

Chapter summaries

1 The Parliament and the role of the House	1
COMPOSITION	1
GOVERNOR-GENERAL	1
Appointment	2
Administrator and Deputies	3
Official Secretary	4
Powers and functions	4
Prerogative powers	4
Dissolution	6
Functions in relation to the Parliament	12
Functions in relation to the Executive Government	13
Functions in relation to the judiciary	14
POWERS AND JURISDICTION OF THE HOUSES	14
Non-legislative powers	15
Section 49	15
Section 50	15
Legislative power.....	16
THE COURTS AND PARLIAMENT	18
Constitutional provisions	18
Parliamentary Commission of Inquiry	19
The meaning of ‘misbehaviour’ and ‘incapacity’	20
The courts as a check on the power of Parliament.....	21
Jurisdiction of the courts in matters of privilege	23
The right of Parliament to the service of its Members in priority to the claims of the courts	24
Attendance of parliamentary officers in court or their arrest.....	24
Parliament and the courts—other matters.....	24
CONSTITUTION ALTERATION	25
Constitution alteration bills passed by one House only	26
Constitution alteration bills not submitted to referendum	27
Referendum.....	27
Distribution to electors of arguments for and against proposed constitutional alterations.....	28
Dispute over validity of referendum	28
Referendum results	29
Referendums for other purposes	30
Review of the Constitution	30
ASPECTS OF THE ROLE OF THE HOUSE OF REPRESENTATIVES	32
INDEPENDENCE OF THE HOUSES.....	34

1 The Parliament and the role of the House—continued

FUNCTIONS OF THE HOUSE.....	35
The Government—Making and unmaking	35
The initiation and consideration of legislation	36
Seeking information on and clarification of government policy	37
Surveillance, appraisal and criticism of government administration.....	37
Consideration of financial proposals and examination of public accounts..	37
Inquiry by committee.....	38
Ventilation of grievances and matters of interest or concern	38
Receiving petitions	39
Examination of delegated legislation.....	39
Prerequisites for fulfilling functions	39

2 House, Government and Opposition41

GOVERNMENT AND PARLIAMENT	41
Relationships.....	41
A note on separation of powers and checks and balances	42
The Government and House proceedings.....	43
The Constitution and Executive Government.....	44
Constitutional conventions	46
Aspects of ministerial responsibility.....	47
Collective Cabinet responsibility.....	47
Individual ministerial responsibility	48
POLITICAL PARTIES.....	50
Leaders and office holders	51
Party whips	52
Party committees and meetings	54
Parties and their effect on the House	55
THE MINISTRY	55
Number of Ministers.....	55
Composition of the Ministry.....	56
The two level Ministry.....	56
Coalition Ministries	57
Interim Ministries	57
Caretaker convention	57
The Ministry and the Senate	58
Prime Minister	59
Treasurer	61
Attorney-General	61
Leader of the House.....	62
Cessation of ministerial office	64
Resignation	64
Dismissal.....	65
Leave of absence.....	66
Ministerial assistance.....	67
Assistant Ministers.....	68
Parliamentary Secretaries.....	69
Ministerial salaries	70
Office of profit	71

Personal or pecuniary interest and related matters	71
CABINET	72
Select Cabinets.....	73
FEDERAL EXECUTIVE COUNCIL	74
THE (OFFICIAL) OPPOSITION	75
Composition.....	76
Leader of the Opposition	77
Shadow Ministry	78
Role of the Opposition.....	78
3 Elections and the electoral system	81
THE FIRST ELECTION	81
THE COMMONWEALTH ELECTORAL ACT	81
Review of electoral arrangements.....	82
ELECTORS	82
NUMBER OF MEMBERS.....	83
Territorial representation	84
The growth of the House	84
ELECTORAL DIVISIONS	85
Determination of Divisions.....	85
Redistribution.....	86
Parliamentary procedure	88
Limited redistribution	88
Improper influence.....	89
GENERAL ELECTIONS	89
BY-ELECTIONS	90
SENATE ELECTIONS	92
METHOD OF VOTING	93
Senate voting.....	93
THE ELECTION PROCESS	94
Issue of writs	95
Nomination of candidates	95
Polling day	97
Scrutineers	97
Counting.....	97
Recount	97
Declaration of the poll	98
Return of writs	98
Meeting of a new Parliament	98
PUBLIC FUNDING FOR ELECTIONS AND ELECTORAL EXPENSES ..	99
Principal features—eligibility and amount	99
Disclosure of income and expenditure.....	99
Annual returns by political parties and associated entities	99
Returns by candidates	99

3 Elections and the electoral system—*continued*

Returns by third parties and donors	100
Returns by media	100
Annual returns by government departments	100
Failure to make returns or keep records.....	101
Unlawful gifts and loans	101
Public availability of returns.....	101
DISPUTED ELECTIONS AND RETURNS.....	101

