

---

Legislative statement

**Parliament Bill**

Second reading

October 2025

---

Presented to the House of Representatives  
under Standing Order 272

Hon Chris Bishop  
Leader of the House  
Minister in charge of the bill

## Table of contents

Introduction .....	2
Overview of bill as introduced .....	2
Parliament Bill Committee's report on the bill.....	3
Statutory powers for parliamentary security .....	5
Funding model for parliamentary agencies .....	10
Salaries, allowances, expenses, and services for members and others .....	11
Other issues .....	13
Procedural matters.....	14
Further information.....	15
Appendix—Flowcharts relating to exercise of security powers .....	17

## Introduction

- 1 This legislative statement sets out information that the Minister in charge considers is relevant and important for the House when considering the second reading of the Parliament Bill. It supports the bill, as reported to the House by the Parliament Bill Committee, which can be found on the Legislation website [here](#).
- 2 The committee's report includes a commentary, in which the committee discusses its consideration of the bill and recommended amendments.
- 3 Links to further information about the bill, including advice provided to the Parliament Bill Committee, are set out at the end of this legislative statement.
- 4 The [Appendix](#) to this legislative statement sets out a flowchart relating to the exercise by parliamentary security officers of powers under the bill.

## Overview of bill as introduced

- 5 The following is a brief summary of the bill as introduced. A more detailed description of the bill and its main policy proposals is set out in the [legislative statement for the first reading](#). That previous legislative statement also outlines the development of the bill and consultation with relevant agencies.
- 6 The Parliament Bill brings together four Acts to provide a modern legislative framework for Parliament and the agencies that support it. The following Acts are consolidated:
  - Parliamentary Privilege Act 2014
  - Members of Parliament (Remuneration and Services) Act 2013
  - Clerk of the House of Representatives Act 1988
  - Parliamentary Service Act 2000.
- 7 In consolidating these Acts, the bill clarifies the independence of Parliament from the executive, continues the protection of the privileges of Parliament, specifies the funding arrangements to support members and their work, and sets out an adaptive and collaborative relationship between the parliamentary agencies.

- 8 Policy changes in the bill, as introduced, include:
- 8.1 providing a statutory basis for security arrangements on the parliamentary precincts, at parliamentary meetings outside the precincts, and at electorate and community offices in certain circumstances, including introducing limited consent search, seizure, and detention powers
  - 8.2 setting out a funding model for the parliamentary agencies so their appropriations are commended by the House, rather than determined by the executive, based on the model used for the Offices of Parliament
  - 8.3 making the system for funding members' work-related expenses clearer and more family-friendly, and transferring responsibility for determining members' accommodation services from the Remuneration Authority to the Speaker
  - 8.4 transferring to the Electoral Commission the Clerk's function under the Citizens Initiated Referenda Act 1993 of determining whether a petition carries the required number of signatures to trigger a referendum
  - 8.5 updating and aligning provisions relating to the functions of the parliamentary agencies, the appointment and conditions of the heads of the agencies, and the employment and conditions of their staff.

## **Parliament Bill Committee's report on the bill**

### ***Recommendation***

- 9 The Parliament Bill Committee has recommended that the bill be passed with amendments. All the committee's recommendations are unanimous.

### ***Committee's approach***

- 10 In its commentary, the committee said it had sought to continue the collaborative and consensus-based approach under which the bill was developed.
- 11 The committee also avoided recommending amendments that would require a full, separate policy process, outside of the substantive policy changes included in the bill as introduced. For example, the committee did not wish to recommend substantive changes to statutory settings for parliamentary privilege, as developments in that area could have important constitutional implications that were not anticipated when the bill was introduced.

### ***Main themes in submissions***

- 12 Submissions were received on the bill from 62 people and organisations. The main themes raised in submissions related to the following topics, which are discussed further below:
- parliamentary security
  - access to parliamentary information
  - parliamentary privilege
  - salaries and expenses
  - funding of parliamentary agencies
  - Parliamentary Budget Office
  - citizens-initiated referendums.

- 13 In the commentary, the committee acknowledged that a number of these main themes in submissions did not give rise to amendments to the bill. For example, the committee did not recommend substantive amendments to the Official Information Act 1982, broader reform of the Citizens Initiated Referenda Act 1993, or the establishment under the bill of a Parliamentary Budget Office. If such major changes were to be progressed, they would need separate policy development processes involving relevant Government departments.

