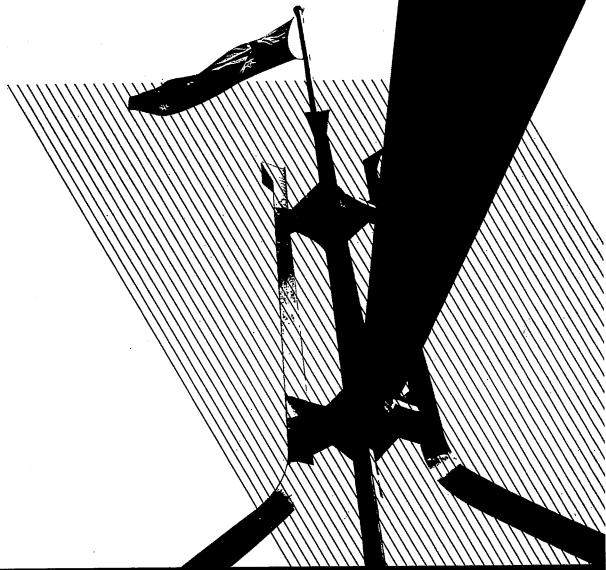


Australian Government

Department of the Prime Minister and Cabinet



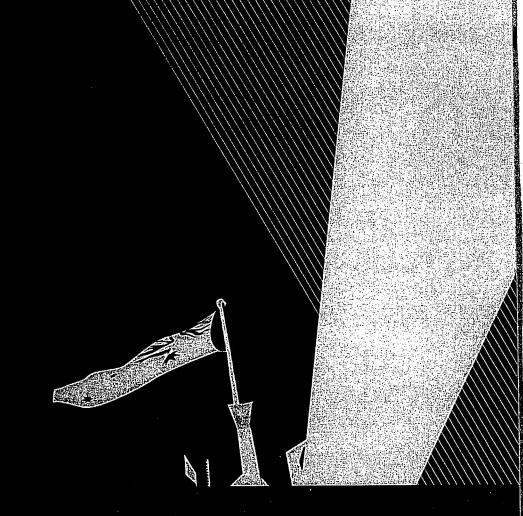
THE FIRST 100 DAYS: WHAT ARE THE IMMEDIATE ACTIONS REQUIRED TO SUCCESSFULLY LAUNCH YOUR FIRST TERM OF GOVERNMENT?

BRIEF TO THE PRIME MINISTER, THE HONOURABLE TONY ABBOTT MP

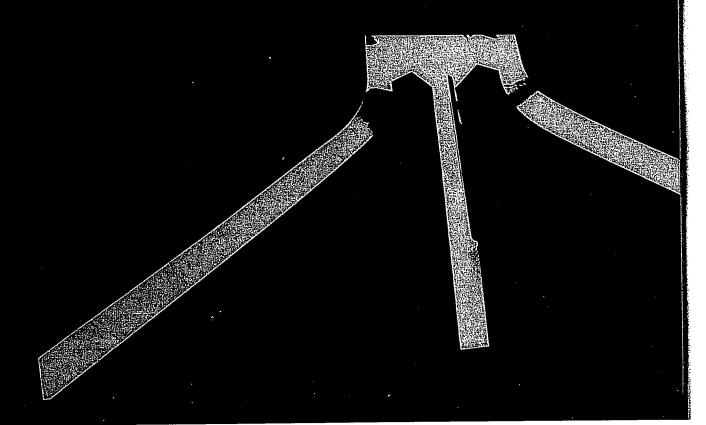
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1. INTRODUCTION



Volume A

This first volume of the Department of the Prime Minster and Cabinet's (PM&C's) Incoming Government Brief covers key matters to be addressed in the short term to launch your Government, in terms of policy development, implementation of your election commitments and administrative matters. Throughout the volume, actions are framed in four broad themes that characterise the focus of your government during the campaign. These broad themes are:

- **sustaining economic prosperity**, including fiscal discipline, infrastructure, sustainable population, productivity and participation in the workforce
- a cohesive society, including an effective health system and support for families
- a healthy environment, including climate change and the sustainability of the Murray-Darling Basin, and
- promoting Australia's national security and international interests, including border protection, foreign and defence policies.

Chapter 2: What immediate policy actions are required? Includes immediate actions required to implement your key policy commitments and other urgent items, and advice on the current domestic and global economic outlook.

Chapter 3: What are Australia's strategic challenges? Provides PM&C's professional assessment of Australia's medium-term, strategic policy challenges and opportunities, and key challenges that we believe will require your early and continuing attention as Prime Minister.

Chapter 4: What is required to successfully deliver your agenda? Outlines how you may wish to approach priority setting and the management of the ongoing business of government, and options to strengthen implementation and delivery arrangements.

