

Director I & P.R.

EMBARGOED UNTIL DELIVERY ABOUT  
8 P.M. THURSDAY 18 APRIL 1985

"SOME THOUGHTS ON SELF GOVERNMENT FOR THE A.C.T."

SPEECH BY

SENATOR AUSTIN LEWIS, SHADOW MINISTER  
FOR TERRITORIES.

DELIVERED TO THE BELCONNEN CHAMBER OF COMMERCE

AT THE

JAMISON INN, JAMISON. A.C.T.

# ArchivesACT Research Guide

## SOME THOUGHTS ON SELF GOVERNMENT FOR THE ACT

CANBERRA IS A BEAUTIFUL CITY OF WHICH ALL AUSTRALIANS CAN BE PROUD. CREATED OUT OF MELBOURNE/SYDNEY RIVALRIES - ITS DEVELOPMENT INTO A THRIVING CITY IS LARGELY DUE TO THE ENERGY, PERSISTENCE AND VISION OF BOB MENZIES, AND THE 'BENEVOLENT DICTATORSHIP' OF SUCCESSIVE ADMINISTRATIONS.

NOW WE ARE GOING TO HAVE SELF-GOVERNMENT, SO LET'S MAKE IT THE BEST SELF-GOVERNMENT WE CAN GET.

LET'S DETERMINE WHAT WE WANT AND THE BEST WAY OF GETTING IT.

FIRSTLY THE PARLIAMENT:

VARIOUS TYPES OF LEGISLATURES HAVE BEEN EXAMINED BUT SUPPORT HAS GENERALLY FAVOURED A SINGLE CHAMBER (UNICAMERAL) LEGISLATIVE ASSEMBLY MAINLY BECAUSE IT IS A FORM OF GOVERNMENT READILY UNDERSTOOD BY AUSTRALIANS.

THIS RELUCTANCE TO RECOMMEND SOMETHING NEW ALSO APPEARS IN THE CRAIG REPORT WHICH CONCLUDED THAT:

"BECAUSE OF ITS COMPATABILITY WITH THE AUSTRALIAN SYSTEM AND THE CONSTITUTION THE NORTHERN TERRITORY MODEL PROVIDES THE MOST RELEVANT PRECEDENT."

THE CRAIG REPORT PROVIDES A WELL-CHARTED COURSE TO SELF-GOVERNMENT AND IS VERY THOROUGH. MUCH OF ITS WORK WILL BE USEFUL WHATEVER PATH IS TAKEN. MY MAIN MISGIVING IS THAT IT TENDS TO ENTRENCH EXISTING STRUCTURES AND LEAD TO EXPENSIVE SOLUTIONS.

THE CRAIG SUPPORT FOR THE NORTHERN TERRITORY MODEL IS IN DIRECT CONTRAST WITH THE VIEWS EXPRESSED IN MAY 1967 BY DOUG ANTHONY, (THEN MINISTER FOR THE INTERIOR), WHO SAID "NO VALID GROUNDS EXIST FOR COMPARING POSSIBLE FORMS OF GOVERNMENT FOR THE AUSTRALIAN CAPITAL TERRITORY WITH THOSE OF THE NORTHERN TERRITORY ... THE SYSTEM OF GOVERNMENT FOR THE AUSTRALIAN CAPITAL TERRITORY MUST ... BE DEVELOPED TO MEET ITS PECULIAR NEEDS."

CANBERRA IS OF COURSE A FAIRLY HOMOGENOUS CITY-STATE WITH A SMALL RURAL ATTACHMENT VASTLY DIFFERENT FROM THE NORTHERN TERRITORY.

THERE ARE ALTERNATIVES TO THE N.T. MODEL. FOR EXAMPLE WE COULD HAVE A PRESIDENTIAL STYLE WITH A CHIEF MINISTER ELECTED SEPARATELY FROM THE MEMBERS OF THE LEGISLATIVE CHAMBER. THE CRAIG REPORT SETS OUT THESE ALTERNATIVES BUT DISMISSES THEM.

THERE ARE CITY-STATES IN GERMANY WITH A STYLE OF GOVERNMENT CALLED "LANDER" WHICH SHOULD BE CONSIDERED. THEIR BURGOMASTER IS ALL POWERFUL.

ANOTHER ALTERNATIVE WOULD BE BASED ON AN EXTENDED BRISBANE CITY COUNCIL MODEL.

