The Senate

Standing
Committee for the
Scrutiny of Delegated
Legislation

Delegated Legislation Monitor

Monitor 1 of 2020

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Introduction

The Senate Standing Committee on Regulations and Ordinances was established in 1932. The committee's name was changed on 4 December 2019 to the Senate Standing Committee for the Scrutiny of Delegated Legislation. The role of the committee is to examine the technical qualities of all legislative instruments subject to disallowance, disapproval or affirmative resolution of the Senate, and to decide whether they comply with the committee's non-partisan scrutiny principles.

Terms of reference

Prior to 4 December 2019, Senate standing order 23(3) required the committee to scrutinise each instrument referred to it to ensure:

- (a) that it is in accordance with the statute;
- (b) that it does not trespass unduly on personal rights and liberties;
- (c) that it does not unduly make the rights and liberties of citizens dependent upon administrative decisions which are not subject to review of their merits by a judicial or other independent tribunal; and
- (d) that it does not contain matter more appropriate for parliamentary enactment.

The instruments recorded in *Delegated Legislation Monitor 1 of 2020* were registered on the Federal Register of Legislation before 4 December 2019. Consequently, the committee has scrutinised these instruments in accordance with the above scrutiny principles.

Nature of the committee's scrutiny

1

The committee's work may be broadly described as technical legislative scrutiny. In this regard, the committee does not examine the policy merits of delegated legislation.

Where an instrument does not appear to comply with the committee's technical scrutiny principles, the committee's usual approach is to correspond with the responsible minister or relevant agency to seek further explanation or clarification of the matter at issue. The committee may also seek an undertaking for specific action to address its concerns.

On 27 November 2019, the Senate agreed to amend standing orders 23 and 25(2)(a), with

effect from 4 December 2019. For further information, see https://www.aph.gov.au/
Parliamentary Business/Committees/Senate/Scrutiny of Delegated Legislation/Changes to committee standing orders.

The committee's work is supported by the processes for the registration, tabling and disallowance of legislative instruments under the *Legislation Act 2003*.²

Publications

The committee's usual practice is to table a report, the *Delegated Legislation Monitor*, each Senate sitting week. The monitor provides an overview of the committee's scrutiny of disallowable legislative instruments for the preceding period. Disallowable legislative instruments detailed in the monitor are also listed in the 'Index of instruments' on the committee's website.³

Ministerial correspondence

The committee undertakes formal correspondence with ministers in order to resolve more significant scrutiny concerns. Ministerial correspondence is published on the committee's website.⁴

Agency correspondence

The committee undertakes informal correspondence with agencies via its secretariat to gather information about potential scrutiny concerns. This correspondence assists the committee in deciding whether it is necessary to seek further advice from the relevant minister about those concerns. Agency correspondence is not published; however, a record of the instrument, scrutiny issue and status of the correspondence is included in Appendix A (ongoing matters) and Appendix B (concluded matters) in the monitor.

Guidelines

Guidelines relating to the committee's scrutiny principles are published on the committee's website.⁵

General information

The Federal Register of Legislation should be consulted for the text of instruments, explanatory statements, and associated information.⁶

The Senate Disallowable Instruments List provides a listing of tabled instruments for which disallowance motions may be moved in the Senate.⁷

2 For further information on the disallowance process and the work of the committee see *Odgers' Australian Senate Practice*, 14th Edition (2016), Chapter 15.

³ *Index of instruments*, https://www.aph.gov.au/Parliamentary Business/Committees/Senate/
Scrutiny of Delegated Legislation/Index.

⁴ See https://www.aph.gov.au/Parliamentary_Business/Committees/Senate/Scrutiny_of_Delegated_Legislation/Monitor.

⁵ See https://www.aph.gov.au/Parliamentary Business/Committees/Senate/Scrutiny of Delegated Legislation/Guidelines.

⁶ See Australian Government, Federal Register of Legislation, <u>www.legislation.gov.au</u>.

The Disallowance Alert records all notices of motion for the disallowance of instruments, and their progress and eventual outcome.⁸

Instruments considered in this monitor

The committee examined 50 disallowable legislative instruments registered on the Federal Register of Legislation between 21 November 2019 and 3 December 2019.