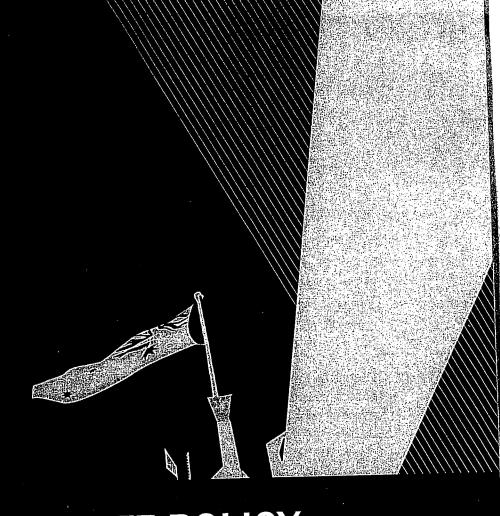
Chapter 5: What changes are required to the structure of government? Highlights potential changes to align the ministry and the Australian Public Service to your key priorities.

Chapter 6: What is required to set up your ministry, Cabinet, office and the Parliament? Sets out actions required to establish your private office, allocate ministry portfolios and determine parliamentary sessions.

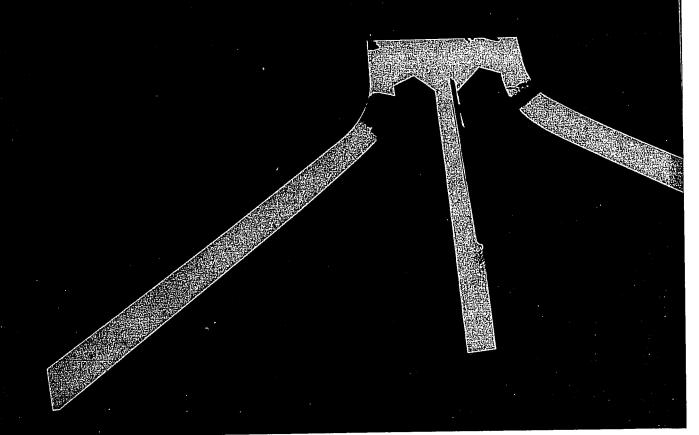
An exhaustive list of your election commitments and preliminary advice for each of these is on the CD provided with this brief.

A consolidated list of recommendations is provided at <u>Attachment A</u>.

Subsequent volumes provide greater detail on the recommendations proposed in this volume, as well as additional information and recommendations. To assist you to move through this material, we have provided cross-referencing between this volume and subsequent volumes.



2. WHAT IMMEDIATE POLICY ACTIONS ARE REQUIRED?



OLUME A: THE FIRST 100 DAYS: WHAT ARE THE IMMEDIATE ACTIONS REQUIRED TO LAUNCH YOUR GOVERNMENT?

As your Government has recognised during the election campaign, Australia faces many policy challenges, including:

You have outlined a number of immediate policy priorities that address these challenges, which will require action in the first few days, weeks and months of your term. This chapter of the brief summarises the issues that we consider need early consideration by either you as Prime Minister, or more broadly by your Government. Each of the issues raised in this chapter is supported by additional briefing in Volume B, chapter 2.

To assist you with early prioritisation of proposals by the Expenditure Review Committee, central agencies have prepared a comprehensive Election Commitments Database. This has

been assembled during the election campaign and is a useful basis for allocating policy and financial development work to your ministers. You will find this on the CD provided with this brief.

a. Economic and fiscal pressures

You have set your Government the goal of easing the cost of living pressures on families and making our people and our society more productive.

Government fiscal policy: You have proposed small, effective government as one of your Government's key economic principles. You have identified that this will be realised through:

- prudent and responsible stewardship of the nation's finances and early elimination of current government debt, and
- delivering budget surpluses funded by cutting spending, not increasing taxes and attending to the quality of spending choices.

Taxation: You have also targeted a lower, fairer and simpler tax system. You have prioritised a reform agenda focused on reducing corporate taxation, removing impediments to economic efficiency, increasing savings and improving workforce participation through a greater 'reward for effort' focus in the personal income taxation system.

Addressing population growth: You announced an agenda to develop a sustainable population strategy, including an immediate cut in immigration numbers by 100,000 from 2009 levels, a population white paper and an explicit government focus on population planning.

Regulation: Regulatory burden on business is to be minimised, especially for small business, and the Council of Australian Governments (COAG) seamless national economy agenda reinvigorated.

i. Economic and fiscal pressures: general points for progressing your agenda

THE FIRST 100 DAYS: WHAT ARE THE II.... ITE ACTIONS REQUIRED TO LAUNCH YOUR GOVERNMENT?

Economic and fiscal pressures: issues requiring early consideration ii.

