

CHAPTER 3

GENERAL GOVERNMENT

Parliamentary government

Scheme of parliamentary government

Under 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. 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 all States 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 are on the Commonwealth roll 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, acting with advice of 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. Under the Australian Constitution the Governor-General exercises the executive power of the Commonwealth, and certain other powers and functions conferred by the Constitution which include, among others, the powers to appoint times for holding the sessions of the Parliament, to prorogue Parliament, and to 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; 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 Martin Stephen, A.K., G.C.M.G., G.C.V.O., K.B.E., 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.

Administrators. In addition to the holders of the office of Governor-General, certain persons have, from time to time, been appointed by the Queen to administer the Government of the Commonwealth of Australia. These persons are appointed in the event of the death, incapacity, removal or absence from Australia of the Governor-General. 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 (February 1986) 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.

Victoria—His Excellency DR. DAVID MCCAUGHEY (from 18 February 1986)

Queensland—His Excellency SIR WALTER BENJAMIN CAMPBELL, Q.C.

Western Australia—His Excellency PROFESSOR GORDON STANLEY REID.

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

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

Commonwealth Government Ministries

Names and tenure of office, 1901 to 1985. 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 DECEMBER 1985

- (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 to 1 December 1984.
- (xlviii) HAWKE MINISTRY, 1 December 1984.

Names of Members of each Ministry to 30 November 1984. 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 shows particulars of the Second Hawke Ministry (at October 1985).

COMMONWEALTH AND STATE LEADERS OF THE GOVERNMENT, OCTOBER 1985

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.L.A. (A.L.P.)
Victoria—The Hon. J. Cain, M.L.A. (A.L.P.)
Queensland—The Hon. Sir Johannes Bjelke-Petersen, K.C.M.G., M.L.A. (N.P.)
Western Australia—The Hon. B. T. Burke, M.L.A. (A.L.P.)
South Australia—The Hon. J. C. Bannon, M.H.A. (A.L.P.)
Tasmania—The Hon. R. T. Gray, M.H.A. (L.P.)
Northern Territory—The Hon. I. L. Tuxworth, M.L.A. (C.L.P.)

COMMONWEALTH GOVERNMENT

Second Hawke Ministry

		<i>Representation in other Chamber</i>
*Prime Minister	THE HON. R. J. L. HAWKE, A.C., M.P.	SENATOR BUTTON
*Deputy Prime Minister, Attorney-General, Minister Assisting the Prime Minister for Commonwealth— State Relations and Vice- President of the Executive Council	THE HON. LIONEL BOWEN, M.P.	SENATOR EVANS
*Leader of the Government in the Senate and Minister for Industry and Commerce	SENATOR THE HON. JOHN BUTTON	MR JONES
*Deputy Leader of the Gov- ernment and Manager of Government Business in the Senate and Minister for Community Services	SENATOR THE HON. DON GRIMES	MR HOWE
*Minister for Employment and Industrial Relations and Minister Assisting the Prime Minister for Public Service Industrial Matters	THE HON. RALPH WILLIS, M.P.	SENATOR WALSH
*Treasurer	THE HON. P. J. KEATING, M.P.	SENATOR WALSH
*Special Minister of State and Leader of the House	THE HON. MICHAEL J. YOUNG, M.P.	SENATOR EVANS
*Minister for Finance and Minister Assisting the Prime Minister for Public Service Matters	SENATOR THE HON. PETER WALSH	† MR HURFORD † MR WILLIS
*Minister for Foreign Affairs	THE HON. BILL HAYDEN, M.P.	SENATOR EVANS
*Minister for Education and Minister Assisting the Prime Minister on the Status of Women	SENATOR THE HON. SUSAN RYAN	MR DAWKINS
*Minister for Resources and Energy, Minister Assisting the Prime Minister and Minister Assisting the Min- ister for Foreign Affairs	SENATOR THE HON. GAR- ETH EVANS, Q.C.	MR JONES
*Minister for Trade and Min- ister Assisting the Prime Minister for Youth Affairs	THE HON. J. S. DAWKINS, M.P.	SENATOR BUTTON
*Minister for Primary Industry	THE HON. JOHN KERIN, M.P.	SENATOR WALSH
*Minister for Housing and Construction	THE HON. STEWART WEST, M.P.	SENATOR RYAN
*Minister for Defence	THE HON. KIM C. BEA- ZLEY, M.P.	SENATOR EVANS
*Minister for Immigration and Ethnic Affairs and Minis- ter Assisting the Treasurer	THE HON. CHRIS J. HUR- FORD, M.P.	SENATOR GRIMES
*Minister for Social Security	THE HON. BRIAN L. HOWE, M.P.	SENATOR GRIMES

