

Australian Government

Independent Parliamentary Expenses Authority

Assurance Review 2025/003

Mr Colin Boyce MP

Member for Flynn

Family reunion travel

1 July 2021 to 30 June 2023

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### Executive summary

 The Independent Parliamentary Expenses Authority (IPEA) conducted an Assurance Review of Mr Colin Boyce MP's use of parliamentarians' travel and work resources for family reunion purposes (family reunion travel resources) between 1 July 2021 and 30 June 2023 (period in scope). The Assurance Review forms part of IPEA's 3 Year Assurance Plan.

### Scope and Purpose

- 2. The scope of this Assurance Review is family reunion travel by Mr Colin Boyce and his spouse between 1 July 2021 and 30 June 2023.
- 3. The purpose of the Assurance Review was to determine whether the family reunion travel resources were used in accordance with the legislative framework.

### Engagement with parliamentarian

4. IPEA engaged with Mr Boyce on one occasion to understand the nature of his, and his family member's travel. The details of this interaction are described in the Assessment section below and can also be followed at Attachments 1 to 3.

### Assurance Review Findings

5. Having regard to the information made available from Mr Boyce's office, IPEA found that the use of family reunion travel resources was consistent with the legislative framework.

### Audit and Assurance function

### IPEA's statutory audit function

- 6. IPEA audits parliamentarians' use of their parliamentary business work resources and the use of travel resources by their staff under section 12 of the *Independent Parliamentary Expenses Authority Act 2017* (IPEA Act). IPEA conducts Assurance Reviews to assess the use of resources against the legislative framework to determine if there has been a misuse.
- 7. Potential outcomes of an Assurance Review include:
  - a. no further action in circumstances where the review has concluded the use of parliamentary business resources was not inconsistent with the legislative framework, or
  - b. administrative remedial action, including penalty where the review has concluded there is evidence the use of parliamentary business resources was not consistent with the legislative framework, or
  - c. an IPEA initiated Ruling or Audit, where there is evidence of systemic or substantial misuse of parliamentary business resources, or
  - d. referral to the Australian Federal Police where compelling prima facie evidence of fraud or other criminal conduct is identified, or

e. referral to the National Anti-Corruption Commission, where there is clear evidence of serious or systemic corrupt conduct.

### Legislative framework

- 8. IPEA applied the *Parliamentary Business Resources Act 2017* (PBR Act) and its associated instruments as the relevant legislation for this Assurance Review. The Parliamentary Business Resources framework is a principles-based framework (legislative framework) that requires parliamentarians to ensure expenditure is incurred for the 'dominant purpose' of conducting parliamentary business and in a manner that represents 'value for money'.
- 9. The legislation relevant to this Assurance Review is:
  - a. Parliamentary Business Resources Act 2017 (the PBR Act)
  - b. Parliamentary Business Resources Regulations 2017 (the PBR Regulations)
  - c. Parliamentary Business Resources (Parliamentary Business) Determination 2017 (the Determination)
  - d. Parliamentary Business Resources (Commonwealth Transport) Determination 2017.
- 10. Obligations: The principles-based legislative framework imposes a number of obligations upon parliamentarians in relation to their use of work resources. In summary, parliamentarians are personally responsible and accountable for their use of work resources. They must be prepared to publicly justify their use of work resources for conducting their parliamentary business, and must act ethically and in good faith in using, and accounting for the use of, those resources.
- 11. Parliamentarians are not able to claim work resources unless their travel:
  - is for the dominant purpose of conducting their parliamentary business;
  - represents value for money; and
  - meets the relevant conditions connected to the travel claim or expense.
- 12. Section 6 of the PBR Act provides the following meaning of *parliamentary business*:
  - (1) The parliamentary business of a member means any of the following:
    - (a) the *parliamentary duties* of a member, being activities of the member that:
      - i. relate directly to the member's role as a member; and
      - ii. are determined for the purposes of paragraph (4)(a);
    - (b) the *electorate duties* of the member, being activities of the member that:
      - i. support or serve the member's constituents; and
      - ii. are determined for the purposes of paragraph (4)(b);
    - (c) the *party political duties* of the member, being activities determined for the purposes of paragraph (4)(c);
    - (d) for a member who is an office holder or a Minister of State the *official duties* of the member being activities that:
      - i. relate to the member's role as an office holder or Minister of State; and
      - ii. are determined for the purposes of paragraph (4)(d).

