RESPONSIBLE PARLIAMENTARY GOVERNMENT
Monday 26 July – Friday 13 August 2004
Asia Pacific School of Economics and Government
The Australian National University, Canberra

This three-week program was organised and conducted by the Asia Pacific School of Economics and Government (APSEG). It is the third occasion on which the program has been offered. On this occasion two Masters students also participated. In the three years 39 people have undertaken the program.

As in 2002 and 2003, the Program was funded by AusAid. Participants were selected by the Centre for Democratic Institutions which also made arrangements for accommodation and transport.

There were 16 participants – four from Indonesia, two each from Cambodia, East Timor, Laos, Thailand and Vietnam, and two Masters students.

All had a reasonable proficiency in English and the entire program was conducted without interpreters.

The structure of the 2004 program was broadly similar to those for 2002 and 2003.

Participant assignments were based upon readings from some of the classical texts about parliament and democracy: Burke’s address to the electors of Bristol; the Federalist papers; Lincoln’s Gettysburg address; J.S. Mill’s Representative Government; Walter Bagehot; and Alexis de Tocqueville’s Democracy in America.

The program has several objectives. These include:

- Providing participants with an informed understanding of the constitutional and parliamentary framework for representative government on a democratic and elective basis;
- Assisting them thereby better to understand the workings of representative and responsible government under modern conditions;
- Promoting their understanding of the practical contributions which parliamentary staff can make to the effective operations of a democratically elected parliament; and
- Enhancing their knowledge of a parliament’s relationship with other institutions essential to a fully democratic polity, in particular the courts and the media.

**Key components of the program were:**

- Australia’s constitutional and parliamentary arrangements, including the federal character of the nation’s government;
- The Parliament, including the roles of the Governor-General; the presiding officers; the clerks; the Library/Research Service; and the place of the Opposition;
- Media coverage of parliament;
- The enactment of legislation, including the making of regulations, etc.;
- Scrutiny and management of public expenditure;
- Roles, activities and servicing of parliamentary committees;
- Parliamentary activities relating to human rights and the fight against corruption;
- Relations with courts and tribunals; administrative review;
- Parliamentary administration, including the Parliamentary Service Act; and
- Conduct, ethics etc.

**Special features of the program were visits to Parliament House to see Question Time in the Senate and the House of Representatives; committee hearings in the Senate; and visits to key locations such as the Leader of the Opposition’s suite and the Cabinet rooms.**

The participants also had the opportunity of meeting His Excellency the Governor-General and Mrs Jeffery. In a tour of the public parts of the residence, they viewed the room where the Federal Executive Council meets, and also the study used by the Governor-General at the time of the dismissal of the Whitlam Government.

Visits to Cooma Council and the ACT Legislative Assembly demonstrated that basic principles of representative and responsible government on an elective basis can be found at local and territory levels as well as the national.

During the three weeks, the Program was addressed in total by 36 major speakers in addition to sessions led by me.

Apart from His Excellency the Governor-General, the background of the session leaders was:

- Academics (7);
- Parliamentarians, ex-parliamentarians (5);
• Parliamentary, ex-parliamentary staff (11);
• Public servants, ex-public servants (11); and
• Journalists (2).

Reading Material

To facilitate the program, all participants were provided with a range of reading materials about the various topics covered. This was mainly drawn from information sheets prepared by the two houses of the Parliament and similar documentation from other sources. It was brief and generally in plain English. Many session presenters supplied notes, including copies of PowerPoint presentations. A range of more substantial readings was also distributed during the course of the Program, mainly at the request of participants.

Assessment

The program provided a comprehensive coverage of the field. Formal sessions were concentrated in the first half of the program. This arrangement helped to retain participant interest until the very end of the program.

Participants generally took the initiative in relating the themes of the various sessions to the situation in their own countries. Professor Ian Marsh’s session particularly stimulated these connections.

The readings/discussion groups/written assignments worked well, not least because participants again sought to link the various themes to parliamentary arrangements in their own countries.

