



QUEENSLAND PARLIAMENT **COMMITTEES**

Energy Roadmap Amendment Bill 2025

Governance, Energy and Finance Committee



Report No. 16

58th Parliament, December 2025

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Governance, Energy and Finance Committee

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All references and webpages are current at the time of publishing.

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Chair's Foreword

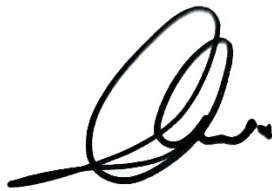
This report presents a summary of the Governance, Energy and Finance Committee's examination of the Energy Roadmap Amendment Bill 2025.

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*.

Stakeholders shared a variety of views about the Bill with the committee. Many of them welcomed the more pragmatic, flexible and market-led approach to the energy sector that it will facilitate.

On behalf of the committee, I thank those individuals and organisations who made written submissions on the Bill, as well as witnesses who appeared at the public hearing. I also thank our Parliamentary Service staff and Queensland Treasury for the information and assistance they provided.

I commend this report to the House.

A handwritten signature in black ink, appearing to be 'Michael Crandon', with a large loop at the start and a small flourish at the end.

Michael Crandon MP

Chair

Executive Summary

This report presents the Governance, Energy and Finance Committee's examination of the Energy Roadmap Amendment Bill 2025 (Bill).

The Bill proposes a variety of amendments to the *Energy (Renewable Transformation and Jobs) Act 2024* (Act). These amendments are designed to promote investment in new energy infrastructure by establishing a more flexible, market-driven approach to planning and investment in Queensland's energy system. The changes proposed in the Bill reflect, and will support delivery of, the Queensland Energy Roadmap, a 5-year plan for Queensland's energy sector released by the government in October 2025.

During its inquiry, the committee received evidence from a variety of stakeholders. This included organisations representing the energy industry, environmental groups, local governments, primary producers, relevant unions and individuals. These stakeholders expressed diverse views about the Bill. Some saw the Bill as a pragmatic effort to streamline planning processes and encourage investment in Queensland's energy sector. Others told the committee they were concerned about how proposed changes might impact efforts to reduce carbon emissions and affect workers in the energy industry.

Key issues raised by stakeholders included:

- the potential impact of removing the renewable energy targets on investment, communities and the environment
- the expected benefits and risks of reframing the energy system planning framework
- the desirability of proposed changes to public ownership targets and reporting requirements and their likely impact in the long-term
- how the government will access expert advice following the dissolution of the Energy Industry Council, the Queensland Energy System Advisory Board, and the Queensland Renewable Energy Jobs Advocate, and ensure that other functions performed by those bodies continue to be undertaken by other bodies
- the expected benefits and risks of proposed changes to the Priority Transmission Infrastructure Framework
- the role of Regional Energy Hubs (which will replace Renewable Energy Zones) and the planning processes associated with them
- the scope of new regulatory powers associated with the CopperString project.

The committee made one recommendation, found at page vi of the report, that the Bill be passed.

The committee is satisfied that the Bill gives sufficient regard to the rights and liberties of individuals and the institution of Parliament as required by the *Legislative Standards Act 1992*. The committee is also satisfied that the Bill is compatible with human rights as defined in the *Human Rights Act 2019*.

Recommendations

Recommendation 1 5

The committee recommends that the Bill be passed.

Glossary

Advocate	Queensland Renewable Energy Jobs Advocate
Act	<i>Energy (Renewable Transformation and Jobs) Act 2024</i>
AEMO	Australian Energy Market Operator
AER	Australian Energy Regulator
Board	Queensland Energy System Advisory Board
committee	Governance, Energy and Finance Committee
Council	Energy Industry Council
Energy Roadmap	Queensland Energy Roadmap released on 10 October 2025
ETU	Electrical Trades Union
FLP	Fundamental Legislative Principle
HRA	<i>Human Rights Act 2019</i>
hub	Regional energy hub
Infrastructure Blueprint	Queensland SuperGrid Infrastructure Blueprint
LSA	<i>Legislative Standards Act 1992</i>
Minister	The responsible Minister under the Act
Powerlink	Powerlink Queensland
PTI	Priority Transmission Infrastructure
QIC	Queensland Investment Corporation
REZ	Renewable Energy Zone
System Outlook	Energy System Outlook
Treasurer	Honourable David Janetzki MP, Treasurer, Minister for Energy and Minister for Home Ownership

1. Overview of the Bill

The Energy Roadmap Amendment Bill 2025 (Bill) was introduced by the Honourable David Janetzki MP, Treasurer, Minister for Energy and Minister for Home Ownership (Treasurer), and was referred to the Governance, Energy and Finance Committee (committee) by the Legislative Assembly on 16 October 2025.

1.1. Aims of the Bill

The Bill aims to support the objectives outlined in the Queensland Energy Roadmap (Energy Roadmap). Broadly speaking, its primary objective is to ‘facilitate energy infrastructure and investment to deliver affordable, reliable and sustainable energy for Queenslanders.’¹

To achieve this objective, the Bill proposes several substantive changes to the *Energy (Renewable Transformation and Jobs) Act 2024* (Act). This includes changes to:

- repeal renewable energy targets
- update energy system planning frameworks
- confirm public ownership commitments for energy assets
- clarify infrastructure frameworks
- support delivery of CopperString, a project to connect North and North West Queensland to the National Electricity Market
- rationalise governance arrangements and improve operational efficiency, including by disestablishing the Energy Industry Council (Council), the Queensland Energy System Advisory Board (Board) and the Queensland Renewable Energy Jobs Advocate (Advocate).²

These changes are designed to promote investment in new energy infrastructure by establishing a ‘more flexible, market-driven approach’ to planning and investment in Queensland’s energy system.³

The Bill also proposes renaming the Act as the *Energy (Infrastructure Facilitation) Act 2024*.

1.2. Context of the Bill

The current version of the Act was passed in April 2024 to implement the previous government’s Queensland Energy and Jobs Plan.⁴ The current government replaced that plan in October 2025, when it released the Energy Roadmap. In doing so, it described the

¹ Queensland Treasury, written briefing, 24 October 2025, p 1.

² Queensland Treasury, written briefing, 24 October 2025, p 1.

³ Energy Roadmap Amendment Bill 2025 (Bill), explanatory notes, p 1.

⁴ Energy (Renewable Transformation and Jobs) Bill 2023, explanatory notes, p 1.

Energy Roadmap as ‘a sensible and pragmatic plan to meet Queensland’s energy needs’.⁵

The Energy Roadmap sets out a 5-year plan for Queensland’s energy sector. It includes details of:

- a variety of funding commitments, including \$1.4 billion for investment in the maintenance of state-owned power plants via the Electricity Maintenance Guarantee
- market insights and the investment outlook for Queensland’s energy sector
- the government’s policy settings for the energy sector, including in relation to the energy workforce and the operation of state-owned energy assets.⁶

The Energy Roadmap differs from the Queensland Energy and Jobs Plan in several ways. Most notably, the Energy Roadmap:

- places greater emphasis on facilitating private investment in the energy sector⁷
- confirms the government’s commitment to repealing the renewable energy targets currently set out in the Act⁸
- resets indicative operating timeframes for state-owned coal assets, which are now expected to operate for at least their technical lives (beyond 2042, in some cases) rather than closing by 2035.⁹

Introducing the Bill, the Treasurer explained how the development of the Energy Roadmap fed into its preparation.



When I announced the development of the Road Map in April, I also announced that a review of the Energy (Renewable Transformation and Jobs) Act 2024 would be undertaken to ensure legislation is fit for purpose to deliver an affordable, reliable and sustainable Queensland energy system and facilitate private sector investment in new energy generation. The outcomes of that review are reflected in the Energy Roadmap Amendment Bill I introduce today.

Honourable David Janetzki MP, Treasurer, Minister for Energy and Minister for Home Ownership

16 October 2025¹⁰

⁵ Honourable David Janetzki MP, Treasurer, Minister for Energy and Minister for Home Ownership, ‘Energy Roadmap delivered to improve existing assets while building for the future’, media statement, 10 October 2025, <https://statements.qld.gov.au/statements/103683>.

⁶ Queensland Government, *Energy Roadmap*, October 2025, <https://www.treasury.qld.gov.au/files/Queensland-Energy-Roadmap-2025-25-043.pdf> (Energy Roadmap).

⁷ See, for example, Energy Roadmap, pp 5, 6, 9-11.

⁸ See Energy Roadmap, p 51.

⁹ See Energy Roadmap, p 29.

¹⁰ Queensland Parliament, Record of Proceedings, 16 October 2025, p 3176.

1.3. Committee's examination of the Bill

The following key issues were raised during the committee's examination of the Bill,¹¹ which are discussed in Section 2 of this Report:

- the impact of removing the renewable energy targets (section 2.1)
- reframing the energy system planning framework (section 2.2)
- the impact of changes to public ownership targets and reporting (section 2.3)
- the dissolution of the Council, Board and Advocate (section 2.4)
- changes to the Priority Transmission Infrastructure Framework (section 2.5)
- the role of Regional Energy Hubs, and the processes associated with them (section 2.6)
- the new regulatory powers associated with the CopperString project (section 2.7).

Stakeholders' views on the Energy Roadmap

During the inquiry, many stakeholders shared their views on the Energy Roadmap with the committee. While some welcomed the Energy Roadmap's pragmatic approach and focus on private sector investment,¹² others expressed concern about the reduced emphasis on renewable energy.¹³ Some identified specific parts of the Energy Roadmap which they believe require more detail or additional funding commitments.¹⁴

The committee acknowledges the diverse views expressed by submitters and witnesses regarding the Energy Roadmap. Section 2 of this report discusses these views to the extent they relate to the Bill. It does not discuss broader issues raised by stakeholders in relation to the Energy Roadmap which go beyond the scope of the Bill.

1.4. Inquiry process

The committee considered the following evidence during its inquiry into the Bill:

- 41 written, accepted submissions from a range of stakeholders (see Appendix A)
- a written briefing on the Bill from Queensland Treasury dated 24 October 2025
- a public briefing provided by Queensland Treasury on 27 October 2025 (see Appendix B)
- a public hearing with invited stakeholders in Brisbane on 29 October 2025 (see Appendix C)

¹¹ Note that this section does not discuss all consequential, minor, or technical amendments.

¹² For example, submissions 13, 22, 25, 34 and 38.

¹³ For example, submissions 1, 12, 15, 18, 37 and 40.

¹⁴ For example, submissions 16, 21, 25, 27, 35 and 41.

- a written response to accepted submissions provided by Queensland Treasury on 12 November 2025.

All inquiry documents including submissions, transcripts and written briefings are available on the committee's inquiry web page.

