

Contents

	<i>Page</i>
<i>Preface</i>	vii
<i>Chapter summaries</i>	xi
<i>List of appendixes and attachments</i>	xxxvii
<i>List of illustrations and tables</i>	xxxviii
<i>Reference guide</i>	xxxix
1 <i>The Parliament</i>	1
2 <i>The role of the House of Representatives</i>	33
3 <i>Disagreements between the Houses</i>	43
4 <i>House, Government and Opposition</i>	69
5 <i>Elections and the electoral system</i>	107
6 <i>Parliament House and the House of Representatives Chamber</i>	129
7 <i>Members</i>	149
8 <i>The Speaker, Deputy Speakers and Officers</i>	177
9 <i>The parliamentary calendar</i>	227
10 <i>Routine of business and the sitting day</i>	255
11 <i>Motions</i>	297
12 <i>Legislation</i>	349
13 <i>Control and conduct of debate</i>	457
14 <i>Questions</i>	499
15 <i>Matters of public importance</i>	527
16 <i>Private Members' business</i>	539
17 <i>Papers and documents</i>	555
18 <i>Parliamentary committees</i>	583
19 <i>Parliamentary privilege</i>	677
20 <i>Parliament and the citizen</i>	727
<i>Appendixes and attachments</i>	745
<i>Index</i>	1001

1. The first part of the document is a list of the names of the members of the committee.

2. The second part of the document is a list of the names of the members of the committee.

3. The third part of the document is a list of the names of the members of the committee.

Chapter summaries

Page

1 Parliament	1
COMPOSITION	1
GOVERNOR-GENERAL	1
Appointment	2
Administrator and Deputies	2
Official secretary	3
Powers and functions	4
Dissolution	6
And the Parliament	11
And the Executive Government	13
And the Judiciary	14
POWERS AND JURISDICTION OF THE HOUSES	14
Jurisdictional power	15
Section 49	15
Section 50	15
Standing order 1	16
Legislative power	16
THE COURTS AND PARLIAMENT	18
Constitutional provisions	18
Parliamentary Commission of Inquiry	20
The meaning of 'misbehaviour' and 'incapacity'	20
The courts as a check on the power of Parliament	22
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
Parliamentary debate and the courts	25
CONSTITUTION ALTERATION	25
Constitution review	28
Distribution to electors of arguments for and against proposed constitutional alterations	30
Referendum results	30
Other referendums	31

2	The role of the House of Representatives	33
	INDEPENDENCE OF THE HOUSES	35
	FUNDAMENTAL DISTINCTIONS BETWEEN THE TWO HOUSES	36
	Financial initiative of the Crown	36
	Financial powers of the two Houses	37
	FUNCTIONS OF THE HOUSE	38
	The Government—Making and unmaking	38
	The initiation and consideration of legislation	39
	Seeking information on and clarification of government policy	40
	Surveillance, appraisal and criticism of government administration	40
	Consideration of financial proposals and examination of public accounts	41
	Inquiry by committee	41
	Ventilation of grievances and matters of interest or concern	42
	Receiving petitions	42
	Examination of delegated legislation	42
	PREREQUISITES FOR FULFILLING FUNCTIONS	42
3	Disagreements between the Houses	43
	CONFERENCES	44
	Informal conference	45
	DOUBLE DISSOLUTION	46
	Section 57 of the Constitution	46
	The 1914 double dissolution	48
	The 1951 double dissolution	49
	The 1974 double dissolution	52
	The 1975 double dissolution	54
	Significance of the constitutional crisis of 1975	58
	Tensions in the system of Cabinet government in a State-represented federal system	60
	Impact of the 'supply' provisions	61
	The 1983 double dissolution	61
	The 1987 double dissolution	63
	JOINT SITTING	64
	High Court cases relating to joint sitting	67
4	House, Government and Opposition	69
	GOVERNMENT AND PARLIAMENT	69
	Relationships	69
	A note on separation of powers and checks and balances	70
	The Government and House proceedings	71
	The Constitution and Executive Government	72
	Constitutional conventions	74

Aspects of ministerial responsibility	75
Collective Cabinet responsibility	75
Individual ministerial responsibility	76
POLITICAL PARTIES	78
Leaders and office holders	79
Party whips	80
Party committees and meetings	82
Parties and their effect on the House	83
THE MINISTRY	83
Composition of the Ministry	83
Number of Ministers	83
The two level Ministry	84
Coalition Ministries	84
Interim Ministries	85
Caretaker convention	85
The Ministry and the Senate	85
Prime Minister	86
Treasurer	88
Attorney-General	89
Leader of the House	90
Cessation of ministerial office	91
Resignation	91
Dismissal	93
Leave of absence	94
Ministerial assistance	94
Assistant Ministers	95
Parliamentary Secretaries	96
Ministerial salaries	97
Office of profit	98
Personal or pecuniary interest and related matters	98
CABINET	100
Select Cabinets	101
FEDERAL EXECUTIVE COUNCIL	102
THE (OFFICIAL) OPPOSITION	103
Composition	103
Leader of the Opposition	104
Shadow Ministry	105
Role of the Opposition	105