This monitor identifies the instruments registered in this period about which the committee has or had scrutiny concerns. It also identifies instruments registered before this period in relation to which the committee is continuing to engage with the relevant minister or agency, or has concluded its examination.

Parliament of Australia, *Senate Disallowable Instruments List*, http://www.aph.gov.au/Parliamentary_Business/Bills_Legislation/leginstruments/Senate_Disallowable_Instruments_List.

⁸ *Disallowance Alert 2020*, https://www.aph.gov.au/Parliamentary Business/Committees/Senate/Scrutiny of Delegated Legislation/Alerts.



Chapter 1

Instruments raising significant scrutiny concerns

- 1.1 This chapter details the instruments in relation to which the committee holds the most significant scrutiny concerns. For such instruments the committee places a notice of motion to disallow the instrument to emphasise its scrutiny concerns and to provide the Senate with additional time to consider the instrument with the benefit of the committee's comments. Where appropriate, this chapter also details the committee's reasons for withdrawing notices of motion to disallow such instruments.
- 1.2 The committee is currently seeking to resolve all outstanding scrutiny concerns by correspondence with the relevant minister or agency. Copies of any relevant correspondence are available on the committee's website.¹

See https://www.aph.gov.au/Parliamentary Business/Committees/Senate/Scrutiny of Delegated Legislation/Monitor.

Chapter 2

Scrutiny of Commonwealth expenditure

- 2.1 The Financial Framework (Supplementary Powers) Act 1997 (FF(SP) Act) and the Industry Research and Development Act 1986 (Industry Act) authorise the Commonwealth to spend public money on grants and programs specified in instruments made under those Acts. Consequently, the specification of expenditure in an instrument made under these Acts effectively authorises the Commonwealth to spend public moneys on the relevant grant or program. The scrutiny of such instruments is a key aspect of parliamentary scrutiny and control of Commonwealth expenditure.¹
- 2.2 To facilitate such scrutiny, this chapter draws the Senate's attention to the nature and extent of Commonwealth expenditure that is authorised by the FF(SP) Act and the Industry Act and the delegated legislation made under those Acts.
- 2.3 The table below list the grants and programs specified in instruments registered between 21 November and 3 December 2019. The information in the table has been sourced from the instrument and explanatory statement.

Instrument	Grant/Program	Description	Amount
Financial Framework (Supplementary Powers) Amendment (Education Measures No. 4) Regulations 2019 [F2019L01536]	Grants to General Sir John Monash Foundation to administer the Bob Hawke John Monash Scholarships and the Tim Fischer John Monash Scholarships.	The instrument establishes legislative authority for government spending for grants to the General Sir John Monash Foundation to administer the Bob Hawke John Monash Scholarships and the Tim Fischer John Monash Scholarships.	\$10 million in two one-off grants in 2019-20.
Industry Research and Development (Manufacturing Modernisation Fund Program) Instrument 2019 [F2019L01538]	Manufacturing Modernisation Fund Program	The instrument establishes legislative authority for government spending on the Manufacturing Modernisation Fund Program. An estimated \$20 million will be allocated to small grants to support investment in technologies, and an estimated \$30 million will be allocated to larger grants to support transformative investment opportunities.	\$50 million in 2019-20.

For further information see Chapter 7 of the report of the committee's inquiry, <u>Parliamentary</u> scrutiny of delegated legislation.

Instrument	Grant/Program	Description	Amount
Industry Research and Development (Space Infrastructure Fund Program) Instrument 2019 [F2019L01504]	Space Infrastructure Fund Program	The instrument establishes legislative authority for government spending on the Space Infrastructure Fund Program. Funds will be delivered through grant opportunities in relation to:	\$19.5 million over three years from 2019-20.
		 mission control facilities in South Australia; 	
		 supporting world class space manufacturing in New South Wales; 	
		 robotics and artificial intelligence command and control facilities in Western Australia; 	
		 space data analysis facilities in Western Australia; 	
		 University of Tasmania tracking facilities upgrade; and 	
		 space payload qualification facilities. 	

