

Papers on Parliament
No. 43, June 2005

Reference of Bills to Australian Senate Committees

**With particular reference to the role of the
Selection of Bills Committee**

JOHN VANDER WYK
and
ANGIE LILLEY

John Vander Wyk is Clerk Assistant (Committees)
in the Department of the Senate,
and was previously Clerk Assistant (Table). In the latter
position he was secretary to the Selection of Bills Committee.

Research support and appendices by
Angie Lilley
Programming Officer in the Senate Table Office

DEPARTMENT OF THE SENATE

Published and printed by the Department of the Senate, 2005

Papers on Parliament is edited and managed by the Research Section,
Department of the Senate.

Edited by Kay Walsh

All inquiries should be made to:

Assistant Director of Research
Procedure Office
Department of the Senate
Parliament House
CANBERRA ACT 2600

Telephone: (02) 6277 3164

ISSN 1031-976X

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Note

References of bills to committees over the years have taken various forms, and not all have been amenable to the classifications and tabulations used in this paper. Committee reports have not always been as clear as they could be in differentiating conclusions, recommendations and suggestions, and in identifying or proposing amendments. Of necessity, the author has had to make determinations based on his assessment of the intended outcome. Any errors in interpretation or classification, as well as any errors of fact, are entirely his.

1

Introduction

A house of parliament refers bills to committees usually to facilitate more effective scrutiny and to enable better use to be made of the time of the house. If a system of referring bills to committees is to be effective, the system itself must not unduly take the time of the house, and it must be acceptable to, and be able to be used by, all parties.

The Senate has referred bills to committees mainly from the 1970s, coinciding with the establishment of a comprehensive system of legislative and general purpose standing committees in 1970. In the period 1970 to 1989 references to these committees were made by the Senate on the initiative of individual senators, and comprised only a small percentage of the total bills considered by the Senate. While the committees to examine bills were in place, with appropriate powers to undertake their examination, there was no system for determining which bills should be referred to them. The references were essentially ad hoc.

This and other perceived shortcomings relating to committee consideration of bills were the subject of considerable review and debate in the 1980s, which culminated in the establishment in 1988 of the Select Committee on Legislation Procedures to report on a range of issues, including changes in procedures to facilitate the referral of bills to committees, their consideration by committees and the expediting of Senate consideration of bills. The committee, in a report in December 1988, made a number of recommendations which, together and for the first time, established a system for the reference of bills to committees. The Senate adopted the recommendations with minor modifications in late 1989, at a time of greater preparedness on its part to refer bills to committees. The recommendations came into effect in 1990.

The key to the system was the establishment of a Selection of Bills Committee which was to examine all bills and recommend to the Senate those to be referred, the stage at which they were to be referred, the committee to which they were to be referred and a reporting date. This paper examines the work of the committee in its first 12 years. This period, 1990 to 2001, covers four parliaments—two with ALP governments and two with Liberal/National Party governments. The paper examines the early years of operation of the Selection of Bills Committee, its development—particularly after further changes to the committee system in 1994, and whether it has made a difference to the effective work of the Senate. It draws some conclusions about the effectiveness of the current system for referring bills to committees. And it suggests that an original aim of the 1990 changes that is yet to be achieved, namely the substitution, where practicable, of standing committee consideration of bills for committee of the whole consideration, is an aim worth revisiting.

This paper is essentially a study of the mechanics of the system for referring bills to committees, and does not attempt any detailed analysis of the benefits for legislation and public policy of committee review of bills. That is a subject worthy of, and overdue for, a separate study. To prepare for the paper it was necessary to trace and record essential details on the reference by the Senate of every bill to a committee in the period 1990 to 2001. This detail is in Appendices 2 and 3. Appendix 1 completes the historical record by setting out similar details for bills referred by the Senate in the period 1901–1989. The appendices are the basis for the tables at the end of this paper, which are referred to in the course of the paper. The material in the appendices has been included because it is a valuable resource which is not readily available elsewhere, and which may encourage and be useful in further studies.

In the following, the paper addresses some preliminary issues, provides a historical context, and then traces the commencement and development of the Selection of Bills Committee. After an examination of the implementation of the terms of reference of the committee, the paper looks at how committees have dealt with the bills referred to them through the Selection of Bills Committee, including a brief review of the limited extent to which reports from committees have been formally included in subsequent Senate consideration of bills referred.

2

Some preliminary considerations

Careful scrutiny and review of proposed legislation produces better legislation. For the purposes of this paper, that is taken as a given. Such scrutiny and review is done more effectively by a committee of interested and knowledgeable legislators than a plenary body—particularly where a committee is able to seek input in a more flexible and far-reaching manner than by the more formal processes of a plenary body. Bills, or specific aspects of bills, are usually referred to committees for review of their principles or the broad policies being implemented, or of particular details of the implementation, or both. Review of a bill may result in recommendations to accept or reject the bill or to make specific amendments.

At a minimum, the benefits of committee review include the identification of technical deficiencies and unintended (from the point of view of the proponent of the bill) consequences. The possibility that a bill will undergo committee scrutiny may in itself cause the initial drafting to be done more carefully and with more thought to issues which could be raised in committee consideration. In the broad, review may result in a re-examination of the policy of parts or all of a bill, or the way in which particular policy matters are to be implemented.

Committee review of a bill is usually done with greater transparency than the processes of government leading up to the production of the bill. Committee processes are nearly always open: most committees will invite public submissions and hold public hearings. Representations to government in respect of proposed legislation are often made behind closed doors. Public proceedings promote contestability of views.

Perhaps the single most important benefit of the committee examination of bills is that participation is not limited to the legislators: a committee can seek input from any

source it wishes, whether it be the minister, departmental advisers, academic and other experts, state governments, interest groups, and members of the public. Examining the detail of a bill in committee of the whole involves putting questions or propositions to a minister and getting responses from that minister (who may be assisted by departmental advisers). There is no practical provision for input from other interested parties, whereas committee review facilitates external input.¹ Committee inquiries enable legislators to directly test the various views on a bill in a way not possible in a plenary body. Committees facilitate not only direct interaction between their members and those interested in or affected by proposed legislation, but also direct debate between the interested parties by providing a central forum for the presentation and testing of various viewpoints.

In a democracy, most legislation is the outcome of a process of balancing different and often competing interests. What houses of review, and particularly their committees, do in terms of examining the policy of a bill is to examine whether the balance of interests set out in a bill, or the achievement of the proposed end result, is the most appropriate balance or result in the circumstances—recognising that ‘appropriateness’ and the relevance of circumstances are both, of course, relative and often viewed differently from different party platforms. The examination process is not one where a non-involved, neutral body weighs the evidence and reaches a conclusion (if that can ever be done in public policy decision-making!). Evidence plays an important role, but the review of a bill is also a political process, involving political players, and politics will affect the outcome. It is a process of pitting ideas, beliefs and positions against each other, and eventually arriving at an end result. This may be a compromise or it may be the majority’s view, but the point is that it has been arrived at after public debate and consideration in which, ideally, anyone with an interest has had an opportunity to state their view and try to influence the views of others.

Senators do not come to a committee inquiry as disinterested parties: they will usually have some preconceptions and will be aware of their parties’ policies on issues relevant to the bill under inquiry. But committees, unlike a plenary body, provide a forum in which there is more room for manoeuvre and more scope for influencing or changing a view. Committees, being smaller, tend not to be as party political and combative. In the main there tends to be less public posturing and greater attempt to address the issues and test alternative viewpoints. Senators are interacting not just with the other side of politics, as they would in a plenary body, but directly with acknowledged experts in the relevant field, or people and organisations likely to be affected by the legislation. Also, there is some tradition in Senate committees of seeking to arrive at a consensus view where practicable.

In summary, the reference of bills to committees adds value to the consideration of legislation by the Senate as a plenary body because it:

- (a) facilitates direct public participation in the legislative process (in terms of informing, educating and influencing the legislators);

¹ In theory, the Senate could order the presence of other persons to be questioned in a committee of the whole, but this does not happen in practice because it would be too cumbersome.

-
- (b) provides more flexible arrangements for considering both the policy and the detail of a bill than are available in the plenary body (being able to question departmental officials and discuss issues with them directly; to call witnesses and documents as required; to travel for inspections or on-site visits if needed; and generally providing a less formal environment); and
 - (c) makes more effective and efficient use of the time of legislators and of the plenary body (several committees are able to meet at the same time, each considering a bill or bills, whereas only one bill or group of bills is able to be considered at a time by a plenary body).

Some of these considerations will be further considered in this paper. However, its main purpose is a detailed examination of the work of the Selection of Bills Committee in making recommendations to the Senate on bills to be referred to committees for inquiry and report. That examination is best conducted after a brief overview of the preceding history of the reference of bills to committees.

3

An historical perspective

The Senate made little use of committees to consider bills until the 1970s. Prior to 1970, only three bills had been referred to committees—all to select committees.

Until 1934 the Senate standing orders provided only that a bill could be referred to a select committee by means of an amendment to the motion for the second reading of the bill. The provision was contained in then standing order 194, which also dealt with the motion for the previous question and with the final disposal of a bill by amending the motion for the second reading to leave out ‘now’ and insert ‘this day six months’—an unfortunate context which could suggest that the reference of a bill to a select committee was done with the object of defeating it.

The placement of the provision to refer a bill to a select committee ‘between two references to distinctly hostile motions’ was noted by a select committee appointed on 5 December 1929 to report on a standing committee system.² The committee, the Select Committee on a Standing Committee System, reported on 9 April 1930³ and recommended that the Standing Orders Committee consider its proposal to amend the standing orders ‘in such a manner as to facilitate the reference of Bills to a Select or Standing Committee’.⁴ Although it considered the establishment of standing committees on public bills, the select committee proposed that the appointment of

² 5.12.29, J.24. Also see Senate Debates (henceforth SD) of same date, pp. 745–65, for an interesting, and still relevant, debate on the merits of committees in assisting the Senate to better fulfil its role.

³ Senate *Journals* (henceforth J.) 62.

⁴ Report, p. xiii; the report was subsequently recommitted and the select committee produced a second report, which was tabled on 10.7.30, J.129, with the relevant recommendation unchanged. The second report was adopted on 14.5.31, J.281.

such committees should be deferred until the Senate had more experience of the examination of bills by select committees.

Standing order 196A (1934)

Standing order 194 was used only once to refer a bill to a committee. The bill was the Central Reserve Bank Bill 1930, referred to a select committee on 10 July 1930.⁵ In 1934 Senate standing orders were amended by the insertion of a new standing order 196A, which provided that a bill could be referred to a standing or select committee by means of a motion moved without notice after the second reading, thus implementing the recommendation made four years earlier by the Select Committee on a Standing Committee System.⁶

However, no bills were referred to standing or select committees under the standing order until 1950, when the Constitution Alteration (Avoidance of Double Dissolution Deadlocks) Bill 1950, was referred,⁷ and 1951, when the Commonwealth Bank Bill 1950 [No. 2], was referred.⁸ Both references were to select committees. The next reference of a bill did not occur until 1971. Thus in the first 70 years of the Senate, only three bills had been referred for committee examination. For details of the bills, see Appendix 1.

Legislative and general purpose standing committees (1970)

In the period 1967 to 1970 there was a marked increase in the number of select committees set up to examine particular subject references, but not bills.⁹ This upsurge in committee activity provided the impetus for the establishment of a comprehensive system of standing committees to provide systematic coverage and continuing scrutiny of the range of government activity. It was intended that the committees so established also consider legislation, and that bills be referred to them on a more regular basis. The committees were generically titled legislative and general purpose standing committees.¹⁰ A separate system of estimates committees was set up to enable regular scrutiny of proposed government expenditure.¹¹

⁵ J.130. Also see SD, 10.7.30, pp. 3943–5, for commentary on standing order 194.

⁶ Standing order 196A, adopted 1.8.34, J.459, to come into force 1 October 1934.

⁷ 21.6.50, J.92.

⁸ 14.3.51, J.223. The reference was taken, for the purpose of s.57 of the Constitution, to be a ‘failure to pass’, thus creating a double dissolution trigger and reinforcing the ‘unfortunate context’ observation in respect of then standing order 194. See Harry Evans (ed.), *Odgers’ Australian Senate Practice* (11th edition), pp. 542, 550–55.

⁹ Ten select committees were established in the four-year period, compared to three in the previous ten years.

¹⁰ See R.E. Bullock, ‘The Australian Senate and its Newly-expanded Committee System’, *The Table*, vol. XL, 15 May 1972, pp. 38–53, for a detailed outline of the establishment of the committees.

¹¹ Estimates committees continued to exist separately until they were incorporated into the revised system of legislative and general purpose standing committees which came into effect in 1994, as recommended by the Procedure Committee in a report on the committee system tabled on 21 June 1994 (J.1822), the recommendations of which were adopted with amendments on 24 August 1994 (J.2049). The examination of estimates then became a responsibility of the legislation committees established in 1994.

Seven legislative and general purpose standing committees were appointed by resolution on 11 June 1970.¹² In accordance with a decision by the Senate to bring the committees ‘on stream’ on a gradual basis,¹³ the seven committees were established in the course of the following 15 months. The number of committees was increased to eight in March 1977.¹⁴ The resolution appointing the committees provided that each be empowered ‘to inquire into and report upon such matters as are referred to it by the Senate, including any Bills ...’.¹⁵ On 16 March 1977 the committees were established on a permanent basis under a new standing order, standing order 36AA.¹⁶ The consideration of bills by the legislative and general purpose standing committees was envisaged as an essential part of their functions.

With the establishment of a group of committees one of whose specific roles was to consider bills, the reference of bills to committees became a more regular occurrence. This gradually led to a better appreciation of the benefits of referring bills—both in terms of the consideration of the content of a bill and of the potential for committee consideration to allow better utilisation of the time of the Senate as a whole.

In the period 1970 to 1989, a total of 55 bills (or certain provisions of bills) were referred to committees. Of these, 29 were referred to the legislative and general purpose standing committees, 25 to select committees (including a package of 16 bills on corporations law) and one to a joint standing committee.¹⁷ The first bill to be referred to a legislative and general purpose standing committee was the Death Penalty Abolition Bill 1970.¹⁸ This was also the first private senator’s bill to be referred to a committee, and the only private senator’s bill to be referred until 1981.

The 55 bills referred constituted approximately 1.3% of the more than 4000 bills considered by the Senate in the period. The percentage of references was to improve markedly in the 1990s as a result of further developments in the consideration of bills by the Senate. For a year-by-year summary of the reference of bills to committees in the period 1970–89, see Table 1. For the detail of all bills referred to committees in the same period, see Appendix 1.

Sessional order (1978)

On 16 August 1978 the Senate adopted on a trial basis a sessional order which enabled a bill, after the second reading, to be referred to, and considered by, a legislative and general purpose standing committee in effect as a substitute for committee of the whole proceedings.¹⁹ The sessional order was recommended by the Standing Orders Committee in its second report for the 59th session (May 1978).

¹² J.187.

¹³ 19.8.70, J.254.

¹⁴ 17.3.77, J.33 and 24.3.77, J.49.

¹⁵ 11.6.70, J.187.

¹⁶ J.26.

¹⁷ In respect of three bills referred in the years 1978, 1987 and 1989, different provisions were referred at the same time to different committees. These bills have only been counted once, in respect of what is considered to be the main referral, but details of the other referrals can be found in the relevant appendixes to this paper.

¹⁸ Bill referred 13.10.71, J.734.

¹⁹ J.303.

Under the sessional order the procedure to be adopted by the legislative and general purpose standing committee was, as far as possible, to be the same as that in committee of the whole, provided that explanations could be sought from the minister in charge of the bill, or officers, relating to the clauses of the bill. If the committee reported the bill with recommendations for amendments, a motion could be moved that the report be adopted which, if carried, would amend the bill accordingly. Amendments or requests for amendments could be moved to this motion, and there was also provision for the bill as reported from the committee to be recommitted to the committee or committed to a committee of the whole.

The sessional order was renewed on 23 August 1979²⁰ and subsequently, but there was only one reference and report under its provisions. The Commonwealth Serum Laboratories Amendment Bill 1980 was referred to the Standing Committee on Finance and Government Operations under the sessional order on 6 March 1980.²¹ The committee reported, and its report was adopted, on 18 March 1980, after which the bill was read a third time.²² The report did not recommend amendments, the committee concluding that none were required. The main reason for the procedure under the sessional order not being used more frequently was, according to a paper prepared in 1984 by an informal group of senators (see following), because under the sessional order no outside witnesses could be called before the committee—only the minister and departmental officers could appear.²³

Informal reviews (1982 and 1984)

Concerns were raised by a number of senators in the 1980s that the system of legislative and general purpose standing committees, coupled with a separate system of estimates committees, was not effectively providing the systematic scrutiny of government activity or examination of proposed legislation envisaged when the two systems were established. Two informal reviews by senators in the early 1980s attempted to address the perceived shortcomings by making recommendations, in both cases, for combining the roles of the estimates and legislative and general purpose standing committees, and for a more systematic approach to referring bills to committees.

In 1982 a group of senators comprising committee chairs and opposition representatives reviewed the operation of Senate committees and concluded that the role of the estimates committees should be merged with the legislative and general purpose standing committees (not to be achieved until 1994) and that the legislative and general purpose standing committees needed to be given ‘a more effective role’ in relation to legislation.²⁴

²⁰ J.883.

²¹ J.1178.

²² 18.3.80, J.1188.

²³ ‘Senate Legislative and General Purpose Standing Committees—Background Paper’, dated 17 August 1984, tabled in the Senate on 13 September 1984, J.1124, by the Leader of the Opposition in the Senate, Senator Chaney.

²⁴ ‘The Structure of the Senate’s Committee System’, Discussion Paper from the Committee Review Group, 4 May 1982. The review group proposed also that consideration be given to the committees being able to perform sunset reviews of legislation, that is, to make recommendations on whether particular legislation was still required, as part of their legislative role.

In 1984 an informal group of senators prepared a paper which drew similar conclusions.²⁵ The paper recommended that ‘Senate procedures be modified so that a substantially increased proportion of Government Bills is referred to Senate Legislative and General Purpose Committees.’ It set out arguments in support of the increased reference of bills to committees and, under the heading, ‘Method of Implementation’, proposed the procedures for the selection and reference of bills to committees which were later broadly adopted by the Senate Select Committee on Legislation Procedures in its recommendations. Recognising that the sessional order on the reference of bills to committees was ineffective, the paper recommended its rescission. The paper set out the terms of a new sessional order which would put in place its main recommendations.²⁶

The paper prepared by the informal group of senators was tabled in the Senate by the then Leader of the Opposition, Senator Chaney, on 13 September 1984, immediately after he gave a notice of motion which would, if carried, have implemented the group’s major recommendations.²⁷ Senator Chaney said he had given the notice to facilitate discussion on the issue.²⁸ He gave a much more detailed notice of motion the following year, on 10 May 1985,²⁹ and it was on this notice that the Select Committee on Legislation Procedures modelled its own proposal.

Select Committee on Legislation Procedures (1988)

A select committee to inquire into the reference of bills to committees was established on 25 August 1988. The committee, known as the Select Committee on Legislation Procedures, was established as an outcome of the growing concerns by senators that the system of legislative and general purpose standing committees set up in 1970 was not meeting its full potential, particularly in the regular examination of bills, as stated above. The select committee was asked to inquire into and report upon:

- (a) the referral of bills introduced into the Senate to committees for examination of the provisions of the bills;
- (b) the allocation of one day each sitting week for meetings of committees to consider bills;
- (c) the avoidance of an excessive concentration of bills to be dealt with towards the end of a session; and
- (d) any changes to:
 - (i) procedures of the Senate,
 - (ii) the structure of committees of the Senate, and
 - (iii) procedures of committees,

²⁵ ‘Senate Legislative and General Purpose Standing Committees—Background Paper’, dated 17 August 1984, p. 4.

²⁶ Background Paper, 17 August 1984, Appendix A.

²⁷ 13.9.84, J.1123.

²⁸ SD, 13.9.84, p. 957.

²⁹ J.229.

to facilitate the referral of bills to committees, the consideration of bills by committees and the expediting of Senate consideration of bills.³⁰

The select committee reported on 1 December 1988,³¹ and the committee's recommendations were considered on 4 April 1989,³² 16 August 1989³³ and 4 December 1989,³⁴ before being adopted, with amendments, on 5 December 1989 as sessional orders to come into effect on the first sitting day in 1990.³⁵ The principal sessional order was renewed in subsequent parliaments, and eventually became standing order 24A on 13 February 1997.³⁶

In its report the select committee noted that although the reference of bills to committees was envisaged as an essential part of the committee system established by the Senate in 1970, the reference of bills since then had occurred only occasionally. The reference of more bills to committees on a regular basis was seen by the select committee as the next step in the development of the committee system and the scrutiny of legislation. The select committee also noted that the desire for more effective scrutiny and consideration of legislation was not universally accepted:

It has often encountered a traditional fear on the part of governments of excessive delay in the enactment of legislation and undue interference with the execution of government-determined policies. Governments have usually seen the reference of bills to committees as a form of procrastination in the consideration of legislation and a loss of control by the government over the content of legislation.³⁷

The committee argued that the conflict between more thorough examination of legislation and expeditious enactment of government policy was more a supposed conflict than a real one, and that the effective examination of legislation and a greater expedition in legislating could be perfectly compatible goals:

Intensive committee consideration of bills may help to avoid the faulty execution of policy and policy failures by revealing defects in proposed legislation. The consideration of bills by a number of committees may also speed up the overall legislative process, because, while the consideration of each individual bill may be extended, a number of bills can be considered simultaneously.³⁸

³⁰ 25.8.88, J.879.

³¹ J.1225.

³² J.1479.

³³ J.1941, 1950.

³⁴ J.2299.

³⁵ J.2303.

³⁶ J.1447.

³⁷ Select Committee on Legislation Procedures. Report, 1988. (Parliamentary Paper 398/88), p. 3.

³⁸ Select Committee, Report, p. 4.

The committee approached its task on the assumption that it should pursue both aims of more thorough examination of legislation and more efficient processing of legislation.³⁹

Having concluded that more bills should be referred, the committee argued that the reference of bills should not be an automatic process, that the Senate must make the actual decision as to which bills were to be referred, but that if the process was to be an improvement on the procedures then available for direct reference by the Senate, there needed to be some selection process to guide the Senate. The committee therefore proposed the establishment of a selection committee which would make recommendations to the Senate as to which bills should be referred. It recommended that the committee be called the Selection of Bills Committee, and that its members comprise the party whips and deputy whips—the whips being ‘a group which meets informally on each day of sitting and which, amongst other tasks, monitors the progress of legislation ... it would be economical of Senators’ time to make use of this existing informal body.’⁴⁰

The select committee proposed that passage of a motion for the adoption of each report of the Selection of Bills Committee have the effect of referring bills to committees in accordance with the recommendations of the committee in that report. It also proposed that amendments could be moved to vary particular recommendations by the selection of Bills Committee, including to refer a bill not recommended for reference by the Committee.

In respect of committees to which bills are referred, the select committee proposed that those committees should be able to recommend amendments, but should not be given the power actually to amend bills—that was to remain a Senate prerogative; that committees examining bills should decide the most appropriate means of considering each bill referred to them (that is, whether to call evidence or not and, if so, from whom); and that committees examining bills should have one day in each sitting week set aside primarily for that purpose (it recommended Wednesdays). The select committee proposed that when a bill was returned from a committee and that committee did not recommend amendments (and no amendments were recommended in dissenting reports), the committee of the whole stage could be dispensed with, subject to certain provisos to enable a committee of the whole stage to take place if required. Similarly, where a committee recommended amendments which were not contentious or did not require substantial consideration, a successful motion for the adoption of the committee’s report could replace the committee of the whole stage and so amend the bill, provided no other amendments had been circulated or other objection raised.

In other recommendations the select committee proposed that debate on a motion on notice, a motion under then standing order 196A to refer a bill to a committee immediately after the second reading, and an amendment to refer a bill at any stage after the second reading be limited to 30 minutes; an option for the fast-track consideration of non-contentious bills received from the House of Representatives;

³⁹ Select Committee, Report, p. 4.

⁴⁰ Select Committee, Report, p. 7.

and that where the particulars of an appropriation bill had been considered by an estimates committee, consideration of the bill in committee of the whole would be limited to matters on which the committee had made a recommendation or which were the subject of a recommendation in a reservation attached to the committee's report. These recommendations were all adopted by the Senate.

The committee concluded that its proposals would provide for more bills to be referred to committees and for more regular referral of bills, thereby allowing more thorough examination of legislation; allow committees more time to meet to consider legislation; avoid any significant extension of the sitting times of the Senate by saving time in the Senate to compensate partly for the time allocated to committee meetings; allow maximum flexibility in dealing with bills generally and in referring bills to committees; and at the same time ensure that the Senate remained in control of proposed legislation, of its progress and of the form in which it was finally passed. The major change would not be in the way the Senate operated, but in a shift in the allocation of time spent on legislation from the Senate itself to committees of the Senate.

4

The Selection of Bills Committee

Establishment of the committee (1990)

At the time the Select Committee on Legislation Procedures reported, there were three methods available to refer bills to committees: by a motion on notice, an amendment to the motion for the second reading, or a motion without notice after the second reading under then standing order 196A (this provision was incorporated into standing order 115 when revised standing orders were adopted on 21 November 1989). Of these, the most regularly used was an amendment to the motion for the second reading. The select committee's proposal for a Selection of Bills Committee to make recommendations provided an additional, and potentially dominant, means of referring a bill to a committee, and at any stage of its consideration.

The sessional orders establishing the Selection of Bills Committee and putting in place other provisions relating to the reference of bills to committees came into effect on the first sitting day in 1990, on 8 May 1990, after an election for the House of Representatives and half the Senate in March. The Selection of Bills Committee was established as a standing committee with the following terms of reference:

to consider all bills introduced into the Senate or received from the House of Representatives, except bills which contain no provisions other than provisions appropriating revenue or moneys, and to report—

- (a) in respect of each such bill, whether the bill should be referred to a legislative and general purpose standing committee; and
- (b) in respect of each bill recommended for referral to a standing committee:
 - (i) the standing committee to which the bill should be referred,
 - (ii) the stage in the consideration of the bill at which it should be referred to the standing committee, and

(iii) the day which should be fixed for the standing committee to report on the bill.⁴¹

Although the select committee had proposed that the Selection of Bills Committee recommend in respect of each bill whether it should be referred to a legislative and general purpose standing committee, this was amended by the Senate to also include select committees.⁴²

The membership of the Selection of Bills Committee as proposed by the select committee was also varied by the Senate from the Government Whip and two Deputy Government Whips, the Opposition Whip and Deputy Opposition Whip, the National Party Whip and the Australian Democrat Whip, to the following: the Government Whip and two other senators nominated by the Leader of the Government in the Senate, the Opposition Whip and two other senators nominated by the Leader of the Opposition in the Senate, and the whips of any minority groups. In recent years it has been the practice for the Manager of Government Business in the Senate to be one of the two government senators nominated by the Leader (the other usually being the government deputy whip). The Government Whip was to be the chair and was to appoint a deputy chair from time to time to act as chair in the chair's absence. In the event of an equal vote the chair would have a casting vote.

Currently, under standing order 24A, the terms of reference of the Selection of Bills Committee are as set out above: the committee is appointed at the commencement of each parliament to consider all bills introduced into the Senate or received from the House of Representatives (except bills which contain no provisions other than provisions appropriating revenue or moneys) and to report on each bill whether it should be referred to a legislative and general purpose standing committee or select committee and, in respect of each bill recommended for referral, the committee to which it should be referred, the stage in the consideration of the bill at which it should be referred, and the day which should be fixed for the committee to report. Its membership is still as initially set by the Senate.

Under standing order 24A, when the committee reports on any sitting day, the chair may move that the report of the committee be adopted. Amendments may be moved to a motion for adoption to vary a committee recommendation or to refer a bill which has not been recommended for referral by the committee. Debate on the motion for adoption and any amendments is limited to 30 minutes, with each senator participating being able to speak for no more than five minutes. Upon adoption of the report and any amendments a bill stands referred to the committee specified at the stage specified, and further consideration of the bill is deferred until the committee reports.⁴³ When a committee to which a bill has been referred reports on the bill, the

⁴¹ 5.12.89, J.2303–5 and Appendix 4 of the report of the Senate Select Committee on Legislation Procedures.

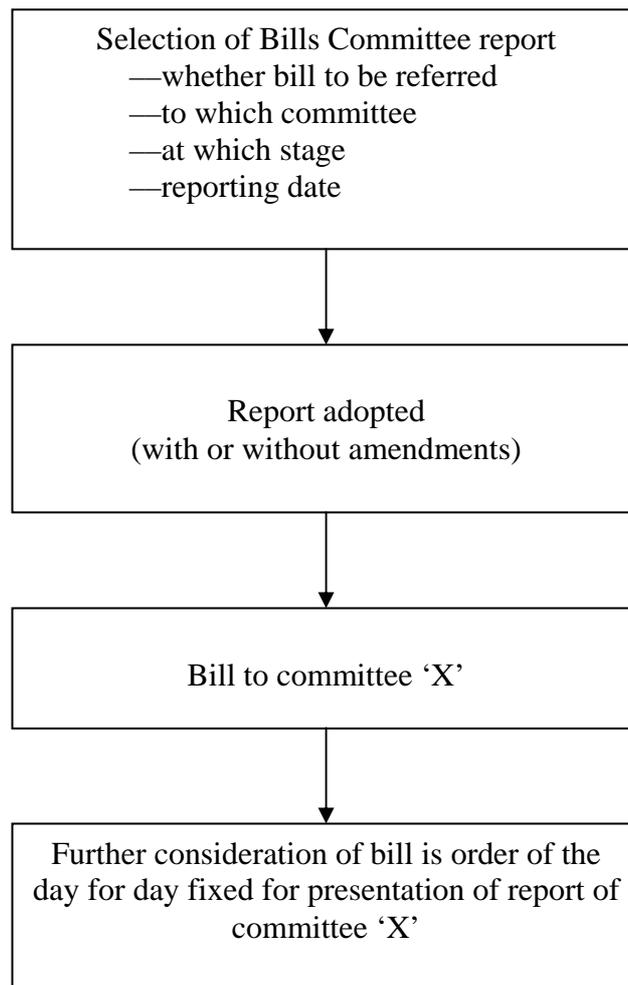
⁴² 5.12.89, J.2303—see paragraph (11) of standing order 24A.

⁴³ Where the provisions of a bill still in the House of Representatives are referred, the bill may be introduced into the Senate and the second reading moved, but further consideration is then deferred until the specified committee reports on the provisions. Where the provisions, or certain provisions, of a bill are referred after the bill has been introduced in the Senate, further consideration and passage of the bill is *not* deferred, such a reference being taken as the reference of the subject matter or part of the subject matter of the bill and not of the bill itself. For an

report is received without debate, and consideration of it deferred until the order of the day relating to the bill is called on. The intention of this provision is that the report and the bill should be considered together—if the report contains any recommendations for amendments, adoption of the report would constitute part of the formal consideration of the bill. This process is summarised in the following chart.

Chart: Reference of a bill through the Selection of Bills Committee

(If a bill is referred through the Selection of Bills Committee, further consideration of the bill in the Senate cannot proceed beyond the moving of the second reading, unless the Selection of Bills Committee nominates a later stage for reference of the bill.)



(Subsequent proceedings will depend on whether a motion is moved to adopt the report of the committee, and whether a committee of the whole stage is required.)

An advice prepared in April 1990 by the Clerk of the Senate, who was the secretary to the Select Committee on Legislation Procedures, made a number of suggestions as to

explanation of the practice of referring provisions of bills to committees see 'Stages for the reference of a bill', 3rd para. Onwards.

how the Selection of Bills Committee might operate and as to how committees might consider legislation referred to them. He noted that the procedures set out in the orders of the Senate did not prescribe criteria for the Selection of Bills Committee to adopt in determining which bills should be referred, and suggested that the committee might consider:

- (a) indications by senators that they would move in the Senate for a bill to be referred to a committee;
- (b) comments on a bill by the Scrutiny of Bills Committee;
- (c) indications by committees and committee chairmen that they would seek the reference of a bill;
- (d) whether amendments to the bill had been circulated, and the complexity of those amendments;
- (e) whether a bill is complex or deals with technical matters; and
- (f) whether a bill, though simple in itself, raises complex, difficult or technical issues.

He stated that it was ‘fair to say’ that the report of the Select Committee on Legislation Procedures, in recommending that more bills be referred to committees, was based on a view that the majority of bills would be referred, and that where there was any doubt bills would be referred.

The advice envisaged that the majority of bills would be referred after the second reading, that is, after the Senate had endorsed the purpose of the bill and decided that it should proceed, subject to any amendments to the detail of the bill:

Where a committee has been given a bill which has been read a second time, therefore, it is reasonable for the committee to assume that it is to consider the way in which the bill carries out its purpose, and not whether the implementation of that purpose is necessary or desirable or whether the bill should proceed.

Some questions related to the purpose of the bill would still be open for the committee to examine, for example, any questions as to whether the bill is effective in achieving the stated purpose or whether the stated purpose is actually reflected in the bill. The second reading debate on a bill may indicate matters related to the purpose of the bill which may require clarification by the committee.

If a bill is referred to a committee before the second reading, this may be taken as an indication that the committee is to consider the purpose of the bill, whether that purpose should be implemented and whether the bill should proceed, as well as the way in which the bill implements its stated purpose.⁴⁴

⁴⁴ Advice entitled ‘Reference of Bills to Committees—Procedures adopted on 5 December 1989—How should Committees deal with Bills?’

When sittings commenced in 1990 there was some apprehension on the part of some senators about whether the new procedures would work. In a letter to senators addressing such apprehensions the Clerk summarised the benefits thus:

The new system for the reference of bills to committees offers the promise of allowing two goals to be pursued simultaneously: more thorough scrutiny and more careful consideration of legislation, leading to an improvement in the quality and effectiveness of legislation, on the one hand, and speedier processing of legislation on the other. Under current procedures these two goals are incompatible: with all bills going through all stages in the whole House one at a time or in packages of connected bills, more thorough examination of legislation necessarily slows down the legislative process. As the Select Committee pointed out, an extension of the Senate's sittings, which might resolve this dilemma, does not appear to be a feasible option.

The new procedures do not involve a transfer of proceedings from the chamber to committees, in that the usual procedures for dealing with bills in the whole Senate are still available for use in appropriate cases. In particular, differences over major policy questions can still be resolved in the whole Senate.⁴⁵

How, then, did the Selection of Bills Committee develop its role, given the initial apprehensions and expectations? The following sections examine the initial operations and the development of the committee and canvass particular issues which arose in the course of that development.

Operations

From the time of its first establishment the Selection of Bills Committee has met mainly once a week during Senate sitting weeks. At times no meetings have been held in sitting weeks when there was a consensus that no bills need be referred, and at other times the committee has met on two or three occasions in a sitting week when there have been a large number of bills to be considered for possible reference or when there have been one or more contentious bills under consideration and there has been difficulty in reaching agreement on a proposed reference.

In the early years of the committee's deliberations the secretariat prepared summary outlines of each bill under consideration, and provided background such as whether the opposition had supported the bill or moved amendments in the House of Representatives. The secretariat also provided a summary of comments by the Scrutiny of Bills Committee. In later years this material was no longer provided, as it was readily available in the *Bills List* prepared by the Senate Table Office and in the reports and alert digests produced by the Scrutiny of Bills Committee. Current practice is for the secretariat, each sitting week, to prepare a list of the bills before the Senate which have not been finally dealt with by the committee and government bills before the House of Representatives. The committee then considers each bill on the

⁴⁵ Clerk's correspondence, ph/1/281, April 1990.

list and determines whether to: (a) recommend that the bill (or the provisions of the bill) be referred and, if so, to which committee, at what stage and with what reporting date; (b) to recommend that the bill not be referred; or (c) postpone consideration of the bill to the next meeting.

Some four years after its establishment, at meetings on 16 and 28 November 1994, the committee agreed that in future it would require the provision of a statement of reasons as to why a bill should be referred from the committee member proposing the reference. Initially these statements were provided by letter, but a standardised form was introduced in March 1995 which seeks the following information: the title of the bill to be referred (or the provisions of which are to be referred), the committee to which it is proposed to be referred, the proposed reporting date, reasons for referring the bill (or identification of particular areas of the bill for inquiry), and a list of suggested or possible witnesses. These statements assist the Selection of Bills Committee in its deliberations and, as they are appended to each report to the Senate, can also assist the committee to which the bill is to be referred. The statements do not constitute terms of reference; they are merely indicators to the relevant committee of the areas the proposer of the reference thought warranted inquiry, and a committee is not limited by them (indeed, it can ignore them).

Most proposals for references are conveyed by the whips from party spokespersons in the subject areas of the bills under consideration or, occasionally, as the result of a request by an independent senator. Most proposals come from the non-government parties, but the government will seek to refer bills on occasion, particularly some controversial bills, sometimes to pre-empt a non-government reference for political reasons but more often to ensure, in the realisation that a reference will be inevitable (in a non-government majority chamber), that a bill or the provisions of a bill are referred as early as possible so that the government's legislative program is not unduly delayed.

Where the committee is unable to agree on a recommendation, the practice is to report this to the Senate and have the majority in the Senate decide the issue consequent on a senator moving an amendment to the motion that the report of the committee be adopted. If the matter in contention is an appropriate reporting date (a government usually prefers tight reporting deadlines so that the consideration of a bill is not—in its view—unduly delayed), an alternative approach sometimes taken is for the committee to agree to recommend the earlier date as proposed by the government, rather than the later date proposed by the non-government member putting forward the reference, on the understanding that an extension of time will be granted to the relevant committee to report if required. This understanding is usually based on an undertaking by the Manager of Government Business at a meeting of the committee. Very occasionally, the government has had to agree to make such an undertaking in the chamber at the time of presentation of the committee's report.⁴⁶

The Selection of Bills Committee's reports are simple and brief. They usually contain a list or table setting out the bills which, or the provisions of which, the committee is recommending be referred, the committee to which they are to be referred, when the

⁴⁶ For example, see SD, 10.10.96, pp. 3859–60.

reference should take effect and a reporting date. Sometimes these recommendations are set out in self-contained paragraphs. If the committee is unable to agree on whether or not a bill should be referred, the committee it should be referred to or a reporting date, this may be set out in a brief additional paragraph. The report is usually presented to the Senate the day after the committee meets, after the giving of notices of motion in the Senate's routine of business. If a proposed recommendation is urgent, a report can be presented on the same day, by leave if the time for giving notices of motion has passed. Upon presentation, the chair of the Selection of Bills Committee moves that the report of the committee be adopted. This question is usually put without debate. The relevant standing order does provide that the motion can be debated for up to 30 minutes, but this usually only occurs where a senator in the chamber seeks to vary or add to a committee recommendation by moving an amendment to the motion to adopt the report.

