Legislation Review Committee



PARLIAMENT OF NEW SOUTH WALES

Legislation Review Digest



Digest No. 23/58 - 19 November 2024

New South Wales Parliamentary Library cataloguing-in-publication data:



A catalogue record for this book is available from the National Library of Australia

ISSN: 1448-6954

The motto of the coat of arms for the state of New South Wales is "Orta recens quam pura nites". It is written in Latin and means "newly risen, how brightly you shine".

Contents

Mem	nbership	4
Guid	le to the Digest	5
Dige	st Snapshot	.12
Sum	mary of Conclusions	.13
PAR	RT ONE – BILLS	17
1.	Cannabis Legalisation (Plebiscite) Bill 2024*	.18
2.	Crimes Amendment (Obstructing a Railway) Bill 2024	.20
3.	Environmental Planning and Assessment Amendment (Western Sydney Aerotropolis) Bill 2024*	.22
4.	Inspector of Custodial Services Amendment Bill 2024	.23
5.	Sound NSW Advisory Board Bill 2024	.26
6.	Thoroughbred Racing Amendment (Racing NSW Accountability) Bill 2024*	.27
7.	Transport Administration Amendment (NSW Motorways) Bill 2024	.28
8.	Victims Rights and Support Amendment (Victims Support Counselling) Bill 202	
PAR	RT TWO – REGULATIONS WITH COMMENT	31
1.	Police Amendment (Police Officer Support Scheme) Regulation 2024	.32
PAR	RT THREE – REGULATIONS WITHOUT COMMENT	34
APP	PENDICES	37
Appe	endix One – Functions of the Committee	.38
Appe	endix Two – Unconfirmed extracts of minutes	.40

Membership

Chair Ms Lynda Voltz MP, Member for Auburn

Deputy Chair Ms Maryanne Stuart MP, Member for Heathcote

Members Ms Donna Davis MP, Member for Parramatta

Mr Nathan Hagarty MP, Member for Leppington

Ms Sue Higginson MLC

Mr Dave Layzell MP, Member for Upper Hunter

The Hon. Jacqui Munro MLC The Hon. Cameron Murphy MLC

Contact details Legislation Review Committee

Parliament of New South Wales

6 Macquarie Street Sydney NSW 2000

Telephone 0408 309 296

E-mail Legislation.Review@parliament.nsw.gov.au

Website www.parliament.nsw.gov.au/lrc

Guide to the Digest

The Legislation Review Committee has two broad functions set out in sections 8A and 9 of the *Legislation Review Act 1987* (**the Act**). Section 8A requires the Committee to scrutinise all Bills introduced into Parliament while section 9 requires the scrutiny of all regulations.

Part One: Functions Regarding Bills

The Committee's purpose is to assist all members of Parliament to be aware of, and make considered decisions on, the rights implications of legislation. The Committee does not make specific recommendations on Bills and does not generally comment on government policy.

The Committee's functions with respect to Bills as established under section 8A of the Act are as follows:

- (a) to consider any Bill introduced into Parliament, and
- (b) to report to both Houses of Parliament as to whether any such Bill, by express words or otherwise:
 - (i) trespasses unduly on personal rights and liberties
 - (ii) makes rights, liberties and obligations unduly dependent upon insufficiently defined administrative powers
 - (iii) makes rights, liberties or obligations unduly dependent upon nonreviewable decisions
 - (iv) inappropriately delegates legislative powers, or
 - (v) insufficiently subjects the exercise of legislative power to parliamentary scrutiny.



The terms of section 8A are not defined. However, the types of issues the Committee typically addresses in its Digests include, but are not limited to:

Trespass unduly on personal rights and liberties:

- retrospectivity
- · self-incrimination and the right to silence
- · reversal of the onus of proof
- procedural fairness
- rule of law and separation of powers
- extraterritoriality
- strict liability and penalty notice offences
- search and seizure without warrant
- · confidential communications and privilege
- wide regulatory powers
- access to vote
- ability to engage in public life and public elections
- equal application of laws
- freedom of expression and free speech
- · freedom of religion and belief
- freedom of contract
- right to personal and real property
- privacy and protection of personal information
- right to personal physical integrity
- legislative interference in standing judicial matters



Insufficiently defined administrative powers:

• insufficiently defined or wide powers

Non-reviewable decisions:

- · excludes access to review
- limits type of evidence available to a decision-maker
- provides decision-maker is not required to provide reasons for a decision
- · decisions made in private

Inappropriate delegation of legislative powers:

- provides the executive with unilateral authority to commence an Act (i.e. commencement by proclamation)
- · wide power of delegation
- wide regulation-making powers (e.g. creation of offences or setting penalties)
- Henry VIII clauses (clauses that allow amendment of Acts by regulation)
- imposition of tax or levy by regulation

Insufficiently subjects the exercise of legislative power to parliamentary scrutiny

- subordinate legislation not tabled in Parliament and not subject to disallowance
- insufficient disallowance period
- significant matters which should be set by Parliament (e.g. definitions)
- incorporating rules or standards of other bodies in force not subject to disallowance



In practice, the Committee highlights issues of concern and takes into consideration the potential reasons for introducing such a provision and any safeguards in place. The Committee determines if the provisions may be reasonable in the circumstances or should be referred to Parliament for further consideration.

Under section 8A(2) of the Act, Parliament may pass a Bill whether or not the Committee has reported on it. However, this does not prevent the Committee from reporting on any passed or enacted Bill.



Part Two: Functions Regarding Regulations with Comments

The Committee's functions regarding regulations are established under section 9 of the Act:

- (a) to consider all regulations while they are subject to disallowance by resolution of either or both Houses of Parliament, and
- (b) to consider whether the special attention of Parliament should be drawn to any such regulation on any ground, including any of the following:
 - (i) that the regulation trespasses unduly on personal rights and liberties
 - (ii) that the regulation may have an adverse impact on the business community
 - (iii) that the regulation may not have been within the general objects of the legislation under which it was made
 - (iv) that the regulation may not accord with the spirit of the legislation under which it was made, even though it may have been legally made
 - (v) that the objective of the regulation could have been achieved by alternative and more effective means
 - (vi) that the regulation duplicates, overlaps or conflicts with any other regulation or Act
 - (vii) that the form or intention of the regulation calls for elucidation, or
 - (viii) that any of the requirements of sections 4, 5 and 6 of the <u>Subordinate</u> <u>Legislation Act 1989</u>, or of the guidelines and requirements in Schedules 1 and 2 to that Act, appear not to have been complied with, to the extent that they were applicable in relation to the regulation, and



(c) to make such reports and recommendations to each House of Parliament as it thinks desirable as a result of its consideration of any such regulations, including reports setting out its opinion that a regulation or portion of a regulation ought to be disallowed and the grounds on which it has formed that opinion.

The Committee may write to the relevant Minister for further information or, as with Bills, refer particular matters to the Parliament for further consideration. As above, the Committee may also recommend that Parliament disallow a regulation that has been made.