5 Elections and the electoral system	107
THE FIRST ELECTION	107
THE GROWTH OF THE HOUSE	108
REVIEW OF THE ELECTORAL SYSTEM	108
GENERAL ELECTIONS	109
BY-ELECTIONS	110
SENATE ELECTIONS	111
ELECTORAL DIVISIONS	112
Determination of Divisions	112
Redistribution	113
Parliamentary procedure	115
Limited redistribution	115
Improper influence	116
ELECTORS	116
Method of voting	118
Senate voting	118
THE TIMETABLE FOR ELECTIONS	119
Issue of writs	119
Nomination of candidates	120
Polling day	121
Scrutineers	122
Counting	122
Recount	122
Declaration of the poll	122
Return of writs	122
Meeting of a new Parliament	123
PUBLIC FUNDING FOR ELECTIONS AND ELECTORAL EXPENSES	123
Public funding for election purposes	123
Disclosure of income and expenditure	123
Annual returns by political parties and associated entities	123
Returns by candidates and political parties	124
Returns by third parties and donors	124
Returns by media	125
Annual returns by government departments	125
Failure to make returns or keep records	125
Unlawful gifts	125
Public availability of returns	125
DISPUTED ELECTIONS AND RETURNS	126

6	Parliament House and the House of Representatives Chamber	129
	THE PARLIAMENT BUILDINGS	129
	Meetings in Melbourne and the provisional Parliament House in Canberra	129
	The permanent Parliament House	130
	The site	130
	Design and construction	130
	The layout of the building	131
	THE CHAMBER	132
	The Mace	134
	Seating	134
	Bar of the House	135
	Galleries	136
	Strangers	137
	Distinguished visitors	138
	Chamber proceedings	139
	The Main Committee chamber	140
	ACCESS FOR PHOTOGRAPHY AND TELEVISION AND RADIO INTERVIEWS	140
	PARLIAMENTARY PRECINCTS AND THE EXERCISE OF AUTHORITY	141
	The security of the parliamentary precincts	143
	Disorder and disturbances	144
	Powers of police in Parliament	146
	Demonstrations	147
7	Members	149
	THE MEMBER'S ROLE	149
	Parliamentary	149
	Constituency	150
	Party	151
	NUMBER OF MEMBERS	151
	Territorial representation	151
	QUALIFICATIONS AND DISQUALIFICATIONS	152
	Challenges to membership	153
	Section 44(i.) of the Constitution	153
	Section 44(iv.) of the Constitution	154
	Section 44(v.) of the Constitution	155
	Section 45(ii.) of the Constitution	155
	Commonwealth Electoral Act s. 163	156
	Penalty for sitting while ineligible	157
	Consequences of Member sitting while ineligible	157

7 Members—continued

SWEARING-IN	157
NEW MEMBERS	158
First speech	159
PECUNIARY INTEREST	159
Professional advocacy	161
Personal interest in committee inquiry	162
Parliamentary committee on pecuniary interest	163
Government committee on public duty and private interest	163
Registration—Committee of Members' Interests	164
Draft framework of ethical principles	166
MEMBERS' REMUNERATION AND ENTITLEMENTS	166
Electorate allowance and other entitlements	167
Superannuation benefits	168
ATTENDANCE	169
VACANCY	169
Resignation	169
Absence without leave	170
Death	171
Expulsion	171
TITLES ACCORDED TO MEMBERS	172
M.P. (Member of Parliament)	172
Honourable	172
Academic and other titles	173
Longest serving Member of the House	173
DRESS AND CONDUCT	174
SERVICE ON NON-PARLIAMENTARY ORGANISATIONS	174

8 The Speaker, Deputy Speakers and Officers..... 177

THE OFFICE OF SPEAKER	177
Origins	177
The Speaker today	178
Impartiality of the Chair	179
Period in office	181
ELECTION OF SPEAKER	182
POWERS, FUNCTIONS AND DUTIES	186
Constitutional	186
Ceremonial and traditional	186
Statutory	188
Procedural	189
Powers and functions under the standing orders	189
Discretionary powers	189
Participation in debate	191
Questions	193

Administrative	193
Control over Parliament House	193
Staffing and financial arrangements	194
Services to Members	195
Ex officio committees and associations	195
THE MACE AND THE SPEAKER	196
VACANCY IN OFFICE OF SPEAKER	197
ABSENCE OF SPEAKER	198
THE SPEAKER'S VOTE	199
Exercise of the casting vote	199
To enable a further decision of the House	200
To enable debate to continue	200
To decide a matter before the House	201
Speaker voting in committee	202
SOURCES OF PROCEDURAL AUTHORITY	202
Constitution	202
Standing orders	203
Traditional practice	203
SPEAKER'S RULINGS	204
Dissent from rulings	205
Interpretation of the Constitution, or the law	207
CRITICISM OF SPEAKER'S ACTIONS AND CONDUCT	207
DEPUTY SPEAKER	213
Appointment of Deputy Speaker	213
Powers and duties of Deputy Speaker as Chair of Main Committee	214
Resignation and vacancy	215
Deputy Speaker as Chair of House	216
SECOND DEPUTY SPEAKER	216
Appointment	217
SPEAKER'S PANEL	217
PRINCIPAL PERMANENT OFFICERS OF THE HOUSE	219
The Clerk of the House	219
Role and functions of the Clerk	221
Deputy Clerk	222
Serjeant-at-Arms	222
The Department of the House of Representatives	223
THE OTHER PARLIAMENTARY DEPARTMENTS	224
Parliamentary Reporting Staff	224
Parliamentary Library	225
The Joint House Department	225

