

25 June 2026

Committee Secretariat
Primary Industries and Resources Committee
Parliament House
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BRISBANE QLD 4000

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**CCAA submission to Primary Industries and Resources Committee on the
State Development and Public Works Organisation (Critical Minerals) and Other
Legislation Amendment Bill 2026**

Dear Committee Members

Cement, Concrete & Aggregates Australia (CCAA) broadly supports the *State Development and Public Works Organisation (Critical Minerals) and Other Legislation Amendment Bill 2026* (Bill).

CCAA has consistently engaged with government and industry stakeholders over an extended period to highlight that the quarrying sector's ability to meet the State's growing infrastructure demand – especially in South-East QLD (SEQ) - is severely constrained by production capacity. The issue is not a lack of available mineral resources or reserves; rather, it is the sector's ability to access and develop production capacity in a timely manner.

For this reason, CCAA has long advocated for targeted State interventions of the kind proposed in this Bill to optimise quarry production. We consider this legislation to be an important and welcome step towards addressing a critical constraint on the delivery of essential infrastructure across Queensland.

However, while we strongly support the intent of the Bill, we raise the following matters for consideration to ensure the legislation achieves its objectives and provides certainty for both the quarrying industry and government.

About the CCAA

CCAA is the voice of the heavy construction materials industry in Australia.

CCAA members produce the majority of Australia's cement, concrete, and aggregates, which are crucial to Australia's building and construction sectors. These materials support the development of our nation's transport, energy, water, housing, defence, and social infrastructure.

Nationally, the industry contributes¹ \$20.7 billion to GDP and supports 112,970 jobs, and in Queensland, the industry contributes \$3.35 billion in GSP and 14,860 jobs.

¹ Economic_Contribution_of_the_CCA_Industry_in_Australia_Report

Construction material supply is a State economic interest

Quarry products - including hard rock, sand and gravel - are essential inputs to Queensland's economy and the delivery of the infrastructure needed to support a growing population.

They underpin:

- Transport infrastructure;
- Energy and utilities;
- Public infrastructure;
- Housing construction; and
- Private sector development.

Unlike many construction inputs, quarry materials are location-dependent, finite and cannot be economically substituted at scale. Their proximity to markets directly influences construction costs, infrastructure delivery, transport emissions and housing affordability.

Accordingly, protecting and efficiently developing strategically located extractive resources is a matter of enduring State economic significance.

Economic consequences of constrained local supply

When local quarry supply cannot keep pace with demand, construction materials must be sourced from increasingly distant locations, increasing costs across both public and private construction.

CCAA analysis demonstrates that:

- Increasing aggregate haul distances by 45–75 kilometres increases aggregate costs by 29–48%;
- Aggregates account for around 45% of total concrete production costs;
- This increases concrete prices by approximately 13–22%; and
- Concrete costs rise from around \$330/m³ at a 20 km haul distance to approximately \$401/m³ at 95 km.

These cost increases compound across major infrastructure and residential developments. Large transport projects alone require millions of tonnes of aggregates and concrete, meaning relatively small increases in unit costs translate into substantial additional expenditure for government and ultimately taxpayers.

Greater haul distances also increase heavy vehicle movements, fuel consumption, greenhouse gas emissions, road maintenance costs and community impacts.

Maintaining adequate, proximate supplies of construction materials is therefore fundamental to delivering infrastructure efficiently, maintaining budget discipline and supporting housing affordability.

This imperative is heightened by the Queensland Government's substantial investment in Olympic infrastructure, housing delivery and regionally significant projects.

The structural supply gap in South East Queensland

Independent analysis prepared for CCAA by Macromonitors (September 2025) (**Attachment 1**) identifies an emerging structural shortfall in hard rock quarry supply across SEQ.

The analysis found:

- Existing approved quarry production capacity is approximately 23.8 million tonnes per annum (Mtpa); and

- Demand is projected to reach approximately 26 Mtpa by 2032, with subsequent discussions with Transport and Main Roads indicating this forecast is likely to be conservative.

This points to an emerging supply deficit of more than 2 Mtpa before accounting for reserve depletion, accelerated project delivery or additional infrastructure commitments.

Importantly, this is not a resource availability issue. Queensland has decades of identified quarry reserves. The challenge is ensuring those resources can be brought into production through timely, predictable and efficient planning and approval processes.

Two structural constraints are driving the emerging shortfall.

First, over the past decade, several strategically important greenfield quarries and brownfield expansion projects have either not been approved, experienced prolonged assessment timeframes or been delayed by planning, land use and environmental constraints. Had these projects proceeded in a timely manner, the SEQ market would be considerably better positioned to meet forecast demand.

