

Regulator Performance Framework 2024-25

Department of Transport and Main Roads

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Introduction

The Queensland Government's Regulator Performance Framework requires Queensland Government agencies who deliver regulatory functions to report annually on their performance against five model practices, with a focus on ensuring the policy objectives of regulation are achieved, while balancing any regulatory burden on business, including small business.

Creating a single integrated network accessible to everyone is both the vision and purpose of the Department of Transport and Main Roads (TMR).

TMR is responsible for planning, managing, and delivering an integrated transport network across road, rail, air, and sea for Queensland. It moves and connects people, places, goods, and services, safely, efficiently, and effectively across the State.

TMR administers a suite of legislation (see Appendix 1) across the areas of ministerial responsibility prescribed by Administrative Arrangements Order, being:

- Air Services
- Busways
- Land Transport and Safety
- Main Roads
- Marine Infrastructure – Project Delivery
- Maritime
- Passenger Transport
- Personalised Transport
- Ports
- Railways
- Road Safety
- Transport Infrastructure

The primary intent of transport legislation is to improve the economic, trade and regional development performance of Queensland and the quality of life of Queenslanders, by strategic planning and management of transport resources to achieve the objectives of overall transport effectiveness and efficiency.

Queensland's transport legislation establishes frameworks for planning and coordination, road safety, marine safety, marine pollution, passenger transport, waterways management, rail safety, aviation, and transport infrastructure to achieve these objectives.

To achieve regulatory settings that are proportionate to risk and avoid unnecessary burden, TMR develops regulation that is:

- evidence based (using statistical data and other evidence)
- based on research and considered analysis, and
- developed in consultation with applicable government stakeholders, road user groups and transport industries.

Rigorous policy analysis is undertaken to fully identify all policy options prior to advocating for, and progressing, legislative amendments. The level of analysis undertaken by TMR is commensurate with the complexity of the problems to be solved. It includes systematic analysis of potential impacts on stakeholders, including consideration of potential impacts on human rights that may arise from the regulatory activity, and inclusion of appropriate safeguards to minimise these impacts.

All amendments are informed by targeted stakeholder consultation and, where possible, extensive data analysis to reach evidence based conclusions. A wide range of activities are undertaken to achieve comprehensive and meaningful engagement with stakeholders that assists them to understand regulatory compliance requirements.

Formal consultation mechanisms such as forums, industry groups, and national transport bodies cover both general transport matters and dedicated projects. Formal consultation plans are also developed as part of all proposed legislative amendments.

It must be acknowledged that TMR is a large and diverse department that operates across the breadth of transport functions throughout Queensland. By virtue of its size, the complexity of its service delivery obligations, and its reach across the State, its daily operation is subject to a multitude of legislative, regulatory and compliance requirements and obligations, to ensure transport services are delivered safely, efficiently, and effectively for the benefit of all Queenslanders.

TMR is also a large Queensland Government employer, with over 10,000 workers employed across the State. To support and protect the wellbeing of this large and diverse workforce, the department complies with extensive legislative, regulatory and industrial relations requirements, and workplace health and safety obligations.

This report cannot cover all regulatory and compliance actions undertaken in a year by a department the size of TMR, however it does provide representative examples of the breadth and diversity of regulatory compliance activities undertaken by TMR in the 2024-25 financial year, focussing on those activities that best reflect TMR's contribution to the five model practices of the Regulator Performance Framework.

Model Practice 1

Ensure regulatory activity is proportionate to risk and minimises unnecessary burden

Passenger Transport

TMR's Transit Security, Safety and Sustainability team (TSSS) has restructured frontline deployments, to prioritise the safety and security of passengers and public transport staff over fare compliance. This strategic shift acknowledges the increased importance of ensuring a safe public transport environment following the introduction of a reduced flat fare of 50 cents. By focusing resources on deterring antisocial and unsafe behaviour across the public transport network, TMR ensured that regulatory activity addressed the highest-risk issues impacting the travelling public's experience. This change minimised unnecessary enforcement burden while delivering greater public safety outcomes.

