

# State Development and Regional Industries Committee

# Report No. 26, 57th Parliament

Subordinate legislation tabled on 10 May and between 25 May and 21 June 2022

# **1** Subordinate legislation examined

No.	Subordinate legislation	Date tabled	Disallowance date
45	Rural and Regional Adjustment (Horticultural Netting Program - Trial Expansion) Amendment Regulation 2022	10 May 2022	31 August 2022
60	Water (Fee Unit Conversion) Amendment Regulation 2022	21 June 2022	12 October 2022
70	Fisheries (Hammerhead Sharks) Amendment Declaration 2022	21 June 2022	12 October 2022
76	Fisheries (Coral) Amendment Declaration 2022	21 June 2022	12 October 2022

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

### 2 Summary of committee considerations

The committee examined subordinate legislation within its portfolio areas tabled on 10 May and between 25 May 2022 and 21 June 2022. The committee did not identify any issues regarding the policy to be given effect by the subordinate legislation or its lawfulness. The committee considered fundamental legislative principle issues as part of its examination. In all cases the committee was satisfied that potential breaches, were appropriate and sufficiently justified.

All explanatory notes accompanying the subordinate legislation addressed within this report complied with *Legislative Standards Act 1992*.

The committee is satisfied that the subordinate legislation is compatible with human rights. Human rights certificates provided a sufficient level of information to facilitate understanding of the subordinate legislation's compatibility with human rights.

The purpose of **SL No. 45** is to enable Queensland Rural and Industry Development Authority to administer a new Australian Government scheme of financial assistance to support the horticultural industry offset the cost of purchasing horticultural netting. The committee questioned whether SL No. 45 had sufficient regard to the institution of Parliament as Guidelines (which included eligibility criteria etc.) were not contained in the subordinate legislation, nor were they available at the time of review.

The committee sought clarification from the Department of Agriculture and Fisheries and was satisfied with the explanations provided. For the benefit of the Parliament clarifications have been summarised within this report and published on the committee's website.

The committee has recommended that the Department of Agriculture and Fisheries take steps to ensure that supporting documents are available (through tabling or other means) at the same time the subordinate legislation is tabled, so that Parliament can undertake its scrutiny function and understand the full effect of legislation. In cases where this is not possible, an explanation should be provided.

A summary of the committee's examination of each item of subordinate legislation is provided below.

# 3 Rural and Regional Adjustment (Horticultural Netting Program – Trial Expansion) Amendment Regulation 2022 – SL No. 45

### 3.1 Policy overview

The objective of the Amendment Regulation (SL No. 45) is to allow the Queensland Rural and Industry Development Authority (QRIDA) to administer a new Australian Government scheme of financial assistance to support primary producers in the horticultural industry to offset the cost of purchasing horticultural netting.<sup>1</sup>

The Horticulture Netting Scheme-Apple and Pears (scheme) commenced in Queensland in May 2021, and provided a rebate of up to \$150,000 to producers in the apple and pear industry to install permanent horticultural netting to reduce the impact of adverse weather events. The Department of Agriculture and Fisheries (DAF) administered the scheme on behalf of the Australian Government.<sup>2</sup>

SL No. 45 expands the scheme to apply to all horticultural crops, and extends the possible rebate to a maximum of 300,000.<sup>3</sup>

The scheme will be funded by the Australian Government, with \$10.9 million in addition to the 2.2 million already provided.<sup>4</sup>

The explanatory notes advise that Growcom, Queensland Farmers' Federation and Nursery and Garden Industry Queensland supported the expansion of the scheme. Industry also reviewed and supported the guidelines that QRIDA will use to administer the scheme.<sup>5</sup>

The explanatory notes explain that industry raised some points of clarification regarding the scheme's eligibility criteria. These points were raised with the Australian Government and advice was provided back to industry to their satisfaction.<sup>6</sup>

SL No. 45 amends Schedule 16 'Schemes approved under Act, section 11(4)' of the Rural and Regional Adjustment Regulation 2011<sup>7</sup> to insert the scheme mentioned in the document called 'Horticultural Netting Program—Trial Expansion—Guidelines' (Guidelines), published by QRIDA.<sup>8</sup>

SL No. 45 also adds a reference to the Guidelines, to the existing list of documents included in a 'Note' located at the end of Schedule 16 of the Rural and Regional Adjustment Regulation 2011 (RRA).<sup>9</sup> The Note states that the identified documents 'are available on the authority's website'.<sup>10</sup> However, revised Guidelines were not available on the QRIDA website when SL No. 45 was tabled on 10 May 2022.