Part Three: Regulations without Comment

The Committee reviews all disallowable regulations which have been tabled in Parliament. However, unlike Bills, the Committee is only required by statute to report on those regulations with identified issues under section 9, rather than reporting on every regulation made.

Part Three to the Digest contains a brief summary of the regulations that do not engage with any issues under section 9 or, in the Committee's view, do not warrant further comment.



Conclusions on Bills and Regulations

Part One of the Digest contains the Committee's reports on Bills which were introduced into Parliament. Under the section titled 'Issues considered by the Committee', the report includes commentary about whether the Bill engages with one or more of the five criteria for scrutiny set out in section 8A(1)(b) of the Act. This will include either:

- Where no issues set out in section 8A(1)(b) are identified, that 'The Committee makes no comment in respect of the issues set out in section 8A of the LRA.'
- Where issues set out in section 8A(1)(b) are identified, a distinct comment on each issue identified.

Part Two of the Digest contains the Committee's reports on regulations and other statutory instruments which are tabled in Parliament and are still subject to disallowance. As noted, the Committee only reports on regulations and other statutory instruments with identified issues under section 9 of the Act, and those instruments which don't have identified issues are listed in Appendix Two of the Digest. Like Bill reports, the Committee's regulation reports includes a distinct comment on each issue identified under the section titled 'Issues considered by the Committee'.

For every issue identified in a report, the Committee's comment will conclude either that the Committee 'refers/notes the matter to Parliament' or 'makes no further comment'.

Where the Committee concludes to **refer/notes the matter to Parliament**, the Committee considers that it requires a response or further comment by the Member with carriage of the Bill (for Bill reports) or the responsible Minister (for regulation reports).

Where the Committee concludes to **make no further comment** on an identified issue in the report, the Committee considers that the issue may technically engage with the criteria under section 8A or 9 of the Act but, given counterbalancing considerations (e.g. legislated safeguards), it is unlikely in practice to raise the issues under the relevant section. The Committee invites but does not otherwise require the Member with carriage (for Bill reports) or the responsible Minister (for regulation reports) to comment on these identified issues.



Digest Snapshot

PART ONE – BILLS

1. Cannabis Legalisation (Plebiscite) Bill 2024*

Issue identified	Conclusion of Committee
Wide regulation-making powers and Henry	Referred
VIII clauses	

2. Crimes Amendment (Obstructing a Railway) Bill 2024

Issue identified	Conclusion of Committee
Freedom of assembly and association	Referred

3. Environmental Planning and Assessment Amendment (Western Sydney Aerotropolis) Bill 2024*

No issues identified

4. Inspector of Custodial Services Amendment Bill 2024

Issue identified	Conclusion of Committee
Commencement by proclamation	No further comment

5. Sound NSW Advisory Board Bill 2024

No issues identified

6. Thoroughbred Racing Amendment (Racing NSW Accountability) Bill 2024*

No issues identified

7. Transport Administration Amendment (NSW Motorways) Bill 2024

Issue identified	Conclusion of Committee
Wide delegation of powers to unspecified	Referred
persons	

8. <u>Victims Rights and Support Amendment (Victims Support Counselling) Bill</u> 2024

No issues identified

PART TWO - REGULATIONS WITH COMMENT

1. Police Amendment (Police Officer Support Scheme) Regulation 2024

Issue identified	Conclusion of Committee
Right to procedural fairness	No further comment

Summary of Conclusions

PART ONE – BILLS

1. Cannabis Legalisation (Plebiscite) Bill 2024*

Inappropriately delegates legislative powers: s 8A(1)(b)(iv) of the LRA

Wide regulation-making powers and Henry VIII clauses

The Bill seeks to make provisions to hold a plebiscite on the legalisation of cannabis use, possession and sale. Proposed section 6 of the Bill would require the plebiscite to be conducted in accordance with the *Constitution Further Amendment (Referendum) Act 1930* (the Referendum Act), with any necessary modifications. Proposed subsection 6(2)(d) specifies that any additional modifications to the Referendum Act may be prescribed by the regulations. The Committee notes that it is unclear what modifications might apply to the plebiscite, such as whether voting would be compulsory or whether alternative voting methods would be available.

By permitting regulations to modify the Referendum Act and prescribe matters without further limitation, the Bill grants broad regulation-making powers. As the Referendum Act is not the parent piece of legislation or 'parent Act' for these regulations, this approach could amount to an indirect Henry VIII clause, as it could enable the Executive to amend the operation of the Referendum Act without reference to the Parliament.

The Committee generally considers Henry VIII clauses in bills to be an inappropriate delegation of legislative power, as regulations are not subject to the same level of parliamentary scrutiny as primary legislation. Unlike primary legislation, regulations are subordinate legislation that are not required to be passed by Parliament, and are instruments that the Parliament has no control over when they commence.

The Committee acknowledges that these types of regulation-making powers are not uncommon, as they may, in this case, provide flexibility in the administration and operation of a plebiscite. It also notes that regulations are still subject to parliamentary scrutiny and can be disallowed under section 41 of the *Interpretation Act 1987*. However, given the broad scope of these regulation-making powers and their potential indirect Henry VIII effect, the Committee refers this matter to Parliament for its consideration.

2. Crimes Amendment (Obstructing a Railway) Bill 2024

Trespasses unduly on personal rights and liberties: s 8A(1)(b)(i) of the LRA

Freedom of assembly and association

The Bill seeks to enable the Local Court to impose a fine of up to \$22,000 (200 penalty units) for the offence of obstructing a railway under section 213 of the *Crimes Act 1900* (the Crimes Act).

The Committee notes that the amendment is intended to 'bring the penalty for section 213 in line with the penalty for the offence in section 214A of the Crimes Act for damaging or disrupting a major facility and also the penalty for the offences in section 144G of the *Roads Act 1993* (the Roads Act) of damaging, disrupting or obstructing the Sydney Harbour Bridge or other major bridges, tunnels or roads, both of which are summary offences'.

The Committee notes that currently under Section 214A of the Crimes Act and section 144G of the Roads Act, it is an offence to do any of the above actions, with the maximum penalty for a breach of either section being a fine of up to \$22,000 (200 penalty units) or 2 years imprisonment, or both.

As the Bill seeks to match the penalty provided for by section 213 with the penalty for offences under 214A of the Crimes Act and 144G of the Roads Act, the amendment proposed by the Bill may impact on freedom of movement and assembly.

These rights are contained in Articles 21 and 22 of the International Covenant on Civil and Political Rights (the ICCPR). The right to freedom of assembly protects the freedom of individuals and groups to meet and engage in peaceful protest. However, the ICCPR recognises that derogation from these rights may be warranted in certain circumstances, including to protect public health and safety.

The Committee notes that potential limits on movement and assembly may be of particular interest to the public, and also notes the significance of the penalties that can be imposed in the event of a breach of the Crimes Act. Similarly, the Committee notes that the policy rationale of the amendments to section 213 proposed by the Bill are intended to bring the section in line with other 'damage, destroy or obstruct' offences. Given these circumstances, the Committee refers the matter to Parliament for its consideration

3. Environmental Planning and Assessment Amendment (Western Sydney Aerotropolis) Bill 2024*

The Committee makes no comment in respect of the issues set out in section 8A of the *Legislation Review Act 1987*.

