The Senate

Standing
Committee for the
Scrutiny of Delegated
Legislation

Delegated Legislation Monitor

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Introduction

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

Terms of reference

The committee's scrutiny principles are set out in Senate standing order 23(3) which requires the committee to scrutinise each instrument as to whether:

- (a) it is in accordance with its enabling Act and otherwise complies with all legislative requirements;
- (b) it appears to be supported by a constitutional head of legislative power and is otherwise constitutionally valid;
- (c) it makes rights, liberties, obligations or interests unduly dependent on insufficiently defined administrative powers;
- (d) those likely to be affected by the instrument were adequately consulted in relation to it;
- (e) its drafting is defective or unclear;
- (f) it, and any document it incorporates, may be freely accessed and used;
- (g) the accompanying explanatory material provides sufficient information to gain a clear understanding of the instrument;
- (h) it trespasses unduly on personal rights and liberties;
- (i) it unduly excludes, limits or fails to provide for independent review of decisions affecting rights, liberties, obligations or interests;
- (j) it contains matters more appropriate for parliamentary enactment; and
- (k) it complies with any other ground relating to the technical scrutiny of delegated legislation that the committee considers appropriate.

Senate standing order 23(4) also requires the committee to scrutinise each instrument to determine whether the attention of the Senate should be drawn to

On 27 November 2019, the Senate agreed to amend standing orders 23 and 25(2)(a), with effect from 4 December 2019. For further information, see https://www.aph.gov.au/Parliamentary Business/Committees/Senate/Scrutiny of Delegated Legislation/Changes to committee standing orders.

the instrument on the ground that it raises significant issues, or otherwise gives rise to issues that are likely to be of interest to the Senate.

Nature of the committee's scrutiny

The committee's work may be broadly described as technical legislative scrutiny. In this regard, the committee does not examine the policy merits of delegated legislation. However, if the committee determines that an instrument raises significant issues, it may write to the relevant legislation committee to alert that committee to the instrument, or otherwise draw the instrument to the attention of the Senate.

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

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

Publications

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

Ministerial correspondence

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

Agency correspondence

The committee undertakes informal correspondence with agencies via its secretariat to gather information about potential scrutiny concerns. This correspondence assists the committee in deciding whether it is necessary to seek further advice from the relevant minister about those concerns. Agency correspondence is not published;

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

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

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

however, a record of the instrument, scrutiny issue and status of the correspondence is included in Appendix A (ongoing matters) and Appendix B (concluded matters) in the monitor.

Guidelines

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

General information

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

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

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

Instruments considered in this monitor

The committee examined 124 disallowable legislative instruments registered on the Federal Register of Legislation between 27 February 2020 and 26 March 2020.

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

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

⁶ See Australian Government, Federal Register of Legislation, www.legislation.gov.au.

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

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

Chapter 1

Instruments raising significant scrutiny concerns

- 1.1 This chapter details the instruments which raise significant scrutiny concerns in relation to which the committee is seeking further information from the relevant minister or of which the committee has concluded its examination.
- 1.2 Where necessary, the committee may place a notice of motion to disallow an instrument contained in this chapter to emphasise its scrutiny concerns and to provide the Senate with additional time to consider the instrument with the benefit of the committee's comments. Accordingly, where appropriate, this chapter also details the committee's reasons for withdrawing notices of motion to disallow such instruments.
- 1.3 The committee is currently seeking to resolve all outstanding scrutiny concerns by correspondence with the relevant minister or agency. Copies of relevant correspondence are available on the committee's website.¹

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

Chapter 2

Matters of interest to the Senate

- 2.1 Senate standing order 23(4) requires the committee to scrutinise each instrument to determine whether the Senate's attention should be drawn to it on the ground that it raises significant issues, or otherwise gives rise to issues that are likely to be of interest to the Senate.
- 2.2 This chapter identifies the instruments which the committee has resolved to draw to the attention of the Senate and the relevant legislation committee under standing order 23(4), with the exception of instruments which specify significant executive expenditure, which are listed in Chapter 3.¹

