TABLING GUIDELINES

Department of the Prime Minister and Cabinet
Canberra

June 2019
Tabling Guidelines

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Department of the Prime Minister and Cabinet
PO Box 6500
CANBERRA ACT 2600
Australia
(02) 6271 5111

Appendixes and templates
The appendixes referred to in the Tabling Guidelines contain information such as templates, checklists and maps. The appendixes are available for download as separate documents on the Department of the Prime Minister and Cabinet (PM&C) website. The PM&C Tabling Officer will update the appendixes as required.
**OVERVIEW**

Tabling documents keeps the Parliament informed of the Government’s activities. It demonstrates the accountability of the Government to the Parliament and, through it, the community. Documents presented to the Parliament provide an important primary source of information to senators and members as well as placing information on the public record.

The *Tabling Guidelines* (the Guidelines), previously known as the Guidelines for the Presentation of Documents to the Parliament, provide guidance on the procedures associated with the presentation or tabling of certain documents in the Parliament. They do not cover the presentation of petitions, committee/delegation reports, orders for the production of documents or answers to questions on notice.

The Guidelines have been updated but the fundamentals of tabling remain the same.

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Note: The processes for tabling will vary depending on whether the Parliament is sitting or not.

The provision of hard copies to the Parliament remains an integral part of the tabling process. However, the Parliamentary Departments in consultation with the Department of the Prime Minister and Cabinet are developing a project to receive and publish tabled documents online to significantly reduce the mandatory number of hard copies. The Guidelines will be updated to reflect developments as they occur.

The Guidelines together with *tabling circulars* provide departments with advice on tabling documents in the Parliament. Entities are asked to consult their portfolio agency, tabling officer (if applicable), the Prime Minister and Cabinet Tabling Officer (PM&C Tabling Officer) and officers of the House of Representatives Table Office or Senate Table Office, as required, in accordance with the directions in these Guidelines. Unless otherwise indicated, references to department include Commonwealth entities and Commonwealth companies.
CHAPTER 1  TABLING PRINCIPLES

Ministerial approval

Ministerial approval is required to table a document in the Parliament. This applies to all documents covered by the Guidelines, with the exception of deemed/Clerk’s documents which are approved at a departmental level.

Documents confidential to Government

Documents prepared for tabling are confidential (under embargo) to the Government until they are presented to the Parliament. Departments are responsible for ensuring that documents are held securely and delivered by hand. Contracted courier or printer services must be made aware of this requirement.

The House of Representatives Practice 7th Edition notes that the public release of a document before presentation to the Parliament “has always been considered a matter of impropriety”. Every effort needs to be made to ensure the document is tabled in the Parliament prior to, or to coincide with, the public release of the document. The PM&C Tabling Officer can assist with further advice.

Parliamentary privilege

Some documents to be presented to the Parliament may require the protection of parliamentary privilege, e.g. reports which name individuals as offenders or reports which may be regarded by certain people as defamatory.

The protection of parliamentary privilege means that a person cannot be sued or prosecuted in respect of words spoken and acts done in the course of, or for the purposes of or incidental to, giving evidence or preparing or submitting documents to a chamber of the Parliament or a parliamentary committee. Neither of these acts, nor the material submitted, can be used against a person in legal proceedings (see subsection 16(2) of the Parliamentary Privileges Act 1987).

Where there may be legal and parliamentary privilege considerations relating to the publication of a report, advice may be sought from the Attorney-General’s Department. The Department of the Prime Minister and Cabinet (Government Division) is to be consulted if there are any sensitivities. Departments must settle any such issues before arrangements are made for tabling or release.

Production and publication – hard copy and online

Documents must be printed in accordance with the Printing standards for documents presented to the Parliament prepared by the Joint Committee on Publications.

Under the Disability Discrimination Act 1992, Australian Government agencies are required to ensure information and services are provided in a non-discriminatory accessible manner. The Digital Transformation Agency (DTA) advise that HTML is the default format for all government information. If there is a strong user need to provide a PDF (for example for printing) the document must still be accessible. The DTA provides advice and support to assist departments in meeting their obligations. Guidance can be found at: https://guides.service.gov.au/content-guide/accessibility-inclusivity/.

The requirements for public digital content are set out in the Web Content Access Guide (WCAG), noting that WCAG 2.1 was released on 5 June 2018 with departments having 12 months to comply with the updated requirements. The DTA has identified the following sites for assistance: Requirements for Australian Government Websites and Exploring WCAG 2.1 for Australian Government Services.

Enquiries can be directed to info@DTA.gov.au.
Departments must ensure that the electronic version of the document is identical to the printed version tabled in the Parliament.

**Presentation of documents when the Parliament is not sitting**

*Senate Standing Order 166* provides that documents may be presented when the Senate is not sitting. This is often referred to as presenting a document out of sitting. Departments can consider this option if there is a statutory, urgent and or compelling need to have documents presented at a time when the Parliament is not sitting.

The House of Representatives does not provide for the presentation of documents when it is not sitting.

Departments must refer to the *Guidance on Caretaker Conventions* when considering tabling during a caretaker period.

**Correcting, adding to, or replacing a document**

In the circumstances where a department identifies an error in a document that is to be, or has been, tabled in the Parliament, it will be up to that department to determine when the error needs to be corrected having regard to the materiality of the error, parliamentary and public interest.

The department will need to decide if it is possible to correct the document or if it needs to be supplemented or replaced. A *correction* would normally be made where a minor change is required. If information needs to be added, but the addition is only minimal, an *addendum* may be tabled. A *replacement* would be required if more substantial changes are necessary.

Any correction, addendum or replacement must be tabled and is subject to the same copy requirements (including approval by the relevant Minister) as the original report. It must clearly identify the document being corrected or added to, show the title of the original report or document, page number/s and the correction/addendum details. The PM&C Tabling Officer can be contacted to discuss options.