1.5. Consultation

The explanatory notes advise that 'targeted consultation' was undertaken with the Australian Energy Market Operator (AEMO), the Australian Energy Regulator (AER) and Powerlink regarding Bill's impacts on their functions under the Act. Further, these entities were also consulted in respect of amendments to the Priority Transmission Infrastructure (PTI) and regional energy hub frameworks proposed in the Bill.¹⁵

Queensland Treasury also advised the committee that the Bill was informed by broader consultations that took place in relation to the Energy Roadmap. It described those consultations as 'extensive', explaining that they included 'four energy round tables and several workshops across energy industry participants with a range of interests, including renewables and gas; consumer, community and industry peak bodies; and government owned energy businesses.'¹⁶

1.6. Legislative compliance

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



1.6.1. Legislative Standards Act 1992

In assessing the Bill's compliance with the LSA, the committee considered the issues identified in the explanatory notes tabled with the Bill. The committee took particular note of the following issues, which are analysed in Section 2 of this Report:

- the new offence proposed in clause 58, which will impose a penalty on individuals who fail to provide required information to the Minister or Treasurer without a reasonable excuse (see section 2.7.3)
- the scope of new and expanded regulation-making powers proposed in the Act, include those relating to the CopperString project and transitional regulations (see section 2.8).

The committee is satisfied that that the Bill has sufficient regard to the fundamental legislative principles set out in the LSA.

Explanatory notes were tabled on the introduction of the Bill, as required by Part 4 of the LSA. The notes contain the information required by Part 4 and a sufficient level of

¹⁵ Bill, explanatory notes, p 12.

¹⁶ Public briefing transcript, Brisbane, 27 October 2025, p 9.

background information and commentary to facilitate understanding of the Bill's aims and origins.



1.6.2. Human Rights Act 2019

In assessing the Bill's compatibility with the HRA, the committee considered the issues identified in the statement of compatibility tabled with the Bill. The committee took particular note of the following issues, which are analysed further in Section 2:

- the potential impact of the dissolution of the Board, Council and Advocate on the right to take part in public life and property rights (see section 2.4.2)
- the potential impact of the CopperString project on cultural rights, the right to freedom of movement, the right to privacy and property rights (see section 2.7.2).

Having considered these issues, the committee found that the Bill is compatible with the human rights protected by the HRA.

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

1.7. Should the Bill be passed?

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



Recommendation 1

The committee recommends that the Bill be passed.

2. Examination of the Bill

This section discusses key themes which were raised during the committee's examination of the Bill.

2.1. Removal of renewable energy targets

The Bill proposes the removal of the renewable energy targets currently set out in the Act, as well as the associated review and reporting requirements.¹⁷

What are the current renewable energy targets?

Section 9 of the Act provides that the following renewable energy targets for Queensland are:

- (a) that by 2030, 50% of the electricity generated in Queensland is generated from renewable energy sources
- (b) that by 2032, 70% of the electricity generated in Queensland is generated from renewable energy sources; and
- (c) that by 2035, 80% of the electricity generated in Queensland is generated from renewable energy sources.

The explanatory notes set out the rationale for removing the renewable energy targets as follows:¹⁸

Planning and investment in Queensland's energy system will no longer be driven by targets that narrowly focus on renewable energy production in Queensland. Repealing the targets will enable a more flexible, market-driven approach.

The statement of compatibility tabled with the Bill explains that '[r]epealing the renewable energy targets will not prevent government action on climate change', and that 'emission reduction targets remain enshrined in the *Clean Economy Jobs Act 2024*'.¹⁹

The *Clean Economy Jobs Act 2024* provides that Queensland's emission reduction targets are to reduce net greenhouse gas emissions:

- by 30 per cent, relative to 2005, by 2030
- by 75 per cent, relative to 2005, by 2035
- to zero by 2050.²⁰

¹⁷ Bill, cl 9.

¹⁸ Bill, explanatory notes, p 1

¹⁹ Bill, statement of compatibility, p 3.

²⁰ *Clean Economy Jobs Act 2024*, s 5(1).



2.1.1. Stakeholder submissions and Queensland Treasury response

i. Stakeholder submissions

Stakeholders expressed a variety of views regarding the removal of the renewable energy targets. While some submitters opposed the removal of the renewable energy targets, others welcomed this change.

Submitters who indicated support for the removal of the renewable energy targets took the view that this reflects a more pragmatic and economically sustainable energy policy.²¹ For example, Justine McLeod explained her support for the repeal of the renewable energy targets, subject to certain amendments that she proposed, as follows:²²

Moving away from a solely target-driven approach allows for a necessary shift towards a pragmatic and economically viable energy policy... The decision to repeal the targets creates the opportunity to prioritise sustainable siting and responsible resource management over deployment speed.

Another submitter described the proposed changes as ‘not only overdue, but vital for our future viability, food security and energy security’ on the following basis:²³

Renewable energy is completely reliant on imported infrastructure which is resource hungry, toxic, produced unethically and has a short life span. No less coal will be extracted from Australian mines as a result, but our economy and self sufficiency as a nation will be placed in further jeopardy.

In other cases, submitters’ support for the removal of the targets was more qualified. For example, the Queensland Farmers’ Federation supported this change in principle, but suggested that ‘binding, quantified planning outputs’ were still imperative as part of energy sector planning.²⁴

In contrast, submitters who expressed concern about the removal of the targets told the committee this change could deter investment in renewable energy in Queensland, undermining efforts to reduce carbon emissions and contributing to higher energy prices.²⁵ For example, the Queensland Renewable Energy Council told the committee:²⁶

Legislated targets have been instrumental in driving private investment, supporting financial models and aligning industry and government towards a shared goal. Their removal risks weakening Queensland’s investment signal for renewables at a time when the state is competing nationally and globally for capital to build the next generation of renewable and storage projects.

Similarly, the Smart Energy Council highlighted the value of the targets as a means of increasing certainty for investors. They emphasised that such targets are not merely

²¹ Submissions 6, 8, 10, 17, 25 and 30.

²² Submission 6, p 1.

²³ Name withheld, submission 8, p 1. Submission 10 made a very similar observation.

²⁴ Submission 13, p 3.

²⁵ Submissions 2, 3, 7, 9, 11, 12, 15, 18, 19, 20, 22, 26, 29, 33, 36, 37, 39 and 41.

²⁶ Public hearing transcript, Brisbane, 29 October 2025, p 2.

symbolic, put constitute ‘the core investment signal around which the energy market, networks, and workforce plan their activities’.²⁷

The Clean Energy Council told the committee that a reduction in investment triggered by increased uncertainty is likely to have a disproportionate and negative impact on regional communities. It highlighted the large amount of renewable energy investment in regional areas and explained:²⁸

Should investment stall, those procurement contracts, local jobs during construction and operation phases, community benefit agreements and rates paid to regional councils and towns will be lost or delayed. Consequently, this would have material consequences for local employment, business opportunities and council revenues in regional Queensland.

Other submitters, such as the Queensland Conservation Council, suggested that removing the renewable energy targets will impair efforts to achieve the emissions reductions targets set out in the *Clean Economy Jobs Act 2024*, which could have serious consequences for communities in Queensland.²⁹ Several of these submitters suggested the removal of the renewable energy targets is likely to have a significant adverse effect on the environment, including the Great Barrier Reef.³⁰

ii. Queensland Treasury response

In response to the issues raised by submitters, Queensland Treasury advised the committee that repealing the renewable energy targets is consistent with the commitment made by the Queensland Government.³¹ It also noted that:

- legislative targets are not the only mechanism available to achieve emissions reduction targets or encourage investment in renewable energy, as demonstrated by other jurisdictions, including the Commonwealth³²
- emissions reduction ‘remains a focus of energy system planning’ via the strategic infrastructure path objectives set out in clause 8 of the Bill (see section 2.2).³³

Committee comment



Many Queenslanders have strong views about the renewable energy targets. While some submitters told the committee they supported their removal from the Act, others shared concerns about how this change might affect efforts to reduce carbon emissions.

²⁷ Submission 12, p 3.

²⁸ Submission 40, p 2.

²⁹ Submissions 9, 11, 18, 32 and 37.

³⁰ Submissions 11, 18 and 32.

³¹ Queensland Treasury, written response to submissions, 12 November 2025, p 4.

³² Queensland Treasury, written response to submissions, 12 November 2025, p 4.

³³ Queensland Treasury, written response to submissions, 12 November 2025, p 5.

It is important to note that the removal of these targets will not preclude action to reduce greenhouse gas emissions from electricity generation in Queensland. As Queensland Treasury stated in its response to submissions, if the Bill is passed, this will become one of the strategic infrastructure path objectives that will guide energy system planning in our state.

In addition, the Bill will not change the emissions reductions targets set out in the *Clean Economy Jobs Act 2024*. Section 5 of that Act commits Queensland to several emission reduction targets, including achieving net zero by 2050. In the committee's view, the Bill will allow Queensland to employ a more flexible, market-driven approach to achieving those targets.

2.2. Reframing the energy system planning framework

The Bill proposes changing the energy system planning framework by replacing the 'Queensland SuperGrid Infrastructure Blueprint' (Infrastructure Blueprint) with the 'Energy System Outlook' (System Outlook).³⁴ In doing so, it provides that the Energy Roadmap is the first System Outlook and is taken to be approved by regulation on the day the relevant section commences.³⁵

There are some similarities in the prescribed content of the Infrastructure Blueprint and System Outlook. For example, both are required to identify significant electricity infrastructure projects, including the sequencing and timing of delivery of the projects, that each help to meet specified infrastructure objectives.³⁶

However, there are some significant differences between the System Outlook and its precursor Infrastructure Blueprint. The most notable of these are listed in Table 1 below.

Table 1 Key differences in energy system planning documents	
Queensland SuperGrid Infrastructure Blueprint	Energy System Outlook
<u>Must</u> describe known, proposed changes to operations of publicly owned coal-fired power stations that are intended to ultimately result in the permanent cessation of electricity generation from coal at those power stations. ³⁷	<u>May</u> include an estimate of the operating life of each publicly owned coal-fired power station. ³⁸
<u>Must</u> include estimates of:	<u>May</u> include estimates, at intervals the Minister considers appropriate, of matters relating to the

³⁴ Bill, cl 13.

³⁵ Bill, cl 68 (*Energy (Renewable Transformation and Jobs) Act 2024* (Act), inserts new s 182).

³⁶ For the Infrastructure Blueprint, the 'optimal infrastructure pathway objectives' and for the System Outlook, the 'strategic infrastructure path objectives': Act, ss 8, 15(2); Bill, cls 8, 13(2)-(4).

³⁷ Act, s 15(2)(c).

³⁸ Bill, cl 13(9).