There are a number of specific commitments and issues that will require early consideration. These are identified in the following table and discussed in more detail in Volume B.

Table 1: Agenda of economic issues

Issue	Why is this important or urgent?		Where discussed
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THE FIRST 100 DAYS: WHAT ARE THE IMMEDIATE ACTIONS REGILIRED TO LAUNCH YOUR GOVERNMENT?

Box 1: Global and domestic economic outlook

While Australia's economy performed well during the global crisis, we have not been immune to the fallout. Some sectors such as commercial property were hit hard, and households and businesses are still adjusting to a more uncertain economic environment. After a relatively mild downturn in the Australian economy, the recovery appears well underway and a sustained improvement throughout the world economy will help Australia's economy to return to above trend growth in the coming years.

However, considerable risks remain. The outlook for the international economy is fragile and the risk of another financial crisis emerging remains significant.

Australian Government general government sector budget aggregates – Pre-Election Economic and Fiscal Outlook 2010 estimates

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Excludes expected Future Fund earnings:

Social pressures b.

You have identified a specific focus on practical support for families and building a more cohesive community.

Reducing financial pressure on families: You have committed to introducing a new paid parental leave scheme, which is designed to help families when they are most vulnerable and give women a real choice to combine paid work and family. You have also announced specific initiatives to provide additional help with education expenses and child care costs and to support students with disability.

Improving schools and hospitals: You announced a substantial suite of practical health initiatives including more hospital beds, more after-hours GP services, an expansion of frontline mental health services, more efficient and flexible aged care and better care of chronic disease. In addition, you committed to governance reforms such as local accountability for management and control of public hospitals and increased autonomy for school principals, including the provision of school infrastructure funding directly to P&Cs.

Reducing welfare dependence: You have committed to a number of programs that promote participation through incentives and a mutual obligation approach to providing welfare entitlements. This includes incentives to employers to enhance older Australians' workforce participation, renouncing welfare entitlements for young Indigenous people in return for a guaranteed job and reintroducing work-for-the-dole for those people experiencing welfare dependency.

Social pressures: issues requiring early consideration i.

There are a number of specific commitments and issues that will require early consideration. These are identified in the following table and discussed in more detail in Volume B.

Table 2: Agenda of social issues

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Issue	Why is this important or urgent?	Where discussed
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c. Competing demands on the environment

You have committed to practical action on the environment, indicating that reconciling the human, economic and environmental problems of the Murray-Darling Basin (MDB) is the most urgent environmental challenge facing the country.

MDB: The Government has committed to the Murray-Darling Basin Authority (MDBA) releasing the Guide to the Proposed Basin Plan for public consultation within two weeks of the election. The Government has committed to expanding the Strengthening the Basin Communities program and to commissioning the Productivity Commission and the

A: THE FIRST 100 DAYS: WHAT ARE THE IMMERMAN AFFOLIRED TO LAUNCH YOUR.GOVERNMENT?

Australian Bureau of Agricultural and Resource Economics to urgently undertake a study into the economic and social impacts of the Guide. You also committed to altering arrangements for the Basin Community Committee to help them better assist communities to provide input to the development of the Basin Plan.

Direct action on climate change: You have committed to a climate change strategy based on direct action to reduce emissions and improve the environment and have ruled out a price on carbon. The Government has focused on direct action on soil carbon as the major plank of the strategy, supported by other direct action measures to reduce CO_2 emissions by 5 per cent by 2020 based on 1990 levels.

i. Competing demands on the environment: general points for progressing your agenda In progressing your agenda, we recommend you keep in mind the following general points.

ii. Issues requiring early consideration

There are a number of specific commitments and issues that will require early consideration. These are identified in Table 3 below and discussed in more detail in Volume B.

Table 3: Agenda of envi	ronmental issues	
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VOLUME A: THE FIRST 100 DAYS: WHAT ARE THE IMMEDIATE ACTIONS REQUIRED TO LAUNCH YOUR GOVERNMENT?

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A shifting international and security environment

You have committed your Government to an overriding objective of keeping our country strong and secure. Your major election commitments in the national security and foreign policy domain concern border security and our engagement with regional countries.

Control of Australia's borders: Your primary commitment is to deliver strong control of Australia's borders by:

- ensuring all unauthorised arrivals seeking asylum are intercepted and processed offshore at Christmas Island or in another country, including the early reopening of a processing centre on Nauru,
- 2. reintroducing Temporary Protection Visas,
- 3. returning unauthorised vessels to their point of departure, and
- increasing funding for security at ports and airports by \$93 million.

International engagement: You have also committed to visit key regional countries within the first month of your Government's term.

i. A shifting international and security environment: general points for progressing your agenda

In progressing your agenda, we recommend you keep in mind the following general points.