### 3.2 Consistency with fundamental legislative principles

Fundamental legislative principles include requiring that legislation has sufficient regard to the institution of Parliament.<sup>11</sup>

- <sup>5</sup> SL No. 45, explanatory notes, p 3.
- <sup>6</sup> SL No. 45, explanatory notes, p 3.
- <sup>7</sup> Rural and Regional Adjustment Regulation 2011, schedule 16 'Schemes approved under Act, section 11(4)'.
- <sup>8</sup> SL No. 45, s 3. Section 3 of the Rural and Regional Adjustment Regulation 2011 provides that each scheme mentioned in Schedule 16 is approved under section 11(4) of the *Rural and Regional Adjustment Act 1994*.

- <sup>10</sup> The reference to the 'authority' refers to the QRIDA.
- <sup>11</sup> LSA, s 4(2).

<sup>&</sup>lt;sup>1</sup> SL No. 45, explanatory notes, p 1.

<sup>&</sup>lt;sup>2</sup> SL No. 45, explanatory notes, p 2.

<sup>&</sup>lt;sup>3</sup> SL No. 45, explanatory notes, p 1.

<sup>&</sup>lt;sup>4</sup> SL No. 45, explanatory notes, p 2.

<sup>&</sup>lt;sup>9</sup> SL No. 45, s 3.

Whether subordinate legislation has sufficient regard to the institution of Parliament depends on factors such as whether the subordinate legislation allows the sub-delegation of a power delegated by an Act only: if authorised by an Act; and in appropriate cases and to appropriate persons.<sup>12</sup>

An external document, such as the Guidelines, that is not reproduced in full in subordinate legislation may not come to the attention of the Legislative Assembly. In such circumstances, it may be argued that the document (and the process by which it is incorporated into the legislative framework) has insufficient regard to the institution of Parliament.

When considering whether it is appropriate for such matters to be dealt with by an external document, committees typically take into account the importance of the subject matter dealt with and matters such as the practicality or otherwise of including those matters entirely in subordinate legislation.<sup>13</sup>

The Guidelines are one of 10 documents currently identified in Schedule 16 of the RRA, all of which are said to have been published by QRIDA, and 6 of which (including the Guidelines) are said to be available on QRIDA's website.

The explanatory notes do not acknowledge any potential breach of fundamental legislative principle and do not include commentary on why the Guidelines were not included in SL No. 45.<sup>14</sup>

The Guidelines include information such as:

- eligibility requirements for funding applicants (who must be 'primary producers'<sup>15</sup>)
- restrictions on the purposes for which grant funding can be applied
- information on the administrative process an applicant must follow to apply for a grant, details on when the program will end and a statement that 'penalties apply for providing false and misleading information'<sup>16</sup>
- information on how applications will be assessed and decided, including that QRIDA will assess complete applications, approved applicants will receive a written grant offer and approvals may be conditional
- information on funding arrangements, including a requirement that approved applicants 'enter into a legally binding letter of offer'<sup>17</sup>
- information on how QRIDA may deal with fraudulent applications, including that the provision of false and misleading information and documents is an offence and penalties may be applied under the *Rural and Regional Adjustment Act 1994* (RRA Act)<sup>18</sup>
- conflicts of interest declaration requirements, which could affect the awarding or performance of an agreement.

