

CHAPTER 3

GENERAL GOVERNMENT

Parliamentary government

Scheme of parliamentary government

Under section 1 of the Australian Constitution the legislative power of the Commonwealth of Australia is vested in the Parliament of the Commonwealth, which consists of the Sovereign, the Senate, and the House of Representatives. The Sovereign is represented throughout the Commonwealth by the Governor-General who, subject to the Constitution, has such powers and functions as the Sovereign is pleased to assign to him. In each Australian State there is a State Governor, who is the representative of the Sovereign for the State. The Governor has such powers within the State as are conferred upon him by the Letters Patent constituting his office, and he exercises these powers in accordance with instructions issued to him by the Sovereign, detailing the manner in which his duties are to be fulfilled.

In the Commonwealth Parliament the Upper House is known as the Senate, and in the bicameral State Parliaments as the Legislative Council. The Legislature in each State was bicameral until 1922 when the Queensland Parliament became unicameral upon the abolition of the Upper House. In the Commonwealth Parliament the Lower House is known as the House of Representatives; in the State Parliaments of New South Wales, Victoria, Queensland and Western Australia as the Legislative Assembly; and in the State Parliaments of South Australia and Tasmania as the House of Assembly. The extent of the legislative powers of each of the seven Parliaments is defined by the Australian and State Constitutions respectively. In those States that have a bicameral legislature, the Legislative Assembly or House of Assembly, as the case may be, is the larger House.

The members of the Parliaments of each State are elected by the people, the franchise extending to Australian citizens who are at least 18 years of age and possess certain residential qualifications. For the Commonwealth Parliament the qualifications for the franchise are identical for both Houses, extending to Australian citizens and British subjects who were on the Commonwealth roll as at 25 January, 1984, and who are not less than 18 years of age.

The Sovereign

On 7 February 1952, the then Governor-General of the Commonwealth of Australia and members of the Federal Executive Council proclaimed Princess Elizabeth Queen Elizabeth the Second, Queen of this Realm and of all Her other Realms and Territories, Head of the Commonwealth, Defender of the Faith, Supreme Liege Lady in and over the Commonwealth of Australia. The coronation of Her Majesty took place in Westminster Abbey on 2 June 1953. By the *Royal Style and Titles Act* 1973, which Her Majesty assented to in Canberra on 19 October 1973, the Commonwealth Parliament assented to the adoption by Her Majesty, for use in relation to Australia and its Territories, of the Style and Titles set out in the Schedule to the Act. On the same day, also in Canberra, Her Majesty issued a Proclamation, under the Great Seal of Australia, appointing and declaring that Her Majesty's Style and Titles should henceforth be, in relation to Australia and its Territories, 'Elizabeth the Second, by the Grace of God Queen of Australia and Her other Realms and Territories, Head of the Commonwealth'.

The Governor-General

Powers and functions. As the Queen's representative in Australia, the Governor-General of the Commonwealth of Australia exercises certain prerogative powers and functions assigned to him by the Queen. Other powers and functions are conferred on him by the Australian Constitution. Powers that have been so assigned or conferred include, among others, the power to grant pardons and to remit fines for offences against the laws of the Commonwealth of Australia; to appoint certain officers in the

Diplomatic or Consular Service; to appoint times for holding the sessions of the Parliament, prorogue Parliament, and dissolve the House of Representatives; to cause writs to be issued for general elections of members of the House of Representatives; to assent in the Queen's name to a proposed law passed by both Houses of the Parliament or to withhold such assent, or to reserve the law for the Queen's pleasure, or to return the proposed law to the House in which it originated and transmit therewith any amendments which he may recommend; to exercise executive power; to choose and summon Executive Councillors, who hold office during his pleasure; and to appoint Ministers of State for the Commonwealth of Australia. In addition, the command-in-chief of the Defence Force of the Commonwealth of Australia is vested in the Governor-General as the Queen's representative.

Many Acts of the Commonwealth Parliament provide that the Governor-General may make regulations to give effect to the Acts. The Governor-General may also be authorised by statute to issue proclamations—for example, to declare an Act in force. He has been given power by statute to legislate for certain of the Australian Territories. Under the conventions of responsible government obtaining in British Commonwealth countries, the Governor-General's functions are exercised generally on the advice of Ministers of State.

The present Governor-General is His Excellency the Right Honourable Sir Ninian Stephen, A.K., G.C.M.G., G.C.V.O., K.B.E., K.St.J., who has held office since 29 July 1982.

Holders of office. The names of those persons who have held the office of Governor-General since the inception of the Commonwealth of Australia are listed in Year Book No. 61 and earlier Year Books.

Administrators. In addition to the holders of the office of Governor-General listed above, certain persons have, from time to time, been appointed as Administrator of the Commonwealth of Australia. Administrators are appointed in the event of the death, incapacity, removal or absence from Australia of the Governor-General, or for the period between the departure of a Governor-General and the arrival of his successor. The names of those persons who have acted as Administrator are also listed in Year Book No. 61 and earlier Year Books.

Governors of the States

Powers and functions. The Queen is represented in each of the Australian States by a Governor, the office having been constituted by Letters Patent issued under the Great Seal of the United Kingdom on various dates. The Governors of the States exercise prerogative powers conferred on them by these Letters Patent, their commissions of appointment and the Governor's Instructions given them under the Royal Sign Manual and Signet or other instrument as specified in the Letters Patent. In addition, they have been invested with various statutory functions by State Constitutions and other Imperial Acts, as well as under the Acts of the Parliaments of the States.

A Governor of a State assents in the Queen's name to Bills passed by the Parliament of the State, except those Bills reserved for the Royal Assent. The latter Bills include certain classes of Bills that are regulated by the State's Constitution and by the Governor's Instructions. He administers the prerogative of mercy by the reprieve or pardon of criminal offenders within his jurisdiction, and may remit fines and penalties due to the Crown in right of the State. In the performance of his functions generally, particularly those conferred by statute, the Governor of a State acts on the advice of Ministers of State for the State.

Holders of office. The names of the present (October 1983) State Governors are as follows:

New South Wales—His Excellency AIR MARSHAL SIR JAMES ANTHONY ROWLAND, K.B.E., D.F.C., A.F.C., K.St.J.