### **Overview of committee's recommendations**

- 14 Many of the amendments recommended by the committee are intended to improve the readability and clarity of the bill, and do not amount to substantive policy changes. For example, while amendments are recommended to Subpart 2 of Part 7 (relating to powers and duties of parliamentary security officers) to effect some policy changes (outlined below), the subpart has largely been rewritten to assist the readability and logical flow of the bill.
- 15 Most of the substantive amendments recommended by the committee relate to parliamentary security, including the following:
- new provisions relating to oversight and reporting of the use of security powers
  - strengthening of requirements for parliamentary security officers to be qualified and trained for the role
  - allowing a person who is subject to an external search of their clothing to make a reasonable request for the search to be conducted by a parliamentary security officer of a different sex from the person
  - removal of the offence of assaulting a parliamentary security officer (so that it would not be distinct from an assault on any person)
  - discretion for a parliamentary security officer to decide, after seizing an item, not to detain the person concerned
  - a requirement that a parliamentary security officer remove handcuffs if they no longer have reasonable grounds to believe the person may abscond, or may harm themselves or others, if not handcuffed.
- 16 Substantive amendments in other parts of the bill include:
- providing for the Speaker to make determinations regarding the disclosure of information about categories of expenses or services provided under the Speaker's determinations for members, eligible candidates, and parties, over and above what must be disclosed under the bill
  - broadening the definition of "carer", in the context of determining when a person in the care of a member may be eligible for travel services, to allow for the likelihood that members, who must travel frequently to Wellington, will not be in a position to provide ongoing daily care for dependants
  - provision for income protection for the spouse, partner, dependent child, or adult dependant of a former member who dies in the three months after ceasing to be a member on polling day.
- 17 The Parliament Bill Committee recommended that the Standing Orders Committee consider amendments to the House's rules to establish a process for determining draft appropriations for the parliamentary agencies (see paras [43] to [48]).

## Statutory powers for parliamentary security

### *Relevant provisions in bill as introduced (Part 7, and clauses 136–141 of Part 6)*

- 18 The bill gives parliamentary security officers (PSOs) statutory powers of consent search, denial of entry, temporary seizure of specified items, and temporary detention, subject to statutory limitations (Part 7, Subpart 2). These powers could be exercised on the parliamentary precincts, at parliamentary meetings outside the precincts, and at electorate and community offices (with limitations). The bill also provides immunity for good-faith execution by PSOs of their functions and powers (clause 138), and extends immunity to people assisting them.
- 19 The policy problem and policy objective for these provisions are detailed in the legislative statement for the first reading. In summary, these provisions are intended to ensure Parliament's safety and security are adequately protected, including a capacity to deal with serious threats to the safety and life of members of Parliament, staff, and visitors. At the same time, the proposal aims to uphold Parliament's current level of openness and accessibility to the public, as far as is practicable in light of the threat assessment at any given time.
- 20 Powers to be available to PSOs under the bill, as introduced, include the following:
- power to ask for information from a person who wants to enter the precincts, including their name and address and their reason for entry
  - powers to ask to search a person and/or property in their possession or control
  - powers to ask to examine detected items, and, in some circumstances, to detain or seize detected items
  - power to detain persons in some circumstances, including a power to use handcuffs
  - powers to deny entry to, or remove a person from, the precincts
  - power to use reasonable force.
- 21 Various limits and duties are to be associated with the use of these powers, which are summarised in the legislative statement for the first reading. Further safeguards have been recommended by the committee, as discussed below.

### *General views about parliamentary security provisions*

- 22 Several submissions focused on the bill's provisions relating to parliamentary security. A number of submitters were concerned about the introduction of coercive powers that could affect people engaging with Parliament, and urged that such powers not be conferred or that they be exercised with great caution. Some submitters suggested that, instead of establishing statutory powers for PSOs, a preferable policy approach would be to maintain a permanent police presence at Parliament.
- 23 The Parliament Bill Committee was satisfied that the lack of statutory powers to support actions taken by PSOs could place people in the precincts at risk, and that the bill's provisions relating to PSO powers should proceed. The committee expressed its strong expectation that the current level of freedom to use and protest lawfully on the Parliament grounds would continue, and that the additional powers proposed by the bill would be exercised in a measured way, consistent

with the New Zealand Bill of Rights Act 1990. The committee accepted that resource constraints mean the Police will not be able to implement a general increase in its presence, and agreed it is desirable, where practicable, to maintain a high level of accessibility at Parliament without a prominent Police presence.