9 The parliamentary calendar	227
TERMINOLOGY	228
A PARLIAMENT	230
Summoning Parliament	231
Proceedings on opening day	231
House assembles and Parliament opened	231
Deputy	232
Members sworn	232
Election of Speaker.....	233
Presentation of Speaker to Governor-General.....	233
Governor-General's speech.....	234
Formal business	234
Report of Governor-General's speech and Address in Reply Committee	235
Other business	235
Proposed new arrangements for opening day	236
Dissolution.....	237
Effects of dissolution.....	237
Expiration	238
Prolongation	238
A SESSION	239
Opening of a new session.....	240
'Opening' by the Sovereign.....	241
First Session.....	241
New Session	241
Prorogation	241
Effects of prorogation.....	243
Prorogation and committees	243
Prorogation in practice	246
THE ADDRESS IN REPLY	247
Presentation to House.....	247
Debate.....	248
Amendments.....	249
Presentation to Governor-General.....	249
SITTING AND NON-SITTING PERIODS	251
Some statistics	251
Pattern of sittings.....	251
Days and hours of meeting	252
Special adjournments.....	253
Special reassemblies of the House	253

10 Routine of business and the sitting day	255
SITTING DAY	255
Definition.....	255
Two sittings commencing on the one day	256
Length of sittings.....	256
Joint sittings.....	257
Joint meetings.....	257
Secret sittings and meetings	258
Suspension of sittings.....	258
Pursuant to standing orders	258
Election of Speaker and deputies	259
Meeting of a new Parliament.....	259
Grave disorder	259
Want of quorum.....	259
Conference with Senate.....	260
Pursuant to resolution of the House.....	260
Practice of the House.....	260
Meal breaks	260
Other occasions	261
MEETING OF THE HOUSE	262
Preliminaries to meeting.....	263
Meetings at hour other than pursuant to adjournment.....	263
Meeting when House has not adjourned the previous sitting.....	264
PRAYERS	265
ROUTINE OF BUSINESS.....	265
Routine of business on Mondays.....	267
Ordinary routine	267
Notices and orders of the day	267
Determination of precedence.....	269
Postponement of notices and orders of the day	269
Member absent or failing to rise when notice called on.....	270
Discharge of orders of the day.....	270
Notices and orders of the day not called on	271
Questions without notice	271
Presentation of papers.....	272
Ministerial statements, by leave	272
Matter of public importance	273
Matters accorded precedence	273
Censure or want of confidence motions and amendments	273
Matters of privilege	274
Votes of thanks or condolence	274
Motions for leave of absence to a Member	275
Announcements of ministerial arrangements	275
Swearing-in of Members and announcements of returns to writs	275

10 Routine of business and the sitting day—continued

Other matters that can interrupt the ordinary routine of business	275
Personal explanations	275
Acknowledgment and admission of distinguished visitors	275
Announcements and statements by the Speaker	276
Committee reports and papers	276
Matter of special interest	276
Suspension of standing orders	276
Points of order	277
Disorder	277
Absence of a Minister	277
ELEVEN O'CLOCK RULE	278
ADJOURNMENT	279
Standing orders provisions	279
Motion moved by a Minister	280
Automatic adjournment	280
Adjournment of the House	281
Adjournment of the House for special reasons	282
QUORUM	282
Standing orders provisions	283
Quorum at time of meeting	283
Quorum during sitting	283
Want of quorum in division	283
Want of quorum noticed	284
Resumption of proceedings after count out	286
DIVISIONS	286
Determination of questions arising	286
Entitlement of Members to vote	287
Divisions not proceeded with	287
Recording dissent	288
Procedure during divisions	288
Ring of bells and locking of doors	288
Appointment of tellers	288
Voting	290
Business arising during a division	291
Deferral of divisions	291
Record of divisions	291
Pairs	292
Free votes	293
Proposals for change in division procedure	294
BALLOTING	296

11 Motions	297
WHAT IS A MOTION?.....	297
RULES REGULATING REQUIREMENT OF NOTICE.....	299
Motions requiring notice	299
Motions moved without notice.....	300
Giving notice	301
Openly	301
Delivering copy of terms to the Clerk	301
Member absent	301
Member suspended.....	302
Need for seconder.....	302
Contingent notice	302
Order on the Notice Paper	303
Notice divided	304
Authority of the Speaker	304
Notice altered by Member	305
Withdrawal or removal of notice.....	306
MOTIONS	306
Rules regarding subject matter	306
Same question rule	306
Anticipation	308
Progress in House	308
Motion moved	308
Motion seconded	309
Motion dropped	310
Question proposed—motion in possession of House	310
Withdrawal of motion.....	311
Question superseded or dropped	311
Question deferred	311
Consideration of question interrupted	312
Motion declared urgent.....	312
Complicated question divided.....	312
Question put and result determined.....	313
Consideration in the Main Committee	313
Orders and resolutions of the House	314
Duration.....	314
Effect	316
Resolution or vote of the House rescinded or varied	317
Resolution expunged from records.....	319
SPECIAL TYPES OF MOTIONS	319
Want of confidence and censure.....	319
The Government.....	319
Ministers	325
Censure of Minister or Government by Senate	326
Censure of a Member	327
Censure of the Opposition	328