Victoria—His Excellency REAR ADMIRAL SIR BRIAN STEWART MURRAY, K.C.M.G., A.O., K.St.J.

Queensland—His Excellency COMMODORE SIR JAMES MAXWELL RAMSAY, K.C.M.G., K.C.V.O., C.B.E., D.S.C.

South Australia—His Excellency LT-GEN. SIR DONALD BEAUMONT DUNSTAN, K.B.E., C.B.

Western Australia—His Excellency REAR-ADMIRAL SIR RICHARD JOHN TROWBRIDGE, K.C.V.O., K.St.J.

Tasmania—His Excellency SIR JAMES PLIMSOLL, A.C., C.B.E.

Commonwealth Government Ministries

Names and tenure of office, 1901 to 1983. The following list shows the name of each Commonwealth Government Ministry to hold office since 1 January 1901 and the limits of its term of office.

COMMONWEALTH GOVERNMENT MINISTRIES, 1901 TO SEPTEMBER 1983

- (i) BARTON MINISTRY, 1 January 1901 to 24 September 1903.
- (ii) DEAKIN MINISTRY, 24 September 1903 to 27 April 1904.
- (iii) WATSON MINISTRY, 27 April 1904 to 17 August 1904.
- (iv) REID MCLEAN MINISTRY, 18 August 1904 to 5 July 1905.
- (v) DEAKIN MINISTRY, 5 July 1905 to 13 November 1908.
- (vi) FISHER MINISTRY, 13 November 1908 to 2 June 1909.
- (vii) DEAKIN MINISTRY, 2 June 1909 to 29 April 1910.
- (viii) FISHER MINISTRY, 29 April 1910 to 24 June 1913.
- (ix) COOK MINISTRY, 24 June 1913 to 17 September 1914.
- (x) FISHER MINISTRY, 17 September 1914 to 27 October 1915.
- (xi) HUGHES MINISTRY, 27 October 1915 to 14 November 1916.
- (xii) HUGHES MINISTRY, 14 November 1916 to 17 February 1917.
- (xiii) HUGHES MINISTRY, 17 February 1917 to 8 January 1918.
- (xiv) HUGHES MINISTRY, 10 January 1918 to 9 February 1923.
- (xv) BRUCE-PAGE MINISTRY, 9 February 1923 to 22 October 1929.
- (xvi) SCULLIN MINISTRY, 22 October 1929 to 6 January 1932.
- (xvii) LYONS MINISTRY, 6 January 1932 to 7 November 1938.
- (xviii) LYONS MINISTRY, 7 November 1938 to 7 April 1939.
- (xix) PAGE MINISTRY, 7 April 1939 to 26 April 1939.
- (xx) MENZIES MINISTRY, 26 April 1939 to 14 March 1940.
- (xxi) MENZIES MINISTRY, 14 March 1940 to 28 October 1940.
- (xxii) MENZIES MINISTRY, 28 October 1940 to 29 August 1941.
- (xxiii) FADDEN MINISTRY, 29 August 1941 to 7 October 1941.
- (xxiv) CURTIN MINISTRY, 7 October 1941 to 21 September 1943.
- (xxv) CURTIN MINISTRY, 21 September 1943 to 6 July 1945.
- (xxvi) FORDE MINISTRY, 6 July 1945 to 13 July 1945.
- (xxvii) CHIFLEY MINISTRY, 13 July 1945 to 1 November 1946.
- (xxviii) CHIFLEY MINISTRY, 1 November 1946 to 19 December 1949.
- (xxix) MENZIES MINISTRY, 19 December 1949 to 11 May 1951.
- (xxx) MENZIES MINISTRY, 11 May 1951 to 11 January 1956.
- (xxxi) MENZIES MINISTRY, 11 January 1956 to 10 December 1958.
- (xxxii) MENZIES MINISTRY, 10 December 1958 to 18 December 1963.
- (xxxiii) MENZIES MINISTRY, 18 December 1963 to 26 January 1966.
- (xxxiv) HOLT MINISTRY, 26 January 1966 to 14 December 1966.
- (xxxv) HOLT MINISTRY, 14 December 1966 to 19 December 1967.
- (xxxvi) MCEWEN MINISTRY, 19 December 1967 to 10 January 1968.
- (xxxvii) GORTON MINISTRY, 10 January 1968 to 28 February 1968.
- (xxxviii) GORTON MINISTRY, 28 February 1968 to 12 November 1969.
- (xxxix) GORTON MINISTRY, 12 November 1969 to 10 March 1971.
- (xl) MCMAHON MINISTRY, 10 March 1971 to 5 December 1972.
- (xli) WHITLAM MINISTRY, 5 December 1972 to 19 December 1972.
- (xlii) WHITLAM MINISTRY, 19 December 1972 to 11 November 1975.
- (xliii) FRASER MINISTRY, 11 November 1975 to 22 December 1975.
- (xliv) FRASER MINISTRY, 22 December 1975 to 20 December 1977.
- (xlv) FRASER MINISTRY, 20 December 1977 to 3 November 1980.
- (xlv) FRASER MINISTRY, 3 November 1980 to 11 March 1983.
- (xlvii) HAWKE MINISTRY, 11 March 1983.

Names of Members of each Ministry to 1 September 1983. In Year Book No. 17, 1924, the names are given of each Ministry up to the Bruce-Page Ministry (9 February 1923 to 22 October 1929), together with the names of the successive holders of portfolios therein. Year Book No. 39 contains a list which covers the period between 9 February 1923, the date on which the Bruce-Page Ministry assumed power, and 31 July 1951, showing the names of all persons who held office in each Ministry during that period. The names of members of subsequent Ministries are listed in issues of the Year Book from No. 39 to No. 61 inclusive and in successive issues from No. 64.

This issue only shows particulars of the First Hawke Ministry (at September 1983).

COMMONWEALTH AND STATE LEADERS OF THE GOVERNMENT, SEPTEMBER 1983

Commonwealth—The Hon. R. J. L. Hawke, A.C., M.P. (Vic.) (A.L.P.)

New South Wales—The Hon. N. K. Wran, Q.C., M.P. (A.L.P.)

Victoria—The Hon. J. Cain, M.P. (A.L.P.)