In its early years, members of the public occasionally sought to make submissions to the Selection of Bills Committee on particular bills in which they had an interest, arguing a case or giving reasons why the bill should be referred for committee examination or setting out perceived deficiencies in a bill. Generally, the committee did not, and does not, encourage such submissions, preferring instead that any representations concerning references be made to the various party spokespersons and independents, whose views would then be fed into its considerations. As most members of the committee were whips, they wished to keep the process of selecting bills simple and tight, and not venture into what could easily become preliminary inquiries into a bill. If an unsolicited submission was received in respect of a bill which was referred, the practice was to forward it, if so agreed with the author, to the committee to which the bill had been referred.

Occasionally, when the Selection of Bills Committee is aware that bills it is about to consider may be referred directly in the Senate it will defer a recommendation on them until an outcome is known. Such direct references are usually in respect of the more contentious bills, on which more time for debate on the proposed reference is required than is available in the consideration of a Selection of Bills Committee report. An example is in report 5 of 1999, presented on 31 March 1999, in which the committee advised: 'The Committee resolved to make no recommendation in respect of 12 bills relating to a new tax system on the basis that notice had been given in the Senate on 30 March 1999 by Senator Murray of a motion to refer the bills to the Select Committee on a New Tax System.'⁴⁷ Sometimes the opposite can occur: a reference is proposed through the Selection of Bills Committee to pre-empt a possibly longer debate on the reference in the chamber.

Formative years⁴⁸

The first Selection of Bills Committee was established under a sessional order which came into effect on the first sitting day of 1990, on 8 May 1990. Members other than the ex officio members were appointed on 11 May 1990 but the committee did not

⁴⁷ J.680.

⁴⁸ The author was kindly granted permission by the Selection of Bills Committee to refer to and quote past minutes of the committee.

hold its first meeting until 24 May 1990. The committee proceeded cautiously: after discussion of a background paper on the committee's role and possible procedures prepared by the secretariat, the committee considered the bills then before the Senate. The committee resolved only that all bills remaining on the Notice Paper be re-assessed for possible reference at the next meeting.

The next meeting was held on 29 May 1990. At that meeting the committee considered a list of the bills then before the Senate. The committee discussed a proposal to refer two bills to committees, but deferred any action until consultations had taken place with the relevant ministers and shadow ministers. When the committee met again on 31 May the consultations had not been completed and so any decisions were held over to the fourth meeting, to be held in the first week of the budget sittings in August. At that meeting, held on 23 August 1990, the committee resolved to recommend that nine bills be referred to standing committees, including the two bills first proposed for reference in May. The committee's recommendations were reflected in its first report to the Senate, presented on 24 August, and adopted on the motion of the chair of the committee.⁴⁹

Throughout 1990 and into 1991 the government members of the committee tended to take a cautious approach to the reference of bills to committees: they wished to minimise the number of bills being referred. After having recommended the reference of nine bills in August, the committee appears to have felt that it may have been over-zealous, and the minutes of the next meeting, held on 13 September 1990 record the following: 'The committee also discussed the criteria for referring bills to committees and *resolved* that in future the Selection of Bills Committee would be more selective in determining which bills should be referred.' No bills were recommended for reference at that meeting, and only one at the next.

Report 4, presented on 11 October 1990, saw a number of firsts. This was the first Selection of Bills Committee report to record disagreement about which committee would be most appropriate to examine a bill or the provisions of a bill. It was also the first report whose recommendations were amended by the Senate. It was the first time that a report resulted in provisions of the same bill being referred to different committees, and the first time that bills were recommended for reference *before* the second reading, that is, immediately—all previous recommendations having been for reference after the second reading. The reference of bills *before* the second reading became more common in 1991 and 1992 and the norm from 1993 on. The practical reason for the change to the reference of a bill before the second reading, and later to the reference of provisions of bills not yet in the Senate, was that it allowed more time for consideration of a bill by a committee without unduly affecting the government's legislation timetable.

Report 7, presented on 8 November 1990, produced another first—the only occasion that the committee reported a change of mind on the reference of a bill on the basis of comments by the Scrutiny of Bills Committee in respect of that bill. The committee reported that: 'In the light of comments contained in Alert Digest No. 8 of 1990 and Report No. 7 of the Scrutiny of Bills Committee, the committee has reviewed its previous recommendation not to refer the Excise Tariff Amendment Bill 1990 to a

⁴⁹ J.248.

committee [this recommendation was in report 6, presented on 17 October]. Accordingly, the committee *recommends* ... [t]hat the [bill] be referred to the ...'.⁵⁰ When the Selection of Bills Committee was established, concerns raised by the Scrutiny of Bills Committee in respect of a bill were suggested as one consideration which the committee might take into account in determining whether to recommend that a bill be referred.⁵¹ Such concerns have been a factor in recommendations of the Selection of Bills Committee from time to time (or a factor in decisions by individual members of the committee to propose particular references), but report 7 of 1990 is the only one to specifically record that Scrutiny of Bills Committee concerns were the determining factor in initiating a reference by the Selection of Bills Committee.

In all during 1990 the committee met on 14 occasions, producing nine reports which resulted in 21 bills or provisions of bills being referred to committees. Another six bills were referred directly by the Senate, that is, independently of recommendations by the Selection of Bills Committee. In 1991 the committee moved into full stride, meeting on 29 occasions and producing 26 reports—the most in both cases for any of the first 12 years of its existence. Thirty-seven bills were referred through the Selection of Bills Committee in 1991, with another five being referred directly by the Senate. Statistics relating to the meetings and reports of the Selection of Bills Committee can be found in Table 3. Tables 2 and 4 provide details of the reference of bills to committees through the Selection of Bills Committee (Table 2—total bills, and Table 4—bills and packages of bills).⁵²

All of the committee's reports for 1990 were adopted by the Senate, but in two cases with amendments to the motion for adoption which varied recommendations of the committee in those reports. The first amendment to a motion to adopt a Selection of Bills Committee report occurred in respect of report 4, presented on 11 October 1990. The amendment concerned a bill on which there had been differing views within the committee about the most appropriate standing committee to which to refer the bill. In the event, the committee recommended referral to a particular standing committee, but this recommendation was changed as a result of an amendment moved in the Senate by an opposition member of the committee to refer various provisions of the bill to two standing committees, and to provide for a later reporting date than that recommended by the committee.⁵³ The second occasion a motion to adopt a report was amended was in respect of report 6, presented on 17 October 1990. The committee had reported that it had decided, by majority decision, not to refer certain

⁵⁰ J.397.

⁵¹ See, for example, the Advice by the Clerk of the Senate of April 1990, Clerk's correspondence ph/1/281. The Scrutiny of Bills Committee reports on bills (and can report on Acts) as to whether their provisions trespass unduly on personal rights and liberties, make those rights, liberties or obligations unduly dependent upon insufficiently defined administrative powers or upon non-reviewable decisions, inappropriately delegate legislative powers or insufficiently subject the exercise of legislative power to parliamentary scrutiny (see Senate standing order 24).

⁵² Where the Senate refers a number of related bills to a committee, and the committee concerned produces one report on the bills referred, this paper has treated the reference statistically as a single reference, as distinct from counting each bill as a separate reference. This produces the more meaningful comparisons. The tables in this paper, where relevant, deal with the reference of packages of bills, except for Tables 1 and 2, which count individual bills.

⁵³ 11.10.90, J.322.

provisions in a bill to a particular standing committee as proposed by the non-government parties. When the chair of the committee moved that the report be adopted, an opposition member of the committee successfully moved an amendment to refer those provisions, but to a different committee.

These two experiences led to the committee developing a more consensual approach, with votes within the committee becoming rare: it was acknowledged that whatever the majority on the committee might recommend, in the end the numbers in the Senate would decide. The practice in later years when the committee could not reach agreement was for it simply to report its disagreement and leave it to the Senate to determine an outcome, rather than the majority on the committee making a recommendation which might then be overturned in the Senate. The next amendment to a motion for the adoption of a Selection of Bills Committee report did not occur until 1996, when there was one. In 1998 amendments were agreed to in respect of seven Selection of Bills Committee reports, with five of those relating to situations where the committee had reported that it was recommending the reference of a bill but was unable to agree on the appropriate committee or on a reporting date. The amendments were to settle the committee to which the bill was to be referred and/or to set a reporting date. There was one amendment to a motion to adopt the committee's report in 1999, five in 2000 and one in 2001—a total of 17 in 12 years. For details, see Table 3.

From time to time recommendations in Selection of Bills Committee reports adopted by the Senate have been varied subsequently by the Senate to meet changes in circumstances, particularly the need to consider certain bills earlier than would have been possible at the agreed stage for the reference to take effect or under the agreed reporting deadline. Additionally, where committees have been unable to complete their inquiries within the timeframe originally recommended by the Selection of Bills Committee and adopted by the Senate, motions from those committees for extensions of time have usually been agreed to by the Senate.

In the early years of the Selection of Bills Committee, it sometimes initiated a change in a Senate decision on a report by making a revised recommendation in a subsequent report. The example quoted above in respect of the Scrutiny of Bills Committee concerns is one instance. Another is contained in report 1 of 1991, presented on 14 February 1991, which records the following: 'In view of the number of amendments which the Government proposes to move to the Education Services (Export Regulation) Bill 1990, the committee has reviewed its previous recommendation *not* to refer the bill to a committee. The committee understands it would assist with the programming of the legislation if the bill was referred immediately to a committee for consideration ... Accordingly, the committee recommends ...'.⁵⁴ This was also the first occasion on which the committee recommended that proposed amendments to a bill be referred to the relevant committee with the bill. A third example is one in which the committee's change of mind was prompted by representations by other senators. In report 3 of 1992, presented on 26 March 1992, the committee reported that: 'in the light of representations made by several Senators, the committee has reviewed its previous recommendations that [six bills] not be referred to committees. The committee recommends that these bills *be* referred to committees in accordance

⁵⁴ J.748.

with the following schedule ...'.⁵⁵ In later years the committee initiated fewer changes—these were usually initiated directly in the chamber. This practice arose partly from convenience, in that it avoided the intermediate step of reconsideration by the committee of an earlier recommendation on which the chamber had already decided. Rather than have the argument twice—once in the Selection of Bills Committee and again in the chamber—it was felt that the matter was better raised initially in and determined by the Senate, where in any case the matter would ultimately be determined.

The sessional order originally adopted by the Senate to establish the Selection of Bills Committee, and later standing order 24A, provided that the committee could also recommend the reference of bills to select committees. The first such recommendation occurred in report 18 of 1992, presented on 12 November 1992, when the committee recommended that a bill and certain provisions of another bill be referred to the Select Committee on Superannuation.⁵⁶ In the following year the committee recommended the reference of another seven bills to the Select Committee on Superannuation (report 3 of 1993, presented on 2 September 1993),⁵⁷ with other recommendations to refer bills to this and other select committees occurring in subsequent years.

In August 1994, on the recommendation of the Procedure Committee,⁵⁸ the Senate varied⁵⁹ the then existing structure of committees so that the legislative and general purpose standing committees were divided into two streams of parallel committees: legislation committees and references committees. The legislation committees were to inquire into and report on bills or draft bills referred to them, annual reports and the performance of departments and agencies. They were also to do the work previously performed by estimates committees: the examination of estimates of expenditure.

Henceforth, recommendations to refer bills by the Selection of Bills Committee were to legislation committees, apart from the occasional recommendation to refer a bill to a select or other standing committee (for example, the Regulations and Ordinances Committee). There was nothing procedurally to prevent the committee recommending the reference of a bill to a references committee, but in practice such references were moved in the chamber, either by motion on notice or, occasionally, by amendment to the motion to adopt a Selection of Bills Committee report.

Meeting times for committees to consider bills

The report of the Senate Select Committee on Legislation Procedures argued that one day each sitting week should be set aside for committees to meet to consider the bills referred to them. It said the committees should also be free to consider other matters on that day, or to consider legislation at other times. Without this provision of time, the report argued, the committees would be hard-pressed to find time to deal expeditiously with bills referred to them without limiting their other inquiries. The

⁵⁵ J.2124.

⁵⁶ J.3050.

⁵⁷ J.444.

⁵⁸ First report of 1994, June 1994.

⁵⁹ 24.8.94, J.2049.

select committee recommended that the Wednesday of each sitting week be set aside for committee meetings. This recommendation was incorporated in the sessional orders adopted on 5 December 1989 which were to come into effect on the first sitting day in 1990.

The Senate's decision to set aside Wednesdays was short-lived. On Tuesday, 21 August 1990 the Manager of Government Business in the Senate, by leave, moved a motion to vary the order of 5 December 1989 so that it did not come into effect until the commencement of the next sitting week, thus enabling the Senate to sit that Wednesday. The motion was passed without debate.⁶⁰ This was three days before the Selection of Bills Committee presented its first report, on Friday, 24 August. The Senate did not sit on Wednesday, 12 September 1990, in the next sitting week, thus enabling committees to meet on that day, but, on Monday, 17 September, overrode the order with respect to Wednesday sittings for a second time to enable the Senate to sit on Wednesday, 19 September.⁶¹

The requirement that the Senate not sit on Wednesdays was permanently abandoned the next day, on 20 September 1990, when, on the motion of the Leader of the Opposition in the Senate, the day set aside for committee meetings was changed to Fridays.⁶² The change of mind concerning Wednesdays probably occurred because both the government and the opposition did not want to lose a whole sitting day mid-week—presumably, in the case of the government, because it did not believe the increased consideration of bills by committees would compensate for the time lost for consideration of government legislation on Wednesdays and, in the case of the opposition, because it saw more political advantage in the Senate sitting on Wednesdays than Fridays.

At the time of the change it was hoped that consideration of bills would take place principally on the Friday of sitting weeks, and that committees would report on the next sitting day—there was a general expectation that any bills requiring longer consideration or a full-scale public inquiry would normally be referred by means of an amendment to the motion for the second reading rather than through the Selection of Bills Committee. As Table 7 and Appendix 2 show, this aim of a fast turn-around in the consideration of bills referred through the Selection of Bills Committee was rarely realised: the average length of time for committee inquiries into bills referred through the Selection of Bills Committee over the first 12 years was 49 calendar days.

Current practice is for committees considering bills to meet on Fridays if convenient, but they also meet at other times as necessary, including around and, with the leave of the Senate during, sittings.

⁶⁰ 21.8.90, J.213.

⁶¹ J.277.

⁶² Notice of the change had been given on 24.8.90, J.251, and the motion was carried on 20.9.90, J.297.

Committees to which bills referred

Of the total of bills referred to committees in the first 12 years of the operation of the Selection of Bills Committee (the period 1990 to 2001), 80% were referred as a result of recommendations by the committee. That is, of the 676 bills referred, 544 were referred through the Selection of Bills Committee, and 132 directly by the chamber. The total of bills referred through the Selection of Bills Committee was some 22% of all bills introduced in the Senate and received from the House in the period. The total of bills referred through the Selection of Bills Committee *and* directly by the chamber in the same period was 27% of all bills introduced in the Senate and received from the House. For a year-by-year summary see Table 2. For details of the individual bills recommended for reference by the Selection of Bills Committee see Appendix 2, and for details of bills referred directly by the chamber, see Appendix 3.

In comparison, the total of bills referred by the Senate in the period 1970 to 1989, before the Selection of Bills Committee came into being, was 55, or 1.3% of the total of bills introduced in the Senate and received from the House in that time (see Table 1). Thus a combination of a better mechanism for referring bills and a shift in attitude on the benefits of referring bills saw a marked increase in the numbers going to committees.

Of the total of bills referred in the period 1990 to 2001, 85% were referred to legislative and general purpose standing committees, and the remaining 15% to select committees and occasionally other committees such as joint committees and the Regulations and Ordinances and Scrutiny of Bills committees. In the previous 20 years, 1970 to 1989, references were almost equally divided between the legislative and general purpose standing committees and select and other committees (Table 1).

Of the bills *and packages of bills* referred in the period 1990–2001, 84% were referred through the Selection of Bills Committee and 16% directly by the chamber. For details see Table 4.

Stages for the reference of a bill

When the Select Committee on Legislation Procedures made its recommendation for the establishment of a Selection of Bills Committee, it considered that bills would normally be referred after the second reading, on the basis that the consideration of a bill by a committee would be most profitable after the Senate had determined the question of whether the bill should be agreed to in principle, and that committees were best suited to consider the details of bills rather than their policy.⁶³ But it did not seek to foreclose any options in respect of the consideration of bills by committees, and also stated that the standing committees ‘should be left free to consider any aspect of bills referred to them’, whether matters of policy or detail.⁶⁴

In fact, the select committee’s preferred approach was not followed for long by the Selection of Bills Committee. In 1990, the first year in which the committee operated,

⁶³ Senate Select Committee on Legislation Procedures, Report, 1 December 1988, pp. 11–12.

⁶⁴ Report, p. 12.

all but three of its recommendations were for a reference after the second reading. However, a number of these were amended by the Senate either upon the adoption of a committee's report or subsequently when it became apparent that the reference would be too late to suit the then government's legislation timetable. The same occurred in the following two years: in total, the Senate amended 12 recommendations to refer bills after the second reading in the first three years. Except for three amendments in 1995, there were no such changes after 1992 because the recommendations, more and more, were to refer bills or provisions of bills *before* the second reading. Details are in Table 5. The government of the day might have been willing to maintain references after the second reading if the outcome had been committee recommendations which effectively resulted in the committee of the whole stage not being required, that is, if there was a quid pro quo in terms of a saving in chamber time, at least in respect of the more non-contentious amendments, as was envisaged by the select committee. But such a saving was not apparent. It can be argued that consideration in a standing or select committee of the policy of a bill does save time—in that it informs the chamber debate and may lead to fewer issues being raised in committee of the whole, but these are not savings capable of easy measure: the absence of a committee of the whole stage in the consideration of eligible bills would have been a more concrete outcome.

The trend to the early reference of bills was taken a step further when, from 1994 onwards, the Selection of Bills Committee began referring the provisions of bills still in the House of Representatives (see Table 6). The standing order which establishes the Selection of Bills Committee requires it to consider 'all bills *introduced into the Senate or received from the House of Representatives* [emphasis added], except bills which contain no provisions other than provisions appropriating revenue or moneys.' While this requirement appears to exclude the committee's consideration of bills still in the House of Representatives, the Senate has long accepted that its committees are able to consider the *provisions* of bills still in the House, that is, consider the content of a bill although the bill is not formally before the Senate. This practice first became common in the 1970s in connection with estimates consideration of the appropriation bills: the contents of the appropriation bills were 'repackaged' as the 'particulars of proposed expenditure' and referred to Senate committees for estimates examination while the House was still considering the bills.

Precursors of the move by the Selection of Bills Committee to the practice of recommending the reference of the provisions of bills still in the House of Representatives are found in the following three reports. Report 5 of 1990 advised that the committee had considered bills introduced into the Senate 'or which are expected to be received from the House of Representatives later today',⁶⁵ report 6 of 1990 referred to the consideration of bills 'which are expected to be received from the House of Representatives later this week',⁶⁶ and report 2 of 1991 referred to the consideration of bills 'which are expected to be received from the House of Representatives during the next two sitting weeks'.⁶⁷ In these early instances the

⁶⁵ Presented 11.10.90, J.328.

⁶⁶ 17.10.90, J.351.

⁶⁷ 19.2.1991, J.771. Also in 1991, in report 16, presented on 22.8.91, J.1440, the committee made its first recommendation to refer a bill contingent on its introduction in the Senate. The bill was the Insurance Acquisitions and Takeovers Bill 1991.

actual reference of the bill, or of particular provisions, did not occur until after the bill had been introduced in the Senate, but from 1994 onwards the committee routinely began recommending the reference of the provisions of bills still in the House of Representatives and nominating ‘immediately’ as the stage for reference in such cases, rather than ‘before the second reading’ or ‘after the second reading’.

The first recommendation by the committee for the reference of the provisions of a bill still in the House of Representatives is in report 11 of 1994, presented on 30 June, when the committee recommended that the provisions of the Trade Practices Amendment (Origin Labelling) Bill 1994 be referred immediately.⁶⁸ The report was adopted by the Senate. At the time the bill was still in the House of Representatives.

In 1996 the committee went a step further and, for the first time, recommended that the provisions of a bill not yet in either House stand referred upon its introduction in the House of Representatives. The bill was the Health Insurance Amendment Bill (No. 2) 1996, and the committee, in its report 16 of 1996, recommended that the provisions of the bill be referred ‘upon introduction in the House of Representatives’.⁶⁹ The bill was introduced in the House on the same day the Selection of Bills Committee reported. A second such recommendation, in respect of two bills, was made in report 11 of 1997, presented on 26 June 1997.

In 1994 the Selection of Bills Committee made five recommendations out of 37 to refer the provisions of bills or packages of bills still in the House. In 1995 just under half (48%) of the recommendations by the committee were to refer the provisions of bills or packages of bills still in the House. In the next three years, 1996–98, 78% of all recommendations by the committee were to refer the provisions of bills or packages of bills still in the House, and in the three-year period 1999–2001 the figure was 64%. The average for the period 1994 (when the provisions of bills were first referred) to 2001 was 61%. For details, see Table 6.

In summary, the committee began in 1990 by recommending that bills be referred ‘after the second reading’. In the case of one bill, it recommended that the bill be referred ‘before the second reading’, and with two other bills that they be referred ‘immediately’—both these bills had been introduced into the Senate on the previous day. In 1991 and 1992 bills or provisions of bills were recommended for reference ‘after the second reading’, ‘before the second reading’, ‘immediately’ and, in one instance, ‘immediately after introduction in the Senate’. In 1993 the committee began using ‘immediately after the conclusion of the Minister’s second reading speech’, and continued to use this until early 1995 when the standard term for the stage at which a bill was to be referred became ‘immediately’.

From 1995 onwards, the almost exclusive use of the term ‘immediately’ to prescribe the stage for the reference of a bill, and the reference in the majority of cases of the

⁶⁸ The Selection of Bills Committee had previously recommended, in report 7 of 1994, presented on 12 May, that this bill be referred immediately after the conclusion of the Minister’s second reading speech (J.1678), but made a new recommendation in report 11.

⁶⁹ Report 16 of 1996, presented 17.10.96, J.740.

provisions of bills still in the House of Representatives, are both a recognition—and an acceptance—of the desire by all parties for an inquiry into a bill to commence as early as practicable.

There were probably three main reasons why the Selection of Bills Committee moved to recommending that bills be referred before the second reading and then that the provisions of bills be referred before their introduction in the Senate. Two of these were primarily logistical: the immediate reference of a bill on its introduction in the Senate enabled earlier committee consideration than would be the case if the reference had to wait until the second reading, and there was strong pressure from the government of the day in many cases for early reference so that its legislation timetable was not unnecessarily delayed. Early reference suited the non-government parties because it allowed more time for committee consideration. A reference before the second reading overcame the practical difficulty with a recommendation to refer a bill after the second reading which was that it was contingent: committees did not know when the reference was likely to go to them formally because the date of the second reading was usually not known in advance. Once a bill had been read a second time, the government was keen to finalise proceedings on the bill.

The third reason related to the purpose of the referral. It became increasingly apparent that the majority of references were motivated by a desire to examine policy issues as well as, or instead of, the detail of a bill. The two are not mutually exclusive, of course, but early reference made examination of both easier, and to an extent led to a blurring of the distinction between the two envisaged by the select committee on the basis of whether a reference was made before, or after, the second reading. The trend to more emphasis on the consideration of policy matters reflected a trend towards increased polarisation of the parties in the chamber and in committees. The result was that politics featured more strongly in committee inquiries—not infrequently, there was little movement from party positions on particular issues, and more of the questioning of witnesses was directed at trying to discredit or weaken the position held by the opposing party and to shore up one's own, rather than seeking to examine issues on their merits. This led to an increase in the number of minority and dissenting reports reflecting the views of the relevant parties, fewer majority reports recommending amendments, and where amendments were proposed, more amendments being proposed in general rather than specific terms. For details see Tables 10 to 12.

Over time the change to the early reference of a bill became self-perpetuating. As the government of the day did not have the numbers in the chamber to control references, it preferred to see bills referred earlier than later in order to broadly maintain its legislation timetable. Non-government parties preferred an early reference to enable them, in the case of the more controversial inquiries, to extract maximum political benefit. The major benefit of the early reference of a bill from a public policy point of view was that longer timeframes provided greater opportunity for consultation and public input.

Reporting dates

Probably the area which has caused most difficulty for the Selection of Bills Committee has been nominating the date on which a committee is to report.

The standing order establishing the Selection of Bills Committee requires it to recommend a reporting date for each bill or package of bills it seeks to have referred to a committee. The expectation initially—an expectation which governments anxious about their legislation program periodically reiterate—was that committee consideration of the majority of the bills referred through the Selection of Bills Committee would be short and to the point, more often than not requiring no more than a few days. Most references were expected to be after the second reading and so concerned only with the detail of the bill and possibly the recommendation of agreed amendments. These expectations were reflected in the formula used by the committee in its initial recommendations for a reporting date when it commenced in 1990. In its first report, presented on 24 August 1990, the committee recommended in respect of seven bills that they be reported on ‘the sitting Thursday first occurring after the bill is referred’. At the time the intention was that the Senate would not sit on Wednesdays, that committees examining bills would meet on that day and that, except with more complex bills, the committees would report to the Senate the next day. When the proposal for the Senate not to sit on Wednesdays was abandoned, and the Friday of a sitting week became the preferred day for committees to meet to consider bills, the recommendation became ‘the sitting day first occurring after the bill is considered on a committee Friday’ and then ‘the sitting day first occurring after the bill is considered on a Friday reserved for committee meetings’ (see Appendix 2 for example references).

These last two formulations appear to introduce some uncertainty, in that the actual Friday on which a committee might consider the bill was left open: “... a Friday reserved for committee meetings’. In practice, however, the recommendation was interpreted as being the next Friday after the reference took effect. This is evidenced, for example, in the reference to a committee of the Disability Discrimination Bill 1992 and the Human Rights and Equal Opportunity Legislation Amendment Bill 1992. The Selection of Bills Committee recommended in report 13 of 1992, presented on 9 September 1992, that the bills be referred after the second reading. This reference became effective on Wednesday, 7 October 1992, when the bills were read a second time. The Journals of the Senate on that day record the following entry after the bills were read a second time: ‘Pursuant to the order of the Senate of 9 September 1992 the [bills] stand referred to the Standing Committee on Community Affairs for consideration and report on or before 12 October 1992 [12 October being the first sitting day after the Friday of that sitting week].’⁷⁰ On Monday, 12 October, the chair of the Standing Committee on Community Affairs moved for an extension of time in the following terms: ‘That the order of the Senate of 9 September 1992, requiring the Standing Committee on Community Affairs to present its report on the [bills] *today* [emphasis added], be modified to provide that the committee present its report on 14 October 1992.’⁷¹

That the formulation it was using could be interpreted more broadly than intended was formally recognised by the Selection of Bills Committee in late 1992. The minutes of a meeting held on 30 November 1992 record that the committee discussed the form of

⁷⁰ J.2841.

⁷¹ J.2876.

words used to nominate a reporting date and continued: ‘It was decided that there was a problem with the formula and that this could be overcome by using the following:

On the sitting day first occurring after the bill is considered on a Friday reserved for committee meetings first occurring after the bill is referred to the committee.

However, whether through error or because it was seen as a convenient short form for use in the tabular format used to make recommendations in Selection of Bills Committee reports at that time, the original formulation of ‘the sitting day first occurring after the bill is considered on a Friday reserved for committee meetings’ continued to be used in reports after 30 November until it was abandoned altogether in October 1993. After October 1993 the use of specific reporting dates, previously used intermittently, and then the use of ‘immediately’, became standard practice.

As stated, one of the major areas for disagreement within the Selection of Bills Committee has been in arriving at recommendations on a reporting date, thus determining the length of time of an inquiry. As a generalisation, and as discussed previously, governments usually prefer short inquiries which have minimal impact on their legislation programs, while non-government parties usually prefer longer inquiries—partly to ensure thorough consideration but also to capitalise on any political advantage there might be in a lengthy and detailed consideration of controversial bills. As a result, disagreements on reporting dates have been the most difficult issue for the committee to resolve.

In the first years of the Selection of Bills Committee, the government attempted to use its then majority on the committee to make recommendations, only to have most of them overturned in the chamber by the Senate’s non-government majority. In subsequent years there has been greater effort to try and reach a compromise within the committee acceptable to at least the major parties. In recent years, where the committee has been unable to reach agreement on a reporting date for a particular bill, rather than a majority within the committee making a recommendation, the committee has left it to the Senate to make a determination by advising that it was unable to reach agreement on a recommendation for a reporting date. The Senate vote on an amendment to the adoption motion, setting a reporting date, would settle the issue.

The initial aim of quick inquiries by committees into bills referred through the Selection of Bills Committee was not realised—in part because the committees examining bills did not or were unable to fulfil the initial expectation that to a large extent their deliberations would be an examination of the detail of a bill in substitution for the committee of the whole stage. Committees increasingly did not allow themselves to be limited to an examination of the detail of a bill, and the examinations of policy matters as well as detail led to regular requests for extensions of time.

Although the Selection of Bills Committee generally aimed for the earliest possible reporting dates acceptable to all (or at least the two major) parties, nevertheless the inquiry time allowed frequently proved inadequate. In the 12 years under consideration, the committees to which bills and packages of bills were referred sought extensions of time for slightly more than half (51%) of the total references made through the Selection of Bills Committee. In the first year, 1990, 35% of

references made through the committee were granted extensions of time; in the following year it was 48%. The greatest number for any one year was in 78% in 1998. The extensions ranged from a day to a total of more than six months: the majority were for periods of a few days to up to two weeks. For those references where extensions of time were sought, on most occasions only one extension was required and granted, although in almost 30% of cases there were two or more extensions, and in eight cases (4%) four or more. For details, see Tables 8 and 9. The extensions resulted from a range of causes, including committees' heavy workloads and competing priorities as well as the need, with some inquiries, for additional time to hear witnesses, consider evidence and finalise a report.

At a meeting of the Selection of Bills Committee on 17 April 1991 the committee discussed the practical difficulties of considering legislation within the tight time constraints 'now operating in the Senate'. Senator McLean, of the Australian Democrats, referred to the difficulties facing members of his party in attending various committees considering legislation and the very short lead time for senators to become familiar with the content of bills 'and to have amendments prepared'—perhaps one reason why the consideration of specific amendments by committees as originally envisaged never really got off the ground.

In 1990, instead of each inquiry taking only a few days, committees took an average of 18 days per legislation inquiry. The shortest inquiry took five days and the longest 61. Additionally, of the 20 references made through the Selection of Bills Committee in 1990, five were subsequently withdrawn and two were deemed to have been reported. Most of the withdrawals/deemed to have been reported decisions resulted because the stage at which the reference took effect—after the second reading—did not come quickly enough for the government, which wanted to finalise consideration of the bill or bills involved.

In 1991 each legislation inquiry took an average of 30 days and, apart from 1992, the average has exceeded that figure in all subsequent years, with the average length of an inquiry over the period 1990 to 2001 being 49 calendar days. See Table 7 for details; Appendix 2 provides the length of inquiry for each reference.

Where there was pressure for a bill to be reported on the date initially set, complaints about the lack of time to properly consider the bill became more frequent, particularly where it was seen that the bill could have been referred earlier. To take just one example, found in additional comments by a then-government backbencher implicitly critical of his government in respect of a bill referred in 1993:

I have previously expressed concern about the very tight reporting deadlines being given for some Senate references to Committees. I repeat those concerns: that there is a danger that the Committee system may break down if Committee reports are inadequate due to the lack of time to examine witnesses and to prepare and deliberate upon a report.⁷²

⁷² Report of the Standing Committee on Legal and Constitutional Affairs on the Migration Laws Amendment Bill 1993: additional comment by Senator Jim McKiernan.

The complaint was that a bill introduced in the Senate on 29 August was not referred to the committee until Wednesday, 29 September, with a reporting date of the first sitting day after consideration of the bill on a Friday reserved for committee meetings—that Friday. A public hearing took place on the Friday, and the report on the bill was tabled on the next sitting day, Tuesday, 5 October. The senator added: ‘My concern is the near last minute reference of a Government decision that been public knowledge for some four (4) months [a reference to the announcement of a Cabinet decision to introduce the bill].’

The same committee, in its report in the following year on the Crimes (Search Warrants and Powers of Arrest) Amendment Bill 1993 (referred 8 February 1994), which was tabled on 21 February, commented:

The Committee wishes to note that consideration of this Bill has raised issues about the mechanics of the Committee system. Clearly adequate time must be provided for the Committee to examine a Bill and for the Government to reflect on and respond to opportunities to remedy defects which are identified. The Committee will be making a submission to the Procedure Committee on this issue.⁷³

Complaints about the inadequate time given to committees to conduct a bills inquiry have been a regular feature of the reference of bills throughout the period, not only from committees and their members, but from organisations and experts asked, at short notice, to make a submission and appear as a witness, who have complained that they have not had time to prepare a proper submission.

On the other hand, occasionally there have been instances where the time available for examination of a bill has been shortened by a committee or committee majority because it saw no need for further inquiry. The majority report of the Employment, Education and Training Legislation Committee on the provisions of the Student Assistance (Youth Training Allowance) Amendment Bill 1994 was presented on 17 November 1994. The provisions of the bill had been referred on 9 November for report on 5 December. The committee, after receiving the government’s proposed amendments and considering the bill at a private meeting, reported:

The Committee resolved that as the views of the interested parties were well known and had already been brought to the attention of the Minister and the Committee members, there was no additional benefit to be gained from taking further evidence in a public hearing. The Committee resolved to refer the Bill back to the Senate for its consideration. The Committee has no further comment to make upon the Bill.

This was an example of the majority overriding the non-government minority, which indicated in a dissenting report that it wanted to take evidence in public hearings.

⁷³ Report, paragraph 1.75.

Thus, over the years, the Selection of Bills Committee has moved away from trying to make a distinction between a reference to consider policy matters and a reference to consider the detail of a bill, whether a bill is referred before or after the second reading. Where there are strong divisions within it on the making of a recommendation, it only rarely makes a majority recommendation, preferring instead to leave a determination to the Senate. And generally it does not play a strong role in selecting bills, leaving that, in the main, to the parties and independent senators.

Nevertheless, the work of the Selection of Bills Committee has been effective. It does play a moderating role on occasions in respect of different party preferences on a reference or a reporting date. It does sometimes query the need for a reference. It does maintain an overall ‘watching brief’ on the numbers of bills going to various committees. And it does provide a forum for the party whips and managers to discuss matters relating to bills references. Without it, the Senate would have been spending a lot more time considering individual motions to refer bills to committees, and probably a lot fewer bills would have been referred.

5

Consideration of bills by standing and select committees⁷⁴

Legislative and general purpose standing committees, and some select committees—particularly the Select Committee on Superannuation—had 384 bills and packages of bills, involving a total of 544 bills, referred to them through recommendations by the Selection of Bills Committee in the 12-year period under consideration. The references produced 364 reports to the Senate—the figures do not reconcile because in some cases a reference was withdrawn, or the bills involved were deemed to have been reported, and so there was no report from the committee; conversely, in other cases, a reference involving the same bill or package of bills may have been made to more than one committee, resulting in two or more reports.

In the following, this paper examines the consideration by committees of the bills and packages of bills referred as a result of recommendations by the Selection of Bills Committee; it does so through statistics based on the reports to the Senate. In the case of majority reports, accompanied by one or more minority or dissenting reports or additional comments, these are collectively counted as one report to the Senate. For details on reports on bills see Table 10.

The following will examine to what extent committee reports were unanimous; how often there were minority or dissenting reports; the extent to which committees recommended amendments and whether these were in specific or general terms, or both; the extent to which committees held public hearings, and whether a minister or parliamentary secretary with responsibility for matters in the bill attended a public hearing for questioning or to put the government’s view.

⁷⁴ A valuable companion study to this section is Kelly Paxman, ‘Referral to Bills to Senate Committees: An Evaluation’ *Papers on Parliament*, No. 31, June 1998.

Minority/dissenting reports

Committees made 364 reports, an average of 30 reports a year, over the period. Of the 364 reports presented, 128 (35%) were unanimous reports. The other 236 were majority reports accompanied by minority/dissenting reports and/or additional comments, except for five reports where there was no majority report and separate reports were made by the various parties or by groups of senators (mainly some reports by the Select Committee on Superannuation and in the case of ‘conscience vote’ bills). Most majority reports were accompanied by two or more minority/dissenting reports, or additional comments: in the 12 year period there were 375 minority/dissenting reports in total and 73 additional comments.

In the first three years, 1990–92, the number of unanimous reports each year was consistently above 60% of the total. From 1993 on, the number of unanimous reports each year was less than half, falling to a low of 8% of the total for 1997, before rising again each subsequent year to reach 46% in 2001. The year 1997 also had the most minority/dissenting reports and additional comments of any of the 12 years under examination.

Some 20% of reports included additional comments, a category usually falling between agreeing with the majority and making a minority report. Additional comments mainly present additional observations or, occasionally, criticisms from an individual senator or senators, but without formally constituting a minority report. In some cases a senator or senators forming part of the majority would make additional comments to differentiate their view on a particular issue discussed in the report. For details see Table 10.

Recommendations

Of the 364 reports presented, 116 (32%) did not recommend any amendments. The remaining 248 reports included recommendations for amendments or recommendations to reject a bill. Specific or general amendments⁷⁵ were recommended in 203 reports (56%)—either in the majority report or in accompanying minority/dissenting reports. A total of 71 reports (20%) contained recommendations, almost wholly in minority/dissenting reports, to reject a bill.⁷⁶ For details see Table 11.

Only in 1997 and 1998 were there recommendations by a committee or committee majority to reject a bill. Three committee reports in 1997 recommended that a bill be rejected—two were unanimous, and one was a majority report, and one committee in 1998 in a unanimous report recommended the rejection of a bill. All other recommendations that a bill or bills be rejected were contained in accompanying minority/dissenting reports.

⁷⁵ A specific amendment is one whose terms are spelt out exactly, in the same form as an amendment to be moved in committee of the whole; a general amendment outlines only in broad terms the type of amendment proposed.

⁷⁶ The figures do not add up to 100% because some reports contain both recommendations for amendments and recommendations to reject a bill, usually in separate minority/dissenting reports.

