



# QUEENSLAND PARLIAMENT **COMMITTEES**

**Report on subordinate legislation tabled between 10  
December 2025 and 10 February 2026**

Primary Industries and Resources Committee



**Report No. 18**

**58th Parliament, April 2026**

## Overview

This report summarises the committee’s findings following its examination of the subordinate legislation within its portfolio areas tabled between 10 December 2025 and 10 February 2026. It reports on any issues identified by the committee relating to the policy to be given effect by the legislation, fundamental legislative principles and lawfulness. It also reports on the compliance of the explanatory notes with the *Legislative Standards Act 1992* (LSA).<sup>1</sup>

The report also notes any issues identified by the committee in its consideration of compliance with the *Human Rights Act 2019* (HRA) and the human rights certificates tabled with the subordinate legislation.<sup>2</sup>

## Subordinate legislation examined

No.	Subordinate legislation	Date tabled	*Disallowance date
156 of 2025	Rural and Regional Adjustment (Solar for Rental Properties Rebate Scheme) Amendment Regulation 2025	10 February 2026	14 May 2026
164 of 2025	Rural and Regional Adjustment (Boost to Buy Scheme) Amendment Regulation 2025	10 February 2026	14 May 2026
169 of 2025	Rural and Regional Adjustment Amendment Regulation 2025	10 February 2026	14 May 2026
170 of 2025	Fisheries (Spanish Mackerel) Amendment Declaration 2025	10 February 2026	14 May 2026
1 of 2026	Proclamation—Greenhouse Gas Storage Amendment Act 2025	10 February 2026	14 May 2026
2 of 2026	Greenhouse Gas Storage (Transitional) Regulation 2026	10 February 2026	14 May 2026
3 of 2026	Rural and Regional Adjustment (Community Housing Energy Upgrades Rebate Scheme) Amendment Regulation 2026	10 February 2026	14 May 2026
5 of 2026	Fisheries Legislation (Spanish Mackerel) Amendment Regulation 2026	10 February 2026	14 May 2026

\* Disallowance dates are based on proposed sitting dates as advised by the Leader of the House. These dates are subject to change.

<sup>1</sup> *Legislative Standards Act 1992*, Part 4.

<sup>2</sup> *Human Rights Act 2019*, s 41.

## Committee consideration of the subordinate legislation

### Committee Comment



Unless noted below, the committee did not identify any significant issues regarding the policy, consistency with fundamental legislative principles, the lawfulness of the subordinate legislation or non-compliance with the HRA.

Similarly, unless noted below, the committee considers that the explanatory notes tabled with the subordinate legislation noted in this report comply with the requirements of section 24 of the LSA and that the human rights certificates tabled with the subordinate legislation provide a sufficient level of information to facilitate understanding of the subordinate legislation in relation to their compatibility with the HRA.

### 1 SL No. 156 – Rural and Regional Adjustment (Solar for Rental Properties Rebate Scheme) Amendment Regulation 2025

The Rural and Regional Adjustment (Solar for Rental Properties Rebate Scheme) Amendment Regulation 2025 (SL No. 156) establishes the Solar for Rental Properties Rebate Scheme (scheme) by amending the Rural and Regional Adjustment Regulation 2011.<sup>3</sup>

Under the scheme, an eligible landlord who installs a rooftop solar photovoltaic (PV) system on their rental property may be provided with a rebate of up to \$3,500.<sup>4</sup>

The policy objective is to lower electricity costs for tenants across Queensland.<sup>5</sup> According to the explanatory notes:

*The rebate scheme is anticipated to benefit around 6,500 rental properties, saving those households around \$700 per year depending on where they live, the size of their solar system and the tariff structures in place at the time of installation.*<sup>6</sup>

#### 1.1 Consultation

The explanatory notes detail that, in developing the rebate scheme, consultation was undertaken with:

*'... relevant Queensland Government agencies and departments, peak bodies and advocacy groups (for the solar industry, landlords and tenants sector), industry accreditation organisations and the Queensland energy distribution Government Owned Corporation.'*<sup>7</sup>

In consultation, stakeholder feedback:

- highlighted challenges and complexities for body corporate approvals and solar sharing technologies

<sup>3</sup> SL No. 156, explanatory notes, p 1; SL No. 156, s 3.

