



## Queensland Parliamentary Service

**THE CLERK OF THE PARLIAMENT**  
Parliament House Ph: 61 7 3553 6451  
George Street Fax: 61 7 3553 6454  
Brisbane Qld 4000  
email: ClerksOffice@parliament.qld.gov.au  
www.parliament.qld.gov.au

Your Ref:

Our Ref: 11.1

26 May 2016

Hon Scott Farlow MLC  
Chair  
Select Committee on the Legislative Council  
Parliament House  
Macquarie Street  
SYDNEY NSW 2000

Dear Hon Farlow

**Select Committee on the Legislative Council Committee System – preparing for the next 25 years**

I enclose a report of my evidence before your committee on 29 April 2016 with one correction in accordance with the rules and noted as required by the relevant instructions.


I also wish to clarify or correct two matters:

- In reference to my answer to the second question from Hon Veitch on page 42: The technology I referred to does not alleviate the need for a Hansard Reporter to travel with a committee to audio capture (record) remote hearings. The technology will, however, mean that the audio can be transmitted to Brisbane to allow other reporters to transcribe the hearings, without having to await the return of the committee.
- In reference to my answer to Hon Peter Philips on page 42: The reference to the Senate Privileges Act, should of course be to the Federal or Commonwealth's Privileges Act.

In respect of material I undertook to provide the committee regarding the estimates process in Queensland (at pp.40-41), I attach the following reports of the Committee of the Legislative Assembly for your committee's information:

- Report - No. 1, Analysis of the 2011 Estimates Process (Statistical analysis of the 2011 Estimates Process)
- Report - No. 12, Report on the 2014 Budget Estimates Trial Process
- Report - No. 14, Report on the 2015 Budget Estimates Process
- Report - No. 13, Review of 2011 Committee System Reforms

Yours sincerely

  
Neil Laurie  
The Clerk of the Parliament



## COMMITTEE OF THE LEGISLATIVE ASSEMBLY

### Report No. 1

#### *Analysis of the 2011 Estimates Process*

##### ***Introduction and background***

1. The Committee of the Legislative Assembly (the CLA or the committee) is a statutory committee of the Queensland Parliament established under s. 80 the *Parliament of Queensland Act 2001* (the POQA or the Act).
2. Section 84 of the POQA provides that the CLA's area of responsibility includes the standing rules and orders about the conduct of business by, and the practices and the procedures of, the Assembly and its committees and any other matters for which the committee is given responsibility under the standing rules and orders.
3. The Committee notes significant changes to the Legislative Assembly's committee system following the passage of the *Parliament (Modernisation and Reform) Bill 2011* in May 2011 and significant associated amendments to Standing and Sessional Orders in June 2011.
4. Included in the reforms, were changes to the way estimates hearing are conducted. For example:
  - Estimates hearings are now conducted by portfolio committees rather than ad hoc estimates committees;
  - Strict time limits dividing time between government and non-government members have been removed and time limits for questions and answers have also been removed;
  - Committee members can directly question Ministers and Directors-General and nominated Chief Executive Officers.
5. The committee wishes to draw to the attention of the House, a statistical analysis of the 2011 Estimates Process.
6. In particular -
  - The analysis of the summary of time for Estimates hearings from 2008-2010 at **appendix A**. This can be used as a benchmark against which this year's estimates process can be evaluated.
  - The Statistical Analysis of Time and Questioning at **appendix B**.
  - The various graphs and charts compiled from statistical information garnered throughout the estimates process – providing a picture of the allocation of time by committees and to whom questions were directed or referred by a committee at **appendix C**.

**Recommendation**

The committee recommends that the House note the statistical analysis of the 2011 Estimates Process.

Hon Judy Spence MP

**Chair**

August 2011

### **Membership — 53rd Parliament**

Hon Judy Spence MP, Chair  
*Member for Sunnybank*

Ms Rosemary Menkens MP, Deputy Chair  
*Member for Burdekin*

Hon Stirling Hinchliffe MP  
*Member for Stafford*

Mr Mike Horan MP  
*Member for Toowoomba South*

Mr Tim Nicholls MP  
*Member for Clayfield*

Mr Robert Schwarten MP  
*Member for Rockhampton*

### **Secretariat**

Mr Neil Laurie, *Clerk of the Parliament*

Mr Michael Ries, *Deputy Clerk of the Parliament*

Ms Kellie Moule, *Principal Research Officer*

Ms Andrea Musch, *Executive Secretary*

### **Contact**

Telephone: 07 3406 7586

Facsimile: 07 3406 7691

E-mail: [cla@parliament.qld.gov.au](mailto:cla@parliament.qld.gov.au)

Internet: <http://www.parliament.qld.gov.au/view/committees/CLA.asp>

## Estimates – Summary of time 2008 – 2010

Year	Committee	Portfolios	Time	Total time
2011				
2010	Estimates A	<ul style="list-style-type: none"> <li>• Office of the Governor</li> <li>• Legislative Assembly</li> <li>• Premier and Minister for the Arts</li> <li>• Treasurer and Minister for Employment and Economic Development</li> <li>• Minister for Public Works and Information and Communication Technology</li> </ul>	9hr 3mins	
	Estimates B	<ul style="list-style-type: none"> <li>• Deputy Premier and Minister for Health</li> <li>• Minister for Education and Training</li> </ul>	7hr 5mins	
	Estimates C	<ul style="list-style-type: none"> <li>• Minister for Natural Resources, Mines and Energy and Minister for Trade</li> <li>• Minister for Transport</li> </ul>	6hr 36mins	
	Estimates D	<ul style="list-style-type: none"> <li>• Minister for Main Roads</li> <li>• Minister for Disability Services and Multicultural Affairs</li> </ul>	6hr 4mins	
	Estimates E	<ul style="list-style-type: none"> <li>• Minister for Primary Industries, Fisheries and Rural and Regional Queensland</li> <li>• Attorney-General and Minister for Industrial Relations</li> <li>• Minister for Infrastructure and Planning</li> </ul>	8hr 4mins	
	Estimates F	<ul style="list-style-type: none"> <li>• Minister for Local Government and Aboriginal and Torres Strait Islander Partnerships</li> <li>• Minister for Child Safety and Minister for Sport</li> <li>• Minister for Community Services and Housing and Minister for Women</li> </ul>	8hr 9mins	
	Estimates G	<ul style="list-style-type: none"> <li>• Minister for Police, Corrective Services and Emergency Services</li> <li>• Minister for Tourism and Fair Trading</li> <li>• Minister for Climate Change and Sustainability</li> </ul>	8hr 34mins	
			<b>TOTAL</b>	<b>53hr 35mins</b>
2009	Estimates A	<ul style="list-style-type: none"> <li>• Office of the Governor</li> <li>• Legislative Assembly</li> <li>• Premier and Minister for the Arts</li> <li>• Treasurer and Minister for Employment and Economic Development</li> <li>• Minister for Public Works and Information and Communication Technology</li> </ul>	8hr 35min	
	Estimates B	<ul style="list-style-type: none"> <li>• Deputy Premier and Minister for Health</li> <li>• Minister for Police, Corrective Services and Emergency Services</li> </ul>	6hr 34mins	

Year	Committee	Portfolios	Time	Total time
	Estimates C	<ul style="list-style-type: none"> <li>Minister for Natural Resources, Mines and Energy and Minister for Trade</li> <li>Minister for Community Services and Housing and Minister for Women</li> <li>Minister for Infrastructure and Planning</li> </ul>	8hr 6mins	
	Estimates D	<ul style="list-style-type: none"> <li>Minister for Main Roads</li> <li>Minister for Disability Services and Multicultural Affairs</li> </ul>	5hr 9min	
	Estimates E	<ul style="list-style-type: none"> <li>Minister for Primary Industries, Fisheries and Rural and Regional Queensland</li> <li>Attorney-General and Minister for Industrial Relations</li> <li>Minister for Climate Change and Sustainability</li> </ul>	8hr 3min	
	Estimates F	<ul style="list-style-type: none"> <li>Minister for Local Government and Aboriginal and Torres Strait Islander Partnerships</li> <li>Minster for Tourism and Fair Trading</li> <li>Minister for Transport</li> </ul>	7hr 26min	
	Estimates G	<ul style="list-style-type: none"> <li>Minister for Education and Training</li> <li>Minister for Child Safety and Minister for Sport</li> </ul>	7hr 18 min	
			<b>TOTAL</b>	<b>51hr 11min</b>
<b>2008</b>	Estimates A	<ul style="list-style-type: none"> <li>Office of the Governor</li> <li>Legislative Assembly</li> <li>Premier</li> <li>Deputy Premier and Minister for Infrastructure and Planning</li> <li>Minister for Public Works, Housing and Information and</li> <li>Communication Technology</li> </ul>	8hr 47min	
	Estimates B	<ul style="list-style-type: none"> <li>Minister for Police, Corrective Services and Sport</li> <li>Treasurer</li> <li>Minister for Health</li> </ul>	8hr 35min	
	Estimates C	<ul style="list-style-type: none"> <li>Minister for Education, Training and Minister for the Arts</li> <li>Minister for Main Roads and Local Government</li> </ul>	7hr	
	Estimates D	<ul style="list-style-type: none"> <li>Minister for Child Safety and Minister for Women</li> <li>Minister for Tourism, Regional Development and Industry</li> <li>Minister for Communities, Minister for Disability Services, Minister for Aboriginal and Torres Strait Islander Partnerships, Minister for Multicultural Affairs, Seniors</li> <li>and Youth</li> </ul>	9hr	

Year	Committee	Portfolios	Time	Total time
	Estimates E	<ul style="list-style-type: none"> <li>Minister for Mines and Energy</li> <li>Attorney-General and Minister for Justice and Minister Assisting the Premier in</li> <li>Western Queensland</li> <li>Minister for Emergency Services</li> </ul>	7hr 13min	
	Estimates F	<ul style="list-style-type: none"> <li>Minister for Transport, Trade, Employment and Industrial Relations</li> <li>Minister for Sustainability, Climate Change and Innovation</li> </ul>	6hr 27min	
	Estimates G	<ul style="list-style-type: none"> <li>Minister for Primary Industries and Fisheries</li> <li>Minister for Natural Resources and Water and Minister Assisting the Premier in North Queensland</li> </ul>	6hr 29min	
			<b>TOTAL</b>	<b>53hr 31min</b>

## 2011 ESTIMATES – Statistical Analysis of Time and Questioning

	<b>Finance &amp; Administration Committee 12/7/11</b>	<b>Health and Disabilities Committee 13/7/11</b>	<b>Transport, Local Government and Infrastructure Committee 14/7/11</b>	<b>Industry, Education, Training, Industrial Relations Committee 15/7/11</b>	<b>Legal Affairs, Police, Corrective Services &amp; Emergency Services Committee 19/7/11</b>	<b>Environ, Agriculture, Resources and Energy Committee 20/7/11</b>	<b>Community Affairs Committee 21/7/11</b>	<b>Totals</b>
Length of committee	9 hrs 07 mins	8 hrs 33 mins	8 hrs 3 mins	7 hrs 23 mins	9 hrs 50 mins	8 hrs 06 mins	8 hrs 40 mins	59 hrs 42 mins
Length of gov. questioning	2 hrs 36 mins	1 hr 54 mins	4 hours	3 hrs 25 mins	3 hrs 21 mins	2 hrs 35 mins	2 hrs 37 mins	20 hrs 28 mins
Length of non-gov. questioning	6 hrs 10 mins	6 hrs 16 mins	4 hrs 05 mins	3 hrs 47 mins	5 hrs 47 mins	4 hrs 55 mins	5 hrs 26 mins	36 hrs 26 mins
Number of gov. questions directed to DG or other officers	6	5	0	0	5	0	15	31
Number of non-gov. questions directed to DG or other officers	36	138	133	37	239	111	75	769
Number of gov. questions referred by min. to DG or other officers	1	4	4	0	6	1	0	16
Number of non-gov. questions referred by min. to DG or other officers	6	5	3	14	13	11	5	57