Minister for Transport and Minister for Aviation	THE HON. PETER MORRIS, M.P.	SENATOR GIETZELT
Minister for Sport, Recreation and Tourism and Minister Assisting the Minister for Defence	THE HON. JOHN J. BROWN, M.P.	SENATOR RYAN
Minister for Health	THE HON. NEAL BLEWETT, M.P.	SENATOR GRIMES
Minister for Science and Minister Assisting the Minister for Industry, Technology and Commerce	THE HON. BARRY O. JONES, M.P.	SENATOR BUTTON
Minister for Territories	THE HON. GORDON SCHOLES, M.P.	SENATOR GIETZELT
Minister for Communications and Minister Assisting the Minister for Defence	THE HON. MICHAEL DUFFY, M.P.	SENATOR WALSH
Minister for Arts, Heritage and Environment and Minister Assisting the Prime Minister for the Bicentenary	THE HON. BARRY COHEN, M.P.	SENATOR RYAN
Minister for Aboriginal Affairs	THE HON. A. C. HOLDING, M.P.	SENATOR RYAN
Minister for Veterans' Affairs	SENATOR THE HON. A. T. GIETZELT	MR HOLDING
Minister for Local Govern- ment and Administrative Services	THE HON. TOM UREN, M.P.	SENATOR GIETZELT

* Minister in Cabinet

† Mr Hurford to represent the Minister for Finance, and Mr Willis to represent the Minister Assisting the Prime Minister for Public Service Matters.

COMMONWEALTH AND STATE LEADERS OF THE OPPOSITION, OCTOBER 1985

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 October 1985.

Commonwealth—The Hon. J. W. Howard, M.P. (L.P.)

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

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

Queensland—N. G. Warburton, M.L.A. (A.L.P.)

Western Australia—W. R. B. Hassell, M.L.A. (L.P.)

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

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

Northern Territory—B. Collins, M.L.A. (A.L.P.)

Numbers and salaries of Commonwealth Government Ministers

Under sections 65 and 66, respectively, of the Australian Constitution 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 1985 the number of Ministers is 27 and ministerial salaries range from \$21,361 for a Minister other than the Prime Minister, Deputy Prime Minister, Treasurer or Leader of the Government in the Senate to \$47,233 for the Prime Minister. An additional ministerial allowance of \$22,101 a year is payable to the Prime Minister, \$13,034 a year to the Deputy

Prime Minister, \$11,051 a year to the Treasurer, the Leader of the House and the Leader of the Government in the Senate, and \$9,067 a year to other Ministers.

All amounts payable in the foregoing paragraphs are in addition to amounts payable as Parliamentary allowances (*see* page 57).

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 (a)
Thirty-third	21 April 1983	26 October 1984
Thirty-fourth	21 February 1985	

(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-third Parliament opened on 21 April 1983 and ended on 26 October 1984 when the House of Representatives was dissolved. Writs were issued by the Governor-General on 26 October 1984 for elections in all States and Territories. The election was announced for 1 December for the House of Representatives and half the Senate. The thirty-fourth Parliament opened on 21 February 1985.

Qualifications for membership and for franchise—Commonwealth Parliament

Any Australian citizen, 18 years of age or over and who is, or is qualified to become, an elector of the Commonwealth Parliament is qualified for membership of either house of the Commonwealth Parliament. Any Australian citizen (or British subject who was on the Commonwealth Roll as at 25 January 1984) over 18 years of age is qualified to enrol and vote at federal elections. Residence in a subdivision for a period of one month prior to

enrolment is necessary to enable a qualified person to enrol. Enrolment and voting are compulsory for all eligible persons.