As noted above, 1997 was the year with the fewest unanimous reports. The year—and the two following years—was also notable for the number of reports with recommendations, principally in minority/dissenting reports, to reject a bill: 14 in 1997 (29% of reports for the year), 15 in 1998 (44%) and 12 in 1999 (28%). In other years the number of reports containing recommendations in minority/dissenting reports to reject a bill only once reached eight and otherwise did not exceed five. Most recommendations to reject a bill were made by the opposition senators on a committee, with the remainder from the Australian Democrats and other minor party and independent senators.

Types of amendments recommended

Apart from recommendations to pass or reject a bill, most reports making recommendations did so in respect of specific or general amendments to bills. Specific amendments, setting out the exact terms of a proposed amendment, were recommended in a third of the 203 reports recommending amendments—either in the committee or majority report, or in the accompanying minority/dissenting reports. General amendments, that is, amendments described only in outline, were recommended in the remainder. Details are: specific amendments only in 42 reports (21% of reports proposing amendments), general amendments only in 134 reports (66%) and both specific and general amendments in 27 reports (13%). While the majority of recommendations for specific amendments were made in the early years of the Selection of Bills process—half such recommendations were made in the first four years—there has not been a single year without some recommendations for specific amendments.

Amendments were foreshadowed in 85 reports, mainly in accompanying minority/dissenting reports—that is, it was indicated that an amendment or amendments would be moved in committee of the whole. Concerns⁷⁷ about aspects of a bill were expressed in 184 reports, again mainly in accompanying minority/dissenting reports.

The committee or the government majority made recommendations for amendments in nearly half of the 203 reports where amendments were proposed. Details are: 50 reports contained only committee/government majority recommendations for amendments (24.5% of reports proposing amendments), 50 reports contained both committee/government majority and minority/dissenting recommendations for amendments (24.5%), and 103 reports contained only minority/dissenting recommendations for amendments (51%). Thus it can be seen that committees or their government majorities were not backward in recommending amendments to what were, in most cases, government bills. For details see Table 12.

⁷⁷ A concern, for the purposes of this paper, is a reservation concerning or criticism of a provision but which is not couched in the general or specific terms of a proposed amendment.

Committee inquiries

The Select Committee on Legislation Procedures, in its report, suggested that ‘all the procedures currently available to the standing committees should remain available to them in their consideration of bills’ and that it should be for the committees to decide whether to call for public submissions and hold hearings in respect of a bill under inquiry.⁷⁸ There was, initially, a view among a small minority of senators that the standing committees should limit their inquiry processes to those undertaken in the committee of the whole, with questioning in the main limited to the minister responsible for the bill in the Senate (or a parliamentary secretary representing the minister) and officers of the relevant department. This approach was not often taken.

Most committees conducted public hearings into the bill or bills referred to them: in the 12 year period, 330 (91%) of the 364 reports involved evidence taken at public hearings. Of the 330 reports, 234 (71%) involved one public hearing, 57 (17%) involved two and 19 (6%) involved three. The remaining 20 (6%) involved four or more public hearings.

That a Senate minister or parliamentary secretary representing a minister attended a public hearing was recorded in 122 of the reports (34% of the total). Attendance by ministers was high in the early years: 71% of reports in 1990 referred to evidence given by a minister or parliamentary secretary at a public hearing or recorded that a minister or parliamentary secretary had attended a public hearing. The figures were 85% in 1991, 80% in 1992 and 58% in 1993, but tailed off in subsequent years to 7% in 2000 and 0% in 2001. For details see Table 13.

In summary, the taking of public evidence became a standard feature of most bills inquiries in the period under consideration, but the involvement in giving evidence of the relevant Senate minister or a parliamentary secretary representing the minister gradually declined.

Size of reports

Inquiry reports initially tended to be short, but over the period their size increased. The largest in 1990 did not exceed 50 pages, and most reports in that year were 10 pages or less.⁷⁹ Most of the reports in 1991 also were 10 pages or less. However, short reports of five pages or less were not presented after 1995 (with one exception), and reports of 10 pages or less were not presented after 1997 (again with one exception). Reports of 10 pages or less comprised only 14% of the total of reports presented in the 12-year period.

Most reports from 1992 on were in the range 11 to 75 pages—these represented 74% of the total in the period, with 5% in the range 76 to 100 pages and 7% with more than

⁷⁸ Report, p. 13.

⁷⁹ Page counts in all cases include preliminary pages and appendices, as well as minority/ dissenting reports and additional comments. Preliminary pages can contain forewords, recommendations or an executive summary; appendices can contain the text of specific amendments, as well as lists of witnesses and details of public hearings.

100 pages. The average size of a report over the period was 40 pages, with the shortest report being two pages, and the longest 426. For details see Table 14.

Experiences and highlights

A year-by-year examination of reports on bills referred through recommendations of the Selection of Bills Committee highlights some of the approaches taken and the experiences of those committees in examining the bills, and provides an insight into how inquiries into bills so referred have evolved over the period.

1990

The shortest majority report in 1990 was that of the Standing Committee on Community Affairs on the Social Welfare Legislation (Pharmaceutical Benefits) Amendment Bill 1990. The report was presented on 18 October 1990 and comprised two sentences: one noting that the bill had been referred, and the other recommending it proceed without amendment. The accompanying dissenting report was two pages, and discussed concerns about the way the committee majority had dealt with the reference. Another early report of the Community Affairs Committee, on provisions in the Social Security Legislation Amendment Bill 1990, tabled in December 1990, used an approach often to be found in the early reports—namely setting out the full text of all amendments moved, either in the report or in appendices, and the outcome of their consideration.

One of the first reports from a committee on a bill referred by the Senate on recommendation of the Selection of Bills Committee was that of the Standing Committee on Environment, Recreation and the Arts on the Australian National Maritime Museum Bill 1989, tabled on 13 September 1990. The report recorded the text of a resolution adopted by the committee prior to its consideration of the bill which set out the procedures the committee would use when considering bills. Among the procedures was one requiring that the minister in charge of the bill, or another minister or parliamentary secretary on his or her behalf, be present throughout the proceedings. The opposition shadow minister was also able to be present. Both the minister and shadow minister were able to have advisers present, but not sitting at the table. Application of the procedures did not last long, although the attendance of ministers or parliamentary secretaries at at least one public hearing was common until the more recent years.

The Senate debate on the report highlighted some initial confusion about how the new arrangements involving the reference of bills to committees were to operate, particularly in respect of amendments ‘defeated’, that is, not accepted as recommendations during consideration of the bill by a standing committee and then being moved in committee of the whole. At one stage the minister accused the opposition of ‘wanting to run a debate through the Committee and then wanting to run the same debate through the Committee of the Whole.’⁸⁰ However, as another senator pointed out, it was important to ‘understand that the Committee does not reflect the balance of the votes in the Senate.’ He continued:

⁸⁰ SD, 19.9.90, p. 2550.

If the Government is opposed to an amendment, on this particular Committee with its four votes against the Opposition's three votes and the Australian Democrats' one vote, plus its casting vote, it can dispose of it. It is important that the Government does not get away with the idea that the Opposition is trying to frustrate the new procedures. The ability of any senator to bring back an amendment and discuss it in the Committee of the Whole is quite important; otherwise the Government can just roll these things through the committee system with its sheer force of numbers.⁸¹

This debate points to one of the main reasons why the aim of considering specific or detailed amendments in the standing committees was not realised in practice: the standing committees could not accurately reflect the Senate numbers. In the end, it was easier to reserve the detailed consideration of amendments for the committee of the whole, and to canvass issues in the standing committees, in the main, in a more general way. However, a small number of specific amendments continued to be proposed and considered in standing committees throughout the period, as is shown in Table 12.

Notwithstanding the difficulty of reconciling decisions in a committee with the numbers in the chamber, at least one committee, the Standing Committee on Legal and Constitutional Affairs, made the attempt. Its report on the Privacy Amendment Bill 1989 [1990], presented out of sittings on 22 October and tabled on 6 November, is notable because of the approach taken. The report sets out in detail in separate appendices the amendments proposed by each of the government, the opposition and the Australian Democrats. It notes that the minister in charge of the bill, the Leader of the Opposition and the leader of the Australian Democrats attended a public hearing and spoke to the amendments proposed by each party. The report also notes that there had been extensive consultations between the parties on the amendments prior to the hearing and that an agreement had been reached, which the committee was 'happy to accept' and which it set out in another appendix. The report continued:

In reaching this agreement the parties recognised the difference in their relative strengths in the Committee and in the Chamber, and the agreed position presented to the Committee comprised those amendments which it was considered would succeed in the committee of the whole.⁸²

The Leader of the Opposition placed on the committee record that the opposition remained opposed to some of the agreed amendments and continued to have serious reservations about the bill. He incorporated in the transcript of evidence the opposition's reservations regarding amendments 'that nevertheless were accepted.' After the committee's report was presented to the Senate and during committee of the whole consideration of the bill, the report was adopted, subject to modification of some of the amendments recommended therein—see 'Use of reports in the chamber', following.

⁸¹ SD, 19.9.90, pp. 2551–2.

⁸² Report, p. 2.

The inquiry into the bill was thus notable for the way in which an attempt was made to reach a common position based on the anticipated outcome in the chamber. Also, where disagreements remained, these were reported in the committee's report, rather than in a minority or dissenting report. The last paragraph of the report records: 'All members of the Committee expressed their appreciation of the co-operative spirit with which this inquiry was carried out.'⁸³ The approach taken could be regarded as a model for other committees but was rarely taken in the following years, as Table 10 illustrates.

Another early report was that by the Standing Committee on Industry, Science and Technology on the Patents Bill 1990, tabled on 13 September 1990. The committee recommended that the bill be agreed to with the amendments adopted by it. The committee commented: '... it was apparent that the proceedings did allow discussion and negotiation that would not have been possible in the Senate Chamber.'⁸⁴

1991

A report of the Standing Committee on Employment, Education and Training on the Education Services (Export Regulation) Bill 1990, presented on 7 May 1991, provides an example where a committee originated its own amendments in addition to those proposed by the government and other parties and recommended their adoption, as well as the adoption of the government amendments (the opposition amendments were rejected). The committee also recommended that if the bill were passed, the resulting Act be referred back to it for inquiry and report by December in the following year.

The issue of whether a committee should consider proposed amendments in circulation at the time a bill is referred was addressed by the Standing Committee on Finance and Public Administration in a report on the Defence Force Superannuation Legislation Amendment Bill 1991 and a related bill, presented on 28 May 1991. The bills were referred directly by the chamber and not on a recommendation from the Selection of Bills Committee, but the view expressed is applicable to all bills references. The committee commented that if a bill were to be referred to a standing committee then any amendments already circulated in respect of the bill should also be available to it for consideration, or the bill should not be referred. The Standing Committee on Legal and Constitutional Affairs, in a report on the Copyright Amendment Bill 1990, presented on 16 August 1991, made a similar point: that it was preferable that all amendments to be proposed to a bill were available for consideration by the committee.⁸⁵ The Selection of Bills Committee only very occasionally has specifically recommended the reference of proposed amendments, probably only in those cases where it wanted to ensure they were considered and reported on. Except where particular proposed amendments are specifically to be reported on, it is considered that they do not need to be referred in order to be considered: proposed amendments are relevant to a committee's examination of a bill and a committee is able to take them into consideration if it wants to do so.

⁸³ Report, p. 3.

⁸⁴ Report, p. 4.

⁸⁵ Report, p. 6.

1992

The first references of the provisions of bills still in the House of Representatives were on 4 and 6 May 1992, when the Senate directly referred the provisions of several superannuation guarantee bills to the Select Committee on Superannuation. The resolutions provided that upon the introduction of the bills in the Senate, the bills also stood referred to the same committee with the same reporting date. The first time the Selection of Bills Committee recommended the reference of the provisions of a bill still in the House was not until 30 June 1994.⁸⁶

The first Selection of Bills recommendation for the reference of a bill to a select committee was adopted by the Senate on 12 November 1992, and involved the reference of a bill and certain provisions of another bill to the Select Committee on Superannuation.

The first private senator's bill to be referred to a standing committee on the recommendation of the Selection of Bills Committee was the Motor Vehicle Standards (Headlights) Amendment Bill 1992, referred to the Standing Committee on Transport, Communications and Infrastructure on 2 April 1992 and reported on 5 May. The reference of private senators' bills became more common in later years.

1994

The report of the Standing Committee on Regulations and Ordinances on the Legislative Instruments Bill 1994, tabled on 17 October 1994, provides an example of a committee commissioning the drafting of amendments from an external consultant to reflect its recommendations. The report of the Legal and Constitutional Legislation Committee on certain clauses of the Auditor-General Bill 1996, tabled on 15 May 1997, provides an example of the Clerk of the Senate being asked to draw up amendments for consideration by the committee.

The legislative and general purpose standing committees in place until 1994 and the legislation committees from 1994 had a government majority through use of the chair's casting vote. The use of the casting vote became more frequent in the later years of the period, as indicated by the increasing number of minority/dissenting reports (see Table 10). Occasionally, specific reference to the use of the chair's casting vote would be made in a report, for example, the report of the Standing Committee on Legal and Constitutional Affairs on the Migration Legislation Amendment Bill (No. 2) 1994, tabled on 29 August 1994. The report's only recommendation was worded as follows: 'The Committee recommends, by a majority on the casting vote of the Chair, that the Bill, as introduced, be enacted.'⁸⁷ The reference to the use of the chair's casting vote in this case might have been prompted by the fact that the Legal and Constitutional Affairs Committee was one committee which tried to reach a consensus in its reports whenever possible.

⁸⁶ Provisions of the Trade Practices Amendment (Origin Labelling) Bill 1994—see report 11 of 1994 of the committee.

⁸⁷ Report, p. 14.

1995

Sometimes legislation committees would recommend to the Senate that a bill proceed, but would add one or more provisos to the recommendation. An unusual example is a recommendation by the Community Affairs Legislation Committee in its report on the Health and Other Services (Compensation) Bill 1994 and related bills that:

The bills proceed in order to enable the second reading stages to go forward, subject to the proviso that, prior to the Committee stages of the Bills, the Department of Human Services and Health consult widely by way of formal meetings with those groups who appeared before the Committee at its hearings on the Bills on 3 and 6 March 1995, and other relevant bodies, and that the Department report back to the Committee on the outcome of these consultations by 27 March 1995.

In another report from the same committee, on the provisions of the Social Security (Non-Budget Measures) Legislation Amendment Bill 1995, tabled on 27 March 1995, it reserves the right 'to reconsider matters following independent legal advice in relation to the Bill, requested in a letter to the Clerk of the Senate ...'

In a number of cases, committees recommended that bills proceed subject to amendments foreshadowed by the relevant minister or on the basis of commitments to make amendments by the relevant minister. An example of such a commitment is contained in a letter from the then Minister for Aboriginal and Torres Strait Islander Affairs to the chair of the Finance and Public Administration Legislation Committee concerning proposed amendments to the *Aboriginal Councils and Associations Act 1976* in the Prime Minister and Cabinet (Miscellaneous Provisions) Bill 1995, the report on which was tabled on 23 October 1995:

On behalf of the Government, I am writing to thank you for the opportunity afforded to Senator the Hon. Bob Collins to appear before the Committee and state the Government's position on the amendments ... concerning the *Aboriginal Councils and Associations Act 1976*.

As Senator Collins stated to the Committee, the Government is more than willing to consider seriously any changes that would improve the Bill and ensure its passage through the Parliament. I understand that Senator Collins also undertook to forward to the Committee any proposals for change arising from the Committee's hearing on 18 October 1995.

...

I have considered the matters of concern raised at the Committee's hearing by both the Members of the Committee and the witnesses ... I have attempted to address the matters of major concern raised at the Committee.

I will now make the following changes ...

... Having shown good faith and a preparedness to listen to the views of the Committee and others on this issue, I would be grateful for a clear indication of support by the Committee for my position.⁸⁸

After receiving the letter, the committee recommended that the bill be agreed to with the amendments foreshadowed by the minister. Such positive government responses were more apparent in the earlier years of the period under consideration.

1996

The Senate sometimes refers a bill to a select committee or a references committee rather than a legislation committee. Such instances usually involve the more controversial bills and are a reflection of the numbers in the chamber (the government not having a majority in its own right during the period under consideration). Such references are usually initiated by motion on notice, an amendment to the second reading motion, or an amendment to the motion to adopt a report of the Selection of Bills Committee. Occasionally, the government senators on a committee have expressed their disapproval of a bill being referred to other than a legislation committee (where the government had the numbers). For example:

The Government members have reservations about the value of referring Budget related Bills [in the case in question the provisions of a bill exempting superannuation and rollover funds from the means test for social security purposes] to a Select Committee for inquiry and report. This is because of the likely balance against the Government (as in the case of this Committee) vis a vis a Legislation Committee, and the resulting complication and delay in reporting.⁸⁹

The situation is seen differently by the non-government senators. In the report on the Telstra (Dilution of Public Ownership) Bill 1996, referred to the Environment, Recreation, Communications and the Arts References Committee on 21 May 1996, tabled on 9 September, the non-government majority stated that the reference of the bill to the references committee rather than to its companion legislation committee 'was considered to be appropriate as the legislation was seen as central to a broader inquiry into a series of interconnected issues which called for wide community and industry consultation The Bill cannot be considered in isolation from other proposed legislation and other current and prospective developments in telecommunications policy and regulation.'⁹⁰

Occasionally, particularly in relation to bills on which there is a 'free vote' in the Senate (and also in the case of some references to the Select Committee on Superannuation), there may not be a report from the committee as a whole nor from a majority or minority. Instead there are separate reports from party groupings or various groups of senators. An example is the report of the Select Committee on

⁸⁸ Letter appended to report.

⁸⁹ Government senators' minority report, paragraph 9, in the report of the Select Committee on Superannuation on certain provisions of the Social Security Legislation Amendment (Further Budget and Other Measures) Bill 1996, tabled on 26.11.96.

⁹⁰ Report, paragraphs 1.2 and 1.3.

Superannuation on a package of three bills dealing with retirement savings accounts. The report actually comprised three reports: one from the government senators, one from the opposition senators and one from the Australian Democrat senators.⁹¹

The Senate sometimes will specify how a committee is to conduct its inquiry. In the motion referring the provisions of the Workplace Relations and Other Legislation Amendment Bill 1996 to the Economics References Committee, the Senate directed the committee to advertise for submissions in the media ‘and conduct public hearings in each State and Territory capital city.’⁹² As a result of its advertising, the committee received 1431 submissions. It conducted 18 public hearings over 21 working days in a total of 13 capital and other cities and regional centres.

Bills dealing with moral or large social issues can attract major public input. The Legal and Constitutional Legislation Committee’s inquiry into the provisions of the Euthanasia Laws Bill 1996, referred through the Selection of Bills Committee (report tabled 6 March 1997), attracted 12 577 submissions, although many of these were pro forma submissions.

1997

The draft report initially considered by a committee is the chair’s draft. Most such reports will canvass both sides of an argument, even when coming down on one side in the end. If the other side of the argument is not reflected in the chair’s draft, and hence the final report of the committee majority, it usually will be in a minority or dissenting report. Both of the minority reports in respect of the consideration by the Legal and Constitutional Legislation Committee of the provisions of the Constitutional Convention (Election) Bill 1997, tabled on 15 May 1997, were particularly critical of the approach taken by the then chair. The opposition members commented:

Before commencing our discussion of the Bill, we wish to express our grave concern at the approach taken by the Chairman Unlike the tradition with reports from this Committee, the Chairman’s Report does not provide a full and frank discussion of both sides of the issues arising out of this Bill. This is an unhelpful development that does not encourage the highest level of debate on issues of moment. It would be a pity if this breach of tradition were to become a regular practice.

⁹¹ Report on Retirement Savings Accounts Legislation, tabled on 6 March 1997. See also the select committee’s report on the Workplace Relations Amendment (Superannuation) Bill 1997, tabled in May 1998, where three separate reports were appended to a common outline and analysis of the issues of concern.

⁹² 23.5.96, J.214–5. The reference was moved directly in the chamber (not through a recommendation by the Selection of Bills Committee): the government had given notice of motion to refer the bill to the legislation committee, but this was amended by the opposition to the references committee.

The Australian Democrat member of the committee commented:

In conclusion, I wish to express my intense dissatisfaction with a majority report which has failed to follow the normal Senate committee practice of receiving submissions and oral evidence and presenting a balanced and fair analysis of all the views put forward. The obvious bias and selectivity of the report does not, in my view, reflect well on the Chair, in this particular instance, and unfortunately significantly diminishes the credibility of the majority report.

In the early years of the period under consideration, ministers and parliamentary secretaries usually appeared before committees in respect of government bills relevant to their portfolio. The appearance of ministers or parliamentary secretaries was less frequent after 1996, but an example of a parliamentary secretary giving evidence on a private senator's bill occurred in 1997, when the parliamentary secretary to the Minister for Primary Industries and Energy appeared before the Rural and Regional Affairs and Transport Legislation Committee and gave evidence in respect of the Sun Fund Bill 1997. The committee's report was tabled on 2 December 1997. The proponent of the bill, Senator Brown, also gave evidence.

Many legislation committee reports refer to comments by the Scrutiny of Bills Committee: some reinforce the comments, others merely note them. An example is the report of the Economics Legislation Committee on the provisions of the Taxation Laws Amendment Bill (No. 2) 1997, tabled on 29 May 1997.

1999

In 1999 a legislation committee, having a government majority through the chair's casting vote, recommended that a bill not proceed until a further examination of the issues by the committee's non-government controlled references counterpart, as well as by a national working party, and the development of appropriate amendments. The recommendation was in the report of the Legal and Constitutional Legislation Committee on the provisions of the Genetic Privacy and Non-discrimination Bill 1998, tabled on 31 March 1999. The report on the bill, a private senator's bill, was also notable in that the committee's full report comprised some 45 pages while additional comments by the senator who had introduced the bill totalled 113 pages.

The above snapshots of committee approaches and experiences enable some trends to be identified:

- in the early years, there was more negotiation on bills—ministers and parliamentary secretaries were prominently involved in inquiries into bills for which they were responsible, including by proposing revisions to bills in response to evidence to the committee;
- attempts to achieve a single, unanimous report—even if it did include disagreement on particular aspects within it—were more prominent in the early years but there was increasing resort to minority and dissenting reports in the later years (with some notable exceptions, such as the Legal and Constitutional Legislation Committee and its predecessor, which have continued to aim for unanimous committee reports where they can);

- committees on occasion commissioned the drafting of amendments to include in reports in the early years, but rarely did so in the later years, resorting more to proposing general amendments.

But the trends are not all negative. Some positives also emerge:

- committee members continue to expect a balanced review of the evidence in a report even if that report reflects the government's position in its conclusions and recommendations and is accompanied by minority/dissenting reports, and committee members have expressed concern where this has not occurred;
- public hearings, and thus public critique, have continued to be a mainstay of inquiries into bills; perhaps reflecting this, reports over the period have tended to become larger;
- government majority reports on occasions continue to be critical of aspects of bills where the concerns have been major enough;
- the principle that most bills are examined by legislation committees has been maintained, even in the face of a non-government majority in the Senate;
- committees have remained free to determine what aspects of a bill they will examine and how they will conduct an inquiry.

Use of reports on bills in the chamber

The consideration by committees of bills has assisted debate on those bills in the Senate chamber: second reading debate is better informed, there is less need to seek basic information from the responsible minister in committee of the whole, and so questions are better targeted. The reports and their conclusions, not infrequently, are quoted in debate in the chamber and used to support a position. There are most probably savings in time, but these cannot be quantified (some would say the opposite: because senators are better informed they are better prepared to argue a case, and can take more time in doing so; whatever the case, a well-informed debate is always preferable).

One area where savings in time would be more readily quantified would be if recommendations from a committee that a bill be passed, or recommendations from a committee for amendments, were to substitute, in appropriate situations, for the committee of the whole stage of consideration of a bill. This was an outcome envisaged by the Select Committee on Legislation Procedures.

When making its recommendations to establish the Selection of Bills Committee and on related matters, the committee included a recommendation for expedited proceedings on bills which had been referred to a committee through the Selection of Bills Committee. This recommendation was among those agreed by the Senate on 5 December 1989.

The mechanism proposed and agreed to enabled a motion to be moved, without notice, adopting the report of a committee on a bill.⁹³ If the report recommended amendments to the bill, the adoption motion, if carried, had the effect of amending the bill accordingly. The motion could not be moved if other proposed amendments had been circulated for consideration in committee of the whole, and the options remained for consideration in committee of the whole (for example, in the event of disagreement with the amendments proposed), for a senator to refer the bill back to the relevant committee for reconsideration or for a minister or the senator in charge of a bill to postpone further consideration of the bill to a future day. If the motion to adopt a report was moved and carried after the second reading but before consideration in committee of the whole, in the absence of other circulated amendments or a requirement for consideration in committee of the whole, the Senate could proceed immediately to the third reading.⁹⁴

Motions to adopt the reports of standing committees were moved in the Senate in each of the years 1990, 1991 and 1992, but all were moved in committee of the whole, and so the elimination of the committee of the whole stage, in the case of suitable bills, was never achieved—but the prior consideration of the amendments in the relevant committee and their being moved as a bloc probably did shorten the time for their consideration in committee of the whole. In all, motions to adopt the reports of committees on bills were moved on five occasions in the period 1990–92, plus one occasion where the minister did not move the adoption motion but instead moved as a group the amendments proposed by the committee. In one case the motion was withdrawn, but the amendments recommended by the committee were then moved together by the minister and agreed to. In the other four cases the motion to adopt was agreed to, in one case subject to modifications to some of the amendments. No motions to adopt reports were moved after 1992. See Table 15 for details.

Motions to adopt the report of a committee were moved twice in 1990. The first was on 17 September 1990 when the minister in charge moved that the report of the Standing Committee on Environment, Recreation and the Arts on the Australian National Maritime Museum Bill 1989 [1990] be adopted.⁹⁵ The minister subsequently withdrew the motion⁹⁶ but then moved the amendments which had been recommended by the committee—thus achieving the same outcome.⁹⁷ A similar approach was taken on 18 June 1991 in respect of the Education Services (Export Regulation) Bill 1990, when the minister, while not moving a motion for the adoption of the report of the

⁹³ This mechanism is currently in standing order 115(5). An early version of the mechanism was originally proposed by the Standing Orders Committee in 1978 and adopted as a sessional order (see earlier).

⁹⁴ The Senate, in 2002, provided a more general option to bypass the committee of the whole stage, not tied to any prior consideration of a bill by a standing or select committee and the presentation of a report thereon. This option (later incorporated in standing order 115(1)) is utilised mainly in respect of non-controversial bills. It enables the Senate to move immediately to the third reading after passage of the second reading if no amendments or requests for amendments have been circulated and there has been no request for a committee of the whole stage.

⁹⁵ J.278.

⁹⁶ J.288.

⁹⁷ For reasons for the withdrawal, see SD, 17.9.90, pp. 2470–78 and 19.9.90, pp. 2548–57.

Standing Committee on Employment Education and Training, moved the amendments as recommended by the committee.⁹⁸

The second occasion of a motion to adopt a committee report in 1990 was on 12 November, in respect of the report by the Standing Committee on Legal and Constitutional Affairs on the Privacy Amendment Bill 1989 [1990].⁹⁹ This was the only time that the chair of a committee, and not the minister, moved the adoption motion. The chair moved that the report be adopted in respect of 64 amendments, and that it be adopted with modifications in respect of another 23 amendments. The modifications were agreed to and the report was adopted subject to the modifications. Another seven amendments moved to the bill by the opposition were also agreed to. The report is notable in that the amendments recommended by the standing committee included government, opposition and Australian Democrat amendments.¹⁰⁰ Adoption motions were moved in respect of two committee reports in 1991, and one in 1992.

That few motions to adopt reports were moved does not mean that committee recommendations for amendments were not considered in committee of the whole. Amendments in committee reports were frequently taken up and moved in committee of the whole by a senator representing the party which had originally proposed the amendments in the relevant committee. In many cases senators—usually relevant party spokespersons—would also follow up general recommendations for amendments in committee reports and move specific amendments based on them in committee of the whole.

6

Conclusions

The Select Committee on Legislation Procedures came to its recommendations faced with the reality that the 200 plus bills (on average) introduced into the Senate each year could not all be effectively considered in the 80 or so days that it sat, particularly given the amount of business other than bills to be dealt with. Nor was the Senate likely to agree to extend its sittings much beyond those 80 or so days. While a degree of streamlining of the procedures for the consideration of bills by the Senate was possible—and some proposals for streamlining were made by the select committee¹⁰¹—its principal recommendation was that more bills be considered by standing committees, and it proposed the Selection of Bills Committee as the mechanism for selecting the bills to be referred. The proposals were adopted by the Senate, and this paper has discussed their implementation for the 12-year period to the end of 2001. What have been the outcomes?

⁹⁸ J.1192.

⁹⁹ J.412.

¹⁰⁰ The Legal and Constitutional Affairs Committee is one whose members on most occasions endeavour to produce a unanimous, or near-unanimous report, rather than merely reflecting majority and minority positions in separate reports.

¹⁰¹ Report, pp. 15–23.

There are a number of positives. These include that many more bills are now referred to committees than was the case before the Selection of Bills Committee was established: 27% of all bills over the 12 years instead of slightly more than 1% for the preceding 20, with 22% of all bills being referred through Selection of Bills Committee recommendations. The bills referred are subject to an extra stage of scrutiny—always a plus. The reference of bills to committees is now an established and accepted part of the Senate’s consideration of legislation. Standing, and occasionally select, committees examine the detail and policies of bills and, unless instructed otherwise by the Senate, are free to determine the balance of their examination between the two. Consideration of bills in the chamber is better informed. The fact of standing committee consideration has probably resulted in some overall saving of chamber time.

The scrutiny of bills is more effective. This is because, usually, committee scrutiny is more thorough and, through the committee inquiry process, is able to involve interest groups and others outside the parliament who have an interest in or are likely to be affected by the legislation under consideration. In most cases such groups and persons—and the public in general—are invited to make submissions and, in the case of the key players, to give oral evidence on proposed bills to the legislators with a particular interest in that policy area. They have an opportunity to seek to influence the shape of proposed legislation, and at a minimum to highlight potential problems and shortcomings. Similarly, the government, particularly through the relevant department or agency, can be asked to justify its legislation, either in the broad or in respect of particular provisions. Once problems have been highlighted, there is greater opportunity to consider solutions and draft amendments, or negotiate with the government, than if problems are identified during debate in the chamber.

The Selection of Bills Committee performs an effective role as the mechanism for selecting the bills to be recommended to the Senate for reference to committees. It works because it has limited its role essentially to that of a clearing house for proposals from the parties, and occasionally private senators, to refer bills: it depends on proposals being put to it, and only rarely originates a recommendation itself. But it is more than a post box: the committee examines all proposals and to an extent arbitrates issues such as when a bill is to be referred, to which committee and when the committee should report, when there is a divergence of opinion. However, the committee, nowadays, is also realistic about the numbers in the Senate: if it cannot achieve a negotiated or compromise outcome, it may well recommend a reference and leave the Senate to determine some of the particulars, particularly the reporting date (usually the main area of disagreement).

Should the Selection of Bills Committee take a more decisive role? This paper suggests not. Although the government has an overall majority in the Senate from 1 July 2005, the membership provisions of the committee are such that it could still have a non-government majority. If the committee were regularly to make recommendations from a non-government majority, its decisions would likely be overturned in the Senate. This would, over time, have a negative impact on its role. The committee is effective because it relies mainly on consensus, and if that consensus is absent on a particular matter it leaves the decision to the Senate. The committee would not work as well if it became politicised.

As well as the positives listed above, there have, over the period, also been a few negatives. The principal one, perhaps, is that the system of consideration of bills by committees has not matured as far as a number of senators initially hoped it would. The long-term aim of these senators for the 1990 changes was expressed by the Clerk of the Senate in the following way:

It is all based on a foundation of hope that it will gradually nudge the Senate towards an acceptance of a system whereby bills are basically dealt with in committee and not discussed at great length, and in detail, in the Senate.¹⁰²

The aim of substituting standing committee consideration for the committee of the whole stage—at least in respect of the less controversial bills, has not yet happened. But the Senate has been ‘nudged’ towards a greater involvement of committees in the consideration of legislation. The step remaining, the substitution of standing committee consideration of some bills in place of committee of the whole, is not a large step: the procedures are in place; what is required is a new willingness to take the extra step.

In the period under review, one reason for the non-acceptance of standing committees *in effect* agreeing the amendments to (at least the less controversial) bills instead of the committee of the whole would seem to be the difficulty of anticipating Senate votes, particularly in a committee membership not fully reflective of the chamber. The practical problem has been that unless a committee could accurately reflect the Senate numbers, its recommendations were able to be overturned in the chamber. Consequently, there was little incentive for any party to try and reach committee agreement: a government was unlikely to concede ground before the definitive vote in the chamber, and the opposition and minor parties were less likely to be persuaded to the government’s view if they thought they had the numbers in the chamber to amend the government’s legislative proposals.

Another, to an extent intertwined, reason has been the degree of polarisation of the political groupings in the Senate over the period which makes compromise and negotiation—both hallmarks of successful standing committee consideration in other parliaments—difficult. It should be possible to reach agreement on technical issues and minor matters of policy in a standing committee, or to at least narrow the areas of disagreement, and leave only the major areas of contention for detailed consideration in committee of the whole, but this is less easy if senators feel so constrained by their party policy that they are unwilling in public even to support changes at the margins.¹⁰³

¹⁰² Transcript of talk, ‘Bills to committees—New procedures to improve Senate scrutiny of legislation’, given 12.2.90 to Senate staff.

¹⁰³ In the period under consideration, inquiries initially tended to be more focused, taking place over shorter periods of time and resulting in shorter reports. More of the reports were unanimous, and where there were majority reports they were accompanied in the main by only one minority report. In the later years, and particularly with the more controversial bills, or bills where parties had declared positions, party representatives on committees appeared to make less attempt to narrow differences or reach common ground, but rather preferred to restate the party position in majority and minority/dissenting reports, selecting from the evidence the material that supported their position. The benefits of committee consideration are limited if the parties involved have closed minds.

However, the Senate is further along the path to the goal described by the Clerk of the Senate than it was before 1990. The reference of bills to standing committees is now an accepted part of the Senate routine, as is delaying the detailed consideration of a bill until the relevant standing committee has reported. The Senate, in 2002, changed its procedures so that the committee of the whole stage could be bypassed if no amendments to a bill had been circulated and there was no request for a committee stage. Thus there is now acceptance of foregoing the committee of the whole stage in appropriate, defined circumstances. In the period under consideration also the Senate introduced greater flexibility in the membership of standing committees: senators can now substitute for the permanent members of a committee for particular inquiries, and other senators can participate fully in proceedings (but cannot vote). These are all positive developments.

Nearly all the preconditions for standing committee consideration to substitute for committee of the whole consideration, at least for less controversial legislation, are now basically in place. The one precondition still required is a renewed willingness, particularly on the part of the government, to again take the step only tentatively and briefly taken in the first years of the reference of bills to committees through the Selection of Bills Committee, that of encouraging committees again to recommend agreed amendments in reports for adoption by the Senate in lieu of the committee of the whole stage, and for such adoption motions to be accepted in the Senate. Paradoxically, the change in the composition of the Senate from 1 July 2005, when the government has an overall majority, may provide that condition.

From 1 July, recommendations of committees with government majorities will no longer be able to be overturned in the chamber, and so there will be greater practical advantage to the government in having standing committees carry out more of the detailed work currently done in committee of the whole, including consideration of technical and less controversial amendments. The benefit to the government is a saving of chamber time and potentially less disruption to its legislation timetable. Another benefit is that if a defect is discovered in a bill, there is greater opportunity to rectify the defect with lesser political impact. The opposition and minor parties, no longer having the ability to eventually get their way in the Senate, may be more willing to shift some of the detailed consideration of bills (at least the less controversial) to standing committees, where there may be greater opportunity to negotiate with the government and to achieve compromise before positions become entrenched.

There are two desirable changes that would assist to make the reference of bills to committees more effective and efficient. The first would be to see committee examination of bills include some consideration of draft bills. Standing order 24A could be amended to enable the Selection of Bills Committee to also refer draft bills proposed to it by ministers or senators in the same way as bills already in the Senate or House. The benefits of using the Selection of Bills Committee to refer draft bills would be much the same as for bills: less Senate time would be spent on such references, a central 'clearing house' is a better mechanism for keeping an eye on committee workloads, and the Selection of Bills Committee would be able to take

such references into account when later determining whether to recommend that the relevant bill be referred.

The reference of draft bills would have considerable potential to achieve somewhat more bipartisan outcomes, as governments would not have as much political capital invested in the final form of a bill and the policies it seeks to implement, and oppositions could be seen to be somewhat more constructive and less negative on many government proposals. The changes to the system of legislative and general purpose standing committees which came into effect in October 1994 and which provided for separate legislation and references committees included provision for the reference to legislation committees of draft bills (see standing order 25(2)(b)).

The second desirable change is one of attitude. This would be for all parties, but particularly governments, to accord Senate committees greater recognition and a greater role in the process of finally shaping legislation, to acknowledge that governments and other parties do not have all the knowledge on a particular policy issue, and that desirable changes to proposed legislation do come out of the public inquiry process—even if they do not always accord entirely with the policies of the government or another party. This recognition would come about through greater acceptance, at least by the major parties, of committee recommendations for amendments. It would require somewhat more flexibility in the positions on bills taken by the major parties. But instead of committee inquiries mainly informing debates in the Senate, committee inquiries could ‘inform’ proposed legislation, through the more ready acceptance by the Senate of recommendations for improvements which reflect evidence accepted by the committee or committee majority.¹⁰⁴ This would require a greater willingness by all parties to try and reach consensus within committees on relevant proposed recommendations.

The changes introduced in 1990, involving the establishment of the Selection of Bills Committee, but also seeking to move some of the detailed consideration of bills away from the committee of the whole, could yet be achieved—particularly if a government with a Senate majority is supportive and is willing to more readily accept relevant committee recommendations arising from the public inquiry process.

¹⁰⁴ Committees whose recommendations stand a chance of government acceptance would provide a major opportunity for government backbench senators, not otherwise involved in formulating legislation (except in the broad in party forums), but who acquire an expertise through their committee work, to have a more active involvement, not only in the process, but in legislative outcomes. Legislation could be significantly improved if the expertise of committee members, and the distilled outcomes of public inquiries, were reflected in the final form of bills.