Instrument	Purpose	Portfolio committee
ASIC Corporations (Conditional Costs Schemes) Instrument 2020/38 [F2020L00034]	To continue to enable the temporary operation of a proof of debt funding scheme by extending exemptions for proof of debt funding arrangements from certain requirements in the National Consumer Credit Protection Act 2009.	Joint Standing Committee on Corporations and Financial Services
ASIC Credit (Litigation Funding—Exclusion) Instrument 2020/37 [F2020L00035]	To continue to enable the temporary operation of a litigation funding scheme by extending exemptions for litigation funding arrangements from certain requirements in the <i>Corporations Act 2001</i> .	Joint Standing Committee on Corporations and Financial Services
National Redress Scheme for Institutional Child Sexual Abuse Amendment (2020 Measures No. 1) Rules 2020 [F2020L00096]	To amend the National Redress Scheme for Institutional Child Sexual Abuse Rules 2018 to exclude three New South Wales independent schools from the definition of 'state institution' under the National Redress Scheme for Institutional Child Sexual Abuse Act 2018.	Joint Select Committee on Implementation of the National Redress Scheme

Details of all instruments which the committee has resolved to draw to the attention of the Senate under standing order 23(4) are published on the committee's website:

https://www.aph.gov.au/Parliamentary_Business/Committees/Senate/Scrutiny_of_Delegated_Legislation/Matters_of_interest_to_the_Senate.

Instrument	Purpose	Portfolio committee
Social Security (Coronavirus Economic Response—2020 Measures No. 1) Determination 2020 [F2020L00310]	 Social Security Act 1991 to enable recipients of Youth Allowance who are undertaking full-time study or are new apprentices to receive the COVID-19 supplement, and ensure that claimants for parenting payment and Austudy can qualify for payment where they do not meet specified requirements; and Social Security (Administration) Act 1999 to enable people who tried to make contact with Services Australia during a prescribed period to be taken to have lodged a claim on 23 March 2020 or the date of eligibility, if later, if they complete a claim by 	Senate Select Committee on COVID-19
Social Security (Coronavirus Economic Response—2020 Measures No. 2) Determination 2020 [F2020L00311]	To specify the criteria a person must meet in order to qualify for youth allowance, jobseeker payment or crisis payment under the <i>Social Security Act</i> 1991 in circumstances relating to COVID-19, and provides for recipients of Austudy payment to receive the COVID-19 supplement.	Senate Select Committee on COVID-19

Chapter 3

Scrutiny of Commonwealth expenditure

- 3.1 The Financial Framework (Supplementary Powers) Act 1997 (FF(SP) Act) and the Industry Research and Development Act 1986 (IRD Act) authorise the Commonwealth to spend public money on grants and programs specified in instruments made under those Acts. Consequently, the specification of expenditure in an instrument made under these Acts effectively authorises the Commonwealth to spend public moneys on the relevant grant or program. The scrutiny of such instruments is a key aspect of parliamentary scrutiny and control of Commonwealth expenditure.¹
- 3.2 To facilitate such scrutiny, this chapter draws the Senate's attention to the nature and extent of Commonwealth expenditure that is authorised by the FF(SP) Act and the IRD Act and specified in delegated legislation made under those Acts.²
- 3.3 The table below outlines the expenditure specified in legislative instruments registered between 27 February 2020 and 26 March 2020.
- 3.4 The committee has resolved to write to the relevant legislation committees to alert those committees to the expenditure listed below that falls within their area of portfolio responsibility. The committee does so under standing order 23(4) which requires the committee to scrutinise each instrument to determine whether the Senate's attention should be drawn to it on the ground that it raises significant issues, or otherwise gives rise to issues that are likely to be of interest to the Senate.

For further information see the committee's guideline on <u>Scrutiny of Commonwealth</u>
expenditure and Chapter 7 of the report of the committee's inquiry, <u>Parliamentary scrutiny of delegated legislation</u>.