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 25 persons. Persons convicted of treason and not pardoned, or convicted and under sentence for any offence punishable by imprisonment for five years or longer, or of unsound mind, 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 enrolment and voting.

Commonwealth Parliaments and elections

From the establishment of the Commonwealth of Australia until 1949 the Senate consisted of 36 members, 6 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 10 Senators from each State instead of 6, thus increasing the total to 60 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 was a further increase of 23 to 145 State Members 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, 1979 (Western Australia only) and 1984. The quota (or average number) of electors is the basis for electoral distribution, but the Redistribution Committee 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, 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	1974	1977	1979	1981	1984
New South Wales	45	43	43	43	51
Victoria	34	33	33	33	39
Queensland	18	19	19	19	24
South Australia	12	11	11	11	13
Western Australia	10	10	11	11	13
Tasmania	5	5	5	5	5
Total	124	121	122	122	145

Following the Determination of February 1984, Redistribution Committees were appointed in all States and the Australian Capital Territory. The redistributions were finalised and came into effect progressively from June to October 1984.

The 1984 election was conducted on the new boundaries with 23 additional Divisions.

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 1922* 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 1973* the Australian Capital Territory was divided into two electoral divisions.

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.

In 1948, amendments to the *Commonwealth Electoral Act 1918* 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 1983 appear in earlier issues of the Year Book. Additional information is available in the *Election Statistics* issued by the Electoral Commissioner 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
1 DECEMBER 1984
HOUSE OF REPRESENTATIVES**

	<i>N.S.W.</i>	<i>Vic.</i>	<i>Qld</i>	<i>S.A.</i>	<i>W.A.</i>	<i>Tas.</i>	<i>N.T.</i>	<i>A.C.T.</i>	<i>Australia</i>
Electors enrolled	3,423,624	2,617,291	1,549,749	908,424	858,763	289,142	68,857	150,416	9,866,266
Number of votes recorded for—									
Australian Labor Party	1,458,857	1,117,874	605,972	367,915	359,860	113,094	25,140	71,592	4,120,304
Liberal Party	990,789	842,423	263,457	337,253	341,450	133,173	..	43,127	2,951,672
National Party	318,479	145,435	435,810	11,609	9,817	..	..	..	921,150
Australian Democrats	178,793	115,172	66,283	61,822	27,598	10,432	1,906	10,240	472,246
Nuclear Disarmament Party	5,438	2,702	..	2,270	2,623	..	..	4,944	17,977
Democratic Labor Party . . . . .	..	49,121	..	..	..	..	..	..	49,121
Socialist Workers Party	4,261	1,236	592	1,836	1,535	..	..	..	9,460
Communist Party of Australia	1,213	..	..	..	..	..	..	..	1,213
Pensioner Party of Australia . . . . .	..	1,645	..	..	..	..	..	..	1,645
Country Liberal Party . . . . .	..	..	..	..	..	..	27,335	..	27,335
Deadly Serious Party . . . . .	..	..	..	..	..	..	..	2,820	2,820
Others	65,572	8,925	3,040	2,205	3,791	3,747	1,581	1,436	90,297
Formal votes	3,023,402	2,284,533	1,375,154	784,910	746,674	260,446	55,962	134,159	8,665,240
Informal votes	198,509	202,740	64,228	74,719	59,801	16,237	2,909	6,982	626,125
Total votes recorded	3,221,911	2,487,273	1,439,382	859,629	806,475	276,683	58,871	141,141	9,291,365