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Table 1: Total number of bills in the Senate each year 1970–2001, and total references to committees

		Number of bills referred ¹			
Year ²	Bills introduced in Senate and received from House	Legislative and general purpose standing committees	Select, joint, legislative scrutiny	Total	Percentage of bills in Senate referred to committees ³
1970	200			0	-
1971	141	1		1	0.7
1972	148	1		1	0.7
1973	256	2	2	4	1.6
1974	230	2		2	0.9
1975	189		1	1	0.5
1976	221			0	-
1977	160	1		1	0.6
1978	227	2		2	0.9
1979	194			0	-
1980	177	2		2	1.1
1981	230	1		1	0.4
1982	195	3	2	5	2.6
1983	189	3		3	1.6
1984	213	1		1	0.5
1985	273	1	2	3	1.1
1986	199	1	2	3	1.5
1987	222	7	1	8	3.6
1988	218		16	16	7.3
1989	203	1		1	0.5
Subtotal 1970–1989	4085	29	26	55	1.3
1990	197	27		27	14
1991	221	41	1	42	19
1992	264	43	13	56	21
1993	201	40	8	48	24
1994	199	54	4	58	29
1995	194	41	1	42	22
1996	163	42	4	46	28
1997	252	60	16	76	30
1998	218	60	24	84	39
1999	233	56	18	74	32
2000	189	71	7	78	41
2001	188	39	6	45	24
Subtotal 1990–2001	2519	574	102	676	27
Total	6604	603	128	731	11

¹ To avoid double counting of bills, where provisions of a bill have been referred to more than one committee, only the reference judged to be the principal reference is counted.

² Election years from 1990 on are shown in bold.

³ Although not all the bills referred were in the Senate at the time of referral—some were still in the House when their provisions were referred—the bills usually had been introduced in the Senate by the time the relevant committee had reported, and so the percentages for a year are reasonably accurate overall.

Table 2: Reference of bills to committees—Summary 1990–2001

Year¹	Bills introduced in Senate and received from the House²	Number of bills initially referred through Selection of Bills Committee	Number of bills referred directly by Senate	Total number of bills referred	Percentage of bills initially referred through Selection of Bills Committee	Total number of bills referred as a percentage of bills introduced in and received by Senate
1990	197	21	6	27	78	14
1991	221	37	5	42	88	19
1992	264	42	14	56	75	21
1993	201	41	7	48	85	24
1994	199	56	2	58	97	29
1995	194	33	9	42	79	22
1996	163	30	16	46	65	28
1997	252	71	5	76	93	30
1998	218	60	24	84	71	39
1999	233	54	20	74	73	32
2000	189	63	15	78	81	41
2001	188	36	9	45	80	24
Total	2519	544	132	676	80 (average)	27 (average)

¹ Election years are shown in bold.

² Includes bills restored to Senate Notice Paper after a prorogation. The totals in this column do not necessarily give a precise figure for the bills considered by the Selection of Bills Committee each year; some bills considered (for the possible reference of provisions) were still in the House of Representatives at the end of the year.

Table 3: Selection of Bills Committee—Summary of activity

Year¹	Number of Selection of Bills Committee meetings	Number of Selection of Bills Committee reports	Number of Selection of Bills Committee reports amended on presentation to Senate²
1990	14	9	2
1991	29	26	0
1992	21	21	0
1993	13	11	0
1994	22	20	0
1995	13	11	0
1996	19	18	1
1997	21	20	0
1998	13	13	7
1999	21	21	1
2000	21	21	5
2001	16	15	1
Average	18.6	17	1.5

¹ Election years are shown in bold.

² Some references were changed by the Senate at times and dates subsequent to when a report was adopted, for example, to refer a bill at an earlier stage, or to change a reporting date, in order to meet changed circumstances. These subsequent changes are not included in this table. Nor are changes recommended by the committee in later reports. The column relates solely to amendments moved to the motion for the adoption of the committee's report upon tabling.

Table 4: Bills and packages of bills referred to committees by the Senate¹

Year²	Total bills / packages referred	Bills / packages referred through Selection of Bills Committee	Bills / packages referred directly by Senate
1990	24	20	4
1991	25	21	4
1992	31	26	5
1993	27	21	6
1994	39	37	2
1995	36	27	9
1996	34	28	6
1997	52	48	4
1998	43	36	7
1999	50	43	7
2000	55	44	11
2001	39	33	6
Total	455	384 (84%)	71 (16%)

¹ Tables 1 and 2 provide details of the total bills referred to committees. This and subsequent tables provide detail on single bills **and** packages of related bills referred to committees, in order to provide more meaningful statistics (eg, if 16 bills on a tax change are referred to a committee for inquiry, and there is only one report on the 16, the reference is counted as a single reference).

² Election years are shown in bold.

Table 5: Bills and packages of bills referred through Selection of Bills Committee—Stage at which referred¹

Year ²	Total bills / packages of bills	Selection of Bills Committee recommendation to refer bills / packages		Outcome			
		Before 2 ^o	After 2 ^o	Bills / packages referred before 2 ^o	Bills / packages referred after 2 ^o	Bills not referred (reference date not reached)	Number of 'After 2 ^o ' recommendations changed to 'Before 2 ^o ' by the Senate ³
1990	20	3	17	7	11	2	4
1991	21	13	8	16	5	0	3
1992	26	9	17	14	11	1	5
1993	21	17	4	17	3	1	0
1994	37	32	5	32	4	1	0
1995	27	22	5	25	2	0	3
1996	28	28	0	28	0	0	0
1997	48	48	0	48	0	0	0
1998	36	36	0	36	0	0	0
1999	43	43	0	43	0	0	0
2000	44	44	0	44	0	0	0
2001	33	33	0	33	0	0	0
Total	384	328 (85%)	56 (15%)	343 (89%)	36 (9%)	5	15

¹ Includes reference of the provisions of bills not yet introduced in the Senate.

² Election years are shown in bold.

³ Most of these changes took place subsequent to the Senate initially accepting the Selection of Bills Committee recommendation that a bill be referred before the second reading, that is, the Senate had to vary an earlier decision to facilitate a reference or further consideration of a bill.

* 2^o Second reading

**Table 6: Bills and packages of bills referred through the Selection of Bills Committee—
Bills and provisions of bills¹**

Year²	Total recommendations to refer bills / packages	Recommendations to refer <i>bills</i> / packages	Recommendations to refer <i>provisions of bills</i> / packages³	Recommendations to refer <i>certain provisions of bills</i> only⁴
1990	20	18	0	2
1991	21	18	0	3
1992	26	23	0	3
1993	21	19	0	2
1994	37	28	5	4
1995	27	14	13	0
1996	28	5	23	0
1997	48	10	36	2
1998	36	8	28	0
1999	43	20	23	0
2000	44	14	30	0
2001	33	9	24	0
Total	384	186 (48%)	182 (47%)	16

¹ Where both a bill and provisions of a bill are recommended for reference in the same package of bills, the reference of the bill is counted as the main reference.

² Election years are shown in bold.

³ Recommendations to refer *all* the provisions of a bill not yet introduced in the Senate.

⁴ Recommendations to refer *certain* provisions of a bill, usually but not always, already introduced in the Senate.

Table 7: Bills and packages of bills referred through the Selection of Bills Committee—Length of committee inquiries

Year¹	Shortest inquiry (calendar days)	Longest inquiry (calendar days)²	Average—reference to report (calendar days)
1990	5	61	18
1991	2	125	30
1992	4	34	13
1993	1	99	30
1994	7	462	55
1995	2	92	35
1996	3	154	54
1997	14	231	63
1998	6	371	94
1999	7	124	60
2000	6	300	71
2001	6	414	68
			49 (average)

¹ Election years are shown in bold.

² Where provisions of a bill or bills in a package are referred to more than one committee, the longest period of time only has been counted.

**Table 8: Bills and packages of bills referred through the Selection of Bills Committee—
Length of extensions of time granted to committees to report¹**

Year	Bills / packages ²	Number of bills / packages granted extensions of time (% of total) ³	Extensions of time—periods					
			up to 1 week	1–2 weeks	3–4 weeks	2–3 months	3–6 months	more than 6 months
1990	20	7 (35%)	3	1	2	1	0	0
1991	21	10 (48%)	3	2	2	3	0	0
1992	26	11 (42%)	7	2	0	2	0	0
1993	21	8 (38%)	2	1	3	2	0	0
1994	37	17 (46%)	9	1	2	4	0	1
1995	27	18 (67%)	9	2	5	2	0	0
1996	28	19 (68%)	9	4	4	2	0	0
1997	48	29 (60%)	14	6	4	5	0	0
1998	36	28 (78%)	11	4	5	6	1	1
1999	43	21 (49%)	11	3	5	2	0	0
2000	44	17 (39%)	8	2	1	3	1	2
2001	33	11 (33%)	6	2	1	1	1	0
Total	384	196 (51%)	92	30	34	33	3	4

¹ Includes the reference of the provisions of bills not yet introduced in the Senate.

² Election years are shown in bold.

³ Bills/packages of bills subsequently withdrawn or not reported on are not included.

**Table 9: Bills and packages of bills referred through the Selection of Bills Committee—
Number of extensions of time granted to committees to report¹**

Year ²	Bills / packages granted extensions of time	Number of extensions						
		1	2	3	4	5	6	7
1990	7	6	0	1	0	0	0	0
1991	10	7	2	1	0	0	0	0
1992	11	10	1	0	0	0	0	0
1993	8	7	1	0	0	0	0	0
1994	17	9	4	2	2	0	0	0
1995	18	10	8	0	0	0	0	0
1996	19	13	5	1	0	0	0	0
1997	29	16	8	2	2	1	0	0
1998	28	19	5	2	1	0	0	1
1999	21	17	4	0	0	0	0	0
2000	17	14	1	1	1	0	0	0
2001	11	9	2	0	0	0	0	0
Total	196	137 (70%)	41 (21%)	10 (5%)	6 (3%)	1	0	1

¹ Includes the reference of the provisions of bills not yet introduced in the Senate.

² Election years are shown in bold.

**Table 10: Bills and packages of bills referred through the Selection of Bills Committee—
Reports from committees**

Year¹	Total bills / packages of bills referred (and total bills)²	Total reports³	Unanimous report	Majority report	Total number of minority / dissenting reports⁴	Additional comments⁴
1990	20 (21)	14	13 (93%)	1	2	0
1991	21 (37)	20	15 (75%)	5	6	1
1992	26 (42)	25	16 (64%)	9	10	1
1993	21 (41)	19	8 (42%)	11	13	2
1994	37 (55)	33	12 (36%)	21	30	7
1995	27 (33)	27	12 (44%)	15	19	3
1996	28 (30)	28	3 (11%)	25 ⁵	33	8
1997	48 (71)	48	4 (8%)	44 ⁵	67	16
1998	36 (61)	34	6 (18%)	28 ⁶	57	4
1999	43 (53)	43	9 (21%)	34	51	7
2000	44 (64)	45	17 (38%)	28	54	13
2001	33 (36)	28	13 (46%)	15	33	11
Total	384 (544)	364	128 (35%)	236 (65%)	375	73 (20%)
Average	32 (45)	30	11 (36%)			

¹ Election years are shown in bold.

² Packages of bills and single bills referred as a result of Selection of Bills Committee recommendations. Figures in brackets are the total number of bills, including each of those in packages, referred as a result of Selection of Bills Committee recommendations.

³ Total of reports presented—one report for each reference (interim reports not counted). In the majority of cases the report comprises a majority report and one or more minority or dissenting reports. The total differs from the number of references because on some occasions a reference was withdrawn or lapsed.

⁴ More than one party or individual senator may have presented a minority or dissenting report or additional comments in respect of the one reference.

⁵ Includes 2 reports where there was no majority—each party and group presented a separate report.

⁶ Includes 1 report where there was no majority—each party and group presented a separate report.

Table 11: Bills and packages of bills referred through the Selection of Bills Committee—Reports and their recommendations

Year ¹	Total reports ²	No amendments proposed	Amendments proposed ³	Reports with recommendations to reject bills ⁴	Foreshadowed amendments ⁵	Concerns ⁶
1990	14	4	10 (71%)	0	0	1
1991	20	10	8 (40%)	2 (10%)	7	7
1992	25	11	14 (56%)	1 (4%)	9	7
1993	19	7	10 (53%)	3 (16%)	4	8
1994	33	12	20 (61%)	1 (3%)	16	17
1995	27	10	13 (48%)	5 (19%)	9	8
1996	28	5	18 (64%)	5 (18%)	4	21
1997	48	15	25 (52%)	14 (29%)	15	33
1998	34	7	22 (65%)	15 (44%)	9	24
1999	43	10	23 (53%)	12 (28%)	4	19
2000	45	17	24 (53%)	8 (18%)	3	23
2001	28	8	16 (57%)	5 (18%)	5	16
Total	364	116 (32%)	203 (56%)	71 (20%)	85 (23%)	184 (51%)

¹ Election years are shown in bold.

² Reports tabled in the Senate. A report may have attached to it minority or dissenting reports or reports from independent senators, but these are **not** counted separately in this column.

³ Amendments proposed by the committee or committee majority, and by minorities and independent senators in minority/dissenting reports.

⁴ Recommendations to reject a bill or bills, except on four occasions, were made in minority or dissenting reports. More than one recommendation may have been made in respect of a bill or package of bills, in separate minority or dissenting reports. On four occasions, 3 in 1997 and 1 in 1998, a committee as a whole recommended rejection of a bill or package of bills.

⁵ Amendments foreshadowed by the committee or committee majority, and in reports of minority parties and independent senators attached to the main report.

⁶ Concerns expressed in the report of the committee or committee majority, and in reports of minority parties and independent senators attached to the main report.

Table 12: Bills and packages of bills referred through the Selection of Bills Committee—Reports recommending amendments to bills

Year ¹	Reports proposing amendments ²	Reports where amendments (specific or general) proposed by					Types of amendments proposed		
		Committee only	Government only ³	Minority / dissenting groups only	Both cttee / govt and minority / dissenting ⁴	Specific amendments only ⁵	General amendments only ⁶	Specific and general amendments ⁴	
1990	10	0	1	6	3	10	0	0	
1991	8	1	1	3	3	7	1	0	
1992	14	1	5	6	2	10	3	1	
1993	10	1	2	6	1	4	4	2	
1994	20	3	4	8	5	2	12	6	
1995	13	2	2	6	3	2	11	0	
1996	18	3	1	11	3	3	13	2	
1997	25	3	0	16	6	2	22	1	
1998	22	3	1	9	9	1	19	2	
1999	23	3	0	17	3	0	20	3	
2000	24	9	0	9	6	1	20	3	
2001	16	4	0	6	6	0	9	7	
Total	203	33 (16%)	17 (8%)	103 (51%)	50 (25%)	42 (21%)	134 (66%)	27 (13%)	

¹ Election years are shown in bold.

² Amendments proposed by the committee or committee majority, and by minorities and independent senators in minority/dissenting reports.

³ Usually recorded in the committee's report or majority report.

⁴ Not counted in previous columns.

⁵ Amendments recommended in committee, majority and minority/dissenting reports where full text is set out.

⁶ Amendments recommended in committee, majority and minority/dissenting reports but described in general terms only.

Table 13: Bills and packages of bills referred through the Selection of Bills Committee—Attendance of ministers at committee hearings, and numbers of public hearings held

Year ¹	Total inquiries leading to reports	Attendance of minister/parliamentary secretary ²	Inquiries with public hearings ³	Public hearings per inquiry ⁴							
				1	2	3	4	5	6	More than 6	
1990	14	10 (71%)	11 (79%)	6	2	1		2			
1991	20	17 (85%)	19 (95%)	15	1		2		1		
1992	25	20 (80%)	23 (92%)	19	2		1			1	
1993	19	11 (58%)	19 (100%)	14	2	1		1	1		
1994	33	13 (39%)	30 (91%)	22	5	3					
1995	27	13 (48%)	27 (100%)	20	3	3	1				
1996	28	14 (50%)	26 (93%)	12	10	1	2		1		
1997	48	13 (27%)	42 (88%)	29	8	4				1	
1998	34	3 (9%)	31 (91%)	22	4	4				1	
1999	43	5 (12%)	36 (84%)	30	4						2
2000	45	3 (7%)	41 (91%)	31	6	1	3				
2001	28	0 (0%)	25 (89%)	14	10	1					
Total	364	122 (34%)	330 (91%)	234 (71%)	57 (17%)	19 (6%)	9	3	3	5	

¹ Election years are shown in bold.

² A minister or parliamentary secretary attended a public hearing in respect of the inquiry.

³ Number of inquiries which involved public hearings.

⁴ The number of public hearings per inquiry.

Table 14: Bills and packages of bills referred through the Selection of Bills Committee—Size of reports¹

Year ²	Total reports	Total pages	Average	Shortest / longest (number of pages)	Breakdown of report sizes (no. of pages)											
					0-5	6-10	11-20	21-30	31-50	51-75	76-100	101-150	151-200	201+		
1990	14	161	11.5	2/41	3	7	1	2	1							
1991	20	272	14	4/86	4	11	2	2		1						
1992	25	527	21	3/188	3	6	12	2	1				1			
1993	19	542	28.5	3/133	2	1	8	4	2			2				
1994	33	1 186	36	3/101	2	3	5	7	8	5	2	1				
1995	27	899	33	4/81	2	1	8	3	5	6	2					
1996	28	1 418	51	6/201		1	2	8	8	4	1	3			1	
1997	48	2 370	49.5	6/230		2	5	10	14	10	2	4			1	
1998	34	1 964	58	15/249			7	5	11	3	4	1	1	1	2	
1999	43	2 156	50	5/426	1		10	6	16	7	1		1	1	1	
2000	45	2 222	49.5	13/193			6	11	12	9	2	3	2			
2001	28	1 277	46	9/112		1	1	3	16	3	3	1				
Total	364	14 694	40		17 <i>(5%)</i>	33 <i>(9%)</i>	67 <i>(18%)</i>	63 <i>(17%)</i>	94 <i>(26%)</i>	47 <i>(13%)</i>	18 <i>(5%)</i>	15 <i>(4%)</i>	5 <i>(1%)</i>	5 <i>(1%)</i>	5 <i>(1%)</i>	

¹ Page counts in all cases include preliminary pages (which can contain a foreward, recommendations or an executive summary), minority and dissenting reports and additional comments and appendices.

² Election years are shown in bold.

**Table 15: Bills and packages of bills referred through the Selection of Bills Committee—
Consideration of committee reports in the chamber, 1990–92**

Year	Bills / packages	Motion to adopt report		Comment
		Moved in ¹	Agreed to	
1990	Australian National Maritime Museum Bill 1989 [1990]	Committee of the whole, by minister	No	Motion to adopt report of standing committee recommending amendments subsequently withdrawn, but recommended amendments were moved and agreed to (19.9.90)
	Privacy Amendment Bill 1989 [1990]	Committee of the whole, by chair of standing committee	Yes	Motion to adopt was agreed to, subject to modifications moved to certain of the recommendations (12.11.90)
1991	Education Services (Export Regulation) Bill 1990	Not moved		Minister moved that the amendments recommended by the standing committee in its report be agreed to; amendments agreed accordingly (18.6.91)
	Petroleum Resource Rent Legislation Amendment Bill 1991	Committee of the whole, by minister	Yes	Report of standing committee recommending amendments adopted, with an amendment to add a further amendment (6.6.91)
	Fisheries Administration Bill 1991 and six related bills	Committee of the whole, by minister	Yes	Report of standing committee, recommending 80 amendments to the main bill and 2 related bills, adopted (10.10.91)
1992	Customs and Excise Legislation Amendment Bill 1992	Committee of the whole, by minister	Yes	Report of standing committee recommending amendments adopted (5 and 7.5.92)

¹ No motions to adopt a report of a standing or select committee were moved after the second reading; all were moved in committee of the whole.

Appendices

Appendices

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Appendix 1: Bills referred to committees by Senate 1901–1989

Year (election year in bold)	Bill title	Stage at which referred	Committee to which referred	Date of actual referral	Initial reporting date set by Senate	Number of extensions of time	Date report presented	Calendar days (reference to report)
1930	Central Reserve Bank Bill 1930 ¹	Before second reading	Select Committee on the Central Reserve Bank Bill	10.7.30	This day four weeks	2 (8.8.30; 13.11.30)	6.8.30 (progress) 3.12.30 (final)	146 (to final)
1950	Constitution Alteration (Avoidance of Double Dissolution Deadlocks) Bill 1950	After second reading	Select Committee on the Constitution Alteration (Avoidance of Double Dissolution Deadlocks) Bill	21.6.50	27.9.50	2 (5.10.50; 1.11.50)	28.11.50	160
1951	Commonwealth Bank Bill 1950 [No. 2] ²	After second reading	Select Committee on the Commonwealth Bank Bill	14.3.51	This day four weeks	0	Committee did not report	–
1971	Death Penalty Abolition Bill 1970*	Before second reading	CLA	13.10.71	As soon as possible	–	2.12.71	50
1972	Evidence (Australian Capital Territory) Bill 1972 ³	During committee of the whole	CLA	12.4.72	None	–	7.11.77	5 years 209 days
1973	Compensation (Commonwealth Employees) Bill 1973	After second reading	CLA	12.4.73	1.5.73	1 (1.5.73)	10.5.73	28
	Australian Industry Development Corporation Bill 1973 ⁴	Before second reading	Select Committee on Foreign Ownership and Control	28.11.73; re-referred 19.3.74	12.3.74	–	Committee did not report	–
	National Investment Fund Bill 1973 ⁴	Before second reading	Select Committee on Foreign Ownership and Control	28.11.73; re-referred 19.3.74	12.3.74; as soon as possible	–	Committee did not report	–
	Constitution Alteration (Simultaneous Elections) Bill 1974 [1973] ⁵	Before second reading	CLA	4.12.73	First sitting day after 1 February 1974	–	Committee did not report	–
1974	Family Law Bill 1974— <i>clauses</i> ⁶	Before second reading	CLA	8.4.74; re-referred 16.8.74	As soon as possible; 18.9.74	1 (17.9.74)	24.9.74 (interim) 15.10.74 (final)	190 (from initial reference)

Appendix 1: Bills referred to committees by Senate 1901–1989

Year (election year in bold)	Bill title	Stage at which referred	Committee to which referred	Date of actual referral	Initial reporting date set by Senate	Number of extensions of time	Date report presented	Calendar days (reference to report)
	National Compensation Bill 1974— <i>clauses</i>	Before second reading	CLA	30.10.74	30.11.74	3 (27.11.74; 23.4.75; 11.6.75)	27.11.74 (interim) 21.7.75 (final)	264
1975	Corporations and Securities Industry Bill 1975 ⁷	Before second reading	Select Committee on Corporations and Securities Industry Bill 1975	10.4.75	1.9.75	1 (28.8.75)	Committee did not report	—
1977	Crimes (Foreign Incursions and Recruitment) Bill 1977— <i>clauses</i>	During committee of the whole	CLA	31.3.77	26.4.77	0	26.4.77	26
1978	Freedom of Information Bill 1978	Before second reading	CLA	28.9.78	As soon as possible	0	6.11.79	39
	Archives Bill 1978	Before second reading	(a) CLA (b) EA	28.9.78	As soon as possible	0	(a) 6.11.79 (b) 11.10.79	(a) 39 (b) 13
1980	Commonwealth Serum Laboratories Amendment Bill 1980 ⁸	After second reading	FGO	6.3.80	18.3.80	0	18.3.80	12
	Broadcasting and Television Amendment Bill 1980	After second reading	EA	22.5.80	First sitting day in August	0	19.8.80	89
1981	Banking Amendment Bill 1981*	Before second reading	FGO	25.11.81	31.5.82	2 (19.5.82; 16.9.82)	9.12.82	380
1982	Honey (Export Inspection Charge) Bill 1982	Before second reading	FGO	25.3.82	28.4.82	1 (28.4.82)	19.5.82	55
	Conciliation and Arbitration Amendment Bill 1982 Commonwealth Employees (Voluntary Membership of Unions) Bill 1982	Before second reading	Select Committee on Industrial Relations Legislation	5.5.82	First sitting day in September	1 (8.9.82)	7.9.82 (interim) 26.10.82 (final)	174 (to final)

Appendix 1: Bills referred to committees by Senate 1901–1989

Year (election year in bold)	Bill title	Stage at which referred	Committee to which referred	Date of actual referral	Initial reporting date set by Senate	Number of extensions of time	Date report presented	Calendar days (reference to report)
	Plant Variety Rights Bill 1982 ⁹	Before second reading	NR	15.9.82	None	–	Committee did not report	–
	Student Assistance (Loans Guarantee and Subsidy) Bill 1982	Before second reading	EA	14.10.82	16.11.82	0	16.11.82	33
1983	National Service Amendment Bill 1983* ¹⁰	After first reading	CLA	31.5.83	As soon as possible	0	28.5.85	728
	National Crime Authority Bill 1983 National Crime Authority (Consequential Amendments) Bill 1983	Before second reading	CLA	17.11.83	30.4.84	1 (27.3.84)	1.5.84	135
1984	Income Tax Assessment Amendment Bill (No. 2) 1984	After second reading	FGO	4.5.84	31.5.84	0	31.5.84	27
1985	Superannuation Legislation Amendment Bill 1985	Before second reading	FGO	8.5.85	15.5.85	0	15.5.85	7
	Human Embryo Experimentation Bill 1985*	Before second reading	Select Committee on the Human Embryo Experimentation Bill 1985	17.10.85	30.4.86	4 (18.3.86; 2.6.86; 20.8.86; 24.9.86)	8.10.86	356
	Constitution Alteration (Democratic Elections) Bill 1985* ¹¹	Before second reading	Joint Select Committee on Electoral Reform	6.12.85	None	–	Committee did not report	–
1986	Broadcasting Amendment Bill 1986 Television Licence Fees Amendment Bill 1986	Before second reading	Select Committee on Television Equalisation	4.12.86	28.2.87	1 (26.2.87)	23.3.87	109
	Sales Tax (Exemptions and Classifications) Amendment Bill (No. 2) 1986	Before second reading	FGO	4.12.86	Fourth day of sitting in 1987	1 (19.2.87)	14.5.87	161
1987	Taxation Laws Amendment Bill (No. 5) 1986	After second reading	FGO	19.3.87	4.5.87	1 (1.5.87)	14.5.87	56
	Administrative Decisions (Judicial Review) Amendment Bill 1986 ¹²	Before second reading	CLA	13.5.87	None	–	Committee did not report	–
	Administrative Decisions (Judicial Review) Amendment Bill 1987 ¹³	Before second reading	LCA	17.9.87	None	–	29.10.87	42

Appendix 1: Bills referred to committees by Senate 1901–1989

Year (election year in bold)	Bill title	Stage at which referred	Committee to which referred	Date of actual referral	Initial reporting date set by Senate	Number of extensions of time	Date report presented	Calendar days (reference to report)
	Australia Card Bill 1986 [No. 3] ¹⁴ (a) <i>bill</i> (b) <i>provisions of bill</i>	Before second reading	LCA	(a) 23.9.87 (b) 8.10.87	(a) First day of sitting in 1988 (b) 1.5.88	(a) – (b) 1 (20.4.88)	(a) 9.10.87 (b) 20.10.88	(a) 16 (b) 378
	Statute Law (Miscellaneous Provisions) Bill 1987 ¹⁵ (a) Regulations and Ordinances— <i>certain omitted provisions</i> (b) Finance and Public Administration— <i>certain omitted provisions</i>	After third reading	(a) Regulations and Ordinances (b) Finance and Public Administration	7.10.87	(a) None (b) None	(a) – (b) –	(a) 25.11.87 (R&O — 82 nd report) (b) 23.10.87	(a) 49 (b) 16
	Constitution Alteration (Democratic Elections) Bill 1987*	Before second reading	Joint Committee on Electoral Matters	28.10.87	None	–	17.5.88	202
	Social Security and Veterans' Entitlements Amendment Bill (No. 2) 1987— <i>certain provisions</i> ¹⁶	At second reading	CA	9.12.87	None	–	Committee did not report	–
	Cash Transaction Reports Bill 1987	Before second reading	LCA	15.12.87	31.3.88	1 (22.3.88)	28.4.88	135
	War Crimes Amendment Bill 1987— <i>certain matters relating to bill</i>	Before second reading	LCA	15.12.87	First day of sitting in 1988	0	17.2.88	64

Appendix 1: Bills referred to committees by Senate 1901–1989

Year (election year in bold)	Bill title	Stage at which referred	Committee to which referred	Date of actual referral	Initial reporting date set by Senate	Number of extensions of time	Date report presented	Calendar days (reference to report)
1988	Australian Securities Commission Bill 1988 Corporations Bill 1988 Corporations (Fees) Bill 1988 Securities Exchanges (Application for Membership) Fidelity Funds Contribution Bill 1988 Securities Exchanges (Membership) Fidelity Funds Contribution Bill 1988 Securities Exchanges Fidelity Funds Levy Bill 1988 National Guarantee Fund (Reportable Transactions) Levy Bill 1988 National Guarantee Fund (Participating Exchanges) Levy Bill 1988 National Guarantee Fund (Members of Participating Exchanges) Levy Bill 1988 Futures Organisations (Application for Membership) Fidelity Funds Contribution Bill 1988 Futures Organisations (Membership) Fidelity Funds Contribution Bill 1988 Futures Organisations Fidelity Funds Levy Bill 1988 Close Corporations Bill 1988 Close Corporations (Fees) Bill 1988 Close Corporations (Liquidators' Recovery Trust Fund Contribution) Bill 1988 Close Corporations (Additional Liquidators' Recovery Trust Fund Contribution) Bill 1988	Before second reading	Joint Select Committee on Corporations Legislation	17.10.88	First day of sitting in 1989	1 (28.2.89)	13.4.89	178

Appendix 1: Bills referred to committees by Senate 1901–1989

Year (election year in bold)	Bill title	Stage at which referred	Committee to which referred	Date of actual referral	Initial reporting date set by Senate	Number of extensions of time	Date report presented	Calendar days (reference to report)
	Agricultural and Veterinary Chemicals Bill 1988— <i>matters relating to bill</i>	After second reading	Select Committee on Agricultural and Veterinary Chemicals in Australia	1.11.88; committee reconstituted on 9.5.90	Last sitting day in 1989; 29.6.90	2 (13.12.89; 1.6.90)	28.2.89 (progress) 23.8.90 (final)	577 (from initial reference to final report)
	Defence Service Homes Amendment Bill 1988— <i>matters relating to bill</i>	After third reading	LCA	13.12.88	None	–	8.3.89	85
1989	Community Services and Health Legislation Amendment Bill 1989 (a) <i>Community Affairs—certain provisions</i> (b) <i>Select Committee on Health Legislation and Health Insurance— certain provisions</i>	Before second reading	(a) CA (b) Select Committee on Health Legislation and Health Insurance	(a) 13.6.89 (substitute reference 15.6.89) (b) 13.6.89; reconstituted 10.5.90	(a) First sitting day in March 1990 (b)(i) First sitting day in August 1989, and (ii) first sitting day in March 1990; 29.6.90	(a) – (b)(i) 1 (15.8.89), and (ii) 4 (12.12.89; 31.5.90; 16.10.90; 14.11.90)	(a) 9.5.90 (b)(i) 16.8.89, and (ii) 17.12.90 (hospital costs), and 20.12.90 (final)	(a) 330 (b) 555

* Private senator's bill

Abbreviations ~ committees

CA Community Affairs
CLA Constitutional and Legal Affairs
EA Education and the Arts
FGO Finance and Government Operations
LCA Legal and Constitutional Affairs
NR National Resources

¹ The bill was subsequently rejected by means of an amendment to the motion that the bill be now read a second time, to leave out 'now' and insert 'this day six months' (23.4.31, J.267).

² Five days after the reference of the bill to a select committee both Houses were dissolved simultaneously. The then Prime Minister, Mr Menzies, expressed the view that the reference of the bill to a select committee on its second passage through the Senate was conclusive evidence of an intention to delay the bill, and constituted a failure to pass it (and see terms of dissolution proclamation, Journals 1950–51, p. 231).

Appendix 1: Bills referred to committees by Senate 1901–1989

3 The committee continued with the reference through successive parliaments, pursuant to the provision in the resolution then establishing legislative and general purpose standing committees enabling them to inquire into and report on matters referred during previous sessions and not disposed of. It reported on progress in various reports on outstanding references (see, eg, Parliamentary Papers 72/76, 229/76, 236/77).

4 The Parliament was prorogued on 14.2.74, before the reporting date set by the Senate. After the bills were re-referred, both Houses were dissolved simultaneously on 11.4.74. Two bills of the same title were introduced later in 1974, but a motion to refer them to the re-constituted Select Committee on Foreign Ownership and Control was lost on an equally divided vote (13.8.74, J.139).

5 The Parliament was prorogued on 14.2.74, before the committee could report.

6 Both Houses were dissolved simultaneously on 11.4.74, prior to a report by the committee. A bill of the same title was introduced later in 1974, and its clauses were referred on 16.8.74 (J.177).

7 Both Houses were dissolved simultaneously on 11.11.75, prior to a report by the committee. The select committee's transcript of public evidence was tabled on 4.6.76 (J.246). A report was not presented.

8 When the order for further consideration of the bill was read, the minister moved adoption of the report of the Standing Committee on Finance and Government Operations on the bill, pursuant to the sessional order relating to the reference of bills to legislative and general purpose standing committees adopted on 16 August 1978 and renewed on 23 August 1979. The report did not recommend amendments, but under the order a motion for adoption of the report, in effect, substituted for the committee of the whole stage. After the report was adopted, the bill was read a third time (18.3.80, J.1188). This was the first occasion on which a legislative and general purpose standing committee report on a bill was adopted in lieu of the committee of the whole stage.

9 Both Houses were dissolved simultaneously on 4.2.83, prior to a report by the committee. On 19.5.83 the 'need for and the implications of the introduction of a system of Plant Variety Rights in Australia' was referred to the Standing Committee on National Resources, and the committee was empowered to consider the evidence and records of its predecessor relating to its inquiry into the Plant Variety Rights Bill 1982. That committee reported on 3.5.84.

10 The committee advised the Senate on 8.5.85 that it had determined to resume consideration of the reference, made in the previous Parliament (J.205). It reported on 28.5.85.

11 Both Houses were dissolved simultaneously on 5.6.87, prior to a report by the committee. The evidence and records of the committee in respect of the reference were subsequently made available, by the resolution establishing it, to the Joint Standing Committee on Electoral Matters (9.10.87, J.159) and were used in considering the Constitution Alteration (Democratic Elections) Bill 1987 (see report no. 1: 'One Vote, One Value').

12 Both Houses were dissolved simultaneously on 5.6.87, prior to a report by the committee.

13 The bill was initially referred to the Standing Committee on Constitutional and Legal Affairs (17.9.87, J.73). The committee was subsequently reconstituted as the Standing Committee on Legal and Constitutional Affairs, and the reference was amended accordingly (24.9.87, J.121). The committee was empowered to use the evidence and records of its predecessor in respect of its examination of the Administrative Decisions (Judicial Review) Amendment Bill 1986 (17.9.87, J.73).

14 On 8.10.87 the Senate directed the committee to report the bill 'on or before the next day of sitting' without further considering the bill. The Senate also ordered that upon receipt of the report the bill be laid aside (J.152). The report was presented, as ordered, on 9.10.87 (J.157) and the bill was laid aside accordingly. In directing the committee to report the bill, the Senate agreed to refer to the same committee a range of matters relating to the feasibility of and need for a national identity scheme, including the *provisions* of the Australia Card Bill 1986. The report on this reference was tabled on 20.10.88 (J.1042).

15 On 7.10.87, certain provisions in the bill were omitted by amendment. By subsequent resolution some of the omitted provisions were referred to the Standing Committee on Regulations and Ordinances and the remainder to the Standing Committee on Finance and Public Administration (J.146).

16 On 17.12.87, the Senate ordered that the committee not further consider the provisions referred to it (J.452).

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time ⁸	Date report presented	Calendar days reference to report
1990 (election year)	Administrative Services Legislation Amendment Bill 1990	24.8.90	After second reading	TCI	9.10.90**	First sitting Thursday after bill referred	–	Reference withdrawn 9.10.90	–
	Airlines Agreement (Termination) Bill 1990 ¹	24.8.90	After second reading	TCI	24.8.90**	13.9.90	0	13.9.90	20
	Australian National Maritime Museum Bill 1989 [1990]	24.8.90	After second reading	ERA	24.8.90**	First sitting Thursday after bill referred	0	13.9.90	20
	Broadcasting Amendment Bill 1990	24.8.90	After second reading	TCI	15.10.90**	First sitting Thursday after bill referred	1 (17.10.90)	Bills deemed to have been reported 8.11.90	24
	Broadcasting Amendment Bill (No. 2) 1990	24.8.90	After second reading	TCI	15.10.90**	First sitting Thursday after bill referred	1 (17.10.90)	Bills deemed to have been reported 8.11.90	24
	Customs (Detention and Search) Bill 1990	24.8.90	After second reading	IST	19.9.90**	First sitting Thursday after bill referred	1 (19.9.90)	Bill deemed to have been reported 10.10.90	21
	Defence Legislation Amendment Bill 1990	24.8.90	After second reading	FADT	9.10.90**	First sitting Thursday after bill referred	–	Reference withdrawn 9.10.90	–
	Dried Fruits Levy Amendment Bill 1990	24.8.90	After second reading	IST	9.10.90**	First sitting Thursday after bill referred	–	Reference withdrawn 9.10.90	–
	Patents Bill 1990	24.8.90	After second reading	IST	24.8.90**	13.9.90	0	13.9.90	20
	Privacy Amendment Bill 1989 [1990]	10.10.90	After second reading	LCA	10.10.90**	15.10.90	1 (15.10.90)	22.10.90	12
	Social Welfare Legislation (Pharmaceutical Benefits) Amendment Bill 1990	11.10.90	Immediately	CA	11.10.90*	6.11.90	0	18.10.90	7
	Social Security and Veterans' Affairs Legislation Amendment Bill (No. 2) 1990 ²	11.10.90	Immediately				(a) 3 (6.11.90; 14.11.90; 26.11.90)		(a) 61
	(a) Legal and Constitutional Affairs— <i>certain provisions</i>			(a) LCA	(a) 11.10.90*	(a) 6.11.90		(a) 11.12.90	(a) 61
	(b) Community Affairs— <i>remainder of bill</i>			(b) CA	(b) 11.10.90*	(b) 6.11.90	(b) 1 (6.11.90)	(b) 12.11.90	(b) 32
	Community Services and Health Legislation Amendment Bill 1990— <i>certain provisions</i> ³	17.10.90	After second reading	CA	18.10.90**	6.11.90	1 (18.10.90)	12.11.90	25
	Excise Tariff Amendment Bill	8.11.90	After second reading	LCA	5.12.90*	First sitting day after	0	10.12.90	5

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time ⁸	Date report presented	Calendar days reference to report
	1990 ⁴		reading			committee Friday			
	Australian Heritage Commission Amendment Bill 1990 ⁵	15.11.90	After second reading	ERA	29.11.90*	4.12.90	0	5.12.90	6
	Commonwealth Banks Restructuring Bill 1990 ⁶	15.11.90	After second reading	FPA	5.12.90*	4.12.90	0	10.12.90	5
	Data-matching (Assistance and Tax) Bill 1990 ⁷	15.11.90	Before second reading	LCA	15.11.90*	27.11.90	1 (26.11.90)	11.12.90	26
	Northern Prawn Fishery Voluntary Adjustment Scheme Loan Guarantee Amendment Bill 1990	15.11.90	After second reading	IST	Not reached	4.12.90	–	Reference withdrawn 5.12.90	–
	Veterans' Affairs Legislation Amendment Bill 1990 ⁸	15.11.90	After second reading	CA	28.11.90*	4.12.90	0	5.12.90	7
	Australian Centennial Roads Development Amendment Bill 1990	28.11.90	After second reading	TCI	Not reached	First sitting day after committee Friday	–	Reference withdrawn 4.12.90	–
	Community Services and Health Legislation Amendment Bill (No. 2) 1990 ⁹	28.11.90	After second reading	CA	29.11.90**	First sitting day after committee Friday	1 (4.12.90)	10.12.90	11

(Average = 18⁺)

* Referred after second reading moved.