Queensland—The Hon. J. Bjelke-Petersen, M.L.A. (N.P.)

South Australia—The Hon. J. C. Bannon, M.P. (A.L.P.)

Western Australia—The Hon. B. T. Burke, M.L.A. (A.L.P.)

Tasmania—The Hon. R. T. Gray, M.H.A. (L.P.)

Northern Territory—The Hon. P. A. E. Everingham, M.L.A. (C.L.P.)

THE FIRST HAWKE MINISTRY—AT SEPTEMBER 1983

(The State in which each Minister's electorate is situated is shown in parenthesis).

*Prime Minister—

THE HON. R. J. L. HAWKE, A.C., M.P. (Vic.)

*Deputy Prime Minister, Minister for Trade and Minister Assisting the Prime Minister for Commonwealth—State Relations—

THE HON. L. F. BOWEN, M.P. (N.S.W.)

*Leader of the Government in the Senate, Minister for Industry and Commerce and Minister Assisting the Minister for Communications—

SENATOR THE HON. J. N. BUTTON (Vic.)

*Deputy Leader of the Government in the Senate and Minister for Social Security—

SENATOR THE HON. D. J. GRIMES (Tas.)

*Minister for Employment and Industrial Relations and Minister Assisting the Prime Minister for Public Service Matters—

THE HON. R. WILLIS, M.P. (Vic.)

*Treasurer—

THE HON. P. J. KEATING, M.P. (N.S.W.)

*Minister for Immigration and Ethnic Affairs—

THE HON. S. J. WEST, M.P. (N.S.W.)

*Minister for Resources and Energy—

SENATOR THE HON. P. A. WALSH (W.A.)

*Minister for Foreign Affairs—

THE HON. W. G. HAYDEN, M.P. (Qld)

*Minister for Education and Youth Affairs and Minister Assisting the Prime Minister for Women's Affairs—

SENATOR THE HON. S. M. RYAN (A.C.T.)

*Attorney-General—

SENATOR THE HON. G. J. EVANS (Vic.)

*Minister for Defence—

THE HON. G. G. D. SCHOLES, M.P. (Vic.)

*Minister for Finance and Minister Assisting the Prime Minister for Public Service Matters—

THE HON. J. S. DAWKINS, M.P. (W.A.)

Minister for Transport—

THE HON. P. MORRIS, M.P. (N.S.W.)

Minister for Primary Industry—

THE HON. J. KERIN, M.P. (N.S.W.)

Minister for Aviation, Special Minister of State and Minister Assisting the Minister for Defence—

THE HON. K. C. BEAZLEY, M.P. (W.A.)

Minister for Housing and Construction and Minister Assisting the Treasurer—

THE HON. C. HURFORD, M.P. (S.A.)

Minister for Sport, Recreation and Tourism, Minister for Administrative Services and Minister Assisting the Minister for Industry and Commerce—

THE HON. J. BROWN, M.P. (N.S.W.)

Minister for Health—

THE HON. N. BLEWETT, M.P. (S.A.)

Minister for Science and Technology—

THE HON. B. O. JONES, M.P. (Vic.)

Minister for Communications—

THE HON. M. J. DUFFY, M.P. (Vic.)

Minister for Home Affairs and Environment—

THE HON. B. COHEN, M.P. (N.S.W.)

Minister for Aboriginal Affairs—

THE HON. A. C. HOLDING, M.P. (Vic.)

Minister for Veterans' Affairs—

SENATOR THE HON. A. T. GIETZELT (N.S.W.)

Minister for Territories and Local Government *Minister for Defence Support—*
and Minister Assisting the Prime Minister for THE HON. B. L. HOWE, M.P. (Vic.)
Community Development and Regional
Affairs—

THE HON. T. UREN, M.P. (N.S.W.)

*Minister in the Cabinet.

COMMONWEALTH AND STATE LEADERS OF THE OPPOSITION, SEPTEMBER 1983

The Leader of the Opposition plays an important part in the Party system of government which operates in the Australian Parliaments. The following list gives the names of the holders of this position in each of the Parliaments in September 1983.

Commonwealth—The Hon. A. S. Peacock, M.P. (L.P.)

New South Wales—N. F. Greiner, M.P. (L.P.)

Victoria—The Hon. J. G. Kennett, M.P. (L.P.)

Queensland—K. W. Wright, M.L.A. (A.L.P.)

South Australia—J. W. Olsen, M.P. (L.P.)

Western Australia—The Hon. R. J. O'Connor, M.L.A. (L.P.)

Tasmania—The Hon. K. S. Wreidt, M.H.A. (A.L.P.)

Northern Territory—The Hon. R. Collins, M.L.A. (A.L.P.)

Numbers and salaries of Commonwealth Government Ministers

Under sections 65 and 66, respectively, of the Constitution of the Commonwealth of Australia the number of Ministers of State was not to exceed seven, and the annual sum payable for their salaries was not to exceed £ 12,000 (\$24,000), each provision to operate, however, 'until the Parliament otherwise provides'.

Subsequently the number and salaries have been increased from time to time, and at September 1983 the number of Ministers is twenty-six and ministerial salaries range from \$19,500 for a Minister not in Cabinet to \$42,400 for the Prime Minister. An additional ministerial allowance of \$19,500 a year is payable to the Prime Minister, \$11,500 a year to the Deputy Prime Minister, \$9,750 a year to the Treasurer, the Leader of the House and the Leader of the Government in the Senate, and \$8,000 a year to other Ministers.

All amounts payable in the foregoing paragraphs are in addition to amounts payable as Parliamentary allowances (*see* page 49).

Parliaments and elections

The Commonwealth Parliaments

The first Parliament of the Commonwealth of Australia was convened by proclamation dated 29 April 1901 by His Excellency the Marquis of Linlithgow, then Earl of Hopetoun, Governor-General. It was opened on 9 May 1901 by H.R.H. the Duke of Cornwall and York. The Rt Hon. Sir Edmund Barton, G.C.M.G., K.C., was Prime Minister.

The following table shows the number and duration of Parliaments since Federation.

