

ARMED FORCES DISCIPLINE AMENDMENT BILL

EXPLANATORY NOTE

THIS Bill amends the Armed Forces Discipline Act 1971, the New Zealand Army Act 1950, and the Royal New Zealand Air Force Act 1950. It is what has become known as an omnibus Bill, relating to various enactments but with a common theme. It is proposed at the appropriate stage to seek the approval of the House to the final enactment of each Part of this Bill as a separate Act.

PART I

AMENDMENTS OF ARMED FORCES DISCIPLINE ACT 1971

The principal purpose of this Part is to make certain amendments necessary to allow the rules of procedure to prescribe a different summary procedure for the Navy on the one hand and the Army and the Air Force on the other, based on their existing procedures. Although work on the rules is now well advanced, it has been decided that the original intention of having a common summary procedure for all three services is not satisfactory.

Clause 2 is a machinery provision designed to facilitate the final enactment of this Part as a separate Act. It also provides that this Part will come into force on the date appointed for the commencement of the principal Act. (The principal Act is not yet in force, pending the completion of the rules of procedure.)

Clauses 3, 4, 9 to 11, 13, 14, and 16 (2) clear the way for different summary procedures to be prescribed for the different services. Except as noted below in respect of *clause 11*, they effect no changes of substance.

Clause 5 is a drafting amendment, consequential upon section 5 of the Armed Forces Discipline Amendment Act 1980.

Clause 6: Subclause (1) cures a drafting oversight in the principal Act by recognising that a summary charge may be dismissed after investigation.

Subclause (2) clarifies section 21 (4) (a) of the principal Act which is intended to protect an accused from double jeopardy: that is, to ensure that he is not punished twice (once by a civil court and once under the principal Act) for the same offence. The difficulty with the present wording is that it appears to allow an accused to be charged twice so long as the civil prescription of the offence differs from the prescription of the offence under the principal Act.

The amendment makes it clear that an accused cannot face both civil and service charges in respect of the same facts.

Clause 7 is consequential upon the decision in 1980 to remove the statutory prohibition against sentencing servicewomen to detention. This amendment was overlooked when the other necessary changes were made in the Armed Forces Discipline Amendment Act 1980.

Clause 8 provides for the detention in service custody of persons subject to the principal Act who are facing charges by the civil authorities. The new *section 93A* authorises such persons to be detained in service custody, pending their trial, by virtue of a treaty obligation (in the case of trial by a competent court in a country other than New Zealand) or by virtue of an order of a competent court either in New Zealand or overseas. This will cover the situation which arises where, for example, a serviceman who is serving in Singapore is charged with an offence and is to be tried by a Singaporean court. The relevant agreement between New Zealand and Singapore provides that the custody of such person shall remain with the New Zealand service authorities until his trial. At present, the only way such a person can be detained in service custody is if he is charged with an offence under the principal Act or is serving a sentence of imprisonment or detention under that Act. The new section removes the need to resort to a holding charge.

Clause 11: In addition to rewriting the present section 109 to ensure that it is consistent with the intention to prescribe different summary procedures for the different services, this clause also adds a new *subsection (2)*. This provides for the case where an officer has found the accused guilty but has become incapacitated before imposing any punishment. At present, the officer who takes over the case would have to start all over again. This new subsection allows the officer to take the finding as settled, and simply consider the question of punishment.

Clause 12 is a technical amendment, consequential upon changes in terminology effected by the Defence Amendment Act 1980.

Clause 15 corrects an erroneous cross-reference in section 117 (9) (c) of the principal Act, and *clause 16 (1)* corrects a drafting error in section 150 (2) (t) (i) of the Act.

Clause 17 confers on reviewing authorities jurisdiction to review a decision by a court-martial, on sentencing any person, to take into consideration any other offence.

Clause 18 amends section 205 of the principal Act by inserting a definition of the term "civil court" to include a court exercising ordinary criminal jurisdiction in a country other than New Zealand, as well as a New Zealand court. This will allow regulations to be made authorising forfeiture of pay in respect of periods spent in custody or suspended from duty where a serviceman is sentenced by an overseas court.