The online version of the document must not be altered until the correction, addendum or replacement has been tabled or presented out of sitting.
CHAPTER 2  GOVERNMENT DOCUMENTS

General

Various types of documents are covered by the term ‘government document’. By way of general guidance, a government document is likely to include:

- annual reports
- reports of Royal Commissions
- periodic reports with a statutory basis such as the Report on the Operation of the Aged Care Act 1997
- reports tabled at the initiative of the Government, e.g., a policy White Paper or an independent review that the Government wishes to table without a legislative requirement to do so
- treaties

Government documents do not include:

- government responses to parliamentary committee reports (Chapter 3)
- Ministerial Statements (Chapter 4)
- Deemed/Clerk’s documents (Chapter 5)

Clarification of what constitutes a government document can be sought from the PM&C Tabling Officer, or the Documents Officer, Senate Table Office, or the Documents Manager, House of Representatives Table Office – see Key Contacts.

Annual reports

The Department of Finance is responsible for annual reporting by Commonwealth entities and companies. Enquiries about the preparation, content and reporting timeframes should be directed to the Department of Finance: PMRA@finance.gov.au. Relevant guidance for Commonwealth entities and companies annual reporting requirements can be located at https://www.finance.gov.au/resource-management/performance/

Annual reports are periodic reports under section 34C of the Acts Interpretation Act 1901 (AIA). In the event that an appropriate deadline for a report cannot be met, an extension is to be sought in accordance with relevant legislation or subsections 34C(4) or (7) of the AIA, as appropriate. Whether a report is overdue will depend on the particular circumstances of each Commonwealth entity or Commonwealth company.

Statements relating to extensions for overdue reports which are required to be ‘laid before each chamber of Parliament’ are to be tabled as deemed documents in the House of Representatives and Clerk’s documents in the Senate.

Reports of Royal Commissions

The PM&C Tabling Officer must be consulted well in advance when it is proposed to table the report of a Royal Commission. Factors to consider include whether:

- a Ministerial Statement is to be made to coincide with the tabling of the report
- there are any special copy requirements arising from the number of volumes of the report
Tabling

Tabling days vary between the two chambers. Government documents are presented to the:

- **Senate** - at the commencement of each sitting day (after Prayers and acknowledgement of country) - except Thursday
- **House of Representatives** - following Question Time on each sitting day

<table>
<thead>
<tr>
<th>Government Documents</th>
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<tbody>
<tr>
<td><strong>Tabling Days in a Sitting Week</strong></td>
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<tr>
<td>Monday</td>
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<tr>
<td>Senate</td>
</tr>
<tr>
<td>House of Representatives</td>
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</tbody>
</table>

*Documents tabled in the House of Representatives on a Thursday, will be tabled in the Senate when it next meets. When only one chamber is sitting, documents tabled in that chamber will be tabled in the other chamber when it next meets.

**Timing**

Documents **must** be received by 2.30pm on the business day ahead of the day proposed for tabling.

**Presentation of documents when the Parliament is not sitting**

Government documents may be presented to the President of the Senate when the Parliament is not sitting. While there is no similar provision when the House of Representatives is not sitting, tabling in the Senate out of sitting means that the document has been presented to the Parliament and is in the public domain and covered by parliamentary privilege.

**Next steps**

Refer to [Key Tasks](#) and [Copy Requirements](#) for further information when tabling government documents.
Key tasks for tabling a government document on a sitting day.

- **Approval** — Ministerial approval is required for a government document to be tabled in the Parliament.

- **Identify the preferred day for tabling**
  - House of Representatives - Monday, Tuesday, Wednesday or Thursday (note: a document tabled in the House of Representatives on a Thursday, will be tabled in the Senate on the next available tabling day)
  - Senate - Monday, Tuesday or Wednesday

- **Business day before delivery** — departments must
  - email the loadingdock@aph.gov.au
  - respond to the automatically generated email seeking information about the vehicle, driver etc
  - ensure printers and couriers are aware of this requirement, noting a failure to provide the required information may lead to the vehicle being turned away

- **Delivery day** — deliver bulk copies to the Parliament House Loading Dock via Brisbane Avenue by no later than 2.30pm, packaged using prescribed labels
  - Senate Table Office – 30 copies
  - House of Representatives Table Office – 20 copies
  - Parliamentary Press Gallery – 20 copies
  - Parliamentary Library – 9 copies

- **Minute to the PM&C Tabling Officer** — must accompany each individual document to be tabled.
  - departments must use the tabling minute template
  - hand-deliver to the PM&C Tabling Officer together with 3 copies of the document for tabling, no later than 2.30pm the business day before the day proposed for tabling

- **Document/s tabled in the House of Representatives and/or Senate**
  - the House live minutes and/or Senate dynamic red will show tabling as it occurs, and
  - the PM&C Tabling Officer will advise by email once the document has been tabled
  - a list of tabled documents will appear the day after tabling in the Journals of the Senate and the Votes and Proceedings of the House of Representatives

- **Action post-tabling**
  - immediately publish the document to Commonwealth entity/company website and/or, for Annual Reports, through the digital reporting portal administered by the Finance Minister (transparency.gov.au)
  - immediately email hyperlink to documents.tabled@aph.gov.au
  - deliver 22 copies to the Commonwealth Library Deposit and Free Issue Schemes (LDS)
KEY TASKS - GOVERNMENT DOCUMENTS - PRESENTATION OUT OF SITTING

Key tasks for tabling a government document when the Parliament is not sitting.

- **Approval** — Ministerial approval is required for a government document to be tabled in the Parliament.

- **Letter of transmittal**
  - Senate Standing Order 166 provides for the presentation of document/s when the Senate is not sitting
  - A letter of transmittal from the Minister to the President of the Senate must accompany the document for presentation.

- **Identify the preferred day for presentation**
  - contact the Senate Documents Officer (SDO) to arrange the time for presentation
  - a minimum of 24 hours’ notice is required
  - email a PDF version of the document to the SDO table.docs@aph.gov.au ahead of presentation to allow for circulation to members and senators immediately after presentation

- **Minute to the PM&C Tabling Officer** — a separate minute must accompany each individual document to be tabled.
  - departments must use the tabling minute template
  - copies are to be packaged, using prescribed labels.