### ***Capability and training of parliamentary security workforce***

- 24 The committee acknowledged concerns expressed by submitters about the capability and training needed for PSOs to exercise powers under the bill. To address these concerns, the committee recommended amending clause 136 so the Chief Executive of the Parliamentary Service may appoint an employee of the service as a PSO only if they have completed an approved training course. As amended, the clause provides that, before approving the training course, the Chief Executive must consult the Ministry of Justice and the Police.
- 25 Clause 136(1)(b) would allow the Chief Executive to appoint as a PSO someone who is not an employee of the Parliamentary Service but who is suitably qualified and trained. The service intends that this provision would be used only where it was not practicable to meet the operational security needs of Parliament using the service's employees. The committee recommended that clause 136(1)(b) be amended to emphasise that the use of non-employees as PSOs is not the preferred option, and can occur only when the Chief Executive considers this course of action to be "necessary or desirable". The committee recommended amending clause 136(1)(b) so such an appointee should be qualified and trained to a standard at least equivalent to the approved training course.

### ***Identity cards for parliamentary security officers***

- 26 Clause 137(2) would require PSOs to produce an identity card for inspection on request when exercising powers under the bill. A submission raised safety concerns for PSOs and their families that could arise if their full names were shown on identity cards. The committee accepted these concerns, and recommended amending clause 137 to require identity cards to contain the following information:
- the officer's name, which may be only part of their full name
  - the officer's appointment as a parliamentary security officer:
  - a photographic image of the officer's face
  - a number or identifier unique to that officer.

### ***Offence to resist, assault, or obstruct parliamentary security officer***

- 27 As introduced, clause 141 would make it an offence to resist, assault, or obstruct a PSO, or to incite or encourage someone else to do so. The offence would carry a penalty of a fine of up to \$1,000 or imprisonment for up to 3 months. However, section 9 of the Summary Offences Act 1981 already provides for a fine of up to \$4,000 or imprisonment for up to 6 months for common assault, which would include assault of a PSO. The committee considered that assaulting a PSO should not carry a lesser penalty than assaulting anyone else, and recommended amending clause 141 to remove the assault element of the offence.

***Meaning of “specified offence”***

28 Clause 164 sets out the meaning of “specified offence”, which relates to circumstances in which a PSO may exercise powers to seize items or detain a person. They must have reasonable grounds to believe a specified offence may have been, or may be about to be, committed. The committee recommended that the offences of fighting in a public place and arson should be added to this definition. Aside from that minor change in substance, clause 164 has been rewritten so it is clearer and provides a description of the various offences that are listed in it.

***Power to ask for identification***

29 Clause 169 enables a PSO to ask a person entering, or already in, the parliamentary precincts for evidence of their name and address (among other things). The committee recommended amending this clause so that a PSO may request such evidence if the PSO believes on reasonable grounds that information provided by the person about their name and address is false.

***Consent to being searched***

30 Clause 170 sets out how a PSO may request to search a person entering or already in the precincts. One form of search is an external examination of a person’s clothes to detect items they might be carrying. The wording of clause 170(1)(c) refers to “an external examination of the person’s clothes ... done by a parliamentary security officer of the same sex as the person”. The committee noted that a person might object to being searched by a PSO of the same sex, for example if they had past trauma associated with someone of the same sex. An amendment to clause 170 has therefore been recommended so a person may reasonably request that they be searched by a person of a different sex.

***Search of property***

31 The committee has recommended amending clause 170 so that it does not preclude a search of property involving the use of a scanner or other electronic device, in addition to other search methods that involve touching the property. Clause 170 has been rewritten to provide a clearer structure, with separate paragraphs relating to a search of a person and a search of property in a person’s possession or control, including a vehicle.

***Duty to tell person certain things when requesting search***

32 Under clause 171, when a PSO requests to conduct a search under clause 170, the PSO must tell the person certain things, such as that the search will not take place without the person’s consent. The use in this clause of the words “ask” and “tell” could give the impression that a PSO must make a request personally and orally. However, such information is often communicated by signs, for example as people pass through security screening. The committee recommended amendments to clarify that requests may be conveyed either orally or in writing, or both. Similar wording is recommended for clause 175, which relates to advice that a PSO must give when requesting to take a detected item.