PART II

AMENDMENTS OF NEW ZEALAND ARMY ACT 1950

The principal purpose of this Part is to increase various maximum fines that may be imposed under the principal Act. At the same time, the opportunity is taken in *clause 20* to repeal section 134 (3) of the principal Act which is now redundant.

PART III

AMENDMENTS OF ROYAL NEW ZEALAND AIR FORCE ACT 1950

The principal purpose of this Part is also to increase various maximum fines that may be imposed under the principal Act. Again, the opportunity is taken in *clause 25* to repeal section 134 (3) of the principal Act which is now redundant.

Right Hon. Mr Thomson

ARMED FORCES DISCIPLINE AMENDMENT

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A BILL INTITULED

An Act to amend the Armed Forces Discipline Act 1971, the New Zealand Army Act 1950, and the Royal New Zealand Air Force Act 1950

BE IT ENACTED by the General Assembly of New Zealand in Parliament assembled, and by the authority of the same, as follows: 5

1. Title and commencement—This Act may be cited as the Armed Forces Discipline Amendment Act 1981.

PART I

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AMENDMENTS OF ARMED FORCES DISCIPLINE ACT 1971

2. Part to be read with Armed Forces Discipline Act 1971—

(1) This Part of this Act shall be read together with and deemed part of the Armed Forces Discipline Act 1971* (in this Part referred to as the principal Act). 15

(2) This Part of this Act shall come into force on the date appointed for the commencement of the principal Act.

3. Interpretation—(1) Section 2 (1) of the principal Act is hereby amended by inserting, after the definition of the term “court-martial”, the following definition: 20

“‘Deal summarily with’, in relation to the summary disposal of any charge, means to deal summarily with the charge in the manner prescribed by, and in accordance with the provisions of, the rules of procedure; and ‘dealt with summarily’ has a corresponding meaning:” 25

(2) Section 2 (1) of the principal Act is hereby further amended by omitting the definition of the term “detachment commander”, and substituting the following definition:

“‘Detachment commander,— 30

“(a) In relation to the Navy, means an officer who is for the time being posted, or authorised by his commanding officer to be, in command of—

“(i) A tender or boat; or

“(ii) A body of persons stationed or employed at a distance from the ship or establishment to which they belong: 35

*1971, No. 53

Amendments: 1976, No. 13; 1980, No. 37

“(b) In relation to the Army and the Air Force, means an officer who is for the time being authorised by his commanding officer to act as detachment commander of a part of a unit stationed or employed at a distance from its unit headquarters:”.

5 (3) Section 2 (1) of the principal Act is hereby further amended by inserting in paragraphs (b), (c), and (d) of the definition of the term “superior commander”, before the words “to deal summarily with” in each case, the words “to try
10 summarily or”.

(4) Section 2 (1) of the principal Act is hereby further amended by inserting, after the definition of the term “superior officer”, the following definition:

15 “‘Try summarily’, in relation to the summary disposal of any charge, means to try that charge summarily in the manner prescribed by, and in accordance with the provisions of, the rules of procedure; and ‘tried summarily’ has a corresponding meaning:”.

20 **4. Summary procedure generally**—The provisions of the principal Act specified in the first column of the First Schedule to this Act are hereby amended in the manner set out in the second column of that Schedule.

25 **5. Certain civilians closely associated with Armed Forces subject to this Act**—Section 16 (4) (c) of the principal Act is hereby amended by omitting the expression “87”, and substituting the expression “87A”.

30 **6. Person may not be tried under principal Act and under civil law in respect of same act or omission**—(1) Section 21 (1) (b) of the principal Act is hereby amended by omitting the words “has been” where they secondly occur, and substituting the words “the charge was, on investigation, dismissed, or he was”.

35 (2) Section 21 (4) (a) of the principal Act is hereby amended by omitting the words “on the charge on which he was tried”, and substituting the words “, under this Act or otherwise, on the same facts”.

7. Offences relating to proceedings of courts-martial, etc.—Section 70 (2) (a) (ii) of the principal Act is hereby amended by omitting the words “or servicewoman”.

8. Detention in service custody of person charged by civil authority—The principal Act is hereby amended by inserting, after section 93, the following section:

“93A. (1) In this section—

“‘Treaty’ means an agreement between New Zealand 5
and any other country requiring, providing for,
or relating to the presence in that country of any
persons subject to this Act:

“‘Treaty country’, in relation to a treaty, means any
country (other than New Zealand) that is a party 10
to the treaty.