4 Parliament House and access to proceedings.....105

THE PARLIAMENT BUILDINGS.....	105
Meetings in Melbourne and provisional Parliament House in Canberra... <td>105</td>	105
The permanent Parliament House.....	106
The site.....	106
Design and construction.....	106
The layout of the building.....	106
THE CHAMBER	108
The Mace	110
Seating	111
Bar of the House	112
Galleries	113
Strangers	114
Distinguished visitors	115
The Main Committee chamber	116
ACCESS TO PROCEEDINGS.....	117
Broadcasting of proceedings.....	117
Televising.....	117
Radio broadcasts	118
Joint Committee on the Broadcasting of Parliamentary Proceedings 119	119
General principles	119
Standing determinations	119
Re-broadcasts.....	120
Broadcasting of excerpts.....	120
Legal aspects.....	121
Historic records.....	121
Photographs and films of proceedings.....	121
Televising, recording and photographs of committee proceedings	122
Photography, filming, etc inside Parliament House.....	122
Relations with the media.....	123
Promoting community awareness	123
Internet access to the House.....	124
Parliamentary Education Office.....	124
PARLIAMENTARY PRECINCTS AND THE EXERCISE OF AUTHORITY	125
The security of the parliamentary precincts.....	126
Disorder and disturbances.....	127
Application of the law in Parliament House.....	129
Powers of police in Parliament	129

Demonstrations	130
5 Members	131
THE MEMBER'S ROLE	131
Parliamentary	131
Constituency	132
Party	132
THE MEMBER AND THE HOUSE IN THE DEMOCRATIC PROCESS .	133
QUALIFICATIONS AND DISQUALIFICATIONS	134
Constitutional provisions	134
Electoral Act provisions.....	135
Challenges to membership.....	135
Section 44(i) of the Constitution.....	136
Section 44(iv) of the Constitution.....	136
Section 44(v) of the Constitution.....	137
Section 45(ii) of the Constitution.....	138
Commonwealth Electoral Act s. 163	139
SWEARING-IN.....	139
NEW MEMBERS	141
First speech	141
PECUNIARY INTEREST	142
Professional advocacy.....	144
Paid advocacy	145
Personal interest in committee inquiry	145
Parliamentary committee on pecuniary interest.....	146
Government committee on public duty and private interest.....	146
Registration—Committee of Members' Interests	147
Draft framework of ethical principles.....	149
MEMBERS' REMUNERATION AND ENTITLEMENTS	149
Electorate allowance and other entitlements	151
Superannuation benefits.....	151
ATTENDANCE.....	152
Leave of absence.....	152
VACANCY	153
Resignation	153
Absence without leave	154
Ineligibility	154
Penalty for sitting while ineligible.....	154
Consequences of Member sitting while ineligible.....	155
Death	155
Expulsion	156
TITLES ACCORDED TO MEMBERS	156
M.P. (Member of Parliament).....	156
Honourable.....	156
Academic and other titles	157
Longest serving Member of the House.....	158

5 Members—continued

DRESS AND CONDUCT IN THE CHAMBER	158
SERVICE ON NON-PARLIAMENTARY ORGANISATIONS.....	159

6 The Speaker, Deputy Speakers and Officers161

THE OFFICE OF SPEAKER	161
Origins	161
The Speaker today	162
Impartiality of the Chair	163
Period in office.....	165
ELECTION OF SPEAKER	166
POWERS, FUNCTIONS AND DUTIES	169
Constitutional.....	170
Ceremonial and traditional.....	170
Statutory.....	172
Procedural	173
Powers and functions under the standing orders.....	173
Discretionary powers	173
Participation in debate	175
Questions	177
Administrative	177
Control over Parliament House.....	177
Parliamentary administration.....	178
Services to Members.....	178
Ex officio membership of committees and associations.....	179
ABSENCE OF SPEAKER AND VACANCY IN OFFICE	179
Vacancy	179
Deemed Speaker	180
Acting Speaker.....	180
THE SPEAKER'S VOTE.....	181
Exercise of the casting vote	181
To enable a further decision of the House	182
To enable debate to continue	182
To decide a matter before the House	183
Speaker voting in committee	184
SOURCES OF PROCEDURAL AUTHORITY.....	185
Constitution.....	185
Standing orders	185
Traditional practice	186
SPEAKER'S RULINGS	186
Points of order.....	187
Dissent from rulings.....	188
Interpretation of the Constitution or the law.....	189
CRITICISM OF SPEAKER'S ACTIONS AND CONDUCT.....	190