- **Presentation day** — bring the following to the SDO (see maps):
  - original signed transmittal letter from the Minister to the President of the Senate
  - Minute to the PM&C Tabling Officer with 3 copies of the document
  - one copy of the document to be presented to the President of the Senate
  - Senate Table Office – 30 copies
  - House of Representatives Table Office – 20 copies
  - Parliamentary Press Gallery – 20 copies
  - Parliamentary Library – 9 copies

- **Document/s presented out of sitting**
  - the SDO will arrange for a written notification to be provided verifying time of presentation

- **Action post-presentation**
  - immediately publish the document to Commonwealth entity/company website and/or, for Annual Reports, through the digital reporting portal administered by the Finance Minister (transparency.gov.au)
  - email hyperlink to documents.tabled@aph.gov.au
  - deliver 22 copies to the Commonwealth Library Deposit and Free Issue Schemes (LDS)
## COPY REQUIREMENTS - GOVERNMENT DOCUMENTS

### PARLIAMENT IS SITTING

**Contact:** PM&C Tabling Officer  
(02) 6277 7212

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<th>Location for delivery (Maps)</th>
<th>No. of copies</th>
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<td>SG25. Copies to be hand delivered to the Senate Documents Officer.</td>
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<td>President of the Senate</td>
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<td>SG25. Copy to be hand delivered to the Senate Documents Officer.</td>
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<td>Senate Table Office</td>
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<td>Parliament House Loading Dock, Brisbane Avenue</td>
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<td>SG25. Copies to be hand delivered to the Senate Documents Officer.</td>
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<td>Parliament House Loading Dock, Brisbane Avenue</td>
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<td>RG89</td>
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<td>Parliamentary Press Gallery</td>
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<td>Parliament House Loading Dock, Brisbane Avenue</td>
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<tr>
<td>Parliamentary Library</td>
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<td>Parliament House Loading Dock, Brisbane Avenue</td>
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<td>M2</td>
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<td><strong>ePPS</strong></td>
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<td>Email <a href="mailto:documents.tabled@aph.gov.au">documents.tabled@aph.gov.au</a></td>
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<td>22</td>
<td>Do not deliver to APH See Chapter 6 – for delivery arrangements</td>
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### OUT OF SITTING

**Contact:** Senate Documents Officer (02) 6277 3037
CHAPTER 3  GOVERNMENT RESPONSES TO PARLIAMENTARY COMMITTEE REPORTS

General

This section provides information about the process for the preparation, approval and tabling of a government response to a parliamentary committee report.

When a parliamentary committee report is tabled containing recommendations, the Government can respond by way of a written statement to the Parliament.

The PM&C Tabling Officer will notify the Commonwealth department with the main carriage of the subject matter of the report – (the lead department), which in turn will acknowledge receipt with details of the contact officer.

Timeframe for responses

The respective resolutions of the Senate and House of Representatives set the timeframe for responses:

- Senate committee reports – within 3 months
- House of Representatives committee reports – within 6 months
- Joint committee reports – within 3 months

Preparation of government responses

Responsibility for preparing the whole-of-government response rests with the lead department.

The response:

- must address all the recommendations and, if applicable, indicate reasons for not accepting any specific recommendation (with the exception of recommendations directed to the Speaker of the House of Representatives and/or the President of the Senate – see below)
- must address minority or dissenting recommendations in Senate and joint committees reports (but not House of Representatives reports)
- must be approved by the responsible Minister prior to submission to the Prime Minister
- must be approved by either the Cabinet or the Prime Minister, or a Minister on behalf of the Prime Minister, depending on the subject matter
- may contain a preamble outlining the Government’s policy position
- must be prepared using the template for a government response

The format of a government response can vary depending on the nature and number of recommendations. The preferred option is to provide a response for each individual recommendation. Alternatively, related recommendations from the same report can be grouped together with a single response.

While the expectation is that each committee report warrants a separate response, there may be circumstances where a response sensibly addresses more than one report, e.g. the interim report and a final report from the same committee. Importantly, it must be made clear in the cover sheet and the response when more than one report is being addressed by the response.
Other issues to consider when drafting the response include:

- **is input required from other departments?** Consider whether policy responsibility for matters raised in the recommendations rests with another department. Input from other departments must have Ministerial approval.

- **is consultation required with State/Territory Governments?** Consider whether any of the recommendations have Commonwealth-State implications which may need to be raised with State/Territory Governments before a response can be made by the Commonwealth Minister.

- **is it necessary to contact the Presiding Officers?** Recommendations directed to the Speaker of the House of Representatives and/or the President of the Senate (Presiding Officers) are a matter for the Presiding Officers and the Government’s response must not commit the Presiding Officers to any course of action including requiring the provision of a formal written response. Departments may wish to contact the relevant Clerk to discuss the recommendations including the timing of the Government response and any implications for the response from the Presiding Officers.

### Interim or partial responses

Ministers may provide to the chair of the relevant parliamentary committee an interim or partial response, addressing, for example, those recommendations on which the Government has reached a firm conclusion, and providing advice on when the balance of the Government’s response will become available. An interim response is subject to the same requirements as a final response as set out in this chapter.

### Exceptions

Reports from the Joint Committee of Public Accounts and Audit (JCPAA) are subject to the approval and tabling process of these Guidelines only when responding to policy recommendations. The JCPAA Committee secretariat is responsible for informing departments when a response is required.

### Inquiry into a bill – Senate

The Senate has a number of legislation committees which inquire into and report on any bills or draft bills referred to them. Debate on a bill will not occur in the Senate until the committee has presented its report.

- **Referrals to committees:** Once a bill is introduced, a bill or the provisions of the bill can be referred to a committee through the Senate Selection of Bills Committee. The Senate Parliamentary Liaison Officer (Senate PLO) will notify the responsible departments of referrals.

- **Reports from committees:** When a committee finalises an inquiry, a committee report with recommendations will be tabled. The Senate PLO will notify the responsible departments of the report and what action is required.

- **Responding to recommendations:** A government response is required to each committee recommendation including any dissenting recommendations unless otherwise advised by the Senate PLO. A response can be provided during the debate on the bill (either in second reading or summing up speeches during the committee stage). This could be done by moving Government amendments to the bill (and/or amending the Explanatory Memorandum) or indicating that recommendations will not be accepted. Recommendations not addressed during the debate will require a written government response in accordance with the requirements in these Guidelines.