4. Inspector of Custodial Services Amendment Bill 2024

Inappropriately delegates legislative powers: s 8A(1)(b)(iv) of the LRA

Commencement by proclamation

The Bill commences by proclamation. The Committee generally prefers legislation to commence on a fixed date, or on assent, to provide certainty for those affected by the Bill's provisions, particularly where the provisions would affect individual rights or obligations.

The Bill proposes to amend the *Crimes (Administration of Sentences) Act 1999* to provide for reviews of correctional centre discipline by the Commissioner of Corrective Services (the Commissioner). The provisions would allow an inmate who is found by the governor of their correctional centre to be guilty of a correctional centre offence, and subject to a penalty, to apply to the Commissioner for that decision to be reviewed. The Committee notes that it may be important for affected persons to understand when the provisions apply to them and when they can then access the review process.

However, the Committee acknowledges that there may be practical reasons for allowing a flexible state date. This could be to allow time for the relevant agencies to establish the administrative procedures necessary to implement the Bill's provisions. For this reason, the Committee makes no further comment.

5. Sound NSW Advisory Board Bill 2024

The Committee makes no comment in respect of the issues set out in section 8A of the *Legislation Review Act 1987*.

6. Thoroughbred Racing Amendment (Racing NSW Accountability) Bill 2024*

The Committee makes no comment on the Bill in respect of issues set out in section 8A of the Legislation Review Act 1987.

7. Transport Administration Amendment (NSW Motorways) Bill 2024

Inappropriately delegates legislative powers: s 8A(1)(b)(iv) of the LRA

Wide delegation of powers to unspecified persons

The Bill seeks to amend the *Transport Administration Act 1988* to allow NSW Motorways to delegate any of its functions, other than its power of delegation, to a class of persons prescribed by the regulations. The Bill would also allow persons delegated powers to further delegate to a class of persons prescribed by the regulations where this is authorised in writing by NSW Motorways.

The Bill may, therefore, provide for the wide delegation of statutory functions to a class of unknown persons. This may enable private individuals to be delegated functions under the Act which may be expected to be performed by public officials or authorities.

The Committee acknowledges that allowing regulations to prescribe who may be delegated functions by NSW Motorways could allow for more flexibility in the administration of the statutory regime. The Committee also recognises that the regulations are still required to be tabled in Parliament and are therefore subject to disallowance under section 41 of the *Interpretation Act* 1987.

However, the Committee prefers that the classes of persons who may be delegated statutory functions are detailed in primary legislation to provide clarity as well as greater oversight of the exercise of those Executive and public functions. For this reason, the Committee refers the matter to Parliament for further consideration.

8. Victims Rights and Support Amendment (Victims Support Counselling) Bill 2024

The Committee makes no comment in respect of the issues set out in section 8A of the *Legislation Review Act 1987*.

PART TWO - REGULATIONS WITH COMMENT

1. Police Amendment (Police Officer Support Scheme) Regulation 2024

Trespasses unduly on personal rights and liberties: s 9(1)(b)(i) of the LRA

Right to procedural fairness

The Regulation provides a regulatory framework for certain eligible police officers, or former police officers, to receive compensation by the Personal Injury Commission (the Commission) for certain injuries. It sets out processes by which the Commission determines payments to those persons and the determination of disputes related to those determinations.

Clause 135V allows the Commission to make rules in relation to the hearing of those disputes. Clause 135V(1)(c) allows those rules to limit the amount of medical reports in relation to a claim and the number of medical reports that can be admitted into evidence. Clause 135V(1)(d) allows rules to limit the number of expert witnesses that can be called by a party and to restrict the calling of expert witnesses. These clauses may, therefore, impact a person's procedural rights by limiting the evidence they can access to support their challenge to a decision. Limiting the ability to call expert witnesses may restrict a person's procedural rights and their ability to make their case.

However, the Committee notes that the clauses apply equally to the Commission and a person who is disputing a decision, so one party is not disproportionately disadvantaged. Further, the rules restricting evidence only apply in relation to proceedings before the Commission. For these reasons, the Committee makes no further comment.

Part One – Bills

Cannabis Legalisation (Plebiscite) Bill 2024*

Date introduced	13 November 2024
House introduced	Legislative Council
Member with carriage	The Hon. John Ruddick MLC
	*Private Members Bill

Purpose and description

1.1 The object of this Bill is to provide for the conduct of a plebiscite about the legalisation of the use, possession and sale of cannabis.

Background

- 1.2 The Bill seeks to make provisions to hold a plebiscite on the date of the next general election for Members of the Legislative Assembly following the commencement of the proposed Act. The plebiscite will be used to determine whether the people of NSW support enacting laws to legalise the use, possession, and sale of cannabis.
- 1.3 In his second reading speech, the Hon. John Ruddick MLC stated that the Bill would give the people of NSW an opportunity to voice their views on this issue. Mr Ruddick suggested that the current prohibition on cannabis may contribute to increased criminal activity and negative health outcomes, as it does not eliminate the cannabis market and allows it to remain under criminal control.
- 1.4 Mr Ruddick also noted that cannabis legalisation could generate 'extra tax revenue, free up police and court resources to focus on more serious crimes' and support 'the development of a regulated industry' with the potential to create jobs.
- 1.5 The key provisions proposed by the Bill are to:
 - require a plebiscite to be held on the enactment of cannabis legalisation laws
 - specify the plebiscite question to be presented to voters
 - set out the form and the date of the plebiscite
 - require the Electoral Commissioner to publish approved case documents on the New South Wales Electoral Commission's website
 - enable regulations to be made.

Issues considered by the Committee

Inappropriately delegates legislative powers: s 8A(1)(b)(iv) of the LRA

Wide regulation-making powers and Henry VIII clauses

- 1.6 Proposed section 6 of the Bill provides that the plebiscite must be conducted in accordance with the provisions of the *Constitution Further Amendment (Referendum)*Act 1930 (the **Referendum Act**), with any necessary modifications.
- 1.7 Proposed subsection 6(2)(d) further specifies that any additional modifications to the Referendum Act may be prescribed by regulations.

The Bill seeks to make provisions to hold a plebiscite on the legalisation of cannabis use, possession and sale. Proposed section 6 of the Bill would require the plebiscite to be conducted in accordance with the Constitution Further Amendment (Referendum) Act 1930 (the Referendum Act), with any necessary modifications. Proposed subsection 6(2)(d) specifies that any additional modifications to the Referendum Act may be prescribed by the regulations. The Committee notes that it is unclear what modifications might apply to the plebiscite, such as whether voting would be compulsory or whether alternative voting methods would be available.