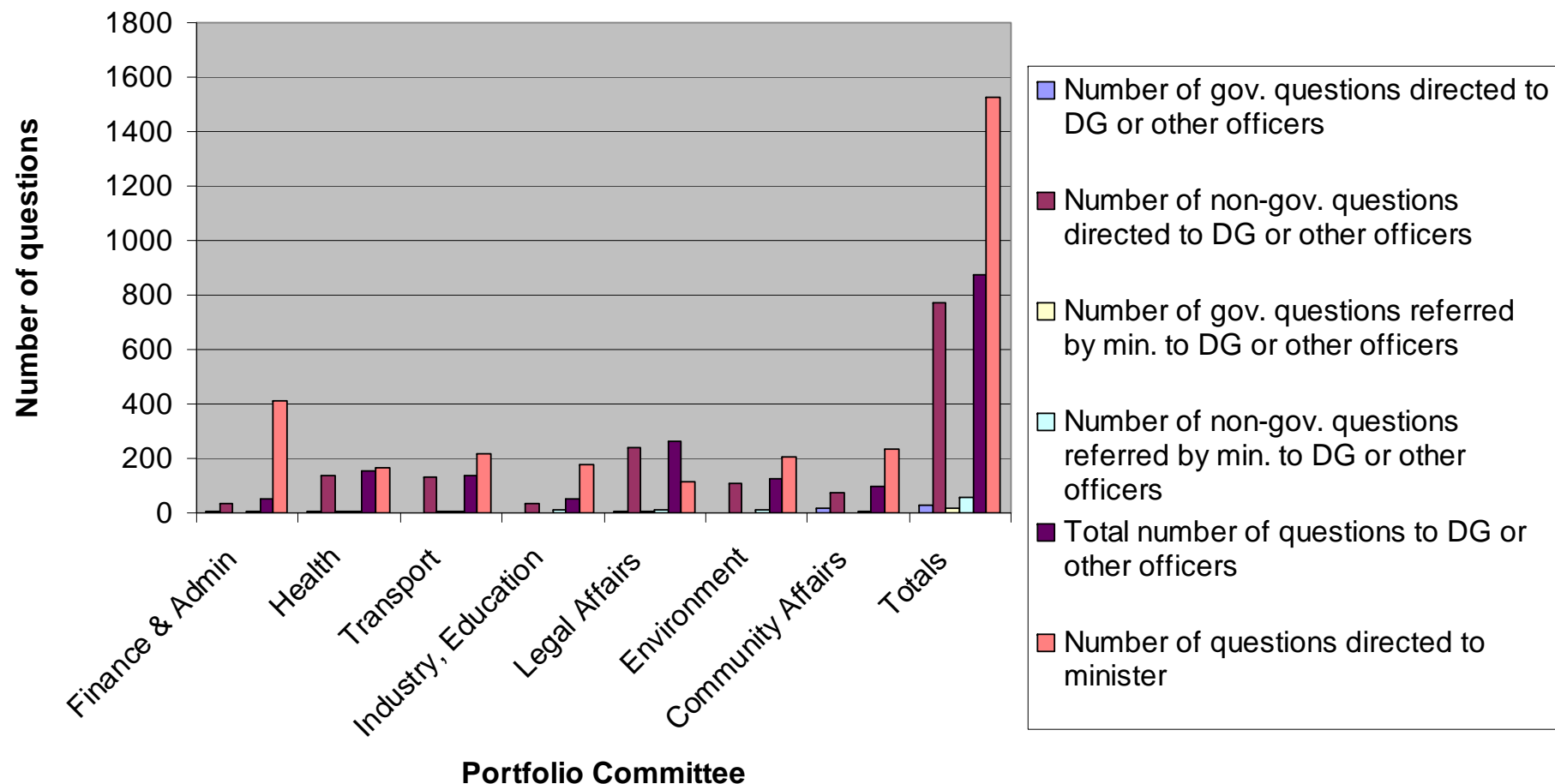


## 2011 ESTIMATES

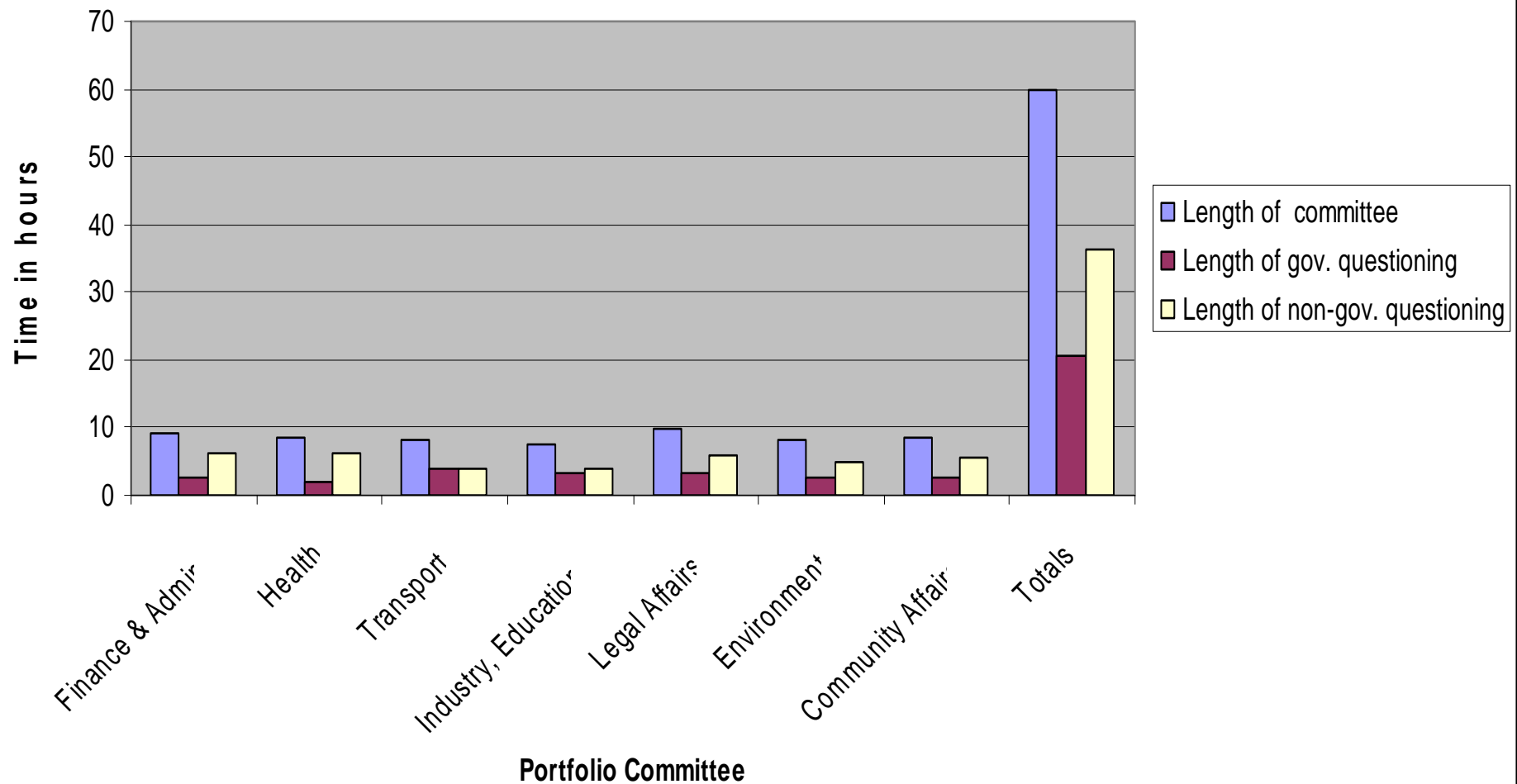
	<b>Finance &amp; Administration Committee 12/7/11</b>	<b>Health and Disabilities Committee 13/7/11</b>	<b>Transport, Local Government and Infrastructure Committee 14/7/11</b>	<b>Industry, Education, Training, Industrial Relations Committee 15/7/11</b>	<b>Legal Affairs, Police, Corrective Services &amp; Emergency Services Committee 19/7/11</b>	<b>Environ, Agriculture, Resources and Energy Committee 20/7/11</b>	<b>Community Affairs Committee 21/7/11</b>	<b>Totals</b>
Total number of questions to DG or other officers	49	152	140	51	263	123	95	873
Number of questions directed to minister	411	163	220	179	116	203	234	1526
Total number of questions	460	315	360	230	379	326	329	2399
% of total questions to minister	89.3%	51.7%	61.1%	77.8%	30.6%	62.3%	71.1%	63.41%*
% of total questions to DG or other officers	10.7%	48.3%	38.9%	22.2%	69.4%	37.7%	28.9%	36.59%*

\* = average across all portfolios for 2011.

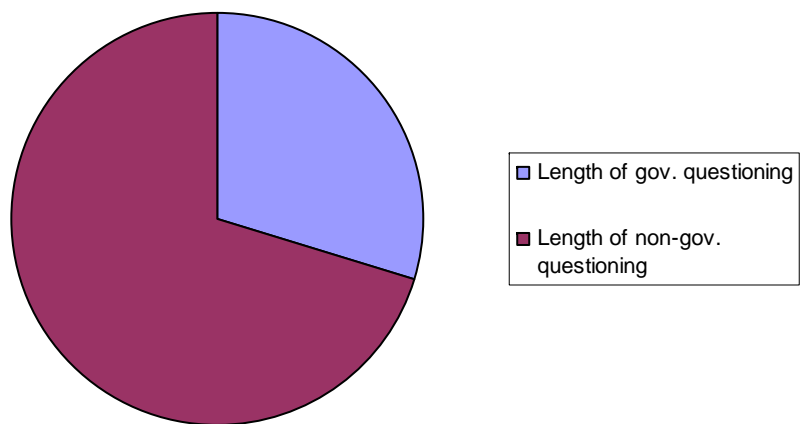
## Portfolio Committees Estimates Hearings 2011 - To whom questions directed or referred



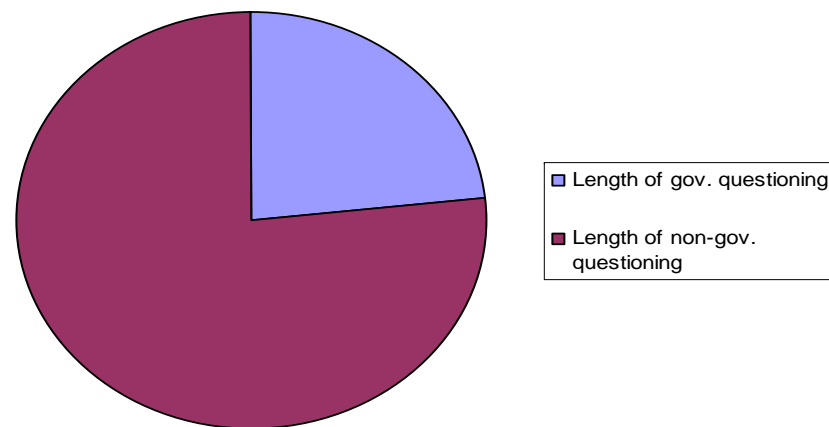
## Portfolio Committees Estiamtes Hearings 2011 - Length of hearing and allocation of questioning



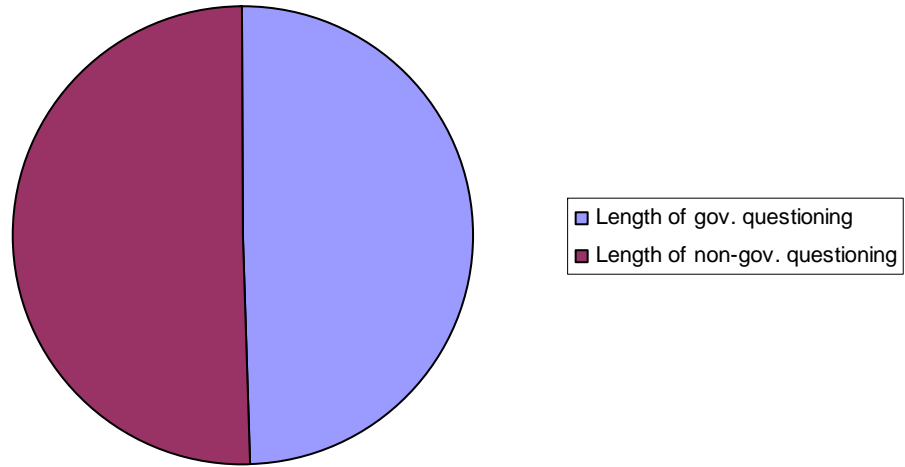
**Finance & Admin Committee - Time allocation**



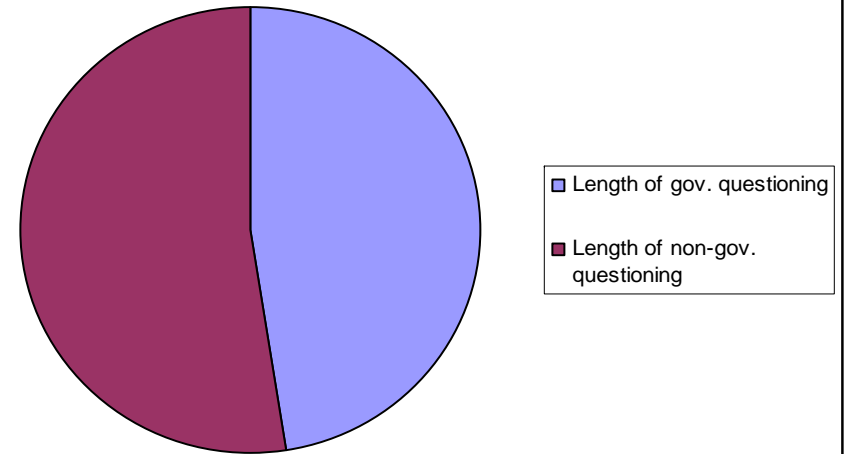
**Health - Time Allocation**



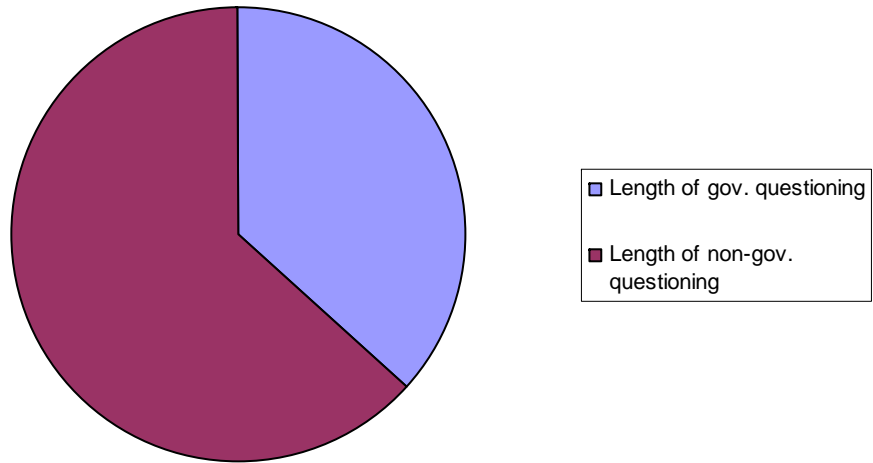
**Transport - Time allocation**



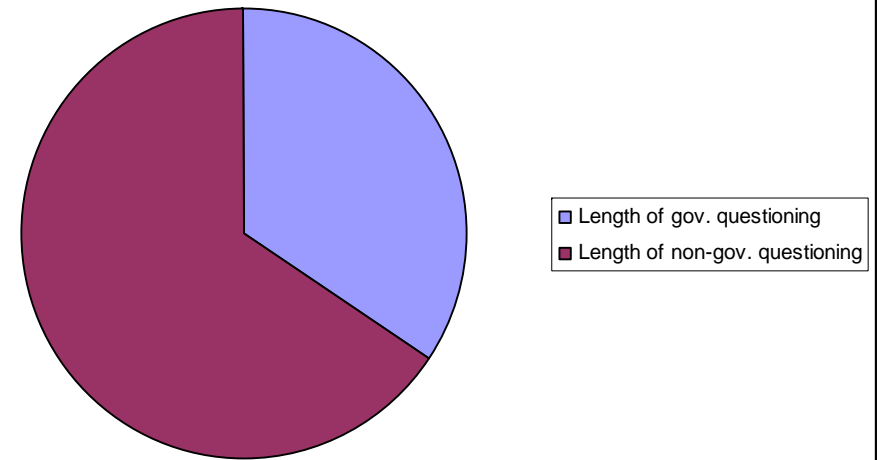
**Industry, Education - Time Allocation**