COMMONWEALTH PARLIAMENT ELECTIONS
1 DECEMBER 1984

SENATE

	N.S.W.	Vic.	Qld	S.A.	W.A.	Tas.	N.T.	A.C.T.	Australia
Electors enrolled	3,423,624	2,617,291	1,549,749	908,424	858,763	289,142	68,857	150,416	9,866,266
Number of votes recorded for									
Australian Labor Party	1,268,489	1,053,488	556,584	340,115	334,371	108,900	26,040	60,789	3,748,776
Liberal/National Coalition	1,130,601	..	..	..	..	..	..	..	1,130,601
Liberal Party	..	816,362	242,937	306,027	313,738	106,427	..	43,725	1,829,216
National Party	..	95,954	404,736	10,756	13,739	..	..	..	525,185
Australian Democrats	223,095	165,624	127,838	91,329	37,369	15,897	2,449	12,559	676,160
Nuclear Disarmament Party	294,772	174,389	61,488	37,834	52,365	7,574	..	14,013	642,435
Call to Australia Group	109,046	30,797	..	22,429	..	..	..	..	162,272
Country Liberal Party	..	..	..	..	..	..	27,972	..	27,972
Democratic Labor Party	..	32,472	..	..	..	..	..	..	32,472
Pensioner Party of Australia	..	19,922	..	4,052	..	..	..	..	23,974
Conservative Party of Australia	..	..	4,651	..	..	..	..	..	4,651
Australian Family Movement	..	..	..	800	18,041	..	..	..	18,841
Senator Brian Harradine Group	..	..	..	..	..	22,992	..	..	22,992
Referendum First Group	..	..	..	..	..	..	..	5,773	5,773
Other	25,689	1,280	1,931	2,628	2,110	..	548	..	34,186
Formal votes	3,051,692	2,390,288	1,400,165	815,970	771,733	261,790	57,009	136,859	8,885,506
Informal votes	181,572	104,906	47,268	46,399	37,739	15,790	1,862	4,307	439,843
Total votes recorded	3,233,264	2,495,194	1,447,433	862,369	809,472	277,580	58,871	141,166	9,325,349

The state of the parties in each House at the commencement of the thirty-fourth Parliament was: *Senate*—Australian Labor Party 35, Liberal Party of Australia 28, National Party of Australia 6, Australian Democrats 6 and Independent 1 (after 30 June 1985, the composition of the Senate was as follows: Australian Labor Party 34, Liberal Party 28, National Party of Australia 5, Australian Democrats 7, Nuclear Disarmament Party 1, Independent 1); *House of Representatives*—Australian Labor Party 82, Liberal Party of Australia 45, National Party of Australia 21.

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, 38 proposals have been submitted to referendums and the consent of the electors has been received in 8 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—2 prior to Federation regarding the proposed Constitution and 2 regarding military service during the 1914–1918 War. A National song poll was held on 21 May 1977. Voting was preferential and after the distribution of preferences *Advance Australia Fair* became the National song of Australia. 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.

On 26 October 1984 writs were issued for 2 referendum questions to be decided on 1 December 1984. They related to Terms of Senators and the Interchange of Powers between State and Commonwealth Governments. Both questions were defeated. The first referendum question received an overall majority of 112,211 votes throughout Australia but only two States, New South Wales and Victoria, supported it. The second referendum question was defeated by an overall majority of 508,730 votes, and in all of the States. The results of the 2 referendum questions were as follows:

TERMS OF SENATORS

<i>State</i>	<i>Number of votes given IN FAVOUR of the proposed law</i>	<i>Number of votes given NOT IN FAVOUR of the proposed law</i>	<i>Number of Ballot-papers rejected as INFORMAL</i>
New South Wales	1,621,894	1,446,150	148,212
Victoria	1,244,451	1,094,760	136,680
Queensland	642,768	765,329	39,187
South Australia	398,127	398,463	59,636
Western Australia	358,502	412,996	35,139
Tasmania	102,762	158,777	15,561
Australian Capital Territory	76,901	58,764	5,317
Northern Territory	28,310	26,265	4,093
Total for the Commonwealth	4,473,715	4,361,504	443,825

INTERCHANGE OF POWERS

<i>State</i>	<i>Number of votes given IN FAVOUR of the proposed law</i>	<i>Number of votes given NOT IN FAVOUR of the proposed law</i>	<i>Number of Ballot-papers rejected as INFORMAL</i>
New South Wales	1,475,971	1,533,799	206,486
Victoria	1,139,565	1,146,136	190,190
Queensland	578,674	809,249	59,361
Western Australia	336,184	423,022	47,431
South Australia	355,588	418,433	82,205
Tasmania	87,933	165,878	23,289
Australian Capital Territory	74,741	58,487	7,754
Northern Territory	25,684	28,066	4,918
Total for the Commonwealth	4,074,340	4,583,070	621,634

The Parliaments of the States

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

For corresponding particulars for the Commonwealth Parliament, see pages XX-XX.