- <sup>14</sup> SL No. 45, explanatory notes, p 3.
- <sup>15</sup> A 'primary producer' is defined in the Guidelines to include, amongst others, specified sole traders (QRIDA, Guidelines, 11, p 4).
- <sup>16</sup> QRIDA, Guidelines, 5.5, p 2.
- <sup>17</sup> QRIDA, Guidelines, 7, p 3; the 'letter of offer' is also referred to as an 'agreement', which will include 'undertakings relevant to disclosure of the approval, agreed set of milestones and reporting requirements, including a completion report'.
- <sup>18</sup> QRIDA, Guidelines, 8, p 3; in cases of fraud, QRIDA may instigate inquiries and review of applications and funding that are suspicious, refer suspected fraud to law enforcement agencies and pursue the recovery of funds.

<sup>&</sup>lt;sup>12</sup> LSA, s 4(5)(e).

<sup>&</sup>lt;sup>13</sup> Office of the Queensland Parliamentary Counsel (OQPC), *Fundamental Legislative Principles: the OQPC Notebook*, p 170.

#### 3.3 Explanatory notes

The explanatory notes do not acknowledge any potential breach of fundamental legislative principle. Neither do they include commentary on why the Guidelines were not included in full in the subordinate legislation.<sup>19</sup> Aside from these issues, the explanatory notes comply with part 4 of the LSA.

On 8 May 2022, the committee wrote to DAF, seeking clarification on:

- when the Guidelines were made publicly available, and any reasons for the delay in their publication
- why the potential breach of fundamental legislative principle was considered appropriate in this circumstance.

On 12 May 2022, DAF advised that as an Australian Government scheme, SL No. 45, does not have the same regulatory requirements as Queensland Government schemes under s 11(1)(3) of the RRA, with the RRA requiring that the name of an Australian Government scheme be set out in the regulation, with the guidelines available on QRIDA's website.<sup>20</sup>

DAF stated that referring to guidelines for Australian Government schemes had precedent. DAF stated the explanatory notes to the Rural and Regional Adjustment Amendment Regulation (No. 5) 2011 stated, in relation to the Commonwealth Subsidised Interest Rate Scheme for Pastoralists and Service Businesses Involved in Live Cattle Export to Indonesia, that:

The specific detail of the scheme is not set out prescriptively in the subordinate legislation as section 23(2) of the Statutory Instruments Act 1992 is relied upon to adopt the provisions of the policy guidelines as they apply from time to time. Specific details of the scheme are contained in the policy guidelines which can be found at the following website: www.daff.gov.au (a federal website).<sup>21</sup>

DAF considered that, given the above, there was no breach of fundamental legislative principle as the scheme is an Australian Government scheme, meaning SL No. 45 should not be considered a subdelegation of State power under the RRA.

DAF advised its intention was to publish the Guidelines on QRIDA's website on the same day SL No. 45 was given Assent by the Governor in Council, with the relevant Federal and State Ministers to give a simultaneous joint statement. DAF stated that the Australian Government caretaker period, and the change of Australian Government, delayed the announcement of the scheme.<sup>22</sup>

DAF advised that the Guidelines were published on QRIDA's website on 14 July 2022, and that applications for assistance under the scheme could only be received by QRIDA once the Guidelines has been published.<sup>23</sup>

### Committee comment

The committee recognises that, in some instances, it is appropriate for guidelines (or other documents) to be in a document external to subordinate legislation. It is important that these documents are readily available to the Parliament so it can undertake its responsibilities with regard to the scrutiny of subordinate legislation. It is also important that these documents are readily available to members of the public.

For this reason, the committee recommends that DAF take steps to ensure that supporting documents are available (through tabling or other means) at the same time the subordinate legislation is tabled,

<sup>&</sup>lt;sup>19</sup> SL No. 45, explanatory notes, p 3.

<sup>&</sup>lt;sup>20</sup> Department of Agriculture and Fisheries, correspondence, 12 May 2022, p 1.

<sup>&</sup>lt;sup>21</sup> Department of Agriculture and Fisheries, correspondence, 12 May 2022, pp 1-2.

<sup>&</sup>lt;sup>22</sup> Department of Agriculture and Fisheries, correspondence, 12 May 2022, p 2.

<sup>&</sup>lt;sup>23</sup> Department of Agriculture and Fisheries, correspondence, 12 May 2022, p 2.

so that Parliament can undertake its scrutiny function and understand the full effect of legislation. In cases where this is not possible, an explanation should be provided.