DEPUTY SPEAKER	196
Appointment of Deputy Speaker	196
Deputy Speaker as Chair of House	197
Powers and duties of Deputy Speaker as Chair of Main Committee.....	198
Resignation and vacancy	199
SECOND DEPUTY SPEAKER	199
SPEAKER'S PANEL	200
STAFF OF THE HOUSE AND ADMINISTRATION	202
The Parliamentary Service Act.....	202
Principal officers of the House	203
The Clerk of the House.....	203
Role and functions of the Clerk	205
Deputy Clerk and senior officers	206
Serjeant-at-Arms	206
The Department of the House of Representatives	207
The other parliamentary departments	207
Department of the Senate.....	208
Parliamentary Reporting Staff	208
Parliamentary Library	208
The Joint House Department	208
Parliamentary finances.....	209
7 The parliamentary calendar	211
TERMINOLOGY	212
A PARLIAMENT	214
Summoning Parliament.....	214
Proceedings on opening day	214
House assembles and Parliament opened	215
Deputy appointed by Governor-General.....	215
Members sworn.....	216
Election of Speaker.....	216
Presentation of Speaker to Governor-General	217
Governor-General's speech	217
Formal business	218
Report of Governor-General's speech and Address in Reply	
Committee	218
Other business.....	219
Proposed new arrangements for opening day	219
Dissolution	220
Effects of dissolution	221
Expiration.....	221
Prolongation.....	222
A SESSION	222
Opening of a new session	223
‘Opening’ by the Sovereign.....	224
First Session	224
New Session.....	225

7 The parliamentary calendar—continued

Prorogation.....	225
Effects of prorogation	226
Prorogation in practice.....	227
THE ADDRESS IN REPLY.....	228
Presentation to House	228
Debate	229
Amendments	229
Presentation to Governor-General	230
SITTING AND NON-SITTING PERIODS	231
Statistics	231
Pattern of sittings	231
Days and hours of meeting	232
Special adjournments.....	234
Special reassemblies of the House.....	234

8 Routine of business and the sitting day 237

SITTING DAY	237
Definition	237
Two sittings commencing on the one day	238
Length of sittings	238
Joint sittings	239
Joint meetings	239
Secret sittings and meetings.....	240
Suspension of sittings	240
Pursuant to standing orders.....	241
Election of Speaker and deputies.....	241
Meeting of a new Parliament	241
Grave disorder.....	241
Want of quorum.....	241
Conference with Senate	242
Pursuant to resolution of the House	242
Practice of the House	242
Meal breaks.....	242
Other occasions.....	243
MEETING OF THE HOUSE	244
Preliminaries to meeting—the Daily Program.....	245
Meetings at hour other than pursuant to adjournment	245
Meeting when House has not adjourned the previous sitting	247
PRAVERS	247
ROUTINE OF BUSINESS	250
Routine of business on Mondays	250
Ordinary routine.....	251
Notices and orders of the day	251
Determination of precedence	251
Postponement of notices and orders of the day	251
Member absent or failing to rise when notice called on	252
Discharge of orders of the day	253

Notices and orders of the day not called on.....	253
Questions without notice	253
Presentation of papers	254
Ministerial statements, by leave.....	255
Matter of public importance	255
Matters accorded precedence.....	255
Censure or want of confidence motions and amendments.....	255
Matters of privilege.....	256
Votes of thanks or condolence	257
Motions for leave of absence to a Member.....	257
Announcements of ministerial arrangements.....	257
Swearing-in of Members and announcements of returns to writs	257
Other matters that can interrupt the ordinary routine of business.....	258
Personal explanations	258
Acknowledgment and admission of distinguished visitors.....	258
Announcements and statements by the Speaker	258
Committee reports and papers	258
Matter of special interest.....	259
Suspension of standing orders	259
Points of order.....	259
Disorder	259
Absence of a Minister	260
ELEVEN O'CLOCK RULE.....	260
ADJOURNMENT.....	262
Standing orders provisions.....	262
Motion moved by a Minister	262
Automatic adjournment	263
Adjournment of the House.....	264
Adjournment of the House for special reasons	264
QUORUM.....	265
Standing orders provisions.....	265
Quorum at time of meeting.....	265
Quorum during sitting.....	266
Want of quorum in division	266
Want of quorum noticed	266
Resumption of proceedings after count out	268
Quorum in the Main Committee.....	268
DIVISIONS	269
Determination of questions arising	269
Entitlement of Members to vote	269
Divisions not proceeded with	270
Only one Member calling for division.....	270
Request for division withdrawn	270
Discretion of Chair.....	270
Recording dissent.....	270
Procedure during divisions	271
Ringing of bells and locking of doors.....	271
Four or fewer Members on a side	272
Appointment of tellers	272
Voting	273

8 Routine of business and the sitting day—continued	
Points of order and Members' remarks during a division.....	274
Successive divisions	274
Deferred divisions.....	275
Record of divisions.....	276
Division repeated	276
Pairs	276
Free votes.....	277
Proposals for change in division procedure	279
Electronic voting.....	279
BALLOTING.....	280
9 Motions	281
DEFINITION OF A MOTION	281
NOTICE.....	283
Motions requiring notice.....	283
Motions moved without notice	283
Giving notice.....	285
Delivering copy of terms to the Clerk	285
Openly.....	285
Member absent.....	285
Member suspended	285
Need for seconder	285
Contingent notice.....	286
Order on the Notice Paper	287
Notice divided.....	288
Authority of the Speaker.....	288
Notice altered by Member	289
Withdrawal or removal of notice	289
MOTIONS	290
Rules regarding subject matter	290
Same question rule.....	290
Anticipation	291
Progress in House	292
Motion moved.....	292
Motion seconded.....	292
Motion dropped.....	293
Question proposed—motion in possession of House	294
Withdrawal of motion.....	294
Question superseded or dropped.....	295
Question deferred.....	295
Consideration of question interrupted.....	295
Motion declared urgent.....	296
Complicated question divided	296
Question put and result determined	297
Consideration in the Main Committee.....	297
AMENDMENTS TO MOTIONS	298
How to move.....	298