<sup>4</sup> SL No. 156, explanatory notes, p 1.

<sup>5</sup> SL No. 156, human rights certificate, p 1.

<sup>6</sup> SL No. 156, explanatory notes, p 2.

<sup>7</sup> SL No. 156 of 2025, explanatory notes, p 3.

- supported eligibility requirements for system designers, installers and retailers to provide additional consumer protections and safety checks and balances.<sup>8</sup>



## 1.2 Legislative Standards Act 1992

Assessment of SL No. 156's compliance with the LSA identified the following issue.

### 1.2.1 Institution of Parliament

SL No. 156 references external documents in some of the definitions for the scheme. For example, the definition of 'eligible solar PV system' includes reference to:

- An **approved inverters list** which means the document called 'Approved inverters list' made by, and published on the website of, the Clean Energy Council.
- An **approved modules list** which means the document called 'Approved modules list' made by, and published on the website of, the Clean Energy Council.<sup>9</sup>

This may raise issues concerning the institution of Parliament, because it involves the subdelegation of power and reduces the ability for scrutiny by the Queensland Parliament.<sup>10</sup>

The explanatory notes justify the reference to external documents on the basis that they allow for the solar PV systems purchased and installed to meet Australian Standards and national scheme requirements.<sup>11</sup> While specific justifications are not provided for other references,<sup>12</sup> in all cases the documents referred to are publicly accessible and are likely to be referenced in this form so that SL No. 156 remains up to date with any relevant national requirements.

#### Committee Comment



The committee considers the matters included in new Schedule 65 of SL No. 165 are technical in nature and are suitable for inclusion in documents that do not constitute subordinate legislation. They are part of an existing framework consisting of many iterations and updates over time. These extrinsic documents include considerable technical and operational detail and are readily accessible to stakeholders and ensure the scheme remains aligned with relevant national standards. Consequently, the committee is satisfied that SL No. 156 has sufficient regard for the institution of Parliament.

<sup>8</sup> SL No. 156 of 2025, explanatory notes, p 3.

<sup>9</sup> SL No. 156, s 4.

<sup>10</sup> See LSA, s 4(5)(c),(e).

<sup>11</sup> SL No. 156, explanatory notes, p 3.

<sup>12</sup> See, for example, SL No. 156, s 3 (definitions – such as 'approved sellers directory' which references a searchable public directory available on the website for the New Energy Tech Consumer Code program).

## **2 SL No. 164 – Rural and Regional Adjustment (Boost to Buy Scheme) Amendment Regulation 2025**

The policy objective of the Rural and Regional Adjustment (Boost to Buy Scheme) Amendment Regulation 2025 (SL No. 164) is to create a new function of the Queensland Rural and Industry Development Authority (QRIDA) - to help the Queensland Treasury Corporation (QTC) administer the Boost to Buy Scheme.<sup>13</sup>

The Boost to Buy Scheme is designed to assist first home buyers with purchasing their own home by the Queensland Government taking an equity stake in the dwellings purchased, allowing eligible home buyers to buy a home with a smaller deposit.<sup>14</sup>

SL No. 164 amends the Rural and Regional Adjustment Regulation 2011 to provide that QRIDA will help QTC administer the Boost to Buy Scheme in accordance with the service level agreement.<sup>15</sup> The explanatory notes state this agreement will be available on the QRIDA website and will describe a range of administrative support functions that QRIDA will provide to QTC as the decision maker for eligibility under the Boost to Buy Scheme.<sup>16</sup>

## **3 SL No. 169 – Rural and Regional Adjustment Amendment Regulation 2025**

The Rural and Regional Adjustment Amendment Regulation 2025 (SL No. 169) amends the Rural and Regional Adjustment Regulation 2011 to:

- expand the eligibility criteria for the Drought Preparedness Grant Scheme and the Drought Ready and Recovery Finance Loan Scheme to include upgrades to existing infrastructure that improves drought preparedness<sup>17</sup>
- align the definition of ‘primary production enterprise’ with the Australian Government’s Disaster Recovery Funding Arrangements to allow primary production support businesses (for example, shearing and mustering) to potentially access drought preparedness assistance under these programs<sup>18</sup>
- provide that if an applicant for assistance under the Special Disaster Assistance Recovery Grants Scheme or the Rural Landholder Recovery Grants Scheme is an institution named as an institution under the National Redress Scheme and it has declined to join, or is unresponsive to requests to participate, it will be ineligible for assistance<sup>19</sup>

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<sup>13</sup> SL No. 164, explanatory notes, p 1.

