© Commonwealth of Australia 2018

ISSN 2204-6356 (Print)

ISSN 2204-6364 (Online)

PO Box 6100 Parliament House Canberra ACT 2600

Phone: 02 6277 3823 Fax: 02 6277 5767

Email: human.rights@aph.gov.au Website: http://www.aph.gov.au/joint\_humanrights/

This document was prepared by the Parliamentary Joint Committee on Human Rights and printed by the Senate Printing Unit, Department of the Senate, Parliament House, Canberra.

## Membership of the committee

#### Members

Mr Ian Goodenough MP, Chair Mr Graham Perrett MP, Deputy Chair Mr Russell Broadbent MP Senator Carol Brown Senator Lucy Gichuhi Ms Madeleine King MP Mr Julian Leeser MP Senator Nick McKim Senator Claire Moore Senator James Paterson Moore, Western Australia, LP Moreton, Queensland, ALP McMillan, Victoria, LP Tasmania, ALP South Australia, LP Brand, Western Australia, ALP Berowra, New South Wales, LP Tasmania, AG Queensland, ALP Victoria, LP

#### Secretariat<sup>1</sup>

Ms Zoe Hutchinson, Acting Committee Secretary Dr Kate Mitchell, Principal Research Officer Mr Andrew McIntyre, Senior Research Officer Ms Laura Sweeney, Senior Research Officer Ms Kristen Zornada, Senior Research Officer Mr David Hopkins, Legislative Research Officer

#### **External legal adviser**

Dr Jacqueline Mowbray

<sup>1</sup> The human rights committee secretariat is staffed by parliamentary officers drawn from the Department of the Senate Legislative Scrutiny Unit (LSU), which usually includes two principal research officers with specialised expertise in international human rights law. LSU officers regularly work across multiple scrutiny committee secretariats.

### **Committee information**

Under the *Human Rights (Parliamentary Scrutiny) Act 2011* (the Act), the committee is required to examine bills, Acts and legislative instruments for compatibility with human rights, and report its findings to both Houses of the Parliament. The committee may also inquire into and report on any human rights matters referred to it by the Attorney-General.

The committee assesses legislation against the human rights contained in the International Covenant on Civil and Political Rights (ICCPR) and the International Covenant on Economic, Social and Cultural Rights (ICESCR); as well as five other treaties relating to particular groups and subject matter.<sup>2</sup> Appendix 2 contains brief descriptions of the rights most commonly arising in legislation examined by the committee.

The establishment of the committee builds on Parliament's established tradition of legislative scrutiny. The committee's scrutiny of legislation is undertaken as an assessment against Australia's international human rights obligations, to enhance understanding of and respect for human rights in Australia and ensure attention is given to human rights issues in legislative and policy development.

Some human rights obligations are absolute under international law. However, in relation to most human rights, prescribed limitations on the enjoyment of a right may be justified under international law if certain requirements are met. Accordingly, a focus of the committee's reports is to determine whether any limitation of a human right identified in proposed legislation is justifiable. A measure that limits a right must be **prescribed by law**; be in pursuit of a **legitimate objective**; be **rationally connected** to its stated objective; and be a **proportionate** way to achieve that objective (the **limitation criteria**). These four criteria provide the analytical framework for the committee.

A statement of compatibility for a measure limiting a right must provide a **detailed** and evidence-based assessment of the measure against the limitation criteria.

Where legislation raises human rights concerns, the committee's usual approach is to seek a response from the legislation proponent, or else draw the matter to the attention of the proponent on an advice-only basis.

More information on the committee's analytical framework and approach to human rights scrutiny of legislation is contained in Guidance Note 1 (see **Appendix 4**).

<sup>2</sup> These are the International Convention on the Elimination of All Forms of Racial Discrimination (ICERD); the Convention on the Elimination of Discrimination against Women (CEDAW); the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (CAT); the Convention on the Rights of the Child (CRC); and the Convention on the Rights of Persons with Disabilities (CRPD).

# **Table of contents**

Membership of the committeeiii
Committee informationiv
Chapter 1—New and continuing matters1
Response required
Court and Tribunal Legislation Amendment (Fees and Juror Remuneration) Regulations 2018 [F2018L00819]2
Further response required
National Disability Insurance Scheme (Restrictive Practice and Behaviour Support) Rules 2018 [F2018L00632]7
Advice only
Plebiscite (Future Migration Level) Bill 201820
Bills not raising human rights concerns22
Chapter 2—Concluded matters23
National Disability Insurance Scheme (Incident Management and Reportable Incidents) Rules 2018 [F2018L00633] and National Disability Insurance Scheme (Complaints Management and Resolution) Rules 2018 [F2018L00634]23
National Disability Insurance Scheme (Protection and Disclosure of Information—Commissioner) Rules 2018 [F2018L00635]
National Redress Scheme for Institutional Child Sexual Abuse Bill 2018 and related legislation46
Appendix 1—Deferred legislation81
Appendix 2—Short guide to human rights83
Appendix 3—Correspondence97
Appendix 4—Guidance Note 1 and Guidance Note 2