Restrictions on Members in moving and speaking to amendments.....	299
Seconder required	299
Amendment in possession of House	300
Form and content of amendment	300
Relevancy.....	300
Legible and intelligible	300
Consistency	300
Same amendment	301
Amendment to earlier part of question	301
Amendment to words already agreed to	301
Direct negative	301
Alternative propositions.....	302
Other restrictions.....	303
Order of moving amendments	304
Withdrawal of proposed amendment	305
Amendment to proposed amendment	305
Putting question on amendment.....	305
MOTIONS AGREED TO — RESOLUTIONS AND ORDERS OF THE HOUSE	
Duration	307
Effect.....	309
Resolution or vote of the House rescinded or varied.....	309
Resolution expunged from records	311
SPECIAL TYPES OF MOTIONS	
Want of confidence and censure.....	312
The Government	312
Prime Minister and other Ministers	315
Censure of Minister or Government by Senate.....	317
Censure of a Member or Senator	317
Censure of the Opposition	318
Addresses	318
To the Sovereign.....	319
To members of the Royal Family	319
To the Governor-General.....	319
Resolutions to Sovereign and Governor-General	320
Presentation of Addresses	321
Reply	321
Motion of condolence	321
Vote of thanks	323
Matter of special interest.....	323
Motion to suspend standing or sessional orders	324
Pursuant to notice.....	325
By leave of the House	325
Without notice.....	325
Without notice as a tactical measure.....	326
Debate on motion.....	327
Absolute majority	327
Constitutional validity.....	327
Speaker's vote.....	329

10 Legislation	331
CONSTITUTIONAL PROVISIONS	331
BILLS—THE PARLIAMENTARY PROCESS	331
Form of bill	332
Long title.....	332
Preamble	333
Enacting formula.....	333
Clauses	333
Short title.....	334
Commencement provision	334
Activating clause.....	335
Definitions	335
Substantive provisions	336
Schedule.....	336
Associated documentation	336
Table of contents.....	336
Headings and notes	336
Explanatory memorandum.....	336
Preparation of bills—The extra-parliamentary process	337
Synopsis of major stages.....	338
Classification of bills	339
ORDINARY BILL PROCEDURE.....	342
Initiation and first reading.....	342
The application of the same question rule to bills	343
Referral to Main Committee or standing committee	344
Proceedings in the Main Committee.....	344
Advisory report by standing committee.....	345
Bill referred directly by Minister	346
Second reading.....	346
Moving and second reading speech	346
Resumption of debate	348
Nature of debate—relevancy	349
Second reading amendment	350
Relevancy and content	350
Anticipation of detail stage amendment	352
Addition of words	352
Direct negative	352
Form of amendment	352
Moving of amendment.....	353
Debate and questions put	353
Effect of agreeing to reasoned amendment.....	354
Reasoned amendment in the Main Committee	355
‘6 months’ amendment	355
Determination of question for second reading.....	355
Bill reintroduced	356
Bill not proceeded with.....	356
Proceedings following second reading	356
Reference to select committee	357
Instructions to a committee	358
Reference to legislation committee.....	359

Leave to move third reading/report stage forthwith	359
Former committee of the whole	359
Consideration in detail	360
Moving of motions and amendments during consideration in detail.....	361
Inadmissible amendments.....	362
New clauses	363
Clauses	364
Clauses postponed.....	364
Schedules	365
Preamble	365
Title	365
Reconsideration	366
Bill considered as a whole, or by parts	366
Report stage (for bills considered by Main Committee).....	367
Reconsideration	368
Third reading and final passage	369
Rescission of third reading	370
ADMINISTRATIVE ARRANGEMENTS.....	371
Printing and distribution	371
Introduced copy	371
Third reading print	371
Deputy Speaker's amendments.....	371
Clerk's certificate and transmission to the Senate	372
PROCEDURAL VARIATIONS FOR PASSAGE OF BILLS.....	373
Private Members' bills.....	373
Constitution alteration bills.....	373
Absolute majority	373
Disagreements between the Houses.....	374
Senate bills.....	374
Introduction and first reading	375
Subsequent proceedings.....	375
All stages without delay.....	376
By leave	376
Suspension of standing orders	376
Bills considered together	377
Cognate debate.....	378
Bills declared urgent	378
Declaration of urgency.....	379
Allotment of time.....	380
Proceedings under guillotine	383
LAPSED BILLS	384
PRESENTATION OF BILLS FOR ASSENT.....	386
Preparation of bills for submission for assent.....	386
Presentation of first bill for assent	387
Governor-General's assent forthwith.....	387
Bills reserved for the Queen's assent.....	388
Presentation of constitution alteration bills	388
Amendment recommended by Governor-General.....	389
Errors in bills assented to.....	390
Publication of Acts.....	391