By permitting regulations to modify the Referendum Act and prescribe matters without further limitation, the Bill grants broad regulation-making powers. As the Referendum Act is not the parent piece of legislation or 'parent Act' for these regulations, this approach could amount to an indirect Henry VIII clause, as it could enable the Executive to amend the operation of the Referendum Act without reference to the Parliament.

The Committee generally considers Henry VIII clauses in bills to be an inappropriate delegation of legislative power, as regulations are not subject to the same level of parliamentary scrutiny as primary legislation. Unlike primary legislation, regulations are subordinate legislation that are not required to be passed by Parliament, and are instruments that the Parliament has no control over when they commence.

The Committee acknowledges that these types of regulation-making powers are not uncommon, as they may, in this case, provide flexibility in the administration and operation of a plebiscite. It also notes that regulations are still subject to parliamentary scrutiny and can be disallowed under section 41 of the *Interpretation Act 1987*. However, given the broad scope of these regulation-making powers and their potential indirect Henry VIII effect, the Committee refers this matter to Parliament for its consideration.

2. Crimes Amendment (Obstructing a Railway) Bill 2024

Date introduced	12 November 2024
House introduced	Legislative Assembly
Member with carriage	The Hon. Michael Daley MP
Portfolio	Attorney General

Purpose and description

2.1 The object of this Bill is to amend the *Crimes Act 1900* (the **Act**) to amend the maximum penalty for the offence of obstructing a railway to provide for a monetary penalty.

Background

- 2.2 The Bill seeks to enable the Local Court to impose a fine of up to \$22,000 (200 penalty units) for the offence of obstructing a railway under section 213 of the Act. This proposed change is intended to address concerns over recent incidents on railway lines that have endangered public safety, and to bring the penalty for this offence in line with other offences in the Act and the *Roads Act 1993*, for damaging or disrupting a major facility, and damaging, disrupting or obstructing the Sydney Harbour Bridge and other areas.
- 2.3 In his second reading speech, the Hon. Michael Daley MP, Attorney General, noted that the Bill would:
 - ...better reflect the seriousness of the section 213 offences and will send a strong message to the Local Court and the community that such dangerous and disruptive conduct on railway lines is unacceptable.

2.4 The Bill's key provisions are:

- doubling the maximum monetary penalty in the Local Court for the offence under section 213 of the Act, which would align it with penalties for similar offences, such as damage or disruption to a major facility under section 214A of the Act, and damage, disruption or obstruction of the Sydney Harbour Bridge and other major bridges, tunnels and roads under section 144G of the Roads Act 1993
- clarifying that, if the offence involves particularly serious conduct, then it may
 be dealt with by the District Court on indictment, where the maximum penalty
 could be 2 years imprisonment and/or a fine of up to \$110,000 (1,000 penalty
 units).

Issues considered by the Committee

Trespasses unduly on personal rights and liberties: s 8A(1)(b)(i) of the LRA

Freedom of assembly and association

The Bill seeks to enable the Local Court to impose a fine of up to \$22,000 (200 penalty units) for the offence of obstructing a railway under section 213 of the *Crimes Act 1900* (the Crimes Act).

The Committee notes that the amendment is intended to 'bring the penalty for section 213 in line with the penalty for the offence in section 214A of the Crimes Act for damaging or disrupting a major facility and also the penalty for the offences in section 144G of the *Roads Act 1993* (the Roads Act) of damaging, disrupting or obstructing the Sydney Harbour Bridge or other major bridges, tunnels or roads, both of which are summary offences'.

The Committee notes that currently under Section 214A of the Crimes Act and section 144G of the Roads Act, it is an offence to do any of the above actions, with the maximum penalty for a breach of either section being a fine of up to \$22,000 (200 penalty units) or 2 years imprisonment, or both.

As the Bill seeks to match the penalty provided for by section 213 with the penalty for offences under 214A of the Crimes Act and 144G of the Roads Act, the amendment proposed by the Bill may impact on freedom of movement and assembly.

These rights are contained in Articles 21 and 22 of the International Covenant on Civil and Political Rights (the ICCPR). The right to freedom of assembly protects the freedom of individuals and groups to meet and engage in peaceful protest. However, the ICCPR recognises that derogation from these rights may be warranted in certain circumstances, including to protect public health and safety.

The Committee notes that potential limits on movement and assembly may be of particular interest to the public, and also notes the significance of the penalties that can be imposed in the event of a breach of the Crimes Act. Similarly, the Committee notes that the policy rationale of the amendments to section 213 proposed by the Bill are intended to bring the section in line with other 'damage, destroy or obstruct' offences. Given these circumstances, the Committee refers the matter to Parliament for its consideration

3. Environmental Planning and Assessment Amendment (Western Sydney Aerotropolis) Bill 2024*

Date introduced	14 November 2024
House introduced	Legislative Assembly
Member with carriage	Mrs Judy Hannan MP
	*Private Members Bill

Purpose and description

3.1 The object of this Bill is to amend the State Environmental Planning Policy (Precincts—Western Parkland City) 2021 ('the Environmental Planning Policy') to allow residential accommodation on certain land in the Wollondilly local government area that may be affected by aircraft noise from the new Western Sydney International Airport.

Background

- 3.2 The Bill seeks to amend the Environmental Planning Policy so that residential developments are permitted in certain parts of the Wollondilly local government area that would otherwise be prohibited due to planning regulations in relation to aircraft noise.
- 3.3 In her second reading speech, Mrs Judy Hannan MP explained that the Bill addresses:

'the rights that landowners had prior to the SEPP (State Environmental Planning Policy) 2021 coming into existence to build granny flats in their own backyards.'

3.4 Mrs Hannan also specified that the intention of the Bill was to recognise persons that bought property and made plans for building on that property who were negatively impacted by the introduction of the State Environmental Planning Policy 2021.

Issues considered by the Committee

The Committee makes no comment in respect of the issues set out in section 8A of the *Legislation Review Act 1987*.

4. Inspector of Custodial Services Amendment Bill 2024

Date introduced	13 November 2024
House introduced	Legislative Assembly
Member with carriage	The Hon. Anoulack Chanthivong MP
Portfolio	Corrections

Purpose and description

- 4.1 The objects of this Bill are:
 - (a) to amend the *Inspector of Custodial Services Act 2012* (the **ICS Act**) to address the recommendations of a statutory review, including:
 - (i) to set out the objects of the ICS Act
 - (ii) to further provide for the functions of the Inspector of Custodial Services (the **Inspector**)
 - (iii) to provide for the appointment and functions of Official Visitors to correctional centres and juvenile justice centres
 - (b) to amend the Crimes (Administration of Sentences) Act 1999 (the CAS Act) to enable the Commissioner of Corrective Services to review decisions by the governor of a correctional centre in relation to correctional centre offences committed by inmates.
- 4.2 The Bill also makes a consequential amendment to the *Children (Detention Centres)*Act 1987.

Background

4.3 In his second reading speech, the Hon. Anoulack Chanthivong MP, Minister for Corrections, said that the Bill seeks to improve integrity and oversight across corrective services in NSW, and that:

The proposed amendments respond to the findings and recommendations of several public reviews and reports that have identified ways to improve transparency and accountability across the Corrective Services NSW system.

