

Procedural Digest

No. 1

48th Parliament

22 – 31 July 2025

July 2025				
M	T	W	T	F
21	22	23	24	25
28	29	30	31	1

Opening of Parliament

1.01 Opening of 48th Parliament

Following a Welcome to Country ceremony in the Great Hall at Parliament House and smoking ceremony on the Forecourt, members assembled in the Chamber and the Clerk of the House read the Proclamation calling Parliament together. Members then proceeded to the Senate Chamber, where the Deputy of the Governor-General, the Hon Stephen Gageler AC, Chief Justice of the High Court, declared the 48th Parliament open.

Hansard: 22 July 2025, 1
 Votes and Proceedings: 2025/1-2
SO 4

1.02 Returns to writs for general election and members sworn

Members returned to the Chamber and the Clerk presented the returns to writs for the general election held on 3 May 2025. A Deputy of the Governor-General, the Hon Michelle Gordon AC, Justice of the High Court, then administered the oath or affirmation of allegiance to all members.

Members choose whether to recite the oath or affirmation, with the key difference being that an affirmation makes no reference to religion. While not required to do so, members traditionally make the oath of allegiance on a Bible or other holy book.

Hansard: 22 July 2025, 1-4
 Votes and Proceedings: 2025/2-6
SO 4

1.03 Election and presentation of Speaker

After members were sworn in, the Clerk called for nominations for the office of Speaker. A government member (Ms J Ryan) proposed the Hon Milton Dick and an opposition member (Mr McCormack) seconded the motion. There being no other nominations, Mr Dick was elected Speaker. A number of members, led by the Prime Minister and the Leader of the Opposition, made congratulatory remarks.

Later, the Speaker, accompanied by members, presented himself to the Governor-General in the Members' Hall. The Governor-General congratulated the Speaker and presented him with an authority to administer to members the oath or affirmation of allegiance.

Hansard: 22 July 2025, 4-11
 Votes and Proceedings: 2025/6-7
SOs 4, 10, 11, 12, 15

1.04 Governor-General's speech

When members reassembled in the Chamber, the Usher of the Black Rod delivered a message inviting members to attend the Senate Chamber to hear the Governor-General's opening speech.

In the 'opening speech', the Governor-General declares the causes of the calling together of the Parliament. National affairs are reviewed and a forecast given of the Government's proposed legislative program.

Hansard: 22 July 2025, 11
Votes and Proceedings: 2025/10
SO 5

1.05 Ministry and shadow ministry announced

When members returned from the Senate Chamber, the Prime Minister informed the House of the ministry and the appointment of government whips. The Leader of the Opposition informed the House of the shadow ministry and the appointment of opposition whips, and the Leader of the Nationals announced the party leadership and whips.

Hansard: 22 July 2025, 11-6
Votes and Proceedings: 2025/7-9
SO 6

1.06 Prime Minister presents 'formal' bill before Speaker reports Governor-General's speech

Prior to the Speaker reporting the Governor-General's speech to the House, the Prime Minister presented the Therapeutic Goods Amendment Bill 2025. The bill was read a first time and the second reading was made an order of the day for the next sitting.

Before the Speaker reports the Governor-General's speech to the House, the House transacts some formal business, usually the introduction of a non-contentious bill. This bill is known as the 'formal' or 'privilege' bill. Its presentation is taken to express the House's independence from the Sovereign and Executive Government. The bill is placed on the Notice Paper and usually remains there throughout the session, lapsing at prorogation or dissolution.

Hansard: 22 July 2025, 16
Votes and Proceedings: 2025/10
SOs 6, 141

1.07 Address in Reply to Governor-General's speech

The Speaker reported that the House had attended the Governor-General in the Senate Chamber, where His Excellency made a speech to both Houses of Parliament.

The House then agreed that a committee consisting of the Prime Minister, Ms Ali France and Ms Sarah Witty be appointed to prepare an Address in Reply to the Governor-General's speech.

Later in the day, Ms France presented the Address prepared by the committee and moved that it be agreed to. She then made her first speech. Ms Witty, having seconded the motion, made her first speech and debate ensued. Immediately before Ms France presented the

Address, the House resolved to suspend standing order 31 (automatic adjournment of the House) for the sitting, which meant there was no adjournment debate and the House would not automatically adjourn at 8 pm. Instead, the House adjourned on the motion of a minister at 7.44 pm.

The Address in Reply debate continued over the sitting fortnight, with 32 new members making their first speeches.