<ul style="list-style-type: none"> renewable generation capacity the capacity for storage of energy the capacity of infrastructure connected to transmission systems in Queensland to generate electricity on demand <p>that will be required to achieve the renewable energy targets.³⁹</p>	<p>capacity of energy infrastructure that are required to achieve the strategic infrastructure path objectives.⁴⁰</p>
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The Bill also proposes replacing the ‘optimal infrastructure pathway objectives’ with revised ‘strategic infrastructure path objectives’.⁴¹ As illustrated in Table 2 below, this includes changes to remove references to the renewable energy targets and reorder the infrastructure objectives set out in the Act to align them with current government policy.⁴²

Table 2 Differences in infrastructure objectives		
Current Act optimal infrastructure pathway objectives ⁴³		Amended Act (as proposed) strategic infrastructure path objectives ⁴⁴
(a) the achievement of the renewable energy targets	<i>replaced</i>	(a) the long-term minimisation of the cost of electricity for Queensland consumers
(b) the provision of a safe, secure and reliable supply of electricity to Queensland consumers	<i>retained</i>	(b) the provision of a safe, secure and reliable supply of electricity to Queensland consumers
(c) the long-term minimisation of the cost of electricity for Queensland consumers	<i>reordered</i>	(c) the reduction of greenhouse gas emissions from the generation of electricity in Queensland.



2.2.1. Stakeholder submissions and Queensland Treasury response

i. Stakeholder submissions

Some stakeholders indicated overall support for the proposed changes to the energy system planning framework.⁴⁵ Generally, they took the view that these changes will improve clarity, flexibility and certainty for investors.

The Queensland Renewable Energy Council described the proposed changes as ‘constructive’ and welcomed the retention of emissions reduction as one of the prescribed

³⁹ Act, s 15(2)(e).

⁴⁰ Bill, cl 13(9).

⁴¹ Bill, cls 8, 14.

⁴² Bill, explanatory notes, p 2.

⁴³ Act, s 8.

⁴⁴ Bill, cl 8.

⁴⁵ Submissions 8, 10, 25 and 34.

infrastructure objectives.⁴⁶ However, it also suggested that greater clarity is required regarding some aspects, including how the Minister will consider the strategic infrastructure path objectives when determining outcomes under the System Outlook.⁴⁷

A small number of submitters expressed concern that the more flexible energy system planning framework proposed in the Bill may be less rigorous than the current process.⁴⁸ For example, Nexa Advisory noted that ‘future decisions on timing and investment priorities could be made with limited public scrutiny and minimal consultation’.⁴⁹

Some submitters identified specific issues which they felt should be addressed in the System Outlook. For example:

- the Queensland Farmers’ Federation suggested that the System Outlook should include ‘binding, quantified planning outputs’ which should be independently peer-reviewed and updated at regular intervals⁵⁰
- the Queensland Renewable Energy Council proposed that the Bill be amended to require the Minister to include an estimate of the operating life of each publicly owned coal-fired power station in each System Outlook, rather than leaving the inclusion of such an estimate to the Minister’s discretion⁵¹
- Decmil suggested the System Outlook may need to address ‘workforce and accommodation requirements associated with both the construction and ongoing maintenance of energy generation and transmission infrastructure’.⁵²

ii. Queensland Treasury response

In response to the issues raised by submitters, Queensland Treasury reiterated that the changes to the energy system planning framework are designed to provide flexibility, allowing the process to address evolving system needs.⁵³ It noted that this flexibility will provide a means of addressing the specific issues identified by submitters in the planning process. Queensland Treasury elaborated:⁵⁴

The amendments support the Outlook to include a range of matters not expressly provided for in the legislation that are relevant to achieving the strategic infrastructure path objectives and the purposes of the Act (new section 15(3)(c), clause 13). This would enable the Outlook to include a range of matters, including those identified by submitters, where there is a clear connection between their inclusion and the achievement of the relevant objectives and purposes.

⁴⁶ Public hearing transcript, Brisbane, 29 October 2025, p 2.

⁴⁷ Submission 41.

⁴⁸ Submission 7.

⁴⁹ Submission 7, p 3.

⁵⁰ Submission 13, p 3.

⁵¹ Submission 41.

⁵² Submission 31, p 2.

⁵³ Queensland Treasury, written response to submissions, 12 November 2025, p 8.

⁵⁴ Queensland Treasury, written response to submissions, 12 November 2025, p 8.

Queensland Treasury also advised the committee that the amended planning process will support transparency by requiring the Minister to:

- periodically review and (when necessary) replace the System Outlook
- include a summary of differences from the previous version when the System Outlook is updated.⁵⁵

2.3. Changes to public ownership targets and reporting

The Bill proposes changes to public ownership requirements relating to energy infrastructure and associated reporting requirements.

What is the current public ownership strategy?

The Act currently requires the Minister to prepare a public ownership strategy that sets out three targets and describes how the state will achieve them. The current targets for public ownership of energy assets are:

- (i) for generation assets – at least 54 per cent
- (ii) for transmission and distribution assets – 100 per cent
- (iii) for deep storage assets⁵⁶ – 100 per cent.⁵⁷

The Bill proposes removing the requirement to achieve at least 54 per cent public ownership of generation assets and replacing it with a requirement to maintain 100 per cent ownership of generation assets that are publicly owned on commencement and remain operational.⁵⁸ In effect, the state will be required to retain the generation assets it already owns, but it will not be required to invest in new ones. Queensland Treasury advised the committee that this change is motivated by a concern that ‘the existing target could potentially crowd out private sector investment and place pressure on the state’s fiscal position.’⁵⁹

The Bill also proposes changes to reporting requirements relating to the public ownership targets.⁶⁰ Specifically, it proposes that the Minister be required to report about whether each public ownership target is being achieved every two years. This means that the Minister will be required to report more frequently than at present but will no longer be required to describe how the State proposes to achieve and maintain, or promote the achievement and maintenance of, the public ownership targets.⁶¹

⁵⁵ Queensland Treasury, written response to submissions, 12 November 2025, p 9.

⁵⁶ Deep storage assets are assets for pumped hydro energy storage that are capable of generating at least 1,500MW for 24 hours and are prescribed by regulation: Act, s 13(3).

⁵⁷ Act, s 13.

⁵⁸ Bill, cl 10.

⁵⁹ Public briefing transcript, Brisbane, 27 October 2025, p 2.

⁶⁰ Bill, cl 10.

⁶¹ Act, s 13.

The Bill also seeks to clarify the public ownership requirements by amending certain definitions. Specifically, it proposes providing that Power Purchase Agreements (PPAs) no longer constitute a form of public ownership, and that ownership targets relate only to ownership by the State of Queensland.⁶²



2.3.1. Stakeholder submissions and Queensland Treasury response

i. Stakeholder submissions

Some stakeholders welcomed the certainty provided with respect to public ownership of existing assets but called for greater clarity around the role of private capital in developing new energy generation assets.⁶³ Some suggested care may be needed to ensure the proposed changes do not unintentionally constrain investment, particularly in regional and rural areas.⁶⁴

Other submitters expressed concern that the proposed changes to the public ownership requirements could, over time, result in Queensland having significantly less public ownership of energy generation assets.⁶⁵ For example, the Queensland Council of Unions suggested the change ‘opens the door to private sector investment for new generation projects and in time will result in a significant reduction of the existing target’.⁶⁶

Several submitters emphasised the benefits of public ownership.⁶⁷ For example, the Queensland Conservation Association highlighted that public ownership of generation assets ‘gives the State more control; it means that, in theory, we can ensure better outcomes for impacted workers, communities and the environment’.⁶⁸

Some submitters also took a critical view of the new reporting requirements. The Electrical Trades Union (ETU) proposed that the changes meant ‘the Minister is no longer required to develop and communicate a plan to maintain public ownership only report on whether they have met the target after the fact’.⁶⁹

ii. Queensland Treasury response

In response to the concerns raised by submitters regarding the changed public ownership requirements, Queensland Treasury elaborated on why it is considered necessary to replace the existing target for energy generation assets:⁷⁰

It is considered that the existing target could discourage private sector investment in new generation assets, limiting the flow of private capital, and increasing reliance on public funding. Under certain scenarios, requiring adherence to the target could place additional pressure on Queensland’s

⁶² Bill, cl 10.

⁶³ Submission 7.

⁶⁴ Submission 13.

⁶⁵ Submissions 1, 9, 16, 26 and 33.

⁶⁶ Submission 26, p 1.

⁶⁷ Submissions 9, 11.

⁶⁸ Submission 9, p 4.

⁶⁹ Submission 1, p 8.

⁷⁰ Queensland Treasury, written response to submissions, 12 November 2025, p 6.

fiscal and debt position, reducing financial flexibility for other Government priorities.

It also advised the committee that the government expects relevant Government Owned Corporations to ‘focus on existing assets and core business to supply affordable and reliable energy and build a sustainable longer-term portfolio’, including partnerships with the private sector.⁷¹

Committee comment



As several submitters observed, public ownership of energy infrastructure can deliver a range of benefits. The committee therefore welcomes the objective of the Bill to provide certainty regarding Queensland’s targets for public ownership in the energy sector.

However, for the benefits of public ownership to be realised, it must be maintained only in relation to the right assets, and in the right circumstances. A rigid approach to public ownership of energy generation assets has the potential to deter the private sector from investing in this area, while also putting unsustainable pressure on Queensland’s budget in the future.

In light of the above, the committee is satisfied that the Bill strikes the right balance: it retains existing targets of 100 per cent public ownership of transmission, distribution and deep storage assets, while amending the target for energy generation assets to ensure that Queensland will retain the generation assets it already owns.

This change will not preclude the Queensland Government from investing in new energy generation assets in the future. It will, however, ensure that the government is free to do so only when there is a sound business case for investing public funds in this manner.

2.4. Rationalisation of governance arrangements

The Bill proposes repealing the sections of the Act that establish the Energy Industry Council (Council), the Queensland Energy System Advisory Board (Board) and the Queensland Renewable Energy Jobs Advocate (Advocate).⁷² This means that each of these bodies will be dissolved if the Bill is passed. Each Board and Council member, and the Advocate, will go out of office, and the State will become the successor in law.⁷³ No compensation will be payable in relation to any of these matters.⁷⁴

⁷¹ Queensland Treasury, written response to submissions, 12 November 2025, p 7.

⁷² Bill, cls 58, 59 and 60.

⁷³ Bill, cl 68 (Act, inserts new ss 186(1), 187(1), 188(1)).

⁷⁴ Bill, cl 68 (Act, inserts new ss 186(2), 187(2), 188(2)).

What do the Board, Council and Advocate do?