<sup>14</sup> SL No. 164, explanatory notes, p 1.

<sup>15</sup> SL No. 164, s 3.

<sup>16</sup> SL No. 164, explanatory notes, p 2.

<sup>17</sup> SL No. 169, ss 13, 16; SL No. 169, explanatory notes, p 2. For example, the explanatory notes (p 2) state if the producer upgrades pipes or pumps this will become eligible for assistance under the schemes.

<sup>18</sup> SL No. 169, explanatory notes, pp 2-3.

<sup>19</sup> SL No. 169, explanatory notes, pp 3-4. The explanatory notes (p 3) elaborate: ‘The National Redress Scheme is an Australian Government program for people who have experienced institutional child sexual abuse. The Australian Government has made it a requirement under the National Redress Scheme for Institutional Child Sexual Abuse Grant Connected Policy that non-government institutions that have declined to join or have not signified their intent to join the Scheme within the required timeframes will be ineligible to receive Australian Government grant funding’.

- extend the closing date from 30 June 2025 to 30 November 2026 for the Regional Drought Resilience Planning Scheme to give applicants more time (and allow for a future extension until 30 June 2027 by notice by the Minister for Primary Industries).<sup>20</sup>

#### **4 SL No. 170 – Fisheries (Spanish Mackerel) Amendment Declaration 2025**

The Fisheries (Spanish Mackerel) Amendment Declaration 2025 (SL No. 170) amends the Fisheries Declaration 2019 to:

- increase the recreational boat limit in Spanish mackerel waters (except the Gulf of Carpentaria) from 2 fish with 2 or more recreational fishers on board to 4 fish with 4 or more recreational fishers on board
- set regulated periods for the Northern Spanish mackerel waters from 2026 to 2029.<sup>21</sup>

##### ***Increasing recreational boat limit***

In 2025, it was estimated that the east coast Spanish mackerel stock was at 34 per cent of its original unfished population levels. According to the explanatory notes, this 'represents a significant improvement for the risk profile of the fishery'.<sup>22</sup>

*As a result of the 2025 stock assessment, the Sustainable Fisheries Expert Panel [Expert Panel] endorsed the proposal to revise the target biomass to 48% of the unfished population under the harvest strategy to provide greater access to the stock.*<sup>23</sup>

The Expert Panel also recommended increasing the total quota entitlement to 250 tonnes (up from 165 tonnes in 2023).<sup>24</sup>

In December 2025, the Minister for Primary Industries, Hon Tony Perrett, approved amendments to the East Coast Spanish Mackerel Harvest Strategy to reflect the Expert Panel's recommendations.<sup>25</sup>

According to the explanatory notes, the increase in the recreational boat limit 'aligns recreational access with the increase[d] biomass estimate from the 2025 stock assessment'.<sup>26</sup>

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<sup>20</sup> SL No. 169, s 19. SL No. 169, explanatory notes, p 4.

<sup>21</sup> SL No. 170, explanatory notes, p 3. For example, the regulated periods in 2026 are from 8 to 29 October and from 6 to 27 November.

<sup>22</sup> SL No. 170, explanatory notes, p 2. In 2023, the east coast Spanish mackerel stock assessment estimated the spawning biomass of the east coast Spanish mackerel stock was at 17 per cent of the unfished spawning biomass. SL No. 5 of 2026, explanatory notes, p 2.

<sup>23</sup> SL No. 170, explanatory notes, p 2.

<sup>24</sup> Based on the average commercial harvest from 2020-2024. SL No. 5 of 2026, explanatory notes, p 2.

<sup>25</sup> SL No. 170, explanatory notes, p 3.

<sup>26</sup> SL No. 170, explanatory notes, p 3.