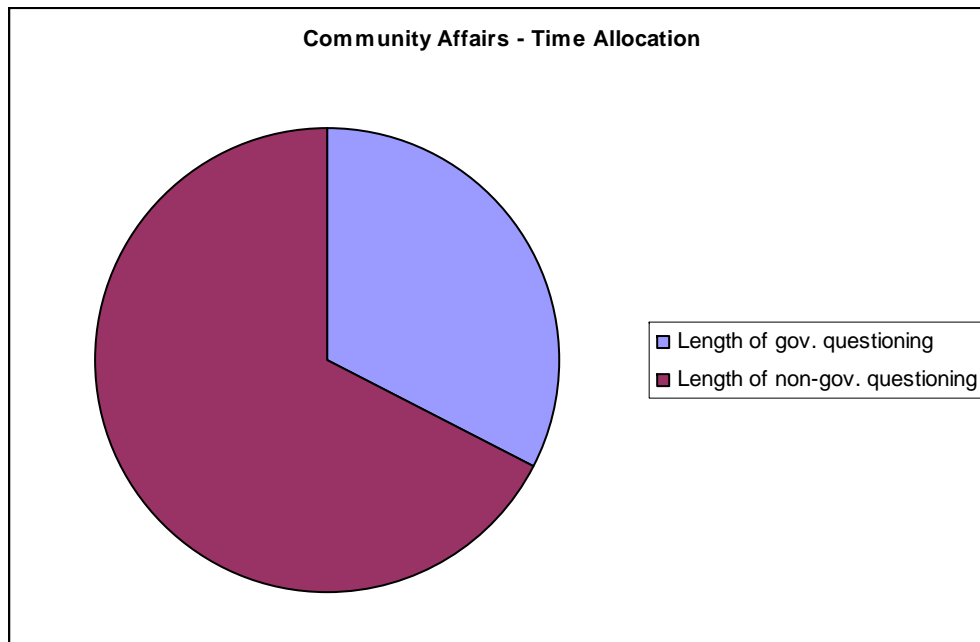


**Legal Affairs - Time Allocation**



**Environment - Time Allocation**







# **Report on the 2014 Budget Estimates Trial Process**

**REPORT NO. 12**  
**COMMITTEE OF THE LEGISLATIVE ASSEMBLY**  
**September 2014**



# COMMITTEE OF THE LEGISLATIVE ASSEMBLY

<b>Chair</b>	Hon Fiona Simpson MP, Speaker of the Legislative Assembly
<b>Members</b>	Hon Jeff Seeney MP, Deputy Premier Mr Ray Stevens MP, Leader of the House Hon Tim Nicholls MP, Treasurer [Premier's nominee] Mrs Yvette D'Ath MP, Member for Redcliffe [Leader of the Opposition's nominee] Hon Tim Mulherin MP, Deputy Leader of the Opposition Mr Curtis Pitt MP, Manager of Opposition Business
<b>Staff</b>	Mr Neil Laurie, Clerk of the Parliament Mr Michael Ries, Deputy Clerk of the Parliament Mr Michael Hickey, Director, Corporate and House Services Ms Kellie Moule, Principal Research Officer Ms Andrea Musch, Executive Secretary
<b>Contact details</b>	Committee of the Legislative Assembly Parliament House George Street Brisbane Qld 4000
<b>Telephone</b>	+61 7 3406 7586
<b>Fax</b>	+61 7 3406 7691
<b>Email</b>	<a href="mailto:CLA@parliament.qld.gov.au">CLA@parliament.qld.gov.au</a>
<b>Web</b>	<a href="http://www.parliament.qld.gov.au/CLA">http://www.parliament.qld.gov.au/CLA</a>
<b>Subscribe</b>	<a href="http://www.parliament.qld.gov.au/subscribe">www.parliament.qld.gov.au/subscribe</a>

## Introduction

### *Role of the Committee*

1. The Committee of the Legislative Assembly (CLA or the committee) is a statutory committee appointed by the Parliament of *Queensland Act 2001* (POQA).
2. Section 84 of the POQA details the committee's areas of responsibility as follows:
  - the ethical conduct of Members, except for matters that are considered by the Ethics Committee;
  - parliamentary powers, rights and immunities;
  - Standing Rules and Orders about the conduct of business by, and the practices and procedures of, the Assembly and its committees; and
  - any other matters for which the committee is given responsibility under the Standing Rules and Orders.

### Logistics

3. As part of the estimates 2014 trial arrangements, all seven portfolio committees held estimates hearings at the same time, on Tuesday 15 and Thursday 17 July 2014. Normally, internet broadcast of committee proceedings is possible from a total of five rooms at the same time.
4. The simultaneous hearings of the seven portfolio committees for the estimates 2014 process required an additional 2 cameras and additional support which in most cases was met from within current Parliamentary Service staff resources. The only additional expenditure is from amounts payable to Shendale Pty Ltd (which provides external technical support for the Parliament's broadcast and audio-visual services). The additional cost of Shendale's service for 2014 when compared to the 2013 estimates process was \$7,816.25.
5. A total of 13 Staff from the Committee Office and Library were trained in log noting of committee proceedings over two separate sessions. A further 10 staff from the property services, library and communications areas were trained as camera operators to assist 4 technicians from Shendale.
6. The IT Services section of the Parliamentary Service also used current staffing to develop solutions to support the extra two simultaneous committee broadcasts and the associated changes for the website and handling of archive video files.
7. The simultaneous hearings of the seven portfolio committees for estimates 2014 meant that it was not possible to produce Hansard transcripts for all seven hearings in the same timeframes as was the case for single hearing transcripts in previous years.
8. Two hearings on each of the Tuesday and the Thursday of hearings were reported live by reporting staff. The transcripts for those hearings were available progressively throughout the day and in full later on the evening on the hearing day.
9. The transcripts for all other hearings were made available as soon as possible in accordance with a schedule. The last of the hearing transcripts were available by Thursday 24 July (a day ahead of schedule).

10. The video archive of each hearing was made available until the transcript was produced. Archives of these broadcasts were provided and updated regularly throughout the day, covering four hearing sessions of each committee, rather than one video of the entire day. Both the live broadcasts and the archived broadcasts were made readily accessible from the front page of the Parliament's website.

## Statistics

11. A statistical break down of how hearing time was allocated across the seven portfolio committees is at **Attachment A**. For comparison, the statistics for the 2013 estimates process are included at **Attachment B**.
12. Points to note between the 2014 and 2013 hearings include:
- The length of committee hearings increased in 2014 as compared to 2013 across the portfolio committees;
  - The length of time spent in non-government questioning increased in 2014 when compared to 2013, with the exception of the Legal Affairs and Community Safety Committee;
  - The total number of non-government questions increased in 2014 as compared with 2013, with the exception of the Legal Affairs and Community Safety Committee; and
  - The percentage of total questions directed to CEOs across the portfolio committees in 2014 was 12% when compared with 18% in 2013.

## Recommendation

### The Committee recommends that the House note:

1. That the 2014 Budget Estimates Trial of holding seven simultaneous hearings over two days was logistically successful with respect to the seamless broadcast of seven hearings at once and hearing transcripts produced as scheduled;
2. The relatively minimal additional cost of the trial (i.e. \$7,816.25) when compared to the 2013 Estimates Process; and
3. The attached statistical break down of how hearing time and questions were allocated across the estimates committees.

**2014 ESTIMATES**  
**15, 16 (CLA ONLY) AND 17 JULY 2014**

	Committee of the Legislative Assembly (CLA) 16/7/2014	Finance and Administration Committee	State Development, Infrastructure and Industry	Legal Affairs and Community Safety	Agriculture, Resources and Environment	Education and Innovation	Health and Community Services	Transport, Housing and Local Government
<b>Length of committee</b>	1 hr 3 mins	15/7 = 5 hrs 47 mins  17/7 = 5 hrs 54 mins  <u>TOTAL</u> = 11 hrs 41 mins	15/7 = 6 hrs 3 mins  17/7 = 6 hrs 11 mins  <u>TOTAL</u> = 12 hrs 14 mins	15/7 = 6 hrs 30 mins  17/7 = 6 hrs 22 mins  <u>TOTAL</u> = 12 hrs 52 mins	15/7 = 6 hrs 5 mins  17/7 = 6 hrs 10 mins  <u>TOTAL</u> = 12 hrs 15 mins	15/7 = 5 hrs 55 mins  17/7 = 6 hrs 2 mins  <u>TOTAL</u> = 11 hrs 57 mins	15/7 = 6 hrs 1 min  17/7 = 6 hrs 4 mins  <u>TOTAL</u> = 12 hrs 5 mins	15/7 = 6 hrs  17/7 = 5 hrs 58  <u>TOTAL</u> = 11 hrs 58 mins
<b>Length of govt questioning</b>	26 mins	15/7 = 2 hrs 53 mins 17/7 = 2 hrs 33 mins  <u>TOTAL</u> = 5 hrs 26 mins	15/7 = 2 hrs 42 mins 17/7 = 2 hrs 36 mins  <u>TOTAL</u> = 5 hrs 18 mins	15/7 = 3 hrs 53 mins 17/7 = 2 hrs 57  <u>TOTAL</u> = 6 hrs 50	15/7 = 3 hrs 59 mins 17/7 = 3 hrs 02 mins  <u>TOTAL</u> = 7 hrs 1 min	15/7 = 2 hrs 42 17/7 = 2 hrs 47  <u>TOTAL</u> = 5 hrs 29	15/7 = 2 hrs 26 mins 17/7 = 2 hrs 23 mins  <u>TOTAL</u> = 4 hrs 49 mins	15/7 = 2 hrs 28 mins 17/7 = 2 hrs 35 mins  <u>TOTAL</u> = 5 hrs 3 mins
<b>Length of non- govt questioning</b>	33 mins	15/7 = 2 hrs 28 mins 17/7 = 2 hrs 35 mins  <u>TOTAL</u> = 5 hrs 3 mins	15/7 = 2 hrs 58 mins 17/7 = 3 hrs 13 mins  <u>TOTAL</u> = 5 hrs 11 mins	15/7 = 2 hr 10 mins 17/7 = 2 hrs 59 mins  <u>TOTAL</u> = 5 hrs 9 mins	15/7 = 1 hr 57 mins 17/7 = 2 hrs 50 mins  <u>TOTAL</u> = 4 hrs 47 mins	15/7 = 2 hrs 59 mins 17/7 = 2 hrs 55 mins  <u>TOTAL</u> = 5 hrs 54 mins	15/7 = 3 hrs 17 mins 17/7 = 3 hrs 1 mins  <u>TOTAL</u> = 6 hrs 18 mins	15/7 = 2 hrs 58 mins 17/7 = 2 hrs 54 mins  <u>TOTAL</u> = 5 hrs 52 mins