Under the current Act, the primary functions of the Board, Council and Advocate include providing the Minister with advice on certain matters.⁷⁵

The Board advises the Minister ‘in relation to renewable energy targets, the ‘optimal infrastructure pathway’ and energy system planning.’⁷⁶

The Council advises the Minister on ‘the impacts and opportunities for energy workers associated with changes to the energy system including coal-fired power stations.’⁷⁷

The Advocate advises the Minister on ‘the opportunities and challenges related to employment in the energy industry’. The Advocate also has a variety of other functions, including consulting and engaging with the communities, business and Aboriginal and Torres Strait Islander peoples on matters relating to employment in the energy industry.⁷⁸ However, the office of the Advocate is currently vacant.⁷⁹

The Bill proposes abolishing these bodies because they ‘have created unnecessary resource demands and complexity’, with some of their functions being ‘duplicative of existing government policy functions’.⁸⁰ According to the explanatory notes, this will not reduce the government’s ability to seek expert advice when making energy policy decisions because, where needed, ‘advice can be more efficiently obtained through administrative processes’.⁸¹



2.4.1. Stakeholder submissions and Queensland Treasury response

i. Stakeholder submissions

Stakeholders expressed a variety of views regarding the proposed abolition of the Board, Council and Advocate.

Some submitters expressed concern that the abolition of these bodies could reduce transparency and accountability in the energy sector.⁸² Nexa Advisory suggested that this could erode public trust and make it more difficult for developers to establish the social licence necessary for new projects to succeed.⁸³

Western Downs Regional Council emphasised the importance of the government receiving expert advice in relation to energy policy. They did not necessarily oppose the

⁷⁵ Act, ss 94, 124, 155.

⁷⁶ Bill, explanatory notes, p 3.

⁷⁷ Bill, explanatory notes, p 3.

⁷⁸ Bill, explanatory notes, p 3.

⁷⁹ Bill, statement of compatibility, p 5.

⁸⁰ Bill, explanatory notes, p 3.

⁸¹ Bill, explanatory notes, p 3.

⁸² Submissions 1, 7, 12, 13, 18 and 24.

⁸³ Submission 7, p 4.

proposed changes but stressed the need to ensure that the government continues to seek and receive expert advice.⁸⁴

Other submitters emphasised the importance of continued coordination, collaboration and consultation in the energy sector, noting that the relevant bodies have functions that go beyond the provision of expert advice.⁸⁵ For example, Coexistence Queensland raised concerns that the abolishment of the advisory groups limits ‘the level of collaborative stakeholder governance’ and reduces availability of ‘consolidated feedback’ from key stakeholders in the development of energy infrastructure.⁸⁶

Several stakeholders expressed particular concern about how this could impact workers in the energy sector.⁸⁷ For example, the Queensland Council of Unions took the view that abolishing the Council will deprive energy sector workers of a ‘representative voice’.⁸⁸ Similarly, the ETU told the committee that the abolition of the Council and Advocate could adversely affect the implementation of the Job Security Guarantee, a government fund that supports workers at publicly owned energy businesses during the transition to renewable energy.⁸⁹

The First Nations Clean Energy Network expressed similar concerns about how the abolition of the Board, Council and Advocate will impact First Nations communities.⁹⁰ It suggested that this change ‘eliminates formal pathways for First Nations input into energy policy and infrastructure decision-making.’⁹¹ It also noted that the Advocate was expressly tasked with consulting and engaging with those communities in relation to employment opportunities. It suggested that without the Advocate, or an equivalent, ‘the risk is that engagement becomes ad hoc, inconsistent, and dependent on departmental discretion rather than embedded practice.’⁹²

In light of these concerns, several submitters suggested that bodies such as the Advocate or Council should be retained or remodelled, rather than removed entirely.⁹³

ii. Queensland Treasury response

In response to the issues raised by submitters, Queensland Treasury advised the committee that:

- Queensland’s current approach regarding the provision of expert advice in relation to the energy sector is somewhat anomalous: there are no ‘directly analogous cross-jurisdictional’ equivalents to the Board, Council and Advocate. Instead, most

⁸⁴ Submission 14, pp 8-9.

⁸⁵ Submissions 14, 16, 23, 29 and 41.

⁸⁶ Submission 23, p 4.

⁸⁷ Submissions 26 and 27; Public hearing transcript, Brisbane, 29 October 2025, p 9.

⁸⁸ Submission 27, p 2.

⁸⁹ Public hearing transcript, Brisbane, 29 October 2025, p 9.

⁹⁰ Submission 27.

⁹¹ Submission 27, p 3.

⁹² Submission 27, p 3.

⁹³ Submissions 23, 27, 33 and 41.

other jurisdictions rely on non-legislative mechanisms to obtain expert advice relating to the energy sector

- other agencies and bodies at multiple levels within government perform similar functions to the Advocate and will continue to do so. This includes Powering Skills Organisation, Energy Skills Queensland, and the Department of Trade, Employment and Training.⁹⁴

Committee comment



The committee is satisfied that the dissolution of the Board, Council and Advocate will not preclude the government from obtaining expert advice regarding the energy sector where it is appropriate to do so. As Queensland Treasury observed in its response to submissions, most other Australian jurisdictions employ non-legislative mechanisms to obtain such expert advice.

The committee notes the observation made by several submitters that the functions of the Advocate go beyond the provision of expert advice. The Advocate, for example, has a variety of other functions relating to community consultation and engagement. Such tasks are likely to remain important as Queensland pursues the strategic infrastructure path objectives proposed in the Bill.

The committee welcomes Queensland Treasury's advice that other agencies and bodies at multiple levels within government perform similar functions to the Advocate and will continue to do so.



2.4.2. Potential impact on human rights

By dissolving the Board, Council and Advocate, and removing the relevant office holders, the Bill would potentially limit the right to take part in public life (specifically the right of equal access to public office) and property rights.⁹⁵ These rights are protected by the HRA.⁹⁶

In the case of the Advocate, these rights are not limited in practice because that office is currently vacant.⁹⁷ However, in the case of the Board and the Council, these rights will be limited in several ways. Most notably:

- the current members of those bodies will not be able to directly participate in the conduct of public affairs with respect to the functions of the Board and Council

⁹⁴ Queensland Treasury, written response to submissions, 12 November 2025, p 14.

⁹⁵ Bill, statement of compatibility, pp 5-7.

⁹⁶ HRA, ss 23, 24.

⁹⁷ Bill, statement of compatibility, p 5.

- the current members of those bodies will lose the opportunity to receive remuneration for their work in those roles without compensation, limiting their right to property.⁹⁸

Several factors suggest that these limitations may be reasonable and justified in the circumstances. These include:

- the non-discriminatory nature of the limitations
- the small number of individuals affected, and the fact that they are likely to have skills that will allow them to secure alternative roles
- the rational connection between the limitations and their purpose, which is to reduce administrative complexity and avoid duplication.

The statement of compatibility asserts that there are no less restrictive and reasonably available ways to achieve the relevant purpose.⁹⁹ However, a less restrictive and reasonably available approach could be to provide office holders with some level of compensation for their removal. The statement of compatibility notes that the provision of compensation would not ‘preserve the resources of the Queensland Government’ and, accordingly, this alternative would not be achievable in the circumstances.¹⁰⁰

Committee comment



The committee acknowledges that the dissolution of the Board, Council and Advocate may restrict the opportunity for members of these bodies to take part in this aspect of public service (and be remunerated accordingly).

However, in light of the factors discussed above, the committee is satisfied that the limitations on the right to take part in public life and property rights that will stem from the dissolution of the Board, Council and Advocate are reasonably necessary and adequately justified.

It is the view of the committee that the relevant provisions of the Bill are compatible with the HRA.

2.5. Streamlining the Priority Transmission Infrastructure Framework

The Bill proposes a variety of changes to streamline the Priority Transmission Infrastructure (PTI) Framework and improve its flexibility and efficiency.¹⁰¹

⁹⁸ The right to property may extend beyond existing property rights to a legitimate expectation. This could include remuneration and other payments that remunerated office holders have a legitimate expectation of receiving: Bill, statement of compatibility, p 5.

⁹⁹ Bill, statement of compatibility, p 6.

¹⁰⁰ Bill, statement of compatibility, p 6.

¹⁰¹ Bill, explanatory notes, p 3.

What is the PTI Framework?

The PTI Framework is a state-led process to fast track the planning and construction of critical high-voltage electricity transmission projects by Powerlink, the government owned corporation that owns, develops, operates and maintains the high voltage electricity transmission network in Queensland. The PTI Framework was established by the Act because existing national frameworks ‘are not designed to support the scale and pace of delivery’ considered necessary by the Queensland Government.¹⁰²

The Bill proposes four main changes to the PTI framework:

- replacing the requirement for the Minister to seek a submission from Powerlink then obtain related advice from a suitably qualified person, with a more flexible consultation process¹⁰³
- allowing the Minister to request additional information from Powerlink about its assessment of a candidate priority transmission investment and, where this information is obtained, direct Powerlink to construct a varied option¹⁰⁴
- enabling the Minister, rather than the responsible Ministers (i.e. the Minister and Treasurer exercising a shared decision-making power) to carry out certain steps in the PTI process that are ‘primarily of an administrative nature’¹⁰⁵
- repealing the sunset clause of 31 December 2035 for the PTI framework.¹⁰⁶

Queensland Treasury advised the committee that transitional provisions have been included in the Bill to ensure that existing projects, such as the Gladstone PTI, benefit from the new PTI framework.¹⁰⁷ It stated that this will ‘allow the project to leverage and benefit from the efficiencies embedded in the revised framework, while ensuring continuity of the project and avoiding disruptions.’¹⁰⁸



2.5.1. Stakeholder submissions and Queensland Treasury response

i. Stakeholder submissions

Several stakeholders welcomed efforts to streamline the PTI framework.¹⁰⁹ However, most of them did not comment on this aspect of the Bill in detail.

¹⁰² Energy (Renewable Transformation and Jobs) Bill 2023, explanatory notes, p 4.

¹⁰³ Bill, explanatory notes p 3; Bill, cl 19.

¹⁰⁴ Bill, explanatory notes p 3; Bill, cls 22, 23.

¹⁰⁵ Bill, explanatory notes p 4, Bill, cls 17-22, 25-28.

¹⁰⁶ Bill, explanatory notes p 4.

¹⁰⁷ Bill, cl 68 (Act, inserts new s 186).

¹⁰⁸ Public briefing transcript, Brisbane, 27 October 2025, p 9.

¹⁰⁹ Submissions 7, 8, 10, 34, 38 and 41; Public hearing transcript, Brisbane, 29 October 2025, p 15.

The Remote Area Planning & Development Board and VisIR, in a joint submission, supported the proposed changes to the PTI framework. They explained their support as follows:¹¹⁰

The more active and directive role of the Minister in the decision-making processes covering the Priority Transmission Investment and system planning and development decisions can be valuable and should complement the analytical, system operations, and technical standards role of Powerlink.