- 4.4 The Bill proposes to make amendments to the ICS Act to:
 - (a) insert additional objects to improve the treatment of persons in custody by creating monitoring and reporting requirements to Parliament on custodial services to ensure persons exercising functions have regard to needs of particular people

- (b) establish procedures for the appointment and regulation of Official Visitors for adults and children in correctional facilities who perform specific functions, including conducting interviews and dealing with complaints and inquiries from persons in custody
- (c) provide procedures for the way that Official Visitors must deal with complaints and inquiries from persons in custody, including the way that information is recorded and provided to the Inspector
- (d) provide that the Inspector may enter into arrangements with other government officials and agencies, including the Commissioner of Corrective Services (the Commissioner), the Secretary of the Department of Communities and Justice, the Ombudsman, the Independent Commission Against Corruption, and others
- (e) create reporting duties for the Inspector to report to the Law Enforcement Conduct Commission on matters concerning officer misconduct or serious maladministration
- (f) provide for reporting to Parliament by the Inspector on the recommendations of a government agency or management company.
- 4.5 The Bill also proposes to amend the CAS Act to provide for a review process in relation to decisions made by the governor of a correctional centre that an inmate is guilty of a correctional centre offence. The Bill would amend the Act to:
 - (a) provide that an inmate can apply to the Commissioner for a review of a decision that they are guilty of an offence and subject to a penalty
 - (b) provide for the process of reviews conducted by the Commissioner, including the types of decisions that can be made and the remedial action that can be provided to the inmate
 - (c) provide for the making of regulations that prescribe the procedure for reviewing decisions.
- 4.6 Finally, the Bill proposes to make a minor consequential amendment to the *Children* (*Detention Centres*) *Act 1987*.

Issues considered by the Committee

Inappropriately delegates legislative powers: s 8A(1)(b)(iv) of the LRA

Commencement by proclamation

4.7 Clause 2 of the Bill provides that, the Bill would commence 'on a day or days to be appointed by proclamation'.

The Bill commences by proclamation. The Committee generally prefers legislation to commence on a fixed date, or on assent, to provide certainty for those affected by the Bill's provisions, particularly where the provisions would affect individual rights or obligations.

The Bill proposes to amend the *Crimes (Administration of Sentences) Act* 1999 to provide for reviews of correctional centre discipline by the Commissioner of Corrective Services (the Commissioner). The provisions would allow an inmate who is found by the governor of their correctional centre to be guilty of a correctional centre offence, and subject to a penalty, to apply to the Commissioner for that decision to be reviewed. The Committee notes that it may be important for affected persons to understand when the provisions apply to them and when they can then access the review process.

However, the Committee acknowledges that there may be practical reasons for allowing a flexible state date. This could be to allow time for the relevant agencies to establish the administrative procedures necessary to implement the Bill's provisions. For this reason, the Committee makes no further comment.

5. Sound NSW Advisory Board Bill 2024

Date introduced	14 November 2024
House introduced	Legislative Council
Member with carriage	The Hon. John Graham MLC
Portfolio	Music and the Night-time Economy

Purpose and description

5.1 The object of this Bill is to establish the Sound NSW Advisory Board (the **Board**), which will provide advice about the contemporary music industry in New South Wales to the Minister who administers the proposed Act.

Background

- 5.2 The Bill seeks to formalise the establishment of the Board and sets out the membership and functions of the Board.
- During his second reading speech, the Hon. John Graham MLC, Minister for Music and the Night-time Economy, said that the Bill will formalise the existing non-statutory Board and 'ensure that the focus and prioritisation of contemporary music endures in New South Wales'. He also explained that the Bill would legislate the Board's membership requirements and its functions.
- 5.4 The key amendments of the Bill are as follows:
 - part 2 of the Bill proposes to establish the Board and set out its membership requirements and functions. Section 7 provides that the Board's principal function is to provide advice to the Minister about the contemporary music industry in NSW, and section 7(2) sets out a non-exhaustive list of related functions
 - proposed Schedule 1 of the Bill sets out the constitution of the Board, including its terms of office, provisions for the vacancy of a member, and the requirement to disclose pecuniary interests that appear to raise conflicts of interest
 - Proposed Schedule 2 introduces the Sound NSW Advisory Board Regulation 2024, which details the eligibility requirements for Board membership.

Issues considered by the Committee

The Committee makes no comment in respect of the issues set out in section 8A of the *Legislation Review Act 1987*.

6. Thoroughbred Racing Amendment (Racing NSW Accountability) Bill 2024*

Date introduced	13 November 2024
House introduced	Legislative Council
Member with carriage	The Hon. Mark Latham MLC
	*Private Members Bill

Purpose and description

6.1 The object of the Bill is to amend the *Thoroughbred Racing Act 1996* (the **Act**) to make Racing NSW accountable to the Independent Commission Against Corruption (the **ICAC**) and the NSW Auditor General, and to confirm the powers of the Legislative Council to call for papers held by Racing NSW and for Racing NSW representatives to appear before Budget Estimates, and for related purposes.

Background

- In his second reading speech, the Hon. Mark Latham MLC commented that the Bill is urgently needed to restore integrity to the work of Racing NSW'.
- The Statement of Public Interest (SPI) tabled with the Bill notes that evidence presented to the 'Rosehill Select Committee of Wrongdoing at Racing NSW' (the Select Committee) indicated that Racing NSW had breached its duties 'with a high level of impropriety and corruption'.
- 6.4 The Bill seeks to amend the Act to:
 - subject Racing NSW to the direction or control of the Minister for Gaming and Racing for the purposes of accountability to the Parliament
 - subject the financial reports and statements of Racing NSW to audit by the Auditor-General
 - subject Racing NSW to the ICAC's powers of inquiry and investigation
 - provide for regular statutory review of the Act to maintain its relevance and effectiveness.

Issues considered by the Committee

The Committee makes no comment on the Bill in respect of issues set out in section 8A of the *Legislation Review Act 1987*.

7. Transport Administration Amendment (NSW Motorways) Bill 2024

Date introduced	12 November 2024
House introduced	Legislative Council
Member with carriage	The Hon. John Graham, MLC
Portfolio	Roads

Purpose and description

7.1 The object of this Bill is to amend the *Transport Administration Act 1988* (the **Act**) to establish NSW Motorways and provide for its functions, management and status and to make related amendments to the *Roads Act 1993* (the **Roads Act**).