11 Motions—continued

Addresses.....	328
To the sovereign.....	328
To members of the Royal Family.....	329
To the Governor-General.....	329
Resolutions to sovereign and Governor-General.....	330
Presentation of Addresses.....	330
Reply.....	331
Motion of condolence.....	331
Vote of thanks.....	333
Motion to suspend standing or sessional orders.....	333
Pursuant to notice.....	334
By leave of the House.....	334
Without notice.....	335
Without notice as a tactical measure.....	336
Debate on motion.....	336
Limitation of suspension.....	337
Absolute majority.....	337
Constitutional validity.....	337
Speaker's vote.....	338
AMENDMENTS TO MOTIONS.....	339
How to move.....	339
Restrictions on Members in moving and speaking to amendments.....	340
Seconder required.....	341
Amendment in possession of House.....	341
Form and content of amendment.....	341
Relevancy.....	341
Legible and intelligible.....	341
Consistency.....	341
Same amendment.....	342
Amendment to earlier part of question.....	342
Amendment to words already agreed to.....	342
Direct negative.....	342
Alternative propositions.....	343
Other restrictions.....	344
Order of moving amendments.....	345
Withdrawal of proposed amendment.....	346
Amendment to proposed amendment.....	346
Putting question on amendment.....	346

12 Legislation..... 349

THE LEGISLATIVE FUNCTION OF PARLIAMENT.....	349
BILLS—THE PARLIAMENTARY PROCESS.....	349
Form of bill.....	350
Preparation of bills—The extra-parliamentary process.....	354
Synopsis of major stages.....	355
The application of the same question rule to bills.....	357
Classification of bills.....	358

ORDINARY BILLS	358
Initiation and first reading	358
Referral after first reading	362
Referral to committee for advisory report	362
Referral to the Main Committee	363
Second reading	364
Amendment to question for second reading	368
Reasoned amendment in the Main Committee	373
Determination of question for second reading	373
Bill reintroduced	373
Bill not proceeded with	374
Proceedings following second reading	374
Reference to select committee	375
Instructions to a committee	376
Reference to legislation committee	377
Leave to move third reading/report stage forthwith	377
Former committee of the whole	377
Consideration in detail	378
Moving of motions and amendments during consideration in detail	378
Report stage (for bills considered by Main Committee)	384
Reconsideration	385
Third reading and final passage	386
Rescission of third reading	387
PRINTING AND OTHER ADMINISTRATIVE ARRANGEMENTS IN CONNECTION WITH BILLS	388
Deputy Speaker's amendments	389
Clerk's certificate and transmission to the Senate	389
THE FINANCIAL PROCEDURES OF THE HOUSE	390
Former financial procedures	391
The Consolidated Revenue Fund, the Trust Fund and the Loan Fund	391
BILLS CONTAINING SPECIAL APPROPRIATIONS	392
Examples of special appropriation bills	393
Procedures peculiar to special appropriation bills	393
TAXATION BILLS	397
Procedures peculiar to taxation bills	400
Customs and excise tariff proposals	401
APPROPRIATION AND SUPPLY BILLS	402
Summary	402
Ordinary annual services of the Government	404
The components of the annual Budget	405
Appropriation Bill (No. 1)—the main appropriation bill	405
Appropriation Bill (No. 2)	407
Appropriation (Parliamentary Departments) Bill	407
Budget documents and related papers	407
Additional appropriation bills	408
Supply bills	409
Advance to the Minister for Finance	410
Advances to the Speaker and President of the Senate	410

12 Legislation—continued

CONSTITUTION ALTERATION BILLS.....	411
Absolute majority	411
Disagreements between the Houses	412
BILLS RECEIVED FROM THE SENATE	412
PROCEDURAL VARIATIONS FOR PASSAGE OF BILL.....	414
All stages without delay	414
Bills considered together	415
Cognate debate	415
Bills declared urgent.....	416
Declaration of urgency	417
Allotment of time	418
Proceedings under guillotine	420
PROCEDURE FOLLOWING SENATE CONSIDERATION	422
Limitations on Senate power of amendment	422
Agreement by Senate without amendment (or requests).....	422
Senate amendments	423
Rescission of agreement to Senate amendments	425
Committee of Reasons.....	425
Senate requests for amendments	425
Inquiries into the interpretation and application of the 3rd paragraph of s. 53.....	430
Requested amendments made.....	432
Requested amendments not made	433
Requested amendment not made, but effect achieved by other means	433
Bills which the Senate may amend, in parts, and must request, in parts... ..	433
Pressed requests.....	434
The issue of possible division of bill.....	438
Proceedings in case of continued disagreement	438
SENATE BILLS AMENDED BY HOUSE	439
LAPSED BILLS.....	441
PRESENTATION OF BILLS TO THE GOVERNOR-GENERAL	442
Preparation of bills for submission for assent	443
Presentation of first bill for assent.....	444
Governor-General's assent forthwith	444
Bills reserved for the Queen's assent	444
Presentation of constitution alteration bills	445
Amendment recommended by Governor-General	446
Errors in respect of bills assented to.....	447
Publication of Acts	447
Presentation of double dissolution bills.....	447
DELEGATED LEGISLATION	448
Parliamentary scrutiny and control.....	449
Approval	450
Disallowance	451
Reckoning of time	452
Notice to disallow before tabling	452