10 Legislation—continued

Presentation of double dissolution bills	391
DELEGATED LEGISLATION.....	392
Parliamentary scrutiny and control	393
Approval	393
Disallowance.....	394
Reckoning of time.....	395
Notice to disallow before tabling	396
Delegated legislation procedure in the House	397
Disallowable Instruments List	397
Regulations and Ordinances Committee.....	397
Legislative Instruments Bill.....	398
Incorporation of provisions of the Acts Interpretation Act.....	398
Notification of intention to make legislative instruments and consultation.....	398
Register of Legislative Instruments	398
Disallowance.....	399
Sunset provisions	399
THE INTERPRETATION OF ACTS.....	399
Construction of Acts subject to the Constitution	399
Regard to purpose or object of Act.....	399
Use of extrinsic material in the interpretation of an Act.....	399

11 Financial legislation..... 401

CONSTITUTIONAL PROVISIONS	401
Parliament's control of government finances by means of legislation	401
The Consolidated Revenue Fund	401
Financial initiative of the Executive	401
Limits on the Senate's powers in respect of financial legislation.....	402
Initiation.....	402
Amendment.....	403
BILLS CONTAINING SPECIAL APPROPRIATIONS.....	403
Procedures peculiar to special appropriation bills	404
Introduction.....	404
Second reading amendment	404
Proceedings following second reading	405
Message recommending appropriation	405
Message for amendment	406
Consideration in detail	407
APPROPRIATION AND SUPPLY BILLS	408
Summary of annual financial legislation	408
Ordinary annual services of the Government	409
The components of the annual Budget	410
Appropriation Bill (No. 1)—the main appropriation bill.....	410
Message recommending appropriation and introduction.....	410
Second reading—Budget speech and debate	410
Reasoned amendment	411
Consideration by estimates committees.....	411

Consideration in detail	411
Appropriation Bill (No. 2)	412
Appropriation (Parliamentary Departments) Bill	413
Budget documents and related papers	413
Additional appropriation bills.....	414
Supply bills	415
Advance to the Minister for Finance and Administration	415
Advances to the Speaker and President of the Senate	416
TAXATION BILLS.....	416
Procedures peculiar to taxation bills.....	419
Introduction.....	419
Second reading amendment	419
Consideration in detail	420
Customs and excise tariff proposals	420
12 Senate amendments and requests.....	423
PROCEDURE FOLLOWING SENATE CONSIDERATION.....	423
Limitations on Senate power of amendment	423
Agreement by Senate without amendment (or requests)	423
Senate amendments.....	424
Further and non-relevant amendments by House	425
Rescission of agreement to Senate amendments	426
Reconsideration of Senate amendments—rescission of resolution to lay bill aside.....	426
Reasons	426
Senate requests for amendments.....	427
Bills which the Senate may amend, in parts, and must request, in parts ...	427
Senate amendments which, in the view of the House, should be made as requests	428
Increases in proposed charges or burdens on the people	428
Inquiries into the interpretation and application of the 3rd paragraph of s. 53	429
Amendments requiring a Governor-General's message	431
Variation of the destination of an appropriation	432
Bills imposing fees amounting to taxation	432
Requested amendments made.....	432
Requested amendments not made.....	433
Requested amendment not made, but effect achieved by other means..	433
Pressed requests	433
The issue of possible division of bill	438
Proceedings in case of continued disagreement	439
SENATE BILLS AMENDED BY HOUSE	440
13 Disagreements between the Houses.....	443
CONFERENCES	443
Informal conference	445

13 Disagreements between the Houses—*continued*

DOUBLE DISSOLUTION	446
Section 57 of the Constitution	446
The 1914 double dissolution.....	447
The 1951 double dissolution.....	449
The 1974 double dissolution.....	452
The 1975 double dissolution.....	454
Significance of the constitutional crisis of 1975.....	458
Tensions in the system of Cabinet government in a State-represented federal system	460
Impact of the ‘supply’ provisions	460
The 1983 double dissolution.....	461
The 1987 double dissolution.....	463
JOINT SITTING	464
The 1974 joint sitting.....	464
High Court cases relating to the joint sitting	467

14 Control and conduct of debate 469

MANNER AND RIGHT OF SPEECH	470
When Members may speak.....	470
Matters not open to debate	470
Mover and seconder of motions and amendments.....	471
Question on motion or amendment before the House or Main Committee.....	471
Speaking in reply	472
Misrepresentation.....	472
Personal explanations	472
Other matters by indulgence of the Chair	473
Statements by leave	475
Allocation of the call.....	476
Manner of speech.....	478
Remarks addressed to Chair	478
Place of speaking	478
Reading of speeches.....	479
Language of debate	479
Incorporation of unread material into Hansard.....	479
Display of articles to illustrate speeches.....	481
Citation of documents not before the House	482
RULES GOVERNING CONTENT OF SPEECHES	483
Relevancy in debate	483
General principles and exceptions	483
Cognate debate.....	483
Persistent irrelevance or tedious repetition	484
Anticipation	485
Allusion to previous debate or proceedings.....	486
References to committee proceedings	487
Allusion to Senate debate or proceedings and to Senators	487
Offensive or disorderly words	488
References to and reflections on Members.....	490