Background

- 7.2 The Bill proposes to amend the Act and the Roads Act to:
 - establish a new government agency and corporation, NSW Motorways, with the key role of delivering safe and reliable toll roads and toll road services in an efficient, effective and financially responsible manner
 - give the Independent Pricing and Regulatory Tribunal the new function of monitoring toll prices
 - establish an independent tolling customer ombudsman to deal with disputes and complaints between customers and operators of toll roads in NSW.
- 7.3 In his second reading speech, the Hon. John Graham MLC, Minister for Roads, noted that the amendments follow an 'Expert Review of the tolling system' by Professor Alan Fels and David Cousins (the **Review**), and that the changes are intended to improve the toll road experience in NSW and lower the costs of tolls for motorists.
- 7.4 The Statement of Public Interest (the **SPI**) tabled with the Bill indicates that NSW Motorways 'will provide competitive tension', 'administer toll relief' and 'collect and publish information about the tolling system' to increase transparency and pressure to 'improve operations'. Further, the SPI highlighted the Review's findings that:
 - \ldots tolls were too high, and that the tolling system was flawed and lacked transparency and flexibility.
- 7.5 The SPI further noted that the establishment of an independent tolling customer ombudsman provides 'an important mechanism for motorists aggrieved by the system to have their complaints against toll operators dealt with'.

Issues considered by the Committee

Inappropriately delegates legislative powers: s 8A(1)(b)(iv) of the LRA

Wide delegation of powers to unspecified persons

- 7.6 The Bill proposes to insert subclause 39I(1) into the Act, which would allow NSW Motorways to delegate any of its functions, other than its power to delegate, to an 'authorised person'.
- 7.7 Under proposed subclause 39I(2), a person delegated powers under 39I(1) may further delegate to an 'authorised person' if authorised to do so in writing by NSW Motorways.
- 7.8 Proposed subclause 39I(3) defines an 'authorised person' as a member of staff of NSW Motorways, or a person of a class prescribed by the regulations or approved by Transport for NSW.

The Bill seeks to amend the *Transport Administration Act 1988* to allow NSW Motorways to delegate any of its functions, other than its power of delegation, to a class of persons prescribed by the regulations. The Bill would also allow persons delegated powers to further delegate to a class of persons prescribed by the regulations where this is authorised in writing by NSW Motorways.

The Bill may, therefore, provide for the wide delegation of statutory functions to a class of unknown persons. This may enable private individuals to be delegated functions under the Act which may be expected to be performed by public officials or authorities.

The Committee acknowledges that allowing regulations to prescribe who may be delegated functions by NSW Motorways could allow for more flexibility in the administration of the statutory regime. The Committee also recognises that the regulations are still required to be tabled in Parliament and are therefore subject to disallowance under section 41 of the *Interpretation Act 1987*.

However, the Committee prefers that the classes of persons who may be delegated statutory functions are detailed in primary legislation to provide clarity as well as greater oversight of the exercise of those Executive and public functions. For this reason, the Committee refers the matter to Parliament for further consideration.

8. Victims Rights and Support Amendment (Victims Support Counselling) Bill 2024

Date introduced	13 November 2024
House introduced	Legislative Assembly
Member with carriage	The Hon. Michael Daley MP
Portfolio	Attorney General

Purpose and description

8.1 The object of this Bill is to amend the *Victims Rights and Support Act 2013* (the **Act**) to allow a family member of a person killed in a road crime to access approved counselling under the Victims Support Scheme.

Background

- 8.2 The Bill seeks to amend the Act in order to make family members of a person killed in a road crime eligible for counselling under the New South Wales Victims Support Scheme.
- 8.3 In his second reading speech, the Hon. Michael Daley MP, Attorney General, explained that:

'Victims of road crime have been largely excluded from the Victims Support Scheme in New South Wales ... The bill will ensure that they receive counselling support to assist them to navigate their loss.'

- 8.4 The key amendments proposed by the Bill are:
 - broadening the Act's definition of a 'family victim' of a crime to include the immediate family members of a person who has died as the result of a road crime, unless that person was the alleged offender
 - making family victims of road crimes eligible for counselling under the Victims Support Scheme.

Issues considered by the Committee

The Committee makes no comment in respect of the issues set out in section 8A of the *Legislation Review Act 1987*.

Part Two – Regulations with comment

Police Amendment (Police Officer Support Scheme) Regulation 2024

Date tabled	LA: 15 October 2024
	LC: 15 October 2024
Disallowance date	LA: TBC 2025
	LC: TBC 2025
Minister responsible	The Hon. Yasmin Catley MP
Portfolio	Police and Counter-terrorism

Purpose and description

- 1.1 The object of this Regulation is to provide for an enhanced police officer support scheme regarding:
 - (a) payments to or in relation to police officers that constitute death benefits
 - (b) payments to or in relation to police officers who become permanently or temporarily incapacitated for work because of an on-duty injury
 - (c) payments to or in relation to police officers who become permanently or temporarily incapacitated for work because of an off-duty injury.
- 1.2 This Regulation is made under the *Police Act 1990*, including Part 9B and section 219, the general regulation-making power.

Issues considered by the Committee

Trespasses unduly on personal rights and liberties: s 9(1)(b)(i) of the LRA

Right to procedural fairness

- 1.3 The Regulation establishes parts of the regulatory framework for the police officer support scheme that provides compensation to a police officer or former police officer who has suffered an injury. It sets out the different elements of the scheme, including the determination of disputes about compensation by the Personal Injury Commission (the **Commission**). Under clause 135R an incapacitated police officer can refer a decision made by the Personal Injury Commissioner to the President of the Commission.
- 1.4 The Regulation also sets outs processes for the review of disputes, including authorising the Commission to make rules about medical evidence used when determining disputes.
- 1.5 Clause 135V(1)(c) allows the Commission to make rules limiting the number of medical reports in connection with a claim and the number of medical reports that

may be admitted into evidence in proceedings before the Commission. Clause 135V(1)(d) also allows the Commission to limit the number of expert witnesses that may be called by a party, and to restrict the calling of expert witnesses by a party.

The Regulation provides a regulatory framework for certain eligible police officers, or former police officers, to receive compensation by the Personal Injury Commission (the Commission) for certain injuries. It sets out processes by which the Commission determines payments to those persons and the determination of disputes related to those determinations.

Clause 135V allows the Commission to make rules in relation to the hearing of those disputes. Clause 135V(1)(c) allows those rules to limit the amount of medical reports in relation to a claim and the number of medical reports that can be admitted into evidence. Clause 135V(1)(d) allows rules to limit the number of expert witnesses that can be called by a party and to restrict the calling of expert witnesses. These clauses may, therefore, impact a person's procedural rights by limiting the evidence they can access to support their challenge to a decision. Limiting the ability to call expert witnesses may restrict a person's procedural rights and their ability to make their case.

However, the Committee notes that the clauses apply equally to the Commission and a person who is disputing a decision, so one party is not disproportionately disadvantaged. Further, the rules restricting evidence only apply in relation to proceedings before the Commission. For these reasons, the Committee makes no further comment.

Part Three – Regulations without comment

Regulations without comment

Note: at the time of writing, the Committee makes no further comment about the following regulations.

Fisheries Management (Recreational Fishing Gemfish Possession) Order 2024

The object of the Order is to impose a limit on the number of Gemfish for a recreational fisher on a boat with other persons. Where other persons on the boat have up to eight Gemfish, the recreational fisher can have up to two Gemfish. Where other persons on the boat have nine Gemfish, the recreational fisher can have one Gemfish. If other persons on the boat have ten Gemfish, the recreational fisher cannot possess any Gemfish.