Delegated legislation procedure in the House	453
Regulations and Ordinances Committee	453
Legislative Instruments Bill 1996	454
Incorporation of provisions of the Acts Interpretation Act	454
Notification of intention to make legislative instruments and consultation	454
Register of Legislative Instruments	454
Disallowance	454
Sunset provisions	455
THE INTERPRETATION OF ACTS	455
Construction of Acts subject to the Constitution	455
Regard to purpose or object of Act	455
Use of extrinsic material in the interpretation of an Act	455
13 Control and conduct of debate	457
MANNER AND RIGHT OF SPEECH	458
When Members may speak	458
Matters not open to debate	458
Mover and seconder of motions and amendments	458
Question on motion or amendment before the House or Main Committee	459
Speaking in reply	459
Misrepresentation	460
Personal explanations	460
Other matters by indulgence of the Chair	461
Statements by leave	462
Allocation of the call	464
Manner of speech	465
Remarks addressed to Chair	465
Place of speaking	466
Reading of speeches	466
Language of debate	466
Incorporation of unread material into Hansard	466
Display of articles to illustrate speeches	469
Citation of documents not before the House	469
RULES GOVERNING CONTENT OF SPEECHES	470
Relevancy in debate	470
General principles and exceptions	470
Cognate debate	471
Persistent irrelevance or tedious repetition	472
Anticipation	472
Allusion to previous debate or proceedings	473
Allusion to Senate debate or proceedings and to Senators	473
Offensive or disorderly words	475
References to, and reflections on, Members	476
References to the Queen, the Governor-General and State Governors	478
Reflections on members of the judiciary	479
Reflections on the House, statutes and votes of the House	480

13 Control and conduct of debate—continued

References to other governments and their representatives	480
Sub judice convention	481
Right to legislate and discuss matters	482
Discretion of the Chair	482
Civil or criminal matter	483
Chair's knowledge of the case	484
Matters before royal commissions and other bodies	484
Unreported committee evidence	485
INTERRUPTIONS TO MEMBERS SPEAKING	485
CURTAILMENT OF SPEECHES AND DEBATE	487
Curtailmnt of speeches	487
Time limits for speeches	487
Extension of time	488
Closure of Member	489
Adjournment and curtailment of debate	489
Motion for adjournment of debate	489
Closure of question	490
Guillotine	492
Other provisions for the interruption and conclusion of debates	492
POWERS OF CHAIR TO ENFORCE ORDER	493
Naming of Members	493
Proceedings following the naming of a Member	494
Gross disorder by a Member	497
Orders to withdraw from the Chamber	497
Grave disorder	498
Disorder in the Main Committee	498
Other matters of order relating to Members	498

14 Questions 499

QUESTION TIME	499
Some historical features	499
Duration of Question Time	501
Number of questions	501
Allocation of the call	502
Supplementary questions	503
RULES GOVERNING QUESTIONS	504
Questioners	504
Private Members	504
Ministers	504
Parliamentary Secretaries, etc.	504
Speaker	505

Direction of Questions.....	505
To Ministers.....	505
Rostering of Ministers	506
To Parliamentary Secretaries, etc.	506
To private Members	506
To committee chairs	508
To the Speaker.....	508
Form and content of questions	509
To relate to Minister's public responsibilities	509
Statutory authorities.....	510
Questions to seek factual information or press for action	510
Debate, argument, etc.	511
References to debates and committee proceedings	511
Anticipation of business	511
Information in questions.....	512
References to newspaper reports, etc.	512
Questions seeking opinions	513
Announcement of government policy	514
Inferences, etc.....	514
Identification of people in questions	514
Questions concerning the Crown.....	515
The sub judice convention.....	516
Language	516
Repetition of questions.....	516
Question without notice similar to question on Notice Paper	517
Questions requiring detailed response.....	517
Personal interest.....	517
QUESTIONS ON NOTICE.....	517
Notice of question	518
Form and content.....	519
Order of questions	519
Removal of questions from Notice Paper.....	519
ANSWERS	519
No obligation to answer.....	519
Answers to questions put to Ministers representing Senate Ministers	520
Answers to questions without notice.....	520
Content of answers	521
Length of answers.....	522
Answers and the authority of the Chair	523
Answers to questions on notice	523
Unanswered questions	525