### Inquiry into a bill – House of Representatives

The House of Representatives does not have separate legislation committees. However, the General purpose standing committees and joint committees may conduct an inquiry into a bill. Advisory reports on bills are not likely to require a response unless the report makes recommendations which are wider than the provisions of the bill. In that case, the House of Representatives Parliamentary Liaison Officer (House of Representatives PLO) will alert the relevant department.

In the House of Representatives, until the committee has reported debate can only proceed up to the second reading and reporting of any Governor-General’s message recommending an appropriation.
Approval of the Government response

Government responses, including interim responses, must be approved by either the Cabinet or the Prime Minister, or a Minister on behalf of the Prime Minister, depending on the subject matter. The Cabinet Handbook provides an indication of the kind of issues normally requiring consideration by the Cabinet.

Where it is clear that the subject matter does not involve any significant policy, legislative or contentious issues, the Minister may seek the approval of the Prime Minister for the response to be presented to the Parliament (and the committee chair) without reference to Cabinet. The Minister will receive written advice of approval to table the Government’s response.

Tabling

Once approved, the Government response must be tabled as soon as possible.

A copy of the response must be provided by the Minister to the chair of the parliamentary committee prior to the response being tabled. This is not a substitute for the tabling of the response in Parliament, but allows the committee to be advised of the Government response at an early opportunity.

<table>
<thead>
<tr>
<th>Government Response To Parliamentary Committee Reports</th>
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<td><strong>Tabling Days in a Sitting Week</strong></td>
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<td>Monday</td>
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<tr>
<td>Senate</td>
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<tr>
<td>House of Representatives</td>
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*A government response to a joint committee report tabled in the House of Representatives on a Monday, will be tabled in the Senate on the next available sitting day (excluding Mondays).

Presentation of documents when the Parliament is not sitting

Responses to Senate and joint committee reports may be presented to the President of the Senate when the Parliament is not sitting. Responses to House of Representatives committee reports may only be tabled when the House of Representatives is sitting.

Ministerial Statement accompanying a government response

In the rare event that a Ministerial Statement is proposed to be made when a government response is tabled, the PM&C Tabling Officer must be alerted as early as possible to discuss timing and requirements for tabling.

Compliance

The President of the Senate and the Speaker of the House of Representatives each tables a report every six months detailing parliamentary committee reports where a government response remains outstanding.

The Government’s response is a schedule, tabled in each chamber, which details the status of the Government response to each committee report.
Overdue responses — House of Representatives

If a response to a House of Representatives or a joint committee report has not been tabled in the House of Representatives within six months of the report being presented, the relevant Minister must present at the next available opportunity a signed statement outlining the reasons for the delay and be available to appear at the next reasonably available opportunity following a request by the relevant committee to answer its questions on the statement. If this is not done, the committee may bring the matter to the attention of the Auditor-General for assistance in resolving matters referred to in the report or to the Speaker for assistance (see Resolution of the House of 29 September 2010).

The statement can only be tabled when the House of Representatives is sitting, utilising the same approval process as for a government document. The statement is tabled with other government documents after Question Time.

The statement must be on Ministerial letterhead with the following details:

- status of the Government response to the report of the (insert committee’s name) and the title of the report (insert title)
- clearly state that the statement is being made in accordance of the House of Representatives resolution of 29 September 2010
- an explanation for the delay
- signature of the Minister

Note: A statement by a Minister is not be confused with a Ministerial Statement.

Timing

Documents must be received by 2.30pm on the business day ahead of the day proposed for tabling.

Next steps

Refer to Key Tasks and Copy Requirements for further information when responding to parliamentary committee reports.
KEY TASKS - GOVERNMENT RESPONSES – SITTING DAY

Key tasks for tabling a government response to a parliamentary committee report on a sitting day.

- **Approval** – Ministerial approval is required for a government response to be tabled in the Parliament. Prior to tabling, approval for the content of the response must have been obtained from the Cabinet and/or the Prime Minister or a Minister on behalf of the Prime Minister.

- **Identify the preferred day for tabling**
  - House of Representatives - Monday, Tuesday, Wednesday or Thursday available for House of Representative and joint committee responses
  - Senate - Tuesday, Wednesday and Thursday available for Senate and joint committee responses

- **Sensitivities**
  - Alert the PM&C Tabling Officer of any sensitivities or timing issues associated with tabling

- **Minute to the PM&C Tabling Officer**
  - departments must use the tabling minute template
  - hand-delivered to the PM&C Tabling Officer, no later than 2.30pm (see maps)
  - copies are to be packaged, using prescribed labels (Joint, Senate or House)

- **Provide a copy to the Chair of the relevant committee**
  - A courtesy under embargo copy is provided to the Chair of the relevant committee (c/- the committee secretariat) by the Minister just ahead of tabling

- **Provide a copy to Hansard**
  - A word version of the response is to be provided prior to tabling to Hansard.esg@aph.gov.au

- **Document/s tabled in the House of Representative and/or Senate**
  - the House live minutes and/or Senate dynamic red will show tabling as it occurs, and
  - the PM&C Tabling Officer will advise by email once the document has been tabled
  - Notification of tabling will appear in the Journals of the Senate and the Votes and Proceedings which are available on the Parliament House website the next sitting day.

- **Action post-tabling**
  - immediately upload the Government response to department website
  - email hyperlink to documents.tabled@aph.gov.au
Key tasks for tabling a government response to a parliamentary committee report when the Senate is not sitting.

- **Approval** — Ministerial approval is required for a government response to be tabled in the Parliament. Prior to presentation, approval for the content of the response will have been obtained from the Cabinet or the Prime Minister or a Minister on behalf of the Prime Minister.