COMMONWEALTH PARLIAMENTS

<i>Number of Parliament</i>	<i>Date of opening</i>	<i>Date of dissolution</i>
First	9 May 1901	23 November 1903
Second	2 March 1904	5 November 1906
Third	20 February 1907	19 February 1910
Fourth	1 July 1910	23 April 1913
Fifth	9 July 1913	30 July 1914 (a)
Sixth	8 October 1914	26 March 1917
Seventh	14 June 1917	3 November 1919
Eighth	26 February 1920	6 November 1922
Ninth	28 February 1923	3 October 1925
Tenth	13 January 1926	9 October 1928
Eleventh	6 February 1929	16 September 1929
Twelfth	20 November 1929	27 November 1931
Thirteenth	17 February 1932	7 August 1934
Fourteenth	23 October 1934	21 September 1937
Fifteenth	30 November 1937	27 August 1940
Sixteenth	20 November 1940	7 July 1943
Seventeenth	23 September 1943	16 August 1946
Eighteenth	6 November 1946	31 October 1949
Nineteenth	22 February 1950	19 March 1951 (a)
Twentieth	12 June 1951	21 April 1954
Twenty-first	4 August 1954	4 November 1955
Twenty-second	15 February 1956	14 October 1958
Twenty-third	17 February 1959	2 November 1961
Twenty-fourth	20 February 1962	1 November 1963
Twenty-fifth	25 February 1964	31 October 1966
Twenty-sixth	21 February 1967	29 September 1969
Twenty-seventh	25 November 1969	2 November 1972
Twenty-eighth	27 February 1973	11 April 1974 (a)
Twenty-ninth	9 July 1974	11 November 1975 (a)
Thirtieth	17 February 1976	8 November 1977
Thirty-first	21 February 1978	19 September 1980
Thirty-second	25 November 1980	4 February 1983
Thirty-third	21 April 1983	

(a) A dissolution of both the Senate and the House of Representatives was granted by the Governor-General under section 57 of the Constitution.

The thirty-second Parliament opened on 25 November 1980 and ended on 4 February 1983 when both Houses of Parliament were dissolved. Elections for the House of Representatives and for all Senators were held on 5 March 1983. Writs were issued by the Governor-General on 4 February 1983 for the House of Representatives elections in all States and Territories, and for the Senate elections in the Australian Capital Territory and Northern Territory. Writs for the Senate elections in all States but Western Australia were issued on the same date by the State Governors. For voting figures see page 47. For particulars of electors enrolled and of electors who voted in the several States and Territories at previous Commonwealth elections see Year Book No. 61 and earlier issues.

Qualifications for membership and for franchise—Commonwealth Parliament

Qualifications necessary for membership of either House of the Commonwealth Parliament are possessed by any Australian citizen, eighteen years of age or over and not disqualified on other grounds, who is, or is qualified to become, an elector of the Commonwealth Parliament. Qualifications for Commonwealth Parliament franchise are possessed by any Australian citizen or British subject who was on the Commonwealth Roll as at 25 January 1984, not under eighteen years of age and not disqualified on other grounds. Residence in a subdivision for a period of one month prior to enrolment is necessary to enable a qualified person to enrol. Although an exception is made for certain electors overseas and for itinerants, enrolment and voting are compulsory for all eligible persons not covered by these exceptions.

The principal reasons for disqualification of persons otherwise eligible for election as members of either Commonwealth House are: membership of the other House, allegiance to a foreign power, being attainted of treason, being convicted and under sentence for any offence punishable by imprisonment for one year or longer, being an undischarged bankrupt or insolvent, holding an office of profit under the Crown (with certain exceptions), or having a pecuniary interest in any agreement with the public.

service of the Commonwealth except as a member of an incorporated company of more than twenty-five persons. Persons convicted of treason and not pardoned, convicted and under sentence for any offence punishable by imprisonment for five years or longer, or persons who are holders of temporary entry permits under the *Migration Act* 1958 or are prohibited non-citizens under that Act are excluded from the franchise. In the main, these or similar grounds for disqualification apply also to State Parliament membership and franchise. Aborigines are entitled to enrol and to vote at both Commonwealth and State elections in all States.

Commonwealth Parliaments and elections

From the establishment of the Commonwealth of Australia until 1949 the Senate consisted of thirty-six members, six being returned by each of the original federating States. The Australian Constitution empowers the Commonwealth Parliament to increase or decrease the size of the Parliament, and, as the population of Australia had more than doubled since its inception, the Parliament passed the *Representation Act* 1948 which provided that there should be ten Senators from each State instead of six, thus increasing the total to sixty Senators, enlarging both Houses of Parliament and providing a representation ratio nearer to the proportion which existed at Federation. The *Representation Act* 1983 further provided for there to be 12 Senators for each state from the first meeting of the thirty-fourth parliament.

The *Senate (Representation of Territories) Act* 1973 made provision for two-Senators to be elected from both the Northern Territory and the Australian Capital Territory. Elections for the Territory Senators are held at the same time as general elections for the House of Representatives.

In accordance with the Constitution, the total number of State Members of the House of Representatives must be as nearly as practicable twice the number of State Senators. Consequent upon the increase in the size of the Senate in 1949, the number of State Members was increased from 74 to 121. In 1955 there were 122 State Members; in 1969, 123; in 1974, 124; in 1977, 121; in 1980, 122. From the first meeting of the thirty-fourth Parliament, there will be a further increase flowing from the increase in the number of State Senators to 72.

Redistribution of the States into electoral divisions have taken place in 1949, 1955, 1968, 1974 (Western Australia only), 1977 and 1979 (Western Australia only). The quota (or average number) of electors is the basis for electoral distribution, but the Distribution Commissioners may vary the enrolment of electorates by up to 10 per cent from the quota in order to achieve equality in enrolment midway between redistributions and to take account of communities of interest, including economic, social and regional interests, means of communication and travel, the trend of population changes, physical features and area, and existing boundaries of electoral divisions.