#### Recommendation

That the Department of Agriculture and Fisheries take steps to ensure that supporting documents are available (through tabling or other means) at the same time the subordinate legislation is tabled, so that Parliament can undertake its scrutiny function and understand the full effect of legislation. In cases where this is not possible, an explanation should be provided.

#### 3.4 Compatibility with human rights

The committee is satisfied that SL No. 45 is compatible with human rights.

#### 3.4.1 Human rights certificate

The human rights certificate tabled with the regulation provides a sufficient level of information to facilitate understanding of the subordinate legislation in relation to its compatibility with human rights.

# 4 Water (Fee Unit Conversion) Amendment Regulation 2022 – SL No. 60

#### 4.1 Overview

In 2021, the *Acts Interpretation Act 1954* (AI Act) was amended to introduce a fee unit model 'to streamline the annual process of indexing regulatory fees'.<sup>24</sup> Under the AI Act, the amount of a fee is the number of dollars obtained by multiplying the value of a fee unit by the number of fee units. The AI Act provides that the value of a fee unit is \$1 unless another amount is prescribed.<sup>25</sup>

The objectives of the Water (Fee Unit Conversion) Amendment Regulation 2022 (SL No. 60) are to:

- convert regulatory fees and charges under the Water Regulation 2016 from dollars to fee units, for fees associated with the allocation, supply or taking of water and payable to the chief executive of the Department of Regional Development, Manufacturing and Water
- make minor and technical amendments to the Water Regulation 2016 to remove redundant requirements about water management areas and the application of relevant fees and charges.<sup>26</sup>

SL No. 60 is intended to reduce the administrative burden of amending multiple regulations each year. By referencing fee units, rather than dollars, multiple instruments can be amended simultaneously by amending a single regulation that specifies the value of a fee unit.<sup>27</sup>

SL No. 60 maintains the value of prescribed fees by replacing the current dollar values with the equivalent fee unit. The current fee unit is one dollar. From 1 July 2022, the value of a fee unit will be \$1.025.<sup>28</sup>

### 4.2 Consistency with fundamental legislative principles

No issues of fundamental legislative principle were identified.

### 4.3 Explanatory notes

The explanatory notes comply with part 4 of the Legislative Standards Act 1992.

<sup>&</sup>lt;sup>24</sup> Debt Reduction and Savings Bill 2021, explanatory notes, p 1.

<sup>&</sup>lt;sup>25</sup> Acts Interpretation Act 1954, s 48C and Acts Interpretation Act 1954, s 48B.

<sup>&</sup>lt;sup>26</sup> SL No. 60, explanatory notes, p 1.

<sup>&</sup>lt;sup>27</sup> SL No. 60, explanatory notes, p 1-2.

<sup>&</sup>lt;sup>28</sup> Acts Interpretation (Fee Unit) Regulation 2022, s 2.

#### 4.4 Compatibility with human rights

The committee is satisfied that the subordinate legislation is compatible with human rights.

#### 4.5 Human rights certificate

The certificate contained a sufficient level of information to facilitate understanding of the legislation in relation to its compatibility with human rights.

# 5 Fisheries (Hammerhead Sharks) Amendment Declaration 2022 – SL No. 70

#### 5.1 Overview

Commencing on 1 July 2022, the Fisheries (Hammerhead Sharks) Amendment Declaration 2022 (SL No. 70) amends the Fisheries Declaration 2019 (Fisheries Declaration) to provide that *all* hammerhead sharks landed in Queensland must have fins naturally attached.

On the Queensland east coast commercial fishers must land hammerhead sharks with fins naturally attached.<sup>29</sup> However, this requirement does not apply to commercial fishers in the Gulf of Carpentaria until 37.5 tonnes of hammerhead sharks have been landed in a season.<sup>30</sup>

The main policy objective of SL No. 70 is 'to support sustainable management of hammerhead sharks through allowing better identification of species landed and reducing the risk of shark finning at sea and black marketing of fin product'.<sup>31</sup>