15 Matters of public importance	527
NATURE OF THE PUBLIC IMPORTANCE DISCUSSION	
PROCEDURE	527
HISTORICAL BACKGROUND	528
PROPOSAL OF MATTER TO SPEAKER	530
Time.....	530
DISCRETIONARY RESPONSIBILITY OF THE SPEAKER.....	530
More than one matter proposed.....	531
Criteria for determining a matter in order	532
Matter must be definite.....	532
Public importance.....	532
Ministerial responsibility.....	532
Anticipation	533
Current committee inquiries	533
Sub judice	533
Matter presented, or subject debated, previously	534
Matters involving legislation.....	534
Subject that can only be debated upon a substantive motion	535
READING OF MATTER TO THE HOUSE	535
Matter submitted amended	536
Matter proposed withdrawn.....	536
DISCUSSION.....	536
Termination of discussion	537
SUSPENSION OF MPI PROCEDURE	537
 16 Private Members' business	 539
PREVIOUS ARRANGEMENTS	540
PRIVATE MEMBERS' MONDAYS	540
Routine of business on Mondays.....	540
Selection Committee	541
CONSIDERATION OF COMMITTEE AND DELEGATION REPORTS	542
PRIVATE MEMBERS' BUSINESS.....	543
Precedence by order of the House	543
Private Members' motions	544
Private Members' bills	545
Financial initiative of the Crown	546
Drafting.....	547
Impact	548

GRIEVANCE DEBATE	550
Origins	550
Programming of the debate	550
Scope of the debate	550
MEMBERS' STATEMENTS	551
ADJOURNMENT DEBATE	552
Time limits	552
Debate	552
Call of the Chair	553
17 Papers and documents	555
PAPERS PRESENTED TO THE HOUSE	555
Method of presentation	555
Time of presentation	555
By the Speaker	556
Pursuant to statute	557
By command	557
Deemed to have been presented	558
By leave	558
By private Members	559
Ministers	559
Pursuant to standing order 321	559
Laid on the Table by the Clerk	560
Returns to order	560
Election petitions	560
Returns to writs	560
Addresses for papers	560
Parliamentary committee reports	561
Parliamentary delegation reports	561
Petitions	561
Ministerial statements	561
Custody and availability of original documents	562
ORDERS AND RESOLUTIONS IN RELATION TO PAPERS AND DOCUMENTS PRESENTED	563
Motion to print paper	563
Motion to authorise publication of document	563
Motion to take note of paper	563
Resolutions authorising the production of documents and attendance of officers in court or other proceedings	564

17 Papers—continued

DISTRIBUTION AND PRINTING OF DOCUMENTS	564
Distribution of papers tabled	564
Release prior to tabling	565
Parliamentary Papers Series	565
Role of the Publications Committee	566
The printing function	566
The investigatory function	567
Reports	567
DOCUMENTS OF THE HOUSE	567
Votes and Proceedings	567
Accuracy and alterations	569
Notice Paper	570
Items of business	570
Notices	571
Orders of the day	571
Contingent notices of motion	572
Questions on notice	572
General information	572
Parliamentary debates (Hansard)	572
Control of publication	573
Correction, deletion and incorporation of material	573
Copyright	574
PARLIAMENTARY PRIVILEGE RELATING TO PAPERS AND	
DOCUMENTS	575
Documents authorised to be published	575
Hansard	576
Votes and Proceedings and Notice Paper	576
Documents not ordered to be printed or authorised for publication	577
PUBLIC INTEREST IMMUNITY	578
The courts	579
The Parliament	580

18 Parliamentary committees 583

AUTHORITY FOR THE APPOINTMENT OF COMMITTEES	583
TYPES OF PARLIAMENTARY COMMITTEES	586
Unofficial committees	586
COMMITTEES OF THE HOUSE—OPERATIONS AND	
PROCEDURES	587
Appointment	587
Eligibility to serve on committees	589
Personal interest	589
Suspension from the House	590
Membership	590
Vacancies	592

First meeting	593
Chair	593
The relative roles of Speaker and committee chair	594
Procedural authority	594
Administrative authority	595
Deputy chair	596
Meeting procedures	596
Sittings	596
Committee meetings outside Parliament House	597
Inspections	598
Quorum	598
Presence at meetings of Members who are not members of the committee	598
Strangers or visitors	599
Secret committees	599
Procedures at hearings	599
Seminars, informal discussions, public meetings and workshops	601
Videoconferencing etc.—possible use	602
Disorder	602
Motions and divisions	603
Minutes of proceedings	604
Confidentiality of proceedings and records	604
Subcommittees	605
Conferences etc. with committees of the Senate	607
Reports	608
Frequency of reporting	608
Drafting and consideration of reports	609
Protest or dissent	610
Presentation of reports	611
Amendment of tabled reports	612
Premature disclosure or publication	612
Authority for release when House not sitting	614
Recommittal	614
Government responses to reports	614
Effects of prorogation and dissolution	615
Prorogation	615
Dissolution	615
Televising, filming and tape recording of proceedings	615
Staff and advisers	617
COMMITTEES CONCERNED WITH THE OPERATIONS OF THE	
HOUSE	618
Appointment	618
Powers and procedures	618
Quorum	619
Library and House Committees	619
Publications Committee	619
Committee of Privileges	620
Committee of Members' Interests	620
Procedure Committee	620
Selection Committee	621