“(2) This section applies to every case where any person
subject to this Act (in this section referred to as the
defendant)—

“(a) Is to be tried for an offence by any court of competent 15
jurisdiction in a treaty country, and, by virtue
of the treaty or of any order of the court made
in accordance with the terms of the treaty, the
defendant is to be held in service custody pend-
ing his trial; or 20

“(b) Is to be tried for an offence by any court of com-
petent jurisdiction in New Zealand or elsewhere,
and the court has ordered the release of the
defendant from civil custody pending his trial on
an undertaking given by any person authorised 25
in that behalf in accordance with Defence Council
orders to ensure that the defendant appears before
the court at the appointed time to answer the
charge against him.

“(3) In any case to which this section applies, the 30
defendant may be arrested and delivered into service custody,
and detained in service custody pending his trial.

“(4) Nothing in subsections (3) to (7) of section 101
of this Act shall apply in respect of any case to which this
section applies. 35

“(5) Except as provided in subsection (4) of this section,
the provisions of this Part of this Act, with all necessary
modifications, shall apply where any person is arrested,
delivered into service custody, and detained in service
custody under this section.” 40

9. Three new sections (relating to summary disposal of charges) substituted in principal Act—The principal Act is hereby amended by repealing sections 103 to 105, and substituting the following sections:

“103. **Investigation of charges**—If at any time it is alleged that any person subject to this Act has committed an offence against this Act, the commanding officer of that person shall, unless he considers that the allegation is not well founded,
5 either—

- “(a) Cause the allegation to be recorded in the form of a charge and to be investigated in accordance with, and in the manner prescribed by, the rules of procedure; or
10 “(b) Cause the allegation to be referred to the appropriate civil authority for investigation.

“104. **Disposal of charges by commanding officers**—
(1) Every commanding officer shall investigate and, except in a case to which subsection (2) of this section applies,
15 dispose of any charge before him in accordance with, and in the manner prescribed by, the rules of procedure.

“(2) Where, in the course of investigating a charge, it appears to the accused’s commanding officer that proceedings in respect of the matters to which the charge relates could
20 be, and in the interests of the better administration of justice ought to be, taken against the accused otherwise than under this Act, he may stay proceedings on the charge under this Act for such time as may be necessary.

“(3) No commanding officer shall impose one or more of
25 the punishments of an amount or of amounts exceeding that or those authorised by the third column of the Fourth Schedule to this Act unless the accused has been given the right to elect trial by court-martial in accordance with, and in the manner prescribed by, the rules of procedure.

30 “(4) If the accused elects to have the charge tried by court-martial and does not withdraw his election in accordance with, and in the manner prescribed by, the rules of procedure, the commanding officer shall apply to a convening officer to convene a court-martial to try the accused.

35 “(5) If the accused elects to be tried summarily or dealt with summarily or withdraws an election to have the charge tried by court-martial, the commanding officer may, after being satisfied that the accused committed the offence charged and recording a finding of guilty, impose on the
40 accused, to the extent authorised by the second column of the Fourth Schedule to this Act, such punishment or punishments as he considers just.

“105. Disposal of charges by superior commanders—

(1) Every superior commander shall investigate and dispose of any charge before him in accordance with, and in the manner prescribed by, the rules of procedure.

“(2) No superior commander shall impose one or more of the punishments of an amount or of amounts exceeding that or those authorised by the third column of the Fifth Schedule to this Act unless the accused has been given the right to elect trial by court-martial in accordance with, and in the manner prescribed by, the rules of procedure. 5 10

“(3) If the accused elects to have the charge tried by court-martial and does not withdraw his election in accordance with, and in the manner prescribed by, the rules of procedure, the superior commander shall either—

“(a) Apply to a convening officer to convene a court-martial to try the charge; or 15

“(b) If he is himself a convening officer, convene a court-martial to try the charge.