Rail Division

TMR's Rail Division was formally established during the 2024–25 financial year to strengthen governance and oversight of Queensland's rail network. As a newly formed division, regulatory frameworks and operational processes are still under development. During this period, Rail Division focused on foundational activities, including scoping future regulatory responsibilities and identifying priority areas for risk-based oversight.

Targeted Approved Inspection Station compliance action

TMR strengthened its commitment to proportionate regulation by applying a risk-based approach to managing non-compliance within the Approved Inspection Station network. TMR utilised a structured framework that examined factors such as the volume and frequency of non-compliance, patterns of behaviour over time, the recency of issues, and the potential safety implications. This enabled early identification of high-risk non-compliance, which was prioritised for detailed investigation and regulatory action.

Lower-risk or administrative non-compliance, where safety impacts were minimal, was instead addressed through targeted guidance and opportunities for operators to self-rectify. This approach ensured regulatory effort was focused where it delivered the greatest safety benefit, achieving an 87% reduction in non-compliance, while minimising unnecessary burden on those operators demonstrating responsible and responsive compliance behaviour.

Model Practice 2

Consult and engage meaningfully with stakeholders

Passenger Transport Contracts

The Passenger Transport Contracts section (PTC) works closely with delivery partners in relation to the contractual framework. On occasion, PTC is the conduit to provide information to delivery partners at the request of other areas within TMR who are responsible for consulting and engaging on the regulatory framework.

Should any amendments to regulations necessitate contractual amendments, PTC would then negotiate with delivery partners to ensure that any required contractual documentation is amended as needed (including the Operations Manual).

The Commercial Partnerships Team within PTC engage heavily with external stakeholders in relation to the Aviation Service Contracts, the Transport for Brisbane Service Contract, and various procurements.

These stakeholders include:

- passengers
- metropolitan and regional councils
- service delivery partners
- industry and advocacy groups
- organisations in the public transport procurement supply chain (manufacturers, energy providers, financial institutions)
- other state and federal government departments and authorities (for example, the Civil Aviation Safety Authority).

Examples of engagement include:

- annual Community Consultative Forums related to the Aviation Service Contracts.
- contract sub-committee meetings, joint working groups, and other meetings between TMR and Transport for Brisbane.
- interjurisdictional working groups on matters such as the implementation of zero and low emission buses across the eastern states.
- TMR's TSSS recently completed a community information and educational marketing program to engage with customers through social media channels.

Accessibility Reference Group

The TMR Accessibility Reference Group (ARG) is a consultative forum facilitating meaningful engagement for government, industry stakeholders, and disability sector representatives, to discuss matters regarding the accessibility of the Queensland passenger transport network for people with disability. Representation is diverse, with 12 disability sector organisations represented including peak bodies and people with lived experience.

Consultation spans across bus, rail, ferry, taxi and rideshare services. This includes seeking feedback and input on policy issues, new technology, and designs for new and upgraded vehicles, stations and precincts.

The ARG met four times in 2024-25. Some examples of topics discussed include:

- Co-design of the new Disability Action Plan for passenger transport services 2025–28
- The Wave rail project
- Zero Emissions Bus program
- New Translink App
- Queensland Train Manufacturing Program
- New Albion Station

Rail Division

Rail Division was established during the 2024–25 financial year to strengthen governance and oversight of Queensland’s rail network. As a newly formed division, regulatory frameworks and operational processes are still under development. Initial engagement occurred with internal stakeholders and key rail industry representatives to inform the development of Rail Division’s governance approach. Broader consultation will be implemented as regulatory frameworks progress.