** Referred after second reading.

Abbreviations ~ committees

CA Community Affairs
 ERA Environment, Recreation and the Arts
 FPA Finance and Public Administration
 FADT Foreign Affairs, Defence and Trade
 IST Industry, Science and Technology
 LCA Legal and Constitutional Affairs
 TCI Transport, Communications and Infrastructure

¹ Bill re-referred to the committee after receipt of report, 13.9.90 (J.265); motion that bill be taken to have been reported agreed to on 18.9.90 (J282).

² Motion for adoption of Selection of Bills Committee's report amended to refer provisions of the bill to 2 different committees and to vary the recommended reporting date (11.10.90, J.322).

³ Motion for adoption of Selection of Bills Committee's report amended to refer the bill to the Standing Committee on Community Affairs, for report on 6.11.90 (17.10.90, J.351).

⁴ On 5.12.90, the Senate varied the stage for the reference of the bill from after the second reading to immediately and set a new reporting date of 10.12.90 (J.507).

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

5 On 29.11.90, the Senate varied the stage for the reference of the bill from after the second reading to immediately (J.492).

6 On 5.12.90, the Senate varied the stage for the reference of the bill from after the second reading to immediately and set a new reporting date of 10.12.90 (J.507).

7 While the bill was being considered by the Standing Committee on Legal and Constitutional Affairs the government advised the committee that the bill would be withdrawn and replaced by the Data-matching Program (Assistance and Tax) Bill 1990. This was introduced into the Senate and referred to the committee on 6.12.90. The Data-matching (Assistance and Tax) Bill 1990 was discharged from the Notice Paper on 13.2.91.

8 On 28.11.90, the Senate varied the stage for the reference of the bill from after the second reading to before the bill is read a second time, and set a new reporting date of 4.12.90 (J.489), on the recommendation of the Selection of Bills Committee.

9 On 5.12.90, the Senate modified the reference to provide that only part of the bill be referred (J.507).

§ Including extensions recommended by the Selection of Bills Committee in later reports.

± Calculated by dividing total calendar days by number of bills or packages of bills (where a group of bills is referred). Where bills in a package are referred or reported on on different days, the longest time from reference to report is used in the calculation of the average.

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time ^s	Date report presented	Calendar days reference to report
1991	Education Services (Export Regulation) Bill 1990 (subsequently, Education Services for Overseas Students (Registration of Providers and Financial Regulation) Bill 1991)	14.2.91	Immediately	EET	14.2.91*	First sitting day after committee Friday	2 (15.4.91; 18.4.91)	7.5.91	82
	Taxation Laws Amendment Bill (No. 6) 1990 (subsequently, Taxation Laws Amendment Bill 1991)	14.2.91	After second reading	FPA	10.4.91**	First sitting day after committee Friday	–	Reference withdrawn 10.4.91	–
	Carriage of Goods by Sea Bill 1990 (subsequently, Carriage of Goods by Sea Bill 1991) ¹	19.2.91	After second reading	TCI	20.8.91*	First sitting day after committee Friday	0	3.9.91	14
	Crimes (Investigation of Commonwealth Offences) Amendment Bill 1990	19.2.91	After second reading	LCA	6.3.91**	First sitting day after committee Friday	1 (6.3.91)	9.4.91	34
	Social Security Bill 1990	19.2.91	After second reading	CA	7.3.91**	First sitting day after committee Friday	1 (7.3.91)	Bill deemed to have been reported 14.3.91	7
	Trusts (Hague Convention) Bill 1991	7.3.91	After second reading	LCA	7.3.91**	First sitting day after committee Friday	1 (7.3.91)	9.4.91	33
	National Health Amendment Bill 1991	30.5.91	Before second reading	CA	30.5.91*	18.6.91	0	18.6.91	19
	Petroleum Resource Rent Legislation Amendment Bill 1991 Petroleum (Submerged Lands) Amendment Bill 1991— <i>certain provisions</i> Petroleum (Submerged Lands) (Royalty) Amendment Bill 1991— <i>certain provisions</i>	30.5.91	Before second reading	FPA	30.5.91*	4.6.91	1 (4.6.91)	5.6.91	6
	Copyright Amendment Bill 1990 (subsequently, Copyright Amendment Bill 1991) ²	7.3.91	After second reading	LCA	6.6.91*	First sitting day after committee Friday	2 (17.6.91; 14.8.91)	16.8.91	71

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time ^s	Date report presented	Calendar days reference to report
	Fisheries Administration Bill 1991 ³ Fisheries Management Bill 1991 Fisheries Agreements (Payments) Bill 1991 Fisheries Legislation (Consequential Provisions) Bill 1991 Fishing Levy Bill 1991 Foreign Fishing Licences Levy Bill 1991 Statutory Fishing Rights Charge Bill 1991	6.6.91	Before second reading (Immediately)	IST	6.6.91* (all 7 bills re-referred 21.6.91)	18.6.91 13.8.91	2 (13.8.91; 3.9.91)	18.6.91 (first) 13.8.91 (second), 9.10.91 (final)	125 (to final)
	Health Legislation (Pharmaceutical Benefits) Amendment Bill 1991 (a) Legal and Constitutional— <i>certain provisions</i> (b) Finance and Public Administration— <i>certain provisions</i>	6.6.91	Before second reading	(a) LCA (b) FPA	(a) 6.6.91* (b) 6.6.91*	(a) 18.6.91 (b) 18.6.91	0	(a) 18.6.91 (b) 18.6.91	(a) 12 (b) 12
	National Food Authority Bill 1991	6.6.91	Before second reading	CA	6.6.91*	18.6.91	0	18.6.91	12
	Primary Industries (Industry Councils) Bill 1991 ⁴	6.6.91	Before second reading	IST	6.6.91*	18.6.91	0	18.6.91	12
	Social Security (Disability and Sickness Support) Amendment Bill 1991	6.6.91	Before second reading	CA	6.6.91*	20.8.91	1 (20.8.91)	22.8.91	77

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time ⁸	Date report presented	Calendar days reference to report
	General Insurance Supervisory Levy Amendment Bill 1991 Insurance Laws Amendment Bill 1991 Life Insurance Policy Holders' Protection Levies Bill 1991 Life Insurance Policy Holders' Protection Levies Collection Bill 1991 Life Insurance Supervisory Levy Amendment Bill 1991 Insurance Acquisitions and Takeovers Bill 1991	22.8.91	Immediately	FPA	22.8.91** 3.9.91 ^v	8.10.91	0	8.10.91	47 35
	Broadcasting Amendment Bill 1991	15.10.91	After second reading	TCI	15.10.91**	11.11.91	0	17.10.91	2
	Fringe Benefits Tax Amendment Bill 1991 Income Tax (Deferred Interest Securities) (Tax File Number Withholding Tax) Bill 1991 Income Tax (International Agreements) Amendment Bill (No. 2) 1991 Taxation Laws Amendment Bill (No. 3) 1991	15.10.91	Before second reading	FPA	12.11.91* 14.11.91*	11.11.91	1 (7.11.91)	26.11.91	14 12
	Health Insurance Amendment Bill 1991	15.10.91	Before second reading	CA	8.11.91*	11.11.91	0	11.11.91	3
	Australian Capital Territory Self-Government Legislation Amendment Bill 1991	13.11.91	Before second reading	ERA	13.11.91*	26.11.91	0	26.11.91	13
	National Road Transport Commission Bill 1991 ⁶	27.11.91	After second reading	TCI	2.12.91*	9.12.91	1 (5.12.91)	18.12.91	16
	Health and Community Services Legislation Amendment Bill 1991— <i>certain provisions</i>	28.11.91	Before second reading	CA	28.11.91*	2.12.91	0	2.12.91	4

(Average = 30⁷)

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

- ¥ Referred immediately after introduction in the Senate.
 * Referred after second reading moved.
 ** Referred after second reading.

Abbreviations ~ committees

CA Community Affairs
 EET Employment, Education and Training
 ERA Environment, Recreation and the Arts
 FPA Finance and Public Administration
 IST Industry, Science and Technology
 LCA Legal and Constitutional Affairs
 TCI Transport, Communications and Infrastructure

- 1 On 20.8.91, the Senate varied the stage for the reference of the bill from after the second reading to before the bill is read a second time, and set a new reporting date of 3.9.91 (J.1.392), on the recommendation of the Selection of Bills Committee.
- 2 On 6.6.91, the Senate varied the stage for the reference of the bill from after the second reading to before the bill is read a second time (i.e. immediately), and set a new reporting date of 18.6.91 (J.1.149), on the recommendation of the Selection of Bills Committee.
- 3 Originally referred on recommendation of the Selection of Bills Committee on 19.2.91 as the Fisheries Administration Bill 1990. The bill was re-referred, and 6 other fisheries bills were referred, on 6.6.91, with a reporting date of 18.6.91 (J.1.149). The bill and the other fisheries bills were referred for *further* consideration by the Senate on 21.6.91, for report on 13.8.91 (J.1.279).
- 4 The report on the bill was presented on 18.6.91, but the bill itself was discharged from the Notice Paper earlier that day.
- 5 First Selection of Bills Committee recommendation to refer a bill contingent on its introduction in the Senate.
- 6 On 2.12.91, the Senate varied the stage for the reference of the bill from after the second reading to immediately (J.1.809).
- § Including extensions recommended by the Selection of Bills Committee in later reports.
 † Calculated by dividing total calendar days by number of bills or packages of bills (where a group of bills is referred). Where bills in a package are referred or reported on on different days, the longest time from reference to report is used in the calculation of the average.

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time ^s	Date report presented	Calendar days reference to report
1992	Customs and Excise Legislation Amendment Bill 1992	4.3.92	After second reading	IST	29.4.92**	First sitting day after committee Friday	0	4.5.92	5
	Sales Tax Laws Amendment Bill (No. 1) 1992— <i>certain provisions</i> ¹	4.3.92	After second reading	FPA	5.3.92*	First sitting day after committee Friday	0	24.3.92	19
	Taxation Laws Amendment Bill (No. 4) 1991	4.3.92	After second reading	FPA	28.4.92**	First sitting day after committee Friday	1 (26.3.92)	5.5.92	7
	Deer Export Charge Bill 1992	26.3.92	Before second reading	RRA	1.4.92*	First sitting day after committee Friday	1 (1.4.92)	5.5.92	34
	Deer Slaughter Levy Bill 1992								
	Deer Velvet Export Charge Bill 1992								
	Deer Velvet Levy Bill 1992								
	Primary Industries Levies and Charges Collection Amendment Bill 1992								
	Forest Conservation and Development Bill 1991	26.3.92	After second reading	RRA	26.3.92**	2.4.92	0	2.4.92	7
	Motor Vehicle Standards (Headlights) Amendment Bill 1992 ^{1,2}	2.4.92	Before second reading	TCI	2.4.92*	5.5.92	0	5.5.92	33
	Australian Nuclear Science and Technology Organisation Amendment Bill 1992	6.5.92	Before second reading	IST	6.5.92*	First sitting day after committee Friday	1 (26.5.92)	2.6.92	27
	Taxation Laws Amendment Bill (No. 3) 1992	28.5.92	Before second reading	FPA	1.6.92*	First sitting day after committee Friday	0	16.6.92	15
	Taxation Laws Amendment (Self Assessment) Bill 1992								
	Customs Tariff Amendment Bill 1992	2.6.92	Before second reading	IST	2.6.92*	First sitting day after committee Friday	1 (16.6.92)	22.6.92	20
	Health, Housing and Community Services Legislation Amendment Bill 1992— <i>certain provisions</i>	2.6.92	Before second reading	CA	2.6.92*	First sitting day after committee Friday	0	16.6.92	14
	Territories Law Reform Bill 1992	3.6.92	After second reading	LCA	19.6.92**	First sitting day after committee Friday	1 (22.6.92)	23.6.92	4

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Industrial Relations Legislation Amendment Bill 1992 ³	4.6.92	Before second reading	IST; EET	4.6.92*	16.6.92	0	16.6.92	12
Income Tax Assessment Amendment (Foreign Investment) Bill 1992 ⁴	19.8.92	After second reading	FPA	Not reached	First sitting day after committee Friday	–	Bill not introduced in Senate	–
Taxation Laws Amendment Bill (No. 4) 1992 ⁴							Reference withdrawn 5.11.92	–
National Health and Medical Research Council Bill 1992	19.8.92	After second reading	CA	13.10.92**	First sitting day after committee Friday	0	3.11.92	21
Disability Discrimination Bill 1992	9.9.92	After second reading	CA	7.10.92**	First sitting day after committee Friday	1 (12.10.92)	14.10.92	7
Swimming Pools Tax Refund Bill 1992 ⁵	9.9.92	After second reading	FPA	9.9.92*	First sitting day after committee Friday	1 (14.9.92)	15.9.92	6
Customs Tariff Amendment Bill (No. 2) 1992 ⁶	15.10.92	After second reading	IST	12.11.92*	First sitting day after committee Friday	0	24.11.92	12
Health and Community Services Legislation Amendment Bill (No. 2) 1992— <i>certain provisions</i>	15.10.92	After second reading	CA	4.11.92**	First sitting day after committee Friday	1 (9.11.92)	12.11.92	8
Tax Legislation Amendment Bill 1992 ⁷	15.10.92	After second reading	FPA	10.12.92*	First sitting day after committee Friday	0	15.12.92	5
Taxation Laws Amendment (Fringe Benefits Tax Measures) Bill 1992								
Income Tax (Dividends and Interest Withholding Tax) Amendment Bill 1992	5.11.92	After second reading	FPA	26.11.92**	First sitting day after committee Friday	0	14.12.92	18
Taxation Laws Amendment Bill (No. 5) 1992								
Taxation Laws Amendment Bill (No. 6) 1992	12.11.92							
Taxation Laws Amendment (Car Parking) Bill 1992								
Income Tax Assessment Amendment (Foreign Investment) Bill 1992 ⁴				25.11.92**				19
Australian National Training Authority Bill 1992	12.11.92	After second reading	EET	1.12.92**	First sitting day after committee Friday	1 (3.12.92)	14.12.92	13

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Medicare Agreements Bill 1992	12.11.92	After second reading	CA	10.12.92**	First sitting day after committee Friday	1 (14.12.92)	15.12.92	5
Social Security Legislation Amendment Bill (No. 3) 1992— <i>certain provisions</i> ⁸	12.11.92	After second reading	Super	25.11.92*	First sitting day after committee Friday	2 (30.11.92; 10.12.92)	14.12.92	19
Taxation Laws Amendment (Superannuation) Bill 1992 ⁸								
Veterans' Entitlements Amendment Bill 1992	12.11.92	Before second reading	LCA	12.11.92*	First sitting day after committee Friday	0	24.11.92	12
Imported Food Control Bill 1992	1.12.92	After second reading	RRA	9.12.92**	First sitting day after committee Friday	0	14.12.92	5
Seafarers Rehabilitation and Compensation Bill 1992	8.12.92	Before second reading	TCI	8.12.92*	First sitting day after committee Friday	0	14.12.92	6
Seafarers Rehabilitation and Compensation (Transitional Provisions and Consequential Amendments) Bill 1992								
Seafarers Rehabilitation and Compensation Levy Bill 1992								
Seafarers Rehabilitation and Compensation Levy Collection Bill 1992								

(Average = 13±)

* Referred after second reading moved.

** Referred after second reading.

† Private senator's bill.

Abbreviations ~ committees

CA Community Affairs
 EET Employment, Education and Training
 FPA Finance and Public Administration
 IST Industry, Science and Technology
 LCA Legal and Constitutional Affairs
 RRA Rural and Regional Affairs
 Super Select Committee on Superannuation
 TCI Transport, Communications and Infrastructure

¹ On 5.3.92, the Senate varied the reference from the reference of certain provisions of the bill after the second reading to the reference of the bill immediately, and set a new reporting date of 24.3.92 (J.2088).

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

² First private senator's bill to be referred to a legislative and general purpose standing committee.

³ Later on 4.6.92, the Senate changed the committee to which the bill was referred from the Standing Committee on Industry, Science and Technology to the Standing Committee on Employment, Education and Training (J.2437). The Selection of Bills Committee recommended the bill be referred after the second reading or before the second reading if the bill had not been read a second time by the time the Senate adjourned that day (4.6.92, J.2429). The bill was read a second time on 16.6.92, the day the committee reported.

⁴ The Selection of Bills Committee recommended on 19.8.92 that these bills be referred after their second reading and be reported on the first sitting day after a committee Friday. On 5.11.92, the committee recommended (J.2973) that the Taxation Laws Amendment Bill (No. 4) 1992 not be referred, and reported that the Income Tax Assessment Amendment (Foreign Investment) Bill 1992 had been discharged from the House of Representatives Notice Paper, before reaching the Senate. A new bill of the same title was subsequently introduced in the House and considered in the Senate. On 12.11.92 the Senate agreed to refer this and other taxation bills to the Finance and Public Administration Committee after the second reading, for report on the first sitting day after a committee Friday (J.3042), on the recommendation of the Selection of Bills Committee. The bill was introduced in the Senate on 24.11.92 (J3087) and was read a second time on 25.11.92 (J.3117). The committee reported on 14.12.92 (J.3304) (see relevant entries in this table).

⁵ Later on 9.9.92, the Senate varied the stage for the reference of the bill from after the second reading to immediately (J.2733).

⁶ On 12.11.92, the Senate varied the stage for the reference of the bill from after the second reading to immediately, and set a new reporting date of 24.11.92 (J.3044).

⁷ On 10.12.92, the Senate varied the stage for the reference of the bills from after the second reading to immediately, and set a new reporting date of 15.12.92 (J.3288).

⁸ The first recommendation by the Selection of Bills Committee for the reference of bills to a select committee. On 25.11.92, the Senate varied the stage for the reference of the bills so that they stood referred at the stage reached at the end of that day (which was before the second reading) (J.3103).

[§] Including extensions recommended by the Selection of Bills Committee in later reports.

[±] Calculated by dividing total calendar days by number of bills or packages of bills (where a group of bills is referred). Where bills in a package are referred or reported on on different days, the longest time from reference to report is used in the calculation of the average.

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time ^s	Date report presented	Calendar days reference to report
1993 <i>(election year)</i>	Australian Citizenship Amendment Bill 1993	19.5.93	Before second reading	LCA	19.5.93*	17.8.93	0	17.8.93	90
	Protection of the Sea (Oil Pollution Compensation Fund) Bill 1993 Protection of the Sea (Imposition of Contributions to Oil Pollution Compensation Fund—General) Bill 1993 Protection of the Sea (Imposition of Contributions to Oil Pollution Compensation Fund—Customs) Bill 1993 Protection of the Sea (Imposition of Contributions to Oil Pollution Compensation Fund—Excise) Bill 1993	19.5.93	After second reading	ISTTCI	20.5.93**	First sitting day after committee Friday	1 (20.5.93)	17.8.93	89
	Taxation Laws Amendment Bill 1993 Taxation Laws Amendment Bill (No. 2) 1993	19.5.93	After second reading	FPA	20.5.93**	First sitting day after committee Friday	0	24.5.93	4
	Insolvency (Tax Priorities) Legislation Amendment Bill 1993	25.5.93	After second reading	FPA	26.5.93**	26.5.93	0	26.5.93	1
	Customs Tariff Amendment Bill 1993	2.9.93	Before second reading	ISTTCI	2.9.93*	First sitting day after committee Friday	0	27.9.93	25
	Customs Tariff (Deficit Reduction) Bill 1993 Excise Tariff (Deficit Reduction) Bill 1993	2.9.93	Before second reading	FPA	7.9.93 [†]	First sitting day after committee Friday	0	6.10.93	29

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time ^s	Date report presented	Calendar days reference to report
	Occupational Superannuation Standards Amendment Bill 1993 ¹ Superannuation Supervisory Levy Amendment Bill 1993 ¹ Superannuation (Resolution of Complaints) Bill 1993 ¹ Superannuation (Financial Assistance Funding) Levy Bill 1993 ¹ Superannuation Industry (Supervision) Consequential Amendments Bill 1993 ¹ Superannuation (Rolled-Over Benefits) Levy Bill 1993 ¹ Superannuation Industry (Supervision) Bill 1993 ¹	2.9.93	Before second reading	Super	28.9.93* 6.10.93* 18.10.93* 19.10.93*	First sitting day after committee Friday	1 (5.10.93)	28.10.93	30 22 10 9
	Social Security Legislation Amendment Bill 1993	2.9.93	After second reading	CA	Not reached	First sitting day after committee Friday	–	Reference withdrawn 6.9.93	–
	Migration Laws Amendment Bill 1993	29.9.93	Immediately after Minister's second reading speech	LCA	29.9.93*	First sitting day after committee Friday	0	5.10.93	6
	Social Security Legislation Amendment Bill (No. 2) 1993	29.9.93	Immediately after Minister's second reading speech	CA	29.9.93*	First sitting day after committee Friday	1 (5.10.93)	19.10.93	20
	Taxation (Deficit Reduction) Bill (No. 1) 1993 ² Taxation (Deficit Reduction) Bill (No. 2) 1993	30.9.93	Immediately after Minister's second reading speech	LCA	30.9.93*	First sitting day after committee Friday	0	6.10.93	6

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time ⁵	Date report presented	Calendar days reference to report
	Australian Wool Research and Promotion Organisation Bill 1993 Wool International Bill 1993 Wool Legislation (Repeals and Consequential Provisions) Bill 1993 Wool Tax (Nos 1 to 5) Amendment Bills 1993— <i>certain provisions</i>	20.10.93	Immediately after Minister's second reading speech	RRA	20.10.93*	First sitting day after committee Friday	0	26.10.93	6
	Health Legislation (Professional Services Review) Amendment Bill 1993	20.10.93	Immediately after Minister's second reading speech	CA	21.10.93*	First sitting day after committee Friday	1 (26.10.93)	23.11.93	33
	Higher Education Funding Legislation Amendment Bill 1993— <i>certain provisions</i>	20.10.93	Immediately after Minister's second reading speech	EET	26.10.93*	16.11.93	1 (16.11.93)	23.11.93	28
	Social Security (Budget and Other Measures) Legislation Amendment Bill 1993— <i>certain provisions</i> (a) Community Affairs ³ (b) Legal and Constitutional	20.10.93	Immediately after Minister's second reading speech	(a) CA (b) LCA	(a) 20.10.93* (b) 20.10.93*	(a) 27.10.93 (b) 27.10.93	0	(a) 27.10.93 (b) 27.10.93	(a) 7 (b) 7
	States Grants (Primary and Secondary Education Assistance) Amendment Bill 1993	20.10.93	Immediately after Minister's second reading speech	EET	26.10.93*	First sitting day after committee Friday	1 (16.11.93)	23.11.93	28
	Copyright Amendment (Re-enactment) Bill 1993	28.10.93	Immediately after Minister's second reading speech	LCA	28.10.93*	22.11.93	—	Reference withdrawn 28.10.93	—
	Domestic Meat Premises Charge Bill 1993 ⁴ Export Inspection Charges Laws Amendment Bill 1993 ⁴	28.10.93	Immediately after Minister's second reading speech	RRA	28.10.93**	22.11.93	1 (19.11.93)	7.12.93	21

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time [§]	Date report presented	Calendar days reference to report
	Transport and Communications Legislation Amendment Bill (No. 2) 1993	28.10.93	Immediately after Minister's second reading speech	ISTTCI	28.10.93*	22.11.93	–	Reference withdrawn 28.10.93	–
	Interstate Gas Pipelines Bill 1993	22.11.93	Immediately after Minister's second reading speech	ISTTCI	22.11.93*	6.12.93	2 (6.12.93; 2.2.94)	1.3.94	99
	Native Title Bill 1993	25.11.93	Immediately after Minister's second reading speech	LCA	25.11.93*	9.12.93	0	9.12.93	14

(Average = 30[†])

* Referred after second reading moved.

** Referred after second reading.

† Provisions referred before introduction of bills in the Senate.

‡ Referred immediately after introduction in the Senate.

Abbreviations ~ committees

CA Community Affairs
 ETT Employment, Education and Training
 FPA Finance and Public Administration
 ISTTCI Industry, Science, Technology, Transport, Communications and Infrastructure
 LCA Legal and Constitutional Affairs
 RRA Rural and Regional Affairs
 Super Select Committee on Superannuation

¹ The second time bills were referred to a select committee on the recommendation of the Selection of Bills Committee.

² The Senate had referred certain provisions of the bill on 28.9.93 to the Standing Committee on Finance and Public Administration (J.514) for report on or before 18.10.93; report tabled 18.10.93 (see Appendix 3).

³ Other provisions of the Social Security (Budget and Other Measures) Legislation Amendment Bill 1993 were referred to the Standing Committee on Community Affairs by the Senate on 28.10.93 (J.744) for report on or before 13.12.93; report tabled 9.12.93 (see Appendix 3).

⁴ Later on the same day that the Selection of Bills Committee's report to refer *the bills* was presented and adopted, the chair of the standing committee to which the bills were referred, the Standing Committee on Rural and Regional Affairs, moved, by leave, that *the provisions* of the bills be referred, for report on 22.11.93, in order to avoid any delay in their consideration. This was agreed to by the Senate (28.10.93, J.759). The bills were not introduced into the Senate until 16.11.93.

[§] Including extensions recommended by the Selection of Bills Committee in later reports.

[†] Calculated by dividing total calendar days by number of bills or packages of bills (where a group of bills in a package are referred or reported on on different days, the longest time from reference to report is used in the calculation of the average).

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time ^s	Date report presented	Calendar days reference to report
1994	Agricultural and Veterinary Chemicals Bill 1993 Agricultural and Veterinary Chemicals Code Bill 1993 Agricultural and Veterinary Chemicals (Consequential Amendments) Bill 1993 Agricultural and Veterinary Chemical Products (Collection of Levy) Bill 1993 Agricultural and Veterinary Chemical Products Levy Imposition (Excise) Bill 1993 Agricultural and Veterinary Chemical Products Levy Imposition (Customs) Bill 1993 Agricultural and Veterinary Chemical Products Levy Imposition (General) Bill 1993	3.2.94	Immediately after Minister's second reading speech	RRA	8.2.94*	21.2.94	1 (21.2.94)	24.2.94	16
	Corporate Law Reform Bill 1993	3.2.94	Immediately after Minister's second reading speech	LCA	3.2.94*	21.2.94	–	Reference withdrawn 9.2.94	–
	Crimes (Search Warrants and Powers of Arrest) Amendment Bill 1993 (subsequently, Crimes (Search Warrants and Powers of Arrest) Amendment Bill 1994)	3.2.94	Immediately after Minister's second reading speech	LCA	8.2.94*	21.2.94	0	21.2.94	13
	Health Legislation (Powers of Investigation) Amendment Bill 1993 (subsequently, Health Legislation (Powers of Investigation) Amendment Bill 1994)	3.2.94	Immediately after Minister's second reading speech	LCA	3.2.94*	21.2.94	2 (21.2.94; 1.3.94)	15.3.94	40

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time ^s	Date report presented	Calendar days reference to report
	Social Security (Home Child Care and Partner Allowances) Legislation Amendment Bill 1993 (subsequently, Social Security (Home Child Care and Partner Allowances) Legislation Amendment Bill 1994)	3.2.94	Immediately after Minister's second reading speech	CA	8.2.94*	21.2.94	0	21.2.94	13
	Evidence Bill 1993 (subsequently, Evidence Bill 1994) ¹	9.2.94	Immediately after Minister's second reading speech	LCA	10.2.94 ^W	21.2.94	4 (interim: 21.2.94; 14.3.94; 4.5.94; 31.5.94)	7.6.94 (interim) 8.12.94 (final)	301 (to final)
	Social Security Legislation Amendment Bill (No. 3) 1993 (subsequently, Social Security Legislation Amendment Bill 1994)	9.2.94	Immediately after Minister's second reading speech	LCA	21.2.94*	28.2.94	1 (28.2.94)	1.3.94	8
	Training Guarantee (Administration) Amendment Bill 1993	9.2.94	Immediately after Minister's second reading speech	EET	9.2.94*	21.2.94	1 (10.2.94)	23.2.94	14
	Transport and Communications Legislation Amendment Bill (No. 3) 1993 (subsequently, Transport and Communications Legislation Amendment Bill 1994)— <i>certain provisions</i>	23.2.94	After second reading	ISTTCI	23.2.94**	14.3.94	1 (14.3.94)	15.3.94	20
	Migration Legislation Amendment Bill 1994	2.3.94	Immediately after Minister's second reading speech	LCA	2.3.94*	14.3.94	—	Reference withdrawn 14.3.94	—
	Plant Breeder's Rights Bill 1994	9.5.94	Immediately after Minister's second reading speech	RRA	9.5.94*	30.5.94	0	31.5.94	22

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time ^s	Date report presented	Calendar days reference to report
	Witness Protection Bill 1994	9.5.94	Immediately after Minister's second reading speech	LCA	9.5.94*	30.5.94	2 (30.5.94; 31.5.94)	7.6.94	29
	Financial Agreement Bill 1994	12.5.94	Immediately after Minister's second reading speech	FPA	12.5.94*	20.6.94	–	Reference withdrawn 1.6.94	–
	Social Security Legislation Amendment Bill (No. 2) 1994— <i>certain provisions</i> ²	12.5.94	Immediately after Minister's second reading speech	CA	12.5.94*	20.6.94	0	20.6.94	39
	Trade Practices Amendment (Origin Labelling) Bill 1994 (subsequently, Trade Practices Amendment (Origin Labelling) Bill 1995) ³	12.5.94	Immediately after Minister's second reading speech	LCA	30.6.94 ^W	20.6.94	2 (9.6.94; 25.8.94)	1.9.94	63
	Veterans' Affairs (1994-95 Budget Measures) Legislation Amendment Bill 1994— <i>certain provisions</i>	8.6.94	Immediately after Minister's second reading speech	CA	9.6.94*	20.6.94	0	20.6.94	11
	Migration Legislation Amendment Bill (No. 2) 1994	22.6.94	Immediately after Minister's second reading speech	LCA	22.6.94*	29.8.94	0	29.8.94	68
	Australian Postal Corporation Amendment Bill 1994	25.8.94	Immediately	ISTTCI	25.8.94*	19.9.94	1 (19.9.94)	22.9.94	28

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Complaints (Australian Federal Police) Amendment Bill 1994	25.8.94	Immediately	LCA	25.8.94**	22.9.94	0	22.9.94	28
Crimes Amendment Bill 1994	25.8.94	After second reading	LCA	25.8.94**	22.9.94	3 (21.9.94; 1.12.94; 8.12.94)	8.12.94	105
Criminal Code Bill 1994					5.12.94	2 (1.12.94; 8.12.94)		
Crimes and Other Legislation Amendment Bill 1994— <i>certain provisions</i>	25.8.94	After second reading	LCA	25.8.94**	22.9.94	0	22.9.94	28
Employment Services Bill 1994 Employment Services (Consequential Amendments) Bill 1994	25.8.94	After second reading	EETLC	Not reached	19.9.94	–	Reference withdrawn 1.9.94	–
Legislative Instruments Bill 1994	25.8.94	Immediately	R&O	25.8.94*	10.10.94	1 (10.10.94)	17.10.94	53
Taxation Laws Amendment (Infrastructure Borrowings) Bill 1994— <i>provisions</i> ⁴ Taxation Laws Amendment Bill (No. 3) 1994— <i>provisions</i> ⁴	25.8.94	Immediately	FPA	25.8.94 ^W	10.10.94 ----- 14.11.94	1 (1.9.94)	20.9.94	26
Tobacco Advertising Prohibition (Broadcasting and Tobacco Advertising Legislation) Amendment Bill 1994 [†]	25.8.94	Immediately	CA	25.8.94*	19.9.94	4 (1.9.94; 27.3.95; 25.8.95; 25.10.95)	30.11.95	462
Aboriginal Councils and Associations Legislation Amendment Bill 1994	1.9.94	Immediately after Minister's second reading speech	FPA	1.9.94*	10.10.94	0	10.10.94	39
ATSIC Amendment (Indigenous Land Corporation and Land Fund) Bill 1994 ⁵	1.9.94	Immediately after Minister's second reading speech	FPA	21.9.94*	11.11.94	0	10.10.94	19

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Classification (Publications, Films and Computer Games) Bill 1994 ⁶	1.9.94	Immediately after Minister's second reading speech	CSR	21.9.94 ^{NS}	10.10.94	1 (10.10.94)	29.11.94	69
Law and Justice Legislation Amendment Bill (No. 2) 1994	1.9.94	Immediately after Minister's second reading speech	LCA	1.9.94*	10.10.94	0	7.10.94	36
Migration Legislation Amendment Bill (No. 4) 1994	22.9.94	Immediately	LCA	22.9.94*	10.10.94	0	7.10.94	15
Sales Tax (World Trade Organization Amendments) Bill 1994— <i>provisions</i> Dairy Produce (World Trade Organization Amendments) Bill 1994— <i>provisions</i> Trade Marks Bill 1994— <i>provisions</i> Patents (World Trade Organization Amendments) Bill 1994— <i>provisions</i> Copyright (World Trade Organization Amendments) Bill 1994— <i>provisions</i> Customs Tariff (World Trade Organization Amendments) Bill 1994— <i>provisions</i>	20.10.94	Immediately	ELC	20.10.94 ^{NS}	28.11.94	1 (28.11.94)	1.12.94	42
Customs Legislation (World Trade Organization Amendments) Bill 1994 Trade Organization Amendments) Bill 1994 Customs Tariff (Anti-Dumping) (World Trade Organization Amendments) Bill 1994	9.11.94	Immediately	ELC	9.11.94*				22
ANL Guarantee Bill 1994— <i>provisions</i>	9.11.94	Immediately	ELC	9.11.94 ^{NS}	5.12.94	–	Reference withdrawn 17.11.94	–
Family Law Reform Bill 1994 ⁷	9.11.94	Immediately after Minister's second reading speech	LCLC	28.11.94*	6.2.95	3 (1.2.95; 27.2.95; 2.3.95)	6.3.95	98

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Income Tax (Deficit Deferral) Bill 1994— <i>provisions</i>	9.11.94	Immediately	ELC	9.11.94 [¶]	5.12.94	2 (5.12.94; 6.12.94)	8.12.94	29
Income Tax Rates Amendment Bill 1994— <i>provisions</i>	9.11.94	Immediately	EETLC	9.11.94*	5.12.94	0	17.11.94	8
Taxation Laws Amendment Bill (No. 4) 1994— <i>provisions</i>	17.11.94	Immediately	CALC	17.11.94*	5.12.94	0	5.12.94	18
Student Assistance (Youth Training Allowance) Amendment Bill 1994— <i>provisions</i>	29.11.94	Immediately	LCLC	29.11.94*	5.12.94	1 (5.12.94)	6.12.94	7
Supported Accommodation Assistance Bill 1994								
Human Rights (Sexual Conduct) Bill 1994								

(Average = 55[±])

* Referred after second reading moved.

** Referred after second reading.

¥ Provisions referred before introduction of bill(s) in the Senate.

† Private senator's bill.

Abbreviations ~ committees

CA Community Affairs
 CALC Community Affairs Legislation Committee
 CSR Select Committee on Community Standards Relevant to the Supply of Services Utilising Electronic Technologies
 EET Employment, Education and Training
 EETLC Employment, Education and Training Legislation Committee
 ELC Economics Legislation Committee
 FPA Finance and Public Administration
 ISTTCI Industry, Science, Technology, Transport, Communications and Infrastructure
 LCA Legal and Constitutional Affairs
 LCLC Legal and Constitutional Legislation Committee
 R&O Regulations and Ordinances
 RRA Rural and Regional Affairs

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

¹ On 10.2.94, the Senate varied the reference from the reference of the bill immediately after the Minister's second reading speech to the immediate reference of the provisions of the bill (J.1259).

² After the Standing Committee on Community Affairs reported on certain provisions of the bill on 20.6.94, the Selection of Bills Committee, on 22.6.94, recommended the immediate reference to the same committee of certain proposed government amendments to the bill, for report on 27.6.94 (J.1829). The committee reported on 27.6.94 (J.1857).

³ On 30.6.94, the Senate varied the reference from the reference of the bill immediately after the Minister's second reading speech to the immediate reference of the provisions of the bill, and set a new reporting date of 25.8.94 (J.2009), on the recommendation of the Selection of Bills Committee.

⁴ On 1.9.94, the Senate changed the reporting date to 20.9.94 (J.2140), on the recommendation of the Selection of Bills Committee.

⁵ On 28.11.94 (J.2541), the Senate established the Select Committee on the Land Fund Bill to report on Senate amendments and a request to the bill; the select committee reported on 9.2.95 (J.2918), after two extensions of time.

⁶ On 21.9.94, the Senate varied the reference from the reference of the bill immediately after the Minister's second reading speech to the immediate reference of the provisions of the bill (J.2193), on the recommendation of the Selection of Bills Committee.