The Address in Reply is a short resolution expressing loyalty to the Queen and thanks to the Governor-General. The wide-ranging Address in Reply debate allows members to speak on any matter of their choosing and provides an opportunity for newly elected members to make their first speeches in the House.

Hansard: 22 July 2025, 16-23; 27-43
Votes and Proceedings: 2025/10; 11
SOs 6, 31, 76

1.08 Election of Deputy Speaker and Second Deputy Speaker

Also on opening day, the House elected its Deputy Speaker and Second Deputy Speaker. Government member Ms Sharon Claydon and opposition member Mr Terry Young were both nominated for Deputy Speaker. The House proceeded to a ballot and Ms Claydon, having received 98 votes, was elected Deputy Speaker. Mr Young, with 47 votes, was elected Second Deputy Speaker.

Hansard: 22 July 2025, 23-6
Votes and Proceedings: 2025/10
SOs 11, 13, 14

1.09 Election petition

On opening day, the Clerk presented a copy of an election petition which had been received from the Registrar of the High Court, sitting as the Court of Disputed Returns—Petition of Gisele Kapterian in the matter of the *Commonwealth Electoral Act 1918* and in the matter of the election of a member of the House of Representatives for the Division of Bradfield.

The validity of any election or return may be disputed by petition addressed to the High Court acting as the Court of Disputed Returns. It has been the practice for the Clerk to present copies of election petitions, orders and related documents for the information of the House. A person whose election has been challenged continues to serve pending the outcome of the hearing.

Hansard: 22 July 2025, 26
Votes and Proceedings: 2025/11

Standing and sessional orders

1.10 Amendments to standing and sessional orders

On 23 July, the Leader of the House moved to amend the standing orders and adopt a sessional order to:

- Introduce an additional option for the Speaker to direct a disorderly member to leave the Chamber for three hours where there is continued or escalating disorderly conduct (*standing order 94*)

- Increase the number of members required on one side in a division to complete the count, from five to seven (*standing order 127*)
- Remove the period of deferred divisions between 12 noon and 2 pm on Tuesdays (*standing order 133*)
- Extend the hours of the Federation Chamber by providing an additional 30 minutes for government business and 90 minutes for constituency statements per sitting week; schedule the grievance debate earlier on Tuesdays in the Federation Chamber; and schedule ministerial statements immediately after Question Time in the House (*standing orders 1, 34, 192, 192B and 193*)
- Allow a minister to move without notice that a government business notice or order of the day be called on immediately, without amendment or debate (*standing orders 45 and 78*)
- Introduce a one-hour time limit on debate for 'other debates', including censure of a Minister and reference to a committee (*standing order 1*)
- Formalise a procedure to allow further statements on significant matters (*standing order 50B*)
- Remove the provision that a member may keep the seat they occupied at the end of the previous Parliament (*standing order 24*)
- Give priority to a crossbench member for an additional question each day when Question Time goes beyond 20 questions (*sessional order 65A*)
- Update references to 'the Sovereign' (*standing orders 9, 88, 100, 175, 267 and 268*).

Changes to standing orders 215 and 232 regarding committees (see Digest 1.21) and other minor amendments to standing orders 2 and 80 were also proposed.

Three sets of amendments to the proposed amendments were moved. Each set of amendments was negated on division, before the amendments moved by the Leader of the House were agreed to on the voices.

Hansard: 23 July 2025, 74-91
Votes and Proceedings: 2025/30-40

Bills

1.11 Suspension of standing and sessional orders to allow for statements on the provisions of two bills

On 29 July, the House resolved to suspend standing order 33 (limit on business after normal time of adjournment) to extend the sittings on 29 and 30 July. The motion provided that on each day, the adjournment debate would be interrupted at 8 pm and government business could then continue until business concluded, or until 10 pm, or until a later time specified by a minister, at which point debate would adjourn and the House would immediately adjourn until the next day.

The motion also provided that from Tuesday to Thursday, when no other business was before the House or the Federation Chamber, members could make statements of no more than 10 minutes on the provisions of the Early Childhood Education and Care (Strengthening

Regulation of Early Education) Bill 2025 and the Universities Accord (Cutting Student Debt by 20 Per Cent) Bill 2025.

Both bills passed the House before Question Time that day.

In accordance with the resolution, at 9.52 pm on 29 July a minister required that statements continue until the conclusion of the statement by the Member for Newcastle. The House then adjourned at 10.02 pm. From 29 to 31 July, 48 statements were made by members on the provisions of the bills.