Queensland Renewable Energy Council also expressed support for the changes, stating that they will provide more clarity and flexibility.¹¹¹

Queensland Farmers' Federation highlighted the potential benefits of the streamlined process but emphasised the need for it to be implemented in a balanced manner to ensure regional communities are not adversely affected.¹¹²

Nexa Advisory, which welcomed the proposed changes overall, expressed concern that some of them could reduce oversight and accountability.¹¹³ They told the committee that this could prove counterproductive where there is a risk of 'politically influenced or sub-optimal investment decisions that could slow rather than speed up progress'.¹¹⁴

ii. Queensland Treasury response

In response to the issues raised by submitters, Queensland Treasury advised the committee that the revised PTI framework is designed to be flexible, allowing projects to be assessed 'at pace' while ensuring those assessments remain robust.¹¹⁵ It noted that the Bill will not alter requirements and processes set out in other laws, explaining:¹¹⁶

... the PTI framework does not override existing statutory processes, rights, or obligations, including those under planning, environment and cultural heritage laws, which provide statutory avenues for consultation and assessment of new large-scale transmission infrastructure. The PTI framework does not alter existing legislation that balances land uses, such as the Planning Act 2016, and environmental considerations.

Queensland Treasury also advised the committee that the impact of PTI projects on communities, including agricultural landholders and their businesses is considered as part of Powerlink's process for designing and establishing easements. This process includes:

- engaging with affected communities to identify conflicting land uses and community priorities, which are considered when determining the appropriate corridor for new transmission infrastructure

¹¹⁰ Submission 34, p 2.

¹¹¹ Submission 41.

¹¹² Submission 13.

¹¹³ Submission 7.

¹¹⁴ Submission 7, p 5.

¹¹⁵ Queensland Treasury, written response to submissions, 12 November 2025, p 11.

¹¹⁶ Queensland Treasury, written response to submissions, 12 November 2025, p 11.

- negotiating easements or, where necessary the purchase of properties, on a commercial basis
- providing an allowance to landholders, whose primary income comes from their land, where Powerlink's access to their properties may interfere with agricultural business activities.¹¹⁷

2.6. Establishing Regional Energy Hubs

The Bill proposes to replace Renewable Energy Zones (REZs) with Regional Energy Hubs (hubs) and streamline certain processes associated with them.¹¹⁸

What is a Regional Energy Hub?

Queensland Treasury advised the committee that a hub is 'a region of Queensland that is strategically planned to coordinate the development of transmission network infrastructure to deliver greater outcomes for Queensland regional communities and industries.'¹¹⁹

The changes proposed in the Bill include:

- removing the process for the assessment of REZs that have been declared, have been recommended, or are being considered¹²⁰
- inserting a clearer and more streamlined process for replacing the management plan for a hub¹²¹
- amending the negotiated access standards provisions to:
 - provide certainty regarding the scope of the regulation-making power¹²²
 - expressly provide for the recovery of costs by the AEMO¹²³
 - clarify the kinds of costs that a transmission network services provider can recover.¹²⁴

Queensland Treasury advised the committee that these changes will benefit the community in several ways. It stated:¹²⁵

... the regional energy hub's framework will provide benefits to communities and the private sector and incentivise new investment in Queensland by sharing scale-efficient transmission network infrastructure, eliminating the need for developers to build individual connection assets and reducing costs;

¹¹⁷ Queensland Treasury, written response to submissions, 12 November 2025, p 11.

¹¹⁸ Bill, explanatory notes p 4.

¹¹⁹ Queensland Treasury, written response to submissions, 12 November 2025, p 12.

¹²⁰ Bill, cl 41.

¹²¹ Bill, cl 41

¹²² Bill, cl 44.

¹²³ Bill, cls 45, 48.

¹²⁴ Bill, cls 46-48.

¹²⁵ Public briefing transcript, Brisbane, 27 October 2025, p 6.

providing a strong locational signal for energy development in relation to community resource and grid interests; giving projects increased financial certainty through tailored connection and access arrangements and protecting projects from excessive curtailment; and ensuring value to projects with the careful assessment of associated infrastructure like roads and waste infrastructure.

2.6.1. Stakeholder submissions and Queensland Treasury response

i. Stakeholder submissions

Some stakeholders welcomed the establishment of hubs in the places of REZs, highlighting their potential to benefit local communities.¹²⁶ For example, Windlab Developments told the committee it supports this ‘market-led approach’ and called for ‘clear criteria and governance frameworks’ to guide their development.¹²⁷ Coexistence Queensland expressed strong support for ‘the move away from sole focus on renewable energy to a more holistic focus on energy development and generation’.¹²⁸

Other stakeholders suggested that there is a lack of clarity regarding the purpose of the hubs given the removal of renewable energy targets from the Bill.¹²⁹ For example, Nexa Advisory suggested that ‘without clear renewable integration objectives, the [hubs] framework risks becoming a generic transmission planning tool rather than a driver of clean energy development.’¹³⁰

Some submitters expressed concern about the degree of discretion the Bill will introduce to the hub framework and compared this unfavourably to the existing provisions in the Act. In particular, the Smart Energy Council outlined its concerns with the new model as follows:

- ‘no legislated process for selecting hub locations
- no public consultation requirement
- no mandated publication of connection schedules or cost-sharing frameworks; and
- an increased role for Ministerial direction and the QIC Investor Gateway, with minimal oversight’.¹³¹

Similarly, WWF-Australia took the view that the proposed changes will reduce transparency, as the Minister will no longer be required to give public notice of a decision not to declare a hub.¹³²

¹²⁶ Submissions 22, 23 and 33.

¹²⁷ Submission 22, p 2.

¹²⁸ Submission 23, 2.

¹²⁹ Submission 7, 19

¹³⁰ Submission 7, p 6.

¹³¹ Submission 12, p 6.

¹³² Submission 18, p 6.

Other submitters expressed disappointment at the slow roll-out of REZ's and called for the renamed hubs to be established in a co-ordinated and timely manner.¹³³ In particular, the Renewable Energy Alliance welcomed the 'specific requirement to consider the impact of regional energy hub development and operations on communities, including First Nations peoples' and outlined their preference that the new hubs be established 'as soon as possible' in line with principles of engagement and benefits sharing.¹³⁴

ii. Queensland Treasury response

In response to the issues raised by submitters regarding the purpose of hubs, Queensland Treasury advised the committee that they will address the risk of uncoordinated transmission development. However, in contrast to REZs, this will be done in a more flexible, market-led manner that is 'open to eligible generation and storage projects of all technology types'.¹³⁵

Regarding submitters' concerns about the degree of discretion in the proposed hub framework and the factors that may guide decision making, Queensland Treasury stated:¹³⁶

The Government will be responsive to industry and community by ensuring Hub declarations are market-led, based on private sector interest and development activity and aligned to community expectations. Development of Hubs will take account of broader system requirements, such as resource availability, existing grid infrastructure and proximity to major load centres to ensure efficient outcomes for the whole system.

Queensland Treasury also responded to comments from submitters regarding the potential impact of hubs on communities, including Aboriginal and Torres Strait Islander communities. It stated that each hub 'will be unique and subject to planning and investigation of detailed benefits and impacts for local communities, landholders, the environment, proponents and all Queenslanders.'¹³⁷ It also noted that it is unnecessary to legislate specifically for benefit sharing as part of hubs as this issue is addressed by other policies and laws.¹³⁸

2.7. Facilitating the CopperString project

The Bill proposes inserting a new Part 8 into the Act to facilitate and support the delivery of the CopperString project.¹³⁹

¹³³ Submission 9, 19.

¹³⁴ Submission 19, p 5.

¹³⁵ Queensland Treasury, written response to submissions, 12 November 2025, p 12.

¹³⁶ Queensland Treasury, written response to submissions, 12 November 2025, p 12.

¹³⁷ Queensland Treasury, written response to submissions, 12 November 2025, p 13.

¹³⁸ Queensland Treasury, written response to submissions, 12 November 2025, p 13.

¹³⁹ Bill, explanatory notes, p 4; Bill, cl 58.

What is CopperString?

CopperString is a large infrastructure project involving the construction of approximately 1,100 kilometres of high-voltage overhead electricity transmission lines connecting the North West Minerals Province to the national electricity market. The transmission lines will run between Townsville and Mt Isa, with a southern connection running from Dajarra Road Substation to the Selwyn Substation, connecting further south to the Woodya Substation.

CopperString will be constructed in stages, starting with the Eastern Link (Townsville to Hughenden), followed by the Western Link (Hughenden to Mt Isa).

According to the Energy Roadmap, the current total project investment in CopperString is \$2.4 billion.¹⁴⁰

The new Part 8 proposed in the Bill will, if passed:

- allow the Minister to identify and declare stages of the project to which the part applies,¹⁴¹ subject to a requirement to obtain advice from an ‘appropriately qualified person’ before making a declaration¹⁴²
- establish a regulation-making power to facilitate making or amending the first transmission declaration that applies to a declared stage,¹⁴³ and provide for how such regulations will interact with national electricity laws¹⁴⁴
- provide the Minister or Treasurer with the power to require a person to provide information that is necessary for them to perform a function under that part, subject to a maximum penalty of 100 penalty units (currently \$33,380)¹⁴⁵ if that person fails to comply without a reasonable excuse.¹⁴⁶

Queensland Treasury explained the rationale for the proposed new Part 8 as follows:¹⁴⁷

The new framework introduced by the bill supports the Queensland Investment Corporation’s recommended delivery model for the project, including opportunities for government to partner with the private sector. It facilitates the delivery of CopperString by providing arrangements for economic regulation which will support certainty for investment and ensure appropriate assessment of efficient costs for the project.

¹⁴⁰ See Energy Roadmap, p 41.

¹⁴¹ Bill, cl 59 (Act, inserts new ss 96, 98).

¹⁴² Bill, cl 58 (Act, inserts new s 97).

¹⁴³ Bill, cl 58 (Act, inserts new s 99).

¹⁴⁴ Bill, cl 58 (Act, inserts new s 100).

¹⁴⁵ As of 1 July 2025, the value of a penalty unit is \$166.90: Penalties and Sentences Regulation 2015, s 3.

¹⁴⁶ Bill, cl 58, (Act, inserts new s 101).

¹⁴⁷ Public briefing transcript, Brisbane, 27 October 2025, p 3.

Queensland Treasury later elaborated on the utility of the new regulatory powers. It advised the committee:¹⁴⁸

Subject to future regulations, the declaration of a project stage can provide a pathway for the identified transmission network service provider to earn a regulated revenue allowance to recover the efficient costs associated with construction and operation and ensure compliance with national and state legislative requirements.