***Processes for examining and detaining detected items***

- 33 Under clause 172(1) and (2), when a PSO detects an item during a search under clause 170, the PSO may immediately request that the person hand the item over for examination. Clauses 172(3), 173 and 174, as introduced, then set out different ways in which the PSO may proceed when dealing with the item, depending on the circumstances. The committee has revised these provisions so they are clearer and easier to follow. New clauses 172A, 172B, and 173, and clause 174, as amended, set out 4 processes a PSO may use after requesting that a detected item be handed over for examination:
- clause 172A: if the person does not hand over the detected item, the PSO may take different actions depending on whether they have reasonable grounds to believe the person may have committed, or be about to commit, a specified offence.
  - clause 172B: the person hands over the detected item, and the PSO has reasonable grounds to believe the item may be connected to a specified offence.
  - new clause 173: the person hands over the detected item, and the PSO has reasonable grounds to believe that the item could be used to commit a violent offence or otherwise would be dangerous if allowed in the precincts.
  - clause 174, as amended: the person hands over the detected item, and the PSO has reasonable grounds to believe that the item could constitute a threat to the security of the precincts.
- 34 These 4 processes are labelled as Process A to Process D in the bill as reported back by the select committee, but it will be proposed at the committee of the whole House stage that these labels be removed.
- 35 The processes are illustrated in a flowchart set out in the [Appendix](#) to this legislative statement. Depending on the circumstances and the process that is followed, a PSO may ask the person to surrender the item, seize the item, detain the person, or deny the person entry or remove them from the precincts.

***Detaining a person after an item is seized from them***

- 36 Clause 176(2) of the bill as introduced would require a PSO to immediately detain a person from whom they seize an item. However, there may be circumstances where detaining a person is not reasonable or practicable, such as if it could escalate the situation or put a PSO's safety at risk. The committee considered that additional discretion is needed, and recommended amending the bill to allow a PSO different options, after seizing an item, to detain an individual, deny the person entry, remove the person, or take no further action.

***Power to detain and use handcuffs***

- 37 Clause 179 authorises a PSO to handcuff someone they have detained. The officer would need to have reasonable grounds to believe that the person may abscond, or harm themselves or others, when using handcuffs. The committee recommended amending clause 179(2) so that a PSO must remove handcuffs from a detained person if the PSO no longer has reasonable grounds to believe that the person may abscond or harm themselves or others.

### ***Reporting requirements for exercise of statutory powers***

- 38 Several submissions set out concerns about a lack of statutory oversight of PSOs when exercising powers under the bill, and called for a high level of public accountability to maintain confidence that coercive powers are being used fairly and appropriately. The committee agreed with these views, and recommended that the bill be amended to set out reporting requirements on the use of the new powers. New clause 190A would require every exercise of the following statutory powers by a PSO to be reported to the Chief Executive of the Parliamentary Service within 3 working days:
- power to detain persons (clause 178)
  - power to use handcuffs (clause 179)
  - power to use reasonable force (clause 181).
- 39 Under new clause 190A, a PSO who exercises one (or more) of these powers must give a written report summarising the circumstances of, and reasons for, the exercise of the power. Where the PSO is required to have had reasonable grounds for believing particular matters before exercising the power, the written report must state the matters that have given rise to those reasonable grounds.
- 40 Further, the committee recommended a requirement, set out in new clause 190B, for the Chief Executive to report annually on the exercise of specified powers by PSOs. The specified powers are those on which PSOs must report under new clause 190A, as well as powers to seize an item and to deny a person entry to, or remove them from, the parliamentary precincts. Under new clause 190B, every annual report prepared by the Parliamentary Service under the Public Finance Act 1989 must state the number of occasions on which those powers have been used in the period covered by the report.

### ***Oversight and complaint mechanisms***

- 41 A number of submissions called for the bill to set out processes for reviewing and appealing decisions and actions by PSOs. The committee did not recommend amendments along these lines, and requested that this legislative statement set out the various mechanisms that are available. These are as follows:
- 41.1 The Parliamentary Service has an internal policy for dealing with feedback, including complaints, and this will apply for complaints regarding the exercise of statutory powers by PSOs. The committee recommended the bill be amended to require the Parliamentary Service's annual report to provide information about complaints received relating to the exercise of these powers and dealt with through any internal complaints process operated by the Service (see para [42]).
- 41.2 The bill provides that the Chief Executive is responsible to the Speaker for the exercise of the powers conferred on the Chief Executive and the Parliamentary Service by law (clause 127(2)(a)). This responsibility would include the exercise by PSOs of statutory powers under the bill. The Chief Executive also is responsible for advising the Speaker and the Parliamentary Service Commission on the operation and administration of the Parliamentary Service (clause 127(1)(c)). Further, the Parliamentary Service Commission can require the Chief Executive to report to it on the operation of the powers

in Part 7 of the Bill (clause 155(2)(c)). These provisions allow for oversight by the Speaker, potentially involving the Parliamentary Service Commission.

