on the Queensland Health website instead of in the *Government Gazette*.

Statements of Reservation



24 March 2022

Community Support and Services Committee

Public Health and Other Legislation (Extension of Expiring Provisions) Amendment Bill

Statement of Reservation

Overview:

At the outset, the Opposition Members of the Committee wish to place on the record an acknowledgement that the COVID-19 pandemic has caused significant disruption and upheaval to the lives of Queenslanders.

COVID-19 has taken away many things from many people and it is only proper that this fact be recognised. Opposition Members of the Committee have remained acutely mindful of this in our examination of the *Public Health and Other Legislation (Extension of Expiring Provisions) Amendment Bill 2022 (the Bill)*.

Queensland Labor now wants to extend the emergency legislation to continue to allow one person, the Chief Health Officer (CHO) to overwrite all Queenslanders' human rights for a virus that is subsiding faster than any of the government's computer modelling predicted. Queensland as a state is not in a health-based emergency. We are now in a more endemic period, meaning we need to normalise into a life with COVID-19. By Dr John Gerrard's own admission, the peak has passed and the symptoms people are experiencing with the current strain of COVID-19 are generally mild.¹

The Australian Human Rights Commission (AHRC) has expressed its increasing concerns regarding lack of transparency and scrutiny by Australian parliaments of measures contained in Bills such as this one. Acknowledging that the COVID-19 pandemic 'is a global challenge that has required extraordinary measures to protect public health', the AHRC noted that government actions can sometimes result in limitations of human rights.² This can especially be the case when significant decisions have necessarily been made quickly, and previously untested policy solutions are implemented. The AHRC has observed:

¹ Public briefing transcript, Brisbane, 7 March 2022, p 9.

² Australian Human rights Commissions, 'What is the Commission's view on limiting human rights during COVID-19?', <https://humanrights.gov.au/about/covid19-and-human-rights/what-commissions-view-limiting-human-rights-during-covid-19>

The Commission is concerned at the lack of transparency in explaining the continued justification for some emergency measures, and even for identifying which level of government is responsible for some measures.

Some of the decisions were put into legislation, others were introduced in other ways – which means they cannot be easily reviewed, and they don't automatically require independent human rights scrutiny at the time of the decision. This means any human rights scrutiny happens after the measure is already put in place and affecting people.

The checks and balances that ordinarily exist are important to our democracy. Without appropriate transparency and accountability, there is a real risk of Australians being exposed to unnecessary restrictions of their rights and freedoms.³

The LNP recognise that the provisions contained in this Bill are extraordinary. They give an unprecedented power to the Government with little to no oversight. As such, our party has and will continue to treat the passage of this Bill and any others like it, with the appropriate level of respect which is demanded.

The Opposition hold reservations in regard to the following areas of the Bill, and the Committee's examination:

- The time allocated to the committee to examine the Bill,
- The proposed timeframe of the extension of powers outlined in the Bill,
- A failure by the Government to publicly release expert medical advice by which health directives are made, and;
- The continued lack of parliamentary oversight in relation to the implementation of COVID-19 restrictions.

These concerns are outlined in further detail below.

Committee Consultation:

Opposition Committee Members believe that the Government has not undertaken the appropriate level of scrutiny which is necessary for a Bill as significant as this. Despite these powers existing for more than two years and with ample time to prepare for a proper and thorough review of the Bill, the Government has chosen to undertake a rushed process.

To provide context, the Committee was only given 31 days to examine the Bill. Public submissions were open for barely two weeks. The public hearing with Queensland Health lasted one hour. Based on these facts alone, the Government blatantly treated the Committee system and the examination of this Bill with contempt.

³ Australian Human rights Commissions, 'What is the Commission's view on limiting human rights during COVID-19?', <https://humanrights.gov.au/about/covid19-and-human-rights/what-commissions-view-limiting-human-rights-during-covid-19>

It is not appropriate that a Bill of this magnitude is subject to such little scrutiny.