Appendix A

Ongoing matters

The committee engages with relevant ministers and agencies to attempt to resolve its concerns about scrutiny issues raised by disallowable legislative instruments. This appendix documents the committee's ongoing scrutiny concerns.

Ministerial engagement

3.1 The committee is engaging with the relevant minister about the scrutiny issues raised by the instruments listed below. Copies of the ministerial correspondence are available on the committee's website.¹

Instrument	Issue	Status
Broadcasting Services (Transmitter Access) Regulations 2019 [F2019L01248]	Principle (b) personal rights and liberties (privilege against self-incrimination)	Seeking advice from the minister.
	Principle (d) significant matters in delegated legislation	
CASA EX101/19 — Helicopter Aerial Application Endorsements Exemption 2019 [F2019L01132]	Principle (d) continuing exemption	Awaiting implementation of ministerial undertaking made on 07/11/2019 to amend the Civil Aviation Safety Regulations 1998 in 2020.
Financial Sector (Collection of Data) (reporting standard) determination No. 30 of 2019 [F2019L01196]	Principle (c) merits review	Seeking further advice from the assistant minister. 'Protective' notice of motion to disallow instrument placed on 03/12/2019.
Jervis Bay Territory Rural Fires Amendment (Miscellaneous Measures) Rules 2019 [F2019L01494]	Principle (c) merits review	Seeking advice from the assistant minister.

¹ See <u>www.aph.gov.au/senate_sdlc</u>.

Instrument	Issue	Status
Taxation Administration (Private Ancillary Fund) Guidelines 2019 [F2019L01227]	Principle (a) consultation Principle (c) merits review	Seeking further advice from the assistant minister. 'Protective' notice of motion to disallow instrument placed on 05/12/2019.
Treasury Laws Amendment (Ending Grandfathered Conflicted Remuneration) Regulations 2019 [F2019L01526]	Principle (d) significant matters in delegated legislation	Seeking advice from the Treasurer.

Agency engagement

3.2 The committee is engaging with the relevant agencies via its secretariat to seek further information about potential scrutiny concerns raised by the instruments listed below.

Instrument	Issue	Status
National Health (Take Home Naloxone Pilot) Special Arrangement 2019 (PB 97 of 2019) [F2019L01542]	Principle (d) sub-delegation	Seeking advice from the agency.

Appendix B

Concluded matters

4.1 This appendix records the instruments in relation to which the committee has concluded its inquiries, following correspondence with the relevant minister or agency.

Ministerial engagement

4.2 The committee has concluded its examination of the instruments listed below following correspondence with the relevant minister. Copies of the ministerial correspondence are available on the committee's website.¹

Instrument	Issue	Status
ASIC Corporations (Whistleblower Policies) Instrument 2019/1146 [F2019L01457]	Principle (d) exemption from primary legislation	Concluded following response from the assistant minister on 19/12/2019.
Jervis Bay Territory Rural Fires Amendment (Miscellaneous Measures) Ordinance 2019 [F2019L01546]	Principle (d) significant matters in delegated legislation	Drawing to the attention of the minister.
Telecommunications (Protecting Australians from Terrorist or Violent Criminal Material) Direction (No. 1) 2019 [F2019L01159]	Principle (a) incorporation	Concluded following response from the eSafety Commissioner on 17/12/2019. The eSafety Commissioner undertook to amend the explanatory statement to the instrument following a private briefing on 27/11/2019. 'Protective' notice of motion to disallow was placed on 27/11/2019.

¹ See <u>www.aph.gov.au/senate_sdlc</u>.

Agency engagement

4.3 The committee has concluded its examination of the instruments listed below following informal correspondence with the relevant agencies via its secretariat.