- 13. Subsection 6(4) of the PBR Act provides that the Minister must determine activities of a member that are parliamentary duties of the member, or electorate duties of the member, or party political duties of the member, or official duties of the member. The Determination determines the activities which fall within the four duty streams set out in section 6 of the PBR Act.
- 14. Section 6 of the PBR Regulations provides the meaning of **family reunion purposes** as:
  - A family member of a member travels for family reunion purposes if:
    - (a) the member is travelling within Australia for the dominant purpose of conducting the member's parliamentary business; and
    - (b) the family member travels to accompany or join the member; and
    - (c) the travel by the family member is for the dominant purpose of facilitating the family life of the member's family.
- 15. Section 4 of the PBR Regulations provides the following meaning of *family member*:
  - (a) the member's spouse or nominee;
  - (b) a dependent child of the member;
  - (c) a designated person in relation to the member.

### Assurance Review methodology

### Background

- 16. Under IPEA's Assurance program, IPEA conducts ongoing, systematic analysis of the parliamentary business resources accessed by parliamentarians and their staff via a combination of regular transaction sampling and review of publicly available information.
- 17. In 2024, IPEA commenced a Preliminary Assessment into family reunion travel by Mr Colin Boyce and his family members during the period in scope.
- 18. After excluding family travel to and from Canberra, the Preliminary Assessment found that parliamentary business resources were used by Mr Boyce during the period in scope.
- 19. On 4 February 2025, IPEA commenced an Assurance Review of Mr Boyce's family reunion travel.

### Scope of Assurance Review

20. The scope of this Assurance review is family reunion travel by Mr Colin Boyce and his spouse between 1 July 2021 and 30 June 2023. Family travel to and from Canberra to reunite family with the parliamentarian is excluded.

### Method

- 21. IPEA considered the legislative framework and applied the following questions:
  - a. What was the dominant purpose of the travel?
  - b. What was the nature of the parliamentary business?
  - c. Did the travel by the family members meet the three-part test under section 6 of the PBR Regulations?

- 22. In assessing whether the dominant purpose of the travel was parliamentary business, IPEA considered:
  - a. the parliamentarian's role; and
  - b. any supporting evidence relating to their travel.
- 23. IPEA conducted the Assurance Review by examining and assessing:
  - a. information held by IPEA, including in the Parliamentary Expenses Management System
  - b. the legislative framework and supporting guidelines
  - c. information provided by the parliamentarian
  - d. the parliamentary sitting timetables from the APH website (www.aph.gov.au).

### Assessment of work resources

### Summary of findings

### Analysis

- 24. Mr Boyce and his spouse travelled from Brisbane to Townsville between 3 and 5 March 2023 using parliamentary work resources for flights and two nights of travel allowance in Townsville.
- 25. On 4 February 2025, IPEA wrote to Mr Boyce detailing the requirements of the legislative framework and identifying the travel using parliamentary work resources for the period in scope (**Attachment 1**). Mr Boyce was asked about the dominant purpose of his travel and the nature of his parliamentary business with reference to the Determination. Mr Boyce was also asked to advise whether his family members' travel met the three-part test in Section 6 of the PBR Regulations. A response was requested by 28 February 2025.
- 26. A response was received on 7 February 2025. The response stated that Mr Boyce was in Townsville to attend the Liberal National Party (LNP) State Council meeting on 4 March 2023 in his capacity as an elected member of parliament, and that his spouse travelled with him to facilitate their family life (**Attachment 2**). In support of his response, Mr Boyce's letter included a copy of his diary entries showing his commitments between 3 and 5 March 2023 and the invitation to the LNP State Council meeting. (**Attachment 3**).
- 27. IPEA accepts that the dominant purpose of the travel undertaken by Mr Boyce was parliamentary business, specifically party political duties, and that his spouse accompanied him for the dominant purpose of facilitating family life.

### Conclusion

28. Having regard to the information made available from Mr Boyce's office, IPEA found that the use of family reunion travel resources was consistent with the legislative framework.