Transport Operations (Marine Safety) Legislation Amendment Regulation 2024

In implementing mandated lifejacket-wearing during specific high-risk boating activities, as introduced in the *Transport Operations (Marine Safety) Legislation Amendment Regulation 2024*, TMR’s Maritime Safety Queensland (MSQ) engaged meaningfully with stakeholders by delaying enforcement, establishing a long education-first grace period from 1 December 2024 to 1 July 2025. This extensive period was utilised to work directly with the boating community, ensuring they had sufficient time to understand the transition to the new life-saving standards before any penalties for non-compliance commenced.

The Noosa River Management Plan

MSQ conducted extensive engagement and consultation processes from 2021 onwards, to develop a plan to address safety, access and environmental issues resulting from congestion in the Noosa River. This included an extended period of broad stakeholder consultation through the locally based Noosa River Stakeholder Advisory Committee (NRSAC).

The NRSAC was co-chaired by the General Manager MSQ and the Chief Executive Officer, Noosa Shire Council, with membership that included key community representatives across sectors of river use including community, recreational boating, commercial operators, fishing, tourism and the environment.

Following the comprehensive options development process, the NRSAC endorsed MSQ's proposed reforms which were then submitted for public consultation during December 2022 and January 2023 over a six-week period.

The results of the consultation informed the development of the Noosa River Management Plan (the Noosa River Plan).

The roll out of the Noosa River Plan commenced in 2023, with priority initiatives to lay the groundwork for upcoming legislative changes, and included reduced speed limit zones, anchored vessels safety risk surveys and ship-sourced pollution audits. The implementation of anchoring restrictions, introduced under the *Transport Operations (Marine Safety) Regulation 2012*, commenced in July 2024.

The staged approach to delivery provided an extended period for stakeholders to prepare for changes. MSQ actively listened to the Noosa community and made targeted adjustments during the implementation of the Noosa River Plan, based on consultation with local residents and stakeholders.

The final stage of the Noosa River Plan will introduce 28-day anchoring restrictions in any financial year, to ensure the longer-term management of boating activities in the Noosa River.

Communication with the public has been an important part of the roll-out of the Noosa River Plan, with each stage supported by media releases, social media, and regular updates on MSQ's website, including development of, and public access to, maps, as stages were being implemented.

Model Practice 3

Provide appropriate information and support to assist compliance

Passenger Transport

Translink Customer Liaison Officers, Busway Safety Officers, and Senior Network Officers, are on the ground with TMR's customers actively supporting them with service information and ensuring safety and ticketing compliance. TMR issues warning notices to first time offenders as an educational tool so that passengers can understand requirements when using the public transport network.

TMR's TSSS team engages with schools and community groups through educational programs to ensure opportunities for a two-way flow of information, including feedback on how revenue protection is managed by TMR. TSSS recently completed a community information and educational marketing program to engage with customers through social media channels.

Rail Division

Rail Division was established during the 2024–25 financial year to strengthen governance and oversight of Queensland's rail network, with regulatory frameworks and operational processes still under development. No compliance activities were required in 2024–25. Planning is underway to establish clear guidance and support mechanisms for regulated entities in future years.

Online training for Approved Inspection Station industry participants

To enhance understanding and compliance with legislative obligations for Approved Inspection Station industry participants, TMR partnered with TAFE Queensland to implement a comprehensive training reform. This was an evidence-based intervention, responding to non-compliance trends in audits and a high volume of complaints. To assist compliance without imposing immediate costs the training was fully subsidised for existing industry participants who were given 6 months to complete the training.

In September 2024 the *Transport Operations (Road Use Management—Accreditation and Other Provisions) (AIS approvals) Amendment Regulation 2024* mandated this training. The introduction of this training enhanced the information given to industry, to directly assist compliance. The training received strong industry engagement and has been completed by over 6,000 industry participants.

Road safety campaigns

The StreetSmarts program, which includes advertising campaigns, sponsorships and engagement, uses an evidence-based approach to find ways to educate the community to make safer decisions on Queensland roads.

Mass social marketing campaigns are designed to inform and educate all road users on important road safety issues, improve compliance, and ultimately reduce crashes and road trauma in Queensland.