Instrument	Issue	Status
AusCheck Legislation Amendment (Major National Events) Regulations 2019 [F2019L01410]	Principle (b) procedural fairness	Concluded following response from the agency on 18/12/2019.
Crimes Amendment (National Disability Insurance Scheme—Worker Screening) Regulations 2019 [F2019L01397]	Principle (a) compliance with authorising legislation	Concluded following response from the agency on 13/12/2019.
	Principle (b) privacy	
Health Insurance (Bonded Medical Program) Rule 2020 [F2019L01513]	Principle (a) incorporation Principle (c) merits review	Concluded following response from the agency on 15/01/2020.
		The agency undertook to amend the instrument.
Narcotic Drugs Amendment (Review Recommendations) Regulations 2019 [F2019L01485]	Principle (a) consultation	Concluded following response from the agency on 06/12/2019.
Telecommunications (Emergency Call Service) Determination 2019 [F2019L01509]	Principle (a) incorporation Principle (c) merits review (no-invalidity clauses)	Concluded following responses from the agency on 23/12/2019 and 15/01/2020.
	(no-invalidity clauses)	The agency undertook to amend the instrument and the explanatory statement to the instrument.
Telecommunications (Interception and Access) (Emergency Service Facilities - Victoria) Amendment Instrument 2019 [F2019L01453]	Principle (b) privacy	Concluded following response from the agency on 06/12/2019.
Veterans' Affairs Pharmaceutical Benefits Schemes (Electronic Prescriptions and	Principle (a) consultation Principle (b) privacy	Concluded following responses from the agency on 19/12/2019
Active Ingredient Prescribing) Amendment Instrument 2019 [F2019L01387]	, , , , ,	and 28/01/2020. The agency undertook to amend the explanatory statement to the instrument.
		The agency also undertook to amend the Repatriation Pharmaceutical Benefits Scheme [F2013L02009] and the MRCA Pharmaceutical Benefits Scheme (No. MRCC 44/2013) [F2013L02012].

Appendix C

Undertakings

5.1 From time to time, a minister or agency may make an undertaking to address the committee's scrutiny concerns. These may include, for example, an undertaking to amend a legislative instrument or an explanatory statement, or to review an Act or a departmental practice. The committee expects that, when a minister or agency has made an undertaking, it will be implemented in a timely manner. Accordingly, this appendix records outstanding ministerial and agency undertakings, and the undertakings implemented since the committee's last *Delegated Legislation Monitor*.

Outstanding undertakings

5.2 The following table records undertakings that remain outstanding, from oldest to newest. The committee draws these undertakings to the attention of the Senate.

Instrument	Undertaking	Date of Undertaking
Hearing Services Program (Voucher) Instrument 2019 [F2019L00969]	The Department of Health undertook to amend the explanatory statement to the instrument in response to the committee's concerns.	23/08/2019
Crimes Legislation Amendment (2019 Measures No. 1) Regulations 2019 [F2019L01004]	The Attorney-General's Department undertook to amend the explanatory statement to the instrument in response to the committee's concerns.	03/09/2019
Telecommunications (Carrier Licence Exemption - Trial Network Units) Determination 2019 [F2019L00317] Telecommunications (Carrier Licence Exemption – Supply of Carriage Services to Visitors) Determination 2019 [F2019L00318]	The Department of Communications and the Arts undertook to amend the explanatory statements to the instruments in response to the committee's concerns.	03/09/2019
Water Amendment (Murray Darling Basin Agreement—Basin Salinity Management) Regulations 2018 [F2018L01674]	The Minister for Water Resources, Drought, Rural Finance, Natural Disaster and Emergency Management undertook to progress amendments to the <i>Water Act 2007</i> in response to the committee's concerns.	11/09/2019