The Electoral Commissioner determines the representation entitlements of the States during the twelfth month of the life of each Parliament. Determinations are based on the latest population statistics as provided by the Australian Statistician. Should the representation entitlement of a State change, the directions of a redistribution is mandatory. The representation entitlements of the States at the four most recent determinations are shown in the following table:

REPRESENTATION ENTITLEMENTS OF THE STATES

State	1972	1977	1979	1981
New South Wales	45	43	43	43
Victoria	34	33	33	33
Queensland	18	19	19	19
South Australia	12	11	11	11
Western Australia	10	10	11	11
Tasmania	5	5	5	5
Total	124	121	122	122

Following the 1977 determination, Distribution Commissioners were appointed for all States in April and the proposed redistributions were approved by Parliament in October. The proposed redistributions came into effect by force of the *Commonwealth Electoral (Redistribution) Act* 1977. The election of 10 December 1977 was conducted on the basis of the new boundaries. Following the 1979 determination, Distribution Commissioners were appointed for Western Australia in April and the proposed redistribution was approved by Parliament in November 1979. The 1981 determination did not change the representation entitlement of any State, and therefore no mandatory redistribution arose.

From 1922 to 1968 the Northern Territory was represented in a limited capacity by one member in the House of Representatives. In May 1968 the Northern Territory Representation Act was amended to give full voting rights to the Member for the Northern Territory effective from 15 May 1968, the day on which the Act received Royal Assent.

From 1948 to 1967 the Australian Capital Territory was represented in a limited capacity by one member in the House of Representatives. The Member for the Australian Capital Territory has had full voting rights since 21 February 1967.

Following the passing of the *Australian Capital Territory Representation (House of Representatives) Act* in October 1973 a Distribution Committee was appointed to distribute the Australian Capital Territory into two electoral divisions. On 19 March 1974, the Committee published an initial redistribution proposal. By early 1974 there was an indication that the House of Representatives would be dissolved before the Distribution Committee could complete its task. Accordingly the *Australian Capital Territory Representation (House of Representatives) Act* 1974 was enacted to provide that the Territory be divided into two electoral divisions, adopting the boundaries recommended by the Distribution Committee. The 1974 and subsequent House of Representatives elections were held on those boundaries.

Members of the House of Representatives are elected for the duration of the Parliament, which is limited to three years. At elections for Senators the whole State constitutes the electorate. For the purpose of elections for the House of Representatives the State is divided into single electorates corresponding in number to the number of members to which the State is entitled. Further information regarding the Senate and the House of Representatives is given in earlier issues of the Year Book.

The *Commonwealth Electoral Act* 1948, enacted with the *Representation Act* 1948 which enlarged the Commonwealth Parliament (*see* page 45), changed the system of scrutiny and counting of votes in Senate elections from the alternative vote to that of proportional representation. The method of voting for both the Senate and the House of Representatives is preferential.

Particulars of voting at Senate elections and elections for the House of Representatives up to 1980 appear in earlier issues of the Year Book. Additional information is available in the *Election Statistics* issued by the Chief Australian Electoral Officer following each election and printed as Parliamentary Papers.

The numbers of electors and of primary votes cast for the major political parties in each State and Territory at the latest election for each House of the Commonwealth Parliament were as follows:

COMMONWEALTH PARLIAMENT ELECTIONS, 5 MARCH 1983

	N.S.W.	Vic.	Qld	S.A.	W.A.	Tas.	N.T.	A.C.T.	Australia
HOUSE OF REPRESENTATIVES ELECTION									
Electors enrolled	3,247,827	2,495,392	1,472,462	880,455	798,973	282,230	57,320	137,405	9,372,064
Number of votes recorded for—									
Australian Labor Party	1,512,012	1,182,118	621,146	393,971	378,545	106,647	20,764	82,189	4,297,392
Liberal Party	951,810	869,542	328,530	342,821	304,677	145,393	..	41,213	2,983,986
National Party (a)	330,657	114,065	319,647	7,104	..	..	..	..	771,473
Australian Democrats	144,633	133,183	62,637	56,510	29,273	9,458	1,571	..	437,265
Socialist Workers Party	20,843	11,586	3,565	7,185	2,217	684	..	..	46,080
Country Liberal Party (b)	..	..	..	..	..	..	20,479	..	20,479
Democratic Labor Party	..	10,417	..	..	..	..	..	..	10,417
Progress Party	3,732	..	2,920	..	..	..	..	..	6,652
Communist Party	5,510	..	..	888	..	..	..	..	6,398
Socialist Labor League	3,320	1,287	750	..	970	..	..	..	6,327
National Country Party (a)	..	..	..	..	5,999	..	..	..	5,999
Socialist Party of Aust.	3,434	..	731	..	..	..	..	..	4,165
National Party of W. Aust.	..	..	..	..	3,686	..	..	..	3,686
Others	40,631	18,753	6,463	5,840	3,263	2,586	1,779	5,229	84,544
Informal votes	66,473	52,780	17,790	22,380	14,685	6,232	2,070	2,902	185,312
Total votes recorded	3,083,055	2,393,731	1,364,179	836,699	743,315	271,000	46,663	131,533	8,870,175
SENATE ELECTION									
Electors enrolled	3,247,827	2,495,392	1,472,462	880,455	798,973	282,230	57,320	137,405	9,372,064
Number of votes recorded for—									
Australian Labor Party	1,298,672	994,471	493,424	340,089	337,417	82,343	20,467	70,433	3,637,316
Liberal/National Party (b)	1,045,502	816,116	..	..	..	..	..	..	1,861,618
Liberal Party (b)	..	..	187,495	308,138	280,878	106,768	..	40,292	923,571
Australian Democrats	235,712	256,402	98,997	92,585	46,626	17,089	2,359	15,141	764,911
National Party (a)(b)	..	..	363,462	..	..	..	..	..	363,462
Call to Australia	96,065	..	..	..	..	..	..	..	96,065
Bonner	..	..	83,602	..	..	..	..	..	83,602
Democratic Labor Party	..	47,206	..	..	..	..	..	..	47,206
Harradine	..	..	..	..	..	44,696	..	..	44,696
Country Liberal Party (b)	..	..	..	..	..	..	21,406	..	21,406
Progress Party	..	..	10,787	..	..	..	..	..	10,787
Integrity Team	..	3,753	1,963	4,026	..	..	..	..	9,742
National Country Party (a)	..	..	..	..	7,689	..	..	..	7,689
Socialist Workers Party	..	..	..	..	5,452	..	..	..	5,452
Socialist Party of Aust.	3,656	..	..	864	..	..	..	..	4,520
National Party of W. Aust.	..	..	..	..	3,894	..	..	..	3,894
Communist Party	..	..	..	1,058	..	..	..	..	1,058
Others	61,661	19,986	7,591	16,589	598	..	245	1,380	108,050
Informal votes	341,787	255,797	116,858	73,350	60,761	20,104	2,186	4,287	875,130
Total votes recorded	3,083,055	2,393,731	1,364,179	836,699	743,315	271,000	46,663	131,533	8,870,175

(a) The National Party of Australia is known as such in all States except Western Australia, where it is known as the National Country Party.