“(4) If the accused elects to be tried summarily or dealt with summarily or withdraws an election to have the charge tried by court-martial, the superior commander may, after being satisfied that the accused committed the offence charged and recording a finding of guilty, impose on the accused, to the extent authorised by the second column of the Fifth Schedule to this Act, such punishment or punishments as he considers just.” 20 25

10. Reference back of a charge by a convening officer—

The principal Act is hereby amended by repealing section 108, and substituting the following section:

“108. (1) Where an application for the trial of a charge by court-martial has been made to a convening officer in accordance with, and in the manner prescribed by, the rules of procedure, he may, after giving due consideration to the circumstances of the case, refer the charge back to the officer who made the application with a direction that the officer shall— 30 35

“(a) If he is a commanding officer or a superior commander in the Navy and the accused has not elected to have the charge tried by court-martial, try the charge summarily; or 40

“(b) If he is a commanding officer, a detachment commander, or a superior commander in the Army or the Air Force, further investigate the charge to such extent as he thinks fit and either dismiss

it or, unless the accused has elected to have the charge tried by court-martial, deal with it summarily; or

“(c) In any case, dismiss the charge.

5 “(2) On reference back of a charge under subsection (1) of this section, the officer shall dispose of the charge in accordance with the direction.

“(3) Reference back of a charge to an officer under this section shall be without prejudice to the power of the
10 officer to prefer another charge if the convening officer so directs or if the officer thinks fit.

“(4) The convening officer shall cause the accused to be informed of any action that is taken in respect of him under this section.”

15 **11. Replacement of officer investigating or disposing of charge**—The principal Act is hereby amended by repealing section 109, and substituting the following section:

“109. (1) If at any time an officer who is empowered to do so has begun to investigate, try summarily, or deal summarily
20 with any charge, and, because of death, illness, or any other reason, he is unable to dispose of the charge, the officer who becomes empowered to act in his place may investigate, try summarily, or deal summarily with the charge, as the case may be, as if the officer whom he replaced had not commenced
25 to do so.

“(2) Notwithstanding subsection (1) of this section, if the officer who has become incapacitated had, before his incapacity, found the accused guilty, the officer who becomes empowered to act in his place shall not so try or deal with
30 the charge but may instead, after inquiring into the circumstances of the charge, impose a punishment or punishments or make an order under section 106 of this Act as if he had found the accused guilty himself.”

35 **12. Confession of desertion**—Section 110 (2) of the principal Act is hereby amended by omitting the word “transferred”, and substituting the word “released”.

40 **13. Powers and functions of a detachment commander**—Section 114 of the principal Act is hereby amended by omitting the words “by this Part of this Act”, and substituting the words “in the same service by or in accordance with this Part of this Act”.

14. Delegation of powers by commanding officers—Section 115 of the principal Act is hereby amended by inserting, after subsection (4), the following subsection:

“(4A) Where an officer to whom powers have been delegated under subsection (1) of this section tries a charge summarily and finds the accused guilty he may, in accordance with, and in the manner prescribed by, the rules of procedure, instead of imposing any punishment or punishments, remand the accused to his commanding officer to enable the commanding officer, in the manner prescribed by the rules of procedure, to impose a punishment or punishments or make an order under section 106 of this Act as if the commanding officer had found the accused guilty himself.”

15. Summary findings and punishments to be reviewed by reviewing authorities—Section 117 (9) (c) of the principal Act is hereby amended by omitting the expression “section 86”, and substituting the expression “section 106”.

16. Rules of procedure—(1) Section 150 (2) (t) (i) of the principal Act is hereby amended by omitting the word “of” where it first occurs, and substituting the word “and”.

(2) Section 150 of the principal Act is hereby further amended by adding the following subsection:

“(3) The rules of procedure may make different provision for different services of the Armed Forces.”

17. Reviewing authority to review decision to take other offences into consideration—(1) The principal Act is hereby amended by inserting, after section 160, the following section:

“160A. Where it appears to a reviewing authority that a court-martial, in sentencing the accused for an offence, exceeded or erroneously exercised its powers under section 139 of this Act to take other offences into consideration, the authority shall, whether or not it substitutes a different sentence or remits or commutes any punishment, annul the decision to take into consideration the other offence or offences in question and any orders dependent thereon; and where the authority does so, the offence or offences shall be deemed for all purposes not to have been taken into consideration.”

(2) Section 21 (4) (d) of the principal Act is hereby amended by inserting, after the word “quashed”, the words “, or where the decision to take the offence into consideration has been annulled by a reviewing authority,”.