	Committee of the Legislative Assembly (CLA) 16/7/2014	Finance and Administration Committee	State Development, Infrastructure and Industry	Legal Affairs and Community Safety	Agriculture, Resources and Environment	Education and Innovation	Health and Community Services	Transport, Housing and Local Government
<b>Total no. of questions</b>	15	15/7 = 53 17/7 = 54  <u>TOTAL</u> = 107	15/7 = 99 17/7 = 104  <u>TOTAL</u> = 203	15/7 = 97 17/7 = 52  <u>TOTAL</u> = 149	15/7 = 90 17/7 = 65  <u>TOTAL</u> = 155	15/7 = 78 17/7 = 74  <u>TOTAL</u> = 152	15/7 = 85 17/7 = 68  <u>TOTAL</u> = 153	15/7 = 92 17/7 = 112  <u>TOTAL</u> = 204
<b>GOVERNMENT</b>								
<b>Total No. of govt questions</b>	9	15/7 = 21 17/7 = 25  <u>TOTAL</u> = 46	15/7 = 30 17/7 = 41  <u>TOTAL</u> = 71	15/7 = 58 17/7 = 23  <u>TOTAL</u> = 81	15/7 = 55 17/7 = 32  <u>TOTAL</u> = 87	15/7 = 34 17/7 = 33  <u>TOTAL</u> = 67	15/7 = 45 17/7 = 27  <u>TOTAL</u> = 72	15/7 = 42 17/7 = 60  <u>TOTAL</u> = 102
<b>No. of govt questions directed to the minister (or CLA members) *</b>	9	15/7 = 21 17/7 = 22  <u>TOTAL</u> = 43	15/7 = 30 17/7 = 38  <u>TOTAL</u> = 68	15/7 = 52 17/7 = 19  <u>TOTAL</u> = 71	15/7 = 55 17/7 = 32  <u>TOTAL</u> = 87	15/7 = 34 17/7 = 33  <u>TOTAL</u> = 67	15/7 = 44 17/7 = 27  <u>TOTAL</u> = 71	15/7 = 42 17/7 = 60  <u>TOTAL</u> = 102
<b>No. of govt questions directed to DG or other officers **</b>	0	15/7 = 0 17/7 = 3  <u>TOTAL</u> = 3	15/7 = 0 17/7 = 3  <u>TOTAL</u> = 3	15/7 = 6 17/7 = 4  <u>TOTAL</u> = 10	15/7 = 0 17/7 = 0  <u>TOTAL</u> = 0	15/7 = 0 17/7 = 0  <u>TOTAL</u> = 0	15/7 = 1 17/7 = 0  <u>TOTAL</u> = 1	15/7 = 0 17/7 = 0  <u>TOTAL</u> = 0
<b>No. of govt questions referred by minister (or CLA member) to DG or other officers</b>	5	15/7 = 0 17/7 = 12  <u>TOTAL</u> = 12	15/7 = 18 17/7 = 2  <u>TOTAL</u> = 20	15/7 = 2 17/7 = 11  <u>TOTAL</u> = 13	15/7 = 1 17/7 = 3  <u>TOTAL</u> = 4	15/7 = 13 17/7 = 11  <u>TOTAL</u> = 24	15/7 = 26 17/7 = 3  <u>TOTAL</u> = 29	15/7 = 8 17/7 = 1  <u>TOTAL</u> = 9

	Committee of the Legislative Assembly (CLA) 16/7/2014	Finance and Administration Committee	State Development, Infrastructure and Industry	Legal Affairs and Community Safety	Agriculture, Resources and Environment	Education and Innovation	Health and Community Services	Transport, Housing and Local Government
<b>NON- GOVERNMENT</b>								
<b>Total No. of non-govt questions</b>	6	15/7 = 32 17/7 = 29  <u>TOTAL</u> = 61	15/7 = 69 17/7 = 63  <u>TOTAL</u> = 132	15/7 = 39 17/7 = 29  <u>TOTAL</u> = 68	15/7 = 35 17/7 = 33  <u>TOTAL</u> = 68	15/7 = 44 17/7 = 41  <u>TOTAL</u> = 85	15/7 = 40 17/7 = 41  <u>TOTAL</u> = 81	15/7 = 50 17/7 = 52  <u>TOTAL</u> = 102
<b>No. of non-govt questions directed to the minister (or CLA members) *</b>	4	15/7 = 18 17/7 = 19  <u>TOTAL</u> = 37	15/7 = 61 17/7 = 54  <u>TOTAL</u> = 115	15/7 = 18 17/7 = 20  <u>TOTAL</u> = 38	15/7 = 33 17/7 = 32  <u>TOTAL</u> = 65	15/7 = 35 17/7 = 38  <u>TOTAL</u> = 73	15/7 = 27 17/7 = 37  <u>TOTAL</u> = 64	15/7 = 39 17/7 = 43  <u>TOTAL</u> = 82
<b>No. of non-govt questions directed to the DG or other officers **</b>	2	15/7 = 14 17/7 = 10  <u>TOTAL</u> = 24	15/7 = 8 17/7 = 9  <u>TOTAL</u> = 17	15/7 = 21 17/7 = 9  <u>TOTAL</u> = 30	15/7 = 2 17/7 = 1  <u>TOTAL</u> = 3	15/7 = 9 17/7 = 3  <u>TOTAL</u> = 12	15/7 = 13 17/7 = 4  <u>TOTAL</u> = 17	15/7 = 11 17/7 = 9  <u>TOTAL</u> = 20
<b>No. of non-govt questions referred by minister to DG or other officers</b>	4	15/7 = 0 17/7 = 6  <u>TOTAL</u> = 6	15/7 = 5 17/7 = 12  <u>TOTAL</u> = 17	15/7 = 1 17/7 = 14  <u>TOTAL</u> = 15	15/7 = 3 17/7 = 1  <u>TOTAL</u> = 4	15/7 = 18 17/7 = 26  <u>TOTAL</u> = 44	15/7 = 7 17/7 = 15  <u>TOTAL</u> = 22	15/7 = 4 17/7 = 5  <u>TOTAL</u> = 9

	Committee of the Legislative Assembly (CLA) 16/7/2014	Finance and Administration Committee	State Development, Infrastructure and Industry	Legal Affairs and Community Safety	Agriculture, Resources and Environment	Education and Innovation	Health and Community Services	Transport, Housing and Local Government
<b>DG &amp; OTHER OFFICERS</b>								
<b>Total No. of questions directed to DG or other officers</b>	2	15/7 = 14 17/7 = 13  <u>TOTAL</u> = 27	15/7 = 8 17/7 = 12  <u>TOTAL</u> = 20	15/7 = 27 17/7 = 13  <u>TOTAL</u> = 40	15/7 = 2 17/7 = 1  <u>TOTAL</u> = 3	15/7 = 9 17/7 = 3  <u>TOTAL</u> = 12	15/7 = 14 17/7 = 4  <u>TOTAL</u> = 18	15/7 = 11 17/7 = 9  <u>TOTAL</u> = 20
<b>Total No. of questions referred by min. (or CLA members) to DG or other officers</b>	9	15/7 = 0 17/7 = 18  <u>TOTAL</u> = 18	15/7 = 23 17/7 = 14  <u>TOTAL</u> = 37	15/7 = 3 17/7 = 25  <u>TOTAL</u> = 28	15/7 = 4 17/7 = 4  <u>TOTAL</u> = 8	15/7 = 31 17/7 = 37  <u>TOTAL</u> = 68	15/7 = 33 17/7 = 18  <u>TOTAL</u> = 51	15/7 = 12 17/7 = 6  <u>TOTAL</u> = 18
<b>% of total questions to minister</b>	86.7%	15/7 = 73.6% 17/7 = 75.9%	15/7 = 91.9% 17/7 = 88.5%	15/7 = 72.2% 17/7 = 75%	15/7 = 97.8% 17/7 = 98.5%	15/7 = 88.5% 17/7 = 95.9%	15/7 = 83.5% 17/7 = 94.1%	15/7 = 88% 17/7 = 92%
<b>% of total questions directed to DG or other officers</b>	13.3%	15/7 = 26.4% 17/7 = 24.1%	15/7 = 8.1% 17/7 = 11.5%	15/7 = 27.8% 17/7 = 25%	15/7 = 2.2% 17/7 = 1.5%	15/7 = 11.5% 17/7 = 4.1%	15/7 = 16.5% 17/7 = 5.9%	15/7 = 12% 17/7 = 8%

\*Note 1: CLA statistics do not differentiate between questions answered by Madam Speaker as Chair of the CLA and questions answered in whole or in part by other government members of the CLA.

\*\*Note 2: Questions referred to Assistance Ministers are included in questions referred to Directors-General or other officers

For the purposes of these statistics, a question is considered to be the first time a member asks a question raising a substantive issue and seeks information in relation to that issue. If the member then asks for clarification, or tries to elicit a further/different response from the minister or officer on the same substantive issue, it is not counted as a separate question.

Questions referred to DG or other officer include questions either directly referred by the minister, in whole or in part, or instances in which the DG or other officer substantially adds to the answer provided by the minister.

Percentage for questions to minister is calculated by adding up the column marked with an \* and dividing with the total number of questions.

Percentage for questions to director-general is calculated by adding up the column marked with an \*\* and dividing with the total number of questions.

**2013 ESTIMATES**  
**16, 17 AND 18 JULY 2013**

	<b>Committee of the Legislative Assembly (CLA) 16/07/13</b>	<b>Finance and Administratio n Committee 16/07/13</b>	<b>State Development, Infrastructure and Industry 17/07/13</b>	<b>Legal Affairs and Community Safety 18/07/13</b>	<b>Agriculture, Resources and Environment 19/07/13</b>	<b>Education and Innovation 23/07/13</b>	<b>Health and Community Services 24/07/13</b>	<b>Transport, Housing and Local Government 25/07/13</b>
<b>Length of committee</b>	60 minutes (1 hour)	367 minutes (6.11 hours)	508 minutes (8.46 hours)	601 minutes (10.01 hours)	528 minutes (8.8 hours)	513 minutes (8.55 hours)	602 minutes (10.03 hours)	459 minutes (7.65 hours)
<b>Length of govt questioning</b>	26 minutes	152 minutes (2.53 hours)	195 minutes (3.25 hours)	243 minutes (4.05 hours)	229 minutes (3.82 hours)	229 minutes (3.82 hours)	214 minutes (3.57 hours)	202 minutes (3.37 hours)
<b>Length of non-govt questioning</b>	32 minutes	187 minutes (3.11 hours)	287 minutes (4.78 hours)	331 minutes (5.52 hours)	257 minutes (4.28 hours)	264 minutes (4.4 hours)	347 minutes (5.78 hours)	226 minutes (3.77 hours)
<b>Total No. of questions</b>	15	76	115	168	97	134	113	133
<b>GOVERNMENT</b>								
<b>Total No. of govt questions</b>	9	32	53	67	50	53	45	72
<b>No. of govt questions directed to the minister (or CLA members)</b>	3	27	53	63	50	53	44	67
<b>No. of govt questions directed to DG or other officers</b>	3	5	Nil	4	Nil	Nil	1	5



	Committee of the Legislative Assembly (CLA) 16/07/13	Finance and Administratio n Committee 16/07/13	State Development, Infrastructure and Industry 17/07/13	Legal Affairs and Community Safety 18/07/13	Agriculture, Resources and Environment 19/07/13	Education and Innovation 23/07/13	Health and Community Services 24/07/13	Transport, Housing and Local Government 25/07/13
No. of govt questions referred by minister (or CLA member) to DG or other officers	3	Nil	1	2	Nil	2	7	Nil
<b>NON-GOVERNMENT</b>								
Total No. of non-govt questions	6	44	62	101	47	81	68	61
No. of non-govt questions directed to the minister (or CLA members)	3	34	58	49	39	65	52	50
No. of non-govt questions directed to the DG or other officers	2	10	4	52	8	16	16	11
No. of non-govt questions referred by minister to DG or other officers	2	3	10	12	2	27	11	8

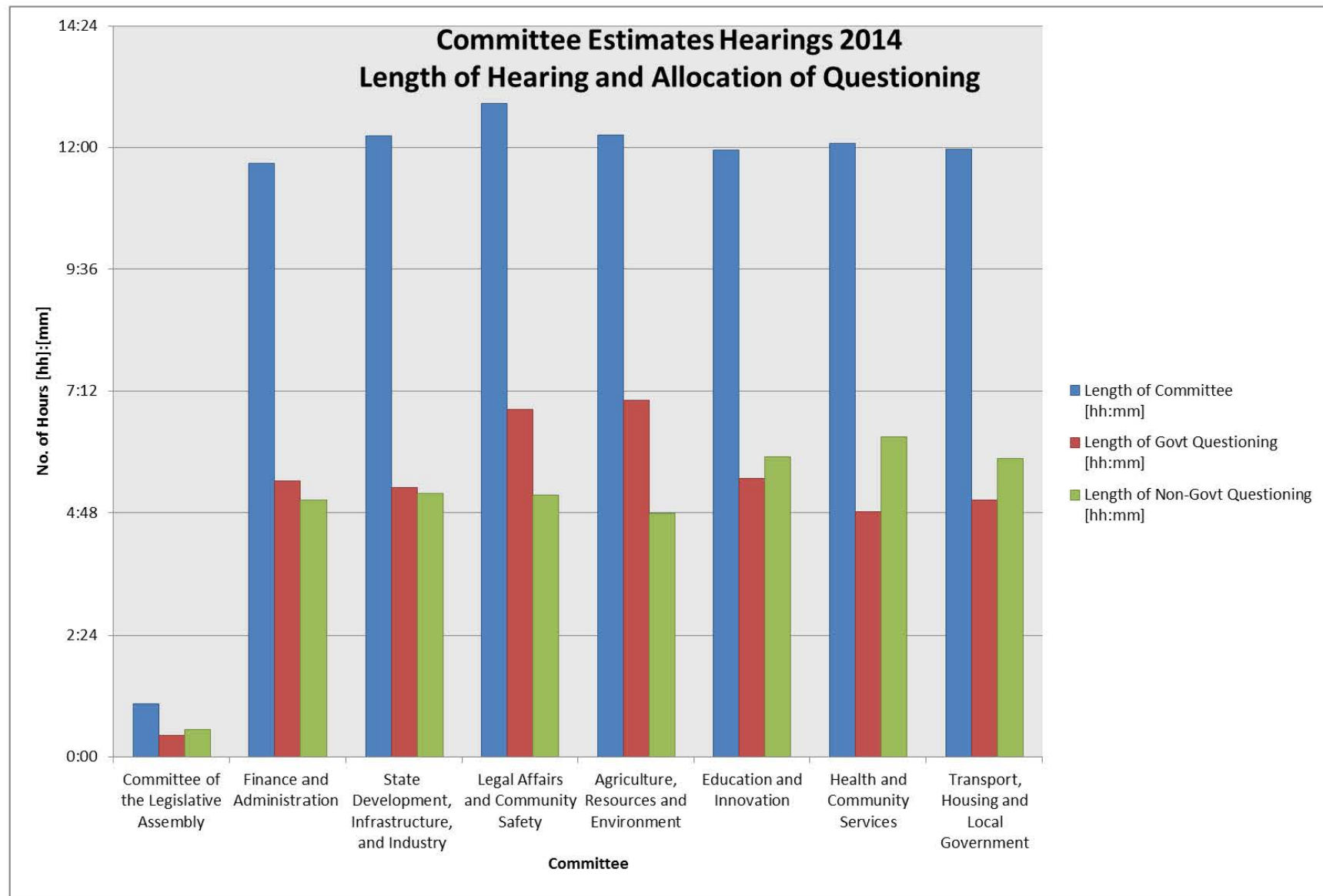
	<b>Committee of the Legislative Assembly (CLA) 16/07/13</b>	<b>Finance and Administratio n Committee 16/07/13</b>	<b>State Development, Infrastructure and Industry 17/07/13</b>	<b>Legal Affairs and Community Safety 18/07/13</b>	<b>Agriculture, Resources and Environment 19/07/13</b>	<b>Education and Innovation 23/07/13</b>	<b>Health and Community Services 24/07/13</b>	<b>Transport, Housing and Local Government 25/07/13</b>
<b>DG &amp; OTHER OFFICERS:</b>								
<b>Total No. of questions directed to DG or other officers</b>	5	15	4	56	8	16	17	16
<b>Total No. of questions referred by min. (or CLA members) to DG or other officers</b>	4	3	11	14	2	29	18	8
<b>% of total questions to minister</b>	60%	80.3%	96.5%	66.7%	91.7%	88.15	85%	88%
<b>% of total questions directed to DG or other officers</b>	40%	19.7%	3.5%	33.3%	8.3%	11.9%	15%	12%