References to the Queen, the Governor-General and State Governors.....	491
Reflections on members of the judiciary	492
Reflections on the House, statutes and votes of the House.....	493
References to other governments and their representatives.....	494
Sub judice convention.....	494
Right to legislate and discuss matters	496
Discretion of the Chair.....	496
Civil or criminal matter.....	497
Chair's knowledge of the case	497
Matters before royal commissions and other bodies.....	498
INTERRUPTIONS TO MEMBERS SPEAKING.....	499
Interjections	500
CURTAILMENT OF SPEECHES AND DEBATE.....	500
Curtailment of speeches.....	500
Time limits for speeches	501
Extension of time	501
Closure of Member	502
Adjournment and curtailment of debate	503
Motion for adjournment of debate	503
Leave to continue remarks	504
Closure of question	505
Guillotine	506
Other provisions for the interruption and conclusion of debates	506
POWERS OF CHAIR TO ENFORCE ORDER.....	507
Naming of Members	507
Proceedings following the naming of a Member	509
Gross disorder by a Member.....	511
Orders to withdraw from the Chamber	512
Grave disorder.....	512
Disorder in the Main Committee	512
Other matters of order relating to Members	513
15 Questions.....	515
QUESTION TIME.....	515
Some historical features.....	515
Duration of Question Time	517
Number of questions	518
Allocation of the call.....	518
Supplementary questions	519
RULES GOVERNING QUESTIONS	520
Questioners	520
Private Members	520
Ministers	521
Parliamentary Secretaries.....	521
Speaker.....	521
Direction of Questions	521
To Ministers	521
Rostering of Ministers	522
To Parliamentary Secretaries, etc.	522

15 Questions—continued

To private Members.....	522
To committee chairs.....	524
To the Speaker	525
Form and content of questions.....	525
To relate to Minister's public responsibilities	525
Statutory authorities.....	527
Questions to seek factual information or press for action.....	527
Debate, argument, etc.	527
Inferences, etc.....	527
References to debates and committee proceedings.....	528
Anticipation of business.....	528
Information, comment, etc. in questions.....	529
References to newspaper reports, etc.....	529
Questions seeking opinions	530
Announcement of government policy.....	531
Identification of people in questions.....	531
Questions concerning the Crown	533
The sub judice convention	533
Language.....	534
Repetition of questions	534
Question without notice similar to question on Notice Paper.....	534
Questions requiring detailed response	534
Personal interest.....	535
QUESTIONS ON NOTICE	535
Notice of question.....	535
Form and content	536
Order of questions.....	536
Removal of questions from Notice Paper.....	536
ANSWERS	537
No obligation to answer.....	537
Answers to questions put to Ministers representing Senate Ministers	537
Answers to questions without notice	538
Content of answers.....	539
Length of answers.....	540
Answers and the authority of the Chair	541
Answers to questions on notice	541
Unanswered questions	543
16 Non-government business.....	545
PRIVATE MEMBERS' MONDAYS.....	546
Routine of business on Mondays	546
Selection Committee.....	546
CONSIDERATION OF COMMITTEE AND DELEGATION REPORTS..	547
PRIVATE MEMBERS' BUSINESS	548
Consideration at other times	549
Private Members' motions	549
Private Members' bills.....	550

Financial initiative	552
Drafting.....	552
Impact	553
GRIEVANCE DEBATE.....	555
Origins	555
Programming of the debate	555
Scope of the debate	556
MEMBERS' 90 SECOND STATEMENTS.....	556
MEMBERS' STATEMENTS IN THE MAIN COMMITTEE	557
ADJOURNMENT DEBATE.....	557
Time limits.....	558
Debate	559
Call of the Chair.....	559
Adjournment debate in the Main Committee	559
MATTERS OF PUBLIC IMPORTANCE.....	560
Proposal of matter to Speaker.....	560
Discretionary responsibility of the Speaker.....	561
More than one matter proposed	562
Criteria for determining a matter in order.....	562
Matter must be definite	562
Public importance	563
Ministerial responsibility	563
Anticipation	563
Current committee inquiries	564
Sub judice	564
Matter discussed previously.....	564
Matters involving legislation	565
Subject that can only be debated upon a substantive motion	565
Matter proposed withdrawn	566
Discussion.....	566
Matter read to House and supported.....	566
Matter amended	567
Speaking times	567
Interruptions.....	567
Termination of discussion.....	567
Motion to call on business of the day	568
Suspension of MPI procedure.....	568
17 Papers and documents.....	569
PAPERS PRESENTED TO THE HOUSE.....	569
Method of presentation	569
Time of presentation	570
By the Speaker	570
Pursuant to statute	571
By command	571
Deemed to have been presented.....	572
By leave	572
By private Members.....	573