Second, production across many existing quarries is constrained by development approval (DA) production caps imposed by local governments under historical planning assumptions. In many cases these limits no longer reflect contemporary population growth, infrastructure demand, available reserves or the strategic importance of construction materials to the State economy.

CCAA strongly supports initiatives that responsibly maximise production from existing brownfield quarry operations. However, obtaining amendments to historical production caps through individual local government approval processes is often lengthy, uncertain and costly, even where no expansion of the approved disturbance footprint is proposed.

The industry therefore supports practical State Government mechanisms that provide a more efficient pathway for increasing production from existing quarry operations, while maintaining appropriate environmental protections and operational safeguards.

Proposed amendments to the Bill

CCAA's proposed amendments to the Bill can be grouped into three categories:

- Clarification of scope – these are amendments proposed to clarify the scope of the 'prescribed project' and 'State strategic project' thresholds and associated powers under the Bill to ensure that they capture quarries which provide construction materials to other projects or State objectives. These are addressed in items 1 to 5 of Schedule 1.
- Operational changes – these are amendments proposed to operational aspects of the Bill. These are addressed in items 6 and 7 of Schedule 1.
- Production cap concessions – these are proposed new powers not currently provided for in the Bill which the CCAA considers would be of substantial benefit to the industry and the State. These are addressed below.

Production cap concessions

Demand for quarry aggregate resources is spiking and will continue to spike in specific parts of the State at the regional and sub-regional level. Industry experience is that seeking even a modest uplift to a production cap on a DA or an Environmental Authority (EA) can become complicated by local politics, which results in a delay or failure to bring much needed aggregates to market. This can mean much longer haul distances are required to service a local demand spike, increasing road use and dramatically increasing the cost to the consumer.

These delays and cost spikes are already threatening the timelines and budgets for projects that are critical to the States objectives. That trend will only continue as demand intensifies.

The industry is concerned that the current pathways available to increase production caps are too slow and too uncertain to allow the industry to respond to local spikes in demand from projects that achieve the State's objectives or regionally significant projects.

Area-wide declarations

Where the Coordinator-General sees a local, sub-regional or regional spike in quarry aggregate resource demand for projects that achieve the State's objectives or regionally significant projects, the Coordinator-General should be empowered to declare an area-wide conditional production cap concession of a 20% increase for each quarry in the declaration area despite anything to the contrary in a DA, an EA, the Planning Act or the EP Act.

The Coordinator-General should be empowered to condition the production cap concession as appropriate. For example, the Coordinator-General could make a concession subject to a condition that a quarry within the declaration area must first demonstrate to the Coordinator-General's satisfaction that it can increase its production under the concession without giving rise to unacceptable environmental or traffic impacts.

It may be that quarries within the declaration area would also be required to demonstrate that meeting the increase would not give rise to unacceptable environmental or traffic implications.

Project-specific declarations

Similarly, a quarry operator experiencing a demand spike from projects that achieve the State's objectives or regionally significant projects should be entitled to seek a project-specific production cap concession of up to a 20% increase without the need for public notification or an Material Change of Use (MCU) pathway.

Each applicant would be required to demonstrate to the Coordinator-General's satisfaction that the increase would not have any unacceptable environmental or traffic impacts. Once satisfied, the Coordinator-General should be empowered to increase the quarry's production cap by up to 20% despite anything in a DA, EA, Planning Act or EP Act.

Further, where a quarry operator demonstrates, through the operation of a temporary production cap concession, that the increased production can be achieved without unacceptable environmental or traffic impacts, the Coordinator-General should be empowered to recommend that the uplift be made permanent through a streamlined approval pathway. This would allow proven and responsibly managed brownfield capacity to remain available to the market, reducing future supply constraints and avoiding unnecessary duplication of assessment processes.

Conclusion

We would welcome the opportunity to address the committee further in respect of these matters.

For any further engagement with CCAA please contact Mr David Rynne, QLD State Director, at david.rynne@ccaa.com.au or on

Your sincerely

MICHAEL KILGARIFF
Chief Executive Officer

Attachments:

Schedule 1 – Proposed Amendments (overleaf)

Attachment 1 – Assessment of quarry capacity in South East QLD – Sept 2025 (separate)