E A: THE FIRST 1.00 DAYS: WHAT ARE THE IMMEDIATE ACTIONS REQUIRED TO LAUNCH YOUR GOVERNMENT?

ii. Issues requiring early consideration

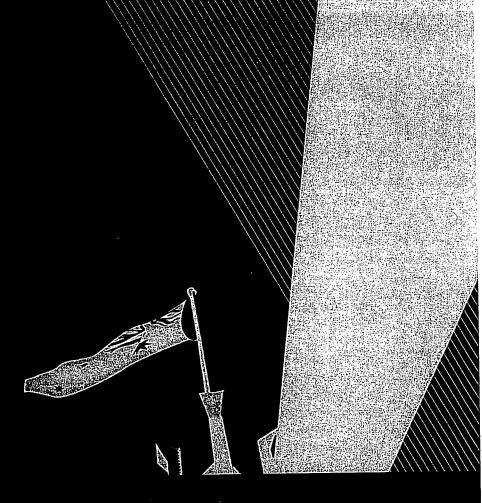
There are a number of specific commitments and issues that will require early consideration. These are identified in Table 4, below, and discussed in more detail in Volume B.

Table 4: Agenda of international and security issues

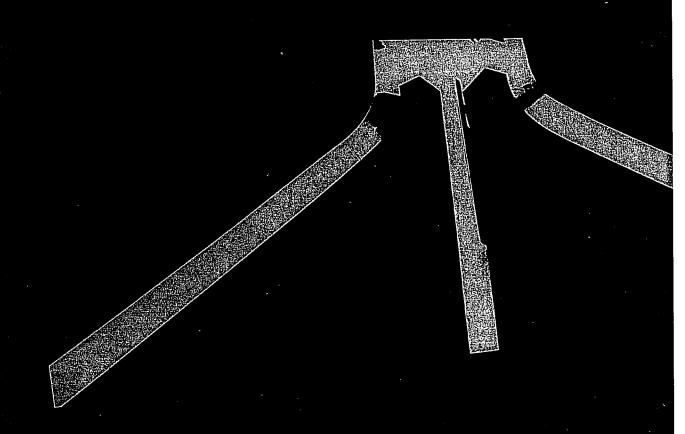
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VOLUME A: THE FIRST 100 DAYS: WHAT ARE THE IMMEDIATE ACTIONS REQUIRED TO LAUNCH YOUR GOVERNMENT?



3. WHAT ARE AUSTRALIA'S STRATEGIC CHALLENGES?



The previous chapter summarises a number of urgent items that we suggest you consider immediately to progress your priorities. This chapter builds on your campaign and election commitments by suggesting a number of complementary proposals to tackle medium-term policy challenges where the current policy is unlikely to lead to effective outcomes.

These proposals arise from a wide-ranging survey by the department of the strategic challenges that Australia faces. The survey was undertaken by teams of PM&C analysts under the direction of the department's senior executive. It represents the professional views of the department, reflecting its assessment of current public policy debates and your priorities.

These complementary proposals are structured around a framework of four strategic goals. For each goal, we have identified a small number of high-priority initiatives to complement your current commitments. In this sense, the work is targeted, not exhaustive.

This advice also recognises the importance of being able to implement and deliver on commitments. In this respect, we suggest that further effort be devoted to the critical enablers of success to ensure that services and programs are well-planned, well-governed and well-delivered. More specifically, focus should be on:

a. Strategic challenges

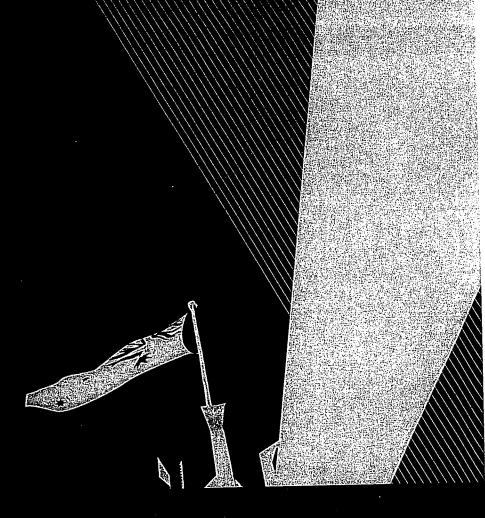
You have committed in your Action Contract to a target of reducing CO_2 emissions by 5 per cent by 2020, based on 1990 levels. During the election campaign, you announced a number of direct action initiatives to address climate change. Our advice on how to commence these initiatives is set out in chapter 2, section (c) of this volume and Volume B, chapter 3, section

You have announced that the Government will establish a Debt Reduction Taskforce, chaired by the Treasurer and the Minister for Finance, to focus on reducing waste and