Instrument	Undertaking	Date of Undertaking
Financial Framework (Supplementary Powers) Amendment (Education Measures No. 2) Regulations 2019 [F2019L01156]	The Department of Finance undertook to amend the explanatory statement to the instrument in response to the committee's concerns.	02/10/2019
ASIC Corporations (Amendment) Instrument 2019/784 [F2019L01206]	The Australian Securities and Investment Corporation undertook to amend the explanatory statement to the instrument in response to the committee's concerns.	16/10/2019
National Museum of Australia Regulations 2019 [F2019L01273]	The Department of Communications and the Arts undertook to amend the explanatory statement to the instrument in response to the committee's concerns.	01/11/2019
Other Grants Guidelines (Education) Amendment (No.1) 2019 [F2019L01333]	The Department of Education undertook to amend the instrument and the explanatory statement to the amending instrument in response to the committee's concerns.	06/11/2019
CASA EX101/19 — Helicopter Aerial Application Endorsements Exemption 2019 [F2019L01132]	The Minister for Infrastructure, Transport and Regional Development undertook to amend the Civil Aviation Safety Regulations 1998 in 2020 in response to the committee's concerns.	07/11/2019
Quality of Care Amendment (Minimising Use of Restraints) Principles 2019 [F2019L00511]	The Minister for Aged Care and Senior Australians undertook to amend the explanatory statement to the instrument in response to the committee's concerns.	23/08/2019
	The Minister for Aged Care and Senior Australians undertook to conduct a review of the operation of the provisions inserted into the Quality of Care Principles 2014 by the instrument after they have been in force for 12 months.	20/11/2019
CASA EX70/19 — Implementation of Drug and Alcohol Management Plans (Non-DAMP Organisations) Instrument 2019 [F2019L01414]	The Civil Aviation Safety Authority undertook to amend the instrument in response to the committee's concerns.	27/11/2019
Taxation Administration (Private Ancillary Fund) Guidelines 2019 [F2019L01227]	The Assistant Minister for Finance, Charities and Electoral Matters undertook to amend the explanatory statement to the instrument in response to the committee's concerns.	03/12/2019
Telecommunications (Protecting Australians from Terrorist or Violent Criminal Material) Direction (No. 1) 2019 [F2019L01159]	The eSafety Commissioner undertook to amend the explanatory statement to the instrument in response to the committee's concerns.	17/12/2019

Instrument	Undertaking	Date of Undertaking
Veterans' Affairs Pharmaceutical Benefits Schemes (Electronic Prescriptions and Active Ingredient Prescribing) Amendment Instrument 2019 [F2019L01387]	The Department of Veterans' Affairs undertook to amend the explanatory statement to the instrument in response to the committee's concerns.	19/12/2019
	The Department of Veterans' Affairs undertook to amend the Repatriation Pharmaceutical Benefits Scheme [F2013L02009] and the MRCA Pharmaceutical Benefits Scheme (No. MRCC 44/2013) [F2013L02012] to correct drafting errors.	28/01/2020
Telecommunications (Emergency Call Service) Determination 2019 [F2019L01509]	The Australian Communications and Media Authority undertook to amend the instrument and the explanatory statement to the instrument in response to the committee's concerns.	23/12/2019 15/01/2019
Health Insurance (Bonded Medical Program) Rule 2020 [F2019L01513]	The Department of Health undertook to amend the instrument in response to the committee's concerns.	15/01/2019

Implemented undertakings

5.3 The following table records undertakings that have been implemented since the committee's last *Delegated Legislation Monitor*.

Instrument	Undertaking	Date implemented
Amendment of List of Exempt Native Specimens – Commonwealth Eastern Tuna and Billfish Fishery and Commission for the Conservation of Antarctic Marine Living Resources Ross Sea Exploratory Toothfish Fishery, August 2019 [F2019L01078]	The Department of the Environment and Energy amended the explanatory statement to the instrument in response to the committee's concerns.	17/12/2019
Customs (Prohibited Imports) Amendment (Collecting Tobacco Duties) Regulations 2019 [F2019L00352]	The Assistant Minister for Customs, Community Safety and Multicultural Affairs amended the explanatory statement to the instrument in response to the committee's concerns.	17/12/2019
National Health (Claims and under co- payment data) Amendment (Electronic Prescriptions) Rules 2019 [F2019L01383]	The Department of Health amended the explanatory statement to the instrument in response to the committee's concerns.	19/12/2019

List of instruments in current monitor

Note: Instruments listed with an asterisk (*) following the instrument name were raised for the first time in this Delegated Legislation Monitor.