*Note 1:* CLA statistics do not differentiate between questions answered by Madam Speaker as Chair of the CLA and questions answered in whole or in part by other government members of the CLA.

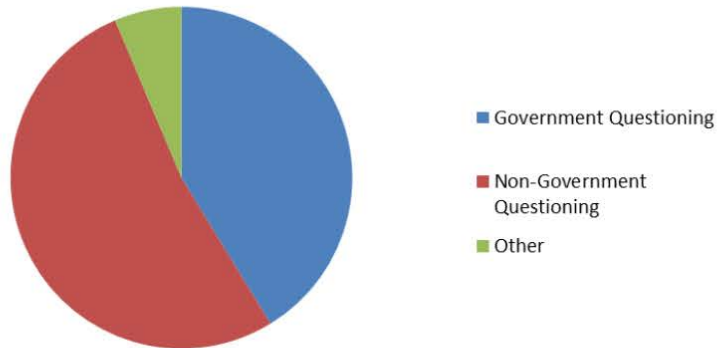
*Note 2:* Questions referred to Assistance Ministers are included in questions referred to Directors-General or other officers

For the purposes of these statistics, a question is considered to be the first time a member asks a question raising a substantive issue and seeks information in relation to that issue. If the member then asks for clarification, or tries to elicit a further/different response from the minister or officer on the same substantive issue, it is not counted as a separate question.

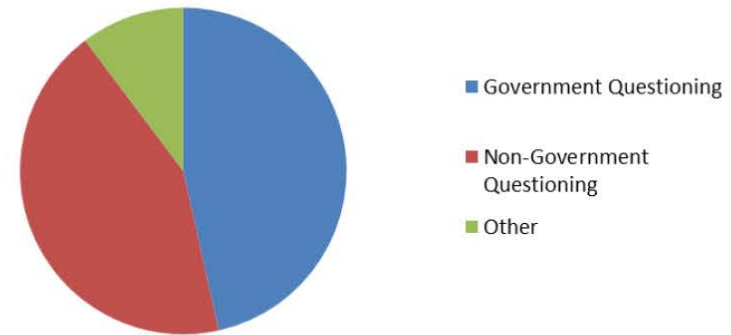
Questions referred to DG or other officer' include questions either directly referred by the minister, in whole or in part, or instances in which the DG or other officer substantially adds to the answer provided by the minister.



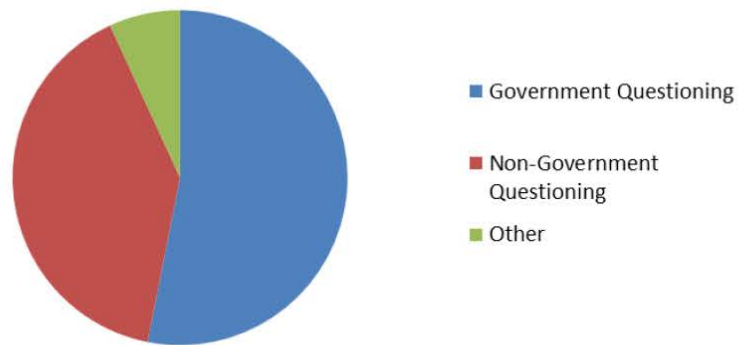
### Committee of the Legislative Assembly Allocation of Business



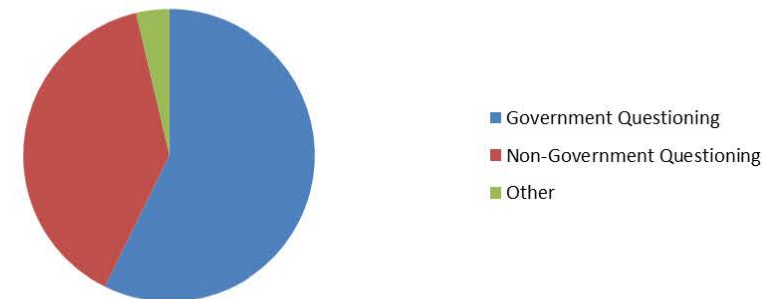
### Finance and Administration Allocation of Business



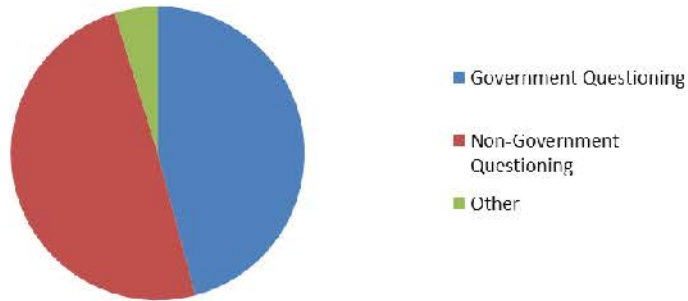
### Legal Affairs and Community Safety Allocation of Business



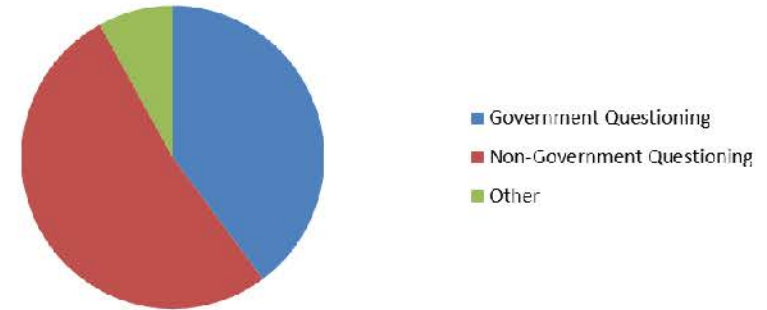
### Agriculture, Resources and Environment Allocation of Business



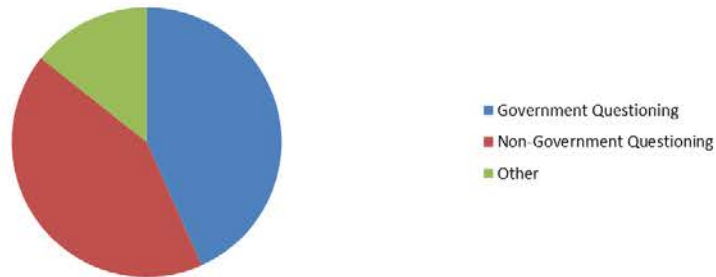
### Education and Innovation Allocation of Business



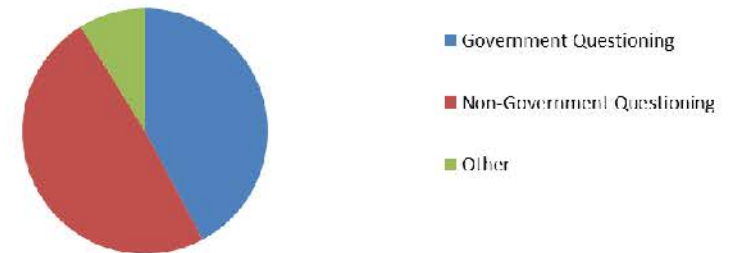
### Health and Community Services Allocation of Business



### State Development, Infrastructure, and Industry Allocation of Business



### Transport, Housing and Local Government Allocation of Business



# **REVIEW OF 2011 COMMITTEE SYSTEM REFORMS**

**Report No. 13**

**Committee of the Legislative Assembly**

**May 2015**

# COMMITTEE OF THE LEGISLATIVE ASSEMBLY

<b>Chair</b>	Hon Peter Wellington MP, <i>Speaker of the Legislative Assembly</i>
<b>Members</b>	Mr Mick de Brenni MP, <i>Member for Springwood [Deputy Premier's nominee]</i> Mr Stirling Hinchliffe MP, <i>Leader of the House</i> Mr John-Paul Langbroek MP, <i>Deputy Opposition Leader</i> Mr Linus Power MP, <i>Member for Logan [Premier's nominee]</i> Mr Lawrence Springborg MP, <i>Opposition Leader</i> Mr Ray Stevens MP, <i>Leader of Opposition Business</i>
<b>Staff</b>	Mr Neil Laurie, Clerk of the Parliament Mr Michael Hickey, Director, Corporate and House Services Mr Michael Ries, Deputy Clerk Mr Karl Holden, Principal Research Officer Ms Andrea Musch, Executive Secretary
<b>Contact details</b>	Committee of the Legislative Assembly Parliament House George Street Brisbane Qld 4000
<b>Telephone</b>	+61 7 3406 7586
<b>Fax</b>	+61 7 3406 7691
<b>Email</b>	<a href="mailto:cla@parliament.qld.gov.au">cla@parliament.qld.gov.au</a>
<b>Web</b>	<a href="http://www.parliament.qld.gov.au/CLA">http://www.parliament.qld.gov.au/CLA</a>

## Contents

<b>1</b>	<b>Introduction .....</b>	<b>4</b>
<b>2</b>	<b>Brief history of the committee system in Queensland.....</b>	<b>4</b>
<b>3</b>	<b>Roles and responsibilities of portfolio committees .....</b>	<b>5</b>
<b>4</b>	<b>Aims and objectives of the 2011 committee system reforms .....</b>	<b>5</b>
<b>5</b>	<b>How effective have the 2011 committee system reforms been? .....</b>	<b>6</b>
5.1	<i>More vigorous legislative process to scrutinise legislation and achieve better legislative outcomes ....</i>	<i>6</i>
5.2	<i>Better informed Parliament and individual Members and develop best practice policy .....</i>	<i>7</i>
5.3	<i>Improve engagement with the community and stakeholders in a formal process.....</i>	<i>9</i>
5.4	<i>Enhance parliamentary oversight of the expenditure and activities of Government .....</i>	<i>9</i>



## 1 Introduction

This report provides a brief history of the committee system in the Queensland Parliament, a summary of the objectives of reforms to the committee system (introduced in August 2011) and outlines how those objectives have been met.

## 2 Brief history of the committee system in Queensland

In the 19th century, Queensland had a strong parliamentary committee system, which fell into decline for almost the whole of the 20th century. Following the reforms of the Fitzgerald era, a modern committee system was established.

It is widely recognised that a strong, active committee system is an asset in any functioning parliamentary democracy. A comprehensive system of parliamentary committees provides greater accountability by making the policy and administrative functions of Government more open and accountable. Committees provide a forum for investigation into matters of public importance and give Members of Parliament the opportunity to enhance their knowledge of such issues.

Despite the post-Fitzgerald reforms, Queensland's former parliamentary committee system failed to meet international benchmarks. In particular, committees did not regularly consider bills introduced into the Assembly. In the decade prior to the committee system reforms in 2011 (i.e. between 2000 and 2010), there was little connection between the House and committees:

- 502 committee reports were considered on the floor of the House;
- there were 20 referrals by the House to committees;
- only four Bills were scrutinised by committees beyond "technical scrutiny" by Scrutiny of Legislation Committee in relation to the Fundamental Legislative Principles in the *Legislative Standards Act 1992*; and
- there was only 45 minutes of formal consideration by the House of three of 191 "inquiry reports" (less than 2%).

In February 2010, the Legislative Assembly established the Committee System Review Committee to conduct an inquiry and report on how the parliamentary oversight of legislation could be enhanced and how the existing parliamentary committee system could be strengthened to enhance accountability.

The Committee System Review Committee tabled its report on 15 December 2010. The report contained 55 recommendations, including the establishment of a system of portfolio committees which mirrored the various portfolio areas of government.