⁷ An exposure draft of the Family Law Reform Bill (No. 2) 1994 was referred to the same standing committee, the Legal and Constitutional Legislation Committee, to be considered in conjunction with the Family Law Reform Bill 1994 on 8.12.94 (J.2761). The Family Law Reform Bill 1994 and the exposure draft were again referred to the same committee by the Senate on 30.5.95 (J.3319) and were reported on 21.6.95 (J.3474), after 1 extension of time on 7.6.95 (see 1995 section of Appendix 3).

[§] Including extensions recommended by the Selection of Bills Committee in later reports.

[±] Calculated by dividing total calendar days by number of bills or packages of bills (where a group of bills is referred). Where bills in a package are referred or reported on on different days, the longest time from reference to report is used in the calculation of the average.

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time ^s	Date report presented	Calendar days reference to report
1995	Health Legislation (Private Health Insurance Reform) Amendment Bill 1994— <i>provisions</i>	2.2.95	Immediately	CA	2.2.95 [¶]	6.3.95	2 (2.3.95; 9.3.95)	21.3.95	47
	Human Rights Legislation Amendment Bill 1994 (subsequently, Human Rights Legislation Amendment Bill 1995) ¹	2.2.95	After second reading	LC	(2.2.95)*	6.2.95	1 (6.2.95)	28.2.95	26
	Law and Justice Legislation Amendment Bill (No. 3) 1994 (subsequently, Law and Justice Legislation Amendment Bill (No. 1) 1995)	2.2.95	After second reading	LC	2.2.95**	6.2.95	1 (6.2.95)	28.2.95	26
	Racial Hatred Bill 1994	2.2.95	Immediately after Minister's second reading speech	LC	2.2.95*	27.2.95	2 (27.2.95; 1.3.95)	8.3.95	34
	Broadcasting Services Amendment Bill 1994 [1995]	9.2.95	Immediately	ERCA	9.2.95*	6.3.95	0	2.3.95	21
	Financial Management and Accountability Bill 1994 Commonwealth Authorities and Companies Bill 1994 Auditor-General Bill 1994 Audit (Transitional and Miscellaneous) Amendment Bill 1995	9.2.95	Immediately	FPA	9.2.95*	6.3.95	0	6.3.95	25
	Health and Other Services (Compensation) Bill 1994 ² Health and Other Services (Compensation) Administration Fee Bill 1994 ² Health and Other Services (Compensation) Care Charges Bill 1994 ² Health and Other Services (Compensation) (Consequential Amendments) Bill 1994 ²	9.2.95	After second reading	CA	6.3.95*	6.3.95	1 (6.3.95)	8.3.95	2

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time ^s	Date report presented	Calendar days reference to report
	Primary Industries and Energy Legislation Amendment Bill (No. 3) 1994 (subsequently, Primary Industries and Energy Legislation Amendment Bill (No. 1) 1995)	9.2.95	After second reading	RRAT	9.2.95**	7.3.95	1 (6.3.95)	9.3.95	28
	Telecommunications (Interception) Amendment Bill 1994 [1995] ³	9.2.95	After second reading	LC	6.3.95*	6.3.95	2 (6.3.95; 28.3.95)	29.3.95	23
	Social Security (Non-Budget Measures) Legislation Amendment Bill 1995— <i>provisions</i>	6.3.95	Immediately	CA	6.3.95 [¥]	27.3.95	0	27.3.95	21
	Migration Legislation Amendment Bill (No. 5) 1994	9.3.95	Immediately	LC	9.3.95*	27.3.95	2 (27.3.95; 30.3.95)	1.6.95	84
	Competition Policy Reform Bill 1995	11.5.95	Immediately	Eco	11.5.95*	7.6.95	0	7.6.95	27
	Employment, Education and Training Amendment Bill 1995	11.5.95	Immediately	EET	11.5.95*	2.6.95	1 (31.5.95)	8.6.95	28
	Customs and Excise Legislation Amendment Bill 1995	8.6.95	Immediately	Eco	8.6.95*	26.6.95	0	26.6.95	18
	Sales Tax (Exemptions and Classifications) Modification (General) Bill 1995— <i>provisions</i>	8.6.95	Immediately	Eco	8.6.95 [¥]	26.6.95	0	26.6.95	18
	Social Security Legislation Amendment Bill (No. 1) 1995— <i>provisions</i>	8.6.95	Immediately	CA	8.6.95 [¥]	26.6.95	1 (20.6.95) ⁴	26.6.95	18
	Student and Youth Assistance Amendment (Youth Training Allowance) Bill 1995— <i>provisions</i>	8.6.95	Immediately	CA	8.6.95 [¥]	26.6.95	1 (20.6.95) ⁴	26.6.95	18
	Bankruptcy Legislation Amendment Bill 1995— <i>provisions</i>	28.6.95	Immediately	LC	28.6.95 [¥]	31.8.95	2 (30.8.95; 20.9.95)	28.9.95	92
	Child Care Legislation Amendment Bill 1995	28.6.95	Immediately	CA	28.6.95*	28.8.95	1 (28.8.95)	30.8.95	63
	Sex Discrimination Amendment Bill 1995— <i>provisions</i>	28.6.95	Immediately	LC	28.6.95 [¥]	31.8.95	1 (30.8.95)	21.9.95	85

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time ^s	Date report presented	Calendar days reference to report
	Administrative Decisions (Effect of International Instruments) Bill 1995— <i>provisions</i>	28.8.95	Immediately	LC	28.8.95 ^{**}	28.9.95	0	28.9.95	31
	Crimes Amendment (Controlled Operations) Bill 1995— <i>provisions</i>	28.8.95	Immediately	LC	28.8.95 ^{**}	25.9.95	1 (21.9.95)	27.9.95	30
	Crimes Amendment (Forensic Procedures) Bill 1995— <i>provisions</i>	28.8.95	Immediately	LC	28.8.95 ^{**}	25.9.95	2 (21.9.95; 17.10.95)	26.10.95	59
	Taxation Laws Amendment (FBT Cost of Compliance) Bill 1995— <i>provisions</i>	28.8.95	Immediately	Eco	28.8.95 ^{**}	16.10.95	2 (28.9.95; 16.10.95)	18.10.95	51
	ANL Sale Bill 1995— <i>provisions</i>	27.9.95	Immediately	FPA	27.9.95 ^{**}	23.10.95	0	19.10.95	22
	Prime Minister and Cabinet (Miscellaneous Provisions) Bill 1995	27.9.95	Immediately	FPA	27.9.95*	23.10.95	0	23.10.95	26
	Social Security and Veterans' Affairs Legislation Amendment Bill 1995— <i>provisions</i>	15.11.95	Immediately	CA	15.11.95 ^{**}	20.11.95	2 (20.11.95; 23.11.95)	27.11.95	12

(Average = 35⁺)

* Referred after second reading moved.

** Referred after second reading.

¥¥ Provisions referred before introduction of bill(s) in the Senate.

Abbreviations ~ committees

CA Community Affairs Legislation Committee
 Eco Economics Legislation Committee
 EET Employment, Education and Training Legislation Committee
 ERCA Environment, Recreation, Communications and the Arts Legislation Committee
 FPA Finance and Public Administration Legislation Committee
 LC Legal and Constitutional Legislation Committee
 RRAT Rural and Regional Affairs and Transport Legislation Committee

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

¹ Notwithstanding Senate adoption of 'after second reading' as the stage at which the bill was to be referred, the bill was considered by the Legal and Constitutional Legislation Committee and reported on well before the second reading, which occurred on 9.6.95 (J.3407).

² On 6.3.95, the Senate varied the stage for the reference of the bills from after the second reading to immediately, and set a new reporting date of 9.3.95 (J.3025), on the recommendation of the Selection of Bills Committee.

³ On 6.3.95, the Senate varied the stage for the reference of the bill from after the second reading to immediately, and set a new reporting date of 28.3.95 (J.3025), on the recommendation of the Selection of Bills Committee.

⁴ Extension not required: the committee reported on the original reporting date.

[§] Including extensions recommended by the Selection of Bills Committee in later reports.

[±] Calculated by dividing total calendar days by number of bills or packages of bills (where a group of bills is referred). Where bills in a package are referred or reported on on different days, the longest time from reference to report is used in the calculation of the average.

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time ^s	Date report presented	Calendar days reference to report
1996 (election year)	Shipping Grants Legislation Bill 1996— <i>provisions</i>	9.5.96	Immediately	RRAT	9.5.96 [¥]	27.5.96	1 (27.5.96)	30.5.96	21
	Export Market Development Grants Amendment Bill (No. 1) 1996	23.5.96	Immediately	FADT	23.5.96*	17.6.96	0	17.6.96	25
	Primary Industries and Energy Legislation Amendment Bill (No. 1) 1996— <i>provisions</i>	23.5.96	Immediately	RRAT	23.5.96 [¥]	17.6.96	1 (28.5.96)	18.6.96	26
	Taxation Laws Amendment Bill (No. 1) 1996— <i>provisions</i>	23.5.96	Immediately	Eco	23.5.96 [¥]	17.6.96	0	17.6.96	25
	Aboriginal and Torres Strait Islander Commission Amendment Bill 1996	30.5.96	Immediately	FPA	30.5.96*	24.6.96	1 (24.6.96)	25.6.96	26
	Airports Bill 1996— <i>provisions</i> Airports (Transitional) Bill 1996— <i>provisions</i>	30.5.96	Immediately	RRAT	30.5.96 [¥]	20.8.96	0	21.8.96	83
	Social Security Legislation Amendment (Newly Arrived Resident's Waiting Periods and Other Measures) Bill 1996— <i>provisions</i>	30.5.96	Immediately	LC	30.5.96 [¥]	20.8.96	2 (21.8.96; 22.8.96)	10.9.96	103
	Migration Legislation Amendment Bill (No. 2) 1996	24.6.96	Immediately	LC	24.6.96*	20.8.96	0	27.6.96	3
	Natural Heritage Trust of Australia Bill 1996— <i>provisions</i>	25.6.96	Immediately	ERCA	25.6.96 [¥]	22.8.96	2 (21.8.96; 18.9.96)	10.10.96	107
	Bankruptcy Legislation Amendment Bill— <i>provisions</i>	28.6.96	Immediately	LC	28.6.96 [¥]	22.8.96	1 (21.8.96)	9.9.96	73
	Higher Education Funding Amendment Bill (No. 2) 1996	22.8.96	Immediately	EET	22.8.96*	10.10.96	0	10.10.96	49
	Industry Research and Development Amendment Bill 1996— <i>provisions</i>	22.8.96	Immediately	Eco	22.8.96 [¥]	31.10.96	0	31.10.96	70
	Ombudsman Amendment Bill 1996 [†]	12.9.96	Immediately	FPA	12.9.96*	4.12.96	1 (4.12.96)	13.2.97	154

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time ^s	Date report presented	Calendar days reference to report
	Bounty Legislation Amendment Bill 1996 (subsequently, Bounty Legislation Amendment Bill 1997)— <i>provisions</i>	10.10.96	Immediately	Eco	10.10.96 ^{xy}	14.11.96	2 (7.11.96; 21.11.96)	28.11.96	49
	Social Security Legislation Amendment (Budget and Other Measures) Bill 1996— <i>provisions</i>	10.10.96	Immediately	CA	10.10.96 ^{xy}	4.11.96	1 (4.11.96)	6.11.96	27
	States Grants (Primary and Secondary Education Assistance) Bill 1996— <i>provisions</i>	10.10.96	Immediately	EET	10.10.96 ^{xy}	28.10.96	1 (17.10.96)	25.11.96	46
	Child Care Legislation Amendment Bill 1996— <i>provisions</i>	17.10.96	Immediately	CA	17.10.96 ^{xy}	25.11.96	1 (25.11.96)	26.11.96	40
	Health Insurance Amendment Bill (No. 2) 1996— <i>provisions</i> ¹	17.10.96	Immediately upon introduction of bill in the House of Representatives	CA	17.10.96 ^{xy}	7.11.96	3 (29.10.96; 19.11.96; 25.11.96)	26.11.96	40
	Higher Education Legislation Amendment Bill 1996— <i>provisions</i>	17.10.96	Immediately	EET	17.10.96 ^{xy}	21.11.96	0	21.11.96	35
	National Health (Budget Measures) Amendment Bill 1996— <i>provisions</i>	17.10.96	Immediately	CA	17.10.96 ^{xy}	18.11.96	1 (18.11.96)	19.11.96	33
	Hindmarsh Island Bridge Bill 1996— <i>provisions</i>	31.10.96	Immediately	LC	31.10.96 ^{xy}	3.12.96	1 (19.11.96)	5.12.96	35
	Immigration (Education) Charge Amendment Bill 1996— <i>provisions</i>	31.10.96	Immediately	LC	31.10.96 ^{xy}	2.12.96	–	Reference withdrawn 31.10.96	–
	Migration Legislation Amendment Bill (No. 3) 1996— <i>provisions</i>	31.10.96	Immediately	LC	31.10.96 ^{xy}	2.12.96	1 (19.11.96)	5.12.96	35

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time [§]	Date report presented	Calendar days reference to report
	Social Security Legislation Amendment (Further Budget and Other Measures) Bill 1996— <i>provisions</i> (a) Select Committee on Superannuation (b) Community Affairs	31.10.96	Immediately	(a) SCS (b) CA	(a)31.10.96* (b)31.10.96*	(a) 18.11.96 (b) 18.11.96	(a) 2 (18.11.96; 21.11.96)	(a) 26.11.96 (b) 18.11.96	(a) 26 (b) 18
	Euthanasia Laws Bill 1996— <i>provisions</i> ^{††2}	7.11.96	Immediately	LC	7.11.96 ^{‡‡}	24.2.97	2 (10.2.97; 4.3.97)	6.3.97	119
	Taxation Laws Amendment Bill (No. 3) 1996— <i>provisions</i>	7.11.96	Immediately	Eco	7.11.96 ^{‡‡}	5.12.96	1 (4.12.96)	10.12.96	33
	Commonwealth Services Delivery Agency Bill 1996— <i>provisions</i>	12.12.96	Immediately	CA	12.12.96 ^{‡‡}	18.3.97	0	18.3.97	96
	Retirement Savings Accounts Bill 1996 (subsequently, Retirement Savings Accounts Bill 1997)— <i>provisions</i> Retirement Savings Accounts (Consequential Amendments) Bill 1996 (subsequently, Retirement Savings Accounts (Consequential Amendments) Bill 1997)— <i>provisions</i> Retirement Savings Accounts Supervisory Levy Bill 1996— <i>provisions</i>	12.12.96	Immediately	SCS	12.12.96 ^{‡‡}	27.2.97	1 (27.2.97)	6.3.97	84

(Average = 54[±])

* Referred after second reading moved.

‡‡ Provisions referred before introduction of bill(s) in the Senate.

† Private senator's bill.

†† Private member's bill.

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Abbreviations ~ committees

CA Community Affairs Legislation Committee
Eco Economics Legislation Committee
EET Employment, Education and Training Legislation Committee
ERCA Environment, Recreation, Communications and the Arts Legislation Committee
FPA Finance and Public Administration Legislation Committee
FADT Foreign Affairs, Defence and Trade Legislation Committee
LC Legal and Constitutional Legislation Committee
RRAT Rural and Regional Affairs and Transport Legislation Committee
SCS Select Committee on Superannuation

¹ First Selection of Bills Committee recommendation to refer the provisions of a bill contingent upon its introduction in the House of Representatives.
² Reporting date recommended by Selection of Bills Committee varied by Senate from 12.2.97 to 24.2.97 (7.11.96, J.902).

§ Including extensions recommended by the Selection of Bills Committee in later reports.

± Calculated by dividing total calendar days by number of bills or packages of bills (where a group of bills is referred). Where bills in a package are referred or reported on on different days, the longest time from reference to report is used in the calculation of the average.

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time ^s	Date report presented	Calendar days reference to report
1997	Customs and Excise Legislation Amendment Bill (No. 2) 1996 (No. 2— <i>provisions</i>)	6.2.97	Immediately	Eco	6.2.97**	6.3.97	1 (5.3.97)	18.3.97	40
	Financial Laws Amendment Bill 1996— <i>provisions</i>	6.2.97	Immediately	Eco	6.2.97**	14.5.97	0	14.5.97	97
	Human Rights Legislation Amendment Bill 1996 (subsequently, Human Rights Legislation Amendment Bill 1997)— <i>provisions</i>	6.2.97	Immediately	LC	6.2.97**	27.5.97	2 (27.5.97; 17.6.97)	26.6.97	140
	Industrial Relations Legislation Amendment Bill 1996— <i>provisions</i>	6.2.97	Immediately	Eco	6.2.97**	27.5.97	0	27.5.97	110
	Productivity Commission Bill 1996— <i>provisions</i>	6.2.97	Immediately	Eco	6.2.97**	24.3.97	0	24.3.97	46
	Reform of Employment Services Bill 1996— <i>provisions</i>	6.2.97	Immediately	CA	6.2.97*	9.5.97	0	18.3.97	40
	Reform of Employment Services (Consequential Provisions) Bill 1996— <i>provisions</i>	26.2.97	Immediately	CA	26.2.97**	24.3.97	0	24.3.97	26
	Hearing Services Administration Bill 1997	26.2.97	Immediately	SCS	26.2.97**	18.3.97	1 (6.3.97)	20.3.97	22
	Hearing Services and AGHS Reform Bill 1997	26.2.97	Immediately						
	Superannuation Contributions Surcharge (Assessment and Collection) Bill 1997— <i>provisions</i>								
	Superannuation Contributions Surcharge (Consequential Amendments) Bill 1997— <i>provisions</i>								
	Superannuation Contributions Surcharge Imposition Bill 1997— <i>provisions</i>								

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time ^s	Date report presented	Calendar days reference to report
	Termination Payments Surcharge (Assessment and Collection) Bill 1997— <i>provisions</i>								
	Termination Payments Surcharge Imposition Bill 1997— <i>provisions</i> (the short titles of these bills were subsequently amended to replace <i>Surcharge with Tax</i>)								
	AIDC Sale Bill 1997— <i>provisions</i>	6.3.97	Immediately	FPA	6.3.97 ^{**}	Last day of sitting next sitting week 16.5.97	0	20.3.97	14
	Auditor-General Bill 1996— <i>certain provisions</i>	6.3.97	Immediately	LC	6.3.97*		0	15.5.97	70
	Export Market Development Grants Bill 1997— <i>provisions</i>	6.3.97	Immediately	FADT	6.3.97 ^{**}	Last day of sitting next sitting week	0	20.3.97	14
	Export Market Development Grants (Repeal and Consequential Provisions) Bill 1997— <i>provisions</i>								
	Taxation Laws Amendment Bill (No. 2) 1997— <i>provisions</i>	6.3.97	Immediately	Eco	6.3.97 ^{**}	30.5.97	0	29.5.97	84
	Constitutional Convention (Election) Bill 1997— <i>provisions</i>	26.3.97	Immediately upon introduction of bill in House of Representatives	LC	26.3.97 ^{**}	14.5.97	1 (13.5.97)	15.5.97	50
	Social Security Legislation Amendment (Work for the Dole) Bill 1997— <i>provisions</i>	26.3.97	Immediately	CA	26.3.97 ^{**}	23.6.97	0	16.6.97	82
	Australia New Zealand Food Authority Amendment Bill 1996	13.5.97	Immediately	CA	13.5.97*	16.6.97	1 (16.6.97)	23.6.97	41
	Excise Tariff Amendment Bill (No. 1) 1997	13.5.97	Immediately	Eco	13.5.97*	16.6.97	1 (16.6.97)	18.6.97	36
	Taxation Laws Amendment Bill (No. 3) 1997— <i>certain provisions</i>	13.5.97	Immediately				0		
	(a) Select Committee on Superannuation			(a) SCS	(a) 13.5.97 ^{**}	(a) 16.6.97		(a) 16.6.97	(a) 34
	(b) Economics			(b) Eco	(b) 13.5.97 ^{**}	(b) 16.6.97		(b) 16.6.97	(b) 34

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time ^s	Date report presented	Calendar days reference to report
	Taxation Laws Amendment (Infrastructure Borrowings) Bill 1997— <i>provisions</i>	13.5.97	Immediately	Eco	13.5.97**	26.5.97	1 (26.5.97)	29.5.97	16
	Australia New Zealand Food Authority Amendment Bill (No. 2) 1997 ¹	29.5.97	Immediately upon introduction of bill in Senate	CA	29.5.97*	16.6.97	1 (16.6.97)	23.6.97	25
	Small Superannuation Accounts Amendment Bill 1997	19.6.97	Immediately	SCS	19.6.97*	28.8.97	2 (27.8.97; 4.9.97)	23.9.97	96
	Vocational Education and Training Funding Amendment Bill 1997— <i>provisions</i>	19.6.97	Immediately	EET	19.6.97**	4.9.97	0	4.9.97	77
	Administrative Decisions (Effect of International Instruments) Bill 1997— <i>provisions</i> ²	26.6.97	Immediately	LC	26.6.97**	28.8.97	2 (22.9.97; 1.10.97)	20.10.97	116
	Copyright Amendment Bill 1997— <i>provisions</i> ³	26.6.97	Immediately	LC	26.6.97**	28.8.97	3 (4.9.97; 30.9.97; 2.10.97)	27.10.97	123
	Snowy Hydro Corporatisation Bill 1997— <i>provisions</i>	26.6.97	Immediately upon introduction of bill in House of Representatives	FPA	26.6.97**	28.8.97	1 (27.8.97)	2.10.97	98
	Sun Fund Bill 1997 [†]	26.6.97	Immediately	RRAT	26.6.97*	22.9.97	5 ⁴	2.12.97	159
	Health Insurance Commission (Reform and Separation of Functions) Bill 1997— <i>provisions</i>	28.8.97	Immediately	CA	28.8.97**	24.9.97	1 (24.9.97)	25.9.97	28
	Wheat Marketing Amendment Bill 1997— <i>provisions</i>	28.8.97	Immediately	RRAT	28.8.97**	2.10.97	2 (1.10.97; 23.10.97)	28.10.97	61
	Workplace Relations Amendment Bill 1997— <i>provisions</i>	28.8.97	Immediately	Eco	28.8.97**	20.10.97	0	20.10.97	53
	Customs Legislation (Anti-Dumping) Amendment Bill 1997— <i>provisions</i>	4.9.97	Immediately	Eco	4.9.97**	29.9.97	1 (29.9.97)	1.10.97	27
	Customs Tariff (Anti-Dumping) Amendment Bill 1997— <i>provisions</i>								

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time ^s	Date report presented	Calendar days reference to report
	Customs Tariff Amendment Bill (No. 2) 1997 (No. 3)— <i>provisions</i>	4.9.97	Immediately	RRAT	4.9.97 [¥]	20.10.97	3 (20.10.97; 10.11.97; 11.11.97)	17.11.97	74
	Migration Legislation Amendment Bill (No. 4) 1997— <i>provisions</i>	4.9.97	Immediately	LC	4.9.97 [¥]	20.10.97	1 (20.10.97)	30.10.97	56
	Public Service Bill 1997— <i>provisions</i> Public Employment (Consequential and Transitional) Amendment Bill 1997— <i>provisions</i>	4.9.97	Immediately	FPA	4.9.97 [¥]	29.9.97	1 (25.9.97)	2.10.97	28
	Trade Practices Amendment (Fair Trading) Bill 1997 ¹⁵	4.9.97	Immediately	Eco	4.9.97*	6.2.98	–	Reference withdrawn 25.11.97	–
	Child Care Payments Bill 1997— <i>provisions</i> ⁶ Child Care Payments (Consequential Amendments and Transitional Provisions) Bill 1997— <i>provisions</i> ⁶	25.9.97	Immediately	CA	25.9.97 [¥]	27.10.97	0	27.10.97	32
	Native Title Amendment Bill 1997— <i>provisions</i>	2.10.97	Immediately	LC	2.10.97 [¥]	10.11.97	0	10.11.97	39
	Farm Household Support Amendment (Restart and Exceptional Circumstances) Bill 1997— <i>provisions</i>	23.10.97	Immediately	RRAT	23.10.97 [¥]	10.11.97	1 (10.11.97)	11.11.97	19
	Live-stock Transactions Levy Bill 1997— <i>provisions</i>	23.10.97	Immediately	RRAT	23.10.97 [¥]	17.11.97	4 (17.11.97; 18.11.97; 19.11.97; 24.11.97)	25.11.97	33
	Migration Legislation Amendment (Migration Agents) Bill 1997— <i>provisions</i> Migration Agents Registration Application Charge Bill 1997— <i>provisions</i>	23.10.97	Immediately	LC	23.10.97 [¥]	17.11.97	1 (17.11.97)	18.11.97	26

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time ^s	Date report presented	Calendar days reference to report
	Migration Agents Registration Renewal Charge Bill 1997 — <i>provisions</i>								
	Social Security Legislation Amendment (Youth Allowance) Bill 1997— <i>provisions</i>	23.10.97	Immediately	CA	23.10.97 [¥]	17.11.97	0	10.11.97	18
	Superannuation Contributions Tax (Members of Constitutionally Protected Superannuation Funds) Assessment and Collection Bill 1997— <i>provisions</i>	23.10.97	Immediately	SCS	23.10.97*	17.11.97	0	10.11.97	18
	Superannuation Contributions Tax Imposition Amendment Bill 1997— <i>provisions</i>								
	Superannuation Contributions Tax (Members of Constitutionally Protected Superannuation Funds) Imposition Bill 1997— <i>provisions</i>								
	Superannuation Contributions and Termination Payments Taxes Legislation Amendment Bill 1997— <i>provisions</i>								
	Superannuation Legislation Amendment (Superannuation Contributions Tax) Bill 1997— <i>provisions</i>								
	Termination Payments Tax Imposition Amendment Bill 1997— <i>provisions</i>								
	Taxation Laws Amendment (Trust Loss and Other Deductions) Bill 1997— <i>provisions</i>	23.10.97	Immediately	Eco	23.10.97 [¥]	20.11.97	2 (19.11.97; 26.11.97)	2.12.97	40
	Family Trust Distribution Tax (Primary Liability) Bill 1997— <i>provisions</i>								

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time [§]	Date report presented	Calendar days reference to report
	Family Trust Distribution Tax (Secondary Liability) Bill 1997— <i>provisions</i> Medicare Levy Consequential Amendment (Trust Loss) Bill 1997— <i>provisions</i>								
	Social Security Legislation Amendment (Parenting and Other Measures) Bill 1997— <i>provisions</i>	30.10.97	Immediately	CA	30.10.97*	17.11.97	0	17.11.97	18
	Taxation Laws Amendment Bill (No. 5) 1997— <i>provisions</i>	30.10.97	Immediately	Eco	30.10.97 [¥]	25.11.97	2 (25.11.97; 26.11.97)	2.12.97	33
	Migration Legislation Amendment (Strengthening of Provisions relating to Character and Conduct) Bill 1997— <i>provisions</i>	19.11.97	Immediately	LC	19.11.97 [¥]	10.3.98	2 (9.3.98; 11.3.98)	23.3.98	124
	National Environment Protection Measures (Implementation) Bill 1997	19.11.97	Immediately	ERCA	19.11.97*	10.3.98	1 (9.3.98)	12.3.98	113
	National Transmission Network Sale Bill 1997— <i>provisions</i> National Transmission Network Sale Bill (Consequential Amendments) Bill 1997— <i>provisions</i>	19.11.97	Immediately	ERCA	19.11.97 [¥]	10.3.98	1 (9.3.98)	12.3.98	113
	Taxation Laws Amendment (Part-Time Students) Bill 1997 [†]	19.11.97	Immediately	Eco	19.11.97*	8.4.98	4 (31.3.98; 29.6.98; 1.7.98; 2.7.98)	8.7.98	231
	Copyright Amendment Bill (No. 2) 1997	2.12.97	Immediately	LC	2.12.97*	23.3.98	2 (10.3.98; 26.3.98)	1.4.98	120

(Average = 65[±])

* Referred after second reading moved.

¥¥ Provisions referred before introduction of bill(s) in the Senate.

† Private senator's bill.

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Abbreviations ~ committees

CA	Community Affairs Legislation Committee
Eco	Economics Legislation Committee
EET	Employment, Education and Training Legislation Committee
ERCA	Environment, Recreation, Communications and the Arts Legislation Committee
FPA	Finance and Public Administration Legislation Committee
FADT	Foreign Affairs, Defence and Trade Legislation Committee
LC	Legal and Constitutional Legislation Committee
RRAT	Rural and Regional Affairs and Transport Legislation Committee
SCS	Select Committee on Superannuation

- ¹ Second Selection of Bills Committee recommendation to refer a bill contingent upon its introduction in the Senate (the bill was actually introduced on the previous day, 28.5.97, but after the Selection of Bills Committee had met).
- ² Later on 26.6.97, the Senate changed the reporting date to 23.9.97 (J.2266).
- ³ Later on 26.6.97, the Senate changed the reporting date to 23.9.97 (J.2266).
- ⁴ Extensions of time to report granted on 22.9.97; 20.10.97; 28.10.97; 18.11.97; 25.11.97.
- ⁵ On 25.11.97, the Senate withdrew the reference, on recommendation of the Selection of Bills Committee (J.2979).
- ⁶ Although the Journals show the Selection of Bills Committee as recommending that *the bills* be referred, the committee had actually recommended that *the provisions* of the bills be referred (see tabled report), and it was the provisions which were considered and reported on. The bills were not introduced in the Senate until 29.10.97 (J.2764).

§ Including extensions recommended by the Selection of Bills Committee in later reports.

≠ Calculated by dividing total calendar days by number of bills or packages of bills (where a group of bills is referred). Where bills in a package are referred or reported on on different days, the longest time from reference to report is used in the calculation of the average.

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time ^s	Date report presented	Calendar days reference to report
1998 <i>(election year)</i>	Commonwealth Superannuation Board Bill 1997 (subsequently, Commonwealth Superannuation Board Bill 1998)— <i>provisions</i> Superannuation Legislation (Commonwealth Employment) Repeal and Amendment Bill 1997 (subsequently, Superannuation Legislation (Commonwealth Employment) Repeal and Amendment Bill 1998)— <i>provisions</i> Superannuation Legislation (Commonwealth Employment—Saving and Transitional Provisions) Bill 1997 (subsequently, Superannuation Legislation (Commonwealth Employment—Saving and Transitional Provisions) Bill 1998)— <i>provisions</i>	3.3.98	Immediately	SCS	3.3.98 [¥]	26.3.98	1 (26.3.98)	1.4.98	29
	Aged Care Amendment Bill 1998— <i>provisions</i>	11.3.98	Immediately	CA	11.3.98 [¥]	2.4.98	1 (2.4.98)	6.4.98	26
	Australian Capital Territory (Planning and Land Management) Amendment Bill 1997— <i>provisions</i>	11.3.98	Immediately	RRAT	11.3.98 [¥]	31.3.98	3 (30.3.98; 2.4.98; 7.4.98)	8.4.98	28
	Genetic Privacy and Non-discrimination Bill 1998 ^t	25.3.98	Immediately	LC	25.3.98*; provisions re-referred 23.11.98 ^l	11.8.98; last day of sitting for 1998	3 (10.12.98; 16.2.99; 30.3.99)	10.8.98 (interim); 31.3.99 (final)	371 (from initial reference to final)
	Primary Industries and Energy Legislation Amendment Bill (No. 3) 1997— <i>provisions</i>	25.3.98	Immediately	RRAT	25.3.98*	13.5.98	4 (12.5.98; 28.5.98; 22.6.98; 23.6.98)	24.6.98	91

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time ^s	Date report presented	Calendar days reference to report
	Social Security and Veterans' Affairs Legislation Amendment (Retirement Assistance for Farmers) Bill 1998— <i>provisions</i>	25.3.98	Immediately	CA	25.3.98 [¥]	13.5.98	1 (12.5.98)	28.5.98	64
	Workplace Relations Amendment (Superannuation) Bill 1997— <i>provisions</i>	25.3.98	Immediately	SCS	25.3.98 [¥]	8.4.98	2 (7.4.98; 14.5.98)	26.5.98	62
	Health Legislation Amendment (Health Care Agreements) Bill 1998— <i>provisions</i>	1.4.98	Immediately	CA	1.4.98 [¥]	18.5.98	1 (14.5.98)	29.5.98	58
	Social Security and Veterans' Affairs Legislation Amendment (Pension Bonus Scheme) Bill 1998— <i>provisions</i>	1.4.98	Immediately	CA	1.4.98 [¥]	13.5.98	1 (12.5.98)	28.5.98	57
	Australian Prudential Regulation Authority Bill 1998— <i>provisions</i> Authorised Deposit-taking Institutions Supervisory Levy Imposition Bill 1998— <i>provisions</i> Authorised Non-operating Holding Companies Supervisory Levy Imposition Bill 1998— <i>provisions</i> Financial Institutions Supervisory Levies Collection Bill 1998— <i>provisions</i> Financial Sector Reform (Amendments and Transitional Provisions) Bill 1998— <i>provisions</i> Financial Sector (Shareholdings) Bill 1998— <i>provisions</i>	8.4.98	Immediately	Eco	8.4.98 [¥]	13.5.98	0	13.5.98	35

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time [§]	Date report presented	Calendar days reference to report
	General Insurance Supervisory Levy Imposition Bill 1998— <i>provisions</i>								
	Life Insurance Supervisory Levy Imposition Bill 1998— <i>provisions</i>								
	Payment Systems (Regulation) Bill 1998— <i>provisions</i>								
	Retirement Savings Account Providers Supervisory Levy Imposition Bill 1998— <i>provisions</i>								
	Superannuation Supervisory Levy Imposition Bill 1998— <i>provisions</i>								
	Commonwealth Rehabilitation Service Reform Bill 1998— <i>provisions</i>	13.5.98	Immediately	CA	14.5.98 ^{¶¶}	4.6.98	1 (27.5.98)	23.6.98	40
	Human Rights Legislation Amendment Bill (No. 2) 1998— <i>provisions</i>	13.5.98	Immediately	LC	14.5.98 ^{¶¶} ; provisions re-referred 12.11.98 [!]	10.8.98; 1.12.98	2 (1.12.98; 8.12.98)	10.8.98 (interim); 17.2.99 (final)	279 (from initial reference to final)
	Stevedoring Levy (Collection) Bill 1998— <i>provisions</i>	13.5.98	Immediately	RRAT	14.5.98 ^{¶¶}	22.6.98	2 (28.5.98; 23.6.98)	23.6.98	40
	Stevedoring Levy (Imposition) Bill 1998— <i>provisions</i>	13.5.98	Immediately	ERCA	14.5.98 ^{¶¶}	22.6.98	1 (22.6.98)	23.6.98	40
	Datacasting Charge (Imposition) Bill 1998— <i>provisions</i> ²	13.5.98	Immediately	ERCA	14.5.98 ^{¶¶}	22.6.98	1 (22.6.98)	23.6.98	40
	Television Broadcasting Services (Digital Conversion) Bill 1998— <i>provisions</i> ²	13.5.98	Immediately	ERCA	14.5.98 ^{¶¶}	22.6.98	1 (22.6.98)	23.6.98	40
	Electoral and Referendum Amendment Bill (No. 2) 1998— <i>provisions</i> ³	27.5.98	Immediately	FPA	27.5.98*	23.6.98	0	23.6.98	27

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time ^s	Date report presented	Calendar days reference to report
	Film Licensed Investment Company Bill 1998— <i>provisions</i> Taxation Laws Amendment (Film Licensed Investment Company) Bill 1998— <i>provisions</i>	27.5.98	Immediately	ERCA / ECITA	27.5.98 ^{*,†} ; provisions re-referred 12.11.98 [†]	11.8.98; 24.11.98	1 (24.11.98)	11.8.98 (interim); 26.11.98 (final)	183 (from initial reference to final)
	Taxation Laws Amendment Bill (No. 4) 1998— <i>provisions</i> ⁴	27.5.98	Immediately	Eco	27.5.98 ^{*,†}	25.6.98	1 (24.6.98)	11.8.98 (interim)	76 (interim)
	Trade Practices Amendment (Country of Origin Representations) Bill 1998— <i>provisions</i>	27.5.98	Immediately	Eco	27.5.98 ^{*,†}	23.6.98	1 (22.6.98)	24.6.98	28
	Taxation Laws Amendment (Political Donations) Bill 1998— <i>provisions</i> ⁵	24.6.98	Immediately	Eco	24.6.98*	10.8.98	–	Reference withdrawn 12.7.98	–
	Wheat Marketing Legislation Amendment Bill 1998	24.6.98	Immediately	RRAT	24.6.98*	30.6.98	0	30.6.98	6
	Education Services for Overseas Students (Registration of Providers and Financial Regulation) Amendment Bill 1998— <i>provisions</i> ⁶	1.7.98	Immediately	EET	1.7.98 ^{*,†}	13.8.98	0	13.8.98	43
	Social Security and Veterans' Affairs Legislation Amendment (Payment Processing) Bill 1998— <i>provisions</i>	1.7.98	Immediately	CA	1.7.98 ^{*,†} ; provisions re-referred 12.11.98 [†]	13.8.98; 24.11.98	1 (24.11.98)	10.8.98 (interim); 26.11.98 (final)	148 (from initial reference to final)
	Australian Hearing Services Reform Bill 1998— <i>provisions</i>	8.7.98	Immediately	CA	8.7.98 ^{*,†} ; provisions re-referred 26.11.98 [†]	11.8.98; last sitting day of 1998	0	10.8.98 (interim); 3.12.98 (final)	148 (from initial reference to final)
	Broadcasting Services Amendment Bill 1998	8.7.98	Immediately	ERCA / ECITA	8.7.98 ^{*,†} ; provisions re-referred 12.11.98 [†]	9.9.98; 1.12.98	1 (30.11.98)	8.12.98	153 (from initial reference to final)

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time [§]	Date report presented	Calendar days reference to report
	Environment Protection and Biodiversity Conservation Bill 1998 ⁷	8.7.98	Immediately	ERCA / ECITA	8.7.98*; provisions re-referred 12.11.98 ¹	7.10.98; first sitting day in second sitting week in March 1999	1 (11.3.99)	27.4.99	293 (from initial reference)
	Australian Radiation Protection and Nuclear Safety Bill 1998 Australian Radiation Protection and Nuclear Safety (Licence Charges) Bill 1998 Australian Radiation Protection and Nuclear Safety (Consequential Amendments) Bill 1998	26.11.98	Immediately	CA	26.11.98*	1.12.98	1 (1.12.98)	2.12.98	6
	Petroleum Retail Legislation Repeal Bill 1998— <i>provisions</i>	26.11.98	Immediately	RRAT	26.11.98 ^y	11.3.99	7 ⁸	29.6.99	215
	Private Health Insurance Incentives Bill 1998— <i>provisions</i> Private Health Insurance Incentives Amendment Bill 1998— <i>provisions</i> Taxation Laws Amendment (Private Health Insurance) Bill 1998— <i>provisions</i>	26.11.98	Immediately	CA	26.11.98 ^y	7.12.98	1 (7.12.98)	8.12.98	12
	Wool International Amendment Bill 1998 ⁹	26.11.98	Immediately	RRAT	26.11.98*	2.12.98	0	2.12.98	6
	Telstra (Transition to Full Private Ownership) Bill 1998 (subsequently, Telstra (Further Dilution of Public Ownership) Bill 1999) Telecommunications (Consumer Protection and Service Standards) Bill 1998 Telecommunications Legislation Amendment Bill 1998	2.12.98	Immediately	ECITA	2.12.98*	15.2.99	1 (15.2.99)	8.3.99	96

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time [§]	Date report presented	Calendar days reference to report
	Telecommunications (Universal Service Levy) Amendment Bill 1998								
	NRS Levy Imposition Amendment Bill 1998								
	Workplace Relations Amendment (Unfair Dismissals) Bill 1998— <i>provisions</i> ⁰	2.12.98	Immediately	EWR/SBE	2.12.98 [¥]	15.2.99	0	15.2.99	75
	Aboriginal and Torres Strait Islander Heritage Protection Bill 1998— <i>provisions</i> ¹	9.12.98	Immediately	LC	9.12.98 [¥]	8.3.99	2 (8.3.99; 22.3.99)	31.3.99	112
	Health Legislation Amendment Bill (No. 4) 1998 (subsequently, Health Legislation Amendment Bill (No. 2) 1999)— <i>provisions</i>	9.12.98	Immediately	CA	9.12.98 [¥]	8.3.99	1 (8.3.99)	9.3.99	90
	Migration Legislation Amendment (Judicial Review) Bill 1998	9.12.98	Immediately	LC	9.12.98*	22.3.99	1 (22.3.99)	21.4.99	133
	Migration Legislation Amendment Bill (No. 2) 1998 (subsequently, Migration Legislation Amendment Bill (No. 1) 1999)	9.12.98	Immediately	LC	9.12.98 ^{¥*}	8.3.99	2 (8.3.99; 22.3.99)	21.4.99	133
	Migration (Visa Application) Charge Amendment Bill 1998— <i>provisions</i>								
	Regional Forest Agreements Bill 1998— <i>provisions</i> ¹²	9.12.98	Immediately	RRAT	9.12.98 ^{¥*}	15.2.99	1 (15.2.99)	25.2.99	78

(Average = 94[±])

* Referred after second reading moved.

