

Delegated Legislation

PART 1: DELEGATED LEGISLATION: DIFFERENT TYPES, VALIDITY, SOME CURRENT ISSUES - George Tanner	1
1. INTRODUCTION	3
2. DIFFERENT TYPES OF DELEGATED LEGISLATION	5
A general overview	5
The statutory meaning of regulations	6
Traditional regulations – paragraph (a)	7
Instruments that vary or extend the scope or provisions of legislation – paragraph (b)	7
Deemed regulations	8
<i>Category 1 instruments</i>	8
<i>Category 2 instruments</i>	9
<i>Category 3 instruments</i>	9
Principles applying to the classification of delegated legislation	9
Traditional regulations versus deemed regulations	10
Deemed regulations – what sort?	12
Some anomalies	13
<i>Legislative instruments that are not classified as regulations</i>	14
<i>Documents incorporated by reference-another category?</i>	15
Legislative fragmentation	18
3. CONTROL OF DELEGATED LEGISLATION BY THE COURTS	21
Failure to comply with the terms and conditions of the empowering provision or general law relating to the making of delegated legislation	21
<i>Empowering provision in force</i>	21
<i>Not retrospective</i>	23
<i>A requirement to consult</i>	23
<i>Other preconditions</i>	25
Delegated legislation that is beyond the power conferred by the empowering provision	26
<i>The general rule</i>	26
<i>Providing for any other matters contemplated by this Act, necessary for its administration, or necessary for giving it full effect</i>	27
<i>Unreasonableness</i>	28
Sub-delegation	30
Repugnancy	32
<i>Inconsistency with the New Zealand Bill of Rights Act 1990</i>	34
Uncertainty	36
General observations about validity of delegated legislation	37
4. DELEGATED LEGISLATION THAT IMPOSES FEES AND CHARGES	39
Some general principles	39
Audit Office guidelines	40
Regulation 32B of the Immigration Regulations 1991 – a case study in cross-subsidisation	41

Access to justice issues	42
5. OTHER PARTICULAR TYPES OF DELEGATED LEGISLATION	45
Commencement orders	45
Delegated legislation that overrides statutes	47
<i>Transitional regulations</i>	47
<i>Regulations that authorise treaties to override statutes</i>	49
<i>Exemptions</i>	50
6. CONCLUSIONS AND QUESTIONS	53
PART 2: PRACTICAL PROBLEMS FOR PRACTITIONERS WITH REGULATIONS - Mai Chen	57
1. INTRODUCTION	59
2. THE LIMITATIONS OF COURT CHALLENGES TO DELEGATED LEGISLATION	61
Scope of judicial review of delegated legislation	62
3. PARLIAMENTARY SCRUTINY OF REGULATIONS	65
Jurisdiction of the Regulations Review Committee: grounds for bringing regulations to the attention of the House	65
<i>Grounds for bringing regulations to the attention of the House</i>	67
Regulations (Disallowance) Act 1989	68
Difference between disallowance and bringing to the attention of the House	70
Jurisprudence of the Regulations Review Committee	71
4. TOOLS IN THE EXECUTIVE BRANCH	73
Advocacy to departments	73
Consultation procedures	74
Bill of Rights Act arguments	75
Judicial declarations of inconsistency	77
5. PARLIAMENTARY SCHIZOPHRENIA	79
Jurisdiction of Regulations Review Committee to scrutinise empowering clauses	79
<i>The process of scrutinising an empowering clause</i>	80
Report on the Electricity Industry Bill	81
6. THE CONTROVERSY CONCERNING DEEMED REGULATIONS	85
Difference between rules and regulations	85
Parliamentary inquiries into deemed regulations	86
<i>(a) Inquiry into Instruments Deemed to be Regulations – An Examination of Delegated legislation (1999), Report of the Regulations Review Committee</i>	86
<i>(b) Inquiry into the Principles Determining Whether Delegated Legislation is given the Status of Regulations (2001): Report of the Regulations Review committee pending</i>	91
Likely future changes to deemed regulations	93
7. CONSTITUTIONAL CONCLUSIONS	95
Adequate checks and balances?	95
Alternatives to the Regulations Review Committee?	95
APPENDIX: REGULATIONS REVIEW COMMITTEE REPORTS ON SPECIFIC MATTERS	97