## **Regulated periods**

The explanatory notes state that the current seasonal closure arrangements for Spanish mackerel in northern Spanish mackerel waters are being maintained ‘to protect spawning, aggregating and migrating stocks’.<sup>27</sup>

According to the explanatory notes, regulated periods are required ‘to enable recovery and relief from fishing effort in the [East Coast Spanish Mackerel] Fishery’ (Fishery) and without regulated periods, there would be a ‘significant risk of decline in the east coast Spanish mackerel stock, potentially resulting in the collapse of the Fishery’.<sup>28</sup>

### **4.1 Consultation**

The explanatory notes state targeted consultation was undertaken with the Sustainable Fisheries Panel and East Coast Spanish Mackerel Fishery Working Group.<sup>29</sup>

Public consultation was also undertaken. 470 responses were received from completed online surveys, emails and submissions with 80 per cent of the respondents being recreational fishers and the remaining 20 per cent comprising of commercial fishers, First Nations peoples, peak bodies, charter fishing operators, conservation groups and interested community members.<sup>30</sup>

## **5 SL No. 1 – Proclamation—Greenhouse Gas Storage Amendment Act 2025**

The Proclamation - Greenhouse Gas Storage Amendment Act 2025 (SL No. 1) fixes 24 January 2026 as the commencement date for all the provisions of the *Greenhouse Gas Storage Amendment Act 2025* (GGSA Act) that are not in force.<sup>31</sup>

The GGSA Act provides that Carbon Transport and Storage Corporation Pty Ltd can convert greenhouse gas wells to water supply bores, and transfer ownership and responsibility of the converted bores to the relevant landowners.<sup>32</sup>

## **6 SL No. 2 – Greenhouse Gas Storage (Transitional) Regulation 2026**

The Greenhouse Gas Storage (Transitional) Regulation 2026 (SL No. 2) prescribes:

- the minimum technical requirements for converting a greenhouse gas well to a water supply bore
- the content of the notices and reports that Carbon Transport and Storage Corporation Pty Ltd must submit to comply with the conversion and transfer process

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<sup>27</sup> SL No. 170, explanatory notes, p 3.

<sup>28</sup> SL No. 170, explanatory notes, p 3.

<sup>29</sup> SL No. 170 of 2025, explanatory notes, p 4.

<sup>30</sup> SL No. 170 of 2025, explanatory notes, p 4.

<sup>31</sup> SL No. 1 of 2026.

<sup>32</sup> SL No. 1 of 2026, explanatory notes, p 1. EPQ10 was a greenhouse gas exploration permit issued by the State of Queensland, and was issued in December 2019 to Carbon Transport & Storage Company Pty Ltd: Department of Environment and Science (DES), *Terms of reference for an environmental impact statement under the Environmental Protection Act 1994 Surat Basin Carbon Capture and Storage Project proposed by Carbon Transport and Storage Corporation (CTSCo) Pty Limited*, July 2022, p 2. Accessed at [https://www.qld.gov.au/\\_\\_data/assets/pdf\\_file/0029/274475/surat-basin-carbon-capture-storage-project-final-tor.pdf#page=6](https://www.qld.gov.au/__data/assets/pdf_file/0029/274475/surat-basin-carbon-capture-storage-project-final-tor.pdf#page=6).

- the way in which Carbon Transport and Storage Corporation Pty Ltd’s greenhouse gas wells must be plugged and abandoned.<sup>33</sup>

SL No. 2 is a transitional regulation which expires on 18 June 2029.<sup>34</sup> According to the explanatory notes, this timeframe ‘provides sufficient time for Carbon Transport and Storage Corporation Pty Ltd to carry out its obligations to decommission its greenhouse gas wells and rehabilitate land on the site’.<sup>35</sup>

## 6.1 Consultation

The explanatory notes report that consultation was undertaken with key government agencies, landowners, and Carbon Transport and Storage Corporation Pty Ltd.<sup>36</sup>



## 6.2 Legislative Standards Act 1992

Assessment of SL No. 2’s compliance with the LSA identified the following issue.