DETERMINATION OF BASIC NEEDS FREQUENTLY RESOLVES THE PROBLEM. FOR EXAMPLE: IF THE ACT IS TO PARTICIPATE IN INTER-GOVERNMENTAL RELATIONS THEN WE NEED A CHIEF MINISTER NOT A MAYOR, BUT IS THERE ANY REASON WHY HE SHOULD NOT HOLD BOTH TITLES AS IS THE CASE IN VIENNA?

AS TO THE SIZE OF THE PARLIAMENT: THE CRAIG PROPOSAL IS FOR THREE ELECTORATES AND "SENATE" STYLE PROPORTIONAL REPRESENTATION. BUT 5 MEMBERS IN EACH ELECTORATE WOULD DETERMINE A QUOTA OF  $16 \frac{2}{3}$  WHICH PROBABLY WOULD CUT OUT ALL BUT THE MAJOR PARTIES AND THE PARLIAMENT WOULD BE VERY SMALL FOR A "WESTMINSTER" STYLE GOVERNMENT THOUGH NOT FOR A "PRESIDENTIAL" STYLE.

3 ELECTORATES OF 6 WOULD PRODUCE AN EVEN NUMBER AND BE NO GOOD.

3 OF 7 WOULD REQUIRE A QUOTA OF  $12 \frac{1}{2}$  AND A WESTMINSTER STYLE PARLIAMENT PROBABLY WOULD NEED 21 MEMBERS.

BUT I CAN HEAR SOME OF YOU SAYING THAT CANBERRA NEEDS ANOTHER 21 FULL TIME MEMBERS OF PARLIAMENT LIKE A HOLE IN THE HEAD. THAT IS WHY I AM CONCERNED ABOUT WHERE THE CRAIG REPORT COULD LEAD.

OF COURSE, IF YOU LIMIT THE NUMBER OF REPRESENTATIVES TO A CHIEF MINISTER/LORD MAYER AND A COUNCIL OF SAY 8 THEN YOU WILL HAVE TO LIMIT THE NUMBER OF FUNCTIONS UNDER THEIR CONTROL, SIMPLY BECAUSE OF THE AMOUNT OF WORK.

THE DETAILED LIST OF FUNCTIONS WHICH MIGHT BE TRANSFERRED TO THE NEW GOVERNMENT IS VAST. THEY INCLUDE, OF COURSE ALL OF LOCAL GOVERNMENT NORMALLY CONDUCTED BY THE THIRD TIER OF GOVERNMENT AND PRACTICALLY ALL THE FUNCTIONS NORMALLY CONDUCTED BY THE SECOND TIER OF GOVERNMENT - IE THE STATE GOVERNMENTS. IT IS MUCH EASIER TO LIST WHAT MIGHT BE EXCLUDED.

I NOW TURN TO THE COST OF SELF-GOVERNMENT.

I DO NOT WISH TO CREATE AN ATMOSPHERE OF FEAR ABOUT SELF GOVERNMENT - THE SUBJECT IS FAR TOO IMPORTANT FOR KNEE-JERK REACTIONS, SIMPLY I WANT TO POINT OUT THE NEED TO CONTAIN COSTS.

THE COMMONWEALTH GRANTS COMMISSION REPORT ON FINANCING THE AUSTRALIAN CAPITAL TERRITORY (COMPLETED IN JULY 1984) PROVIDES SOME NOTIONAL IDEAS ABOUT THE COST OF SELF-GOVERNMENT BUT HAD SIGNIFICANT RESERVATIONS AS TO THE ACCURACY OF THE FIGURES PROVIDED BY COMMONWEALTH DEPARTMENTS AND AUTHORITIES.

ONE NEED ONLY TO LOOK AT THE TRANSFER OF COLONIAL POWER TO INDIGENOUS GOVERNMENTS TO SEE THE DANGERS INHERENT IN A SIMPLE TRANSFER OF FUNCTIONS. A GOOD EXAMPLE IS PAPUA NEW GUINEA WHERE THE NEW GOVERNMENT SOON FOUND THAT OUR PUBLIC SERVICE STRUCTURES WERE TOO EXPENSIVE.

IT MIGHT BE POSSIBLE TO INTEGRATE SOME AREAS.