Schedule 1: Proposed amendments

Item	Current Drafting	Proposed Amendment	Explanation
PART 1 – Clarifications			

1. 76A Purposes of part <i>The purposes of this part are—</i> (a) <i>to recognise, promote and enable the development of projects of significance to the State or a region; and</i> (b) <i>to prioritise the development of projects mentioned in paragraph (a) that are—</i> (i) <i>critical or essential for the State for economic, environmental or social reasons; or</i> (ii) <i>a high priority for the State because the projects will, or are likely to, significantly contribute to the achievement of the Queensland Government's economic, environmental or social objectives for the State or a region;</i> ...	76A Purposes of part <i>The purposes of this part are—</i> (a) <i>to recognise, promote and enable the development of projects of significance to the State or a region; and</i> (b) <i>to prioritise the development of projects mentioned in paragraph (a) that are—</i> (i) <i>critical or essential for the State for economic, environmental or social reasons; or</i> (ii) <i>a high priority for the State because the projects will, or are likely to:</i> (A) <i>provide aggregate resources to other projects or industries that are economically or socially significant to the State or a region; or</i> (B) <i>significantly contribute to the achievement of the Queensland Government's economic, environmental or social objectives for the State or a region;</i> ... XX aggregate resources means extractive resource, quarry material, construction material or industrial mineral including hard rock, crushed rock, sand, gravel, limestone, construction stone, clay, shale, road base material, railway ballast and any similar	We have proposed amendments to this section which seek to explicitly clarify the scope of a prescribed project declaration and State strategic project declaration to extend to a quarry which supplies construction materials to projects that are economically or socially significant to the State or the region. This amendment recognises the critical importance of quarries in supplying materials to other key projects which are of State significance. <u>It is required to demonstrate that whilst an individual quarry of itself may not be seen as economically or socially significant, it's integral role in supplying materials to projects which are economically or socially significant to the State or region requires the ability to rely on these powers to ensure timely completion of other prescribed projects and State strategic projects.</u>
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Item	Current Drafting	Proposed Amendment	Explanation
		<u>naturally occurring material used principally for construction, infrastructure, manufacturing or industrial purposes.</u>	
2.	76E Declaration of prescribed project (1) The Minister may declare any of the following (each a project) to be a prescribed project— ... (d) another project the Minister considers— (i) is economically or socially significant to the State or the region in which the project is to be undertaken; or (ii) affects an environmental interest of the State or a region. ...	76E Declaration of prescribed project (1) The Minister may declare any of the following (each a project) to be a prescribed project— ... (c) another project the Minister considers— (i) is economically or socially significant to the State or the region in which the project is to be undertaken; (ii) <u>provides aggregate resources to other projects or industries that are economically or socially significant to the State or a region; or</u> (iii) affects an environmental interest of the State or a region. ...	See item 1 above.

Item	Current Drafting	Proposed Amendment	Explanation
3.	76EB Declaration of State strategic project (1) <i>This section applies if the Minister considers the undertaking of a project that is or is proposed to be a prescribed project is—</i> (a) <i>critical or essential for the State for economic, environmental or societal reasons; or</i> (b) <i>a high priority for the State because the project will, or is likely to, significantly contribute to the achievement of the Queensland Government's economic, environmental or social objectives for the State or a region.</i> ...	76EB Declaration of State strategic project (1) <i>This section applies if the Minister considers the undertaking of a project that is or is proposed to be a prescribed project is—</i> (a) <i>critical or essential for the State for economic, environmental or societal reasons; or</i> (b) <i>a high priority for the State because the project will, or is likely to:</i> (i) <i>provide aggregate resources to other projects or industries that are economically or socially significant to the State or a region; or</i> (j) <i>significantly contribute to the achievement of the Queensland Government's economic, environmental or social objectives for the State or a region.</i> ...	See item 1 above.

Item	Current Drafting	Proposed Amendment	Explanation
4.	76RH Modification order (1) <i>A regulation may prescribe that a stated provision of an Act (the modified provision) that, but for this division, would apply to undertaking a State strategic project, or provide for a State strategic project to be undertaken—</i> (a) <i>does not apply in relation to the State strategic project; or</i> (b) <i>applies in relation to the State strategic project with stated modifications.</i>	76RH Modification order (1) <i>A regulation may prescribe that a stated provision of an Act or approval (the modified provision) that, but for this division, would apply to undertaking a State strategic project, or provide for a State strategic project to be undertaken—</i> (a) <i>does not apply in relation to the State strategic project; or</i> (b) <i>applies in relation to the State strategic project with stated modifications.</i>	<u>This amendment is proposed to expressly provide that a modification order can be made to an approval for a State strategic project, such as a condition of an environmental authority or development approval.</u> This would provide the power for an immediate relaxation of production caps for strategically located quarries in circumstances where there is an urgent need to increase construction material supply to meet a critical State significant project or objective. We consider that this amendment is consistent with the intent of the modification order power as proposed. We note that under the <i>Acts Interpretation Act 1954</i> an 'Act' includes a 'statutory instrument', which under the <i>Statutory Instruments Act 1992</i> includes a document of a public nature that unilaterally affect the rights or liabilities of others. Development approvals and environmental authorities are therefore likely already within the scope of an 'Act' under the current drafting. Nevertheless, we consider the proposed amendments necessary to provide sufficient clarity.