¥¥ Provisions referred before introduction of bill(s) in the Senate.

† Private senator's bill.

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Abbreviations ~ committees

CA	Community Affairs Legislation Committee
Eco	Economics Legislation Committee
ECITA	Environment, Communications, Information Technology and the Arts Legislation Committee
EET	Employment, Education and Training Legislation Committee
ERCA	Environment, Recreation, Communications and the Arts Legislation Committee
EWR/SBE	Employment, Workplace Relations, Small Business and Education Legislation Committee
FPA	Finance and Public Administration Legislation Committee
LC	Legal and Constitutional Legislation Committee
RRAT	Rural and Regional Affairs and Transport Legislation Committee
SCS	Select Committee on Superannuation

¹ Re-referred following 1998 election (J.94, 118, 184).

² Selection of Bills Committee recommended the provisions of the two bills be referred on 13.5.98, but did not make a recommendation on the committee or a reporting date (J.3761); the Senate referred the provisions of the bills to the Environment, Recreation, Communications and the Arts Legislation Committee and set a reporting date of 22.6.98 on 14.5.98 (J.3789).

³ Selection of Bills Committee recommended the reference of the provisions of the bill to the Finance and Public Administration Legislation Committee but did not recommend a reporting date; the Senate set a reporting date of 23.6.98 on 27.5.98 (J.3855).

⁴ The provisions of the bill were re-referred on 18.2.99 (J.490)—see section of Table for 1999. The bill was re-introduced as Taxation Laws Amendment Bill (No. 2) 1999 on 19.4.99 (J.707).

⁵ Selection of Bills Committee recommended the reference of the provisions of the bill to the Economics Legislation Committee but did not recommend a reporting date; the Senate set a reporting date of 10.8.98 on 24.6.98 (J.4015). The reference was subsequently withdrawn from the committee on 12.7.98 (J.4355).

⁶ Selection of Bills Committee recommendation not to refer the bill was amended in the Senate to refer it to the Employment, Education and Training Legislation Committee for report on 13.8.98 (J.4142).

⁷ Selection of Bills Committee recommended the reference of the bill to a committee but was unable to agree on the committee or a reporting date; the Senate referred the bill to the Environment, Recreation, Communications and the Arts Legislation Committee and set a reporting date of 7.10.98 on 8.7.98 (J.4268); provisions of the bill re-referred on 12.1.98.

⁸ Extensions of time to report granted on 16.2.99; 22.3.99; 30.3.99; 19.4.99; 12.5.99; 27.5.99; 28.6.99.

⁹ The provisions of this bill were originally referred by the Senate on 23.11.98 for report 30.11.98 (J.118), extended to 2.12.98 on 26.11.98 (J183); bill itself referred as result of recommendation

¹⁰ by Selection of Bills Committee on 26.11.98, for report on 2.12.98 (J.178).

¹¹ Selection of Bills Committee also recommended the reference of the provisions of another workplace relations bill, the Workplace Relations Legislation Amendment (Youth Employment) Bill 1998, on 2.12.98 but the Senate, by an amendment to the motion to adopt the committee's report, resolved not to refer the bill (J.245).

¹² Selection of Bills Committee recommended the reference of the provisions of the bill to the Legal and Constitutional Legislation Committee but did not recommend a reporting date; the Senate set a reporting date of 8.3.99 on 9.12.98 (J.354).

¹³ Selection of Bills Committee recommended the reference of the provisions of the bill to the Rural and Regional Affairs and Transport Legislation Committee but did not recommend a reporting date; the Senate set a reporting date of 15.2.99 on 9.12.98 (J.354).

¹⁴ Including extensions recommended by the Selection of Bills Committee in later reports.

¹⁵ Calculated by dividing total calendar days by number of bills or packages of bills (where a group of bills is referred). Where bills in a package are referred or reported on on different days, the longest time from reference to report is used in the calculation of the average.

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time ^s	Date report presented	Calendar days reference to report
1999	Customs Legislation Amendment Bill (No. 1) 1998 (subsequently, Customs Legislation Amendment Bill (No. 1) 1999)	18.2.99	Immediately	LC	18.2.99*	10.3.99	0	10.3.99	20
	Quarantine Amendment Bill 1998— <i>provisions</i>	18.2.99	Immediately	RRAT	18.2.99**	31.3.99	0	31.3.99	41
	Taxation Laws Amendment Bill (No. 4) 1998 (subsequently, Taxation Laws Amendment Bill (No. 2) 1999)— <i>provisions</i> ¹	18.2.99	Immediately	Eco	18.2.99**	29.4.99	2 (28.4.99; 12.5.99)	27.5.99	98
	Radiocommunications Legislation Amendment Bill 1999— <i>provisions</i> Radiocommunications (Receiver Licence Tax) Amendment Bill 1999— <i>provisions</i> Radiocommunications (Transmitter Licence Tax) Amendment Bill 1999— <i>provisions</i>	10.3.99	Immediately	ECITA	10.3.99**	26.4.99	2 (20.4.99; 22.4.99)	11.5.99	62
	Textile, Clothing and Footwear Strategic Investment Program Bill 1999— <i>provisions</i>	10.3.99	Immediately	Eco	10.3.99**	13.5.99	1 (12.5.99)	23.6.99	105
	Classification (Publications, Films and Computer Games) Amendment Bill 1998 Classification (Publications, Films and Computer Games) Charges Bill 1998	24.3.99	Immediately	LC	24.3.99*	29.3.99	1 (29.3.99)	29.3.99 (interim) 19.4.99 (final)	26 (to final)
	Environmental Reform (Consequential Provisions) Bill 1998 (subsequently, Environmental Reform (Consequential Provisions) Bill 1999)	24.3.99	Immediately	ECITA	24.3.99*	27.4.99	0	27.4.99	34
	Health Legislation Amendment Bill (No. 3) 1999— <i>provisions</i>	24.3.99	Immediately	CA	24.3.99**	30.4.99	0	30.4.99	37

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time ^s	Date report presented	Calendar days reference to report
	Compensation for Non-economic Loss (Social Security and Veterans' Entitlements Legislation Amendment) Bill 1999— <i>provisions</i>	31.3.99	Immediately	CA	31.3.99**	24.5.99	1 (24.5.99)	25.5.99	55
	Financial Sector Reform (Amendments and Transitional Provisions) Bill (No. 1) 1999 Financial Sector (Transfers of Business) Bill 1999 Income Tax Rates Amendment (RSAs Provided by Registered Organizations) Bill 1999	31.3.99	Immediately	Eco	31.3.99*	13.5.99	0	13.5.99	43
	Higher Education Legislation Amendment Bill 1999— <i>provisions</i>	31.3.99	Immediately	EWSRBE	31.3.99**	25.5.99	0	25.5.99	55
	Telecommunications Laws Amendment (Universal Service Cap) Bill 1999— <i>provisions</i>	31.3.99	Immediately	ECITA	31.3.99**	30.4.99	0	29.4.99	29
	Aboriginal Land Rights (Northern Territory) Amendment Bill (No. 2) 1999— <i>provisions</i>	21.4.99	Immediately	FPA	21.4.99**	12.8.99	0	12.8.99	113
	Australia New Zealand Food Authority Amendment Bill 1999	21.4.99	Immediately	CA	21.4.99*	30.6.99	1 (28.6.99)	11.8.99	112
	Norfolk Island Amendment Bill 1999	21.4.99	Immediately	LC	21.4.99*	12.8.99	1 (12.8.99)	23.8.99	124
	Wool International Privatisation Bill 1999— <i>provisions</i>	21.4.99	Immediately	RRAT	21.4.99**	24.5.99	1 (24.5.99)	25.5.99	34
	Environment and Heritage Legislation Amendment Bill 1999	28.4.99	Immediately	ECITA	28.4.99*	10.8.99	0	10.8.99	104
	Tradesmen's Rights Regulation Repeal Bill 1999— <i>provisions</i>	28.4.99	Immediately	EWSRBE	28.4.99**	10.8.99	1 (10.8.99)	12.8.99	106
	Superannuation Legislation Amendment Bill (No. 3) 1999— <i>provisions</i>	12.5.99	Immediately	Eco	12.5.99**	22.6.99	0	22.6.99	41
	Navigation Amendment (Employment of Seafarers) Bill 1998	26.5.99	Immediately	EWSRBE	26.5.99*	10.8.99	1 (10.8.99)	12.8.99	78

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time ^s	Date report presented	Calendar days reference to report
	Copyright Amendment (Importation of Sound Recordings) Bill 1999	25.6.99 (presented out of sittings)	Immediately	LC	28.6.99*	10.8.99	1 (10.8.99)	11.8.99	44
	Customs Amendment (Warehouses) Bill 1999 Import Processing Charges Amendment (Warehouses) Bill 1999	25.6.99 (presented out of sittings)	Immediately	Eco	28.6.99*	10.8.99	1 (10.8.99)	12.8.99	45
	Social Security (Administration) Bill 1999— <i>provisions</i> Social Security (International Agreements) Bill 1999— <i>provisions</i> Social Security (Administration and International Agreements) Bill 1999— <i>provisions</i>	25.6.99 (presented out of sittings)	Immediately	CA	28.6.99**	10.8.99	1 (10.8.99)	23.8.99	56
	Stevedoring Levy (Collection) Amendment Bill 1999	25.6.99 (presented out of sittings)	Immediately	RRAT	28.6.99*	24.8.99	2 (24.8.99; 20.9.99)	28.9.99	92
	Federal Magistrates Bill 1999— <i>provisions</i> Federal Magistrates (Consequential Amendments) Bill 1999— <i>provisions</i>	30.6.99	Immediately	LC	30.6.99**	30.9.99	1 (30.9.99)	11.10.99	103
	National Health Amendment (Lifetime Health Cover) Bill 1999	30.6.99	Immediately	CA	30.6.99*	24.8.99	1 (24.8.99)	25.8.99	56
	Superannuation Contributions and Termination Payments Taxes Legislation Amendment Bill 1999— <i>provisions</i>	11.8.99	Immediately	Eco	11.8.99**	15.9.99	0	15.9.99	35
	Veterans' Affairs Legislation Amendment Bill (No. 1) 1999— <i>provisions</i>	11.8.99	Immediately	FADT	11.8.99**	30.9.99	0	30.9.99	50
	Workplace Relations Legislation Amendment (More Jobs, Better Pay) Bill 1999— <i>provisions</i>	11.8.99	Immediately	EWSRBE	11.8.99**	29.11.99	0	29.11.99	110

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time [§]	Date report presented	Calendar days reference to report
	Parliamentary Service Bill 1999— <i>provisions</i>	25.8.99	Immediately	SCAS	25.8.99 [¶]	21.9.99	0	20.9.99	26
	Taxation Laws Amendment Bill (No. 5) 1999	25.8.99	Immediately	Eco	25.8.99*	20.9.99	2 (2.9.99; 29.9.99)	12.10.99	48
	Family Law Amendment Bill 1999 (subsequently, Family Law Amendment Bill 2000)— <i>provisions</i>	29.9.99	Immediately	LC	29.9.99 [¶]	29.11.99	1 (29.11.99)	6.12.99	68
	A New Tax System (Tax Administration) Bill 1999	13.10.99	Immediately	Eco	13.10.99*	29.11.99	0	29.11.99	47
	Social Security Amendment (Disposal of Assets) Bill 1999	13.10.99	Immediately	CA	13.10.99*	22.11.99	0	22.11.99	40
	Superannuation Legislation Amendment Bill (No. 4) 1999	13.10.99	Immediately	SFS	13.10.99*	25.11.99	1 (25.11.99)	30.11.99	48
	Taxation Laws Amendment Bill (No. 8) 1999	13.10.99	Immediately	Eco	13.10.99*	29.11.99	0	29.11.99	47
	Australian Federal Police Legislation Amendment Bill 1999— <i>provisions</i>	20.10.99	Immediately	LC	20.10.99 [¶]	6.12.99	1 (6.12.99)	8.12.99	49
	Choice of Superannuation Funds (Consumer Protection) Bill 1999— <i>provisions</i> ²	20.10.99	Immediately	SFS	20.10.99 [¶]	22.11.99	0	22.11.99	33
	Diesel and Alternative Fuels Grants Scheme (Administration and Compliance) Bill 1999	20.10.99	Immediately	Eco	20.10.99*	30.11.99	0	30.11.99	41
	Taxation Laws Amendment Bill (No. 9) 1999	20.10.99	Immediately	Eco	20.10.99*	30.11.99	0	30.11.99	41
	A New Tax System (Indirect Tax and Consequential Amendments) Bill 1999— <i>provisions</i>	30.11.99	Immediately	Eco	30.11.99 [¶] **	7.12.99	0	7.12.99	7
	A New Tax System (Indirect Tax and Consequential Amendments) Bill (No. 2) 1999— <i>provisions</i>								

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time [§]	Date report presented	Calendar days reference to report
	Customs Legislation Amendment (Criminal Sanctions and Other Measures) Bill 1999 (subsequently, Customs Legislation Amendment (Criminal Sanctions and Other Measures) Bill 2000)— <i>provisions</i>	8.12.99	Immediately	LC	8.12.99**	16.2.00	0	16.2.00	70
	Sydney Harbour Federation Trust Bill 1999	8.12.99	Immediately	ECITA	8.12.99*	7.3.00	1 (17.2.00)	3.4.00	117

(Average = 60[±])

* Referred after second reading moved.

** Provisions referred before introduction of bill(s) in the Senate.

Abbreviations ~ committees

CA Community Affairs Legislation Committee
 Eco Economics Legislation Committee
 ECITA Environment, Communications, Information Technology and the Arts Legislation Committee
 EWR/SBE Employment, Workplace Relations, Small Business and Education Legislation Committee
 FADT Foreign Affairs, Defence and Trade Legislation Committee
 FPA Finance and Public Administration Legislation Committee
 LC Legal and Constitutional Legislation Committee
 RRAT Rural and Regional Affairs and Transport Legislation Committee
 SCAS Standing Committee on Appropriations and Staffing
 SFS Select Committee on Superannuation and Financial Services

¹ This bill was first referred to a committee in 1998—see Taxation Laws Amendment Bill (No. 4) 1998 in section of table for 1998. The bill was re-introduced and re-referred as Taxation Laws Amendment Bill (No. 2) 1999 on 19.4.99 (J.707).

² Selection of Bills Committee recommended the reference of the provisions of the bill to the Select Committee on Superannuation and Financial Services but did not recommend a reporting date; the Senate set a reporting date of 22.11.99 on 20.10.99 (J.1952).

[§] Including extensions recommended by the Selection of Bills Committee in later reports.

[±] Calculated by dividing total calendar days by number of bills or packages of bills (where a group of bills is referred). Where bills in a package are referred or reported on on different days, the longest time from reference to report is used in the calculation of the average.

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time ^s	Date report presented	Calendar days reference to report
2000	Broadcasting Services Amendment Bill (No. 4) 1999 (subsequently, Broadcasting Services Amendment Bill 2000)— <i>provisions</i>	16.2.00	Immediately	FADT	16.2.00 ^{¥¥}	4.4.00	0	4.4.00	48
	Classification (Publications, Films and Computer Games) Amendment Bill (No. 2) 1999 (subsequently, Classification (Publications, Films and Computer Games) Amendment Bill (No. 2) 200— <i>provisions</i> ¹)	16.2.00	Immediately	LC	16.2.00 ^{¥¥}	4.4.00	1 (4.4.00)	6.4.00	50
	Albury-Wodonga Development Amendment Bill 1999	8.3.00	Immediately	RRAT	8.3.00*	4.4.00	1 (4.4.00)	5.4.00	28
	Australian Wool Research and Promotion Organisation Amendment (Funding and Wool Tax) Bill 2000— <i>provisions</i>	8.3.00	Immediately	RRAT	8.3.00 ^{¥¥}	10.4.00	1 (6.4.00)	11.4.00	34
	Customs Tariff Amendment Bill (No. 1) 2000— <i>provisions</i> Excise Tariff Amendment Bill (No. 1) 2000— <i>provisions</i>	8.3.00	Immediately	Eco	8.3.00 ^{¥¥}	4.4.00	1 (4.4.00)	9.5.00	62
	Dairy Industry Adjustment Bill 2000— <i>provisions</i> Dairy Adjustment Levy (Excise) Bill 2000— <i>provisions</i> Dairy Adjustment Levy (Customs) Bill 2000— <i>provisions</i> Dairy Adjustment Levy (General) Bill 2000— <i>provisions</i>	8.3.00	Immediately	RRAT	8.3.00 ^{¥¥}	15.3.00	0	15.3.00	7
	Telecommunications (Interception) Legislation Amendment Bill 2000— <i>provisions</i>	8.3.00	Immediately	LC	8.3.00 ^{¥¥}	11.5.00	0	11.5.00	64
	Health Legislation Amendment (Gap Cover Schemes) Bill 2000— <i>provisions</i>	6.4.00	Immediately	CA	6.4.00 ^{¥¥}	9.5.00	1 (9.5.00)	10.5.00	34
	A New Tax System (Trade Practices Amendment) Bill 2000	12.4.00	Immediately	Eco	12.4.00*	9.5.00	0	9.5.00	27
	Postal Services Legislation Amendment Bill 2000— <i>provisions</i>	12.4.00	Immediately	ECITA	12.4.00 ^{¥¥}	5.6.00	0	5.6.00	54

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time ^s	Date report presented	Calendar days reference to report
	Social Security and Veterans' Entitlements Legislation Amendment (Miscellaneous Matters) Bill 2000	12.4.00	Immediately	CA	12.4.00**	5.6.00	0	5.6.00	54
	Broadcasting Services Amendment (Digital Television and Datacasting) Bill 2000— <i>provisions</i>	10.5.00	Immediately	ECITA	10.5.00**	8.6.00	0	8.6.00	29
	Family Law Legislation Amendment (Superannuation) Bill 2000 (subsequently, Family Law Legislation Amendment (Superannuation) Bill 2001— <i>provisions</i>)	10.5.00	Immediately	SFS	10.5.00**	14.8.00	4 (8.6.00; 9.10.00; 28.11.00; 8.2.01)	28.11.00 (interim) 6.3.01 (final)	300 (to final)
	New Business Tax System (Alienation of Personal Services Income) Bill 2000— <i>provisions</i>	10.5.00	Immediately	Eco	10.5.00**	5.6.00	0	5.6.00	26
	New Business Tax System (Alienated Personal Services Income) Tax Imposition Bill (No. 1) 2000— <i>provisions</i>								
	New Business Tax System (Alienated Personal Services Income) Tax Imposition Bill (No. 2) 2000— <i>provisions</i>								
	Taxation Laws Amendment Bill (No. 11) 1999— <i>provisions</i>	10.5.00	Immediately	Eco	10.5.00**	20.6.00	0	20.6.00	41
	Telecommunications (Consumer Protection and Service Standards) Amendment Bill (No. 1) 2000— <i>provisions</i>	10.5.00	Immediately	ECITA	10.5.00**	19.6.00	0	19.6.00	40
	A New Tax System (Tax Administration) Bill (No. 2) 2000— <i>provisions</i>	7.6.00	Immediately	Eco	7.6.00**	22.6.00	0	22.6.00	15
	New Business Tax System (Integrity Measures) Bill 2000— <i>provisions</i>	7.6.00	Immediately	Eco	7.6.00**	20.6.00	0	20.6.00	13

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time [§]	Date report presented	Calendar days reference to report
	Sales Tax (Customs) (Industrial Safety Equipment) Bill 2000 Sales Tax (Excise) (Industrial Safety Equipment) Bill 2000 Sales Tax (General) (Industrial Safety Equipment) Bill 2000 Sales Tax (Industrial Safety Equipment) (Transitional Provisions) Bill 2000	7.6.00	Immediately	Eco	7.6.00*	22.6.00	0	22.6.00	15
	New Business Tax System (Miscellaneous) Bill (No. 2) 2000— <i>provisions</i> ²	21.6.00	Immediately	SFS	21.6.00 ^{¥¥}	27.6.00	0	27.6.00	6
	Petroleum Excise Amendment (Measures to Address Evasion) Bill 2000	21.6.00	Immediately	Eco	21.6.00*	17.8.00	0	17.8.00	57
	Administrative Review Tribunal Bill 2000— <i>provisions</i>	28.6.00	Immediately upon introduction of bill in House of Representatives	LC	28.6.00 ^{¥¥}	7.9.00	2 (7.9.00; 6.2.01)	14.2.01	231
	Defence Legislation Amendment (Aid to Civilian Authorities) Bill 2000— <i>provisions</i>	28.6.00	Immediately	FADT	28.6.00 ^{¥¥}	16.8.00	0	16.8.00	49
	Excise Amendment (Compliance Improvement) Bill 2000 ³	28.6.00	Immediately	Eco	28.6.00*	16.8.00	1 (16.8.00)	17.8.00	50
	Financial Sector Legislation Amendment Bill (No. 1) 2000 (a) Economics (b) Select Committee on Superannuation and Financial Services— <i>certain provisions</i>	28.6.00	Immediately	(a) Eco (b) SFS	28.6.00*	(a) 16.8.00 (b) 16.8.00	(a) 1 (15.8.00) (b) 1 (15.8.00)	(a) 30.8.00 (b) 30.8.00	(a) 63 (b) 63
	Renewable Energy (Electricity) Bill 2000— <i>provisions</i> ⁴ Renewable Energy (Electricity) (Charge) Bill 2000— <i>provisions</i> ⁴	28.6.00	Immediately	ECITA (ECITAR)	28.6.00 ^{¥¥} (29.6.00)	14.8.00 (15.8.00)	0	15.8.00	47

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time ^s	Date report presented	Calendar days reference to report
	Telecommunications (Consumer Protection and Service Standards) Amendment Bill (No. 2) 2000— <i>provisions</i>	28.6.00	Immediately upon introduction of bill in House of Representatives	ECTA	29.6.00 ^{¥*}	25.8.00	1 (17.8.00)	29.8.00	61
	Privacy Amendment (Private Sector) Bill 2000— <i>provisions</i> ^s	16.8.00	Immediately	LC	16.8.00 ^{¥*}	5.10.00	1 (5.10.00)	10.10.00	55
	Taxation Laws Amendment Bill (No. 7) 2000— <i>provisions</i>	16.8.00	Immediately	Eco	16.8.00 ^{¥*}	5.10.00	0	5.10.00	50
	Workplace Relations Amendment (Australian Workplace Agreements Procedures) Bill 2000— <i>provisions</i> Workplace Relations Amendment (Secret Ballots for Protected Action) Bill 2000— <i>provisions</i> Workplace Relations Amendment (Tallies and Picnic Days) Bill 2000— <i>provisions</i> Workplace Relations Amendment (Termination of Employment) Bill 2000— <i>provisions</i>	16.8.00	Immediately	EWR/SBE	16.8.00 ^{¥*}	7.9.00	0	7.9.00	22
	Interactive Gambling (Moratorium) Bill 2000 ⁶	17.8.00	Immediately upon introduction of bill in Senate	ECTA	17.8.00 [¥]	4.9.00	0	4.9.00	18
	Vocational Education and Training Funding Amendment Bill 2000	30.8.00	Immediately	EWR/SBE	30.8.00*	13.10.00	0	12.10.00	43
	Child Support Legislation Amendment Bill (No. 2) 2000— <i>provisions</i>	6.9.00	Immediately	CA	6.9.00 ^{¥*}	10.10.00	0	10.10.00	34
	Education Services for Overseas Students Bill 2000— <i>provisions</i> Education Services for Overseas Students (Assurance Fund Contributions) Bill 2000— <i>provisions</i> Education Services for Overseas Students (Registration Charges) Amendment Bill 2000— <i>provisions</i>	6.9.00	Immediately	EWR/SBE	6.9.00 ^{¥*}	6.11.00	1 (2.11.00)	28.11.00	83

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time ^s	Date report presented	Calendar days reference to report
	Education Services for Overseas Students (Consequential and Transitional) Bill 2000— <i>provisions</i> Migration Legislation Amendment (Overseas Students) Bill 2000— <i>provisions</i>								
	Telecommunications Legislation Amendment Bill 2000	6.9.00	Immediately	ECITA	6.9.00*	3.10.00	1 (3.10.00)	8.11.00	63
	Aged Care Amendment Bill 2000— <i>provisions</i>	11.10.00	Immediately	CA	11.10.00 ^y	7.11.00	0	7.11.00	27
	Australian Research Council Bill 2000— <i>provisions</i> Australian Research Council (Consequential and Transitional Provisions) Bill 2000— <i>provisions</i>	11.10.00	Immediately	EWR/SBE	11.10.00 ^y	28.11.00	0	28.11.00	48
	Crimes Amendment (Forensic Procedures) Bill 2000	11.10.00	Immediately	LC	11.10.00*	5.12.00	0	5.12.00	55
	Freedom of Information Amendment (Open Government) Bill 2000 ^t	11.10.00	Immediately	LC	11.10.00*	31.3.01	1 (27.3.01)	5.4.01	176
	Administrative Review Tribunal (Consequential and Transitional Provisions) Bill 2000— <i>provisions</i> ⁷	12.10.00	Immediately	LC	12.10.00 ^y	First sitting day 2001	1 (6.2.01)	14.2.01	125
	Sex Discrimination Amendment Bill (No. 1) 2000 (subsequently, Sex Discrimination Amendment Bill (No. 1) 2001— <i>provisions</i>)	1.11.00	Immediately	LC	1.11.00 ^y	4.12.00	1 (4.12.00)	27.2.01	118
	Taxation Laws Amendment (Superannuation Contributions) Bill 2000	1.11.00	Immediately	SFS	1.11.00*	4.12.00	0	4.12.00	33
	Taxation Laws Amendment Bill (No. 8) 2000— <i>provisions</i>	8.11.00	Immediately	Eco	8.11.00 ^y	30.11.00	0	30.11.00	22
	Charter of Political Honesty Bill 2000 ¹⁸ Electoral Amendment (Political Honesty) Bill 2000 ¹⁸	29.11.00	Immediately	FPA	29.11.00*; reference re-adopted 21.3.02	24.5.01; 27.6.02	3 (23.5.01; 19.9.01; 25.6.02)	29.8.02	638 (from initial reference)

(Average = 71[±])

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

* Referred after second reading moved.

¥¥ Provisions referred before introduction of bill(s) in the Senate.

¥ Referred immediately after introduction in the Senate.

† Private senator's bill.

Abbreviations ~ committees

CA Community Affairs Legislation Committee
 Eco Economics Legislation Committee
 ECITA Environment, Communications, Information Technology and the Arts Legislation Committee
 ECITAR Environment, Communications, Information Technology and the Arts References Committee
 EWRSBE Employment, Workplace Relations, Small Business and Education Legislation Committee
 FADT Foreign Affairs, Defence and Trade Legislation Committee
 FPA Finance and Public Administration Legislation Committee
 LC Legal and Constitutional Legislation Committee
 RRAT Rural and Regional Affairs and Transport Legislation Committee
 SFS Select Committee on Superannuation and Financial Services

1 Reporting date recommended by Selection of Bills Committee varied by Senate from 14.3.00 to 4.4.00 (16.2.00, J.2316).

2 Selection of Bills Committee reported it could not agree on whether the provisions of the bill should be referred to a committee. The Senate referred the provisions of the bill to the Select Committee on Superannuation and Financial Services for report on 27.6.00 (J.2833).

3 Selection of Bills Committee reported it could not agree on whether the bill should be referred to a committee. The Senate referred the bill to the Economics Legislation Committee for report on 16.8.00 (J.2955).

4 On 29.6.00 the Senate transferred the reference from the Environment, Communications, Information Technology and the Arts Legislation Committee to the Environment, Communications, Information Technology and the Arts References Committee (J.2977).

5 Reporting date of 29.8.00 recommended by Selection of Bills Committee varied by Senate to 'a date to be determined after consulting the Legal and Constitutional Legislation Committee' (J.3088). On 29.8.00 the Senate agreed to a motion moved by the legislation committee chair that the committee report on 5.10.00 (J.3140).

6 Selection of Bills Committee reported it was unable to agree on a reporting date (J.3101). The Senate subsequently set a date of 4.9.00 (J.3106).

7 The Senate adopted a recommendation of the Selection of Bills Committee that the provisions of the bill be considered in conjunction with the provisions of the Administrative Review Tribunal Bill 2000, previously referred (12.10.00, J.3397).

8 Two other private senator's bills, the Auditor of Parliamentary Allowances and Entitlements Bill 2000 [No. 2] and (the provisions of) the Government Advertising (Objectivity, Fairness and Accountability) Bill 2000, were referred by the Senate on 5.12.00 for consideration in conjunction with these bills (J.3728).

§ Including extensions recommended by the Selection of Bills Committee in later reports.

± Calculated by dividing total calendar days by number of bills or packages of bills (where a group of bills is referred). Where bills in a package are referred or reported on on different days, the longest time from reference to report is used in the calculation of the average.

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time ^s	Date report presented	Calendar days reference to report
2001 (election year)	Aviation Legislation Amendment Bill (No. 2) 2000 (subsequently, Aviation Legislation Amendment Bill (No. 1) 2001)— <i>provisions</i>	7.2.01	Immediately	RRAT	7.2.01 ^{¥¥}	27.3.01	1 (27.3.01)	5.4.01	57
	Occupational Health and Safety (Commonwealth Employment) Amendment Bill 2000— <i>provisions</i>	7.2.01	Immediately	EWRSE	7.2.01 ^{¥¥}	24.5.01	0	24.5.01	106
	Safety, Rehabilitation and Compensation and Other Legislation Amendment Bill 2000— <i>provisions</i>	7.2.01	Immediately	EWRSE	7.2.01 ^{¥¥}	24.5.01	0	24.5.01	106
	Veterans' Affairs Legislation Amendment (Application of Criminal Code) Bill 2000— <i>provisions</i>	7.2.01	Immediately	FADT	7.2.01 ^{¥¥}	26.2.01	0	26.2.01	19
	Australia New Zealand Food Authority Amendment Bill 2001	28.2.01	Immediately	CA	28.2.01*	29.3.01	1 (27.3.01)	3.4.01	34
	Crimes Amendment (Age Determination) Bill 2001— <i>provisions</i>	7.3.01	Immediately upon introduction of bill in House of Representatives	LC	7.3.01 ^{¥¥}	27.3.01	0	27.3.01	20
	Customs Legislation Amendment and Repeal (International Trade Modernisation) Bill 2000 (subsequently, Customs Legislation Amendment and Repeal (International Trade Modernisation) Bill 2001)— <i>provisions</i> Import Processing Charges Bill 2000— <i>provisions</i> Customs Depot Licensing Charges Amendment Bill 2000— <i>provisions</i>	7.3.01	Immediately	LC	7.3.01 ^{¥¥}	22.5.01	1 (22.5.01)	23.5.01	77

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time ^s	Date report presented	Calendar days reference to report
	Copyright Amendment (Parallel Importation) Bill 2001— <i>provisions</i>	28.3.01	Immediately	LC	28.3.01 ^{**}	23.5.01	0	23.5.01	56
	Maritime Legislation Amendment Bill 2000	4.4.01	Immediately	RRAT	4.4.01*	19.6.01	1 (19.6.01)	28.8.01	146
	Sydney Airport Demand Management Amendment Bill 2001	4.4.01	Immediately	RRAT	4.4.01*	23.5.01	0	23.5.01	49
	Interactive Gambling Bill 2001	5.4.01	Immediately	ECITA	5.4.01*	23.5.01	0	23.5.01	48
	Measures to Combat Serious and Organised Crime Bill 2001	5.4.01	Immediately	LC	5.4.01*	19.6.01	2 (19.6.01; 25.6.01)	27.6.01	83
	Workplace Relations Amendment (Transmission of Business) Bill 2001— <i>provisions</i>	5.4.01	Immediately	EWSRBE	5.4.01 ^{**}	18.6.01	0	18.6.01	74
	Workplace Relations (Registered Organisations) Bill 2001— <i>provisions</i>	5.4.01	Immediately	EWSRBE	5.4.01 ^{**}	18.6.01	0	18.6.01	74
	Broadcasting Legislation Amendment Bill (No. 2) 2001— <i>provisions</i>	23.5.01	Immediately	ECITA	23.5.01 ^{**}	19.6.01	0	19.6.01	27
	Innovation and Education Legislation Amendment Bill 2001— <i>provisions</i> ¹	23.5.01	Immediately	EWSRBE	23.5.01 ^{**}	25.6.01	1 (19.6.01)	28.6.01	36
	Bankruptcy Legislation Amendment Bill 2001— <i>provisions</i>	20.6.01	Immediately	LC	20.6.01 ^{**}	7.8.01	0	7.8.01	48
	Bankruptcy (Estate Charges) Amendment Bill 2001— <i>provisions</i>	20.6.01	Immediately	Eco	20.6.01 ^{**}	7.8.01	0	7.8.01	48
	Patents Amendment Bill 2001— <i>provisions</i>	20.6.01	Immediately	Eco	20.6.01 ^{**}	7.8.01	1 (7.8.01)	9.8.01	50
	Space Activities Amendment (Bilateral Agreement) Bill 2001— <i>provisions</i>	20.6.01	Immediately	Eco	20.6.01 ^{**}	7.8.01	–	Reference withdrawn 28.6.01	–
	Workplace Relations Amendment (Prohibition of Compulsory Union Fees) Bill 2001— <i>provisions</i>	20.6.01	Immediately	EWSRBE	20.6.01 ^{**}	30.8.01	1 (23.8.01)	19.9.01	91

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time ^s	Date report presented	Calendar days reference to report
	Alcohol Education and Rehabilitation Account Bill 2001 ²	28.6.01	Immediately	CA	28.6.01**	9.8.01	0	9.8.01	42
	Cybercrime Bill 2001— <i>provisions</i> ³	28.6.01	Immediately	LC	28.6.01**	21.8.01	0	21.8.01	54
	Public Interest Disclosure Bill 2001 [†]	8.8.01	Immediately	FPA	8.8.01*; reference re-adopted 21.3.02	18.4.02; 27.6.02	1 (25.6.02)	26.9.02	414 (from initial reference)
	Taxation Laws Amendment (Research and Development) Bill 2001— <i>provisions</i>	8.8.01	Immediately	Eco	8.8.01**	17.9.01	0	19.9.01	42
	Trade Practices Amendment (Telecommunications) Bill 2001— <i>provisions</i>	22.8.01	Immediately	ECITA	22.8.01**	17.9.01	0	19.9.01	28
	Aviation Legislation Amendment Bill (No. 2) 2001— <i>provisions</i>	29.8.01	Immediately	RRAT	29.8.01**	23.10.01	0	Report not presented; reference lapsed at commencement of new Parliament, not re-adopted	
	Commonwealth Electoral Amendment Bill 2001	29.8.01	Immediately	FPA	29.8.01*	18.9.01	0	19.9.01	21
	Motor Vehicle Standards Amendment Bill 2001— <i>provisions</i>	29.8.01	Immediately	RRAT	29.8.01**	25.9.01	0	26.9.01	28
	Commonwealth Inscribed Stock Amendment Bill 2001— <i>provisions</i>	19.9.01	Immediately	Eco	19.9.01**	6.12.01	0	6.12.01	78
	Disability Services Amendment (Improved Quality Assurance) Bill 2001	19.9.01	Immediately	CA	19.9.01*	24.9.01	2 (24.9.01; 26.9.01)	Report not presented; reference lapsed at commencement of new Parliament, not re-adopted	
	Regional Forest Agreements Bill 2001— <i>provisions</i> ⁴	19.9.01	Immediately	ECITA (RRAT)	19.9.01** (20.9.01)	25.9.01 (25.9.01)	1 (25.9.01)	26.9.01	6
	Workplace Relations and Other Legislation Amendment (Small Business and Other Measures) Bill 2001— <i>provisions</i>	19.9.01	Immediately	EWSRBE	19.9.01**	12.11.01	0	Report not presented; reference lapsed at commencement of new Parliament, not re-adopted	

Appendix 2: Bills, or provisions of bills, referred to committees on recommendation of Selection of Bills Committee 1990–2001

Year	Bill title	Date of Selection of Bills Committee report	Stage at which to be referred	Committee to which referred	Date of actual referral of bill	Initial reporting date as recommended by the committee and/or set by Senate	Number of extensions of time [§]	Date report presented	Calendar days reference to report
	Proceeds of Crime Bill 2001 — provisions [‡]	26.9.01	Immediately	LC	26.9.01 ^{‡*}	22.11.01	0	Report not presented; reference lapsed at commencement of new Parliament, not re-adopted	

(Average = 68[±])

* Referred after second reading moved.