- **Letter of transmittal**
  - Senate Standing Order 166 provides for the presentation of document/s when the Senate is not sitting
  - A letter of transmittal from the Minister to the President of the Senate must accompany the document for presentation

- **Identify the preferred day for presentation**
  - contact the Senate Documents Officer (SDO) to arrange the time for presentation
  - a minimum of 24 hours’ notice is required
  - email a PDF version of the document to the SDO at table.docs@aph.gov.au ahead of presentation to allow circulation to members and senators immediately after presentation

- **Minute to the PM&C Tabling Officer**
  - departments must use the tabling minute template
  - copies are to be packaged, using prescribed labels (Joint or Senate)

- **Presentation day** — bring the following to the SDO (see maps)
  - original signed transmittal letter from the Minister to the President of the Senate
  - Minute to the PM&C Tabling Officer (as above) with 3 copies of the document
  - one copy of the document to be presented to the President of the Senate
  - Senate Table Office – 10 copies
  - Senate Parliamentary Liaison Officer – 3 copies
  - House of Representatives Table Office – 10 copies for joint committee reports only
  - Parliamentary Press Gallery - 20 copies
  - Parliamentary Library - 9 copies

- **Provide a copy to the Chair of the relevant committee**
  - A courtesy under embargo copy is provided to the Chair of the relevant committee (the committee secretariat) by the Minister

- **Provide a copy to Hansard**
  - A word version of the response is to be provided to Hansard.esq@aph.gov.au

- **Document presented out of sitting**
  - The SDO will arrange for a certificate to be provided verifying time of presentation

- **Action post-presentation**
  - immediately upload the document to department website
  - email hyperlink to documents.tabled@aph.gov.au
<table>
<thead>
<tr>
<th>Recipient</th>
<th>No. of copies</th>
<th>Location for delivery</th>
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CHAPTER 4 MINISTERIAL STATEMENTS

General
Ministerial Statements are only made by Ministers and should be confined to announcements of significant Government policy initiatives.

Approval
Any Minister wishing to make a statement must:

- have the agreement of the Prime Minister to make the statement
- have approval of the Prime Minister for the text of the statement
- inform the House of Representatives and Senate PLOs to
  - seek parliamentary time and arrangements for the statement
  - provide a contact for issuing copy requirements and follow-up

Presentation in the Parliament
The statement is usually made by the responsible Minister in one chamber and tabled in the other chamber.

Where a statement is to be made (read) in both chambers, a House of Representatives version (references to the Speaker and members) and a Senate version (references to the President and senators) of the statement are to be provided to the PM&C Tabling Officer.

If a statement is to be made (read) only in the House of Representatives and then tabled in the Senate, there is no need for the statement to be altered as the same version can be used for both chambers. The Senate PLO will distribute embargoed copies to relevant Senators ahead of delivery in the House of Representatives. The Ministerial Statement template must be used.

House of Representatives
All statements need to be made on the floor of the House of Representatives if the full text is to appear in Hansard. The House of Representatives Order of Business provides for Ministerial Statements to be made on Monday after Question Time, and on Tuesday, Wednesday and Thursday after Question Time and following the Matter of Public Importance (MPI). However, a Ministerial Statement can be made at other times, by leave of the House of Representatives.

Ministerial Statements made in the House of Representatives are usually tabled in the Senate either on the same or following sitting day, although they can be made (read) if the Government prefers. If the statement is made in the Senate first, there is an opportunity for the statement to be tabled, or made if the Government prefers, on the next sitting day in the House of Representatives.

After the statement is made, it is usual practice for the relevant opposition shadow spokesperson to speak in reply for an equal period of time.

Senate
Ministerial Statements are normally tabled in the Ministerial Statement timeslot (refer to the Senate Routine of Business) after Question Time or, on occasion, more routine statements are tabled with Government documents immediately after prayers and acknowledgement of country. Leave may also be sought to incorporate the text of the tabled statement into the Hansard.

Senators may seek to move a motion to take note of a Ministerial Statement under Standing Order 169 (3). Each Senator may speak for up to 10 minutes with a total time limit of 30 minutes per motion to take note.
Timing

Copies must be provided to the PM&C Tabling Officer at least two hours before the statement is to be made. If the statement is to be made before noon, the copies must be provided the previous day. This allows for the Ministerial Statement to be distributed to non-government senators and members ahead of delivery.

Tabling associated documents

On occasion, accompanying documents are tabled with the Ministerial Statement. If this is planned, the PM&C Tabling Officer must be advised at the earliest opportunity and provided with copies for distribution with the statement.

Please liaise with the PM&C Tabling Officer and the Senate PLO beforehand regarding the time for tabling in the Senate.

Presentation of documents when the Parliament is not sitting

It is possible, but not common, for a Ministerial Statement to be presented out of sitting in the Senate. There is no similar provision in the House of Representatives.

Next steps

Refer to Key Tasks and Copy Requirements for further information.
The following checklist is provided to assist officers when tabling a Ministerial Statement on a sitting day.

- **Approval** — required for a Ministerial Statement to be delivered in the Parliament.
  - Prime Minister and/or Cabinet approval is required to make a Ministerial Statement
  - Prime Minister’s approval is required for the text of the Ministerial Statement

- **Timing**
  - **House of Representatives** – Monday, Tuesday, Wednesday or Thursday
  - **Senate** – Monday, Tuesday, Wednesday or Thursday
  - NOTE: consultation with the House of Representatives and Senate PLOs is essential as programming time for the statement is subject to the normal clearance processes with the respective Leaders and Managers of Government Business.

- **Delivery day** — at least two hours before the Ministerial Statement is to be made, deliver all copies to the PM&C Tabling Officer in RG98 [see maps]. If the statement is planned to be made before noon, copies will be needed the day before. Place copies in sealed envelopes each with the appropriate label on the outside to match the list below:
  - Minute to the PM&C Tabling Officer (as above) with 3 copies of the document
  - Senate PLO – 22 copies
  - House of Representatives PLO – 10 copies
  - Senate Table Office – 10 copies
  - Senate Clerk Assistant (Table) – 2 copies
  - House of Representatives Table Office – 10 copies
  - Parliamentary Press Gallery – 20 copies
  - Parliamentary Library – 9 copies

- **Minute to the PM&C Tabling Officer** — must accompany each individual document to be tabled:
  - departments must use the tabling minute template
  - include date the Ministerial Statement was approved by the Minister and the Prime Minister

- **Provide a copy to Hansard**
  - a word version of the Ministerial Statement is provided prior to delivery to Hansard.esg@aph.gov.au

- **Action post-delivery**
  - immediately upload the Ministerial Statement to department website
  - email hyperlink to documents.tabled@aph.gov.au
The following checklist is provided to assist officers when presenting a Ministerial Statement when the Senate is not sitting. There is no similar provision in the House of Representatives.