PART III

AMENDMENTS OF ROYAL NEW ZEALAND AIR FORCE ACT 1950

24. Part to be read with Royal New Zealand Air Force Act 1950—This Part of this Act shall be read together with and deemed part of the Royal New Zealand Air Force Act 1950* (in this Part referred to as the principal Act). 5

25. Personnel of Naval Forces and Army attached to Air Force—Section 134 (3) of the principal Act is hereby repealed.

26. Maximum fines increased—The provisions of the principal Act specified in the first column of the Third Schedule to this Act (as amended by section 7 of the Decimal Currency Act 1964) are hereby amended in the manner specified in the second column of that Schedule. 10

27. Repeals—Sections 3, 4, 6, and 10 to 12 of the Royal New Zealand Air Force Amendment Act 1965 are hereby repealed. 15

28. Expiry—This Part of this Act shall be deemed to be repealed on the date of the commencement of the Armed Forces Discipline Act 1971. 20

*1957 Reprint, Vol. 13, p. 455

Amendments: 1959, No. 27; 1960, No. 88; 1961, No. 97; 1965, No. 55; 1967, No. 27; 1968, No. 58; 1976, No. 12; 1980, No. 39

SCHEDULES

FIRST SCHEDULE

Section 4

AMENDMENTS CONSEQUENTIAL UPON CHANGES IN SUMMARY PROCEDURE

Section	Amendment
Section 16 (7) (d)	By inserting in the proviso, before the words "dealt with summarily", the words "tried summarily or".
Section 20	By inserting in subsection (1), before the words "dealt with summarily", the words "tried summarily or". By inserting in that subsection, before the words "dealt with", the words "tried or". By inserting in subsection (5), before the words "dealt with summarily", the words "tried summarily or".
Section 22 (1)	By inserting in paragraph (a) of that subsection, before the words "dealt with", the words "tried or".
Section 22 (1)	By inserting, before the words "dealt with summarily", the words "tried summarily or".
Section 69 (1) (b)	By inserting, before the words "deal summarily with", the words "try summarily or".
Section 101	By inserting in subsections (4), (5), and (6), before the words "dealt with summarily" in each case, the words "tried summarily or".
Section 102	By inserting in subsections (1), (2), (3), (5), and (6) (as substituted by section 3 (2) of the Armed Forces Discipline Amendment Act 1980), before the words "dealt with summarily" in each case, the words "tried summarily or".
Section 107 (a)	By inserting, before the words "deal with summarily", the words "try summarily or".
Section 111	By inserting, before the words "dealt with summarily", the words "tried summarily or".
Section 112	By inserting, before the words "dealt with summarily", the words "tried summarily or".
Section 115	By inserting in subsections (1) and (6), before the words "deal summarily with" in each case, the words "try charges summarily or".
	By inserting in subsection (2), before the words "deal with", the words "try or".

FIRST SCHEDULE—*continued*

Section	Amendment
Section 117	<p>By inserting in paragraphs (b) and (c) of subsection (1), before the words “dealt with” in each case, the words “tried or”.</p> <p>By inserting in subsection (2), before the words “dealt with summarily”, the words “tried summarily or”.</p> <p>By inserting in paragraph (a) of subsection (5), before the words “dealt with summarily”, the words “tried summarily or”.</p> <p>By inserting in paragraph (b) of that subsection, before the words “dealt with”, the words “tried or”.</p> <p>By inserting in subsections (7) and (8), before the words “dealt summarily with”, the words “tried the case summarily or”.</p> <p>By inserting in subsection (9) (c), before the words “dealing with a charge summarily”, the words “trying a charge summarily or”.</p> <p>By inserting in subsection (10), before the words “dealt summarily with the offence”, the words “tried the offence summarily or”.</p> <p>By inserting in subsection (11), before the words “dealt summarily with the case”, the words “tried the case summarily or”.</p> <p>By inserting in that subsection, before the words “dealt with”, the words “tried or”.</p>
Section 150 (2) (i)	<p>By inserting, before the words “dealt with summarily”, the words “tried summarily or”.</p>

