The Parliament of the Commonwealth of Australia

Maintenance of the standing and sessional orders

First report

- Debate on the election of Speaker
- Presentation of explanatory memorandums

House of Representatives Standing Committee on Procedure

March 2006

© Commonwealth of Australia 2006

ISBN 0642787654

ISBN 0 642 78768 9 (HTML version)

Contents	
Foreword	v
Membership of the Committee	vi
Terms of reference	vii
List of recommendations	viii
Debate on the election of Speaker	1
Background – the Clerk's 'uncomfortable duty'	1
Examples from last two elections of Speaker	2
1) Standing orders followed – 12 February 2002	2
2) Standing orders not followed – 16 November 2004	
Discussion	5
The use of the word 'question' in standing order 11	5
Proposed amended standing order 11, paras (a) to (h)	7
Presentation of explanatory memorandums	9
Background	9
Availability of bill and explanatory memorandum	10
History of explanatory memorandums in the House of Repres	sentatives10
Practice in other Parliaments	11
Discussion and recommendation	12
Purpose of explanatory memorandums	12
Principles considered	12
Proposed amended standing orders 141 and 142	13
Appendix — Extract from <i>Legislation Handbook</i>	15

Foreword

On 9 February 2006 the Standing Committee on Procedure resolved to adopt the wide ranging reference 'The maintenance of the standing and sessional orders'. This is intended to be an ongoing inquiry, under which the committee will report from time to time on specific matters. The inquiry will encompass all sessional orders which the House has adopted for a trial period; and also proposals for minor adjustments to the standing orders which arise from time to time. Any more substantial matter will be subject to separate inquiry and report.

Over the course of each Parliament the committee's attention is drawn to various, often relatively minor, procedural issues arising from proceedings in the House. This ongoing inquiry provides a formal mechanism for the committee to consider these issues. This is the first report on such matters. The subjects – 'Debate on the election of Speaker' and 'Presentation of explanatory memorandums' – both arose from events in the House which caused the committee to reflect on the related standing orders.

On 9 February 2006 the House agreed to several sessional orders which are effective until the end of 2006. These cover arrangements for debate of committee and delegation reports in the Main Committee (as recommended by the committee's report on this matter in November); the duration of Members' statements in the Main Committee; debate times for dissent motions; and provisions relating to the maintenance of order in the Main Committee, Later in the year the committee will report on its review of the operation of these sessional orders.

Margaret May MP Chair

Membership of the Committee

Chair Mrs Margaret May N	ſΡ
--------------------------	----

- Deputy Chair Mr Daryl Melham MP
- Members Hon Bronwyn Bishop MP Mrs Trish Draper MP Ms Kelly Hoare MP Mr Luke Hartsuyker MP Hon Roger Price MP

Committee Secretariat

Secretary	Ms Judy Middlebrook
Research Officer	Mr Peter Fowler
Administrative Officer	Mr Shane Armstrong

House of Representatives Parliament House Canberra ACT 2600 Telephone: (02) 6277 4685

Email: <u>Procedure.Committee.Reps@aph.gov.au</u> Website: <u>www.aph.gov.au/house/committee/proc/</u>

Terms of reference

Terms of reference of the Committee

To inquire into and report on the practices and procedures of the House and its committees.

Terms of reference of the inquiry

Maintenance of the Standing and Sessional Orders.

List of recommendations

Recommendation 1

The committee recommends that standing order 11 be amended to permit movers and seconders to speak in support of their nominated candidate for Speaker in all cases, even when there is only one nominee.

Recommendation 2

The committee recommends that standing order 11 be amended to improve clarity in relation to the use of the word 'question'.

Recommendation 3

The committee recommends that standing orders 141 and 142 be amended to provide that the Explanatory Memorandum to a bill is presented when the bill is presented, rather than at the conclusion of the Minister's second reading speech.