My reports on the 2002 and 2003 programs raised the question of follow-up. My general view is that on-location follow-up would be beneficial. This is based in part on continuing communications with participants in the three programs which have been conducted.

Conclusion

The program participants were well chosen: they had the intellectual calibre to benefit; were sufficiently proficient in English for the use of interpreters (usually distracting) not to be necessary; and, as in previous years, they were highly motivated and committed.

The syllabus and conduct of the Program, as in 2002 and 2003, owed a great deal to the Clerk of the House of Representatives, Mr Ian Harris. His knowledge of the qualities of a good parliamentary officer and his counsel about session presenters were invaluable in design and construction of the program. The subsequent practical and personal support at Parliament House
gave the program a cachet it could not otherwise have had, and greatly helped to activate and excite the interest of participants.

The enthusiastic support of the Presiding Officers, parliamentarians and former parliamentarians, and senior staff from all parliamentary departments was a major contribution to the conduct of the program and was deeply and expressly appreciated by all participants.
Participants - ANU Parliamentary Officials Course  
*Responsible Parliamentary Government*  
26 July – 13 August 2004

**Cambodia:**
1. Mr Phan Sothy  
   Deputy of Legal Advisory Council  
2. Mr Chhim Sothkun  
   Chief of Assistant office of the Secretary General

**East Timor:**
1. Mr Marcia Correia de Lemos  
   Translator and interpreter for National Parliament  
2. Ms Sancha Margarida  
   Staff of the Plenary Support Service

**Indonesia:**
1. Mr Sumbodo  
   Head of sub-division of Education & Training  
2. Ms Suprihartini  
   Head of sub-division of Commission I Secretariat  
3. Mr Hernadi  
   Head of sub-division of Leadership Secretariat  
4. Mr Asep Ahmad Saefulloh  
   Researcher

**Laos:**
1. Ms Thavisay Phasathanh,  
   Deputy-Director, Foreign Affairs Department, National Assembly  
2. Mr Khamphone Kanthaboun,  
   Director, Secretary to the Members of the Standing Committee, Chairman of the Foreign Affairs Committee, National Assembly.

**Thailand:**
1. Mrs Benjamard Wiwatchankit,  
   Academic in Information Technology, Library & Information Centre  
2. Mr Wendell E. Katerenchuk  
   Academic in Training and Public Relations

**Vietnam:**
1. Mr Nguyen Hong Minh, ONA Official  
2. Mr Le Anh Tuan, ONA Official
## Timetable

### Monday 26 July 2004

<table>
<thead>
<tr>
<th>Time</th>
<th>Session</th>
</tr>
</thead>
<tbody>
<tr>
<td>0900</td>
<td>Welcome and Introduction</td>
</tr>
<tr>
<td></td>
<td>• John Nethercote</td>
</tr>
<tr>
<td>1015</td>
<td>Morning Tea</td>
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<tr>
<td>1045</td>
<td>Representative and responsible government</td>
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<tr>
<td></td>
<td>• Professor Richard Mulgan, Director, Policy and Governance Program, Asia Pacific School of Economics and Government, The Australian National University</td>
</tr>
<tr>
<td>1215</td>
<td>Luncheon</td>
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<tr>
<td>1345</td>
<td>Constitutional and Federal Framework</td>
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<tr>
<td></td>
<td>• Professor Richard Mulgan</td>
</tr>
<tr>
<td>1515</td>
<td>Afternoon Tea</td>
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<tr>
<td>1545</td>
<td><strong>ORDER IN THE HOUSE</strong></td>
</tr>
</tbody>
</table>