Hansard: 29 July 2025, 440-9; 451-4; 500-12; 563-78

30 July 2025, 602-13; 615-8

Votes and Proceedings: 2025/83-5; 87; 90; 95; 96

SOs 33, 155

1.12 Attempted referral of a bill to a committee

On 30 July, an opposition member moved to refer the Fair Work Amendment (Protecting Penalty and Overtime Rates) Bill 2025 to a House committee for report by 7 October 2025. The motion was negated on division.

Standing order 143 provides that, after the first reading of a bill but before the question on the second reading is put, a bill may be referred to a committee for an advisory report. A bill referred to a committee under standing order 143 cannot be considered in detail until the committee has reported.

Hansard: 30 July 2025, 597-602

Votes and Proceedings: 2025/94

SO 143

Sittings

1.13 Program of sittings for 2025 agreed to

On the first day of the Parliament, the Leader of the House presented a proposed program of sittings for the remainder of 2025 and, by leave, moved that it be agreed to. The question was carried on the voices.

Hansard: 22 July 2025, 26

Votes and Proceedings: 2025/11

SO 29

Business

1.14 Private members' and committee and delegation business

On Wednesday 23 July, the House resolved to suspend standing orders to allow the Selection Committee to meet to determine the order of consideration of matters and the timing for private members' business and committee and delegation business for Monday 28 July, and for the committee's determinations to be shown in the Notice Paper for that day. The resolution also allowed the Speaker, Chief Government Whip and Chief Opposition Whip, in the absence of a fully constituted Selection Committee, to determine the arrangements for private members' business for 28 July.

On 28 July, the Speaker presented a determination made pursuant to this resolution relating to committee and delegation business and private members' business for that day.

On 30 July, the Speaker presented the report of the Selection Committee for committee and delegation business and private members' business on 25 August. The next day, the Speaker presented a revised report. Then, the Chief Government Whip moved that so much of the standing and sessional orders be suspended as would prevent the Selection Committee's determinations for 25 August being varied to reflect the terms of the revised report and to be shown on the Notice Paper for 25 August. The question was carried on division.

The Selection Committee must report its determinations regarding committee and delegation business and private members' business to the House in time for its decisions to be published on the Notice Paper of the sitting Thursday before the Monday being considered.

Hansard: 23 July 2025, 73

28 July 2025, 275-81

30 July 2025, 579-84

31 July 2025, 782-9

Votes and Proceedings: 2025/29-30; 71; 91; 107

SOs 39, 41, 222

Speaker

1.15 Appointment of Speaker's panel

Over the fortnight, the following members were appointed to the Speaker's panel:

Mr Colin Boyce	Ms Zaneta Mascarenhas
Ms Lisa Chesters	Ms Alicia Payne
Dr Michael Frelander	Ms Marion Scrymgour
Dr Carina Garland	Ms Rebekha Sharkie
Mr Steven Georganas	Ms Meryl Swanson
Dr Helen Haines	Mr Andrew Wilkie
Ms Tania Lawrence	

At the commencement of the Parliament, the Speaker nominates a panel of members to assist the Chair. The role of Speaker's panel members is to take the Chair of the House or the Federation Chamber, as Deputy Speaker, when requested to do so.

Hansard: 22 July 2025, 26

24 July 2025, 197

Votes and Proceedings: 2025/10-11; 65

SO 17

Members

1.16 Leave of absence

On the first day of the Parliament, the Leader of the House moved that leave of absence be given to the Member for Holt until 27 November for parental leave purposes. He wished Ms Fernando well and looked forward to her return. The question was carried on the voices.

A member with leave of absence is excused from the service of the House or any committee.

Hansard: 22 July 2025, 26
Votes and Proceedings: 2025/11

SO 26

Parliamentary administration

1.17 Appointment of Registrar of Members' Interests

On 23 July the Speaker informed the House that, in accordance with the resolution of the House relating to the registration of members' interests, he had appointed the Deputy Clerk, Mr Peter Benson, as the Registrar of Members' Interests in the 48th Parliament.

The Registrar of Members' Interests—normally the Deputy Clerk—maintains the Register of Members' Interests in accordance with procedures set out by the Committee of Privileges and Members' Interests.