Details of all instruments which specify Commonwealth expenditure are published on the committee's website:
https://www.aph.gov.au/Parliamentary_Business/Committees/Senate/Scrutiny_of_Delegated_Legislation/Scrutiny_of_Commonwealth_expenditure.

Instrument	Grant/Program	Amount	Description	Portfolio committee
Financial Framework (Supplementary Powers) Amendment (Education, Skills and Employment Measures No. 1) Regulations 2020 [F2020L00233]	Mid-Career Checkpoint	\$75 million over four years from 2019-20	The program will provide support, career guidance and training to persons who have been absent from work due to caring responsibilities to assist those persons to return to or remain in work.	Senate Education and Employment Legislation Committee
	Online resources and professional development for mathematics teachers	\$9.5 million over four years from 2019-20	• establish and deliver online courses to provide professional education to primary and secondary school mathematics teachers; and • establish and maintain an online mathematics hub.	Senate Education and Employment Legislation Committee

Appendix A

Ongoing matters

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

Ministerial engagement

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

Instrument	Issue	Status
Competition and Consumer (Industry Codes—Dairy) Regulations 2019 [F2019L01610]	Principle (e) unclear drafting	Seeking further advice from the minister.
	Principle (j) significant penalties	
Export Control (Sheepmeat and Goatmeat Export to the European Union Tariff Rate Quotas) Order 2019 [F2019L01564]	Principle (k) automated decision-making	Seeking further advice from the minister.
Higher Education Provider Amendment (Tuition Protection and Other Measures) Guidelines 2019 [F2019L01699]	Principle (i) availability of independent review	Seeking advice from the minister.
National Health (Take Home Naloxone Pilot) Special Arrangement 2019 (PB 97 of 2019) [F2019L01542]	Principle (a) compliance with authorising legislation	Seeking further advice from the minister.

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

Agency engagement

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

Instrument	Issue	Status
ASIC Corporations (Foreign Financial Services Providers—Foreign AFS Licensees) Instrument 2020/198 [F2020L00237]	Principle (j) exemptions to primary legislation	Seeking advice from the agency.
ASIC Corporations (Foreign Financial Services Providers—Funds Management Financial Services) Instrument 2020/199 [F2020L00238]		
ASIC Corporations (Amendment) Instrument 2020/200 [F2020L00239]		
Auditing Standard ASA 2020-1 Amendments to Australian Auditing Standards [F2020L00252]	Principle (e) unclear drafting Principle (g) adequacy of	Seeking advice from the agency.
Accounting Standard AASB 2020-2 Amendments to Australian Accounting Standards – Removal of Special Purpose Financial Statements for Certain For-Profit Private Sector Entities [F2020L00271]	explanatory materials	
Accounting Standard AASB 2020-1 Amendments to Australian Accounting Standards – Classification of Liabilities as Current or Non-current [F2020L00283]		
Accounting Standard AASB 1060 General Purpose Financial Statements – Simplified Disclosures for For-Profit and Not-for-Profit Tier 2 Entities [F2020L00288]		
Australian Crime Commission Establishment Regulations 2020 [F2020L00162]	Principle (i) availability of independent review	Seeking further advice from the agency.
Defence Amendment (2020 Measures No. 1) Regulations 2020 [F2020L00120]	Principle (h) procedural fairness	Seeking advice from the agency.
Financial Framework (Supplementary Powers) Amendment (Education, Skills and Employment Measures No. 1) Regulations 2020 [F2020L00233]	Principle (d) adequacy of consultation	Seeking advice from the agency.
Military Rehabilitation and Compensation Regulations 2020 [F2020L00297]	Principle (a) consultation Principle (d) adequacy of consultation	Seeking advice from the agency.
National Health (Efficient Funding of Chemotherapy) Special Arrangement Amendment Instrument 2020 (No. 2) (PB 18 of 2020) [F2020L00187]	Principle (a) incorporation	Seeking advice from the agency.
National Rental Affordability Scheme Regulations 2020 [F2020L00282]	Principle (i) availability of independent review	Seeking advice from the agency.
	Principle (h) privacy	

Instrument	Issue	Status
Privacy (Credit Reporting) Code 2014 (Version 2.1) [F2020L00126]	Principle (g) adequacy of explanatory materials	Seeking advice from the agency.