 From:
 Assurance

 To:
 Assurance

 Cc:
 Assurance

 Subject:
 HPE CM: Assurance Review of travel and travel-related resources – Family Reunion Travel [SEC=OFFICIAL]

 Date:
 Tuesday, 4 February 2025 4:14:25 PM

 Attachments:
 Correspondence Assurance Review Family reunion travel Mr Colin Boyce.pdf Attachment A Parliamentary Business Resources Determination 2017.pdf

### OFFICIAL

### Mr Colin Boyce MP Member for Flynn

Dear Mr Boyce

Attached please find correspondence from the Independent Parliamentary Expenses Authority.

Sincerely

Branch Manager (A/g), Transparency, Assurance and Legal Independent Parliamentary Expenses Authority One Canberra Avenue, FORREST ACT 2603 E: <u>assurance@ipea.gov.au</u> W: <u>www.ipea.gov.au</u> & <u>www.ipea.gov.au/ed</u>

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### Australian Government

Independent Parliamentary Expenses Authority

4 February 2025

Mr Colin Boyce MP Member for Flynn PO Box 5306 Gladstone, QLD, 4680

Email:

Dear Mr Boyce

### Assurance Review of travel and travel-related resources – Family Reunion Travel

The Independent Parliamentary Expenses Authority (IPEA) has responsibility under the *Independent Parliamentary Expenses Authority Act 2017* to review undertake assurance activities in relation to the work expenses of members of parliament.

Please note that IPEA publishes completed assurance reviews on the website at www.ipea.gov.au/assurance-audit/published-assurance-reviews.

IPEA is undertaking an Assurance Review of travel and travel-related resources accessed in relation to your family reunion travel between 1 July 2021 to 30 June 2023.

### Legislative framework

The use of travel expenses for family reunion must meet the three-part test below, set out in section 6 of the Parliamentary Business Resources Regulations 2017:

A family member of a member travels for family reunion purposes if:

- (a) the member is travelling within Australia for the dominant purpose of conducting the member's parliamentary business; and
- (b) the family member travels to accompany or join the member; and
- (c) the travel by the family member is for the dominant purpose of facilitating the family life of the member's family.

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Section 6 of the *Parliamentary Business Resources Act 2017* (the PBR Act) and the Parliamentary Business Resources (Parliamentary Business) Determination 2017 (the Determination – **Attachment A**) define the four streams of parliamentary business. These are parliamentary duties, electorate duties, party political duties and official duties.

The principles parliamentarians are to apply when utilising public resources are set out in part 3 - division 2 of the PBR Act.

### **Action Required**

Attachment B details your Commonwealth-funded family reunion travel within the period that is relevant to this Assurance Review, and we have set out questions for your response. Where we have asked about the nature of your parliamentary business, please reference the definition of Parliamentary Business as outlined in the Determination and provide copies of documentation to support your response, such as diary notes, invitations or media reporting.

Please provide a written response via email to <u>assurance@ipea.gov.au</u>, by close of business on **28 February 2025**, or advise us prior to the date if you need more time.

Should you wish to discuss this matter, please contact

on

Yours sincerely

A/g Branch Manager, Transparency, Assurance & Legal Independent Parliamentary Expenses Authority One Canberra Avenue, FORREST ACT 2603

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### Parliamentary Business Resources (Parliamentary Business) Determination 2017

I, Mathias Cormann, Minister for Finance, make the following determination.

Dated 14 December 2017

Mathias Cormann Minister for Finance

Parliamentary Business Resources (Parliamentary Business) Determination 2017

### Contents

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5 Parliamentary business of members		
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### 1 Name

This instrument is the *Parliamentary Business Resources (Parliamentary Business) Determination 2017.* 

### 2 Commencement

This instrument commences at the same time as the *Parliamentary Business Resources Act 2017*.

### **3** Authority

This instrument is made under section 6 of the *Parliamentary Business Resources Act 2017*.

### 4 Interpretation

(1) In this instrument:

Act means the Parliamentary Business Resources Act 2017.

- Note: A number of expressions used in this instrument are defined in the definitions section of the Act, including the following:
  - (a) constituent;
  - (b) *member*;
  - (c) *office holder*, and
  - (d) vice regal function.
- (2) For the avoidance of doubt, an activity specified in a Schedule to this determination is specified whether it takes place within Australia or overseas.