REMEMBER THE OUTRAGEOUS DEMARCATION DISPUTE BETWEEN THE POLICE AND FIRE BRIGADE OVER "EMERGENCY RESCUE VEHICLES". PERHAPS WE COULD HAVE ONE COMMISSIONER RESPONSIBLE FOR POLICE, FIRE BRIGADE, BUSH FIRE BRIGADES, AMBULANCE AND EMERGENCY SERVICES WITH A SINGLE ADMINISTRATION SIMILAR TO THAT PROVIDED BY THE LOS ANGELES POLICE DEPARTMENT?

DO WE REQUIRE OUR OWN POLICE FORCES, FIRE BRIGADE AND AMBULANCE SERVICES OR SHOULD WE, AS IS DONE IN PARTS OF CANADA, LEASE THEM FROM A FEDERAL OR STATE AUTHORITY DISPENSING WITH THE COSTS OF SEPARATE TRAINING ESTABLISHMENTS?

AND WHAT ABOUT THE DUPLICATION BETWEEN THE HEALTH AUTHORITY AND THE DEPARTMENT OF CAPITAL TERRITORY IN THE SOCIAL WELFARE AREA?

SELF-GOVERNMENT IS OF PARTICULAR SIGNIFICANCE TO THE PRIVATE SECTOR, GIVEN THE FACT THAT THERE WILL BE A SIGNIFICANT REDUCTION IN COMMONWEALTH CAPITAL WORKS BY 1990. CANBERRA MUST DIVERSIFY OR STAGNATE.

THE SORT OF SELF-GOVERNMENT WE GET MUST BE ABLE TO COPE WITH THE DECLINE IN COMMONWEALTH CAPITAL WORKS AND ATTRACT PRIVATE ENTERPRISE TO CANBERRA.

AN INNOVATIVE GOVERNMENT WITH THE CAPACITY TO "DELIVER THE GOODS", AND MAKE IT ATTRACTIVE FOR INDUSTRIES TO LOCATE OR RELOCATE IN CANBERRA. THE GERMAN CITY-STATES OF BREMEN AND HAMBURG WITH THEIR 'LANDER' GOVERNMENTS COULD TEACH US MUCH ABOUT ATTRACTING INDUSTRY.

IT CONCERNS ME THAT THE CRAIG REPORT INDICATES THAT THE TASK FORCE HAD MEETINGS WITH ONLY 8 BUSINESSMEN COMPARED WITH 19 MEMBERS OF THE HOUSE OF ASSEMBLY, 44 GOVERNMENT EMPLOYEES; 13 POLITICIANS; 20 TRADE UNION OFFICIALS; 32 OTHER GROUPS AND 20 NORTHERN TERRITORY REPRESENTATIVES.

I TURN TO POSSIBLE PRIVATE SECTOR DEVELOPMENTS. TOURISM IS SEEN BY SOME AS THE PANACEA. CERTAINLY IT WILL CONTINUE TO BE OF INCREASING IMPORTANCE. BUT THERE ARE OTHER AREAS.

OUR BASIC INFRASTRUCTURE IS EXCELLENT AND OUR POPULATION IS WELL EDUCATED.

WHAT WE NOW NEED IS A SYSTEM TO ATTRACT THE ENTREPRENEURS TO DEVELOP A DIVERSITY OF ENTERPRISES AND SERVICES.

WHILE ENCOURAGING NATIONAL AND MULTI-NATIONAL COMPANIES TO ESTABLISH OFFICES IN THE NATIONAL CAPITAL. CONSIDER THE POSSIBILITY THAT CANBERRA COULD BECOME THE EDUCATIONAL CAPITAL OF THE ASIAN AND PACIFIC REGION.

THERE ARE MANY PEOPLE IN NEARBY COUNTRIES WHO COULD AND PROBABLY WOULD PAY THE FULL COSTS OF A FIRST CLASS EDUCATION FOR THEIR CHILDREN.

PRIVATE ENTERPRISE COULD BE ENCOURAGED (AND ALLOWED) TO DEVELOP BOARDING SCHOOLS AND COLLEGES AND EVEN A PRIVATE UNIVERSITY FOR FEE PAYING STUDENTS TO THE BENEFIT OF ALL RESIDENTS.

PERHAPS PRIVATE ENTERPRISE COULD DEVELOP A SCHOOL FOR HOTELIERS AND CATERING STAFF SIMILAR TO THE PRESTIGIOUS EUROPEAN ESTABLISHMENTS.