- 41.3 The Parliamentary Service is listed in Part 2 of Schedule 1 to the Ombudsmen Act 1975. This means that the functions of the Ombudsmen include the investigation of an action or omission of the Parliamentary Service. An Ombudsman can undertake an investigation either on their own initiative or following a complaint from a person affected by that action or omission (section 13(1) and (3) of the Ombudsmen Act 1975). Ombudsmen thus would be able to receive complaints about, and investigate, the actions of PSOs. This is currently the case, and the bill does not amend the Ombudsmen Act 1975.
- 41.4 The exercise, or failure to exercise, a statutory power is generally reviewable by the High Court in accordance with the Judicial Review Procedure Act 2016. The bill does not diminish or affect the High Court's exercise of judicial review in respect of the Parliamentary Service's statutory powers, functions, and duties.
- 42 While the committee did not recommend that a statutory complaints process be set out in the bill, it has proposed that the Parliamentary Service be required to report on any internal process that it operates for dealing with complaints about the exercise of statutory powers by PSOs. This requirement is included in new clause 190B, which relates to annual reporting by the Parliamentary Service on security matters (see para [40]). The service would be required to report each year, in respect of any internal process it operates for complaints about the exercise of powers under Part 7,—
- the number of complaints received in the period covered by the report
  - which power gave rise to each complaint
  - progress on considering each complaint
  - the outcome of the consideration of each complaint.

## Funding model for parliamentary agencies

- 43 Part 8 of the bill establishes a model for the House to determine the funding of the parliamentary agencies, similar to that used for deciding the appropriations for Offices of Parliament. These provisions are intended to enable parliamentary funding to be determined in a way that upholds the House's right to control its own affairs, while also being fiscally responsible.
- 44 Under clause 193, the Parliamentary Service and the Office of the Clerk are designated as **parliamentary agencies** that administer appropriations without being categorised as "departments" under the Public Finance Act 1989. Part 8 (and particularly clause 203, proposed new section 26EB) amends that Act to enable the House to commend estimates of expenses and capital expenditure in relation to parliamentary agencies for inclusion in an Appropriation Bill.
- 45 On the other hand, the bill provides for capital expenditure in respect of Crown assets managed or controlled by the Parliamentary Service, and associated depreciation expenses, to be dealt with separately through the usual—Executive-led—Budget process (clause 203, proposed new section 26EA).

- The bill excludes appropriations for capital expenditure and depreciation for Crown assets from the new funding model because of the size and potential fiscal impact of these appropriations, primarily on account of the substantial ongoing investment needed to develop and maintain the Parliament Buildings.
- 46 The committee expressed the view that it is constitutionally appropriate for the legislature to determine its funding levels and allocations for itself, rather than leaving it to the Executive, and did not recommend any amendments to Part 8. In its commentary, the committee recommended that the Standing Orders Committee consider amendments to the House's rules to establish a process for a select committee to consider and recommend draft appropriations for the parliamentary agencies, similar to the procedure currently followed by the Officers of Parliament Committee.
- 47 The Parliament Bill Committee proposed the following procedure for this purpose:
- the parliamentary agencies consult the Treasury
  - the proposed estimates are submitted to the House, which in practice will mean they are provided directly to the relevant select committee
  - the committee considers the proposed estimates and may seek advice as it sees fit
  - the committee reports to the House recommending estimates for the parliamentary agencies
  - the recommendations are proposed for the House to adopt and commend in an address to the Crown.
- 48 The bill's use of the term **parliamentary agencies** will also need to be recognised in the Standing Orders to ensure the agencies remain subject to the annual review procedure. The Parliament Bill Committee also suggested that the Standing Orders Committee consider the applicability of the financial veto to a motion to commend appropriations to the Governor-General.

## **Salaries, allowances, expenses, and services for members and others**

### ***Relevant provisions in bill***

- 49 Part 4 and Schedule 3 of the bill reflect what is now the Members of Parliament (Remuneration and Services) Act 2013. That Act provides for remuneration, funding, and services for members of Parliament, and also provides for travel services for family members of members of Parliament. The bill largely reproduces the legislative effect of the Act, with some policy changes, including the following:
- 49.1 Guiding principles are set out in the bill for the use by members and eligible candidates of authorised funding and services (clause 69). Currently, the Act states principles for the determination of expenses and services, but not for their *use* by members and eligible candidates.
- 49.2 The bill transfers responsibility for determining members' and eligible electoral candidates' accommodation services from the Remuneration Authority to the Speaker (clauses 84(1) and 85(1)). The Remuneration Authority retains responsibility for determining accommodation expenses

for Ministers and Parliamentary Under-Secretaries, to the extent that those services are additional or alternative to the accommodation services determined for members (clause 71).