The Order is made pursuant to section 17C of the *Fisheries Management Act 1994*. It commenced on 4 October 2024, when the Gazette was published. The Order does not go beyond the remit of section 17C and does not appear to engage with any issues set out in section 9 of the *Legislative Review Act 1987*.

2. Industrial Relations Commission of New South Wales Practice Note no. 32

The object of this Practice Note is to set out the standard procedure for proceedings before the Industrial Relations Commission and the Industrial Court, other than criminal and appeal proceedings. These procedures include the filing of electronic documents, the form of court books, and procedures for contacting the Registry.

The Practice Note is issued pursuant to section 158A of the *Industrial Relations Act 1996* and section 15 of the *Civil Procedure Act 2005*. As the standard procedures are modelled on previously used and tested processes, the Practice Note does not appear to engage with any issues set out in section 9 of the *Legislative Review Act 1987*.

3. Industrial Relations Commission of New South Wales Usual Directions

The object of the Usual Directions is to set out standard practice and procedure for matters before the Industrial Relations Commission of New South Wales.

The Usual Directions are made under section 185A of the *Industrial Relations Act 1996* and section 15 of the *Civil Procedure Act 2005*. As the Usual Directions only refer to standard time limits for filing and serving documents, and forms of address, including the use of gendered pronouns, it does not appear to engage with any issues set out in section 9 of the *Legislative Review Act 1987*.

4. Information Sharing Amendment (Corrective Services NSW) Regulation 2024

The object of this Regulation is to amend the following regulations to provide that Corrective Services NSW and the Department of Communities and Justice must be treated as a 'single Public Service agency' for the purposes of the Act under which each regulation is made:

- (a) the Government Information (Public Access) Regulation 2018
- (b) the Health Records and Information Privacy Regulation 2022
- (c) the Privacy and Personal Information Protection Regulation 2019.

The Regulation also amends the Crimes (Administration of Sentences) Regulation 2014 to prescribe information that may be exchanged between Corrective Services NSW and the Department of Communities and Justice in relation to misconduct by correctional employees.

The Regulation is made under the following Acts:

- (a) the Crimes (Administration of Sentences) Act 1999
- (b) the Government Information (Public Access) Act 2009
- (c) the Health Records and Information Privacy Act 2002
- (d) the Privacy and Personal Information Protection Act 1998.

The Regulation is consequent on the establishment of Corrective Services NSW as a Public Service agency on 1 October 2024. Although the Regulation amends a number of pieces of subordinate legislation, the amendments are minor and the Regulation does not appear to engage with any of the issues set out in section 9 of the *Legislation Review Act 1987*.

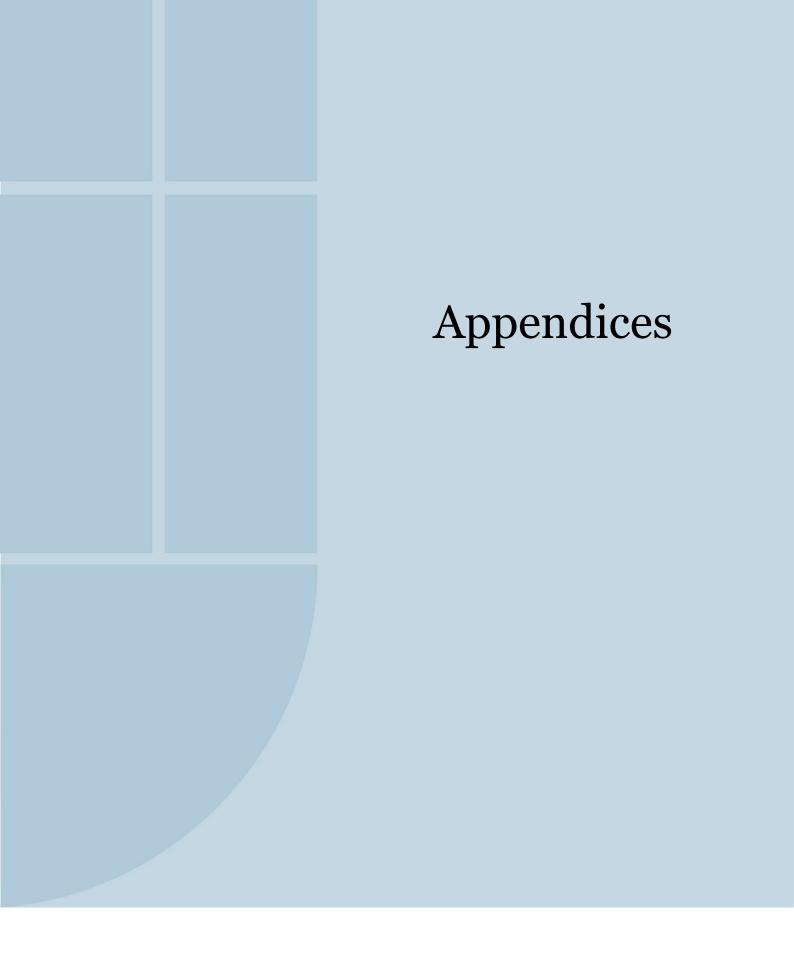
5. Uniform Civil Procedure (Amendment No 103) Rule 2024

The object of the Rule is to deal with the payment of conduct money by electronic means. The Rule amends the Uniform Civil Procedures Rules 2005 to insert an example of 'conduct money' within its definition that includes: cash, cheque, bank cheque and funds transferred by electronic means.

The Rule also amends rule 33.6(1) to compel addressees to comply with a subpoena to give evidence where an offer to pay conduct money by electronic means has been made to the addressee within a reasonable time before the date on which attendance is required.

The Rule further inserts rule 33.6(1A) which provides that the party issuing the subpoena will be taken to submit to orders of the court in relation to the payment of conduct money where they have offered to pay the conduct money by electronic means and have failed to do so before the addressee gives evidence.

The Rule provides clarification around electronic payment of conduct money, and does not appear to engage with any issues set out in section 9 of the *Legislative Review Act 1987*.



Appendix One – Functions of the Committee

The functions of the Legislation Review Committee are set out in the Legislation Review Act 1987:

8A Functions with respect to Bills

- (1) The functions of the Committee with respect to Bills are:
 - (a) to consider any Bill introduced into Parliament, and
 - (b) to report to both Houses of Parliament as to whether any such Bill, by express words or otherwise:
 - (i) trespasses unduly on personal rights and liberties, or
 - (ii) makes rights, liberties or obligations unduly dependent upon insufficiently defined administrative powers, or
 - (iii) makes rights, liberties or obligations unduly dependent upon non-reviewable decisions, or
 - (iv) inappropriately delegates legislative powers, or
 - (v) insufficiently subjects the exercise of legislative power to parliamentary scrutiny.
- (2) A House of Parliament may pass a Bill whether or not the Committee has reported on the Bill, but the Committee is not precluded from making such a report because the Bill has been so passed or has become an Act.