(b) In New South Wales and Victoria the Liberal Party and National Party candidates stood as one group; in Tasmania and the Australian Capital Territory only the Liberal Party stood as a group; in Queensland, South Australia and Western Australia the National Party/National Country Party and the Liberal Party each stood as separate groups; in the Northern Territory there was a Liberal Party group only. In the Northern Territory the Country Liberal Party (CLP) is affiliated with both the National Party and the Liberal Party; the former CLP MHR for the Northern Territory sat with the National Party while the CLP Senator for the Northern Territory sits with the Liberal Party. Accordingly, CLP votes in the Northern Territory have been allocated to the National Party in the House and to the Liberal Party in the Senate.

The State of the parties in each House at the commencement of the thirty-third Parliament was: *Senate*—Australian Labor Party 30, Liberal Party 24, National Party 4, Australian Democrats 5 and Independent 1; *House of Representatives*—Australian Labor Party 75, Liberal Party 33 and National Party 17. By-elections in Wannon and Bruce in May 1983 and in Moreton in November 1983, did not alter the state of the House of Representatives.

Referendums

In accordance with section 128 of the Constitution any proposed law for the alteration of the Constitution, in addition to being passed by an absolute majority of each House of Parliament must be submitted to a referendum of the electors in each State and Territory and must be approved by a majority of the electors in a majority of the States and by a majority of all the voters who voted before it can be presented for Royal Assent.

Since 1901 thirty-six proposals have been submitted to referendums and the consent of the electors has been received in eight cases: the first in relation to the election of Senators in 1906, the second and third in respect of State Debts—one in 1910 and the other in 1928, the fourth in respect of Social Services in 1946 and the fifth in respect of Aborigines in 1967. The remaining three proposals in

relation respectively to Senate casual vacancies, maximum retirement age for justices of the High Court and judges of other Federal Courts and the right of electors in the Territories to vote in referendums for the alteration of the Constitution were approved in May 1977. In addition to referendums for alterations of the Constitution, other Commonwealth referendums have been held—two prior to Federation regarding the proposed Constitution and two regarding military service during the 1914–1918 War. For further details of referendums *see* Year Book No. 52, pages 66–68, Year Book No. 60, pages 90–91, and Year Book No. 62, pages 72–73.

The Parliaments of the States

This section contains summarised information; for greater detail refer to State Year Books.

Membership of State Parliaments. The following table shows the party distribution in each of the State Parliaments at September 1983.

STATE PARLIAMENTS: MEMBERSHIP, BY PARTY AFFILIATION, SEPTEMBER 1983

<i>Party</i>	<i>N.S.W.</i>	<i>Vic.</i>	<i>Qld</i>	<i>S.A.</i>	<i>W.A.</i>	<i>Tas.</i>
UPPER HOUSE						
Australian Labor Party (A.L.P.)	24	20	..	9	13	2
Independent (Ind.)	1	..	..	..	..	17
Liberal Party of Australia (L.P.)	12	20	..	11	19	..
National Country Party (N.C.P.) (a) . . . . .	..	..	..	..	1	..
National Party (N.P.) . . . . .	..	..	..	..	1	..
National Party of Australia (N.S.W.) (N.P.A.)	6	..	..	..	..	..
National Party of Australia (Victoria) (N.P.A.) . . . . .	..	4	..	..	..	..
Australian Democrats (A.D.)	1	..	..	2	..	..
Total	44	44	(b)	22	34	19
LOWER HOUSE						
Australian Labor Party (A.L.P.)	69	49	25	24	32	14
Independent (Ind.)	4	..	1	..	..	2
Independent Labor (Ind. Lab.) . . . . .	..	..	..	1	..	..
Liberal Party of Australia (L.P.)	13	23	22	21	20	19
National Country Party (N.C.P.) (a) . . . . .	..	..	..	1	3	..
National Party (N.P.) . . . . .	..	..	34	..	2	..
National Party of Australia (N.S.W.) (N.P.A.)	13	..	..	..	..	..
National Party of Australia (Victoria) (N.P.A.) . . . . .	..	9	..	..	..	..
Australian Democrats (A.D.) . . . . .	..	..	..	..	..	..
Total	99	81	82	47	57	35

(a) Formerly the National Alliance Party.

(b) Upper House abolished in 1922.

For corresponding particulars for the Commonwealth Parliament, *see* page 47.

Number and salaries and allowances of members of the legislatures, Commonwealth parliaments, September 1983

COMMONWEALTH AND STATE PARLIAMENTS: MEMBERS AND ANNUAL SALARIES AND ALLOWANCES, SEPTEMBER 1983

Members in—	Cwlth	N.S.W.	Vic.	Qld	S.A.	W.A.	Tas.	Total
NUMBER OF MEMBERS								
Upper House . . .	64	44	44	(a)	22	34	19	225
Lower House . . .	125	99	81	82	47	57	35	524
Total . . .	189	143	125	82	69	91	54	749
ANNUAL SALARY (b) (\$)								
Upper House . . .	(c)38,500	25,200	38,000	(a)	31,530	34,170	28,621	..
Lower House . . .	(c)38,500	36,000	38,000	38,191	31,530	34,170	28,621	..
ELECTORAL ALLOWANCES (\$)								
Upper House . . .	14,000	(d)8,043	11,200– 16,240	(a)	9,705	(d)10,800– 22,600	(d)3,148– 7,441	..
Lower House . . .	(e)14,000– 20,300	(d)11,490– 20,684	(d)11,200– 16,240	(d)9,550– 24,630	(d)6,105– 22,590	(d)10,000– 21,800	(d)4,293– 10,017	..