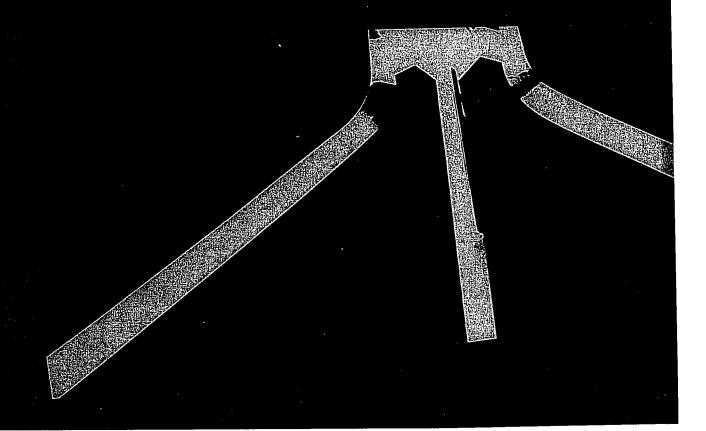
mismanagement and retiring of public debt.

ii. Better delivery of government services

VOLUME A: THE FIRST 100 DAYS: WHAT ARE THE IMMEDIATE ACTIONS REQUIRED TO LAUNCH YOUR GOVERNMENT?



4. WHAT IS REQUIRED TO SUCCESSFULLY DELIVER YOUR AGENDA?



This chapter brings the preceding two chapters of this brief together by describing how you might deliver your agenda. The preceding sections identify significant policy commitments that must be progressed over the short term as well as a number of initiatives that the Government could undertake to address the strategic challenges facing Australia.

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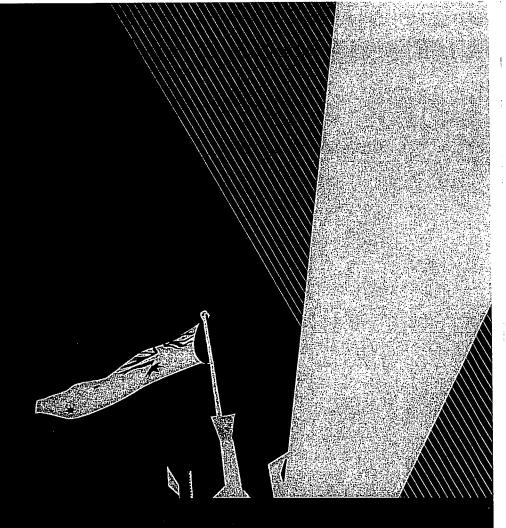
Figure 1: Overview of Strategic Delivery Plan

A strong and cohesive Australia

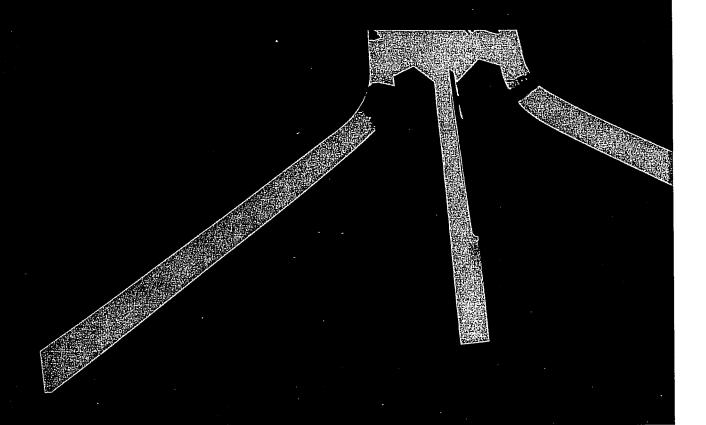
VOLUME A: THE FIRST 100 DAYS: WHAT ARE THE IMMEDIATE ACTIONS REQUIRED TO LAUNCH YOUR GOVERNMENT?

b. Sequencing and staging of government activity

c. Strengthening the delivery of Government initiatives



5. WHAT CHANGES ARE REQUIRED TO THE STRUCTURE OF GOVERNMENT?



a. Introduction

To successfully support your Government to deliver on its agenda, it is important that your ministry and the APS are structured and aligned to your key priorities.

In providing you with advice on potential changes to the ministry and the APS, each proposal is a considered view of how machinery of government arrangements could support implementation of your Government's agenda. The benefits of embedding policy direction and making operational improvements have been carefully balanced against the cost and potential disruption to services caused by new machinery of government arrangements (in line with the principles for machinery of government changes set out in Volume B, Attachment A).

b. Overview of machinery of government proposals

Proposed machinery of government changes result in portfolio arrangements as outlined in the diagram below. A comprehensive list of proposed ministerial arrangements is also included below in Table 7. Volume B, chapter 5 provides more detailed discussion of these proposals, along with proposed machinery of government changes in other portfolios.