Instrument	FRL No	Page
Amendment of List of Exempt Native Specimens – Commonwealth Eastern Tuna and Billfish Fishery and Commission for the Conservation of Antarctic Marine Living Resources Ross Sea Exploratory Toothfish Fishery, August 2019	[F2019L01078]	12
ASIC Corporations (Amendment) Instrument 2019/784	[F2019L01206]	10
ASIC Corporations (Whistleblower Policies) Instrument 2019/1146	[F2019L01457]	7
AusCheck Legislation Amendment (Major National Events) Regulations 2019	[F2019L01410]	8
Broadcasting Services (Transmitter Access) Regulations 2019	[F2019L01248]	5
CASA EX101/19 — Helicopter Aerial Application Endorsements Exemption 2019	[F2019L01132]	5, 10
CASA EX70/19 — Implementation of Drug and Alcohol Management Plans (Non-DAMP Organisations) Instrument 2019	[F2019L01414]	10
Crimes Amendment (National Disability Insurance Scheme—Worker Screening) Regulations 2019	[F2019L01397]	8
Crimes Legislation Amendment (2019 Measures No. 1) Regulations 2019	[F2019L01004]	9
Customs (Prohibited Imports) Amendment (Collecting Tobacco Duties) Regulations 2019	[F2019L00352]	12
Financial Framework (Supplementary Powers) Amendment (Education Measures No. 2) Regulations 2019	[F2019L01156]	10
Financial Framework (Supplementary Powers) Amendment (Education Measures No. 4) Regulations 2019	[F2019L01536]	3
Financial Sector (Collection of Data) (reporting standard) determination No. 30 of 2019	[F2019L01196]	5
Health Insurance (Bonded Medical Program) Rule 2020*	[F2019L01513]	8, 11
Hearing Services Program (Voucher) Instrument 2019	[F2019L00969]	9

Instrument	FRL No	Page
Industry Research and Development (Manufacturing Modernisation Fund Program) Instrument 2019	[F2019L01538]	3
Industry Research and Development (Space Infrastructure Fund Program) Instrument 2019	[F2019L01504]	4
Jervis Bay Territory Rural Fires Amendment (Miscellaneous Measures) Rules 2019*	[F2019L01494]	5
Jervis Bay Territory Rural Fires Amendment (Miscellaneous Measures) Ordinance 2019*	[F2019L01546]	7
Narcotic Drugs Amendment (Review Recommendations) Regulations 2019	[F2019L01485]	8
National Health (Claims and under co-payment data) Amendment (Electronic Prescriptions) Rules 2019	[F2019L01383]	12
National Health (Take Home Naloxone Pilot) Special Arrangement 2019 (PB 97 of 2019)*	[F2019L01542]	6
National Museum of Australia Regulations 2019	[F2019L01273]	10
Other Grants Guidelines (Education) Amendment (No.1) 2019	[F2019L01333]	10
Quality of Care Amendment (Minimising Use of Restraints) Principles 2019	[F2019L00511]	10
Taxation Administration (Private Ancillary Fund) Guidelines 2019	[F2019L01227]	6, 10
Telecommunications (Carrier Licence Exemption – Supply of Carriage Services to Visitors) Determination 2019	[F2019L00318]	9
Telecommunications (Carrier Licence Exemption - Trial Network Units) Determination 2019	[F2019L00317]	9
Telecommunications (Emergency Call Service) Determination 2019*	[F2019L01509]	8, 11
Telecommunications (Interception and Access) (Emergency Service Facilities - Victoria) Amendment Instrument 2019	[F2019L01453]	8
Telecommunications (Protecting Australians from Terrorist or Violent Criminal Material) Direction (No. 1) 2019	[F2019L01159]	7, 10
Treasury Laws Amendment (Ending Grandfathered Conflicted Remuneration) Regulations 2019*	[F2019L01526]	6
Veterans' Affairs Pharmaceutical Benefits Schemes (Electronic Prescriptions and Active Ingredient Prescribing) Amendment Instrument 2019	[F2019L01387]	8, 11

Instrument	FRL No	Page
Water Amendment (Murray Darling Basin Agreement—Basin Salinity Management) Regulations 2018	[F2018L01674]	9

Senator the Hon Concetta Fierravanti-Wells Chair Senate Standing Committee for the Scrutiny of Delegated Legislation