### 5 Parliamentary business of members

- (1) For the purposes of paragraph 6(4)(a) of the Act, the *parliamentary duties* of a member are the activities specified in Schedule 1 for that member.
- (2) For the purposes of paragraph 6(4)(b) of the Act, the *electorate duties* of a member are the activities specified in Schedule 2 for that member.
- (3) For the purposes of paragraph 6(4)(c) of the Act, the *party political duties* of a member are the activities specified in Schedule 3 for that member.
- (4) For the purposes of paragraph 6(4)(d) of the Act, the *official duties* of a member are the activities specified in Schedule 4 for that member.

### Schedule 1—Parliamentary duties

(Act s 6(4)(a))

In the r a) b) c)	mentary duties member's capacity as a member of the Parliament: Preparing for, participating in and attending to business arising from proceedings of the Parliament, whether by committee of the whole or otherwise; Developing, reviewing or amending legislation or proposed legislation, and activities engaged in for that purpose; Undertaking research, communication (including with stakeholders) or administration connected with the business of the Parliament, the member's policy portfolio, or their role as a member; Preparing for, participating in, or attending to matters arising
a) b) c)	Preparing for, participating in and attending to business arising from proceedings of the Parliament, whether by committee of the whole or otherwise; Developing, reviewing or amending legislation or proposed legislation, and activities engaged in for that purpose; Undertaking research, communication (including with stakeholders) or administration connected with the business of the Parliament, the member's policy portfolio, or their role as a member;
a) b) c)	Preparing for, participating in and attending to business arising from proceedings of the Parliament, whether by committee of the whole or otherwise; Developing, reviewing or amending legislation or proposed legislation, and activities engaged in for that purpose; Undertaking research, communication (including with stakeholders) or administration connected with the business of the Parliament, the member's policy portfolio, or their role as a member;
b) c)	from proceedings of the Parliament, whether by committee of the whole or otherwise; Developing, reviewing or amending legislation or proposed legislation, and activities engaged in for that purpose; Undertaking research, communication (including with stakeholders) or administration connected with the business of the Parliament, the member's policy portfolio, or their role as a member;
c)	legislation, and activities engaged in for that purpose; Undertaking research, communication (including with stakeholders) or administration connected with the business of the Parliament, the member's policy portfolio, or their role as a member;
	stakeholders) or administration connected with the business of the Parliament, the member's policy portfolio, or their role as a member;
d)	Preparing for, participating in, or attending to matters arising
	from an official government, parliamentary or vice regal meeting, event or function;
e)	Preparing for, participating in and attending to matters arising from a meeting (including with stakeholders), event or function for the purposes of their role as a member, including in relation to the member's policy portfolio;
f)	Preparing for, participating in, or attending to business arising from a non-Parliamentary committee, taskforce or other formal group in which the member participates;
g)	Representing the Parliament, in accordance with an approval of the Parliament or a House of the Parliament, and engaging in associated activities for that purpose;
h)	Representing a Minister or office holder in their official capacity, at the request of that Minister or office holder, at a meeting, event or function;
i)	Representing the Government or Australia, with the approval o the Prime Minister. Note: For Ministers representing the Government or Australia in their capacity as a Minister, this would be part o the member's official duties (see Schedule 4).
	f) g) h)

### Schedule 2—Electorate duties

(Act s 6(4)(b))

Column 1	Column 2
Member (or	Electorate duties
class)	
All members who are a senator or member of the House of Representatives	<ul> <li>In the member's capacity as their constituent's elected representative:</li> <li>a) Facilitating and participating in debate, discussion, a meeting, event or function, or undertaking research or administrative functions relating to matters of importance or interest to constituents (including matters that do not relate exclusively to constituents, such as matters of national importance);</li> <li>b) Otherwise communicating with constituents;</li> <li>c) Representing the views and interests of constituents.</li> </ul>

### Schedule 3—Party political duties

(Act s 6(4)(c))

Column 1	Column 2
Member (or	Party political duties
class)	
All members	In respect of the political party to which the member belongs,
who are a	participating in any of the following in their capacity as an elected
senator or	Senator or member of the House of Representatives:
member of the	a) a formal meeting of the political party (including a meeting of
House of	the party executive, a committee or a subcommittee);
Representatives	b) a national, state or territory conference.