Hansard: 23 July 2025, 67
Votes and Proceedings: 2025/29

SO 216

Statements

1.18 Condolences

Before Question Time on 24 July, the Prime Minister moved a condolence motion on the death of the Hon Peter James Nixon AO, Member for Gippsland from 1961 to 1983, and a former minister. The Leader of the Opposition seconded the motion, with the Leader of the Nationals and the current Member for Gippsland also speaking in support of the motion. Members then rose in their places as a mark of respect before debate was adjourned and the resumption of debate was declared referred to the Federation Chamber.

On 28 July, the Prime Minister moved a condolence motion for His Holiness Pope Francis, who had died on 21 April 2025. The Leader of the Opposition seconded the motion before members rose in their places as a mark of respect. Debate was then adjourned and the resumption of debate was declared referred to the Federation Chamber.

At the end of the sitting fortnight, following further contributions in the Federation Chamber, the Speaker reported each condolence motion returned from the Federation Chamber, and members again rose in their places.

Hansard: 24 July 2025, 245-9

28 July 2025, 321-2

30 July 2025, 728-41

31 July 2025, 793-4

Votes and Proceedings: 2025/68; 74; 101; 108

SO 49

1.19 Statements by indulgence of the Chair

Before Question Time on 30 July, the Prime Minister and the Leader of the Opposition made statements by indulgence on the Moscow 1980 Olympics. Later that day, the House resolved

to permit further statements on indulgence in the Federation Chamber, and the next day, four members made statements.

*Hansard: 30 July 2025, 629-31; 670
31 July 2025, 835-9
Votes and Proceedings: 2025/96-7*

1.20 Statements on significant matters

On 31 July, during the period for statements on significant matters, the Minister representing the Minister for Indigenous Australians made a statement in relation to deaths in custody. The member representing the Shadow Minister for Indigenous Australians addressed the House in reply. The Member for Warringah and the Member for Lingiari each spoke, by indulgence.

An assistant minister then made a statement relating to the 30th anniversary of the Srebrenica genocide. The shadow minister spoke in reply, before the Member for Chifley spoke, by indulgence.

For each statement, the House resolved that further statements be permitted in the Federation Chamber.

*Hansard: 31 July 2025, 743-8
Votes and Proceedings: 2025/103
SO 50A, 50B*

Committees

1.21 House standing committees

On 23 July, standing order 215 was amended to appoint the following general purpose standing committees:

- Standing Committee on Climate Change, Energy, Environment and Water
- Standing Committee on Communications, the Arts and Sport
- Standing Committee on Economics
- Standing Committee on Education
- Standing Committee on Employment, Workplace Relations, Skills and Training
- Standing Committee on Health, Aged Care and Disability
- Standing Committee on Industry, Innovation and Science
- Standing Committee on Primary Industries
- Standing Committee on Regional Development, Infrastructure and Transport
- Standing Committee on Social Policy and Legal Affairs.

The change to standing order 215 also provided that each House standing committee will have 10 members. Previously only three committees consisted of 10 members and the rest had nine members.

Standing order 232 was also amended so that three committees will elect a deputy chair, rather than a deputy chair being appointed by the Leader of the Opposition—the Standing Committee on Climate Change, Energy, Environment and Water; the Standing Committee on Economics; and the Standing Committee on Health, Aged Care and Disability. Since the

44th Parliament, deputy chair positions for House standing committees had been appointed by the Leader of the Opposition.

Hansard: 23 July 2025, 78-9
 Votes and Proceedings: 2025/34-5
SO 215, 232

1.22 Joint committees

Also on 23 July, the House resolved to establish the powers and proceedings of the following joint statutory committees:

- Corporations and Financial Services
- Human Rights
- Law Enforcement
- National Anti-Corruption Commission
- Parliamentary Standards.

The House also agreed to resolutions to appoint the following joint standing committees:

- Aboriginal and Torres Strait Islander Affairs
- Electoral Matters
- Foreign Affairs, Defence and Trade
- Implementation of the National Redress Scheme
- Migration
- National Capital and External Territories
- National Disability Insurance Scheme
- Northern Australia
- Parliamentary Library
- Trade and Investment Growth
- Treaties.

Each resolution provided that a message be sent to the Senate requesting its concurrence.

Hansard: 23 July 2025, 105-121
 Votes and Proceedings: 2025/40-60
SO 224

Offensive words[#]

Hansard		
	Date	Page
'... you've just got the wrong one, clown.'	24 July 2025	260
'...clown show back in town. Speaking of one of them--'	29 July 2025	470
'... that is a total write-off of the clown car that the former member of the opposition was driving.'	31 July 2025	813

SOs 89, 90, 92

[#] List of unparliamentary expressions recorded in *Hansard*.