The Government supported the majority of the committee recommendations and there was general bi-partisan support for reform. In February 2011, the Legislative Assembly established a select committee, the Committee of the Legislative Assembly (CLA), to consider the details of the new committee system.

The *Parliament of Queensland (Reform and Modernisation) Amendment Act 2011*, which amended the *Parliament of Queensland Act 2001* (the POQA), received Royal Assent on 19 May 2011. The amendments implemented key reforms to the committee system including the establishment of a number of portfolio committees, under Standing Orders, to cover all areas of government activity, examine Appropriation Bills, other legislation and public accounts and public works.

The POQA was also amended to provide for the establishment of:

- the CLA with areas of responsibility that include the conduct of business by the Legislative Assembly and the ethical conduct of members; and
- the Ethics Committee with areas of responsibility that include dealing with complaints about the ethical conduct of members and alleged breaches of parliamentary privilege.

A further committee, the Parliamentary Crime and Misconduct Committee, now the Parliamentary Crime and Corruption Committee, was established under the *Crime and Misconduct Act 2001*, now the *Crime and Corruption Act 2001*.

### **3 Roles and responsibilities of portfolio committees**

Section 88 of the POQA provides for the establishment of portfolio committees in the Standing Rules and Orders of the Legislative Assembly (the Standing Orders). The portfolio committees are bi-partisan and their membership reflects the political composition of the Legislative Assembly (see section 89 to 91C of the POQA).

Section 92 of the POQA outlines the main responsibilities of a portfolio committee in relation to its portfolio area. The main responsibilities are to:

- consider Appropriation Bills within their portfolio areas (budget estimates committees);
- consider other legislation and proposed legislation, including subordinate legislation;
- perform its role in relation to public accounts and public works; and
- deal with an issue referred to the committee by the Assembly, or under another Act.

Section 94 of the POQA provides that portfolio committees may assess the public accounts of each department in their portfolios and consider such departments' public works. Portfolio committees must also consider reports of the Auditor-General within their portfolios, once they are tabled in the Legislative Assembly and referred by the CLA.<sup>1</sup>

Schedule 6 of the Standing Orders provides that portfolio committees are responsible for monitoring and reviewing the performance of statutory authorities within their portfolio area. Other statutory authorities within committee's portfolio areas are set out at Schedule 7 of the Standing Orders.

Parliamentary committees in Queensland have the power to:

- call for persons, documents and other things;
- hold public and private hearings;
- appoint sub-committees; and
- publish evidence and documents.

### **4 Aims and objectives of the 2011 committee system reforms**

The objectives of the portfolio committee system established in August 2011 were to:

- establish a more vigorous legislative process to scrutinise legislation and achieve better legislative outcomes;
- create a better informed Parliament and individual Members of Parliament and develop best practice policy;
- improve engagement with the community and stakeholders in a formal process; and
- enhance parliamentary oversight of the expenditure and activities of the Government.

---

<sup>1</sup> Standing Rules and Orders of the Legislative Assembly, SO 194B

## 5 How effective have the 2011 committee system reforms been?

This section measures the work of portfolio committees in the 53<sup>rd</sup> and 54<sup>th</sup> Parliaments against the original objectives of the portfolio committee system when it was introduced in 2011.

### 5.1 More vigorous legislative process to scrutinise legislation and achieve better legislative outcomes

Section 93 of the POQA provides that a portfolio committee is responsible for examining each Bill and item of subordinate legislation in its portfolio area to consider:

- the policy to be given effect by the legislation;
- the application of fundamental legislative principles<sup>2</sup> to the legislation; and
- for subordinate legislation – its lawfulness.

A portfolio committee's responsibilities in relation to legislation include monitoring the compliance of explanatory notes (tabled with legislation) with the *Legislative Standards Act 1992*.

During the 53<sup>rd</sup> Parliament (from August 2011 to February 2012), portfolio committees considered 34 Bills, of which 22 were considered by the Legislative Assembly. The table below outlines the number of Bills examined by committees and debated in the House. It also outlines the recommendations made by committees and the number accepted by the Government in the 53<sup>rd</sup> Parliament:

Bills examined and debated 22 <sup>3</sup>	Legislative amendments recommended 24	Legislative amendments accepted 17	Percentage accepted 71
	Other recommendations 8	Accepted recommendations 8	Percentage accepted 100

During the 54<sup>th</sup> Parliament (May 2012 to January 2015), portfolio committees reported on 161 Bills, of which 157 were debated in the House, and 704 pieces of subordinate legislation.

The table below outlines the number of Bills examined by committees and debated in the House. It also outlines recommendations made by committees and the number of recommendations accepted by the Government:

Bills examined and debated 157 <sup>4</sup>	Legislative amendments recommended 308	Legislative amendments accepted 162	Percentage accepted 53
	Other recommendations 242	Accepted recommendations 83	Percentage accepted 83

<sup>2</sup> *Legislative Standards Act 1992*, section 4(1)

<sup>3</sup> Total number of Bills reported on and debated in the House during the 53<sup>rd</sup> Parliament

<sup>4</sup> Total number of Bills reported on and debated in the House during the 54<sup>th</sup> Parliament

		202	
--	--	-----	--

The average duration of committee inquiries in the 53<sup>rd</sup> Parliament was:

Total completed inquiries 31 <sup>5</sup>	Government Bills	Private Members Bills	Other Inquiries
	Average duration 10.6 weeks	Average duration 8 weeks	Average duration N/A (no completed inquiries)

The average duration of committee inquiries in the 54<sup>th</sup> Parliament was:

Total completed inquiries 150 <sup>6</sup>	Government Bills	Private Members Bills	Other Inquiries
	Average duration 8.5 weeks	Average duration 25.4 weeks	Average duration 32.4 weeks

## 5.2 Better informed Parliament and individual Members and develop best practice policy

The portfolio committees in the 53<sup>rd</sup> Parliament did not complete any 'Other Inquiries' (i.e. inquiries referred by the House that did not relate to Bills). The portfolio committees completed thirteen 'Other Inquiries' during the 54<sup>th</sup> Parliament. These inquiries covered a wide variety of topics and policy areas, including inquiries about:

- Queensland Agriculture and Resource Industries;
- the assessment of senior maths, chemistry and physics in Queensland schools;
- palliative care services and home and community care services;
- sexually explicit outdoor advertising;
- the future and continued relevance of Government land tenure across Queensland;
- cycling issues; and
- strategies to prevent and reduce criminal activity in Queensland.

The table below outlines the number of 'Other Inquiry' reports tabled in the House in the 54<sup>th</sup> Parliament to which the Government provided a response (11 reports). The table also outlines

<sup>5</sup> Total number of inquiries reported on by portfolio committees in the 53<sup>rd</sup> Parliament. Note – a number of inquiries reported on more than one Bill and a Government response was not received to certain inquiries in the 53<sup>rd</sup> Parliament

<sup>6</sup> Total number of inquiries reported on by portfolio committees in the 54<sup>th</sup> Parliament. Note – a number of inquiries reported on more than one Bill and a Government response was not received to certain inquiries in the 54<sup>th</sup> Parliament

the number of recommendations made by committees and the number of amendments accepted by the Government:

Total completed inquiries 11	Legislative amendments recommended 72	Legislative amendments accepted 41	Percentage accepted 57
	Other recommendations 275	Accepted recommendations 215	Percentage accepted 78

### 5.3 Improve engagement with the community and stakeholders in a formal process

The introduction of the portfolio committee system has seen a significant increase in the activity of parliamentary committees, in particular the number of public briefings and hearings. The introduction of the portfolio committee system has also seen a significant increase in community and stakeholder participation in parliamentary activities.

The table below sets out the number of public briefings, public hearings and private hearings of committees during the 53<sup>rd</sup> Parliament (note: activity under the portfolio committee system did not commence until August 2011):

2009-10	2010-11	2011-12 <sup>7</sup>
42	44	121

The table below sets out the number of public briefings, public hearings and private hearings of committees during the 54<sup>th</sup> Parliament:

2012-13	2013-14	2014-15 <sup>8</sup>
195	212	129

During the 54<sup>th</sup> Parliament, a total of 3,324 people appeared at portfolio committee hearings:

- 1,727 public servants;
- 661 representatives of peak organisations;
- 580 members of other groups; and
- 356 individual members of the public.

### 5.4 Enhance parliamentary oversight of the expenditure and activities of Government

The portfolio committees also serve as the budget estimates committees and examine in detail the budgets of the departments within their portfolio at a public hearing.

Following the introduction of the portfolio committee system, estimates hearings no longer have structured times for each question and answer and allow for a more free-flowing examination with direct questioning of both Ministers and senior public servants.

As a result of these reforms, the budget accounts, capital works and legislation for portfolio areas are examined by the one committee.

<sup>7</sup> This period included the dissolution period for a general election

<sup>8</sup> *Ibid*

Furthermore, section 88 of the POQA provides that activities of each Government department must be covered by a portfolio committee. Portfolio committees are responsible for:

- the assessment of the integrity, economy, efficiency and effectiveness of government financial management by examining government financial documents and considering the annual and other reports of the Auditor-General;
- public works undertaken by construction authorities (the State, department or Government Owned Corporation (GOC)); and
- any major GOC works.

During the 53<sup>rd</sup> Parliament, portfolio committees completed two public accounts and public works inquiries. Portfolio committees in the 54<sup>th</sup> Parliament completed six public accounts and public works inquiries.

The early focus of portfolio committees has been legislation and referrals from the House; however, it is envisaged that public accounts and public works inquiries will be an area of future growth for portfolio committees.

# **Report on the 2015 Budget Estimates Process**

**REPORT NO. 14**  
**COMMITTEE OF THE LEGISLATIVE ASSEMBLY**  
**September 2015**



# COMMITTEE OF THE LEGISLATIVE ASSEMBLY

<b>Chair</b>	Hon. Peter Wellington MP, Speaker of the Legislative Assembly
<b>Members</b>	Mr Mick de Brenni MP, [Deputy Premier's nominee] Hon. Stirling Hinchliffe MP, Leader of the House Mr Shane Knuth MP, Member for Dalrymple Mr John-Paul Langbroek MP, Deputy Opposition Leader Mr Linus Power MP, Member for Logan [Premier's nominee] Mr Lawrence Springborg MP, Leader of the Opposition Mr Ray Stevens MP, Leader of Opposition Business
<b>Staff</b>	Mr Neil Laurie, Clerk of the Parliament Mr Michael Ries, Deputy Clerk of the Parliament Mr Michael Hickey, Director, Corporate and House Services Ms Melissa Salisbury, Principal Research Officer Ms Andrea Musch, Executive Secretary Ms Tania Coluccio, Acting Executive Secretary
<b>Contact details</b>	Committee of the Legislative Assembly Parliament House George Street Brisbane Qld 4000
<b>Telephone</b>	+61 7 3553 6610
<b>Fax</b>	+61 7 3553 6614
<b>Email</b>	<a href="mailto:CLA@parliament.qld.gov.au">CLA@parliament.qld.gov.au</a>
<b>Web</b>	<a href="http://www.parliament.qld.gov.au/CLA">http://www.parliament.qld.gov.au/CLA</a>
<b>Subscribe</b>	<a href="http://www.parliament.qld.gov.au/subscribe">www.parliament.qld.gov.au/subscribe</a>

## Introduction

### Role of the Committee

1. The Committee of the Legislative Assembly (CLA or the committee) is a statutory committee appointed by the Parliament of *Queensland Act 2001 (POQA)*. Section 84 of the POQA details the committee's areas of responsibility as follows:
  - the ethical conduct of members;  
*Note—*  
However, under section 104C(2), a complaint about a particular member not complying with the code of ethical conduct for members may be considered only by the Assembly or the Ethics Committee;
  - parliamentary powers, rights and immunities;
  - standing rules and orders about the conduct of business by, and the practices and procedures of, the Assembly and its committees;
  - any other matters for which the committee is given responsibility under the standing rules and orders; and
  - any matter referred to the committee by the Speaker.
2. Under Standing Order 135A(b) the Committee of the Legislative Assembly has the responsibility to monitor and review the operation of the committees.

### Logistics

3. In 2015 the estimates process reverted to previous arrangements of holding estimate hearings over two weeks. The schedule, as agreed by the House on 4 June 2015, commenced on Tuesday, 18 August 2015 until Friday, 21 August 2015 and Tuesday, 25 August 2015 until Friday, 28 August 2015.
4. There was an additional sitting day due to the expansion of the portfolio committee structure to eight committees.
5. As in previous years (with the exception of 2014) the hearings were reporting live by Hansard reporting staff, were broadcast and the transcripts were available progressively throughout the day. A full transcript was available approximately two hours after the completion of a hearing.

### Statistics

6. A statistical break down of how hearing time was allocated across the eight portfolio committees is at **Attachment A**. For comparison, the statistics for the 2014 estimates process are included at **Attachment B**.
7. When comparing hearings between 2014 and 2015, considering should be given to:
  - the FAC committee examined the Appropriation (Queensland) Bill 2015 and not the CLA as per 2014; and
  - there was the addition of an extra portfolio committee hearing day;
8. Points to note from the estimates process include
  - The total length of time of estimates committee hearings decreased in 2015 compared to 2014 by 27 hours and 17 minutes;
  - the difference in the total number of non-government questions in 2015, when compared to 2014, was one additional question;

- the difference in the total number of government questions in 2015, was 146 fewer questions than in 2014;
- the difference in the total number of questions directed to director-generals or other officers in 2015, was 16 additional questions to the 2014 process; and
- The percentage of total questions directed to director-generals or other officers across the portfolio committees in 2014 was 12.4%, compared to 15.9% in 2015.