Queensland Treasury noted that the new Part 8 proposed in the Bill represents an ‘initial step’ in providing a legislative framework for the CopperString project, noting ‘further legislative and regulatory amendments may be required as QIC undertakes further work and the delivery model for the project is finalised’.¹⁴⁹



2.7.1. Stakeholder submissions and Queensland Treasury response

i. Stakeholder submissions

Several stakeholders emphasised the importance of the CopperString project and welcomed efforts to deliver it.¹⁵⁰ Some of them told the committee that the proposed changes would help to achieve this end. For example, the Remote Area Planning and Development Board and VisIR Pty Ltd (who made a joint submission) took the view that the new regulatory powers ‘will help ensure the development and delivery processes are efficient and cost effective.’¹⁵¹

In contrast, some submitters suggested that the new regulatory powers proposed in the Bill to facilitate the project should be subject to greater oversight.¹⁵² For example, WWF-Australia expressed concern that the ‘appropriately qualified person’ from whom the Minister is required to seek advice prior to declaring a stage of the project is not subject to adequate safeguards (for example, regarding criminal history and conflicts of interest).¹⁵³

Other stakeholders, such as the ETU, expressed concern that the new framework could lead to the privatisation of the CopperString project. They told the committee this put ‘downward pressure on workers’ wages and conditions’ and result in substandard service delivery.¹⁵⁴

ii. Queensland Treasury response

In response to the issues raised by submitters, Queensland Treasury advised the committee that:

- the approach taken regarding the requirements for an ‘appropriately qualified

¹⁴⁸ Public briefing transcript, Brisbane, 27 October 2025, p 5.

¹⁴⁹ Public briefing transcript, Brisbane, 27 October 2025, p 5.

¹⁵⁰ Submissions 21, 22, 28 and 34; Public hearing transcript, Brisbane, 29 October 2025, pp 8-9.

¹⁵¹ Submission 34, p 2.

¹⁵² Submission 7.

¹⁵³ Submission 18.

¹⁵⁴ Public hearing transcript, Brisbane, 29 October 2025, p 8.

person' who provides advice under proposed new section 97 of the Act is consistent with the approach taken under the PTI framework, noting that more stringent requirements (such as criminal history checks) are, in contrast, more appropriate for appointments to remunerated, statutory governance roles

- the Bill (in clause 10) retains the target of 100 per cent ownership of Queensland's transmission assets.¹⁵⁵



2.7.2. Potential impact of the CopperString project on human rights

By facilitating the planning and construction of the CopperString project, the proposed new Part 8 has the potential to impact several human rights protected by the HRA.¹⁵⁶ This includes:

- the cultural rights of Aboriginal and Torres Strait Islander peoples,¹⁵⁷ which may be limited if Traditional Owners are unable to access parts of the project area or are affected by changes to the physical landscape that result from the project¹⁵⁸
- the right to freedom of movement,¹⁵⁹ which may be limited if the construction of the project prevents access to certain places¹⁶⁰
- the rights to privacy¹⁶¹ and property,¹⁶² which could be affected by land acquisitions or construction works associated with the project.¹⁶³

Several factors suggest that the limitation of these rights may be reasonable and justified in this case.¹⁶⁴ Most notably:

- the Bill does not override existing statutory processes for land acquisition and development, nor existing legislative protections for Aboriginal cultural heritage and Torres Strait Islander cultural heritage
- Powerlink has taken action to minimise any limitation of cultural rights by engaging with Traditional Owners who may be affected by the project
- the project is expected to generate economic benefits for north and north-western Queensland, including Aboriginal and Torres Strait Islander communities.

¹⁵⁵ Queensland Treasury, written response to submissions, 12 November 2025, p 16.

¹⁵⁶ Bill, statement of compatibility, pp 7-11.

¹⁵⁷ HRA, s 28.

¹⁵⁸ Bill, statement of compatibility, p 10.

¹⁵⁹ HRA, s 19.

¹⁶⁰ Bill, statement of compatibility, p 8.

¹⁶¹ HRA, s 24.

¹⁶² HRA, s 25.

¹⁶³ Bill, statement of compatibility, p 8.

¹⁶⁴ Bill, statement of compatibility, pp 10-11.

Committee comment

In light of the factors discussed above, the committee is satisfied that the potential limitation of cultural rights, the rights to freedom of movement, and the rights to privacy and property that may stem from the Bill's facilitation of the CopperString project are reasonable and justified in the circumstances. As such, the relevant provisions of the Bill are compatible with the HRA.



2.7.3. Whether new offence has sufficient regard to rights and liberties of individuals

As noted above, the Bill would provide the Minister or Treasurer with the power to require a person to provide information that is necessary for them to perform a function under the proposed new Part 8.¹⁶⁵ A person who fails to comply without a reasonable excuse may be subject to a maximum penalty of 100 penalty units (currently \$33,380).¹⁶⁶

This new offence raises two issues relating to fundamental legislative principles, which require that legislation has sufficient regard to the rights and liberties of individuals.¹⁶⁷ These issues are:

- (i) whether the penalty is proportionate to the offence, and consistent with other penalties within relevant legislation
- (ii) whether the reversal of the onus of proof (inherent in the 'without reasonable excuse' component of the offence) is adequately justified.

The explanatory notes state that the proposed new penalty is appropriate because it is proportionate and relevant to the actions to which the consequences relate and is generally consistent with provisions in the Act and other similar legislation.¹⁶⁸ Specifically, there are existing, similar provisions in the Act, relating to Renewable Energy Zones, which also specify a penalty of 100 penalty units for failing to disclose information required by certain persons for performing functions under the Act.¹⁶⁹

The explanatory notes contend that the reversal of the onus of proof is necessary to enable the Minister or Treasurer to perform their functions, and is limited, as it will only require the person to adduce or identify evidence of a reasonable excuse, not prove a reasonable excuse on the balance of probabilities.¹⁷⁰ This is justified, according to the

¹⁶⁵ Bill, cl 58, (Act, inserts new s 101).

¹⁶⁶ As of 1 July 2025, the value of a penalty unit is \$166.90: Penalties and Sentences Regulation 2015, s 3.

¹⁶⁷ LSA, s 4(2)(a).

¹⁶⁸ Bill, explanatory notes, p 6.

¹⁶⁹ Act, ss 77, 79. See also Act, ss 77, 104, 107, 136, 139, 162, 167 for other offences with a maximum penalty of 100 penalty units for failing to provide, or disclose, information.

¹⁷⁰ Bill, explanatory notes, p 7.

explanatory notes, because ‘the facts giving rise to a reasonable excuse are within the particular knowledge of the person’.¹⁷¹

Committee comment



The committee is satisfied the proposed new offence has sufficient regard to the rights and liberties of individuals. This view is based on:

- the similarity between the penalty associated with the proposed new offence and the penalties associated with similar offences in the Act
- the necessity and limited nature of the reversal of the onus of proof.



2.8. Whether proposed regulation-making powers have sufficient regard to the institution of Parliament

As discussed in earlier sections, the Bill proposes to establish new regulation-making powers and amend or expand certain existing regulation-making powers under the Act. This includes:

- providing that additional functions of a hub design body may be prescribed by regulation¹⁷²
- widening the instances in which regulations may displace or modify provisions of the national electricity laws, by:
 - omitting the sunset clause for the PTI framework, meaning that regulations would be able to continue to be made past 2035¹⁷³
 - expanding the scope of the regulation-making power relating to regional energy hubs¹⁷⁴
 - enabling a regulation to prescribe numerous financial matters associated with a declared stage of the CopperString project¹⁷⁵
 - inserting a similar regulation-making power for the CopperString project as those for PTIs and regional energy hubs¹⁷⁶
- establishing a wide power to make transitional regulations that may effectively amend an Act, and may have retrospective operation, but which would expire 2 years from the date of commencement of the relevant clause.¹⁷⁷

¹⁷¹ Bill, explanatory notes, p 7.

¹⁷² Bill, cl 53.

¹⁷³ Bill, cl 29.

¹⁷⁴ Bill, cls 42, 44; Bill, explanatory notes, p 11.

¹⁷⁵ Bill, cl 58 (Act, inserts new s 99).

¹⁷⁶ Bill, cl 58 (Act, inserts new s 100).

¹⁷⁷ Bill, cl 68 (Act, inserts new s 193).

Whether these aspects of the Bill have sufficient regard to the institution of Parliament could be questioned because:

- in the case of the functions of the hub design body, the functions of an entity are generally set out in primary legislation as they are central to its existence
- both the provisions which widen the instances in which regulations may displace or modify provisions of the national electricity laws, and the provisions relating to transitional regulations, would effectively allow an Act to be amended by regulation rather than another Act.

Regarding the first point, the explanatory notes do not articulate why it is considered necessary to delegate legislative power to prescribe additional functions of a hub design body. However, an equivalent power exists with respect to REZs under the current Act. The explanatory notes tabled with the Bill that established that power explains why it was considered necessary:¹⁷⁸

Due to the critical role of a REZ delivery body in achieving the purposes of the Bill, it is considered justified that a REZ delivery body's functions be afforded some degree of flexibility so that they can be updated to respond to the rapidly changing circumstances associated with the energy transformation.

A similar justification could apply with respect to regional energy hubs.

Regarding the latter point, the explanatory notes justify the inclusion of clauses that allow an Act to be amended by regulation by reference to the highly technical nature of the matters to be regulated, the complexity of their interaction with national electricity laws, and the likely need to update the relevant regulations frequently.¹⁷⁹

Committee comment



The committee is satisfied the new and expanded regulation-making powers proposed in the Bill have sufficient regard to the institution of Parliament. This view is based on several factors, including:

- the existence of an equivalent power to prescribe the functions of a hub (currently, a REZ) in the current Act, which was adequately justified when it was introduced
- the technical and complex nature of the matters being regulated.

¹⁷⁸ Energy (Renewable Transformation and Jobs) Bill 2023, explanatory notes, p 15.

¹⁷⁹ Bill, explanatory notes, p 11.