STATE PARLIAMENTS: MEMBERSHIP, BY PARTY AFFILIATION, OCTOBER 1985

<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.)	25	22	..	9	13	1
Independent (Ind.)	3	..	..	..	..	18
Liberal Party of Australia (L.P.)	10	17	..	11	18	..
National Country Party (N.C.P.) (a) . . . . .	..	..	..	..	1	..
National Party (N.P.) . . . . .	..	..	..	..	1	..
National Party of Australia (N.S.W.) (N.P.A.)	6	..	..	..	1	..
National Party of Australia (Victoria) (N.P.A.) . . . . .	..	5	..	..	..	..
National Party of Australia (W.A.) (N.P.A.) . . . . .	..	..	..	..	1	..
Australian Democrats (A.D.)	1	..	..	2	..	..
Total	45	44	(b)	22	34	19
LOWER HOUSE						
Australian Labor Party (A.L.P.)	58	47	32	23	32	14
Independent (Ind.)	5	..	1	..	1	2
Independent Labor (Ind. Lab.) . . . . .	..	..	..	2	..	..
Liberal Party of Australia (L.P.)	21	31	6	21	19	19
National Country Party (N.C.P.) (a) . . . . .	..	..	..	1	3	..
National Party (N.P.) . . . . .	..	..	43	..	2	..
National Party of Australia (N.S.W.) (N.P.A.)	15	..	..	..	..	..
National Party of Australia (Victoria) (N.P.A.) . . . . .	..	10	..	..	..	..
Australian Democrats (A.D.) . . . . .	..	..	..	..	..	..
Total	99	88	82	47	57	35

(a) Formerly the National Alliance Party. (b) Upper House abolished in 1922.

**PARLIAMENTARY GOVERNMENT MEMBERS—ANNUAL SALARIES AND
ALLOWANCES, OCTOBER 1985**

Members in—	Cwth	N.S.W.	Vic.	Qld	S.A.	W.A.	Tas.	N.T.	Total
NUMBER OF MEMBERS									
Upper House. . .	76	45	44	(a)	22	34	19	..	240
Lower House. . .	148	99	88	82	47	57	35	25	581
Total . . .	224	144	132	82	69	91	54	25	821
ANNUAL SALARY (a) (\$)									
Upper House. . .	(b) 41,802	40,587	42,389	..	37,500	40,800	35,530	..	..
Lower House. . .	(b) 41,802	40,587	42,389	42,544	37,500	40,800	35,530	41,720	..
ELECTORAL ALLOWANCES (\$)									
Upper House. . .	15,200	(c)13,273	12,163– 17,637	..	11,500	11,535	(c)3,908– 25,954	..	..
Lower House. . .	(d) 15,200– 22,040	(c)13,273– 23,690	(d)12,163– 17,637	(c)10,472– 26,878	7,785– 28,800	10,681– 25,100	(c)5,330– 12,436	(c)7,000– 13,500	..

(a) Basic rates (payable to backbenchers, etc.) only; additional rates apply for Ministers, etc. (b) Certain additional allowances are also provided for holders of parliamentary offices, etc. (c) Allowances 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 \$8,136 is paid to members representing country electorates with members, of the Upper House, who reside in country districts, receiving \$5,410–\$8,136. (d) 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 \$15,200 p.a.; a member representing an electorate with a population of 140,000 or more receives \$18,460 p.a.; a member representing an electorate of 5,000 square kilometres or more receives an electorate allowance at the rate of \$22,040 p.a.