### **Recommendation**

**That the Committee's report be noted.**

## Attachment A

**2015 ESTIMATES**  
**18 TO 21 AUGUST AND 25 TO 28 AUGUST 2015**

	<b>Finance and Administration Committee 18/8</b>	<b>Infrastructure, Planning and Natural Resources Committee 19/8</b>	<b>Legal Affairs and Community Safety Committee 20/8</b>	<b>Agriculture and Environment Committee 21/8</b>	<b>Education, Tourism and Small Business Committee 25/08</b>	<b>Health and Ambulance Services Committee 26/08</b>	<b>Communities, Disability Services and Domestic and Family Violence Prevention Committee 27/08</b>	<b>Utilities, Science and Innovation Committee 28/08</b>
Length of committee	525 minutes (8.75 hours)	508 minutes (8.47 hours)	484 minutes (8.07 hours)	454 minutes (7.57 hours)	408 minutes (6.8 hours)	356 minutes (5.93 hours)	365 minutes (6.08 hours)	428 minutes (7.13 hours)
Length of govt questioning	220 minutes (3.67 hours)	186 minutes (3.1 hours)	193 minutes (3.22 hours)	168 minutes (2.8 hours)	183 minutes (3.05 hours)	132 minutes (2.2 hours)	135 minutes (2.25 hours)	169 minutes (2.82 hours)
Length of non-govt questioning	277 minutes (4.62 hours)	304 minutes (5.07 hours)	240 minutes (4 hours)	261 minutes (4.35 hours)	202 minutes (3.37 hours)	200 minutes (3.33 hours)	204 minutes (3.4 hours)	236 minutes (3.93 hours)
<b>Total No. of questions</b>	132	147	132	143	115	89	95	140
<b>Government:</b>								
<b>Total No. of govt questions</b>	58	51	48	56	48	40	36	52
No. of govt questions directed to the minister	58	51	41	56	48	40	36	50
No. of govt questions <u>directed</u> to DG or other officers	0	0	7	0	0	0	0	2

	Finance and Administration Committee 18/8	Infrastructure, Planning and Natural Resources Committee 19/8	Legal Affairs and Community Safety Committee 20/8	Agriculture and Environment Committee 21/8	Education, Tourism and Small Business Committee 25/08	Health and Ambulance Services Committee 26/08	Communities, Disability Services and Domestic and Family Violence Prevention Committee 27/08	Utilities, Science and Innovation Committee 28/08
No. of govt questions <u>referred</u> by minister to DG or other officers	3	0	1	2	5	0	0	1
<b>Non-government:</b>								
<b>Total No. of non-govt questions</b>	74	96	84	87	67	49	59	88
No. of non-govt questions directed to the minister	58	80	54	78	61	8	55	61
No. of non-govt questions <u>directed</u> to the DG or other officers	16	16	30	9	6	41	4	27
No. of non-govt questions <u>referred</u> by minister to DG or other officers	13	14	9	26	12	0	8	13
<b>DG &amp; other officers:</b>								
<b>Total No. of questions <u>directed</u> to DG or other officers</b>	16	16	37	9	6	41	4	29

	<b>Finance and Administration Committee 18/8</b>	<b>Infrastructure, Planning and Natural Resources Committee 19/8</b>	<b>Legal Affairs and Community Safety Committee 20/8</b>	<b>Agriculture and Environment Committee 21/8</b>	<b>Education, Tourism and Small Business Committee 25/08</b>	<b>Health and Ambulance Services Committee 26/08</b>	<b>Communities, Disability Services and Domestic and Family Violence Prevention Committee 27/08</b>	<b>Utilities, Science and Innovation Committee 28/08</b>
Total No. of questions referred by min. to DG or other officers	16	14	10	28	17	0	8	14
% of total questions to minister	87.88%	89.12%	71.97%	93.70%	94.78%	53.93%	95.79%	79.29%
% of total questions directed to DG or other officers	12.12%	10.88%	28.03%	6.30%	5.22%	46.07%	4.21%	20.71%

Note 1: Questions referred to the Assistant Minister are included in questions referred to Directors-General or other officers

For the purposes of these statistics, a question is considered to be the first time a member asks a question raising a substantive issue and seeks information in relation to that issue. If the member then asks for clarification, or tries to elicit a further/different response from the minister or officer on the same substantive issue, it is not counted as a separate question.

‘Questions referred to DG or other officer’ include questions either directly referred by the minister, in whole or in part, or instances in which the DG or other officer substantially adds to the answer provided by the minister.

**2014 ESTIMATES**  
**15, 16 (CLA ONLY) AND 17 JULY 2014**

	Committee of the Legislative Assembly (CLA) 16/7/2014	Finance and Administration Committee	State Development, Infrastructure and Industry	Legal Affairs and Community Safety	Agriculture, Resources and Environment	Education and Innovation	Health and Community Services	Transport, Housing and Local Government
<b>Length of committee</b>	1 hr 3 mins	15/7 = 5 hrs 47 mins  17/7 = 5 hrs 54 mins  <u>TOTAL</u> = 11 hrs 41 mins	15/7 = 6 hrs 3 mins  17/7 = 6 hrs 11 mins  <u>TOTAL</u> = 12 hrs 14 mins	15/7 = 6 hrs 30 mins  17/7 = 6 hrs 22 mins  <u>TOTAL</u> = 12 hrs 52 mins	15/7 = 6 hrs 5 mins  17/7 = 6 hrs 10 mins  <u>TOTAL</u> = 12 hrs 15 mins	15/7 = 5 hrs 55 mins  17/7 = 6 hrs 2 mins  <u>TOTAL</u> = 11 hrs 57 mins	15/7 = 6 hrs 1 min  17/7 = 6 hrs 4 mins  <u>TOTAL</u> = 12 hrs 5 mins	15/7 = 6 hrs  17/7 = 5 hrs 58  <u>TOTAL</u> = 11 hrs 58 mins
<b>Length of govt questioning</b>	26 mins	15/7 = 2 hrs 53 mins 17/7 = 2 hrs 33 mins  <u>TOTAL</u> = 5 hrs 26 mins	15/7 = 2 hrs 42 mins 17/7 = 2 hrs 36 mins  <u>TOTAL</u> = 5 hrs 18 mins	15/7 = 3 hrs 53 mins 17/7 = 2 hrs 57  <u>TOTAL</u> = 6 hrs 50	15/7 = 3hrs 59 mins 17/7 = 3 hrs 02 mins  <u>TOTAL</u> = 7hrs 1 min	15/7 = 2 hrs 42 17/7 = 2 hrs 47  <u>TOTAL</u> = 5 hrs 29	15/7 = 2hrs 26 mins 17/7 = 2 hrs 23 mins  <u>TOTAL</u> = 4 hrs 49 mins	15/7 = 2 hrs 28 mins 17/7 = 2 hrs 35 mins  <u>TOTAL</u> = 5 hrs 3 mins
<b>Length of non-govt questioning</b>	33 mins	15/7 = 2 hrs 28 mins 17/7 = 2 hrs 35 mins  <u>TOTAL</u> = 5 hrs 3 mins	15/7 = 2 hrs 58 mins 17/7 = 3 hrs 13 mins  <u>TOTAL</u> = 5 hrs 11 mins	15/7 = 2 hr 10 mins 17/7 = 2 hrs 59 mins  <u>TOTAL</u> = 5 hrs 9 mins	15/7 = 1 hr 57 mins 17/7 = 2 hrs 50 mins  <u>TOTAL</u> = 4 hrs 47 mins	15/7 = 2 hrs 59 mins 17/7 = 2 hrs 55 mins  <u>TOTAL</u> = 5 hrs 54 mins	15/7 = 3 hrs 17 mins 17/7 = 3 hrs 1 mins  <u>TOTAL</u> = 6 hrs 18 mins	15/7 = 2 hrs 58 mins 17/7 = 2 hrs 54 mins  <u>TOTAL</u> = 5 hrs 52 mins

	Committee of the Legislative Assembly (CLA) 16/7/2014	Finance and Administration Committee	State Development, Infrastructure and Industry	Legal Affairs and Community Safety	Agriculture, Resources and Environment	Education and Innovation	Health and Community Services	Transport, Housing and Local Government
<b>Total no. of questions</b>	15	15/7 = 53 17/7 = 54  <u>TOTAL</u> = 107	15/7 = 99 17/7 = 104  <u>TOTAL</u> = 203	15/7 = 97 17/7 = 52  <u>TOTAL</u> = 149	15/7 = 90 17/7 = 65  <u>TOTAL</u> = 155	15/7 = 78 17/7 = 74  <u>TOTAL</u> = 152	15/7 = 85 17/7 = 68  <u>TOTAL</u> = 153	15/7 = 92 17/7 = 112  <u>TOTAL</u> = 204
<b>GOVERNMENT</b>								
<b>Total No. of govt questions</b>	9	15/7 = 21 17/7 = 25  <u>TOTAL</u> = 46	15/7 = 30 17/7 = 41  <u>TOTAL</u> = 71	15/7 = 58 17/7 = 23  <u>TOTAL</u> = 81	15/7 = 55 17/7 = 32  <u>TOTAL</u> = 87	15/7 = 34 17/7 = 33  <u>TOTAL</u> = 67	15/7 = 45 17/7 = 27  <u>TOTAL</u> = 72	15/7 = 42 17/7 = 60  <u>TOTAL</u> = 102
<b>No. of govt questions directed to the minister (or CLA members) *</b>	9	15/7 = 21 17/7 = 22  <u>TOTAL</u> = 43	15/7 = 30 17/7 = 38  <u>TOTAL</u> = 68	15/7 = 52 17/7 = 19  <u>TOTAL</u> = 71	15/7 = 55 17/7 = 32  <u>TOTAL</u> = 87	15/7 = 34 17/7 = 33  <u>TOTAL</u> = 67	15/7 = 44 17/7 = 27  <u>TOTAL</u> = 71	15/7 = 42 17/7 = 60  <u>TOTAL</u> = 102
<b>No. of govt questions directed to DG or other officers **</b>	0	15/7 = 0 17/7 = 3  <u>TOTAL</u> = 3	15/7 = 0 17/7 = 3  <u>TOTAL</u> = 3	15/7 = 6 17/7 = 4  <u>TOTAL</u> = 10	15/7 = 0 17/7 = 0  <u>TOTAL</u> = 0	15/7 = 0 17/7 = 0  <u>TOTAL</u> = 0	15/7 = 1 17/7 = 0  <u>TOTAL</u> = 1	15/7 = 0 17/7 = 0  <u>TOTAL</u> = 0
<b>No. of govt questions referred by minister (or CLA member) to DG or other officers</b>	5	15/7 = 0 17/7 = 12  <u>TOTAL</u> = 12	15/7 = 18 17/7 = 2  <u>TOTAL</u> = 20	15/7 = 2 17/7 = 11  <u>TOTAL</u> = 13	15/7 = 1 17/7 = 3  <u>TOTAL</u> = 4	15/7 = 13 17/7 = 11  <u>TOTAL</u> = 24	15/7 = 26 17/7 = 3  <u>TOTAL</u> = 29	15/7 = 8 17/7 = 1  <u>TOTAL</u> = 9



	Committee of the Legislative Assembly (CLA) 16/7/2014	Finance and Administration Committee	State Development, Infrastructure and Industry	Legal Affairs and Community Safety	Agriculture, Resources and Environment	Education and Innovation	Health and Community Services	Transport, Housing and Local Government
<b>NON- GOVERNMENT</b>								
<b>Total No. of non-govt questions</b>	6	15/7 = 32 17/7 = 29  <u>TOTAL</u> = 61	15/7 = 69 17/7 = 63  <u>TOTAL</u> = 132	15/7 = 39 17/7 = 29  <u>TOTAL</u> = 68	15/7 = 35 17/7 = 33  <u>TOTAL</u> = 68	15/7 = 44 17/7 = 41  <u>TOTAL</u> = 85	15/7 = 40 17/7 = 41  <u>TOTAL</u> = 81	15/7 = 50 17/7 = 52  <u>TOTAL</u> = 102
<b>No. of non-govt questions directed to the minister (or CLA members) *</b>	4	15/7 = 18 17/7 = 19  <u>TOTAL</u> = 37	15/7 = 61 17/7 = 54  <u>TOTAL</u> = 115	15/7 = 18 17/7 = 20  <u>TOTAL</u> = 38	15/7 = 33 17/7 = 32  <u>TOTAL</u> = 65	15/7 = 35 17/7 = 38  <u>TOTAL</u> = 73	15/7 = 27 17/7 = 37  <u>TOTAL</u> = 64	15/7 = 39 17/7 = 43  <u>TOTAL</u> = 82
<b>No. of non-govt questions directed to the DG or other officers **</b>	2	15/7 = 14 17/7 = 10  <u>TOTAL</u> = 24	15/7 = 8 17/7 = 9  <u>TOTAL</u> = 17	15/7 = 21 17/7 = 9  <u>TOTAL</u> = 30	15/7 = 2 17/7 = 1  <u>TOTAL</u> = 3	15/7 = 9 17/7 = 3  <u>TOTAL</u> = 12	15/7 = 13 17/7 = 4  <u>TOTAL</u> = 17	15/7 = 11 17/7 = 9  <u>TOTAL</u> = 20
<b>No. of non-govt questions referred by minister to DG or other officers</b>	4	15/7 = 0 17/7 = 6  <u>TOTAL</u> = 6	15/7 = 5 17/7 = 12  <u>TOTAL</u> = 17	15/7 = 1 17/7 = 14  <u>TOTAL</u> = 15	15/7 = 3 17/7 = 1  <u>TOTAL</u> = 4	15/7 = 18 17/7 = 26  <u>TOTAL</u> = 44	15/7 = 7 17/7 = 15  <u>TOTAL</u> = 22	15/7 = 4 17/7 = 5  <u>TOTAL</u> = 9
<b>DG &amp; OTHER OFFICERS</b>								
<b>Total No. of questions directed to DG or other officers</b>	2	15/7 = 14 17/7 = 13  <u>TOTAL</u> = 27	15/7 = 8 17/7 = 12  <u>TOTAL</u> = 20	15/7 = 27 17/7 = 13  <u>TOTAL</u> = 40	15/7 = 2 17/7 = 1  <u>TOTAL</u> = 3	15/7 = 9 17/7 = 3  <u>TOTAL</u> = 12	15/7 = 14 17/7 = 4  <u>TOTAL</u> = 18	15/7 = 11 17/7 = 9  <u>TOTAL</u> = 20