Appendix A – Submitters

<i>Sub No.</i>	<i>Name / Organisation</i>
1	Electrical Trades Union
2	Ilan Ivory
3	Adrian McCrow
4	Nicole Blachut
5	Form A (or variations of Form A)
6	Justine McLeod
7	Nexa Advisory
8	Name Withheld
9	Queensland Conservation Council
10	Name Withheld
11	Whitsunday Conservation Council
12	Smart Energy Council
13	Queensland Farmers' Federation
14	Western Downs Regional Council
15	Solar Citizens
16	Mining and Energy Union, Queensland District
17	Name Withheld
18	WWF-Australia
19	Renewable Energy Alliance
20	Joe Kelly MP
21	North West Queensland Regional Organisation of Councils
22	Windlab Developments Pty Ltd

23	Coexistence Queensland
24	The Services Union
25	Queensland Resources Council
26	Queensland Council of Unions
27	First Nations Clean Energy Network
28	Local Government Association of Queensland
29	RES Australia
30	Australian Institute of Progress
31	Decmil
32	Australian Marine Conservation Society
33	Queensland Council of Social Service
34	Remote Area Planning and Development Board and VisIR Pty Ltd
35	Master Electricians Australia
36	Green Building Council Australia
37	The Australia Institute
38	Omega Oil and Gas Limited
39	Institute for Energy Economics and Financial Analysis
40	Clean Energy Council
41	Queensland Renewable Energy Council

Appendix B – Public Briefing, Brisbane, 27 October 2025**Queensland Treasury**

Kellie Reeves	Deputy Under Treasurer, Energy and Government Owned Corporations
Catherine Cussen	Executive Director, Energy Frameworks and Engagement Policy
Matt Kelly	Executive Director, Energy and Financial Institutions
Claire Finch	Director, Energy Frameworks Policy
Mitch Gardiner	Director, Coordinated Transmission
Rachael Willett	Manager, Energy Frameworks Policy

Appendix C – Public Hearing, Brisbane, 29 October 2025

Australian Energy Producers

Keld Knudsen

General Manager States and Territories,
Director Queensland

Electrical Trades Union

Peter Ong

State Secretary

Queensland Renewable Energy Council

Hannah Gardiner

Assistant Director, Renewables Policy

Frances Hayter

Director, Sustainability and First Nations

Queensland Resources Council

Jana Dore

Policy Director, External Affairs

Dr Leigh Stitz

Policy Director, Environment

Dissenting Report



Dissenting Report

Governance, Energy and
Finance Committee

Energy Roadmap Amendment Bill 2025





Acknowledgment of Country

We acknowledge the Traditional Owners of the lands, seas, skies and waterways from across Queensland.

We pay our respect to the Elders, past, present and emerging, for they hold the memories, traditions, the culture and hopes of Aboriginal peoples and Torres Strait Islander peoples.

This artwork by The Hon LEEANNE ENOCH MP is called "The Power of Many" from her "Connections" series. It represents the paths we take to reach our goals and the many important and often powerful connections we make with each other along the way.

Queensland Labor Opposition

The Queensland Labor Opposition opposes the *Energy Roadmap Amendment Bill 2025* (Bill) introduced by the Crisafulli LNP Government because it will take Queensland backwards.

The Bill marks a failure to realise the myriad of opportunities that come with an orderly energy transition, instead resulting in higher power prices, higher emissions and less job creating and economy boosting investment.

The proposed legislation by the Crisafulli LNP Government deliberately opens the door for privatisation of Queensland's energy system and tears down a clear, accountable policy framework for investment, replacing it with a vague and uncertain plan to run one of the most expensive forms of energy generation to an undefined point in the future.

It lessens government accountability on delivering the many promises it has made on energy.

The Queensland Labor Opposition find the Energy Roadmap and the frameworks outlined in this Bill are deliberately vague so the Crisafulli LNP Government can avoid articulating their stance on electricity emissions, lest their hopeless rift between party room, membership and everyday Queenslanders be revealed.

REPEALING LEGISLATED RENEWABLE ENERGY TARGETS MEAN GREATER UNCERTAINTY AND HIGHER POWER PRICES

Repealing Queensland's legislated Renewable Energy Targets damages investor confidence and increases risk.

Many submissions from across the sector expressed their opposition to repealing renewable energy targets and articulated the damage it would do to investor confidence in Queensland, including the following:

*"...removing any support of the renewable energy targets adds to the series of legislative and policy changes throughout 2025 that have unsettled investor confidence."*¹

*"The CEC is deeply concerned by the decision to remove Queensland's renewable energy targets and delay the planned exit of coal-fired generation from the generation mix. These changes represent a significant change of direction from Queensland's previous direction towards the energy transition and risks undermining both investor confidence and the state's contribution to national decarbonisation goals."*²

*"Such targets provide long-term policy certainty, enabling private investors to plan and invest with confidence. These targets assist in reducing risk, lowering costs and maintaining momentum for renewable energy projects into the future."*³

*"Without credible long-term signals, investors will withhold or divert capital to other jurisdictions such as Victoria, New South Wales, and South Australia - all of which maintain legislated renewable energy targets and clear transmission roadmaps."*⁴

*"Renewable energy targets are not symbolic. They are the core investment signal around which the energy market, networks, and workforce plan their activities. They give both public and private proponents a clear framework for capital planning, risk allocation, and supply-chain coordination."*⁵

¹ <https://documents.parliament.qld.gov.au/com/GEFC-11EE/ERAB2025-60E3/submissions/00000041.pdf> page 5

² <https://documents.parliament.qld.gov.au/com/GEFC-11EE/ERAB2025-60E3/submissions/00000040.pdf> page 2

³ <https://documents.parliament.qld.gov.au/com/GEFC-11EE/ERAB2025-60E3/submissions/00000022.pdf> page 2

⁴ <https://documents.parliament.qld.gov.au/com/GEFC-11EE/ERAB2025-60E3/submissions/00000007.pdf> page 1

⁵ <https://documents.parliament.qld.gov.au/com/GEFC-11EE/ERAB2025-60E3/submissions/00000012.pdf> page 3

Queensland Labor Opposition

The point was also made unequivocally by witnesses at the Committee's Public Hearing:

*"Legislated targets have been instrumental in driving private investment, supporting financial models and aligning industry and government towards a shared goal. Their removal risks weakening Queensland's investment signal for renewables at a time when the state is competing nationally and globally for capital to build the next generation of renewable and storage projects."*⁶

*"we have consistently tracked industry sentiment through our Executive Insights Survey, and the latest results show that ongoing policy changes and uncertainty are continuing to dampen investor confidence."*⁷

This also includes industries that were planning on using renewables from the Queensland grid as part of their own decarbonisation strategy. As the Queensland Resources Council (QRC) said:

*"However, the QRC notes that the changed trajectory for renewables could require further planning and changes to investment decisions. Some resources companies in Queensland have built renewable energy utilisation into their decarbonisation strategies, or through renewable energy power purchase agreements."*⁸

Premier Crisafulli promised government accountability and clear KPIs, yet by introducing this Bill the Crisafulli LNP Government will repeal an effective policy mechanism that delivers both. As the Smart Energy Council put it:

*"Without clear, measurable targets, the Energy Roadmap becomes a policy without accountability."*⁹

Instead, industry has been left to rely on a vague decision matrix, filled with buzzwords rather than detail. QREC's submissions says of the decision matrix articulated in the Crisafulli LNP Government's Energy Roadmap:

*"However, the current level of detail is inadequate to guide transparent and consistent decision-making across the sector"*¹⁰

*"greater clarity is needed on how these mechanisms will operate and how decisions such as the new power station timeframe metrics will be made"*¹¹

"The decision matrix has several instances that are a bit ambiguous at the moment and where we would seek some clarity.

For example, how will system need be determined?

What are the quantitative boundary conditions?

What are the performance metrics?

What is the weighting of cost competitiveness?

⁶ Public Hearing Transcript, Inquiry into the Energy Roadmap Amendment Bill 2025, page 2

⁷ Public Hearing Transcript, Inquiry into the Energy Roadmap Amendment Bill 2025, page 2

⁸ <https://documents.parliament.qld.gov.au/com/GEFC-11EE/ERAB2025-60E3/submissions/00000025.pdf> page 7

⁹ <https://documents.parliament.qld.gov.au/com/GEFC-11EE/ERAB2025-60E3/submissions/00000012.pdf> page 3

¹⁰ <https://documents.parliament.qld.gov.au/com/GEFC-11EE/ERAB2025-60E3/submissions/00000041.pdf> page 14

¹¹ Public Hearing Transcript, Inquiry into the Energy Roadmap Amendment Bill 2025, page 2

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What are the definitions of fuel security?”¹²

This is a key marker for investment facilitation for the sector, as articulated in the Draft Nelson Review:

“The uncertainty over when large, ageing coal generators might exit the market makes investment decisions difficult. As very large and ‘lumpy’ sources of generation, coal generator exits are material to new investment revenue expectations.”¹³

Where Queensland was providing stability and certainty, this Government has only created uncertainty.

The outlook provided in the Crisafulli LNP Government’s Roadmap is not even internally consistent. As the Clean Energy Council points out:

“The roadmap’s forecast of up to 8 GW of gas-fired generation by 2035 further undermines the sustainability of coal fired power stations in the energy mix where flexible generation will impact upon the economics of these assets.”¹⁴

Witnesses also raised concerns:

“The fact that the first investment outlook has been regulated in the bill, the Energy Roadmap section 2, and the fact that there is not sufficient detail in there I think is a little concerning. We would like to see further information on that. If we consider that the next energy road map is not due for another five years, what does that mean for the investment horizon?”¹⁵

The Crisafulli LNP Government’s own forecasts of such an increase in gas generation suggest there is no path to coal generators remaining commercially viable over the timelines indicated in their Roadmap. Yet this is being embedded as the first official outlook by this Bill.

This is a grim example of what industry can look forward to in the new, watered down, future energy system outlooks. They will say nothing of consequence and provide investors with little assurance.

Investors are calling for a proper, methodical outlook, with the QREC submission saying:

“Embedding the Investor Outlook as the inaugural statutory Energy System Outlook, without sufficient technical and methodological detail, risks undermining the value of what should be a robust, evidence-based system planning instrument.”¹⁶

With renewable energy targets repealed and forecasts that do not stack up, the Crisafulli LNP Government’s Roadmap only makes things more difficult for industry to invest in Queensland.

This same uncertainty deeply affects workers in the industry.

The Mining and Energy Union said of the Government’s lack of detail:

¹² Public Hearing Transcript, Inquiry into the Energy Roadmap Amendment Bill 2025, page 4

¹³ https://storage.googleapis.com/files-au-climate/climate-au/p/prj36f491a5284dc74959e/page/NEM_Review_Draft_Report_August_2025_Final_2.pdf page 60

¹⁴ <https://documents.parliament.qld.gov.au/com/GEFC-11EE/ERAB2025-60E3/submissions/00000040.pdf> page 2

¹⁵ Public Hearing Transcript, Inquiry into the Energy Roadmap Amendment Bill 2025, page 4

¹⁶ <https://documents.parliament.qld.gov.au/com/GEFC-11EE/ERAB2025-60E3/submissions/00000041.pdf> page 14

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“...we are deeply concerned by the lack of certainty offered by the Roadmap, which will make it near impossible for workers and communities to plan for their futures.”¹⁷

and

“There is also no indication that there will be any transparency around the closure decisions reached by the Minister.”

There is little explanation for providing this half-baked illustration, that adds nothing for investors or workers, other than the necessity to placate the Government’s backbench and branch membership.

Indeed, the Queensland Labor Opposition note media reports that coal closure timelines were initially included in the plan.

“It is understood the coal closure dates are designed to give renewables proponents clarity on when additional energy generation will be required.”¹⁸

Somehow, between that article published in September, and the Roadmap’s publication in October, it would seem those dates disappeared. It appears the Treasurer’s Office was rolled by the right-wing ideologues of his party.

The Crisafulli LNP Government have prioritised internal politics over giving confidence to workers and industry.