### 6.2.1 Subdelegation of legislative power – incorporation of documents

SL No. 2 incorporates by reference 2 external documents – the ‘Code of practice for the construction and abandonment of petroleum wells and associated bores in Queensland’ (code), published on a Queensland Government website, and the Reference Frame under the *National Measurement (Recognized-Value Standard of Measurement of Position) Determination 2017* (Cth) (determination) as in force on 1 July 2020.<sup>37</sup>

Subdelegation of legislative power may result in legislation not having sufficient regard to the institution of Parliament because the external documents are not subject to parliamentary scrutiny through the Bill process, are not subject to disallowance like subordinate legislation and changes to any extrinsic documents are not necessarily brought to the attention of the Parliament.<sup>38</sup>

### Committee Comment



The committee considers the subdelegation of legislative power is appropriate as both documents contain technical information suitable to be incorporated through subdelegation. Also, the documents are prepared by a Queensland department (the code) and an Australian government agency (the determination). Both documents are available online.

<sup>33</sup> SL No. 2, explanatory notes, p 2.

<sup>34</sup> See *Greenhouse Gas Storage Act 2009*, s 483(4); SL No. 2, explanatory notes, p 2.

<sup>35</sup> SL No. 2, explanatory notes, p 2.

<sup>36</sup> SL No. 2 of 2026, explanatory notes, p 3.

<sup>37</sup> SL No. 2, s 10, sch 1.

<sup>38</sup> See LSA, s 4(5)(e).

## 7 SL No. 3 – Rural and Regional Adjustment (Community Housing Energy Upgrades Rebate Scheme) Amendment Regulation 2026

The Rural and Regional Adjustment (Community Housing Energy Upgrades Rebate Scheme) Amendment Regulation 2026 (SL No. 3) amends the Rural and Regional Adjustment Regulation 2011 to establish the Community Housing Energy Upgrades Rebate Scheme (scheme) as an approved assistance scheme.<sup>39</sup>

According to the explanatory notes, the scheme ‘will support eligible community housing providers to access rebates of up to \$4,500 per dwelling for eligible energy performance upgrades’.<sup>40</sup> These upgrades will include, for example, direct-current ceiling fans, electrical ovens, eligible solar photovoltaic (PV) systems and LED light fixtures.<sup>41</sup> The purpose of the scheme is to ‘enhance energy efficiency, improve thermal comfort, and reduce energy costs for tenants in community housing across Queensland’.<sup>42</sup>

The explanatory notes anticipate the scheme will benefit residents in up to 4,000 dwellings owned and managed by community housing providers.<sup>43</sup>

### 7.1 Consultation

The explanatory notes state consultation was undertaken from December 2024 to May 2025 with various stakeholders including government agencies and departments, peak bodies and advocacy groups.



### 7.2 Legislative Standards Act 1992

Assessment of SL No. 3’s compliance with the LSA identified the following issue.

#### 7.2.1 Institution of Parliament

SL No. 3 references external documents in some of the definitions for the scheme. For example, the definition of ‘eligible ceiling insulation’ means ceiling insulation that complies with AS/NZS 4859.1:2018 (Thermal insulation materials for buildings).<sup>44</sup> Also, the definition of ‘eligible solar PV system’ includes reference to:

- An **approved inverters list** which means the document called ‘Approved inverters list’ made by, and published on the website of, the Clean Energy Council.
- An **approved modules list** which means the document called ‘Approved modules list’ made by, and published on the website of, the Clean Energy Council.<sup>45</sup>

This may raise issues concerning the institution of Parliament, because it involves the subdelegation of power and reduces the ability for scrutiny by the Queensland Parliament.<sup>46</sup>

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<sup>39</sup> Specifically, as a scheme approved under section 11 of the *Rural and Regional Adjustment Act, 1994*.

<sup>40</sup> SL No. 3, explanatory notes, p 1.

<sup>41</sup> See SL No. 3, s 3; SL No. 3, explanatory notes, pp 1-2.

<sup>42</sup> SL No. 3, explanatory notes, p 2.

<sup>43</sup> SL No. 3, explanatory notes, p 3.

<sup>44</sup> SL No. 3 s 2 (definitions).

<sup>45</sup> SL No. 3, s 5.

<sup>46</sup> See LSA, s 4(5)(c),(e).