Approval — required for a Ministerial Statement to be delivered in the Parliament.
- Prime Minister or Cabinet approval is required for there to be a Ministerial Statement
- Prime Minister’s approval is required for the text of the Ministerial Statement

Letter of transmittal
- Senate Standing Order 166 provides for the presentation of a document when the Senate is not sitting
- A letter of transmittal from the Minister to the President of the Senate must accompany the Ministerial Statement for presentation

Minute to the PM&C Tabling Officer
- departments must use the tabling minute template
- copies are to be packaged, using prescribed labels

Identify the preferred day for presentation
- contact the Senate Documents Officer (SDO) to arrange the time for presentation
- a minimum of 24 hours’ notice is required
- email a PDF version of the document to the SDO at table.docs@aph.gov.au ahead of presentation to allow circulation to members and senators immediately after presentation

Presentation day — bring the following to the SDO (see maps):
- original signed transmittal letter from the Minister to the President of the Senate
- Minute to the PM&C Tabling Officer (as above) with 3 copies of the document
- one copy of the document to be presented to the President of the Senate
- Senate Parliamentary Liaison Officer - 3 copies
- Senate Table Office - 10 copies
- House of Representatives Liaison Officer - 10 copies
- Parliamentary Press Gallery - 20 copies
- Parliamentary Library - 9 copies

Document presented out of sitting
- The SDO will arrange for a certificate to be provided verifying time of presentation

Provide a copy to Hansard
- A word version of the Ministerial Statement is to be emailed to Hansard.esq@aph.gov.au

Action post-presentation
- immediately upload the document to departments website
- email hyperlink to documents.tabled@aph.gov.au
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CHAPTER 5  DEEMED/CLERK’S DOCUMENTS

General

The Standing Orders for the House of Representatives and the Senate provide for certain documents to be deemed as having been presented to the Parliament if they are delivered to the Clerks of the respective chambers and recorded in the Votes and Proceedings (House of Representatives) or the Journals of the Senate.

These documents are referred to as ‘deemed documents’ in the House of Representatives and as ‘Clerk’s documents’ in the Senate. They include legislative instruments tabled pursuant to the Legislation Act 2003 (LA) and ministerial or departmental correspondence relating to delays in providing reports to Ministers as required by statute.

Legislative instruments

Legislative instruments are required under section 38 of the LA to be delivered to each house of the Parliament by the Office of Parliamentary Counsel (OPC) within six sitting days after the instrument is registered on the Federal Register of Legislation (FRL).

Rule-making entities must ensure that they lodge a legislative instrument with the OPC for registration on FRL as soon as practicable after the instrument is made by the rule maker and before it is required to be enforceable. An instrument drafted by the OPC, including those made by the Governor-General at the Federal Executive Council, is lodged using the OPC matter number and the OPC will attach the document after it has been made.

It is preferable that the explanatory statement is lodged for registration at the same time as the instrument. If the entity does not do this, or cannot comply in time, the OPC may have to deliver the instrument for tabling without the explanatory statement. In that case the rule making entity must, as soon as possible, present a written statement explaining the late lodgement of the explanatory statement.

After the instrument is lodged by the OPC with the Table Offices, tabling details can be accessed through FRL or through the authoritative records of the Parliament, the Votes and Proceedings (House of Representatives) or the Journals of the Senate.

Detailed information on the lodgement and registration of legislative instruments is available in the Instruments Handbook.

Non-legislative instruments and other documents

Any non-legislative instruments and other documents are to be tabled as below.

Advice to the Clerks

When providing documents to the Clerks, departments must advise the following information, where applicable:

• indicate whether the documents are disallowable instruments
• cite the legislation under which each document has been made
• cite the section of the legislation which requires the document to be tabled
• provide the name and details of a departmental contact
• provide explanatory statements that have been prepared for such documents
Timing

Documents received by 5.00pm in the House of Representatives on a sitting day (3.00pm for sitting Thursdays) will normally be tabled on that day. Documents received by 3.00pm in the Senate will normally be tabled the following day. Notification of tabling will appear in the Journals of the Senate and the Votes and Proceedings which are available on the Parliament House website the next sitting day.

Departments must ensure that for disallowable non-legislative instruments, the instrument and accompanying documents are forwarded well in advance of the end of the statutory period for tabling. For the purpose of calculating the periods relating to disallowable instruments, departments are encouraged to keep track of sitting days of both chambers, as these occasionally differ and sitting days can sometimes be varied (added or not met). For further information contact the Senate PLO.

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Note: The PM&C Tabling Officer does not coordinate the presentation of this class of documents.

Presentation of documents when the Parliament is not sitting

Deemed/Clerk’s documents cannot be presented when the Parliament is not sitting.

Contacts

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<thead>
<tr>
<th>Office of Parliamentary Counsel</th>
<th>Federal Register of Legislation Help Desk</th>
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<tr>
<td></td>
<td><a href="mailto:lodge@legislation.gov.au">lodge@legislation.gov.au</a></td>
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<tr>
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<tr>
<td></td>
<td>(02) 6277 3037</td>
</tr>
<tr>
<td></td>
<td>or</td>
</tr>
<tr>
<td></td>
<td>Assistant Legislation Officer</td>
</tr>
<tr>
<td></td>
<td>(02) 6277 3035</td>
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<td>SG25</td>
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<td>Senate Standing Committee on Regulations and Ordinances</td>
</tr>
<tr>
<td></td>
<td>(02) 6277 3066 (<a href="mailto:regords.sen@aph.gov.au">regords.sen@aph.gov.au</a>).</td>
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The following checklist is provided to assist officers when presenting a non-legislative instrument which is an instrument not registered on the Federal Register of Legislation.