The ‘No excuse for speeding’ campaign was developed to tackle dangerous misconceptions and frivolous excuses for speeding by highlighting its negative consequences, and to discourage dangerous driving, particularly among risk-taking young male drivers in regional Queensland.

The ‘In your hands’ drink-driving campaign was re-run to remind Queenslanders never to drive if they have been drinking.

To reach motorcyclists, StreetSmarts ran the ‘How’s your ride craft?’ campaign, educating this vulnerable cohort to hone their motorcycle safety knowledge.

StreetSmarts’ ‘Always On Social Media’ campaign promoted road safety and compliance messaging to Queenslanders, particularly young people, throughout the year.

The ‘Always-on’ outdoor road safety campaign aimed to discourage dangerous driving behaviours by providing localised road safety reminders and solutions to Queensland road users while in their vehicles, on the road.

Model Practice 4

Commit to continuous improvement

Passenger Transport - Translink's public face – Customer Liaison Officers, Busway Safety Officers, and Senior Network Officers

As part of staff induction processes, officers are trained in, and receive documentation about, safe working practices and procedures including:

- standard operating procedures to provide detailed information to assist staff on their shift to ensure the safety of themselves and network customers
- shift instructions provided to staff, particularly for locations with service changes or for focus areas including the Cultural Centre and Queen Street Busway stations
- situational awareness training for the Busway team as part of ongoing personal safety training, reviewed and improved yearly
- reporting protocols for conflict escalation points with Busways Operation Centre, the QPS and duty managers
- information about Employee Assistance Services, and the Code of Conduct and how it relates to staff and their roles.

Transit Security, Safety and Sustainability (TSSS) Unit

TMR's TSSS team regularly meets with other agencies including the Queensland Police Service (QPS), Queensland Rail enforcement, and interstate jurisdictions responsible for enforcement of passenger transport legislation.

TMR has engaged in a joint training program with QPS to ensure that contemporary methodologies are utilised when conducting enforcement activities. TSSS conducts multiple joint deployments and operations with all regulatory agencies responsible for enforcement of passenger transport legislation.

Safety and Compliance

The Safety and Compliance section is dedicated to ensuring Queensland's transport network remains safe, fair, and efficient for all users. Its approach to compliance and enforcement in light vehicle and passenger transport is guided by the compliance and enforcement framework: Inform, Check, Help, Enforce.

Safety and Compliance deliver statewide regulatory and operational compliance activities through a modern, risk-based framework that leverages data analysis,

intelligence, investigations, and targeted on-road operations. Its core responsibilities include administering key TMR schemes and legislation through activities such as local and state-wide light and passenger transport vehicle operations, auditing accredited operators, investigating complaints and referred matters from stakeholders, and promoting education and engagement through industry events. This integrated focus ensures that scheme administration aligns with TMR's commitment to safety and compliance across Queensland's transport network.

Rail Division

Rail Division was formally established during the 2024–25 financial year to strengthen governance and oversight of Queensland's rail network. As a newly formed division, regulatory frameworks and operational processes are still under development. Rail Division is prioritising the development of systems and processes that align with best practice regulatory principles. Continuous improvement will be embedded as part of future operational planning.

Disability parking permit reform

TMR advanced a key accessibility policy by delivering on a 2024 election commitment to make disability parking permits free. This initiative was implemented through the *Transport Legislation (Fees) Amendment Regulation 2025*, made by Governor in Council in May 2025, which removed the application fee for a disability parking permit under the *Traffic Regulation 1962* from 1 July 2025.

The reform reflects TMR's commitment to continuous improvement by reducing financial barriers and supporting equitable access to essential transport services for Queenslanders with disabilities. This reform saved Queenslanders over \$250,000 in the first four months of operation.

Tow Truck Regulation 2024

To embed continuous improvement in regulatory practice, TMR used the statutory remake of the expiring *Tow Truck Regulation 2009* as an opportunity to modernise requirements and reduce unnecessary complexity.