Proposed Extension Timeframe:

There has been no indication given by the State Government that the six-month extension of these powers is based on expert medical advice. If that is the case, it has not been appropriately communicated.

The Parliament last voted on an extension of these powers in September 2021, which granted an additional six months. At the time, the Opposition moved practical and sensible amendments to shorten the extension of powers to three months – noting that the Parliament could vote on a further extension if it were required after that time. These were voted down by the Government.

Since that vote, the public health response and public attitude toward COVID-19 has changed substantially. With a high vaccination rate (above 90%) and the virus now circulating widely in the community, the restrictions which were imposed previously have been required less and less.

The Opposition is of the view that in a liberal democracy such as ours, these types of powers should not be in place any longer than necessary. Given this, Opposition members of the Committee hold genuine reservations about the imposition of another six-month extension, noting that the Parliament could be recalled at any time to vote on a Bill such as this if it were genuinely required.

Public Release of Medical Advice:

Since the beginning of the COVID-19 pandemic, the Opposition has called for the public release of expert medical advice which is used as the rationale for COVID-19 restrictions. A good Government doesn't shy away from openness, transparency, accountability and scrutiny. However, this Government has.

As an example, meeting minutes and correspondence between the Minister and Chief Health Officer in Victoria are routinely released by the Government when new Health Directives are issued. This has never been the case in Queensland, but it should be.

The LNP holds concern over the lack of information provided by the government in regard to the basis or source of health advice supporting vaccination mandates and the extension of the emergency provisions. Mr Jon Krause, Member for Scenic Rim, questioned Dr John Wakefield, Director-General, Department of Health, about this issue at the committee's public briefing:

Mr KRAUSE: In relation to the health advice, you said that was a matter for government about whether or not that should be released. However, you are here as a witness for this bill which is asking that the powers around those mandates and, by extension, the health advice that backs them up is extended through the parliament. The committee has a right to ask these questions. I

would ask you again: is there an issue with that health advice being provided to this committee for our examination of this bill? Why can it not be provided?

Dr Wakefield: As I have said—

Mr KRAUSE: It is not a matter for government, Dr Wakefield. It is relevant to this bill.

Dr Wakefield: Perhaps the question is: what information is the committee looking to access? It would be helpful to know what you are looking for.

Mr KRAUSE: It is in relation to particular settings where restrictions have been imposed on people's movements, on people's employment, on the ability of community groups and small businesses to run their businesses, all resulting from directives that will be empowered again under this bill. The people of Queensland would have greatly enhanced confidence if the health advice behind all of those things was released.

Dr Wakefield: That is a comment. As I have said before, respectfully, decisions about release of information in that regard are a matter for the minister and a matter for government.⁴

Dr Wakefield later stated:

What I would say, though—and I think this goes to the question—is that public health decisions have to take into account the community behaviour, the group behaviour, of segments of the community or the community. As such, they do have to take into account those issues that influence the behaviour of the community. Clearly that is what public health is. Those are indeed considerations that are made by the department and obviously considered by the Chief Health Officer. Obviously in terms of asking us whether we have an opinion about whether political decision-making influences that, I think it is not a question that we would seek to respond to. I think that is a question for the ministers and government.⁵

And perhaps of greatest concern for the LNP, Dr Wakefield then informed the committee: 'The decisions to make a direction by the CHO are CHO decisions.'⁶

The Opposition again calls on the government to release the medical advice which it receives so that all Queenslanders can understand why certain decisions have been made.

Lack of Parliamentary Oversight:

Further to our concerns around the Committee's review of this Bill, the Opposition believe that the level of ongoing parliamentary oversight for a Bill of this nature is insufficient.

That only one hour was given to the Committee to ask questions of Queensland Health officials says a great deal about how little parliamentary scrutiny there is.

Under the Bill as it currently stands, there is no requirement for public health officials to formally answer questions or for the restrictions to be scrutinised by the Queensland Parliament. Should

⁴ Public briefing transcript, Brisbane, 7 March 2022, p 8.