Another of SL No. 70's policy objectives is to help maintain the scalloped hammerhead shark's 'Conservation Dependent' status listing under the *Environment Protection and Biodiversity Act 1999* (Cth). If the scalloped hammerhead shark's listing is changed to 'Endangered', the species will become 'no take' nationally and fishers will be required to take all reasonable steps to avoid catching the species. To avoid downgrading the shark's listing, the Commonwealth Threatened Species Scientific Committee's management recommendation was that it be a requirement that hammerhead sharks be landed with head and/or fins naturally attached in the Gulf of Carpentaria.<sup>32</sup>

DAF conducted public consultation on the management options for scalloped hammerhead sharks in the Gulf of Carpentaria in late 2021.<sup>33</sup> This included emailing proposed management actions to commercial fishers permitted to take hammerhead sharks in the Gulf. A total of 6 responses were received. Five of the six respondents supported the implementation of a risk-based species-specific harvest strategy and regulatory changes to require fins to be naturally attached for hammerhead shark (all species) landed in the Gulf. The sixth respondent did not provide a recommendation on management action.

### 5.2 Consistency with fundamental legislative principles

### 5.2.1 Rights and liberties of individuals – ordinary activities

SL No. 70 could be considered to not have sufficient regard to fundamental legislative principles because it infringes on a person's right to conduct their business in the manner they choose.<sup>34</sup>

The explanatory notes justify the amendment to the Fisheries Declaration on the basis that:

<sup>&</sup>lt;sup>29</sup> Fisheries Declaration 2019, sch 2. There is no recreational take of hammerhead sharks in Queensland: SL No. 70, explanatory notes, p 3.

<sup>&</sup>lt;sup>30</sup> SL No. 70, explanatory notes, p 2.

<sup>&</sup>lt;sup>31</sup> SL No. 70, human rights certificate, p 1.

<sup>&</sup>lt;sup>32</sup> SL No. 70, human rights certificate, p 1.

<sup>&</sup>lt;sup>33</sup> SL No. 70, explanatory notes, p 5.

<sup>&</sup>lt;sup>34</sup> Legislative Standards Act 1992, s 4(2)(a); Office of the Queensland Parliamentary Counsel, Fundamental legislative principles: the OQPC notebook, p 118.

... the restriction is necessary to support sustainable management of hammerhead sharks and help maintain the scalloped hammerhead shark's 'Conservation Dependent' listing. This is achieved through allowing better identification of species landed and reducing the risk of shark finning at sea and unlawful possession and sale of fin product, and through directly implementing the TSSC's recommendation. Further, these amendments do not interfere with commercial fishers' authority to take hammerhead sharks. They must merely comply with the form requirement for the possession of those sharks. This requirement is already in place for the east coast fisheries that take hammerhead sharks in Queensland.<sup>35</sup>

# 5.2.1.1 Committee comment

The committee is satisfied that SL No. 70 has sufficient regard to the rights and liberties of individuals, given the objective to sustainably manage and avoid scalloped hammerhead sharks becoming endangered, and that the regulation will standardise the form in which commercial fishers are permitted to land hammerhead sharks across Queensland.

### 5.3 Explanatory notes

The explanatory notes comply with part 4 of the *Legislative Standards Act 1992*.

# 5.4 Compatibility with human rights

The committee is satisfied that the subordinate legislation is compatible with human rights.

One potential limitation on human rights is discussed below.

# 5.4.1 Property rights

People must not be arbitrarily deprived of their property.<sup>36</sup> As noted in the human rights certificate, 'Deprivation of property is not limited to physical dispossession of property and can take the form of any interference with the use, enjoyment or exploitation of private property.'<sup>37</sup>

The Minister is of the view that SL No. 70 'minorly' limits property rights by restricting how a licenceholder who has taken a hammerhead shark in the Gulf of Carpentaria can use and exploit that personal property.<sup>38</sup>

The human rights certificate sets out the purpose of the limitation on property rights:

The purpose ... is to support the sustainable management of hammerhead sharks through allowing better identification of species landed and reducing the risk of shark finning at sea and black marketing of fin product.