The review process identified areas where rules could better reflect contemporary industry operations and address stakeholder feedback. As part of this improvement, the new *Tow Truck Regulation 2024* introduced provisions for electronic record keeping and removed restrictive ownership requirements for holding yards, enabling more flexible business arrangements.

These changes demonstrate TMR's commitment to refining regulatory frameworks to remain efficient, proportionate to risk, and responsive to evolving industry needs.

Model Practice 5

Be transparent and accountable in actions

Passenger Transport - Personalised transport services

Regulation notices, issued by TMR’s Taxi Subsidy Scheme unit as part of the membership assessment process, were recently updated to make the content clear and concise, so as to improve comprehension by a wider audience, and, when an applicant has been assessed as not meeting eligibility criteria for membership, to support the customer to take appropriate action to re-submit an application.

Transit Security, Safety and Sustainability (TSSS) Unit

The Transit Security, Safety and Sustainability (TSSS) team within TMR conducts incident reviews to assess whether the use of force aligns with appropriate legislative requirements. The TSSS team reviews a minimum of 5 per cent of body-worn camera footage to ensure adherence to relevant legislation, policies, and training standards. When necessary, the TSSS team engages Queensland Police use of force reviewers to provide independent assessment of regulatory staff actions.

Rail Division

Rail Division was established during the 2024–25 financial year to strengthen governance and oversight of Queensland’s rail network, with regulatory frameworks and operational processes still under development. As part of its establishment phase, Rail Division is committed to transparency and accountability. Reporting mechanisms will be developed to ensure stakeholders have visibility of regulatory decisions and performance in subsequent years.

Review of the release of information for private car park enforcement

TMR undertook a review of the release of personal information for private car park enforcement in response to significant community concern about enforcement practices. To ensure accountability, an administrative pause on access was implemented while extensive consultation occurred.

TMR conducted transparent consultation through targeted engagement with industry stakeholders, two roundtables, and discussions with consumer, privacy, and local government representatives to inform reform options for private car park enforcement.

The option of removing access to personal information for private car park enforcement was strongly opposed by the car parking industry but was the preferred option by consumer and privacy advocates and aligned with community expectations. It was also an approach in line with similar jurisdictions, such as New South Wales and Victoria.

The administrative restriction on release of information for private car park enforcement has remained in place, ensuring TMR remains transparent and accountable in its handling of personal information.

Appendix 1- Portfolio Legislation

Air Navigation Act 1937

Century Zinc Project Act 1997 (ss 5(2)-(7), 11, 12, 13)

Civil Aviation (Carriers' Liability) Act 1964

Cross River Rail Delivery Authority Act 2016

Gold Coast Waterways Authority Act 2012

Heavy Vehicle National Law Act 2012

Maritime Safety Queensland Act 2002

Photo Identification Card Act 2008

Queensland Rail Transit Authority Act 2013

Rail Safety National Law (Queensland) Act 2017

State Transport Act 1938

State Transport (People Movers) Act 1989

Sustainable Ports Development Act 2015

Thiess Peabody Mitsui Coal Pty. Ltd. Agreements Act 1965 (except to the extent administered by the Treasurer, Minister for Energy and Minister for Home Ownership; and the Minister for Natural Resources and Mines, Minister for Manufacturing and Minister for Regional and Rural Development)

Tow Truck Act 2023

Transport Infrastructure Act 1994

Transport Operations (Marine Pollution) Act 1995

Transport Operations (Marine Safety) Act 1994

Transport Operations (Marine Safety–Domestic Commercial Vessel National Law Application) Act 2016

Transport Operations (Passenger Transport) Act 1994

Transport Operations (Road Use Management) Act 1995

Transport Planning and Coordination Act 1994

Transport (South Bank Corporation Area Land) Act 1999

Transport Security (Counter-Terrorism) Act 2008