⁵ Public briefing transcript, Brisbane, 7 March 2022, p 10.

⁶ Public briefing transcript, Brisbane, 7 March 2022, p 10.

the Bill pass, it will mean that the Bill is not scrutinised for six months by the Parliament. We believe that to be unacceptable.

We hold significant reservations about the lack of ‘checks and balances’ in the Bill. It is our view that these laws must be subject to regular parliamentary review and oversight.

A handwritten signature in black ink, appearing to read 'Bennett', with a stylized, cursive script.

Stephen Bennett MP
Member for Burnett

A handwritten signature in purple ink, appearing to read 'Mark Robinson', with a stylized, cursive script.

Mark Robinson MP
Member for Oodgeroo

24 March 2022

Statement of reservation - Member for Maiwar

Public Health and Other Legislation (Extension of Expiring Provisions) Amendment Bill 2022

Queensland has enjoyed quite extraordinary success in its health response to the COVID-19 pandemic so far, but the virus continues to pose a very real threat to public health in Queensland and particularly for people with existing vulnerabilities, those who are immunocompromised, and disabled people. It's important that we remain vigilant about the risk of new variants, especially as we approach our first winter with the virus circulating widely in the community.

But much has changed since the last time Parliament was asked to extend the Chief Health Officer's emergency powers.

We have since experienced the first wave of uncontrolled community transmission in Queensland. This wave saw far lower rates of hospitalisation and death than we feared, as a result of widespread vaccination and uptake of boosters.

We have passed the 90% double vaccination target. Importantly, this is the point at which the Premier committed to review the controversial vaccine mandates that came into effect late in 2021, but we are yet to hear when these restrictions will be lifted or any explanation of the criteria on which such a decision will be based.

In short, we've moved beyond the initial emergency phase of the pandemic and, while there is an ongoing need for some additional administrative powers to respond to COVID-19, it is increasingly difficult to justify the extension of the same emergency powers created and exercised in response to an unpredictable and poorly understood pandemic.

These changed circumstances warrant a fundamental reconsideration of the existing approach, but the Bill proposes no such change. In this light, it is unsurprising that the proposal to further extend these emergency powers has lost the support of the Queensland Human Rights Commission, who oppose this Bill and have called for "comprehensive, human rights compatible pandemic legislation", similar to the Victorian legislation that commenced in December 2021. The Commission submitted:

There is diminishing justification for continuing an approach that does not meet many of the principles [set out in paragraph 12 of the QHRC submission], particularly when other human rights jurisdictions are comprehensively changing their response to government power during pandemic emergencies.¹

The Commission was forthright in summarising its concerns:

¹ Queensland Human Rights Commission, Submission 970, pp8-9 at [18].

As a community, we have learnt about the impacts of quarantining conditions on people's mental health, the human rights limitations arising from public health directions that confine people to their homes and the mandating of vaccines. Powers imposing such significant human rights limitations cannot continue without proper oversight, transparency and external review. Otherwise, their compatibility with human rights is at question.²

It is past time for the Queensland Government to follow their Victorian colleagues' lead, and move past the unaccountable, opaque emergency powers proposed to be extended by this Bill.

Unfortunately the Government has chosen not to follow the Commission's advice. It has not indicated when, if ever, any additional oversight or transparency measures might be created.

As a minimum, the key features that must be addressed in amendments to this Bill are:

- publication of the health or other advice that is relied on for any decision to issue a health direction;
- publication of statement of reasons for the decision to issue a health direction, explaining why the direction is necessary to assist in containing, or to respond to, the spread of COVID-19 in the community;
- publication of a statement of compatibility with human rights in relation to any health direction issued;
- proper parliamentary oversight of decisions to issue health directions, including:
 - the creation of a standing parliamentary COVID-19 Oversight Committee chaired by a non-government MP to inquire into the Government's response to COVID-19 and the exercise of emergency power, and with powers to recommend that a health direction be disallowed or varied;
 - the capacity for Parliament to disallow any health directions issued under emergency powers;
- decisions to make health directions should be made by an elected representative, specifically, the Health Minister or Premier, on the advice of the CHO.