Parliamentary committees—continued

GENERAL PURPOSE STANDING COMMITTEES.....	621
Appointment of Members.....	622
Powers and procedures	623
Quorum.....	623
JOINT COMMITTEES ESTABLISHED BY RESOLUTION OF BOTH	
HOUSES	623
Creatures of both Houses.....	623
Types of joint committee.....	624
Powers and privileges.....	625
Quorum.....	625
Meetings	626
Meetings during sittings of the Senate	626
Election or appointment of chair	627
Voting	627
Protection of witnesses	628
Admission of strangers and others	628
Tabling of reports and minutes.....	628
Publication of evidence	629
Witness in prison	629
Consideration of bills by House members of joint committees.....	629
JOINT STATUTORY COMMITTEES	629
Parliamentary Standing Committee on Public Works.....	629
Appointment	629
Procedures	630
Functions and inquiries.....	630
Reports.....	632
Evidence	632
Staff and expert assistance.....	633
Joint Committee of Public Accounts.....	634
Appointment	634
Procedures	634
Functions and inquiries.....	635
Reports.....	635
Evidence	636
Staff and expert assistance.....	636
Joint Committee on the Broadcasting of Parliamentary Proceedings	637
Parliamentary Joint Committee on the Australian Security Intelligence	
Organization	638
Appointment	638
Procedures	638
Functions	639
Evidence	639
Disclosure to Parliament.....	640
Staffing	640
Other statutory committees.....	640
EVIDENCE	641
Extent of Parliament's investigatory powers.....	641
Power to send for persons, papers and records.....	641

Statutory secrecy provisions	642
Obtaining evidence	642
Invitation of submissions	642
Evidence from Commonwealth public servants	643
Compulsory attendance	644
Answers to questions, provision of information	645
Public interest immunity	646
The Government's strong position	646
Government guidelines	647
Court principles and practice and their relevance	648
Committee practice	648
Proposal for court involvement	651
Evidence from State public servants and State Members	651
Evidence from Members, Senators and parliamentary officers	652
Documentary evidence—additional considerations	655
Submissions and exhibits	655
Search for documents	656
Withdrawal, alteration, destruction or return of documents	657
Sub judice convention	658
Charges against Members	659
Swearing of witnesses	659
Offences by witnesses	660
Protection of witnesses	664
Confidentiality	664
Counsel/advisers	664
Protection in legal proceedings	666
Protection from improper interference, arrest, molestation, etc.	667
Other proposals for protection of witnesses or other persons	669
Payment to witnesses	669
Evidence as to proceedings, etc.	670
Publication of evidence	670
Authorisation for publication of evidence	670
Media coverage	671
In camera hearings	671
Confidential documents	673
Unusual secrecy provisions	674
Unauthorised disclosure or publication of evidence	674
Expunging of material from evidence etc.	675
19 Parliamentary privilege	677
PRIVILEGE DEFINED	677
THE COMMONWEALTH PARLIAMENT'S PRIVILEGE POWERS	677
Statutory provisions	677
Judicial interpretation of section 49	678
Reference to House of Commons practice	679

Privilege—continued

FURTHER COMMENT ON THE NATURE OF PRIVILEGE	680
Its meaning and necessity	680
Distinction between breach of privilege and contempt	681
No new privilege may be created except by legislation	681
ENUMERATION OF PRIVILEGES	682
FREEDOM OF SPEECH	683
Absolute and qualified privilege	683
Proceedings in Parliament	683
Privilege attaching to Hansard reports	685
Reports of proceedings	685
USE OF HANSARD AND OTHER DOCUMENTS IN COURTS OR	
OTHER TRIBUNALS	685
Restriction on use of or reference to parliamentary records	686
Arrangements for the production of parliamentary records	687
Waiver of privilege by House not possible	688
Matters arising when House is not sitting	688
Precedents	689
Sankey 'Loans affair' prosecution	689
Order of Mr Justice Begg in the case of <i>Uren v. John Fairfax</i>	
& Sons Ltd	690
Royal Commission into Australia's Security and Intelligence	
Agencies	691
Cases involving Mr Justice Murphy and Judge Foord	691
Aboriginal Affairs Committee inquiry	692
Road Safety Committee inquiry	693
FREEDOM FROM ARREST ETC	694
House to be informed of the detention of a Member	694
Extension of privilege to others	695
Exemption from jury service	695
Exemption from attendance as a witness	695
PUBLICATION OF TABLED PAPERS TO MEMBERS	696
ACTS CONSTITUTING BREACHES OF PRIVILEGE AND	
CONTEMPTS	696
Misconduct	698
In the presence of the House or a committee	698
Disobedience to the rules or orders of the House	698
Abuse of the right of petition	698
Forged or falsified documents	699
Conspiracy to deceive	699
Deliberately misleading the House	699
Corruption in the execution of their office as Members	700
Advocacy by Members	700
Obstructing Members and officers in the discharge of their duty	700