‡ Provisions referred before introduction of bill(s) in the Senate.

† Private senator's bill.

Abbreviations ~ committees

CA Community Affairs Legislation Committee

Eco Economics Legislation Committee

ECITA Environment, Communications, Information Technology and the Arts Legislation Committee

EWRSEB Employment, Workplace Relations, Small Business and Education Legislation Committee

FADT Foreign Affairs, Defence and Trade Legislation Committee

FPA Finance and Public Administration Legislation Committee

LC Legal and Constitutional Legislation Committee

RRAT Rural and Regional Affairs and Transport Legislation Committee

¹ Reporting date recommended by Selection of Bills Committee varied by Senate from 27.6.01 to 25.6.01 (23.5.01, J.4262).

² In report no. 9 of 2001, the Selection of Bills Committee reported it could not agree on whether the provisions of the bill should be referred to a committee (J4472). In its next report, no. 10 of 2001, but presented at the same time, the committee recommended the provisions of the bill be referred to the Community Affairs Legislation Committee, for report on 9.8.01 (28.6.01, J.4473).

³ Certain provisions of the bill were also referred by both Houses to the Joint Select Committee on the Intelligence Services on 28.6.01 (J.4437, 4444). The committee reported on 27.8.01 (J.4768).

⁴ Provisions of the bill were originally referred to the Environment, Communications, Information Technology and the Arts Legislation Committee for report on 25.9.01. Order varied by Senate on 20.9.01 (J.4897) to change the committee to which the provisions of the bill were referred to the Rural and Regional Affairs and Transport Legislation Committee.

⁵ The provisions of a different bill with the same title, and the provisions of a related bill, were referred by the Senate to the Legal and Constitutional Legislation Committee on 14.2.02, for report on 14.3.02 (J.85). An interim report was presented on 10.4.02 and a final report on 26.4.02, after an extension of time. The bills were introduced on 20.8.02.

[§] Including extensions recommended by the Selection of Bills Committee in later reports.

[±] Calculated by dividing total calendar days by number of bills or packages of bills (where a group of bills is referred). Where bills in a package are referred or reported on on different days, the longest time from reference to report is used in the calculation of the average.

Appendix 3: Bills, or provisions of bills, referred to committees directly by Senate 1990-2001

(i.e., other than through the Selection of Bills Committee)

Year	Bill title	Stage at which referred	Committee to which referred	Date of actual referral	Initial reporting date set by Senate	Number of extensions of time	Date report presented	Calendar days reference to report
1990 <i>(election year)</i>	Social Security Legislation Amendment Bill 1990	(a) Immediately [†]	(a) LCA	(a) 18.10.90	(a) 6.11.90	(a) 3 (6.11.90; 14.11.90; 26.11.90)	(a) 11.12.90	(a) 54
	(a) Legal and Constitutional Affairs— <i>certain provisions</i>							
	(b) Community Affairs— <i>certain provisions</i>	(b) Immediately*	(b) CA	(b) 26.11.90	(b) 4.12.90	(b) 0	(b) 5.12.90	(b) 9
	Data-matching Program (Assistance and Tax) Bill 1990	Immediately*	LCA	6.12.90	11.12.90	0	11.12.90	5
	Corporations Legislation Amendment Bill 1990	Immediately [†]	LCA	11.12.90	13.12.90	0	13.12.90	2
	Taxation Laws Amendment (Foreign Income) Bill 1990 [†]	Immediately*	FPA	13.12.90	17.12.90	0	17.12.90	4
	Taxation (Interest on Non-resident Trust Distributions) Bill 1990 [†]							
	Taxation Laws Amendment (International Agreements) Bill 1990 [†]							

(Average = 16[†])

Abbreviations ~ committees

CA Community Affairs
 FPA Finance and Public Administration
 LCA Legal and Constitutional Affairs

Appendix 3: Bills, or provisions of bills, referred to committees directly by Senate 1990-2001

Year	Bill title	Stage at which referred	Committee to which referred	Date of actual referral	Initial reporting date set by Senate	Number of extensions of time	Date report presented	Calendar days reference to report
1991	Australian Capital Territory (Electoral) Amendment Bill 1991	Immediately ⁺	ERA	11.4.91	28.5.91	0	28.5.91	47
	Defence Force Superannuation Legislation Amendment Bill 1991	Immediately ⁺	FPA	8.5.91	28.5.91	0	28.5.91	20
	Military Superannuation and Benefits Bill 1991							
	Sex Discrimination Amendment Bill 1991	Immediately ⁺	LCA	8.5.91	29.5.91	0	29.5.91	21
	Political Broadcasts and Political Disclosures Bill 1991	Immediately*	PBPD	14.8.91	5.11.91	2 (5.11.91; 26.11.91)	28.11.91	106

(Average = 49⁺)

Abbreviations ~ committees

- ERA Environment, Recreation and the Arts
- FPA Finance and Public Administration
- LCA Legal and Constitutional Affairs
- PBPD Select Committee on the Political Broadcasts and Political Disclosures Bill

Appendix 3: Bills, or provisions of bills, referred to committees directly by Senate 1990-2001

Year	Bill title	Stage at which referred	Committee to which referred	Date of actual referral	Initial reporting date set by Senate	Number of extensions of time	Date report presented	Calendar days reference to report
1992	Superannuation Guarantee (Administration) Bill 1992— <i>provisions and bill</i>	Provisions—immediately [†]	Super	Provisions—4 and 6.5.92	17.6.92	1 (17.6.92)	18.6.92	45
	Superannuation Legislation (Consequential Amendments and Transitional Provisions) Bill 1992— <i>provisions and bill</i>	Bills—after motions for second reading are moved*		Bills – 7 and 27.5.92				
	Superannuation Guarantee Charge Bill 1992— <i>provisions and bill</i>							
	Superannuation Guarantee (Consequential Amendments) Bill 1992— <i>provisions and bill</i>							
	Broadcasting Services Bill 1992— <i>certain provisions</i> ²	Immediately [§]	STBS	25.6.92	10.9.92	1 (9.9.92)	16.9.92	83
	Sales Tax Assessment Bill 1992 ³	Immediately*	STL	25.6.92	19.8.92	0	19.8.92	55
	Sales Tax (Exemptions and Classifications) Bill 1992 ³							
	Sales Tax Amendment (Transitional) Bill 1992 ³							
	Sales Tax Imposition (Customs) Bill 1992 ³							
	Sales Tax Imposition (Excise) Bill 1992 ³							
	Sales Tax Imposition (General) Bill 1992 ³							
	Appropriation Bill (No. 3) 1992–93 ⁴	Immediately [†]	Ests B	1.12.92	8.12.92	0	8.12.92	7
	Appropriation Bill (No. 4) 1992–93 ⁴							
	Industrial Relations Legislation Amendment Bill (No. 2) 1992	Immediately [†]	LCA	10.12.92	15.12.92	0	15.12.92	5

(Average = 39[†])

Abbreviations ~ committees

- Ests B Estimates Committee B
- LCA Legal and Constitutional Affairs
- STBS Select Committee on Subscription Television Broadcasting Services
- STL Select Committee on Sales Tax Legislation
- Super Select Committee on Superannuation

Appendix 3: Bills, or provisions of bills, referred to committees directly by Senate 1990-2001

Year	Bill title	Stage at which referred	Committee to which referred	Date of actual referral	Initial reporting date set by Senate	Number of extensions of time	Date report presented	Calendar days reference to report
1993 <i>(election year)</i>	Taxation (Deficit Reduction) Bill 1993	Immediately [†]	(a) LCA (b) ISTTCI	(a) 31.8.93 (b) 6.9.93	(a) 15.9.93 (b) 27.9.93	(a) 1 (6.9.93) (b) 2 (27.9.93; 18.10.93)	(a) 20.9.93 (b) 19.10.93	(a) 20 (b) 43
	(a) Legal and Constitutional Affairs— <i>aspects of</i> (b) Industry, Science, Technology, Transport, Communications and Infrastructure— <i>certain provisions</i>							
	Taxation (Deficit Reduction) Bill (No. 1) 1993— <i>certain provisions</i> ⁵	Immediately [†]	FPA	28.9.93	18.10.93	0	18.10.93	20
	Education Services for Overseas Students (Registration of Providers and Financial Regulation) Amendment Bill 1993— <i>provisions</i> Overseas Students Tuition Assurance Levy Bill 1993— <i>provisions</i>	Immediately [†]	EET	18.10.93	9.12.93	0	9.12.93	52
	Whistleblowers Protection Bill 1993 ⁶	Immediately*	PIW	27.10.93	First sitting day in March 1994	2 (22.2.94; 31.5.94)	31.8.94	308
	Industrial Relations Reform Bill 1993— <i>aspects of</i>	Immediately [†]	EET	28.10.93	22.11.93	1 (18.11.93)	24.11.93	27
	Social Security (Budget and Other Measures) Legislation Amendment Bill 1993— <i>certain provisions</i>	Immediately*	CA	28.10.93	13.12.93	0	9.12.93	42

(Average = 82[†])

Abbreviations ~ committees

CA Community Affairs
 EET Employment, Education and Training
 FPA Finance and Public Administration
 ISTTCI Industry, Science, Technology, Transport, Communications and Infrastructure
 LCA Legal and Constitutional Affairs
 PIW Select Committee on Public Interest Whistleblowing

Appendix 3: Bills, or provisions of bills, referred to committees directly by Senate 1990-2001

Year	Bill title	Stage at which referred	Committee to which referred	Date of actual referral	Initial reporting date set by Senate	Number of extensions of time	Date report presented	Calendar days reference to report
1994	Parliamentary Privileges Amendment (Enforcement of Lawful Orders) Bill 1994 ⁷	Immediately*	Priv	12.5.94 (22.6.94—related reference)	23.8.94 (23.8.94)	1 (23.8.94) 2 (9.11.94; 7.12.94)	19.9.94 (1.3.95)	130 (252)
	ATSIC Amendment (Indigenous Land Corporation and Land Fund) Bill 1994— <i>Senate amendments and a request</i> ⁸	Immediately+++	LFB	28.11.94	31.1.95	2 (31.1.95; 7.2.95)	9.2.95	74

(Average = 102⁺)

Abbreviations ~ committees

LFB Select Committee on the Land Fund Bill

Priv Committee of Privileges

Appendix 3: Bills, or provisions of bills, referred to committees directly by Senate 1990-2001

Year	Bill title	Stage at which referred	Committee to which referred	Date of actual referral	Initial reporting date set by Senate	Number of extensions of time	Date report presented	Calendar days reference to report
1995	Migration Legislation Amendment Bill (No. 2) 1995	Immediately*	LC	31.1.95	7.2.95	0	7.2.95	7
	Migration Legislation Amendment Bill (No. 3) 1995	Immediately*	LC	31.1.95	7.2.95	3 (6.2.95; 9.2.95; 28.2.95)	1.3.95	29
	Customs, Excise and Bounty Legislation Amendment Bill 1995	Immediately*	LC	30.3.95	10.5.95	1 (9.5.95)	31.5.95	62
	Family Law Reform Bill 1994 [No. 2] ⁹	Immediately*	LC	30.5.95	8.6.95	1 (7.6.95)	21.6.95	22
	First Corporate Law Simplification Bill 1995— <i>certain provisions</i>	Immediately**	JCCS	23.8.95	29.8.95	1 (29.8.95)	30.8.95	7
	Customs and Excise Legislation Amendment Bill (No. 2) 1995 ¹⁰	Immediately ⁺	Eco	21.9.95	16.10.95	1 (16.10.95)	26.10.95	35
	Family Law Reform Bill (No. 2) 1995	Immediately*	LC	1.12.95	Commence-ment of third sitting week of 1996	–	Report not presented; reference lapsed at commencement of new Parliament, not re-adopted	
	Taxation Laws Amendment Bill (No. 2) 1995— <i>certain provisions</i> ¹¹	Immediately++	EcoR	1.12.95	First sitting day in October 1996	–	Report not presented; reference lapsed at commencement of new Parliament, not re-adopted	
	Taxation Laws Amendment Bill (No. 4) 1995— <i>certain provisions</i> ¹¹	Immediately**	Eco	1.12.95	13.2.96	–	Report not presented; reference lapsed at commencement of new Parliament, not re-adopted	

(Average = 27⁺)

Abbreviations ~ committees

- Eco Economics Legislation Committee
- EcoR Economics References Committee
- LC Legal and Constitutional Legislation Committee
- JCCS Joint Committee on Corporations and Securities

Appendix 3: Bills, or provisions of bills, referred to committees directly by Senate 1990-2001

Year	Bill title	Stage at which referred	Committee to which referred	Date of actual referral	Initial reporting date set by Senate	Number of extensions of time	Date report presented	Calendar days reference to report
1996 <i>(election year)</i>	Telstra (Dilution of Public Ownership) Bill 1996 ¹² (a) <i>bill</i> (b) <i>certain provisions</i>	(a) Immediately* (b) Immediately ++++	(a) ERCAR (b) Eco	(a) 21.5.96 (b) 11.12.96	(a) 22.8.96 (b) 26.3.97	(a) 1 (21.8.96) (b) 0	(a) 9.9.96 (b) 26.3.97	(a) 111 (b) 105
	Sexuality Discrimination Bill 1995 [1996]— <i>aspects</i> ¹³	Immediately*	LCR	30.5.96	First sitting day of March 1997	3 (10.2.97; 27.5.97; 2.10.97)	2.12.97	551
	Employment, Education and Training Amendment Bill 1996 ¹⁴	After motion for second reading is moved*	EET	27.6.96	12.9.96	1 (22.8.96)	19.9.96	84
	Workplace Relations and Other Legislation Amendment Bill 1996 ¹⁵	After first reading	EcoR	27.6.96	22.8.96	0	22.8.96	56
	Workplace Relations and Other Legislation Amendment Bill (No. 2) 1996— <i>provisions</i>	Immediately [†]	Eco	5.12.96	11.12.96	0	11.12.96	6
	Telecommunications Bill 1996— <i>provisions</i> Trade Practices Amendment (Telecommunications) Bill 1996— <i>provisions</i> Australian Communications Authority Bill 1996— <i>provisions</i> Telecommunications (Universal Service Levy) Bill 1996— <i>provisions</i> Telecommunications (Carrier Licence Charges) Bill 1996— <i>provisions</i> Telecommunications (Numbering Charges) Bill 1996— <i>provisions</i> Telecommunications (Transitional Provisions and Consequential Amendments) Bill 1996— <i>provisions</i> Telecommunications (Carrier Licence Fees) Termination Bill 1996— <i>provisions</i> Radiocommunications (Transmitter Licence Tax) Amendment Bill 1996— <i>provisions</i> Radiocommunications (Receiver Licence Tax) Amendment Bill 1996— <i>provisions</i> Radiocommunications Amendment Bill 1996— <i>provisions</i>	Immediately [†]	ERCA	10.12.96	25.2.97	1 (24.2.97)	5.3.97	86

(Average = 149[†])

Appendix 3: Bills, or provisions of bills, referred to committees directly by Senate 1990-2001

Abbreviations ~ committees

Eco Economics Legislation Committee
EcoR Economics References Committee
EET Employment, Education and Training Legislation Committee
ERCA Environment, Recreation, Communications and the Arts Legislation Committee
ERCAR Environment, Recreation, Communications and the Arts References Committee
LCR Legal and Constitutional References Committee

Appendix 3: Bills, or provisions of bills, referred to committees directly by Senate 1990-2001

Year	Bill title	Stage at which referred	Committee to which referred	Date of actual referral	Initial reporting date set by Senate	Number of extensions of time	Date report presented	Calendar days reference to report
1997	Charter of Budget Honesty Bill 1996	Immediately*	JCPA	3.3.97	20.3.97	0	20.3.97	17
	Superannuation Contributions Surcharge (Application to the Commonwealth) Bill 1997— <i>provisions</i> ⁶	Immediately†	SCS	6.3.97	20.3.97	0	20.3.97	14
	Superannuation Contributions Surcharge (Application to the Commonwealth—Reduction of Benefits) Bill 1997— <i>provisions</i> ¹⁶ (the short titles of these bills were subsequently amended to replace <i>Surcharge</i> with <i>Tax</i>)							
	Migration Legislation Amendment Bill (No. 5) 1997— <i>provisions</i> ¹⁷	Immediately†	LC	4.9.97	20.10.97	1 (20.10.97)	30.10.97	56
	Crimes Amendment (Forensic Procedures) Bill 1997	Immediately*	LC	30.10.97	First sitting day in 1998	0	24.11.97	25

(Average = 28[‡])

Abbreviations ~ committees

- LC Legal and Constitutional Legislation Committee
- SCS Select Committee on Superannuation
- JCPA Joint Committee of Public Accounts

Appendix 3: Bills, or provisions of bills, referred to committees directly by Senate 1990-2001

Year	Bill title	Stage at which referred	Committee to which referred	Date of actual referral	Initial reporting date set by Senate	Number of extensions of time	Date report presented	Calendar days reference to report
1998 <i>(election year)</i>	Company Law Review Bill 1997— <i>provisions</i> Managed Investments Bill 1997— <i>provisions</i>	Immediately [†]	JCCS	3.3.98	23.3.98	2 (23.3.98; 30.3.98)	1.4.98	29
	Taxation Laws Amendment Bill (No. 7) 1997 (subsequently, Taxation Laws Amendment Bill (No. 3) 1998)— <i>provisions</i> ¹⁸	Immediately [†]	Eco	26.3.98	2.4.98	1 (30.3.98)	6.4.98	11
	Telstra (Transition to Full Private Ownership) Bill 1998— <i>provisions</i> ¹⁸	Immediately [†]	ERCA	1.4.98	13.5.98	2 (12.5.98; 25.5.98)	28.5.98	57
	Privacy Amendment Bill 1998— <i>provisions</i> ¹⁹	Immediately*	LCR	14.5.98	12.8.98	0	11.8.98 (interim)	89
	Wool International Amendment Bill 1998— <i>provisions</i> ²⁰	Immediately [†]	RRAT	23.11.98	30.11.98	1 (26.11.98)	2.12.98	9
	A New Tax System (Aged Care Compensation Measures Legislation Amendment) Bill 1998— <i>provisions</i> ²¹	Provisions stood referred as soon as bills introduced into House of Representatives	NTS	2.12.98	Select committee: 18.2.99;	0	NTS 18.2.99 (first report)	78
	A New Tax System (Australian Business Number Consequential Amendments) Bill 1998— <i>provisions</i> ²¹	(para. 18, terms of reference adopted 25.11.98). [†] Bills introduced into House on 2.12.98			19.4.99	0	19.4.99 (main report)	138 (from initial reference)
	A New Tax System (Bonuses for Older Australians) Bill 1998— <i>provisions</i> ²¹							
	A New Tax System (Compensation Measures Legislation Amendment) Bill 1998— <i>provisions</i> ²¹							
	A New Tax System (End of Sales Tax) Bill 1998— <i>provisions</i> ²¹		CAR		References committees: 31.3.99	0	CAR 30.3.99	118
	A New Tax System (Fringe Benefits Reporting) Bill 1998— <i>provisions</i> ²¹ (<i>withdrawn 23.3.99</i>)		EWRBBER				EWRBBER 31.3.99	119
	A New Tax System (Goods and Services Tax Administration) Bill 1998— <i>provisions</i> ²¹		ECITAR				ECITAR 29.3.99	117
	A New Tax System (Goods and Services Tax) Bill 1998— <i>provisions</i> ²¹							
	A New Tax System (Goods and Services Tax Imposition—Customs) Bill 1998— <i>provisions</i> ²¹							
	A New Tax System (Goods and Services Tax Imposition—Excise) Bill 1998— <i>provisions</i> ²¹							
	A New Tax System (Goods and Services Tax Imposition—General) Bill 1998— <i>provisions</i> ²¹							
	A New Tax System (Goods and Services Tax Transition) Bill 1998— <i>provisions</i> ²¹							
	A New Tax System (Income Tax Laws Amendment) Bill 1998— <i>provisions</i> ²¹							
	A New Tax System (Medicare Levy Surcharge—Fringe Benefits) Bill 1998— <i>provisions</i> ²¹ (<i>withdrawn 23.3.99</i>)							

Appendix 3: Bills, or provisions of bills, referred to committees directly by Senate 1990-2001

Year	Bill title	Stage at which referred	Committee to which referred	Date of actual referral	Initial reporting date set by Senate	Number of extensions of time	Date report presented	Calendar days reference to report
	A New Tax System (Personal Income Tax Cuts) Bill 1998— <i>provisions</i> ²¹ A New Tax System (Trade Practices Amendment) Bill 1998 (subsequently, A New Tax System (Trade Practices Amendment) Bill 1999— <i>provisions</i>) ²¹ Corporate Law Economic Reform Program Bill 1998— <i>provisions</i>	Immediately [†]	JCCS	10.12.98	22.4.99	3 (21.4.99; 29.4.99; 11.5.99)	12.5.99	153

(Average = 69[†])

Abbreviations ~ committees

- CAR Community Affairs References Committee
- Eco Economics Legislation Committee
- ECITAR Environment, Communications, Information Technology and the Arts References Committee
- ERCA Environment, Recreation, Communications and the Arts Legislation Committee
- EWRSBER Employment, Workplace Relations, Small Business and Education References Committee
- JCCS Joint Committee on Corporations and Securities
- LCR Legal and Constitutional References Committee
- NTS Select Committee on a New Tax System
- RRAT Rural and Regional Affairs and Transport Legislation Committee

Appendix 3: Bills, or provisions of bills, referred to committees directly by Senate 1990-2001

Year	Bill title	Stage at which referred	Committee to which referred	Date of actual referral	Initial reporting date set by Senate	Number of extensions of time	Date report presented	Calendar days reference to report
1999	A New Tax System (Commonwealth-State Financial Arrangements) Bill 1999— <i>provisions</i> ²¹ A New Tax System (Commonwealth-State Financial Arrangements—Consequential Provisions) Bill 1999— <i>provisions</i> ²¹ A New Tax System (Indirect Tax Administration) Bill 1999— <i>provisions</i> ²¹ A New Tax System (Luxury Car Tax) Bill 1999— <i>provisions</i> ²¹ A New Tax System (Luxury Car Tax Imposition—Customs) Bill 1999— <i>provisions</i> ²¹ A New Tax System (Luxury Car Tax Imposition—Excise) Bill 1999— <i>provisions</i> ²¹ A New Tax System (Luxury Car Tax Imposition—General) Bill 1999— <i>provisions</i> ²¹ A New Tax System (Wine Equalisation Tax) Bill 1999— <i>provisions</i> ²¹ A New Tax System (Wine Equalisation Tax and Luxury Car Tax Transition) Bill 1999— <i>provisions</i> ²¹ A New Tax System (Wine Equalisation Tax Imposition—Customs) Bill 1999— <i>provisions</i> ²¹ A New Tax System (Wine Equalisation Tax Imposition—Excise) Bill 1999— <i>provisions</i> ²¹ A New Tax System (Wine Equalisation Tax Imposition—General) Bill 1999— <i>provisions</i> ²¹	Immediately†	NTS	31.3.99	30.4.99	0	30.4.99	30
	Broadcasting Services Amendment (Online Services) Bill 1999	Immediately*	IT	23.4.99	11.5.99	0	11.5.99	18
	A New Tax System (Family Assistance) Bill 1999— <i>provisions</i> ²¹ A New Tax System (Family Assistance) (Consequential and Related Measures) Bill (No. 1) 1999— <i>provisions</i> ²¹	Immediately†	CA	29.4.99	25.5.99	0	25.5.99	26
	Constitution Alteration (Establishment of Republic) 1999— <i>provisions</i> ²² Presidential Nominations Committee Bill 1999— <i>provisions</i> ¹⁹	Immediately†	JSCRR	26.5.99 (effective 31.5.99)	9.8.99	0	9.8.99	70
	Convention on Climate Change (Implementation) Bill 1999 ²³	Immediately*	ECITAR	22.9.99	First sitting day in August 2000	3 (14.8.00; 3.10.00; 12.10.00)	7.11.00	412

Appendix 3: Bills, or provisions of bills, referred to committees directly by Senate 1990-2001

Year	Bill title	Stage at which referred	Committee to which referred	Date of actual referral	Initial reporting date set by Senate	Number of extensions of time	Date report presented	Calendar days reference to report
	Fair Prices and Better Access for All (Petroleum) Bill 1999 — <i>provisions</i> ²⁴	Immediately [†]	EcoR	12.10.99	24.11.99	10 ²⁻⁵	29.6.00 (interim) 8.3.01 (final)	513 (to final)
	Anti-Genocide Bill 1999 ²⁶	Immediately*	LCR	14.10.99	30.6.00	0	29.6.00	259

(Average = 190[‡])

Abbreviations ~ committees

- CA Community Affairs Legislation Committee
- EcoR Economics References Committee
- ECITAR Environment, Communications, Information Technology and the Arts References Committee
- IT Select Committee on Information Technologies
- LCR Legal and Constitutional References Committee
- JSCRR Joint Select Committee on the Republic Referendum
- NTS Select Committee on a New Tax System

Appendix 3: Bills, or provisions of bills, referred to committees directly by Senate 1990-2001

Year	Bill title	Stage at which referred	Committee to which referred	Date of actual referral	Initial reporting date set by Senate	Number of extensions of time	Date report presented	Calendar days reference to report
2000	Superannuation (Entitlements of same sex couples) Bill 2000— <i>provisions</i> ²⁷	Immediately*	SFS	15.2.00	7.3.00	2 (7.3.00; 16.3.00)	6.4.00	51
	Corporations Law Amendment (Employee Entitlements) Bill 2000— <i>provisions</i> ²⁸	Immediately*	PICCS	8.3.00	6.4.00	1 (4.4.00)	10.4.00	33
	Workplace Relations Amendment Bill 2000— <i>provisions</i>	Immediately upon introduction of bill in House of Representatives†	EWR/SBE	11.5.00	5.6.00	0	5.6.00	25
	Gene Technology Bill 2000— <i>provisions</i>	Immediately†	CAR	28.6.00	5.9.00	2 (31.8.00; 5.10.00)	1.11.00	126
	States Grants (Primary and Secondary Education Assistance) Bill 2000— <i>provisions</i>	Immediately upon introduction of bill in House of Representatives†	EWR/SBE	29.6.00	6.9.00	2 (29.8.00; 3.10.00)	12.10.00	105
	Veterans' Affairs Legislation Amendment Bill (No. 1) 2000— <i>provisions</i>	Immediately†	FADT	30.6.00	28.8.00	1 (16.8.00)	30.8.00	61
	Veterans' Affairs Legislation Amendment (Budget Measures) Bill 2000— <i>provisions</i>							
	Wool Services Privatisation Bill 2000— <i>provisions</i>	Immediately upon introduction of bill in House of Representatives†	RRAT	7.9.00	10.10.00	2 (10.10.00; 12.10.00)	20.10.00	43
	Corporate Code of Conduct Bill 2000— <i>provisions</i> ²⁹	Immediately*	PICCS	5.10.00	31.3.01	3 (27.3.01; 23.5.01; 20.6.01)	28.6.01	266
	Auditor of Parliamentary Allowances and Entitlements Bill 2000 [No. 2] ³⁰	Immediately*	FPA	5.12.00; reference re-adopted 21.3.02	24.5.01; 27.6.02	3 (23.5.01; 19.9.01; 25.6.02)	29.8.02	632 (from initial reference)
	Environment and Heritage Legislation Amendment Bill (No. 2) 2000	Immediately†	ECITAR	7.12.00	28.3.01	2 (27.3.01; 4.4.01)	8.5.01	152
	Australian Heritage Council Bill 2000							
	Australian Heritage Council (Consequential and Transitional Provisions) Bill 2000							
	National Crime Authority Legislation Amendment Bill 2000	Immediately*	PICNCA	7.12.00	1.3.01	0	1.3.01	84

(Average = 143[†])

Appendix 3: Bills, or provisions of bills, referred to committees directly by Senate 1990-2001

Abbreviations ~ committees

CAR	Community Affairs References Committee
ECITAR	Environment, Communications, Information Technology and the Arts References Committee
EWRSBE	Employment, Workplace Relations, Small Business and Education Legislation Committee
FADT	Foreign Affairs, Defence and Trade Legislation Committee
FPA	Finance and Public Administration Legislation Committee
PJCCS	Parliamentary Joint Committee on Corporations and Securities
PJCNCA	Parliamentary Joint Committee on the National Crime Authority
RRAT	Rural and Regional Affairs and Transport Legislation Committee
SFS	Select Committee on Superannuation and Financial Services

Appendix 3: Bills, or provisions of bills, referred to committees directly by Senate 1990-2001

Year	Bill title	Stage at which referred	Committee to which referred	Date of actual referral	Initial reporting date set by Senate	Number of extensions of time	Date report presented	Calendar days reference to report
2001 (election year)	Parliamentary (Choice of Superannuation) Bill 2001— <i>provisions</i> ³¹	Immediately†	SFS	27.3.01	23.5.01	1 (3.4.01)	9.8.01	135
	Australian Securities and Investments Commission Bill 2001— <i>provisions</i> Corporations Bill 2001— <i>provisions</i>	Immediately†	PJCCS	5.4.01	18.5.01	0	18.5.01	43
	Dairy Produce Legislation Amendment (Supplementary Assistance) Bill 2001— <i>provisions</i>	Immediately upon introduction of bill in House of Representatives†	RRAT	24.5.01	18.6.01	1 (18.6.01)	20.6.01	27
	Human Rights (Mandatory Sentencing for Property Offences) Bill 2000 ³²	Immediately*	LCR	24.5.01; reference re-adopted 11.3.02	7.8.01	3 (26.6.01; 21.8.01; 25.9.01)	12.3.02	292 (from initial reference)
	Intelligence Services Bill 2001— <i>provisions</i> Intelligence Services (Consequential Provisions) Bill 2001— <i>provisions</i> Cybercrime Bill 2001— <i>certain provisions</i> ³³	Immediately†	JSCIS	28.6.01	20.8.01	1 (9.8.01)	27.8.01	60
	Migration Legislation Amendment Bill (No. 6) 2001— <i>provisions</i>	Immediately†	LCR	30.8.01	16.10.01	0	26.9.01	27

(Average = 97[†])

Abbreviations ~ committees

JSCIS Joint Select Committee on the Intelligence Services
 LCR Legal and Constitutional References Committee
 PJCCS Parliamentary Joint Committee on Corporations and Securities
 RRAT Rural and Regional Affairs and Transport Legislation Committee
 SFS Select Committee on Superannuation and Financial Services

Appendix 3: Bills, or provisions of bills, referred to committees directly by Senate 1990-2001

- † Before introduction of bill(s) in the Senate.
* Before second reading.
** Amendment to motion for second reading.
+ After second reading (but before committee of the whole).
++ Amendment to motion for adoption of report from committee of the whole.
+++ After adoption of report from committee of the whole.
S After third reading.
‡ Calculated by dividing total calendar days by number of bills or packages of bills (where a group of bills is referred). Where bills in a package are referred or reported on on different days, the longest time from reference to report is used in the calculation of the average.
- 1 Bills referred on 13.12.90 (J.562; 568) after being declared urgent. The resolution referring the bills contained the following provision: 'That the procedures of the Committee and the Senate be as if the referral of the bills resulted from a recommendation of the Selection of Bills Committee' (J.568).
2 Bill initiated in Senate and read a third time (4.6.92, J.2437; 24.6.92, J.2587-99). Certain provisions of the bill were referred to the Select Committee on Subscription Television Broadcasting Services on 25.6.92 (J.2640), after House of Representatives amendments to the bill had been considered in committee of the whole.
3 Bills referred to the Select Committee on Sales Tax Legislation on 25.6.92 (J.2635), after being declared urgent.
4 Bills referred to Estimates Committee B on 1.12.93 (J.3168), after the particulars of proposed expenditure had been referred and reported on. The bills were considered in committee of the whole the day after Estimates Committee B reported.
5 The bill itself was referred to the Standing Committee on Legal and Constitutional Affairs on 30.9.93 on the recommendation of the Selection of Bills Committee (see 1993 section of Appendix 2).
6 Private senator's bill, introduced in the Senate on 5.10.93 (J.565).
7 Private senator's bill, introduced in the Senate on 23.3.94 (J.1460). The reference, to the Privileges Committee, was extended to include other matters on 22.6.94 (J.1830). These were reported on 1.3.95 (J.2984).
8 Senate amendments and a request to the bill were referred to the Select Committee on the Land Fund Bill on 28.11.94 (J.2541). Bill previously referred to the Standing Committee on Finance and Public Administration on 1.9.94 (J.2140) on the recommendation of the Selection of Bills Committee, and was reported 10.10.94 (see 1994 section of Appendix 2).
9 For previous reference see 1994 section of Appendix 2.
10 The resolution referring the bill to a standing committee contained the following rather unusual stipulation: '... and, in considering the bill, the committee conduct not more than one day of public hearings' (21.9.95, J.3830).
11 Bills read a third time on 1.12.95 (J.4338). In each case the reference (of certain provisions) lapsed at the commencement of the new Parliament and the reference was not renewed.
12 Bill referred by amendment to motion to exempt the bill from the bills 'cut-off' order (J.173). Certain provisions of the bill were subsequently referred to the Economics Legislation Committee (11.12.96, J.1270).
13 Private senator's bill, introduced in the Senate on 29.11.95 (J.4273).
14 Resolution referring bill passed 26.6.96 (J.401).
15 Resolution referring bill passed 23.5.96 (J.214, 217).
16 The provisions of the bills were referred to the Select Committee on Superannuation on 6.3.97 (J1582). The provisions of five related bills had been previously referred to the select committee on 26.2.97 (J.1501) on the recommendation of the Selection of Bills Committee. The select committee reported on the provisions of all 7 bills on 20.3.97.
17 The provisions of the bill were referred 4.9.97 (J.2438) to the Legal and Constitutional Legislation Committee to be considered in conjunction with the provisions of the Migration Legislation Amendment Bill (No. 4) 1997, which were referred on the recommendation of the Selection of Bills Committee earlier that day.
18 The question that the bill, as amended, be agreed to, was negatived in committee of the whole on an equally divided vote on 11.7.98 (J4343). A different bill, but with the same short title, was introduced on 30.1.1.98 (J.212) and referred to the Environment, Communications, Information Technology and the Arts Legislation Committee on the recommendation of the Selection of Bills Committee on 2.12.98 (J.246) (see 1998 section of Appendix 2).
19 The provisions of the bill were re-referred to the Legal and Constitutional References Committee on 3.12.98 within the broader context of an examination of privacy issues, with a reporting date of 15.2.99 (J.280). After 2 extensions of time, on 15.2.99 and 9.3.99, the committee reported on 25.3.99 (J622).
20 Bill itself referred as a result of Selection of Bills Committee recommendation on 26.11.98 for report on 2.12.98 (J.178). The committee reported on both references on 2.12.98.

Appendix 3: Bills, or provisions of bills, referred to committees directly by Senate 1990-2001

- 21 The provisions of the 17 new tax system bills referred in 1998 were referred as follows: 'That the provisions of the bills implementing the proposed new tax system stand referred to the previously mentioned committees for inquiry and report ...' (24.11.98, J.150; 25.11.98, J.166). The 'previously mentioned' committees were the Select Committee on a New Tax System and the following references committees: Community Affairs; Employment, Workplace Relations, Small Business and Education; and Environment, Communications, Information Technology and the Arts. The provisions of all the bills were referred to the Select Committee and the provisions of particular bills were referred in a general way to references committees according to the matters for inquiry set out for each committee (see J.143-150, 24.11.98, and J.166, 25.11.98). The provisions of 2 of the bills were withdrawn from the reference on 23.3.99 (J595). The bills were: A New Tax System (Fringe Benefits Reporting) Bill 1998 and the A New Tax System (Medicare Levy Surcharge—Fringe Benefits) Bill 1998.
- 22 The provisions of another 12 new tax system bills were referred to the Select Committee on a New Tax System on 31.3.99 for report on 30.4.99 (J683), and the provisions of a further 2 new tax system bills were referred to the Community Affairs Legislation Committee on 29.4.99 for report on 25.5.99 (J.811). The provisions of 2 other bills on the new tax system, and a third bill on the new tax system, were referred to the Economics Legislation Committee in the latter part of 1999 on the recommendation of the Selection of Bills Committee (see 1999 section of Appendix 2).
- 23 The provisions of bills 'to give effect to a referendum on a republic' were referred to the Joint Select Committee on the Republic Referendum: the motion to establish the committee passed the Senate on 26.5.99 and the House of Representatives on 31.5.99, thus the reference was effective from 31.5.99. The Constitution Alteration (Establishment of Republic) 1999 was introduced in the Senate on 10.8.99 (J.1445); the Presidential Nominations Committee Bill 1999 was introduced in the House of Representatives on 10.6.99 and discharged from the House Notice Paper on 5.9.00.
- 24 Private senator's bill, introduced in the Senate on 2.9.99 (J.1637).
- 25 Private member's bill, introduced in the House of Representatives on 30.8.99; discharged from House of Representatives Notice Paper on 3.4.00.
- 26 24.11.99; 17.2.00; 1.4.00; 22.6.00; 29.8.00; 1.10.00; 9.11.00; 6.12.00; 8.2.01.
- 27 Private senator's bill, introduced in the Senate on 13.10.99 (J.1877).
- 28 Private senator's bill, introduced in the Senate on 15.2.00.
- 29 Provisions of the bill referred by amendment to motion to adopt Selection of Bills Committee report (8.3.00, J.2387).
- 30 Private senator's bill, introduced in the Senate on 6.9.00.
- The Senate referred these bills to be considered in conjunction with the Charter of Political Honesty Bill 2000 and the Electoral Amendment (Political Honesty) Bill 2000, previously referred as a result of a Selection of Bills Committee recommendation on 29.11.00. Both bills were private senator's/member's bills, the first introduced in the Senate on 1.1.00 and the second in the House on 26.6.00, respectively.
- 31 Private member's bill, introduced in the House of Representatives on 5.3.01; removed from House Notice Paper on 17.9.01.
- 32 Private senator's bill, introduced in the Senate on 6.9.00.
- 33 The provisions of the Cybercrime Bill 2001 were also referred to the Legal and Constitutional Legislation Committee on 28.6.01 (J.4473) on the recommendation of the Selection of Bills Committee, and were reported on 21.8.01 (J.4674).

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