Amending the Bill to incorporate these features is essential to establish a fit-for-purpose pandemic response that will continue to support the necessary public health response in a way that is subject to democratic oversight and appropriately balanced with the impacts on human rights.

1. Decisions to issue health directions must be evidence based, transparent and consider human rights implications

The publication of supporting evidence and the reasons for making health directions is essential to both maintaining public confidence in these decisions, and ensuring that the restrictions imposed under these extraordinary powers are proportionate, justified and compatible with human rights. The Human Rights Commissioner's evidence in the hearing spoke directly to this point:

² Queensland Human Rights Commission, Submission 970, p12 at [25].

It is really important that there is an effective, transparent model in place that maintains public confidence in public health decision-making. That is why we think it needs to be as open and transparent as possible and, when decisions are made, that statements of reasons are provided, the evidence behind those decisions is provided, and the assessment of human rights impacts is also made public. That will continue public confidence in decision-making that is going to be essential in dealing with future waves of the pandemic.³

The approach adopted by the Victorian Labor Government in late 2021 was referred to in some detail in the Commission's submission and supported by the Commissioner at the hearing. There are some key features of the Victorian scheme that should be adopted here in Queensland to ensure transparent decision-making and human rights compatibility:

- when a pandemic declaration is made, varied, extended or revoked by the Premier, they must provide a report to Parliament that includes, among other things:
 - advice of the CHO and Health Minister; and
 - a statement of reasons for the making, variation, extension or revocation of a pandemic declaration;⁴ and
- when a pandemic order (similar in nature and effect to health directions in Qld) comes into force, the Minister must publish and table in the legislative assembly:
 - advice of the CHO;
 - a statement of reasons for the making, variation, extension or revocation of a pandemic order; and
 - a statement equivalent to a statement of compatibility with human rights under the Victorian Charter of Human Rights and Responsibilities.⁵

There is no reason the Queensland Government cannot adopt provisions like those legislated by their Victorian counterparts, to ensure the publication of relevant health advice, reasons for decisions, and analysis of human rights impacts. As a bare minimum, Queenslanders deserve to be given this kind of visibility of the decision-making processes that have had such far-reaching impacts on our lives. A failure to provide such transparency at this stage of the pandemic would represent a lack of respect for Queenslanders, and would further undermine the public's faith in these decisions.

2. The need for parliamentary oversight and accountability

Throughout the pandemic there has been almost no parliamentary oversight of the exercise of the emergency powers proposed to be extended again by this Bill, or the broader government response to the pandemic.

Like the transparency measures proposed above, new mechanisms for parliamentary oversight and accountability are necessary for the government to maintain public confidence in the exercise of extraordinary powers to address the public health risks posed by COVID-19.

³ [Public hearing transcript](#), Brisbane, 14 March 2022, p 8.

⁴ Public Health and Wellbeing Act 2008 (Vic), s165AG.

⁵ Public Health and Wellbeing Act 2008 (Vic), ss165AP and 165AQ.

a. COVID-19 Oversight Committee

During 2020 in the 56th Parliament, parallel inquiries were conducted into the economic and health response to the pandemic by the Economics and Governance Committee and the Health, Communities, Disability Services and Domestic and Family Violence Committee, but these were severely limited by their brevity, the general flaws of the portfolio committee structure, and the arbitrary separation of these inquiries into the health and economic responses. The Health Committee prepared only an interim report, and the Economics and Governance Committee tabled nothing to summarise its work in this inquiry.

I have twice, in [December 2020](#) and [September 2021](#), moved amendments to create a new standing parliamentary committee - the COVID-19 Oversight Committee - that would conduct a rolling inquiry into the government's response to COVID-19, including border closures, lockdowns, quarantine, contact tracing, hospital capacity, economic support for workers, renters and small business, and National Cabinet decisions. My amendments to those previous Bills proposed that the COVID-19 Oversight Committee would have similar standing to other statutory committees of the Parliament, like the Parliamentary Crime and Corruption Committee. It would comprise three government MPs, three opposition MPs and one cross-bench MP. Importantly, it would be chaired by a non-government MP.