Attempts by improper means to influence Members in the performance of their duties	701
The offer of a bribe	701
Intimidation etc. of Members	701
‘Bankstown Observer’ (Browne/Fitzpatrick) Case	702
Case involving Hon. G. G. D. Scholes, MP	703
Cases involving letters written by Members	703
Case involving Mr Katter, MP	704
Offences against witnesses	704
Berthelsen Case (1980) and other cases	705
Acts tending indirectly to obstruct Members in the discharge of their duty	705
Reflections on Members	705
Premature publication or disclosure of committee proceedings, evidence and reports	706
Other indignities offered to the House	707
Other matters which have arisen	708
PENAL JURISDICTION OF THE HOUSE	709
Power and source	709
Commitment	710
Form of warrant	711
Power to fine	711
Reprimand or admonishment	712
Exclusion of media representatives from precincts	713
Apology	714
PUNISHMENT OF MEMBERS	715
Suspension	715
Former power of expulsion	715
MANNER OF DEALING WITH PRIVILEGE AND CONTEMPT MATTERS	715
Raising of matter and determination of prima facie case	715
Matter arising in committee proceedings	718
Matter arising when the House is not sitting	718
Recommended changes	718
Committee of Privileges	719
Membership	719
Authority and jurisdiction	719
Procedures	720
Proceedings following report	722
PROPOSALS FOR CHANGES IN THE LAW AND PRACTICE RELATING TO PRIVILEGE AND CONTEMPT	723
LIMITATIONS AND SAFEGUARDS IN THE USE OF PRIVILEGE	724

20 Parliament and the citizen	727
ACCESS TO PROCEEDINGS	727
Televising and radio broadcasting of proceedings	728
Televising of proceedings.....	728
Radio broadcasts of proceedings	729
General principles.....	729
Standing determinations	730
Re-broadcasts	730
Broadcasting of excerpts	731
Legal aspects	731
Historic records	731
The taking of photographs and films.....	732
The media	732
Parliamentary Education Office	733
INFORMING AND INFLUENCING MEMBERS	733
Petitions	733
Petitions in the House of Representatives	733
Form	734
Content	736
Signatures	737
Presentation	738
Petitions from unusual sources.....	740
Abuse of the right of petition.....	741
Privilege attaching to petitions	741
Parliamentary committees	741
THE MEMBER AND THE HOUSE IN THE DEMOCRATIC	
PROCESS	742
House of Representatives practice and reform.....	742

Appendixes

1	Governors-General and Administrators	745
2	Speakers of the House of Representatives	748
3	Deputy Speakers.....	757
4	Leaders of the Opposition	758
5	Clerks of the House of Representatives	761
6	Prime Ministers of Australia	762
7	Chronological list of Ministries.....	763
8	Leaders of the House.....	764
9	Number of Ministers—statutory variations.....	765
10	Party affiliations in the House of Representatives	766
11	Electoral Divisions—number at general elections	768
12	General elections—significant dates from 19th to 38th Parliaments	769
13	Election petitions—House of Representatives.....	770
14	Referendums and results	776
15	Chronology of Parliaments.....	777
16	Sittings of the House	782
17	Consideration of legislation by House	785
18	Senate requests for amendments to bills	787
19	Bills reserved for Sovereign's assent and bills returned by the Governor-General with recommended amendments	811
20	Statistics on selected proceedings	812
21	Proportion of House time spent considering certain categories of business 1987–1996.....	814
22	Questions 1963–1996.....	815
23	Comparison of percentage of House time spent in consideration of government business and private Members' business 1987–1996	816
24	Committees of the House of Representatives and joint committees	817
25	Matters raised as matters of privilege in the House of Representatives	819
	<i>House of Representatives standing and sessional orders.....</i>	871
	<i>Registration of Members' interests (resolutions).....</i>	947
	<i>Rules for joint sittings</i>	949
	<i>The Constitution</i>	955
	<i>Statute of Westminster Adoption Act 1942</i>	977
	<i>Parliamentary Privileges Act 1987.....</i>	981
	<i>Parliamentary Precincts Act 1988</i>	993
	<i>Index</i>	1001

Illustrations

The House of Representatives Chamber seating plan	133
The parliamentary calendar in perspective	229
The Address In Reply	248
Daily Program	266
Routine of business	268
Procedure for dealing with a motion	298
The making of an Act of Parliament	facing 354
Form of a petition	735

Tables

1 Early dissolutions of the House of Representatives	8
2 Ratio of electors to Members	108
3 General elections for 38th Parliament—schema	119
4 Disturbances in the Chamber	145
5 Motions of dissent from rulings in the House 1901–96	206
6 Motions of censure of or want of confidence in the Speaker, the Acting Speaker or Deputy Speaker, and related motions 1901–96	210
7 Classes of bills	360
8 Private Members' bills introduced into the House of Representatives 1901–1996	548
9 Private Members' bills passed into law 1901–1996	549
10 Bills sponsored by the Speaker and passed by House 1901–1996	550