### Tuesday 27 July 2004

<table>
<thead>
<tr>
<th>Time</th>
<th>Session</th>
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<tbody>
<tr>
<td>0830</td>
<td>Depart for Parliament House</td>
</tr>
<tr>
<td>0900</td>
<td>The parliamentary day/year</td>
</tr>
<tr>
<td></td>
<td>• John Craig, Department of the House of Representatives</td>
</tr>
<tr>
<td>0945</td>
<td>The parliamentary departments</td>
</tr>
<tr>
<td></td>
<td>• John Nethercote</td>
</tr>
<tr>
<td>1015</td>
<td>Morning Tea</td>
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<tr>
<td>1045</td>
<td>The Clerk and Department of the House of Representatives</td>
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<tr>
<td></td>
<td>• Ian Harris, Clerk of the House of Representatives</td>
</tr>
<tr>
<td>1130</td>
<td>The Clerk and the Department of the Senate</td>
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<tr>
<td></td>
<td>• Harry Evans, Clerk of the Senate</td>
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<tr>
<td>1230</td>
<td>Luncheon</td>
</tr>
<tr>
<td></td>
<td>(Host: Ian Harris)</td>
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<tr>
<td>1345</td>
<td>The Chambers of the House of Representatives and the Senate</td>
</tr>
<tr>
<td>1415</td>
<td>The Office of the Leader of the Opposition</td>
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<tr>
<td></td>
<td>• John Cook</td>
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<tr>
<td>1530</td>
<td>Afternoon tea</td>
</tr>
<tr>
<td>1600</td>
<td>The Governor-General and Parliament</td>
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<tr>
<td></td>
<td>• Sir David Smith, KCVO, AO, Official Secretary to the Governor-General, 1974 – 1989</td>
</tr>
<tr>
<td>1700</td>
<td>Close</td>
</tr>
</tbody>
</table>

### Wednesday 28 July 2004

<table>
<thead>
<tr>
<th>Time</th>
<th>Session</th>
</tr>
</thead>
<tbody>
<tr>
<td>0900</td>
<td>Making the laws</td>
</tr>
<tr>
<td></td>
<td>• John Nethercote</td>
</tr>
<tr>
<td>1030</td>
<td>Morning tea</td>
</tr>
<tr>
<td>1100</td>
<td>The Government Stage: the role of Office of Parliamentary Council</td>
</tr>
<tr>
<td></td>
<td>• Vince Robinson, First Assistant Parliamentary Counsel, Office of Parliamentary Counsel</td>
</tr>
<tr>
<td>1215</td>
<td>Luncheon</td>
</tr>
<tr>
<td>1315</td>
<td>Depart for Parliament House</td>
</tr>
<tr>
<td>1400</td>
<td>The Parliamentary Library and the Research Service</td>
</tr>
</tbody>
</table>
• Dr June Verrier, Head, Parliamentary Research Service

1530 Afternoon tea
1600 The Parliamentary Reporting Service (Hansard)
1700 Close

Thursday 29 July 2004

0900 Parliamentary Privilege
• Bernie Wright, Deputy Clerk, The House of Representatives
1015 Morning tea
1515 Afternoon tea

Friday 30 July 2004

0900 Parliament, Politics and the Press Gallery
• Karen Middleton, Chief Political Correspondent, The West Australian
• Jack Waterford, Editor-in-Chief, Canberra Times
1015 Morning tea
1045 The Parliamentary Authorities
• John Nethercote
1130 Depart for Parliament House
1200 The Department of Parliamentary Services
• Hilary Penfold, Secretary, Department of Parliamentary Services
1300 Luncheon
• Members and Guests Dining Room, Parliament House

Monday 2 August 2004

0845 Management and Control of Government Expenditure
• Professor John Wanna, E.J. Bunting Professor of Public Administration, Australia and New Zealand School of Government
1000 Morning tea
1030 Parliament and the Management of Expenditure – I
• Stephen Bartos/L. Hawke
1215 Luncheon
1315 Parliament and the Management of Expenditure – II
• Stephen Bartos/L. Hawke
1415 Afternoon tea
1435-1535 The Role and Responsibilities of the Auditor-General
• Pat Barrett, AO, Auditor-General of Australia
1600 The Joint Committee on Public Accounts and Audit
• John Carter, Assistant Secretary, Joint Committee on Public Accounts and Audit