The creation of a standing parliamentary committee to provide such oversight is supported by the Human Rights Commission,⁶ the Queensland Law Society,⁷ and the Queensland Council of Civil Liberties.⁸ The Victorian Government has recently established the Pandemic Declaration Accountability and Oversight Committee, which has an independent chair and performs an equivalent function to the COVID-19 Oversight Committee I have previously proposed.

Despite its refusal to do so on two previous occasions, the Government should now establish a COVID-19 Oversight Committee.

b. Health directions disallowable by Parliament

The character of the decision-making function of the CHO under Queensland's emergency powers remains unclear. That is, it's not clear whether the making of a health direction is a decision of an administrative or legislative character.

This issue was discussed by the QHRC and QLS witnesses at the public hearing, and the Human Rights Commissioner observed that "[at] present, confusion over whether or not the CHO's public health directions are legislative or administrative in nature means that they exist in a potential vacuum of oversight".⁹

The CHO's power to make health directions is, in my view, most appropriately characterised as a legislative power - the CHO is making rules of general application, through a decision-making process

⁶ [Public hearing transcript](#), Brisbane, 14 March 2022, p 7 and 9.

⁷ Public hearing transcript, Brisbane, 14 March 2022, p 11.

⁸ Queensland Council Civil Liberties, Submission No 962, page 7.

⁹ [Public hearing transcript](#), Brisbane, 14 March 2022, p 6.

constrained by very minimal criteria. These health directions, while they have needed to change reasonably frequently to respond to changing circumstances, are similar in character and effect to subordinate legislation, but Parliament isn't afforded the same opportunities for scrutiny and disallowance of health directions that exist for subordinate legislation.

This 'vacuum of oversight' must be addressed.

The Bill should at very least make clear that health directions are subordinate legislation, as defined under the *Statutory Instruments Act 1992*, such that they are disallowable by the Parliament.¹⁰

The Victorian legislation now provides for suspension or disallowance of their pandemic orders (equivalent to our health directions) following scrutiny of the Pandemic Declaration Accountability and Oversight Committee.¹¹ The Government should support arrangements to this effect in the Queensland legislation.

c. Ministerial accountability

The Queensland community has been told countless times throughout this pandemic, by the Premier and relevant Ministers, that the health directions and other government decisions are 'based on the health advice' - this is no doubt true to a large extent and a big part of the reason our health response has been so successful in maintaining relatively low rates of hospitalisation and death.

But it masks the undeniable truth that other factors - some that can only be described as political decisions - will necessarily weigh on the decisions made by both the CHO and other relevant departmental and Ministerial decision-makers. The CHO accepted this general point in the public briefing on the Bill, agreeing that other factors, such as hospital capacity or the risk appetite of the decision-maker, necessarily play a part in these decisions.¹²

This is a key justification for greater visibility and scrutiny of decision-making, but it also underlines the need for elected representatives to be the ultimate decision-makers exercising powers such as these. In addition to the features and changes proposed above, these powers could readily be exercised by the Minister, based on advice from the CHO and others. This is the approach that the Victorian Government has now adopted, and it offers far greater democratic accountability for the pandemic response.

Elected representatives should be given the legal authority to make these decisions on the basis of public health advice so that they can be held directly accountable by the electorate for the consequences of these decisions - consequences that are clearly viewed very differently by different groups in the community.

Giving elected leaders this formal legal authority (constrained by the need to consider expert advice) would, for many decisions, simply formalise the situation that already exists in practice. One recent example is the [National Cabinet decision on 11 March 2022](#) to adopt a "nationally consistent approach"

¹⁰ Statutory Instruments Act 1992 (Qld), s50.