	Committee of the Legislative Assembly (CLA) 16/7/2014	Finance and Administration Committee	State Development, Infrastructure and Industry	Legal Affairs and Community Safety	Agriculture, Resources and Environment	Education and Innovation	Health and Community Services	Transport, Housing and Local Government
<b>Total No. of questions referred by min. (or CLA members) to DG or other officers</b>	9	15/7 = 0 17/7 = 18  <u>TOTAL</u> = 18	15/7 = 23 17/7 = 14  <u>TOTAL</u> = 37	15/7 = 3 17/7 = 25  <u>TOTAL</u> = 28	15/7 = 4 17/7 = 4  <u>TOTAL</u> = 8	15/7 = 31 17/7 = 37  <u>TOTAL</u> = 68	15/7 = 33 17/7 = 18  <u>TOTAL</u> = 51	15/7 = 12 17/7 = 6  <u>TOTAL</u> = 18
<b>% of total questions to minister</b>	86.7%	15/7 = 73.6% 17/7 = 75.9%	15/7 = 91.9% 17/7 = 88.5%	15/7 = 72.2% 17/7 = 75%	15/7 = 97.8% 17/7 = 98.5%	15/7 = 88.5% 17/7 = 95.9%	15/7 = 83.5% 17/7 = 94.1%	15/7 = 88% 17/7 = 92%
<b>% of total questions directed to DG or other officers</b>	13.3%	15/7 = 26.4% 17/7 = 24.1%	15/7 = 8.1% 17/7 = 11.5%	15/7 = 27.8% 17/7 = 25%	15/7 = 2.2% 17/7 = 1.5%	15/7 = 11.5% 17/7 = 4.1%	15/7 = 16.5% 17/7 = 5.9%	15/7 = 12% 17/7 = 8%

*\*Note 1:* CLA statistics do not differentiate between questions answered by Madam Speaker as Chair of the CLA and questions answered in whole or in part by other government members of the CLA.

*\*\*Note 2:* Questions referred to Assistance Ministers are included in questions referred to Directors-General or other officers

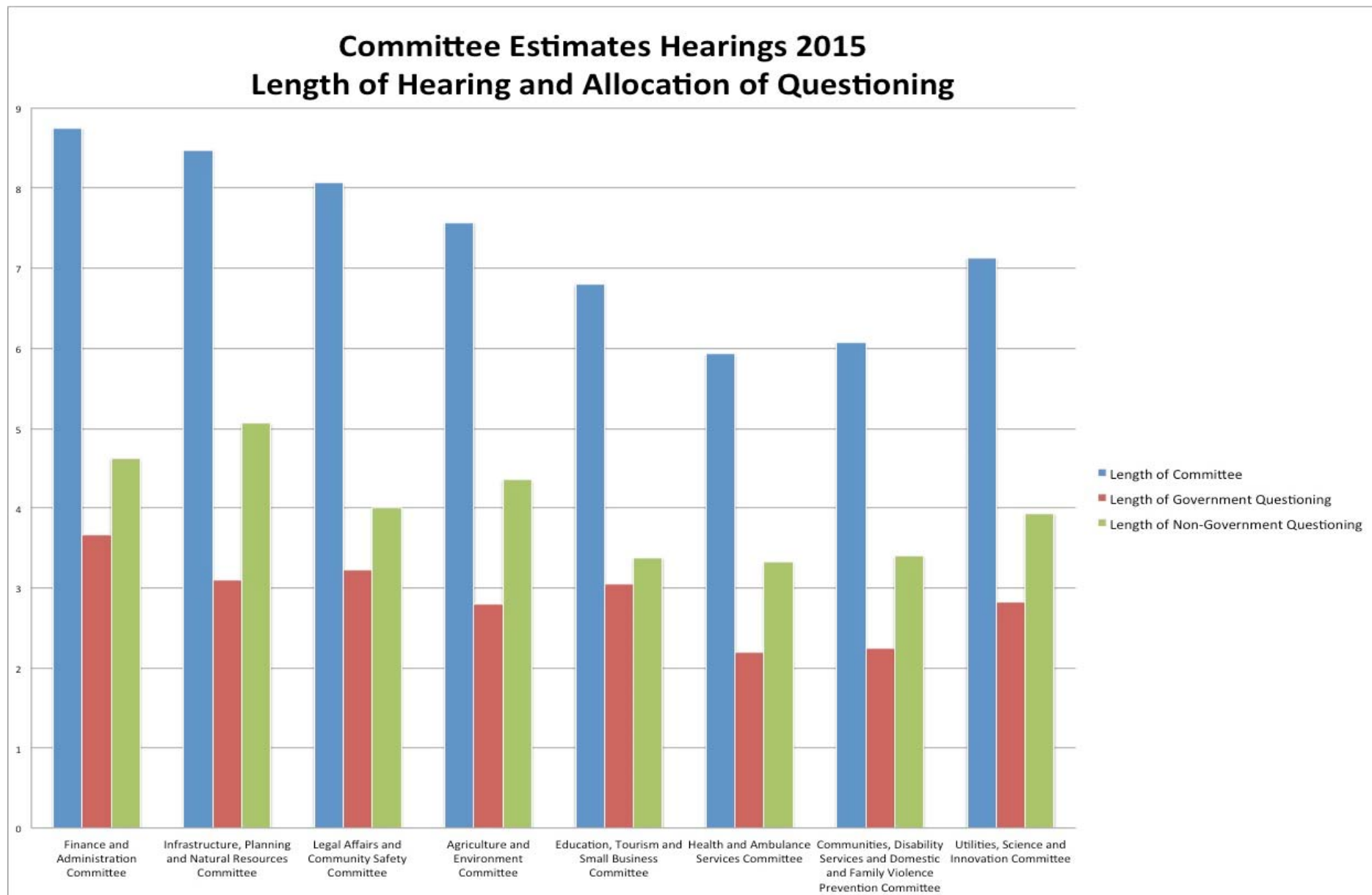
For the purposes of these statistics, a question is considered to be the first time a member asks a question raising a substantive issue and seeks information in relation to that issue. If the member then asks for clarification, or tries to elicit a further/different response from the minister or officer on the same substantive issue, it is not counted as a separate question.

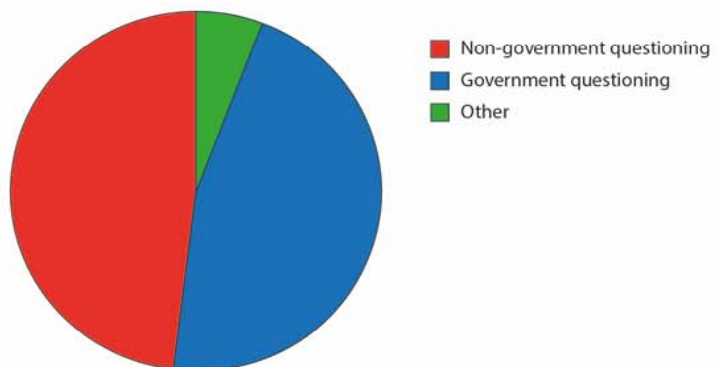
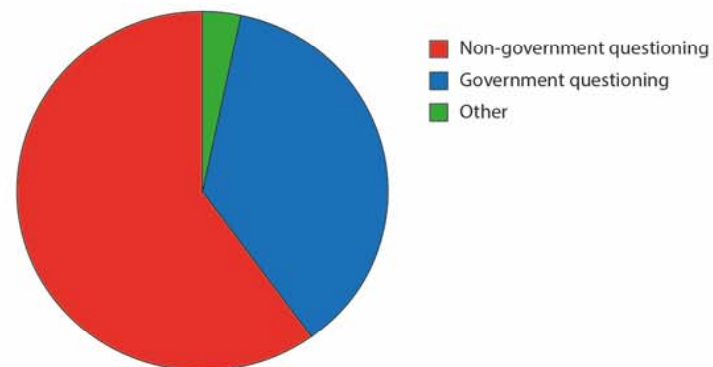
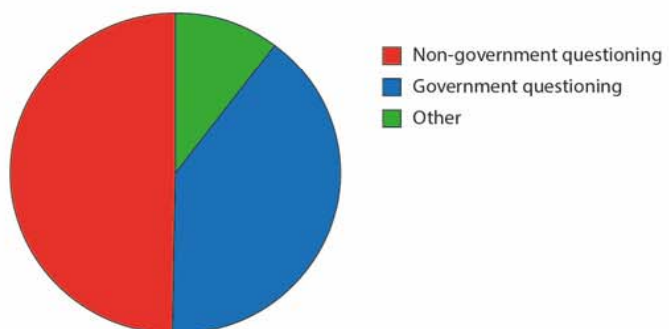
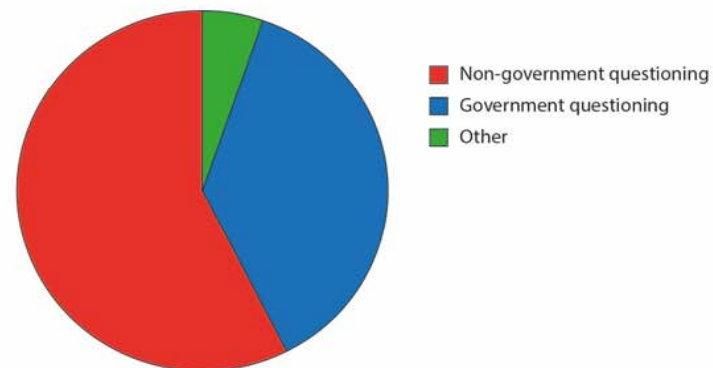
Questions referred to DG or other officer include questions either directly referred by the minister, in whole or in part, or instances in which the DG or other officer substantially adds to the answer provided by the minister.

Percentage for questions to minister is calculated by adding up the column marked with an \* and dividing with the total number of questions.

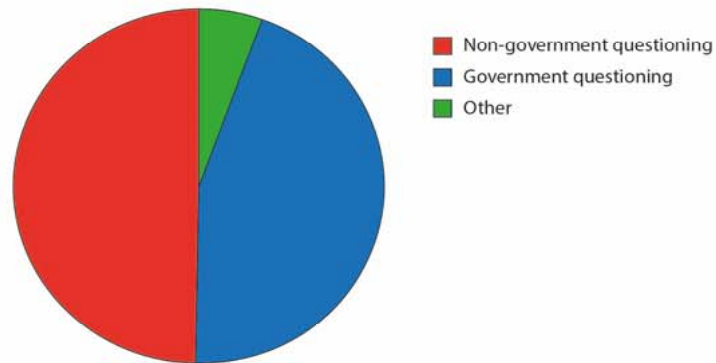
Percentage for questions to director-general is calculated by adding up the column marked with an \*\* and dividing with the total number of questions.

## Attachment C

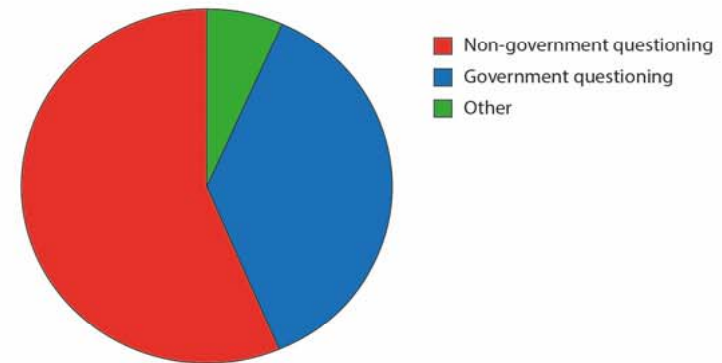


**Finance and Administration Committee****Infrastructure, Planning and Natural Resources Committee****Legal Affairs and Community Safety Committee****Agriculture and Environment Committee**

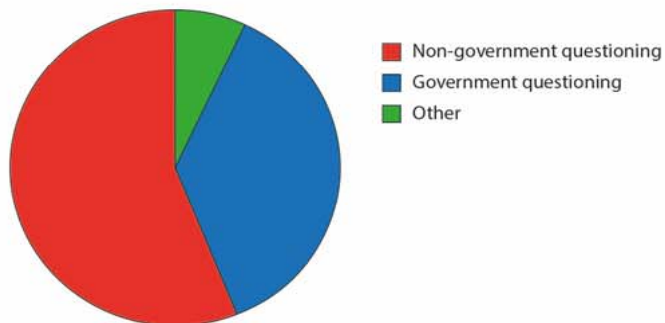
### Education, Tourism and Small Business Committee



### Health and Ambulance Services Committee



### Communities, Disability Services and Domestic and Family Violence Prevention Committee



### Utilities, Science and Innovation Committee