[SL No. 70] is also proposed to help maintain the scalloped hammerhead shark's 'Conservation Dependent' status listing under the EPBC Act by implementing the TSSC's recommendation to require hammerhead sharks be landed with head and/or fins naturally attached in the Gulf of Carpentaria. This will maintain industry access to hammerhead sharks.<sup>39</sup>

In relation to balancing the purpose of the limitation and preserving the human right, the Minister states:

The pressing need to support sustainable management of hammerhead sharks and maintain the scalloped hammerhead shark's 'Conservation Dependent' status listing under the EPBC Act outweighs the limited impacts on licence-holders as they remain fully able to take hammerhead sharks under the relevant licence. [SL No. 70] merely requires licence-holders to not remove fins from hammerhead sharks

<sup>&</sup>lt;sup>35</sup> SL No. 70, explanatory notes, pp 4-5.

<sup>&</sup>lt;sup>36</sup> HRA, s 24(2).

<sup>&</sup>lt;sup>37</sup> SL No. 70, human rights certificate, p 2. See also A Pound and K Evans, *Annotated Victorian Charter of Rights*, 2nd ed, Lawbook Co, 2019, p 184.

<sup>&</sup>lt;sup>38</sup> SL No. 70, human rights certificate, p 2.

<sup>&</sup>lt;sup>39</sup> SL No. 70, human rights certificate, p 3.

whilst on a boat. They remain able to do this, and otherwise exercise all relevant property rights in relation to a hammerhead shark, once it has been landed.<sup>40</sup>

#### 5.5 Human rights certificate

The certificate contained a sufficient level of information to facilitate understanding of the legislation in relation to its compatibility with human rights.

# 6 Fisheries (Coral) Amendment Declaration 2022 – SL No. 76

#### 6.1 Policy Overview

The objectives of the Declaration (SL No. 76) which commenced on 1 July 2022, are to:

- support the sustainable management of coral stocks in Queensland by restricting the commercial take of Convention on International Trade in Endangered Species (CITES) listed corals and certain other corals at a species and genus level
- maintain the Queensland Coral Fishery's (QCF's) Wildlife Trade Operation (WTO) approval to export coral (WTO export approval).<sup>41</sup>

SL No. 76 proposes to support the sustainability of coral stocks in Queensland by:

... distributing the pressure of commercial take across a broad range of coral species. Distributing this pressure will ensure that high-value corals are not targeted to a point that their sustainability is compromised. This will ensure that corals continue to be sustainably harvested into the future.<sup>42</sup>

The international marine aquarium market is important to commercial coral fishers because the majority of take is exported. If the WTO conditions of approval are not met, the Commonwealth Minister for the Environment could revoke the WTO export approval.<sup>43</sup> SL No. 76 will help maintain the QCF's WTO export approval because it implements a condition of approval that requires that DAF introduce harvest limits for specified coral species before the start of the 2022-23 fishing season.<sup>44</sup>

SL No. 76 also removes several redundant transitional provisions.<sup>45</sup>

Public consultation on the proposed management changes occurred and included the publication of a discussion paper, and question and answer sessions with QCF licence holders. A total of 24 individual responses were received. Submitters expressed 'unanimous concerns about the impact of the WTO export approval conditions on business viability'.<sup>46</sup>

The Marine Aquarium Fish Fishery and Coral Fishery Working Group (the working group) discussed the WTO export approval conditions at meetings in late 2021 and early 2022. The working group recommended that key coral species be managed by allocation of individual transferable quota authorities. However, this approach was not considered feasible, due to the significant legislative changes and administrative processes that would be required to implement species-level quota authorities in time for the fishing season. As an interim measure, additional input controls were proposed as a way of alleviating the 'race to fish' of priority species. However, no clear consensus could be reached by industry and therefore are not being progressed.<sup>47</sup>

<sup>&</sup>lt;sup>40</sup> SL No. 70, human rights certificate, p 4.

<sup>&</sup>lt;sup>41</sup> SL No. 76, explanatory notes, p 1. This approval was granted by the Commonwealth Minister for the Environment under the Environment Protection and Biodiversity Conservation Act 1999 (Cth).

<sup>&</sup>lt;sup>42</sup> SL No. 76, explanatory notes, p 2.