Appendix B

Concluded matters

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

Ministerial engagement

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

Instrument	Issue	Status
ASIC Corporations (Conditional Costs Schemes) Instrument 2020/38 [F2020L00034]	Principle (j) exemptions to primary legislation	Concluded following response from the assistant minister on 27/03/2020.
		Drawing to the attention of the Senate pursuant to standing order 23(4).
ASIC Credit (Litigation Funding—Exclusion) Instrument 2020/37 [F2020L00035]	Principle (j) exemptions to primary legislation	Concluded following response from the assistant minister on 27/03/2020.
		Drawing to the attention of the Senate pursuant to standing order 23(4).

Agency engagement

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

Instrument	Issue	Status
National Redress Scheme for Institutional Child Sexual Abuse Amendment (2020 Measures No. 1) Rules 2020 [F2020L00096]	Principle (d) adequacy of consultation	Concluded following response from the agency on 06/04/2020. Drawing to the attention of the Senate pursuant to standing
		order 23(4).

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

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Appendix C

Undertakings

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

Outstanding undertakings

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

Instrument	Undertaking	Date of Undertaking
Water Amendment (Murray Darling Basin Agreement—Basin Salinity Management) Regulations 2018 [F2018L01674]	The Minister for Water Resources, Drought, Rural Finance, Natural Disaster and Emergency Management undertook to progress amendments to the <i>Water Act 2007</i> in response to the committee's scrutiny concerns.	11/09/2019
ASIC Corporations (Amendment) Instrument 2019/784 [F2019L01206]	The Australian Securities and Investment Corporation undertook to amend the explanatory statement to the instrument in response to the committee's scrutiny concerns.	16/10/2019
CASA EX101/19 — Helicopter Aerial Application Endorsements Exemption 2019 [F2019L01132]	The Minister for Infrastructure, Transport and Regional Development undertook to amend the Civil Aviation Safety Regulations 1998 in 2020 in response to the committee's scrutiny concerns.	07/11/2019
Taxation Administration (Private Ancillary Fund) Guidelines 2019 [F2019L01227]	The Assistant Minister for Finance, Charities and Electoral Matters undertook to amend the explanatory statement to the instrument in response to the committee's scrutiny concerns.	03/12/2019
	The Assistant Minister for Finance, Charities and Electoral Matters undertook to progress amendments to primary legislation in response to the committee's scrutiny concerns.	17/03/2020

Instrument	Undertaking	Date of Undertaking
Veterans' Affairs Pharmaceutical Benefits Schemes (Electronic Prescriptions and Active Ingredient Prescribing) Amendment Instrument 2019 [F2019L01387]	The Department of Veterans' Affairs undertook to amend the Repatriation Pharmaceutical Benefits Scheme [F2013L02009] and the MRCA Pharmaceutical Benefits Scheme (No. MRCC 44/2013) [F2013L02012] to correct drafting errors.	28/01/2020
Health Insurance (Bonded Medical Program) Rule 2020 [F2019L01513]	The Department of Health undertook to amend the instrument in response to the committee's scrutiny concerns.	15/01/2020
Treasury Laws Amendment (Miscellaneous Amendments) Regulations 2019 [F2019L01641]	The Treasury undertook to amend the instrument in response to the committee's scrutiny concerns.	14/02/2020
National Health (Supplies of out-patient medication) Determination 2019 (No. 2) (PB 110 of 2019) [F2019L01703]	The Minister for Health undertook to amend the instrument in response to the committee's scrutiny concerns.	13/03/2020