VOLUME A: THE FIRST 100 DAYS: WHAT ARE THE IMMEDIATE ACTIONS REQUIRED TO LAUNCH YOUR GOVERNMENT?

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VOLUME A: THE FIRST 100 DAYS: WHAT ARE THE IMMEDIATE ACTIONS REQUIRED TO LAUNCH YOUR GOVERNMENT?

c. Priority areas for change

d. Machinery of government proposals for your portfolio

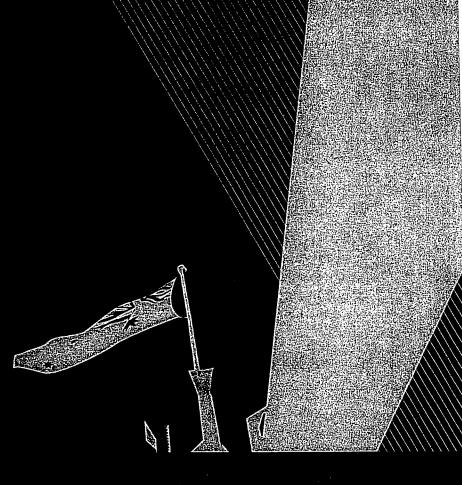
We have reflected on arrangements for your portfolio and suggest some changes that we believe will allow you to better focus your priorities.

v. Official establishments

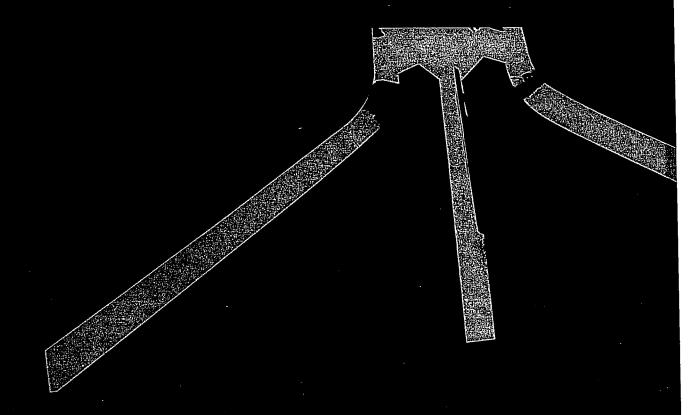
Ownership, property management and operations of the Prime Minister's official establishments (The Lodge and Kirribilli House) currently sit with PM&C. These heritage buildings require increasingly specialised attention and potentially significant expenditure.

e. Machinery of government changes in other portfolios

There are a number of smaller-scale machinery of government changes which offer efficiencies or clear operational benefits that could also be pursued across a range of portfolios. These are outlined for consideration in Volume B, chapter 5.



6. WHAT IS REQUIRED TO SET UP YOUR MINISTRY, CABINET, OFFICE AND THE PARLIAMENT?



a. Introduction

There are a number of matters to be addressed to administratively establish your ministry, trigger the recall of Parliament and establish your Cabinet and your Office.

b. Ministerial processes

i. Steps immediately following election

When you have decided on any changes to the existing departmental structure and on the ministers to administer departments, we will prepare the papers which are your recommendations to the Governor-General, as well as the necessary instruments of appointment. We will also assist the PMO in settling arrangements with Government House for the swearing-in ceremony.

ii. Establishing the new ministry

On the day the new ministry is to be appointed, the Governor-General can, if necessary, approve the creation and abolition of any departments, changes to departmental names or functions and a new Administrative Arrangements Order. This would occur at a meeting of the Executive Council. It would be necessary for two Executive Councillors (you and one other) to be present at this meeting.

After the Executive Council meeting, the Governor-General administers oaths or affirmations to ministers-designate and parliamentary secretaries-designate who are not already Executive Councillors and then appoints the new ministers and parliamentary secretaries. We will provide you with detailed briefing about the order of events.

iii. Composition of the ministry

The *Ministers of State Act 1952* limits the total number of ministers to 30 and parliamentary secretaries to 12, and sets the maximum amount payable in ministerial salaries.

iv. Cabinet and non-Cabinet ministers

It will be for you to determine the number of ministers to be in the Cabinet. There were 18 Cabinet ministers in the last Howard ministry and 19 in the Rudd and Gillard ministries.

v. Parliamentary secretaries

Although parliamentary secretaries, like ministers, are appointed under the Constitution to administer departments, Standing Orders provide that parliamentary secretaries may not take parliamentary questions. Senate parliamentary secretaries may represent House ministers at Senate estimates hearings in certain circumstances.

Parliamentary secretaries have a range of responsibilities for areas of policy or administration specified by the portfolio minister. Additional duties can be negotiated.

vi. Ministers assisting

These appointments are made by letter from you and do not involve action by the Governor-General.