(a) Abolished in 1922. (b) Basic rates (payable to backbenchers, etc.) only; additional rates apply for Ministers, etc. (c) Certain additional allowances are also provided for holders of parliamentary offices, etc. (d) Allowance payable depends on location of electorate and, for Victoria, Tasmania and Western Australia, size of electorate. In N.S.W. a special expense allowance for members of the Lower House of \$4,650 or \$5,800, is paid to members representing country electorates with members, of the Upper House, who reside in country districts, receiving \$4,185 or \$7,000 per annum. (e) A member of the House of Representatives representing an electorate of less than 5,000 square kilometres receives an electorate allowance at the rate of \$14,000 p.a., a member representing an electorate with a population of 140,000 or more receives \$17,000 p.a.; a member representing an electorate of 5,000 square kilometres or more receives an electorate allowance at the rate of \$20,300 p.a.

Outlay on parliamentary government

The table below shows, in broad groups, the expenditure incurred in the operation of the parliamentary system in Australia, comprising the Governor-General and Governors, the Ministries, the Upper and Lower Houses of Parliament, and electoral activities; *it does not attempt to cover the expenditure on Commonwealth and State administration generally.* Only broad groups are shown, but even these are not entirely comparable because of differences in accounting procedures and in the presentation of accounts. Expenditure under the head of Governor-General or Governor includes salaries of Government House staffs and maintenance of residences, official establishments, grounds, etc., and expenditure on capital works and services.

**OUTLAY ON PARLIAMENTARY GOVERNMENT, 1981–82
(\$'000)**

Expenditure group	Cwlth	N.S.W.	Vic.	Qld	S.A.	W.A.	Tas.	N.T.	Total
Governor-General or Governor (a)	7,410	789	1,385	810	643	745	765	..	22,345
Ministry (b)	1,707	1,707	1,711	2,801	829	679	1,000	1,071	..
Parliament—									
Upper House (c)	4,024	1,282	2,069	..	1,106	1,496	707	..	10,685
Lower House (c)	7,491	4,401	3,628	2,983	2,116	2,823	1,104	618	25,164
Both Houses (d)	37,201	11,887	11,714	5,753	3,512	5,562	3,406	1,021	80,056
Miscellaneous (e)	23,109	769	1,709	9,686	2,012	748	350	92	38,475
Total, Parliament	71,825	18,339	19,121	18,422	8,746	10,629	5,569	1,730	154,381
Electoral (f)	20,444	6,439	3 860	1,703	502	806	696	148	34,599
Royal Commissions, Select Committees, etc.	3,598	234	1 533	2	109	56	16	..	5,548
Grand Total	103,276	27,508	27,610	23,738	10,829	12,916	8,046	2,948	216,872

(a) Salaries and other expenses, including maintenance of house and grounds. (b) Salaries, travelling and other expenses as ministers. (c) Allowances to members (including ministers' salaries as members), travelling and other expenses. (d) Government contribution to members' superannuation funds, printing, reporting staff, library, etc. (e) Services, furniture, stores, etc. (f) Salaries, cost of elections, etc.

OUTLAY ON PARLIAMENTARY GOVERNMENT

Year	Cwlth	N.S.W.	Vic.	Qld	S.A.	W.A.	Tas.	N.T.(a)	Total
TOTAL (\$'000)									
1976-77	60,698	14,181	12,434	7,616	5,995	7,256	4,525	..	112,705
1977-78	69,830	16,846	13,412	9,823	7,554	8,096	4,650	..	130,210
1978-79	70,424	19,315	16,512	12,516	7,904	9,517	5,382	2,468	144,038
1979-80	74,037	17,794	17,460	13,822	8,922	10,544	6,439	3,629	152,647
1980-81	97,293	19,582	19,290	19,487	9,227	11,180	7,319	4,345	187,723
1981-82	103,276	27,508	27,610	23,738	10,829	12,916	8,046	2,948	216,872
PER HEAD OF POPULATION (\$)									
1976-77	4.30	2.85	3.25	3.61	4.68	6.09	10.95	..	7.99
1977-78	4.89	3.35	3.48	4.56	5.84	6.64	11.20	..	9.12
1978-79	4.88	3.81	4.26	5.69	6.08	7.66	12.89	22.60	9.98
1979-80	5.07	3.47	4.48	6.15	6.84	8.35	15.29	32.03	10.46
1980-81	6.57	3.76	4.91	8.44	7.03	8.70	17.21	36.36	12.68
1981-82	6.87	5.22	6.95	9.95	8.17	9.81	18.76	23.42	14.41

(a) From 1981-82 more detailed information has been obtained which has allowed a more accurate calculation of the cost of parliamentary government in the Northern Territory. Figures for earlier years on the revised basis are not available.

Commonwealth Government Departments

For current detailed information on the Acts administered, the functions and the organisation of the Departments and Agencies of the Commonwealth Government see the *Commonwealth of Australia Gazette* of 1 July 1983.

Acts of the Commonwealth Parliaments

In the Commonwealth Parliament all laws are enacted in the name of the Sovereign, the Senate, and the House of Representatives. The subjects with respect to which the Commonwealth Parliament is empowered to make laws are enumerated in the Australian Constitution. In all States, other than South Australia and Tasmania, laws are enacted in the name of the Sovereign by and with the consent of the Legislative Council (except in Queensland) and Legislative Assembly. In South Australia and Tasmania laws are enacted in the name of the Governor of the State, with the advice and consent of the Parliament in the case of South Australia, and of the Legislative Council and House of Assembly in the case of Tasmania. Generally, assent to Bills passed by the Legislatures is given by the Governor-General or State Governor acting on behalf of, and in the name of, the Sovereign. In certain special cases Bills are reserved for the Royal Assent. The Parliaments of the States are empowered generally, subject to the Australian Constitution, to make laws in and for their respective States in all cases whatsoever. Subject to certain limitations they may alter, repeal, or vary their Constitutions. Where a law of a State is inconsistent with a law of the Commonwealth Parliament, the latter law prevails and the former law is, to the extent of the inconsistency, invalid.