5.	76RI Restriction on Minister recommending order (1) <i>The Minister may recommend to the Governor in Council the making of a modification order for a State strategic project only if the Minister is satisfied—</i> (a) <i>having regard to the reason the project was declared to be a State strategic project, it is in the interests of the State that decision-making processes for the project proceed without unnecessary or unreasonable impediment; and</i> (b) <i>The order is necessary—</i> (i) <i>to prevent or reduce duplication of a process or requirement applying to the project; or</i> (ii) <i>to exclude or modify a process or requirement applying to the project that does not provide or appropriately provide for a project of that kind;</i> ...	76RI Restriction on Minister recommending order (1) <i>The Minister may recommend to the Governor in Council the making of a modification order for a State strategic project only if the Minister is satisfied—</i> (a) <i>having regard to the reason the project was declared to be a State strategic project, it is in the interests of the State that decision-making processes for the project proceed without unnecessary or unreasonable impediment; and</i> (b) <i>The order is necessary—</i> (i) <i>to prevent or reduce duplication of a process or requirement applying to the project;</i> (ii) <i>to exclude or modify a process or requirement applying to the project that does not provide or appropriately provide for a project of that kind; or</i> (iii) <i><u>to ensure the Queensland Government's economic, environmental or social objectives for the State or a region are achieved in a timely and cost-effective manner; and</u></i> ...	This amendment proposes that the limitations on the Minister recommending a modification order should be amended to <u>include a situation where the Minister considers that the order is necessary to ensure that the Government's economic, environmental or social objectives for the State or a region are achieved in a timely and cost-effective manner</u>. This would allow the Minister to issue a modification order in circumstances where it is necessary or desirable for the project (for example, a quarry) to be delivered to allow a State strategic project, a regionally significant project or the Queensland Government's economic, environmental or social objectives for the State or a region to be delivered on time or on budget.
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Item	Current Drafting	Proposed Amendment	Explanation
PART 2 – Operational changes			
6.	76L When step in notice may be given ... (2) <i>A step in notice may be given for a prescribed decision—</i> (a) <i>at any time before the decision maker makes the decision; or</i> (b) <i>if the decision maker has made, or is taken to have made, the decision—</i> (i) <i>within 10 business days after the end of the appeal or review period for the decision; or</i> (ii) <i>if an appeal or review under the relevant law about the decision has been started within the appeal or review period—within 10 business days after the appeal or review is started; or</i> (iii) <i>if the relevant law does not confer a right to appeal against, or seek a review of, the decision under the relevant law—within 10 business days after the decision is made or is taken to have been made.</i> ...	76L When step in notice may be given ... (2) <i>A step in notice may be given for a prescribed decision—</i> (a) <i>at any time before the decision maker makes the decision; or</i> (b) <i>if the decision maker has made, or is taken to have made, the decision—</i> (i) <i>within 60 business days after the end of the appeal or review period for the decision; or</i> (ii) <i>if an appeal or review under the relevant law about the decision has been started within the appeal or review period—within 60 business days after the appeal or review is started; or</i> (iii) <i>if the relevant law does not confer a right to appeal against, or seek a review of, the decision under the relevant law—within 60 business days after the decision is made or is taken to have been made.</i>	We have proposed this amendment to further open the window within which the Coordinator-General may issue a step in notice. <u>This longer timeframe may then allow the Coordinator-General to consider submissions made by the applicant prior to issuing a step-in notice.</u> Additionally, it may also allow the Coordinator-General to attend a mediation between the parties at the outset of an appeal. A further amendment should be included to empower the Coordinator-General to settle the appeal at mediation.

Item	Current Drafting	Proposed Amendment	Explanation
7.	Nil	<u>New subdivision within Division 2 of Part 5A</u> <u>Subdivision XX Consultation</u> <u>76XX A prescribed decision maker must not make a decision that would be reasonably likely to adversely impact the development or operation of a prescribed project unless the decision maker has first:</u> <u>(a) given written notice to the Minister of the proposed decision; and</u> <u>(b) consulted with the Minister about the proposed decision.</u>	The requirement to consult proposed in the Bill is limited to State strategic projects for which a State significance notice has been given. A decision to issue a State significance notice carries more implications than mere consultation. This creates a gap for prescribed projects that are not the subject of a State significance notice. A decision-maker could refuse or restrict the prescribed project without any opportunity for the Minister to intervene. We consider that all prescribed projects should be facilitated by all prescribed decision makers unless they have first consulted with the Minister. <u>This amendment would ensure the Minister is informed and consulted before any such adverse decision is made, providing a meaningful "early warning" mechanism consistent with the objects of Part 5A.</u> It would also allow a step in notice to be made <i>before</i> an adverse decision is made.