On earlier occasions, Prime Ministers have appointed ministers to assist them across a range of special program areas, including science, the arts, youth affairs and special events such as the Bicentenary and the Sydney 2000 Olympic Games. The most common appointments have been in the areas of the APS, Indigenous affairs and the status of women, as well as a general position of minister assisting the Prime Minister.

Mr Howard also appointed two assistant ministers, one for Immigration and Citizenship and one for Environment and Water Resources. These were redesignated parliamentary secretaries and not additional ministerial positions.

vii. Other positions held by ministers

Allocating the various parliamentary positions (e.g. Leader of the House, Leader of the Government in the Senate) requires only your decision.

The Governor-General appoints a minister to be the Vice President of the Executive Council on your advice. In particularly urgent or exceptional circumstances, where the Governor-General is not able to be present, the Vice President may be authorised to summon Executive Councillors and preside at Council meetings. Senator the Hon Nick Minchin held this position during the Howard Government.

You may appoint any of your ministers or parliamentary secretaries to this office, but in the past a senior minister has usually been appointed.

viii. Other chamber representation

You will also need to consider the representation of ministers in the other chamber of the Parliament. Where there are two or more ministers in a portfolio, it is convenient (where practical) for one to be a member of the House and one a senator.

ix. Ministry list and order of precedence

Once you have made your decisions regarding ministerial and other appointments, and other chamber representation arrangements, we will produce a ministry list that is tabled by you in the Parliament.

The order of precedence will be broadly reflected in the ministry list and at the swearing-in and other ceremonial occasions. Criteria used could include the significance of the portfolio, previous ministerial service, length of time in Parliament and other factors of importance to the Government.

We will prepare a draft order of precedence for consideration following the announcement of the ministry.

c. Probity

It is usual for ministerial arrangements to be the subject of discussion at the first ministry meeting.

i. Guide on Key Elements of Ministerial Responsibility

The Guide on Key Elements of Ministerial Responsibility, which sets out the main principles, rules and conventions by which government is conducted was released by former Prime Minister Howard, in 1998 and updated in 2001. It was not reissued during the term of the Rudd or Gillard governments.

ii. Standards of ministerial ethics

In December 2007, the Rudd Government introduced the *Standards of Ministerial Ethics*, which was intended to replace Chapter 5 of *The Guide on Key Elements of Ministerial Responsibility*, which, as noted above did not end up being released under the Rudd Government. The Standards impose restrictions on ministers over and above those that applied to ministers in the Howard Government, including on post-ministerial business affairs and on the ownership of shares (except through certain restricted investment vehicles).

iii. Ministerial Staff Code of Conduct

In June 2008, the Rudd Government released the *Code of Conduct for Ministerial Staff*. It sets out the standards that ministerial staff and electorate officers employed under the *Members of Parliament (Staff) Act 1984* are expected to meet in the performance of their duties. Many of the elements of the code are similar to the standards of conduct that apply to employees in the APS.

iv. Lobbying Code of Conduct

In 2008, the Rudd Government established the Register of Lobbyists and the *Lobbying Code of Conduct*, to ensure that contact between lobbyists and Australian Government representatives is conducted in accordance with public expectations of transparency, integrity and honesty. The Code applies to lobbyists who contact government representatives on behalf of third-party clients.

vii. Ministerial statements of interests

Since the 1980s, ministers and parliamentary secretaries have been required to make two statements of interests:

- one to the Senate or the House of Representatives, which is available publicly, and
- one to you, which is confidential and contains more detailed and personal information such as the value of assets.

On the assumption that you would want the practice to continue, we will provide draft letters for you to send to all ministers and parliamentary secretaries explaining the arrangements to apply.

The role of scrutinising the confidential statements can lie with the PMO alone or with the PMO and the department. During the Hawke Government, the statements were sent to the department for comment. In recent years the statements were retained in the PMO. Occasionally, the PMO would seek the department's views if a particular declaration gave rise to concerns.

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REQUIRED TO LAUNCH YOUR GOVERNMENT?

e. Cabinet processes

You have indicated a commitment to operating a strong and orderly Cabinet process. Good Cabinet processes and practice are critical to good government. You have recent experience of a well functioning Cabinet process and the same is likely true of several of your new Cabinet. Nevertheless, there are likely to be ministers with little experience of Cabinet government.

Hence you may wish to emphasise at the first Cabinet meeting the importance of the following elements of good Cabinet government and process, including:

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ii. Timetable for first meetings and business awaiting consideration

You have committed to a meeting of Cabinet and NSC in your first week of office. The precise timetable for your first ministry, Cabinet and Cabinet committee meetings will depend on the timing of the swearing-in of your ministry.

iii. Cabinet Committees

It has been the practice that the Prime Minister determines which committees are established and the membership of those committees.

iv. Scheduling of forward program for remainder of 2010

Regular and predictable scheduling of Cabinet and its committees will form the basis for timely and orderly consideration of business.