9 Functions with respect to regulations

- (1) The functions of the Committee with respect to regulations are:
 - (a) to consider all regulations while they are subject to disallowance by resolution of either or both Houses of Parliament,
 - (b) to consider whether the special attention of Parliament should be drawn to any such regulation on any ground, including any of the following:
 - (i) that the regulation trespasses unduly on personal rights and liberties,
 - (ii) that the regulation may have an adverse impact on the business community,
 - (iii) that the regulation may not have been within the general objects of the legislation under which it was made,
 - (iv) that the regulation may not accord with the spirit of the legislation under which it was made, even though it may have been legally made,

- that the objective of the regulation could have been achieved by alternative and more effective means.
- (vi) that the regulation duplicates, overlaps or conflicts with any other regulation or Act.
- (vii) that the form or intention of the regulation calls for elucidation, or
- (viii) that any of the requirements of sections 4, 5 and 6 of the <u>Subordinate Legislation</u> <u>Act 1989</u>, or of the guidelines and requirements in Schedules 1 and 2 to that Act, appear not to have been complied with, to the extent that they were applicable in relation to the regulation, and
- (c) to make such reports and recommendations to each House of Parliament as it thinks desirable as a result of its consideration of any such regulations, including reports setting out its opinion that a regulation or portion of a regulation ought to be disallowed and the grounds on which it has formed that opinion.
- (1A) The Committee is not precluded from exercising its functions under subsection (1) in relation to a regulation after it has ceased to be subject to disallowance if, while it is subject to disallowance, the Committee resolves to review and report to Parliament on the regulation.
 - (2) Further functions of the Committee are:
 - (a) to initiate a systematic review of regulations (whether or not still subject to disallowance by either or both Houses of Parliament), based on the staged repeal of regulations and to report to both Houses of Parliament in relation to the review from time to time, and
 - (b) to inquire into, and report to both Houses of Parliament on, any question in connection with regulations (whether or not still subject to disallowance by either or both Houses of Parliament) that is referred to it by a Minister of the Crown.
 - (3) The functions of the Committee with respect to regulations do not include an examination of, inquiry into or report on a matter of Government policy, except in so far as such an examination may be necessary to ascertain whether any regulations implement Government policy or the matter has been specifically referred to the Committee under subsection (2) (b) by a Minister of the Crown.

Appendix Two – Unconfirmed extracts of minutes

Meeting no. 24

TIME & DATE: 3:01PM, 18 NOVEMBER 2024 LOCATION: ROOM 1254 AND WEBEX

MEMBERS PRESENT

Ms Voltz (Chair), Ms Stuart (Deputy Chair) (via Webex), Ms Davis, Mr Hagarty (via Webex), Ms Higginson, Mr Layzell (via Webex) and Mr Murphy (via Webex).

APOLOGIES

Ms Munro.

OFFICERS PRESENT

Rohan Tyler, Kate McCorquodale, Alice Zwar, Alex Read, Mengyuan Chen, Nicolle Gill and Elizabeth Hawken.

AGENDA ITEM

1. Confirmation of minutes

Resolved, on the motion of Ms Davis: That the minutes of the meeting of 11 November 2024 be confirmed.

2. ***

3. Consideration of bills with comment for Legislation Review Digest 23/58

Resolved, on the motion of Ms Stuart: That the Committee adopts the following draft bill reports *in globo*:

- a) Cannabis Legalisation (Plebiscite) Bill 2024
- b) Inspector of Custodial Services Amendment Bill 2024
- c) Transport Administration Amendment (NSW Motorways) Bill 2024

4. Consideration of bills without comment for Legislation Review Digest 23/58 Discussion ensued.

Resolved, on the motion of Ms Davis: That the Committee adopts the following draft bill reports *in globo*:

- a) Environmental Planning and Assessment Amendment (Western Sydney Aerotropolis) Bill 2024
- b) Sound NSW Advisory Board Bill 2024
- c) Thoroughbred Racing Amendment (Racing NSW Accountability) Bill 2024
- d) Victims Rights and Support Amendment (Victims Support Counselling) Bill 2024

Resolved, on the motion of Ms Higginson: That the Committee adopts the following draft bill report, as amended, with the Committee's conclusion to read as follows:

a) Crimes Amendment (Obstructing a Railway) Bill 2024

Freedom of assembly and association

The Bill seeks to enable the Local Court to impose a fine of up to \$22,000 (200 penalty units) for the offence of obstructing a railway under section 213 of the *Crimes Act 1900* (the Crimes Act).

The Committee notes that the amendment is intended to 'bring the penalty for section 213 in line with the penalty for the offence in section 214A of the Crimes Act for damaging or disrupting a major facility and also the penalty for the offences in section 144G of the *Roads Act 1993* (the Roads Act) of damaging, disrupting or obstructing the Sydney Harbour Bridge or other major bridges, tunnels or roads, both of which are summary offences'.

The Committee notes that currently under Section 214A of the Crimes Act and section 144G of the Roads Act, it is an offence to do any of the above actions, with the maximum penalty for a breach of either section being a fine of up to \$22,000 (200 penalty units) or 2 years imprisonment, or both.

As the Bill seeks to match the penalty provided for by section 213 with the penalty for offences under 214A of the Crimes Act and 144G of the Roads Act, the amendment proposed by the Bill may impact on freedom of movement and assembly.

These rights are contained in Articles 21 and 22 of the International Covenant on Civil and Political Rights (the ICCPR). The right to freedom of assembly protects the freedom of individuals and groups to meet and engage in peaceful protest. However, the ICCPR recognises that derogation from these rights may be warranted in certain circumstances, including to protect public health and safety.

The Committee notes that potential limits on movement and assembly may be of particular interest to the public, and also notes the significance of the penalties that can be imposed in the event of a breach of the Crimes Act. Similarly, the Committee notes that the policy rationale of the amendments to section 213 proposed by the Bill are intended to bring the section in line with other 'damage, destroy or obstruct' offences. Given these circumstances, the Committee refers the matter to Parliament for its consideration.

5. Regulations with comment for Legislation Review Digest 23/58

Resolved, on the motion of Ms Davis: That the Committee adopts the following draft regulation report:

a) Police Amendment (Police Officer Support Scheme) Regulation 2024

6. Regulations without comment for Legislation Review Digest 23/58

Resolved, on the motion of Ms Stuart: That the Committee adopts the regulations without comment as Part Three to Digest 23/58.

7. Legislation Review Digest 23/58

Resolved, on the motion of Mr Hagarty:

- That appropriate minute extracts of this meeting be published as Appendix Two of the Digest.
- That the Committee adopts the Legislation Review Digest No.23/58, as amended, and that it be signed by the Chair and presented to the House.

8. Regulations to be reviewed

The Committee noted the table listing the status of regulations and statutory instruments to be reviewed.

9. Next meeting

The meeting adjourned at 3:21pm until at a time and date to be determined.