- 49.3 Greater flexibility is given for members' travel services by expanding the definition of **family member** so that determinations providing for travel services of family members will also recognise a caregiver (clause 67). This will enable a caregiver to accompany a member's dependent family members to Wellington.
- 49.4 The definition of **dependent child** is expanded to include children over the age of 18 who are still in secondary education (clause 63).
- 49.5 A new definition of **adult dependant** includes a family member who is over the age of 18 but who, by reason of a disability, is dependent on the member (clause 61).
- 50 The objective of these changes is to enable members to better balance their parliamentary duties with family commitments and to support a diverse Parliament, while ensuring that public funding is used appropriately.

### ***Amendments recommended by committee***

- 51 Submitters made a number of suggestions about the level of members' remuneration, and sought greater independence of advice or decision-making about expenses and services, but the main theme that emerged was the disclosure of information about expenses (see para [54]). Overall, the committee did not propose major changes to Part 4, but did recommend some amendments, as follows:
- 51.1 Providing that a member is a carer for a dependent child or adult dependant if they provide ongoing care to that person, without requiring that the member provide "ongoing daily care" (clauses 61 and 63). The committee considered that the extent to which a member provides care for their dependants should not be a consideration.
- 51.2 In relation to a rate of salary payment, amending the bill so it refers to an **ordinary member rate**, rather than using the term **ordinary member** (clauses 5, 60, and various provisions in Schedule 3).
- 51.3 Providing income protection for the spouse, partner, dependent child, or adult dependant of a former member who dies in the three months after polling day, so they receive the amount that would otherwise have been paid to a former member for three months after an election had they not died (Schedule 3, clauses 3 and 8).
- 51.4 Restricting the domestic travel rebate for former members so there is a limit of 12 return trips per financial year by scheduled road, rail, or ferry service, as well as the limit of 12 return air trips (Schedule 3, clause 30). The effect of this amendment is to maintain the status quo.
- 52 Submitters expressed concern about the continuation of travel rebates for former members who were elected before 1999, and their spouses or partners. The committee considered that the travel rebates reflect the conditions that

applied for these members when they were elected, and it did not wish to abolish or substantially reduce travel rebates available to former members.

### ***Disclosure of members' expenses***

- 53 Specific types of travel and accommodation expenses incurred by members are reported on a quarterly basis, and the bill continues this (Schedule 3, clauses 18, 19, and 20). The following categories of members' expenses are currently disclosed: Wellington and non-Wellington accommodation, international travel, domestic travel, VIP transport, and travel for the official inter-parliamentary relations and political exchange programmes.
- 54 Several submitters called for greater disclosure of members' spending. The committee adopted a proposal from the New Zealand Law Society for the Speaker to have authority to set disclosure requirements relating to categories of expenses and services by secondary legislation made under the bill. The committee recommended new clause 87A to enable the Speaker to determine categories of expenses or services that the Parliamentary Service must report publicly, to prescribe what information must be reported, and to set out how the Parliamentary Service must handle a request for information about such expenses or services.

## **Other issues**

### ***Parliamentary privilege***

- 55 The Parliamentary Privilege Act 2014 is incorporated as Part 2 of the bill. The bill as introduced did not alter the substance of parliamentary privilege, but included it in the bill is so that legislation relevant to the operation of Parliament is in one place. Some drafting changes are recommended to Part 2, but the committee avoided recommending amendments that would amount to substantive policy changes in this area.

### ***Access to parliamentary information***

- 56 Submitters proposed that the law should require greater access to parliamentary information, including by extending coverage of the Official Information Act 1982 (OIA) to encompass Parliament. The bill as introduced maintains the current situation, where parliamentary information is not required by law to be disclosed or proactively released except as specifically provided.
- 57 While some members of the committee generally supported the extension of the OIA to Parliament, the bill does not amend the OIA and the committee did not have authority to recommend substantive amendments to that Act. Moreover, the committee considered a full policy process would be required to ensure any such proposal would not adversely affect the political, policy, or constituency work of members and political parties, or the ability of the House to maintain control over its own proceedings.

### ***Parliamentary Budget Office***

- 58 The committee received submissions supporting the establishment of a Parliamentary Budget Office or similar institution that would provide non-partisan oversight and analysis of fiscal policy and performance. The committee noted that the Government is considering this matter, and wrote to the Minister of Finance to

seek more information. An excerpt from the Minister's reply is set out in the commentary. In summary, the Minister is exploring options and expects to make a decision on the establishment of such an entity over the course of this year.