GIVEN THE OPPORTUNITY PRIVATE ENTERPRISE MIGHT CONSIDER THIS IS THE BEST AREA FOR PHARMACEUTICAL RESEARCH OR OTHER LABORATORIES THAT LOOK TO CO-OPERATION WITH UNIVERSITIES, CSIRO AND DEFENCE.

WE MAY HAVE BEEN BEATEN TO THE PUNCH BY SINGAPORE IN THE DEVELOPMENT OF A LOCAL 'SILICON VALLEY' COMPLEX, BUT IN SOFTWARE DEVELOPMENT, PARTICULARLY IN THE EDUCATION AND DEFENCE FIELDS, THERE APPEARS TO BE MUCH SCOPE.

A NUMBER OF NATIONS HAVE ADOPTED THE CONCEPT OF A DUTY FREE INDUSTRIAL EXPORT ZONE.

MATERIALS AND COMPONENTS IMPORTED INTO SUCH ZONES FOR THE MANUFACTURE OR ASSEMBLY OF GOODS FOR EXPORT MARKETS DO NOT ATTRACT DUTIES.

COULD WE ESTABLISH SUCH A ZONE HERE? THAT WOULD PROVIDE A MASSIVE BOOST TO THE PRIVATE SECTOR.

SPECIAL REGULATORY ARRANGEMENTS (OR FACILITIES) THROUGH WHICH BANKS MAY CONDUCT INTERNATIONAL BANKING BUSINESS LARGELY EXEMPT FROM DOMESTIC REGULATORY CONSTRAINTS IS ANOTHER POSSIBILITY.

OTHER INCENTIVES TO PROMOTE CLEAN INDUSTRIAL DEVELOPMENT INCLUDE:

'PIONEER STATUS' PROVIDING TAX HOLIDAYS FOR A NUMBER OF YEARS.

BOND WAREHOUSING AND SERVICING INCENTIVES.

SCHEMES TO PROVIDE FINANCIAL ASSISTANCE TO COMPANIES WITH SPECIALISED PROJECTS OF UNIQUE ECONOMIC AND TECHNICAL BENEFIT.

PRODUCT DEVELOPMENT ASSISTANCE.

RESEARCH AND DEVELOPMENT ASSISTANCE.

JOINT PROJECTS WITH CSIRO AND OF COURSE THERE IS MAJOR NEED FOR THE PRIVATE DEVELOPMENT OF A HOSPICE AND OTHER FACILITIES FOR THE ELDERLY.

OF COURSE ATTITUDES WOULD HAVE TO CHANGE. CURRENTLY WHENEVER SOMEONE HAS A GOOD IDEA THE PROPOSAL IS PUT TO THE GOVERNMENT FOR THE TAXPAYERS TO PROVIDE.

BUT THIS WILL NOT CONTINUE.

THE NEW GOVERNMENT WILL BE CONSTRAINED BY ITS FINANCIAL AGREEMENT WITH THE COMMONWEALTH AND ITS OWN ABILITY TO RAISE REVENUE.

IN ANY CASE THE "CARGO CULT" MENTALITY WILL NOT ATTRACT THE SORTS OF PROGRESSIVE ENTERPRISES THAT I AM TALKING ABOUT.

I THINK THAT THE UNION MOVEMENT COULD BE PERSUADED TO SEE THE ADVANTAGES OF SUCH DEVELOPMENTS. IF NOT, THE NEW GOVERNMENT WOULD NEED TO IMPOSE ITS WILL.

BUT THE ATTITUDES OF MANY EMPLOYERS WILL HAVE TO CHANGE. I BELIEVE THAT THE FUTURE OF MANY ENTERPRISES DEPENDS ON THE ATTITUDE OF MANAGEMENT TOWARDS WORKER PARTICIPATION, CERTAINLY AT THE WORKFACE AND POSSIBLY IN OWNERSHIP.

25 YEARS AGO DOUGLAS MCGREGOR WROTE ABOUT "THEORY X" AND "THEORY Y" ORGANISATIONS BUT STILL MANY MANAGERS CONTINUE TO FOLLOW THEORY X AND WONDER WHY THEY FAIL.

OTHERS STUMBLE ALONG TRYING TO RE-INVENT THE WHEEL IN THEIR RELATIONSHIPS WITH STAFF.