17 Papers and documents—*continued*

Ministers	573
Pursuant to standing order 321	573
Laid on the Table by the Clerk	574
Returns to order	574
Election petitions	575
Returns to writs	575
Addresses for papers	575
Parliamentary committee reports	575
Parliamentary delegation reports	576
Ministerial statements	576
ORDERS AND RESOLUTIONS IN RELATION TO PAPERS AND DOCUMENTS.....	
Motion to print paper	576
Motion to authorise publication of document.....	577
Motion to take note of paper.....	577
Resolutions authorising the production of documents and attendance of officers in court or other proceedings	577
DISTRIBUTION AND PRINTING OF DOCUMENTS	
Custody and availability of original documents	578
Release prior to tabling	579
Parliamentary Papers Series.....	580
Role of the Publications Committee	580
The printing function	580
The investigatory function	581
Reports	581
HOUSE DOCUMENTS—AGENDA AND RECORD	
Notice Paper.....	581
Items of business.....	582
Notices	582
Orders of the day.....	582
Contingent notices of motion.....	583
Questions on notice.....	583
General information.....	583
Votes and Proceedings.....	583
Accuracy and alterations.....	585
Hansard—the parliamentary debates	587
Control of publication	587
Correction, deletion and incorporation of material.....	587
Copyright	589
PARLIAMENTARY PRIVILEGE RELATING TO PAPERS AND DOCUMENTS.....	
Documents tabled in the House	590
Committee documents	590
Hansard	590
Votes and Proceedings.....	590
Notice Paper.....	591
PUBLIC INTEREST IMMUNITY	
The courts	591

The Parliament.....	592
PETITIONS	595
Petitions in the House of Representatives.....	595
Form and content	596
What must be in a petition	598
How a petition should be prepared	598
Rules about signatures	599
Presentation.....	600
Petitions from unusual sources	603
Abuse of the right of petition.....	603
Privilege attaching to petitions	604
18 Parliamentary committees	605
AUTHORITY FOR THE APPOINTMENT OF COMMITTEES.....	605
TYPES OF COMMITTEES	606
Parliamentary committees.....	606
Unofficial committees.....	606
HOUSE STANDING COMMITTEES.....	607
General purpose standing committees	607
Committees concerned with the operations of the House.....	608
Library and House Committees	608
Publications Committee	609
Committee of Privileges	609
Committee of Members' Interests	609
Procedure Committee	610
Selection Committee.....	610
HOUSE SELECT COMMITTEES.....	610
JOINT COMMITTEES	611
Creatures of both Houses	611
Joint committees appointed by resolution	612
Joint statutory committees	612
Joint Committee of Public Accounts and Audit	612
Parliamentary Standing Committee on Public Works	613
Joint Committee on the Broadcasting of Parliamentary Proceedings....	614
Parliamentary Joint Committee on the Australian Security Intelligence Organisation.....	614
Other statutory committees	614
APPOINTMENT AND DURATION	614
Committees of the House.....	614
Joint committees appointed by resolution	615
Joint statutory committees	615
Avoidance of duplication of inquiries	616
Effects of dissolution and prorogation on committees	616
Further comment—different positions taken by the two Houses	617
MEMBERSHIP	619
Eligibility to serve on committees	619
Personal interest.....	619

18 Parliamentary committees—*continued*

Suspension from the House	620
Ex officio members.....	620
Number of members and party composition.....	621
Appointment of Members	621
Vacancies	622
CHAIR	622
Election	622
Procedural authority	624
Administrative authority	624
Deputy chair.....	625
STAFF AND ADVISERS	626
POWERS OF COMMITTEES	627
Source of power	627
Investigatory powers of committees	628
Derivation and extent.....	628
Delegation of investigatory power.....	630
Powers of joint committees.....	631
Statutory secrecy provisions	631
CONDUCT OF INQUIRIES	632
Referral of matters for inquiry	632
Scope of inquiry and procedures	633
Change to scope of inquiry or procedures	633
Obtaining evidence	633
Invitation of submissions	633
Compulsory attendance.....	634
Witness in prison	635
Answers to questions, provision of information	635
Evidence from Commonwealth public servants	637
Evidence from State public servants and State Members.....	638
Evidence from Members, Senators and parliamentary officers.....	639
Public interest immunity	642
The Government's strong position	642
Government guidelines	643
Committee practice	644
Documentary evidence—additional considerations	646
Submissions and exhibits.....	646
Search for documents.....	647
Withdrawal, alteration, destruction or return of documents	648
Sub judice convention.....	649
Charges against Members	650
Swearing of witnesses.....	651
Offences by witnesses.....	651
Protection of witnesses	653
Confidentiality	653
Counsel or advisers	653
Protection in legal proceedings.....	655
Protection from improper interference, arrest and molestation	656
Other proposals for protection of witnesses or other persons	656
Protection of witnesses—joint committees.....	657