The enactment/history of Commonwealth Parliament legislation

The legislation passed by the Commonwealth Parliament between 1901 and 1973, and which was then still in operation, is published in a consolidated form entitled *Acts of the Parliament 1901-1973*. Since 1974, annual volumes of Acts have also been published. The consolidation contains a chronological table of Acts passed from 1901 to 1973, showing how they are affected by subsequent legislation or lapse of time, together with a table of legislation of the Commonwealth Parliament passed from 1901 to 1973 in relation to the several provisions of the Australian Constitution. Reference should be made to these for complete information.

The following figures indicate the variation over the years in the number of enactments of the Commonwealth Parliament since 1901: 17 Acts were passed in 1901, 36 in 1914, 38 in 1927, 87 in 1939, 109 in 1952, 156 in 1965, 157 in 1968, 223 in 1973, 166 in 1974, 121 in 1975, 209 in 1976, 161 in 1977, 211 in 1978, 191 in 1979, 177 in 1980, 182 in 1981 and 158 in 1982.

AUSTRALIA'S NEW PARLIAMENT HOUSE

(This article has been contributed by the Parliament House Construction Authority)

A symbol of the future is taking shape on Capital Hill in Canberra, the national capital. It is Australia's dramatic new Parliament House, considered by many to be one of the most memorable and exciting architectural projects being undertaken anywhere in the world at this time.

History of the project

The project started in 1979 with the architectural design competition which attracted world wide interest. From 329 entries, ten were selected as prizewinners, five of these subject to further development in the second stage of the competition. The winner was announced on 26 June 1980. It was entry 177 and, at the announcement, the hitherto secret identity of the architectural team behind the submission was revealed. Australian born Richard Thorp was the nominated architect from the American based Mitchell/Giurgola practice. The clarity of the novel design concepts, as formulated under the leadership of Romaldo Giurgola, earned high praise from experts and lay people alike.

In following the extensive competition brief and in trying to meet all the requirements for a functional Parliament House, the design team also paid considerable attention to the original plans for the city of Canberra by its designer, Walter Burley Griffin. Through skilled combination of his intentions and Parliament's modern day requirements, the architects provided a building with the Senate to the east where Burley Griffin's first plan showed the Governor-General's residence and the House of Representatives to the west where the Prime Minister's Lodge was notionally placed by Griffin. Between the two Houses lies the central core of the building enclosed within two large 'boomerang' walls. This core provides the common facilities for both Houses, including the public and ceremonial areas to the northern end and the executive government, committee and library areas to the south.

In the vertical scheme of the building, a similar pattern is found. The basement provides essential services, store areas, plant rooms and the main kitchen. The ground floor is the principal parliamentary and ceremonial floor. It is on this level that the main entry through to the Foyer and Reception Hall lies; whilst, in the heart of the building, the Members' Hall and the two Chambers extend upwards to public gallery levels on the first floor. General circulation levels for staff are on the second floor.

The design

The design of the building has been an evolutionary process. It commenced with the original requirements (as established by the Parliament) based on a survey of the users of the building; it extended through the competition stage and the post competition review referred to as the Schematic Design Report, and culminated in the Developed Design Report, which outlined in detail all aspects of the building. Construction drawings represent the last stage in the process and are being prepared progressively to meet the building programme for each zone or specific trade.

It is a tribute to the skills of the architectural team that so few changes to the original competition entry have been required in the development of the design.

Construction

The construction of the project, like its design, is basically the responsibility of the specially formed Parliament House Construction Authority, set up to design and construct the new Parliament House. This small but expert organisation has attracted highly skilled specialists to supervise the project. The liaison with Parliament is by way of the Joint Standing Committee on the new Parliament House and with Government through the Minister for Territories and Local Government. Actual construction is carried out by individual contractors engaged directly by the Authority, and actual design work by specialist consultants working either directly for the Authority or engaged by the architects. The four principal consultants are the architects, the construction manager, the project planners and the cost planners.

Work on the new Parliament House started in January 1981, when large earthmoving vehicles arrived to cut the top of Capital Hill away and replace much of it around the base to form a building plateau. This nine month operation moved over one million cubic metres of soil with about ten per cent of it being transported from the site for use in a variety of reclamation works in Canberra.

The start of actual construction took place in November 1981 at the foundation level of the Forecourt. However, the relatively slow start at the end of 1981 soon accelerated rapidly through 1982 as the building started to emerge from the foundations, changing the skyline of Capital Hill.

The structure is reinforced concrete poured on-site, with extensive use of pre-cast panels made off-site for the office areas of the Senate, Representatives and executive wings.

Extensive use is being made of Australian materials, including granite for paving and walls, timber in furniture, floors and walls, and carpets in the working areas of the building.

Careful thought has gone into the energy use of the building and advances in technology will allow a central computer to control the building environment, fire protection and lighting.

The working conditions in the new building will be similar to those already existing in modern commercial offices and a far cry from the cramped and uncomfortable accommodation the present Parliament House building provides.

Externally, the building will harmonise well with the city by fitting in logically with the original Burley Griffin style and through skilled landscaping to provide formal garden areas near the building and more traditional Australian "bush settings" near the perimeter of the site.

Steady construction progress during the early part of the project has been achieved with the twin objectives of completing the project by 1988 and working to the original budget of \$220 million in May 1978 financial terms. May 1978 prices were used in all cost estimates and provide a permanent reference to ensure the project remains on budget in real terms, allowing only for the effects of inflation and any additional requests by Parliament.

The building has been a major boost to the building industry in Canberra and elsewhere, with an expected peak employment directly on-site of 1,300 people, and with significantly more off-site employment in supply and allied industries. In statistical terms, the project is expected to use 20,000 tonnes of steel, 180,000 cubic metres of concrete and already over half this amount has been incorporated into the structure.

The site is 640 metres in diameter, covers 32 hectares and lies approximately 590 metres above sea level. The roof of the new building 616 metres above sea level, while the tall flagmast will rise a further 80 metres and carry a flag 10 metres by 5 metres. The maximum depth of excavation from the summit of the original hill was 21 metres.

Proposed Completion Date

The project is planned to allow the official opening in 1988 as part of the bicentennial celebrations. However, the building will appear finished externally in 1985 and be ready for gradual occupation from around the middle of 1987.

The building has already attracted considerable attention and when it becomes the new Parliament House of Australia, it will close a chapter of Australia's Parliamentary history in temporary buildings, and open the new era of Australian Parliamentary life in modern, permanent, spacious surroundings.