The explanatory notes justify the reference to the external documents on the basis that they 'ensure that the solar PV systems purchased and installed meet Australian Standards and allow applicants to participate in the national Small-Scale Renewable Energy Scheme'.<sup>47</sup> These documents are available free of charge on the Clean Energy Council website and the AS/NZS 4859.1:2018 is publicly available (for a fee), via the Standards Australia website.

### Committee Comment



The committee considers the matters included in new Schedule 66 of SL No. 3 are technical in nature and are suitable for inclusion in documents that do not constitute subordinate legislation. These extrinsic documents include considerable technical and operational detail and are readily accessible to stakeholders (noting there is a fee for the standard) and ensure the scheme remains aligned with relevant national standards. Consequently, the committee is satisfied that SL No. 3 has sufficient regard for the institution of Parliament.

## 8 SL No. 5 Fisheries Legislation (Spanish Mackerel) Amendment Regulation 2026

The Fisheries Legislation (Spanish Mackerel) Amendment Regulation 2026 (SL No. 5) enables 'a mid-season implementation of increased commercial quota entitlements in the East Coast Spanish Mackerel Fishery'.<sup>48</sup>

SL No. 5 amends the:

- Fisheries Quota Declaration 2019 to increase the total commercial quota entitlement for east coast Spanish mackerel to 250 tonnes<sup>49</sup>
- Fisheries (Commercial Fisheries) Regulation 2019 to provide a transitional arrangement for calculating individual entitlement from 1 February 2025 to 30 June 2026.<sup>50</sup>

The explanatory notes provide the rationale for the mid-season implementation of the increased commercial quota entitlements:

*A Spanish mackerel quota year is defined in the Fisheries (Commercial Fisheries) Regulation 2019 as a period of 12 months from 1 July to 30 June. However, to respond to updated information as soon as possible, it is preferable to implement the amended total commercial quota entitlement as soon as possible from 1 February 2026 rather than wait until the start of the next season. For this reason, it is intended to implement the change mid-season by providing a transitional arrangement for calculating individual entitlement ...*

*Effectively, this will increase entitlements mid-season for the remainder of the Spanish mackerel year for the period of 1 February 2026 to 30 June 2026.<sup>51</sup>*

<sup>47</sup> SL No. 3, explanatory notes, p 4.

<sup>48</sup> This is to align with the East Coast Spanish Mackerel Fishery Harvest Strategy 2023-2028. SL No. 5, explanatory notes, p 1.

<sup>49</sup> See SL No. 170 of 2025 for background on the increase to 250 tonnes. See also SL No. 5, pt 3.

<sup>50</sup> See SL No. 5, pt 2.

<sup>51</sup> SL No. 5, explanatory notes, p 3.

The committee wrote to the department requesting further information on SL. No. 5. The department reinforced the explanatory notes and stated ‘the lease price for Spanish mackerel quota has lowered’ which has in turn has relieved ‘economic impact felt by the sector and supports regional businesses’.<sup>52</sup>

## 8.1 Consultation

The explanatory notes state targeted consultation was undertaken with the Expert Panel and the East Coast Spanish Mackerel Fishery Working Group.<sup>53</sup>

Public consultation was also undertaken. 470 responses were received from completed online surveys, emails and submissions with 80 per cent of the respondents being recreational fishers and the remaining 20 per cent comprising of commercial fishers, First Nations peoples, peak bodies, charter fishing operators, conservation groups and interested community members.<sup>54</sup>



### Recommendation 1

The committee recommends that the Legislative Assembly note this report.

Stephen Bennett MP

**Chair**

Primary Industries and Resources Committee	
<b>Chair</b>	Mr Stephen Bennett MP, Member for Burnett
<b>Deputy Chair</b>	Mr James Martin MP, Member for Stretton
<b>Members</b>	Mr Robbie Katter MP, Member for Traeger
	Mr Nigel Dalton MP, Member for Mackay
	Mr Tom Smith MP, Member for Bundaberg
	Mr Glen Kelly MP, Member for Mirani

<sup>52</sup> SL No. 5, explanatory notes, p 3.

<sup>53</sup> SL No. 5, explanatory notes, p 4.

<sup>54</sup> Department of Primary Industries, correspondence, 7 April 2026.