Tuesday 3 August 2004

0900 Presiding Officers and Question Time
• John Nethercote
1015 Morning tea
1045 Assignment 1
1215 Luncheon
1315 Depart for Parliament House
1400 The House of Representatives – Question Time
1445 The Senate – Question Time
1545 Meeting with the President of the Senate, the Honourable Paul
Calvert, and the Speaker of the House of Representatives, the
Honourable Neil Andrew
1645 Return to ANU

Wednesday 4 August 2004

0900 Professor Peter Bailey, AM, OBE, Law Faculty, The Australian
National University
1015 Morning tea
1045 Assignments
1200 Luncheon
1330 Depart for Government House
1400 Meeting with His Excellency the Governor-General, Major-
General Michael Jeffery, AC, and Mrs Jeffery
1530 Depart Government House
1545 Visit Old Parliament House
1700 Return to Hotel

Thursday 5 August 2004

0900 Assignments
1015 Morning tea
1045 Parliament and the Fight Against Corruption
   • Ian Faulkes, Secretary, Joint Committee on
     Independent Commission Against Corruption,
     Parliament of New South Wales
1200 Luncheon
1330 Depart for ACT Legislative Assembly
1700 Return to ANU

Friday 6 August 2004

0820 Depart for Legislative Assembly
0845 Leading the Opposition
   • Brendan Smyth, MLA, Leader of the Opposition, ACT
     Legislative Assembly
1000 Return to ANU
1015 Morning tea
1045 Assignments
1215 Luncheon
1415 Hand in assignments
   Afternoon tea
1445 Leave for High Court
1615 Return to ANU

Monday 9 August 2004

0900 Parliament and the Courts
   • Professor Robyn Creyke, Faculty of Law, The
     Australian National University
1015 Morning Tea

1045 Australia’s System of Administrative Review
• Professor Robyn Creyke, Faculty of Law, The Australian National University

1200 Luncheon
1345 Assignments
1515 Afternoon Tea
1545 The Ombudsman
• Professor John McMillan, Commonwealth Ombudsman since 2003

Tuesday 10 August 2004

0900 Parliamentary Committees and Democracy
• Professor Ian Marsh, Political Science Program, The Australian National University
1015 Morning Tea
1045 Parliamentary Committees – a Chair’s perspective
• Senator Barney Cooney, Senator for Victoria, 1984 - 2002
1200 Luncheon
1400 Parliamentary Committees – the role of the Secretary
• Peter Grundy, Committee Secretary, Department of the Senate, 1990 - 2002
1515 Afternoon tea
1545 Parliamentary Committees – the Pay-TV affair
• Christine Goode

Wednesday 11 August 2004

0830 Depart for Cooma
1000 Cooma Council
1530 Depart for Parliament House, Canberra
1700 Seminar at Parliament House – Non-Government Organisations – Accountability
• Dr Gary Johns and John Roskam, Senior Fellows, Institute of Public Affairs

Thursday 12 August 2004

0830 Non-Government Organisations – Accountability
Dr Gary Johns and John Roskam, Senior Fellows, Institute of Public Affairs
1000 Morning tea
1030 Assignments
1200 Luncheon
1345 Members of Parliament and Staff – Conduct and Ethics
• Linda Lovelock, Deputy Clerk, Legislative Council, New South Wales
1530 Afternoon tea
1600 The Parliamentary Service Act
• Andrew Podger, AO, Public Service Commissioner
Friday 13 August 2004

0830  Conducting Elections
- Phil Diak, Director, Media and Communication, Public Awareness, Media and Research Branch, Australian Electoral Commission
- Kathy Mitchell, Director, Funding and Disclosure, Australian Electoral Commission

1015  Morning tea
1045  Assignments and conclusion of course
1230  Luncheon
1900  Program Dinner