¹¹ Public Health and Wellbeing Act 2008 (Vic), ss165AS, 165AT and 165AU.

¹² [Public briefing transcript](#), Brisbane, 7 March 2022, pp 9-10.

including “[a] transition to no longer requiring quarantining of all close contacts as soon as possible, with AHPPC to provide urgent advice as soon as possible to inform this transition, appropriate to each jurisdiction.” That decision, apparently made by State and Territory leaders and the Prime Minister, is very squarely a matter of public health policy. The same applies to many other decisions, including significantly a [previous National Cabinet decision on 30 December 2021](#) at the start of the Omicron wave which changed the mandatory self-isolation and quarantine for COVID-positive people and close contacts from 14 to 7 days.¹³

With all due respect to the integrity and professionalism of the CHOs who have been entrusted with this decision-making power to date, it is no longer acceptable for elected representatives to hide behind the pretense that senior public servants are making these key decisions. It is time for Government Ministers to own these decisions, and offer direct accountability to the people they represent.

d. The Government’s COVID response has been inconsistent and unfair

Combination of health directions made by the CHO and the government’s economic and public health response to the pandemic has been inconsistent and in many cases unfair. These few but pressing examples painfully demonstrate the need for greater democratic oversight.

The minimal protections for renters against evictions and rent increases were withdrawn very early in the pandemic towards the end of 2020, even though the impacts of COVID-19 on the private rental market have continued to grow.

In the early days of the pandemic, over-policing of COVID restrictions appeared to fall more heavily on low-income, First Nations and migrant communities. I repeatedly requested detailed data infringements and arrests from the Police Minister, but was told to simply watch the daily press conferences by the Police Commissioner. Now these press conferences have stopped, there is no systematic way to scrutinise police enforcement of public health directions.

The same lack of adequate oversight and transparency applied (and still applies) to people held in adult and youth prisons and police watch houses in Queensland. Limited testing and minimal capacity to social distance have magnified the impact of COVID on this highly vulnerable population.

Border restrictions, while important to buy time for the vaccination rollout, suffered from extensive administrative delays, culminating towards the end of 2021 with many thousands of people sitting on waiting lists for processing of health exemptions and border passes for months, with the Police acknowledging they had no timeframe for clearing the backlog. At the same time, NRL players and their families were waved through under an approved COVID Safe Plan.

The double vaccination rate among Indigenous people in Queensland is 65% vs 91% for non-Indigenous people. This failure has attracted limited scrutiny, even while the impacts of COVID-19 on Indigenous

¹³ That [decision on 30 December 2021 by National Cabinet](#) was implemented by the Queensland Chief Health Officer in a health direction published on 31 December 2021 and effective from the same date, [Isolation for Diagnosed Cases of COVID-19 and Management of Close Contacts Direction \(Superseded\)](#)

communities have continued to mount. Something must change in the Government's approach, but it is hard to imagine how it will without proper oversight.

Queensland's public health system is now in an ongoing state of crisis, with understaffing, underfunding and burnout from COVID-19 undermining our front line health workers. Waiting lists for elective surgery, specialists and emergency departments have spiraled. Although the Government has provided some temporary COVID-19 funding increases, they have also imposed a \$1 billion "efficiency dividend" over the 4 year forward estimates, stripping even more resources from the hospital system. Proper oversight of COVID's impacts on our public health system is vital.

3. Conclusion

The Committee's recommendation that the Bill be passed unamended reflects the ongoing capture of the parliamentary committee system by the Government. If our parliamentary processes provided for genuine scrutiny of the Government's legislative agenda, this report would have offered a more rigorous critique of the proposal to simply extend the existing COVID-19 public health regime, in line with the concerns raised by key submitters like the QHRC.

To put it bluntly, the Government's proposal to simply maintain the status quo is lazy, it ignores the dramatically different circumstances we're now faced with, and it's out of touch with community sentiment.

A handwritten signature in black ink, appearing to read 'Michael Berkman', with a stylized, flowing script.

Michael Berkman MP

Member for Maiwar