THIS BILL ADDS TO QUEENSLANDERS’ COST OF LIVING PRESSURES

Premier Crisafulli promised action on cost of living, then discontinued universal electricity rebates which has meant an over 400% increase in the cost of electricity¹⁹ under the Crisafulli LNP Government.

Consequently, according to the Australian Energy Regulator, the number of Queensland households in hardship has increase by 66 per cent over the past 6 months.²⁰

The Crisafulli LNP Government promised structural cost of living relief, yet through the Roadmap it has signed Queenslanders up for higher power prices.

This Bill represents another broken promise of the Crisafulli LNP Government.

Renewables are the cheapest form of generation.^{21,22}, a fact that was confirmed by QREC during the public hearings.

“I can certainly respond to ‘is it the cheapest form of energy?’ Yes.”²³

Analysis shows that Queensland will face higher wholesale prices by discarding the orderly transition.

“Without accelerated renewable investment, Queensland will be forced to rely on an ageing and unreliable coal fleet - supplemented by expensive gas generation - pushing up prices and emissions

¹⁷ <https://documents.parliament.qld.gov.au/com/GEFC-11EE/ERAB2025-60E3/submissions/00000016.pdf> page 2

¹⁸ <https://www.couriermail.com.au/news/queensland/qld-politics/revealed-qlds-new-energy-plan-to-set-coal-power-end-dates/news-story/1bcb2c946339979e44d3a4c9cdf2b37>

¹⁹ <https://www.abs.gov.au/statistics/economy/price-indexes-and-inflation/consumer-price-index-australia/oct-2025>

²⁰ Australian Energy Regulator, Retail energy market performance update for Quarter 4, 2024–25

²¹ CSIRO GenCost 2024-25 Final Report

²² International Energy Agency, Renewables 2024

²³ Public Hearing Transcript, Inquiry into the Energy Roadmap Amendment Bill 2025, page 3.

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alike. Our analysis shows that this would increase wholesale costs to \$115.7 billion compared to an orderly transition – an increase of 21.5 per cent on average until 2050.”²⁴

Those price increases will be passed onto consumers, both households and industry.

THE BILL IS INCONSISTENT WITH LEGISLATED EMISSIONS REDUCTION TARGETS

The overwhelming evidence provided to the Committee was that this roadmap is entirely inadequate in delivering the emissions reduction targets the Premier promised Queenslanders he was committed to before the election.

Instead, this Crisafulli LNP Government has followed their Federal Liberal National Party counterparts down the road of abandoning serious climate action.

The Queensland Conservation Council said of the 75 per cent emissions reduction target, which remains legislated:

“It is vital to note, however, that Queensland will not achieve this emissions reduction target if the announced scenario of the Energy Roadmap is realised...”²⁵

The Whitsunday Conservation Council (WCC) added:

“WCC is disappointed with the Crisafulli Government’s backsliding on renewable energy and consider it inconsistent with their promise to deliver 75% emissions reduction by 2035.”²⁶

And the Clean Energy Council also said:

“The roadmap’s commitment to 6.8 GW of new renewable capacity by 2030 is a reiteration of existing private sector plans, many of which are already underwritten by the Federal Government’s Capacity Investment Scheme. Beyond 2030, the pace of renewable development is expected to slow considerably, with only 4.4 GW expected between 2030 and 2035. Our assessment of this deployment pace will be inconsistent with the scale required to meet net zero by 2050 and leaves Queensland lagging behind other states in renewable penetration”²⁷

The Queensland Renewable Energy Council stated:

“neither the bill nor the Energy Roadmap expressly reference climate change, despite Queensland’s still legislated net zero by 2050 commitment. A credible energy transition cannot be disconnected from the broader climate context.”²⁸

The Australian Energy Producers stated:

“Both the state and federal levels are really interested in those sector plans and understanding decarbonisation. Like I said, as an association we support net zero by 2050.”²⁹

To be very clear, this Bill and the Roadmap are entirely inconsistent with the emissions reduction targets the Crisafulli LNP Government pays lip service to, while the LNP backbench dare not mention them.

²⁴ <https://documents.parliament.qld.gov.au/com/GEFC-11EE/ERAB2025-60E3/submissions/00000007.pdf> page 2

²⁵ <https://documents.parliament.qld.gov.au/com/GEFC-11EE/ERAB2025-60E3/submissions/00000009.pdf> page 1

²⁶ <https://documents.parliament.qld.gov.au/com/GEFC-11EE/ERAB2025-60E3/submissions/00000011.pdf> page 2

²⁷ <https://documents.parliament.qld.gov.au/com/GEFC-11EE/ERAB2025-60E3/submissions/00000040.pdf> page 2

²⁸ Public Hearing Transcript, Inquiry into the Energy Roadmap Amendment Bill 2025, page 2.

²⁹ Public Hearing Transcript, Inquiry into the Energy Roadmap Amendment Bill 2025, page 14.

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THE BILL UNDERMINES THE PUBLIC OWNERSHIP THAT HAS BEEN A STRENGTH OF QUEENSLAND'S ENERGY TRANSITION

The Bill allows for privatisation by stealth through, greater private generation, as well as private investment in transmission including Copperstring and pumped hydro energy storage projects.

Queensland enjoys the enviable position among states of a public owned electricity network.

That ownership allows for a sensible and co-ordinated approach to the transition and keeps vital control over essential assets.

This Bill will see Queensland lose that control.

The Electrical Trades Union (ETU) submission made this clear:

“The LNP Energy Roadmap is a thinly veiled push for privatisation of the QLD energy system. The LNP is manipulating ownership targets to hide its true agenda to shift the ownership of Queensland transmission and generation assets into private hands, while substantially removing oversight of the Minister’s actions.”³⁰

Furthermore, the Queensland Council of Unions said:

“It is a gradual abandonment of public ownership and privatisation by stealth.”³¹

The Treasurer’s Office can try to bluster that this is “strengthening” public ownership, but this Bill is a roadmap to a privatised grid, with many of the existing generation assets protected because they would attract few private investors with little prospect of remaining commercially viable.

Modelling undertaken shows that this will inevitably lead to a decrease in public ownership of generation.

“In fact, current modelling indicates that, taking into account the current generation share, that this would result in less than 40% of generation and storage in public hands. Substantially lower than the previous target.”³²

The Queensland Labor Opposition notes the first privatisation of our generation under the Crisafulli LNP Government with the privatisation of 80 percent of the planned Brigalow Peaking Power Plant in the Western Downs.³³

Under the Bill and policy, the LNP have placed a large “For Sale” sign on Queensland’s energy system, despite Queenslanders being crystal clear that their energy system is not for sale.

THERE WAS A DISTINCT LACK OF CONSULTATION IN DRAFTING THE ROADMAP AND THE BILL EMBEDS A FUTURE LACK OF CONSULTATION

The Bill repeals the Energy Industry Council, the Queensland Energy System Advisory Board and the Queensland Renewable Energy Jobs Advocate. The Queensland Renewable Energy Council stated:

“we are concerned about the removal of the formal advisory structures such as the Energy Industry Council and, particularly, the Renewable Energy Jobs Advocate because that, in our view, risks

³⁰ <https://documents.parliament.qld.gov.au/com/GEFC-11EE/ERAB2025-60E3/submissions/00000001.pdf> page 7

³¹ <https://documents.parliament.qld.gov.au/com/GEFC-11EE/ERAB2025-60E3/submissions/00000026.pdf> page 1

³² <https://documents.parliament.qld.gov.au/com/GEFC-11EE/ERAB2025-60E3/submissions/00000001.pdf> page 6

³³ <https://statements.qld.gov.au/statements/104073>

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reducing coordination at a time when collaboration between government, industry, communities and First Nations partners is most needed.”³⁴

The Bill’s explanatory notes say “It does not limit the Government’s ability to seek independent, expert advice or to consult with stakeholders to inform decisions about the direction of the State’s energy policy” but the entire process to deliver the Roadmap and Bill shows what happens when this Crisafulli LNP Government is left to its own devices on consultation.

This is what industry have to say of the Crisafulli LNP Government’s current approach to consultation:

“QREC is concerned by the repeal of legislated renewable energy targets and the limited consultation preceding its introduction sends a disjointed signal to investors.”

“It is the durability of energy policy that shakes investor confidence and for many developers and investors, 2025 has already been marked by rapid policy change with limited industry participation in the reform process.”³⁵

The Electrical Trades Union stated:

“I start by voicing our concern about the lack of consultation. The Electrical Trades Union is the principal union for the energy sector, representing well over 16,000 energy workers in Queensland and over 70,000 energy workers nationally, and yet we were not consulted throughout this process. Even more concerning to us, after talking with Powerlink and EQL we became aware that the government had not consulted with either of those entities. For a government to rewrite an energy plan with no input from their state owned transmission and distribution entities beggars belief.”³⁶

QREC stated:

“We understand how that arises, but it is very unusual, in my experience, to have the public hearing before submissions are due. In our view, it limits the opportunity for best practice feedback for the committee.”³⁷

Even when provided the structure of a parliamentary committee process, only 4 of the 41 submitters appeared at a public hearing.

The Queensland Labor Opposition was, and remains, supportive of further hearings and consultation being undertaken.

Consultation on the Bill has had a truncated timeframe compared with many other pieces of legislation that have arguably a smaller scope of impact.

It is the view of the Queensland Labor Opposition that the Crisafulli LNP Government has deliberately rushed this Bill and limited the chance for public input, which is a damning indictment on the Crisafulli LNP Government and their approach to democracy in Queensland.

³⁴ Public Hearing Transcript, Inquiry into the Energy Roadmap Amendment Bill 2025, page 2.

³⁵ <https://documents.parliament.qld.gov.au/com/GEFC-11EE/ERAB2025-60E3/submissions/00000041.pdf> page 1

³⁶ Public Hearing Transcript, Inquiry into the Energy Roadmap Amendment Bill 2025, page 6

³⁷ <https://documents.parliament.qld.gov.au/com/GEFC-11EE/ERAB2025-60E3/Transcript%20-%2029%20October%202025%20-%20GEFC%20-%20Hearing%20-%20Inquiry%20into%20the%20Energy%20Roadmap%20Amendment%20Bill%202025.pdf> page 1

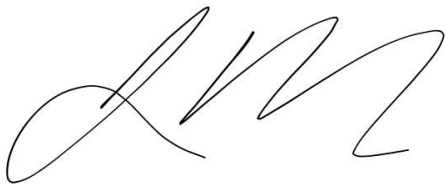
Queensland Labor Opposition



CHRIS WHITING MP
MEMBER FOR BANCROFT
DEPUTY CHAIR OF THE COMMITTEE



BISMA ASIF MP
MEMBER FOR SANDGATE



LANCE MCCALLUM MP
MEMBER FOR BUNDAMBA
SHADOW MINISTER FOR ENERGY