THE FUNCTIONS TO BE TRANSFERRED TO THE NEW GOVERNMENT SHOULD BE IN A FORM WHICH IS, WHAT I WOULD DESCRIBE AS, 'LEAN AND HUNGRY'. THE FEDERAL GOVERNMENT SHOULD NOT BE ALLOWED SIMPLY TO DUMP EXISTING STRUCTURES ON THE NEW GOVERNMENT.

THERE SHOULD BE COST BENEFIT ANALYSES AND MUCH 'LATERAL' THINKING ABOUT EACH DEPARTMENT BEFORE FUNCTIONS ARE TRANSFERRED.

THAT SHOULD BE THE TOP PRIORITY OF THE MINISTER AND THE DEPARTMENT. IT SHOULD BE THE FIRST ROLE OF THE NEW PARLIAMENT.

RATHER THAN JUST FORMING A GOVERNMENT IT MIGHT BE BETTER IF THE FIRST PARLIAMENT WERE DETERMINED TO BE AN INTERIM PARLIAMENT WHICH FORMED ITSELF INTO A SERIES OF BI-PARTISAN COMMITTEES TO EXAMINE EACH FUNCTION TO BE TRANSFERRED TO IT AND DETERMINE THE FORM IN WHICH IT WISHES TO TAKE OVER THAT FUNCTION.

THE COMMITTEES COULD EMPLOY INDEPENDENT EXPERT ADVICE.

I SUGGEST THAT THE FIRST STEP IN SUCH A COURSE WOULD BE TO EXTEND THE LIFE OF THE PRESENT HOUSE OF ASSEMBLY BY SAY 12 MONTHS, DECLARE IT TO BE AN INTERIM-PARLIAMENT AND OFFER THE PRESENT MEMBERS SALARIES WHICH WOULD ENABLE THEM TO PARTICIPATE FULL-TIME.

THAT BODY SHOULD BE PUT INTO SUFFICIENT FUNDS TO ENABLE IT TO ENGAGE CONSULTANTS FOR THE COMMITTEES.

PAK-POY AND ASSOCIATES MADE SUBSTANTIAL SAVINGS FOR THE BRISBANE CITY COUNCIL.

AT THE SAME TIME THE FEDERAL GOVERNMENT SHOULD CONSOLIDATE ALL DEPARTMENTAL UNITS INVOLVED IN THE ADMINISTRATION OF FUNCTIONS TO BE TRANSFERRED UNDER ONE MINISTER.

THE NEXT STEP SHOULD BE THE PROVISION OF ACCURATE MUNICIPAL ACCOUNTING SO THAT THE GRANTS COMMISSION CAN MAKE A PROPER ASSESSMENT FOR NEGOTIATION OF THE TERRITORY'S FINANCIAL ARRANGEMENTS.

# ArchivesACT Research Guide

6.

RATIONALISATION AND INTEGRATION OF SERVICES IN CONSULTATION WITH THE INTERIM PARLIAMENT AND ITS COMMITTEES WOULD FOLLOW.

I COULD GO ON BUT IT IS UNNECESSARY FOR ME TO DO SO.

WHAT I WISH TO POINT OUT IS THAT IT IS NOT SIMPLY A MATTER OF DETERMINING THE NATURE AND SIZE OF THE NEW PARLIAMENT THEN 'DUMPING' A NUMBER OF FUNCTIONS IN ITS LAP AND EXPECTING IT TO BE ABLE TO COPE.

THAT APPROACH COULD PROVE TO BE DISASTROUS AND YET I THINK IT IS WHAT WILL HAPPEN. WHAT IS NEEDED IS CREATIVE IDEAS AND "HARD NOSED" PEOPLE.

IDEALLY THE SOLUTIONS TO THE PROBLEMS OF SELF-GOVERNMENT SHOULD BE BIPARTISAN AND PUT TO THE PEOPLE OF CANBERRA FOR DECISION. THE SECOND LEG OF THAT DOUBLE, IE A REFERENDUM, WILL NOT TAKE PLACE UNDER THIS GOVERNMENT AND THE PROBABILITIES ARE THAT SELF-GOVERNMENT IN SOME FORM WILL BE HERE BEFORE MY PARTY IS RETURNED TO OFFICE.

IF YOU WANT TO BE INVOLVED IN THE CHANGES THAT ARE GOING TO TAKE PLACE YOU SHOULD JOIN ONE OF THE ACT POLITICAL PARTIES. THEY WILL DETERMINE THE POLICIES AND THE MEMBERS OF THE NEW GOVERNMENT.