VOLUME A: THE FIRST 100 DAYS: WHAT ARE THE IMMEDIATE ACTIONS REQUIRED TO LAUNCH YOUR GOVERNMENT?

f. Relationship between PM&C and the PMO

The Public Service Act provides a framework within which agency heads are accountable to ministers. In particular:

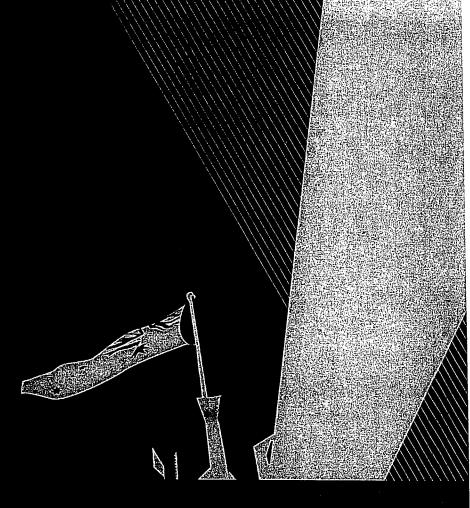
- one of the APS Values provides that the APS should be responsive to the Government by providing frank, honest, comprehensive, accurate and timely advice and in implementing the Government's policies and programmes (section 10(1)(f) of the Public Service Act), and
- the secretary of a department, under the agency minister, is responsible for managing the
 department and must advise the minister in matters relating to the department (section
 57(1) of the Public Service Act). Section 66 contains equivalent obligations for heads of
 executive agencies.

g. What you should know about the Australian Public Service reform

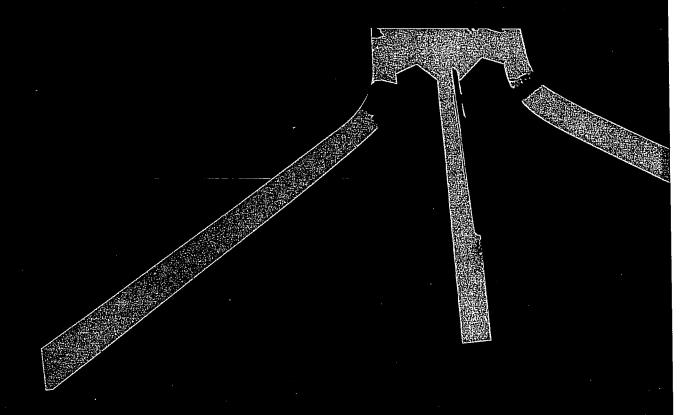
In April 2010, the former government agreed to a comprehensive reform agenda for the APS and provided additional funding in the 2010-11 Budget of \$38.7 million over three years to the Australian Public Service Commission to increase its responsibilities and drive the reforms. The Government's savings measures include reversing the 2010-11 Budget measure (costed by the Department of Finance and Deregulation as a savings of \$36.4 million over the forward estimates).

The reforms outlined in the public sector reform report *Ahead of the Game* are intended to drive greater efficiencies and significantly strengthen the capacity of the APS to deliver government priorities.

Implementation of the reforms is under way. Successful implementation of the reforms was expected to result in improvements in: service delivery for the Australian people; advice to the Government; and efficiency.



7. ATTACHMENTS



VOLUME A: THE FIRST 100 DAYS: WHAT ARE THE IMMEDIATE ACTIONS REQUIRED TO LAUNCH YOUR GOVERNMENT?

Attachment A: Summary of recommendations

recommendations, we have proposed possible time periods for their consideration. Each recommendation has a numerical reference (see IGB REF in the table below) which can be found in the body of the document. You will see that some recommendations have two references The following table is a compilation of all the recommendations in the Incoming Government Brief. To effectively deal with these because they are contained in this volume (Volume A) and then are discussed in more detail in later volumes.

FIRST DAY

We propose that you make decisions in relation to the following recommendations:

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FIRST WEEK

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VOLUME A: THE FIRST 100 DAYS: WHAT ARE THE IMMEDIATE ACTIONS REQUIRED TO LAUNCH YOUR GOVERNMENT?

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VOLUME A: THE FIRST 100 DAYS: WHAT ARE THE IMMEDIATE ACTIONS REQUIRED TO LAUNCH YOUR GOVERNMENT?

VOLUME A: THE FIRST 100 DAYS; WHAT ARE THE IMMEDIATE ACTIONS REQUIRED TO LAUNCH YOUR GOVERNMENT?

FIRST 100 DAYS

We propose that you make decisions in relation to the following recommendations:

FIRST 100 DAYS RECOMMENDATIONS

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