### Schedule 4—Official duties

(Act s 6(4)(d))

Column 1	Column 2
Member (or	Official duties
class)	
All office	In the member's official capacity (being their capacity as a Minister or
holders and	office holder, as the case may be):
Ministers of	a) Exercising the powers or functions, or performing the duties, of the
State	member's office, or activities engaged in for the purposes of doing
	so;
	b) Attending an event to which the member has been invited in their
	official capacity;
	c) Other activities directly related to, and engaged in for the purposes
	of, performing the member's official role.

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## Attachment B

# Assurance Review of travel and travel-related resources – Family Reunion Travel

Work Resource	Traveller	Departure Location	Departure Date	Departure Time	Arrival Location	Arrival Date	Arrival Time	Total Amount
Travel fares – Qantas Airways - Self	Mr Colin Boyce	Brisbane	3 March 2023	9:30am	Townsville	3 March 2023	11:30am	\$493.85
Travel fares- Qantas Airways - Spouse		Brisbane	3 March 2023	9:30am	Townsville	3 March 2023	11:30am	\$493.85
Travel Allowance – Commercial (2 nights)	Mr Colin Boyce				Townsville	3 March 2023		\$634.00
Travel Expenses - CabCharge	Mr Colin Boyce	Townsville	3 March 2023		South Townsville	3 March 2023	7:26pm	<b>\$9.56</b>
Travel Expenses - CabCharge	Mr Colin Boyce	South Townsville	4 March 2023		Townsville	4 March 2023	7:17am	\$13.34
Travel Expenses - CabCharge	Mr Colin Boyce	South Townsville	5 March 2023		Townsville	5 March 2023	7:47am	\$14.18
Travel Expenses - CabCharge	Mr Colin Boyce	Townsville	5 March 2023		South Townsville	5 March 2023	1:34am	\$11.66
Travel fares- Qantas Airways - Spouse		Townsville	5 March 2023	12:10pm	Brisbane	5 March 2023	2:00pm	\$755.38
Travel fares – Qantas Airways - Self	Mr Colin Boyce	Townsville	5 March 2023	12:10pm	Brisbane	5 March 2023	2:00pm	\$1362.22
Travel fares – Qantas Airways - Self	Mr Colin Boyce	Brisbane	5 March 2023	4:15pm	Canberra	5 March 2023	7:00pm	\$573.76

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### Attachment B

Assurance Review of travel and travel-related resources – Family Reunion Travel

- 1. What was the dominant purpose of your travel to Townsville between 3-5 March 2023?
- With reference to the Determination at Attachment A, what was the nature of your parliamentary business in Townsville between 3-5 March 2023? 5.
- Please advise whether your family members' travel expenses meet the three-part test in section 6 of the Parliamentary Business Resources Regulations 2017: <u></u>.
- You were travelling for the dominant purpose of conducting your parliamentary business; and a.
- b. Your family members were travelling to accompany or join you; and
- Your family members' travel was for the dominant purpose of facilitating family life. ن

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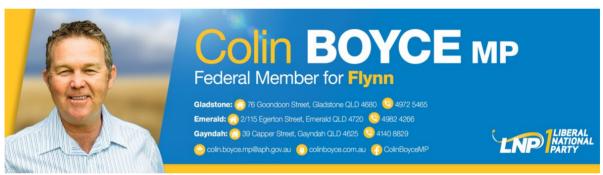
From:	(C. Boyce, MP)
To:	Assurance
Cc:	Boyce, Colin (MP)
Subject:	HPE CM: FW: Assurance Review of travel and travel-related resources – Family Reunion Travel [SEC=OFFICIAL]
Date:	Friday, 7 February 2025 3:14:04 PM
Attachments:	image002.png
	250207 BOYCE Family Reunion Travel.pdf
	230304 STATE COUNCIL REMINDER - REGISTRATIONS CLOSE 25 FEBRUARY 2023.pdf
	Calendar PRINT 27Feb23 to 5Mar23_Redacted.pdf
Importance:	High

Good afternoon

Please find following correspondence from Mr Boyce in reply to your email of 4 February 2025.

Kind regards,

Electorate Officer | Finance Office of Colin Boyce MP Federal Member for Flynn Ph: 07 4972 5465 | M



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From: Assurance <<u>Assurance@ipea.gov.au</u>> Sent: Tuesday, 4 February 2025 3:14 PM To: Boyce, Colin (MP) Cc: Assurance <<u>Assurance@ipea.gov.au</u>>

Subject: Assurance Review of travel and travel-related resources - Family Reunion Travel [SEC=OFFICIAL]

### **OFFICIAL**

Mr Colin Boyce MP Member for Flynn

Dear Mr Boyce

Attached please find correspondence from the Independent Parliamentary Expenses Authority.