### ***Citizens-initiated referendums***

59 Part 9 of the bill would amend the Citizens Initiated Referenda Act 1993 to transfer some of the Clerk of the House's functions under that Act to the Electoral Commission. Submissions on this part expressed a range of views, including proposals to amend the Act substantively by permitting the digital collection of signatures on referendum petitions, and by lowering the threshold for triggering a referendum. The committee considered that any such proposals would need to be subject to a full policy process that involves the Ministry of Justice, which administers that Act. It did not recommend any amendments to Part 9.

### ***Possible Treaty | Tiriti clause***

60 The committee discussed the matter of a possible Treaty of Waitangi | te Tiriti o Waitangi clause, which some committee members supported. The committee noted that such a provision had been considered when the bill was being developed, but was not included following consultation with relevant agencies. The committee considered the inclusion of a general Treaty clause could inadvertently change New Zealand's existing constitutional arrangements. According to guidelines produced by Te Arawhiti in 2022, a Treaty clause should be designed to achieve a specific policy objective, which would need to be more clearly established in the case of this bill.

## **Procedural matters**

### ***Omnibus bill***

61 The Parliament Bill is an omnibus bill approved by the Business Committee under Standing Order 267(1)(c).

### ***Proposed division into two bills***

62 It is intended that the bill be divided by the committee of the whole House. The relevant motion will keep Parts 1 to 7 and Schedules 1 to 6 together as the Parliament Bill, with Parts 8 to 11 and Schedules 7 and 8 to become the **Parliament (Repeals and Amendments) Bill**, a separate bill to repeal and amend other Acts.

### ***Associated changes to House's rules and practice***

63 The bill relates to Parliament but avoids dealing directly with parliamentary procedures. In its commentary, the Parliament Bill Committee recommended that the Standing Orders Committee consider changes to the House's rules and practice relating to the commendation of appropriations for the parliamentary agencies (see paras [46] to [48], above).

## Further information

### **Bill and relevant parliamentary information**

- 64 Read the bill on the Legislation website (<https://www.legislation.govt.nz/>):
- bill as introduced ([71–1](#))
  - bill as reported by the Parliament Bill Committee ([71–2](#)).
- 65 Information is available on the Parliament website [here](#), including:
- *Hansard* transcript of the [first reading debate](#)
  - [submissions and advice](#) on the bill.

### **Bill at introduction**

- 66 Key documents relating to the bill as introduced can be found as follows:
- [Legislative statement for the first reading](#) of the Parliament Bill.
  - Regulatory impact statements prepared when the bill was developed prior to its introduction are listed in the legislative statement for the first reading. They are available on the Parliament website [here](#).
  - Proactively released Cabinet papers are available on the Parliament website [here](#). (Note that there have not been any Cabinet papers on the bill since its introduction.)
  - Departmental disclosure statement on the bill, which is available on the New Zealand Legislation website at <https://disclosure.legislation.govt.nz/bill/government/2024/71>.