- **Timing**
  - **House of Representatives** – Monday, Tuesday, Wednesday by 5.00pm and Thursday by 3.00pm for same day tabling
  - **Senate** – Monday, Tuesday, Wednesday, Thursday by 3.00pm will normally be tabled the following day

- **Cover letter (advice to Clerks)**
  - Indicate whether the document/s are disallowable instruments
  - Cite the legislation under which each document has been made
  - Cite the section of legislation which requires the document to be tabled
  - Provide name and details of departmental contact

- **Delivery and copy requirements**
  - **House of Representatives** – cover letter, one copy of document/s plus explanatory statement to RG89
  - **Senate** – cover letter, two copies of document/s plus explanatory statement to SG25
CHAPTER 6 PARLIAMENT HOUSE – ACCESS, DELIVERY, DISTRIBUTION AND CONTACTS

Access to Parliament House - Security Arrangements

The security arrangements at Parliament House require that external pass holders access the building through Security Point 1 which is located via the public car park under the forecourt at the front of Parliament House.

Please note this is the preferred entry point (particularly on sitting days, noting scanning restrictions/requirements), rather than the Senate, House of Representatives or Ministerial entrances.

After passing through Security Point 1, follow the green or red line painted on the ground which will direct you to the relevant lift to access either the House of Representatives or the Senate side of the building as indicated in the maps.

It is the responsibility of departments and their couriers to arrange access into Parliament House through their Minister’s office. Packages cannot be collected by the addressee, so must be hand-delivered to the addressee.

Delivery - Parliament House Loading Dock

Bulk copies of items for tabling must be delivered to the Parliament House Loading Dock, accessed via Brisbane Avenue, Barton. Deliveries can only take place when the loading dock is open (between 8.00am and 2.30pm) Monday to Thursday on sitting days only and on the business day before a sitting day. Please note copies will be held in the Ministerial Embargo Room until tabling.

The day before delivery departments, printers or couriers must email the loadingdock@aph.gov.au. You must respond to the automatically generated email seeking information about the vehicle, driver etc. Failure to do so may lead to the vehicle being turned away. It is the department’s responsibility to advise the printer/courier of this requirement. If there is an issue with the planned arrival, originating departments will be contacted by the Loading Dock.

For an urgent or late delivery, arrangements can be made by phoning the Loading Dock on (02) 6277 5500.

Packaging and Labelling

There are strict packaging requirements which must be met. Each package must be clearly labelled using the correct prescribed labels and must not weigh more than 16 kilograms.

It is the responsibility of departments to ensure these requirements are met otherwise the documents will be rejected and must be retrieved and repackaged by the originating department.

Distribution of Documents – Parliament House

Documents are to be distributed across a range of locations in Parliament House. Please note room abbreviations are common:

- RG = House of Representatives wing, ground floor
- SG = Senate wing, ground floor
- S2 = Senate wing, 2nd floor
- M2 = Ministerial wing, 2nd floor
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<td>(02) 6277 7212 <a href="mailto:tabling@pmc.gov.au">tabling@pmc.gov.au</a></td>
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<tr>
<td>House of Representatives Parliamentary Liaison Officer</td>
<td>RC98</td>
<td>(02) 6277 7377 <a href="mailto:HousePLO@pmc.gov.au">HousePLO@pmc.gov.au</a></td>
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<tr>
<td>Senate Parliamentary Liaison Officer</td>
<td>SC119</td>
<td>(02) 6277 7597 <a href="mailto:SenatePLO@pmc.gov.au">SenatePLO@pmc.gov.au</a></td>
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<td>Senate Table Office</td>
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<td>House of Representatives Table Office</td>
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<tr>
<td>Parliamentary Library</td>
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<tr>
<td>Parliamentary Papers Series (ePPS)</td>
<td>(02) 6277 3037 (Sen) or (02) 6277 4800 (HoR)</td>
<td><a href="mailto:documents.tabled@aph.gov.au">documents.tabled@aph.gov.au</a></td>
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</table>

**Other distribution of tabled documents - Commonwealth Library Deposit and Free Issue Schemes (LDS)**

Copies of all tabled documents must be delivered to the combined Commonwealth Library Deposit and Free Issue Schemes (LDS). Advice in relation to these schemes is available from Info@dta.gov.au.

Please note that embargoed documents cannot be accepted for distribution to deposit libraries, you must wait until the publication has been tabled and is public before sending them directly to the address listed below. Deliveries: enter via Australia Post loading dock from Rudd Street. On delivery, please call Decipha staff on (02) 6129 3000.

Library Deposit Scheme Distribution Service  
C/- Decipha Pty Ltd  
Level 1, Canberra GPO  
53 – 73 Alinga Street  
CANBERRA CITY

**Other distribution of tabled documents - Electronic Parliamentary Paper Series (ePPS)**
The ePPS (formerly known as PPS) is produced by the Parliament as a collection of documents of a substantial nature presented to the Parliament. The series includes copies of most annual reports and other tabled documents recommended by the Joint Committee on Publications.

An email must be sent to documents.tabled@aph.gov.au, containing the following information:

- subject field in the email must contain the title of the document
- full contact details for the departmental contact officer
- hyperlink to the document on the department’s website – example:
  - “The following report, [insert report title], tabled on [insert date] is now available on the department’s website and can be accessed using the following hyperlink: [insert hyperlink]”

Advice on the ePPS is available from:

- Departments A to M: the Documents Officer, Senate Table Office
- Departments N to Z, Budget documents and Auditor-General’s reports: the Documents Manager, House of Representatives Table Office
## CHAPTER 7 GLOSSARY OF TERMS