List of instruments in current monitor

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

Instrument	FRL No	Page
Accounting Standard AASB 1060 General Purpose Financial Statements – Simplified Disclosures for For-Profit and Notfor-Profit Tier 2 Entities*	[F2020L00288]	8
Accounting Standard AASB 2020-1 Amendments to Australian Accounting Standards – Classification of Liabilities as Current or Non-current*	[F2020L00283]	8
Accounting Standard AASB 2020-2 Amendments to Australian Accounting Standards – Removal of Special Purpose Financial Statements for Certain For-Profit Private Sector Entities*	[F2020L00271]	8
ASIC Corporations (Amendment) Instrument 2019/784	[F2019L01206]	13
ASIC Corporations (Amendment) Instrument 2020/200*	[F2020L00239]	8
ASIC Corporations (Conditional Costs Schemes) Instrument 2020/38	[F2020L00034]	3, 11
ASIC Corporations (Foreign Financial Services Providers—Foreign AFS Licensees) Instrument 2020/198*	[F2020L00237]	8
ASIC Corporations (Foreign Financial Services Providers—Funds Management Financial Services) Instrument 2020/199*	[F2020L00238]	8
ASIC Credit (Litigation Funding—Exclusion) Instrument 2020/37	[F2020L00035]	3, 11
Auditing Standard ASA 2020-1 Amendments to Australian Auditing Standards*	[F2020L00252]	8
Australian Crime Commission Establishment Regulations 2020	[F2020L00162]	8
CASA EX101/19 — Helicopter Aerial Application Endorsements Exemption 2019	[F2019L01132]	13

Instrument	FRL No	Page
Competition and Consumer (Industry Codes—Dairy) Regulations 2019	[F2019L01610]	7
Defence Amendment (2020 Measures No. 1) Regulations 2020	[F2020L00120]	8
Export Control (Sheepmeat and Goatmeat Export to the European Union Tariff Rate Quotas) Order 2019	[F2019L01564]	7
Financial Framework (Supplementary Powers) Amendment (Education, Skills and Employment Measures No. 1) Regulations 2020*	[F2020L00233]	6, 8
Health Insurance (Bonded Medical Program) Rule 2020	[F2019L01513]	14
Higher Education Provider Amendment (Tuition Protection and Other Measures) Guidelines 2019	[F2019L01699]	7
Military Rehabilitation and Compensation Regulations 2020*	[F2020L00297]	8
National Health (Efficient Funding of Chemotherapy) Special Arrangement Amendment Instrument 2020 (No. 2) (PB 18 of 2020)*	[F2020L00187]	8
National Health (Supplies of out-patient medication) Determination 2019 (No. 2) (PB 110 of 2019)	[F2019L01703]	14
National Health (Take Home Naloxone Pilot) Special Arrangement 2019 (PB 97 of 2019)	[F2019L01542]	7
National Redress Scheme for Institutional Child Sexual Abuse Amendment (2020 Measures No. 1) Rules 2020	[F2020L00096]	3, 11
National Rental Affordability Scheme Regulations 2020*	[F2020L00282]	8
Privacy (Credit Reporting) Code 2014 (Version 2.1)	[F2020L00126]	9
Social Security (Coronavirus Economic Response—2020 Measures No. 1) Determination 2020*	[F2020L00310]	4
Social Security (Coronavirus Economic Response—2020 Measures No. 2) Determination 2020*	[F2020L00311]	4
Taxation Administration (Private Ancillary Fund) Guidelines 2019	[F2019L01227]	13
Treasury Laws Amendment (Miscellaneous Amendments) Regulations 2019	[F2019L01641]	14

Instrument	FRL No	Page
Veterans' Affairs Pharmaceutical Benefits Schemes (Electronic Prescriptions and Active Ingredient Prescribing) Amendment Instrument 2019	[F2019L01387]	14
Water Amendment (Murray Darling Basin Agreement—Basin Salinity Management) Regulations 2018	[F2018L01674]	13

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