SECOND SCHEDULE

Section 21

PROVISIONS AMENDED BY INCREASING MAXIMUM FINES

Section	Amendment
Section 39 (1) (as amended by section 6 of the New Zealand Army Amendment Act 1965)	By omitting the expression "\$20", and substituting the expression "\$200".
Section 40 (1) (as amended by section 7 of the New Zealand Army Amendment Act 1965)	By omitting the expression "\$20", and substituting the expression "\$200".
Section 50 (1)	By omitting the expression "\$100", and substituting the expression "\$1,000". By omitting the expression "\$20", and substituting the expression "\$200".
Section 64 (1) (h)	By omitting the expression "\$100", and substituting the expression "\$1,000".
Section 64 (2) (h) (as amended by section 9 of the New Zealand Army Amendment Act 1965)	By omitting the expression "\$40", and substituting the expression "\$400".
Section 76 (1) (c) (as amended by section 12 (a) of the New Zealand Army Amendment Act 1965)	By omitting the expression "\$30", and substituting the expression "\$300".
Section 76 (2) (as amended by section 12 (b) of the New Zealand Army Amendment Act 1965)	By omitting the expression "\$10", and substituting the expression "\$100".
Section 77 (b) (as amended by section 13 of the New Zealand Army Amendment Act 1965)	By omitting the expression "\$10", and substituting the expression "\$100".
Section 78 (1) (a) (as amended by section 14 (1) of the New Zealand Army Amendment Act 1965)	By omitting the expression "\$10", and substituting the expression "\$100". By omitting the expression "\$30", and substituting the expression "\$300".

SECOND SCHEDULE—*continued*

Section	Amendment
Section 78 (2) (a) (as amended by section 14 (2) of the New Zealand Army Amendment Act 1965)	By omitting the expression "\$10", and substituting the expression "\$100".
Section 81 (1) (b) (as amended by section 15 of the New Zealand Army Amendment Act 1965)	By omitting the expression "\$10", and substituting the expression "\$100".
Section 86 (2) (b) (as amended by section 16 of the New Zealand Army Amendment Act 1965)	By omitting the expression "\$30", and substituting the expression "\$300".
Section 95 (1)	By omitting the expression "\$100", and substituting the expression "\$200".
Section 95 (3)	By omitting the expression "\$20", and substituting the expression "\$200".

THIRD SCHEDULE

Section 26

PROVISIONS AMENDED BY INCREASING MAXIMUM FINES

Section	Amendment
Section 39 (1) (as amended by section 3 of the Royal New Zealand Air Force Amendment Act 1965)	By omitting the expression "\$20", and substituting the expression "\$200".
Section 40 (1) (as amended by section 4 of the Royal New Zealand Air Force Amendment Act 1965)	By omitting the expression "\$20", and substituting the expression "\$200".
Section 50 (1)	By omitting the expression "\$100", and substituting the expression "\$1,000". By omitting the expression "\$20", and substituting the expression "\$200".
Section 64 (1) (h)	By omitting the expression "\$100", and substituting the expression "\$1,000".
Section 64 (2) (h) (as amended by section 6 of the Royal New Zealand Air Force Amendment Act 1965)	By omitting the expression "\$40", and substituting the expression "\$400".
Section 76 (1) (c) (as amended by section 10 (a) of the Royal New Zealand Air Force Amendment Act 1965)	By omitting the expression "\$30", and substituting the expression "\$300".
Section 76 (2) (as amended by section 10 (b) of the Royal New Zealand Air Force Amendment Act 1965)	By omitting the expression "\$10", and substituting the expression "\$100".
Section 78 (1) (a) (as amended by section 3 (1) of the Royal New Zealand Air Force Amendment Act 1961 and section 11 of the Royal New Zealand Air Force Amendment Act 1965)	By omitting the expression "\$10", and substituting the expression "\$100". By omitting the expression "\$30", and substituting the expression "\$300".

THIRD SCHEDULE—*continued*

Section	Amendment
Section 86 (2) (b) (as amended by section 12 of the Royal New Zealand Air Force Amendment Act 1965)	By omitting the expression "\$30", and substituting the expression "\$300".
Section 95 (1)	By omitting the expression "\$100", and substituting the expression "\$200".
Section 95 (3)	By omitting the expression "\$20", and substituting the expression "\$200".