Sincerely

Branch Manager (A/g), Transparency, Assurance and Legal Independent Parliamentary Expenses Authority One Canberra Avenue, FORREST ACT 2603 E: <u>assurance@ipea.gov.au</u> W: <u>www.ipea.gov.au</u> & <u>www.ipea.gov.au/ed</u>

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Office of Colin Boyce MP Federal Member for Flynn

Friday, 7 February 2025

A/g Branch Manager, Transparency, Assurance & Legal Independent Parliamentary Expenses Authority One Canberra Avenue FORREST ACT 2603

Dear

### RE: Assurance Review of travel and travel-related resources - Family Reunion Travel

3 March 2023 – 5 March 2023 – Travel

In relation to your correspondence of February 4, 2025, please find following my responses to your Family Reunion Travel questions.

- 1. The dominant purpose of my travel was for conducting my parliamentary business.
- 2. The nature of my Parliamentary business, as per Attachment A supplied, was for Party Political Duties in Townsville. I travelled to Townsville on the 3<sup>rd</sup> of March and the LNP State Council met on the 4<sup>th</sup> of March 2023. My attendance at this formal meeting of the LNP political party, was in my elected capacity as a member of the House of Representatives.

I have included a copy of the meeting invitation from my diary to support my travel purposes.

- 3. a. As above, I was travelling for the dominant purpose of conducting my parliamentary business.
  - b. My wife, , was travelling to accompany me in Townsville.
  - c. My wife was travelling to facilitate family life with me, and this was the dominant purpose of her travel.

It should also be noted that in my first term of Parliament as the Member for Flynn, I have been averaging less than 80 nights per year at my home and the state of the state

and I travelled together to Townsville from Brisbane and then, after the conclusion of the State Council, we continued on to Canberra for Parliamentary sittings.

### **Details of Attachment B**

Depart Brisbane Airport 3/3/23 9:30am - Mr & Mrs Boyce on same flight

Arrive Townsville Airport 3/3/23 11:30am

CabCharge 3/3/23 7:26pm – from LNP State Council pre-meeting dinner to accommodation (stakeholder engagements regarding the Great Artesian Basin, impacted communities and industries)

CabCharge 4/3/23 7:17am - from accommodation to the LNP State Council meeting

CabCharge 5/3/23 1:34am - to accommodation from the LNP State Council meeting

CabCharge 5/3/23 7:47am - from accommodation to Airport

Depart Townsville Airport 5/3/23 12:10pm - Mr & Mrs Boyce on same flight

Arrive Brisbane Airport 5/3/23 2:00pm

Depart Brisbane Airport 5/3/23 4:15pm - Mr & Mrs Boyce on same flight

Arrive Canberra Airport 5/3/23 7:00pm

Please contact me if there is any further information that you may require.

Regards,



**Colin Boyce MP** Federal Member for Flynn

Attach:

1 – Invitation received 20 February 2023, from LNP Secretariat Team to Mr Boyce

2 – Calendar Print for Mr Boyce week of 27 Feb to 5 March 2023, redacted to only show relevant information.

From To: Subj Date	ject:	on behalf of <u>LNP Secretariat</u> Boyce, Colin (MP Office) STATE COUNCIL REMINDER - REGISTRATIONS CLOSE 25 FEBRUARY 2023 Monday, 20 February 2023 11:36:19 AM	
?			
	Dear Col	in,	
	This is a 2023 at	reminder for any members who wish to attend the LNP State Council (to be held 4 and 5 March in Townsville) <u>but have not yet registered.</u>	
	ALL REC	SISTRATIONS CLOSE STRICTLY AT 5PM THIS SATURDAY 25 FEBRUARY 2023.	
	The Sec	retariat cannot accept ANY registrations after this time.	
	Registrat	ions and function bookings can be made at	
	lf you hav telephone	ve any queries please contact the Secretariat Team at email or	
	Regards		
	The LNP	Secretariat Team	
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?			?

### 27 February 2023 -5 March 2023

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March 2023 <u>Mo TuWe Th Fr Sa Su</u> 1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22 23 24 25 26 27 28 29 30 31