<sup>&</sup>lt;sup>43</sup> SL No. 76, explanatory notes, pp 1, 2.

<sup>&</sup>lt;sup>44</sup> SL No. 76, human rights certificate, p 1.

<sup>&</sup>lt;sup>45</sup> SL No. 76, explanatory notes, p 2.

<sup>&</sup>lt;sup>46</sup> SL No. 76, explanatory notes, p 5.

<sup>&</sup>lt;sup>47</sup> SL No. 76, explanatory notes, p 5.

The explanatory notes, state that 'The preferred option, as progressed in this Amendment Declaration, is the most balanced option'.<sup>48</sup>

### 6.2 Consistency with fundamental legislative principles

### 6.2.1 Rights and liberties of individuals – ordinary activities

SL No. 76 could be considered to not have sufficient regard to fundamental legislative principles because it infringes on a person's right to conduct their business in the manner they choose as it reduces the quantity of high value corals that may be taken.<sup>49</sup> The explanatory notes state that the potential breach is justified because it:

... is necessary to support the sustainable management of coral stocks in Queensland and help maintain the QCF's WTO export approval. ... Further, whilst the total value of the catch and quota authorities may be decreased by reducing the quantity of high-value species that may be taken, this restriction is necessary to ensure that individual coral species and genera are not overharvested and remain sustainably managed and to maintain the ability to export coral taken under those authorities.<sup>50</sup>

The explanatory notes also relevantly state: 'that to not make the amendment would risk the WTO export approval being revoked, which would significantly impact this primarily export fishery'.<sup>51</sup>

### 6.2.1.1 Conclusion

The committee is satisfied that SL No. 76 has sufficient regard to the rights and liberties of individuals.

### 6.3 Explanatory notes

The explanatory notes comply with part 4 of the *Legislative Standards Act 1992*.

#### 6.4 Compatibility with human rights

The committee is satisfied that the subordinate legislation is compatible with human rights.

One potential limitation on human rights is discussed below.

### Property rights

People must not be arbitrarily deprived of their property.<sup>52</sup>

SL No. 76 could be considered to limit a person's right not to be arbitrarily deprived of their property because it affects the possible value of the commercial fisher's quota allocation by reducing the quantity of high value corals that may be taken.<sup>53</sup>

In balancing the purpose of the limitation and the importance of preserving the human right, the human rights certificate states:

The pressing need to support sustainable management of coral stocks in Queensland and maintain the QCF's WTO export approval outweighs the limited impact on licence-holders. Whilst the value of quota authorities may be decreased by reducing the quantity of high value species that may be taken, this restriction is necessary to ensure that individual coral species and genera are not overharvested and remain sustainably managed, and to maintain the ability to export coral taken under those authorities.<sup>54</sup>

- <sup>53</sup> SL No. 76, human rights certificate, p 3.
- <sup>54</sup> SL No. 76, human rights certificate, p 4.

<sup>&</sup>lt;sup>48</sup> SL No. 76, explanatory notes, p 5.

<sup>&</sup>lt;sup>49</sup> Legislative Standards Act 1992, s 4(2)(a); Office of the Queensland Parliamentary Counsel, Fundamental legislative principles: the OQPC notebook, p 118, SL No. 76, explanatory notes, p 4.

<sup>&</sup>lt;sup>50</sup> SL No. 76, explanatory notes, p 4.

<sup>&</sup>lt;sup>51</sup> SL No. 76, explanatory notes, p 4.

<sup>&</sup>lt;sup>52</sup> HRA, s 24(2).

#### 6.5 Human rights certificate

The human rights certificate tabled with the subordinate legislation provides a sufficient level of information to facilitate understanding of the subordinate legislation in relation to its compatibility with human rights.

C. Whiting

Chris Whiting MP Chair August 2022

#### State Development and Regional Industries Committee

Chair Deputy Chair Members Mr Chris Whiting MP, Member for Bancroft Mr Jim McDonald MP, Member for Lockyer Mr Michael Hart MP, Member for Burleigh Mr Robbie Katter MP, Member for Traeger Mr Jim Madden MP, Member for Ipswich West Mr Tom Smith MP, Member for Bundaberg