Outlay on parliamentary government

The accompanying table 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, 1983–84 (\$'000)

Expenditure group	Cwth	N.S.W.	Vic.	Qld	S.A.	W.A.	Tas.	N.T.	Total
Governor-General, Governor or Administrator (a)	3,211	1,283	1,432	818	641	599	835	802	9,622
Ministry (b)	4,388	1,953	1,905	2,717	904	705	947	1,610	15,129
Parliament—									
Upper House (c)	5,776	2,157	2,454	..	1,295	2,544	869	..	15,095
Lower House (c)	7,182	4,718	4,144	3,528	2,564	3,834	1,251	1,724	28,945
Both Houses (d)	49,717	17,377	15,081	7,140	4,975	5,384	1,955	1,444	103,074
Miscellaneous (e)	25,866	869	2,244	2,992	2,571	1,010	365	60	35,977
Total, Parliament.	88,541	25,121	23,924	13,660	11,405	14,076	4,440	5,640	183,091
Electoral (f)	32,642	7,372	530	4,042	651	2,143	385	239	48,004
Royal Commissions, Select Committees, etc.	8,526	2,312	590	34	119	503	41	47	12,172
Grand Total	137,308	38,041	28,381	21,272	13,721	16,722	6,648	5,926	268,019

(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(a)	N.S.W.	Vic.	Qld	S.A.	W.A.	Tas.	N.T.(b)	Total
TOTAL (\$'000)									
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
1982-83	132,307	29,431	28,544	20,654	13,254	15,301	6,445	4,074	250,011
1983-84	137,308	38,041	28,381	21,272	13,721	16,722	6,648	5,926	268,019

PER HEAD OF POPULATION
(\$)

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
1982-83	8.66	5.52	7.11	8.44	9.93	11.32	14.96	30.98	16.36
1983-84	8.77	7.06	7.13		10.18	12.00	15.29	41.94	

(a) Includes appropriations for the construction of the new Commonwealth Parliament House which amounted to \$500,000 in 1979-80, \$7,500,000 in 1980-81, \$23,100,000 in 1981-82 and \$53,700,000 in 1982-83.

(b) 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.

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 number of enactments of the Commonwealth Parliament since 1901 has considerably increased, in 1983 147 enactments were passed.

National Anthem and Colours of Australia

Details of the official proclamation issued on 19 April 1984 is as follows:

His Excellency, the Governor-General of the Commonwealth of Australia, issued the following Proclamation on 19 April 1984:

I, SIR NINIAN MARTIN STEPHEN, Governor-General of the Commonwealth of Australia, acting with the advice of the Federal Executive Council, hereby declare:

- (a) that the anthem "God Save The Queen" shall henceforth be known as the Royal Anthem and be used in the presence of Her Majesty The Queen or a member of the Royal Family;
- (b) that the National Anthem shall consist of the tune known as "Advance Australia Fair" with the following words:

*Australians all let us rejoice,
For we are young and free;
We've golden soil and wealth for toil;
Our home is girt by sea;
Our land abounds in nature's gifts
Of beauty rich and rare;
In history's page, let every stage
Advance Australia Fair.
In joyful strains then let us sing,
Advance Australia Fair.
Beneath our radiant Southern Cross
We'll toil with hearts and hands;
To make this Commonwealth of ours
Renowned of all the lands;
For those who've come across the seas
We've boundless plains to share;
With courage let us all combine
To Advance Australia Fair.
In joyful strains then let us sing,
Advance Australia Fair.*

- (c) that the Vice-Regal Salute to be used in the presence of His Excellency The Governor-General shall consist of the first four bars and the last four bars of the tune known as "Advance Australia Fair";
- (d) that the National Anthem shall be used on all official and ceremonial occasions, other than occasions on which either the Royal Anthem or the Vice-Regal Salute is used; and
- (e) that green and gold (Pantone Matching System numbers 116C and 348C as used for printing on paper) shall be the national colours of Australia for use on all occasions on which such colours are customarily used.

National Flag

For information on Australia's National Flag see the special article in Year Book No. 67, pages 23-28.