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<tr>
<td>Auditor-General</td>
<td>The Auditor-General for Australia is an independent officer of the Parliament with responsibility under the <em>Auditor-General Act 1997</em> for auditing Commonwealth entities and reporting to the Australian Parliament.</td>
</tr>
<tr>
<td>caretaker</td>
<td>The caretaker period begins at the time the House of Representatives is dissolved and continues until the election result is clear or, if there is a change of government, until the new government is appointed. <a href="https://www.pmc.gov.au/resource-centre/government/guidance-caretaker-conventions">https://www.pmc.gov.au/resource-centre/government/guidance-caretaker-conventions</a></td>
</tr>
<tr>
<td>Commonwealth Library Deposit and Free Issue Schemes (LDS)</td>
<td>The LDS enhances public access to Australian Government publications. Under the LDS Australian Government departments are required to provide one copy of each publication to each participating deposit library. Deposit libraries comprise the National Library of Australia, State Libraries and publicly funded universities identified under the <em>Higher Education Funding Act 1988</em></td>
</tr>
<tr>
<td>Digital Transformation Agency (DTA)</td>
<td>The DTA assists the Government in guiding, overseeing and driving its digital and ICT transformation agendas.</td>
</tr>
<tr>
<td>Electronic Parliamentary Paper Series (ePPS)</td>
<td>Electronic Parliamentary Paper Series - produced by the Parliament as a collection of documents of a substantial nature presented to the Parliament. The series includes copies of most annual reports and other tabled documents recommended by the Joint Committee on Publications.</td>
</tr>
<tr>
<td>Explanatory Memorandum</td>
<td>A companion document to a bill which assists members of the Parliament, officials and the public to understand the objectives and detailed operation of the clauses of the bill.</td>
</tr>
<tr>
<td>General purpose standing committee</td>
<td>General purpose standing committees are a specific type of standing committee. They are investigatory or scrutiny committees, established by the House of Representatives at the commencement of each Parliament to inquire into and report upon any matters referred to them, including legislation. These committees specialise by subject area, between them covering most areas of federal government activity.</td>
</tr>
<tr>
<td>Hansard</td>
<td>The Hansard is the report of the proceedings of the Australian Parliament and its committees. This includes the Senate, House of Representatives, the Federation Chamber and all parliamentary committees. <a href="https://www.aph.gov.au/Parliamentary_Business/Hansard">https://www.aph.gov.au/Parliamentary_Business/Hansard</a></td>
</tr>
<tr>
<td>House of Representatives</td>
<td>The House of Representatives (also known as the lower house) is one of the two houses of the federal parliament.</td>
</tr>
<tr>
<td>House of Representatives committee</td>
<td>A parliamentary committee comprising members from the House of Representatives.</td>
</tr>
<tr>
<td>-----------------------------------</td>
<td>------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>HTML</td>
<td>Hypertext Markup Language, a standardised system for tagging text files to achieve font, colour, graphic, and hyperlink effects on World Wide Web pages.</td>
</tr>
<tr>
<td>Joint committee</td>
<td>Joint committees draw their membership from, and report to, both chambers of Parliament, enabling Members and Senators to work together. Joint committees may be standing or select, and may be statutory committees.</td>
</tr>
<tr>
<td>Joint Committee of Public Accounts and Audit (JCPAA)</td>
<td>Established by the Public Accounts and Audit Committee Act 1951. <a href="https://www.aph.gov.au/Parliamentary_Business/Committees/Joint/Public_Accounts_and_Audit/Role_of_the_Committee">https://www.aph.gov.au/Parliamentary_Business/Committees/Joint/Public_Accounts_and_Audit/Role_of_the_Committee</a></td>
</tr>
<tr>
<td>Joint Committee on Publications</td>
<td>The Standing Committee on Publications is appointed to consider all documents presented to the House which have not been made a Parliamentary Paper by either House of the Parliament. The Publications Committee of each House when conferring together form the Joint Committee on Publications.</td>
</tr>
<tr>
<td>Office of Parliamentary Counsel (OPC)</td>
<td>The OPC is a statutory agency responsible for drafting proposed bills for introduction into either chamber of the Parliament, drafting amendments for proposed laws that are being considered by either chamber of the Parliament, drafting legislative instruments and publishing legislation.</td>
</tr>
<tr>
<td>Parliamentary committee</td>
<td>Parliamentary committees investigate specific matters of policy or government administration or performance. Committees provide an opportunity for organisations and individuals to participate in policy making and to have their views placed on the public record and considered as part of the decision-making process. There are the following committees: standing committees; general purpose standing committees; select committees; Joint committees; statutory committees; domestic or internal committees.</td>
</tr>
<tr>
<td>Parliamentary Liaison Officer (PLO)</td>
<td>The House of Representatives PLO and Senate PLO are officers of PM&amp;C responsible for working with the Leader of the House in the House of Representatives and the Leader of the Government and Manager of Government Business in the Senate to programme government business.</td>
</tr>
<tr>
<td>Parliamentary Library</td>
<td>The Parliamentary Library is part of the Department of Parliamentary Services and provides services to senators, members, their staff, the staff of parliamentary departments and the Governor-General.</td>
</tr>
<tr>
<td>Term</td>
<td>Description</td>
</tr>
<tr>
<td>-----------------------------------------------------------</td>
<td>-----------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Prayers and acknowledgement of country</td>
<td>Prayers and acknowledgement of country occur at the beginning of the Parliamentary sitting day in each chamber.</td>
</tr>
<tr>
<td>Prime Minister and Cabinet Tabling Officer (PM&amp;C Tabling Officer)</td>
<td>An officer of the Department of the Prime Minister and Cabinet located at Parliament House with tabling responsibilities while the Parliament is sitting.</td>
</tr>
<tr>
<td>Senate Documents Officer (SDO)</td>
<td>An officer of Department of the Senate located at Parliament House with tabling responsibilities while the Parliament is not sitting.</td>
</tr>
<tr>
<td>Senate committee</td>
<td>A parliamentary committee comprising senators.</td>
</tr>
<tr>
<td>Senate Dynamic Red</td>
<td>Updated continuously during the sitting day, the Dynamic Red displays the results of proceedings as they happen.</td>
</tr>
<tr>
<td>Standing committee</td>
<td>Standing committees are committees created for the life of a parliament and are usually re-established in successive parliament. They have a continuing role.</td>
</tr>
<tr>
<td>Tabling</td>
<td>The term ‘tabling’ derives from the expression ‘laid on the table’ and is used interchangeably with the term ‘presented’ in the Guidelines depending on whether or not the Parliament is sitting.</td>
</tr>
<tr>
<td>Tabling Circular</td>
<td>Advice from the PM&amp;C Tabling Officer to supplement the Guidelines from time to time, for example, tabling during the caretaker period; arrangements for tabling annual reports during October.</td>
</tr>
<tr>
<td>the Guidelines</td>
<td>Previously referred to as the Guidelines for the Presentation of Documents to the Parliament.</td>
</tr>
<tr>
<td>Votes and Proceedings</td>
<td>Official record (minutes) of the proceedings of the House of Representatives and the most authoritative source of information about activities and decisions.</td>
</tr>
</tbody>
</table>