Payment to witnesses	657
Evidence as to proceedings.....	657
Publication of evidence.....	658
Authorisation for publication of evidence	658
Media coverage.....	659
In camera hearings	659
Resolution on disclosure of in camera evidence.....	661
Confidential documents	661
Access to old evidence and documents.....	662
Unusual secrecy provisions	662
Unauthorised disclosure or publication of evidence.....	663
Expunging of material from evidence	664
Reports	665
Frequency of reporting.....	665
Drafting and consideration of reports	666
Protest or dissent.....	666
Presentation of reports	668
Tabling of reports and minutes—joint committees	668
Amendment of tabled reports	669
Premature disclosure or publication	669
Authority for release when House not sitting	670
Recommittal.....	671
Government responses to reports.....	671
MEETING PROCEDURES.....	671
First meeting	671
Time and place of meeting.....	672
Meetings during sittings of the House	672
Joint committees—meetings during sittings of the Senate	672
Meetings outside Parliament House	673
Meetings overseas.....	673
Inspections, etc.....	674
Quorum	674
Quorum—joint committees	675
Presence at meetings of Members who are not members of the committee.....	675
Visitors.....	676
Procedures at hearings	676
Seminars, informal discussions, public meetings and workshops	678
Video and teleconferencing	679
Disorder	680
Motions and voting	680
Minutes of proceedings.....	681
Confidentiality of proceedings and records	682
Televising, filming and recording of proceedings	682
SUBCOMMITTEES.....	684
CONFERRAL WITH COMMITTEES OF THE SENATE	685

19 Parliamentary privilege	687
PRIVILEGE DEFINED.....	687
Distinction between breach of privilege and contempt	687
THE COMMONWEALTH PARLIAMENT'S PRIVILEGE POWERS	688
Derivation	688
Statutory provisions	688
Judicial interpretation of section 49	688
Reference to House of Commons practice.....	690
No new privilege may be created except by legislation	690
THE PRIVILEGE OF FREEDOM OF SPEECH	691
Absolute and qualified privilege.....	692
Proceedings in Parliament	692
Privilege attaching to Hansard reports.....	694
Use of Hansard and other documents in courts or other tribunals.....	695
Restriction on use of or reference to parliamentary records	695
Arrangements for the production of parliamentary records.....	697
Waiver of privilege by House not possible.....	698
Matters arising when House is not sitting.....	698
Precedents	698
‘Brisbane line’ Royal Commission.....	699
Sankey ‘Loans affair’ prosecution	699
Order of Mr Justice Begg in the case of <i>Uren v. John Fairfax & Sons Ltd</i>	699
Royal Commission into Australia’s Security and Intelligence Agencies	700
Cases involving Mr Justice Murphy and Judge Foord.....	701
Aboriginal Affairs Committee inquiry.....	702
Road Safety Committee inquiry.....	703
Case involving charges against a Member.....	703
OTHER PRIVILEGES	703
Freedom from arrest.....	703
House to be informed of the detention of a Member	704
Extension of privilege to others	705
Exemption from jury service	705
Exemption from attendance as a witness	705
ACTS CONSTITUTING BREACHES OF PRIVILEGE AND CONTEMPTS.....	706
Misconduct.....	707
In the presence of the House or a committee	707
Disobedience to the rules or orders of the House	707
Abuse of the right of petition	708
Forged or falsified documents	708
Conspiracy to deceive	708
Deliberately misleading the House	708
Corruption in the execution of their office as Members	709
Advocacy by Members	709
Obstructing Members and officers in the discharge of their duty	710
Attempts by improper means to influence Members in the performance of their duties	710

The offer of a benefit or bribe.....	710
Intimidation etc. of Members.....	711
‘Bankstown Observer’ (Browne/Fitzpatrick) Case.....	711
Case involving Hon. G. G. D. Scholes, MP.....	712
Cases involving letters written by Members.....	712
Case involving Mr Katter, MP.....	712
Brown case (U.K.)	713
Chairman of the Sydney Stock Exchange Case (1935)	713
Offences against witnesses	713
Berthelsen Case (1980) and other cases.....	714
Acts tending indirectly to obstruct Members in the discharge of their duty	715
Reflections on Members	715
Premature publication or disclosure of committee proceedings, evidence and reports	715
Other offences.....	716
Interference with the administration of the Parliament.....	717
PENAL JURISDICTION OF THE HOUSE	717
Power and source	717
Commitment	718
Form of warrant	719
Imposition of a fine.....	719
Reprimand or admonishment.....	720
Exclusion of persons from precincts.....	721
Apology	721
PUNISHMENT OF MEMBERS	722
Apology	722
Suspension	722
Former power of expulsion.....	723
MANNER OF DEALING WITH PRIVILEGE AND CONTEMPT	
MATTERS.....	723
Raising of matter.....	723
Determination of prima facie case	724
Matter arising in committee proceedings.....	725
Matter arising when the House is not sitting	725
Recommended changes.....	726
Committee of Privileges	726
Membership	726
Authority and jurisdiction.....	726
Procedures.....	727
Reports	729
Proceedings following report.....	729
Records of the committee	730
SUBMISSIONS FROM PERSONS REFERRED TO IN DEBATE.....	730
LIMITATIONS AND SAFEGUARDS IN THE USE OF PRIVILEGE	731