### **Advice to Parliament Bill Committee**

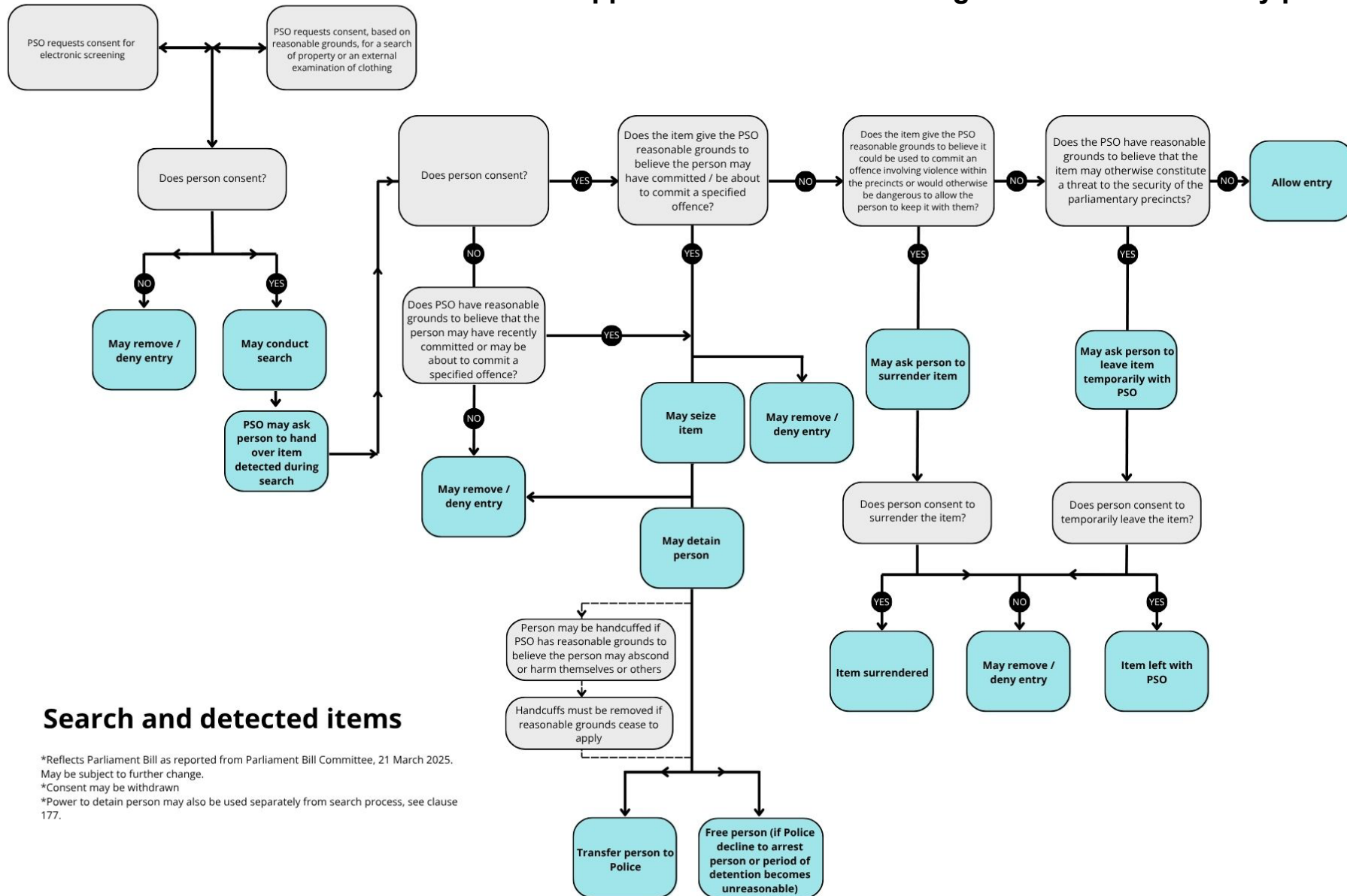
- 67 The Parliament Bill Committee appointed the Office of the Clerk and the Parliamentary Service as advisers on the bill.
- 68 The departmental report was the main document setting out the advisers' recommendations for the committee in respect of the bill. The report was provided to the committee in two parts:
- [Departmental report, part one—Parliamentary Security](#) (27 January 2025)
  - [Departmental report, part two](#) (7 February 2025).
- 69 Other advice included the following:
- [initial briefing](#) presented by the Clerk of the House and Chief Executive of the Parliamentary Service (26 September 2024)
  - advice paper on [parliamentary security—proposed statutory powers](#) (21 October 2024)
  - advice paper on the [Official Information Act 1982 and parliamentary information](#) (21 October 2024)
  - memo about [expanded definition of family member](#) (21 October 2024)
  - memo on [estimated resource needs for Official Information Act requests](#) (7 November 2024)
  - advice paper on [parliamentary security officers, political activities and prospective employment, and the Parliamentary Library](#) (21 November 2024)

- advice paper setting out [issues for consideration at the meeting on 11 December 2024](#), seeking the committee's initial view on submitters' proposals that would require substantial policy development and consultation (9 December 2024)
  - memo about the [proposed inclusion in the bill of a Treaty of Waitangi clause](#) (4 March 2025)
  - memo about the [requirement for a parliamentary security officer to detain a person when an item is seized](#) (10 March 2025).
- 70 Committee staff provided a [legislative scrutiny memorandum](#) on the bill (22 October 2024).

Presented to the House of Representatives  
under Standing Order 272

Hon Chris Bishop  
Leader of the House  
Minister in charge of the bill

## Appendix—Flowchart relating to exercise of security powers



### Search and detected items

\*Reflects Parliament Bill as reported from Parliament Bill Committee, 21 March 2025. May be subject to further change.  
 \*Consent may be withdrawn  
 \*Power to detain person may also be used separately from search process, see clause 177.