

AUSTRALIA

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When Mrs. Wachi paid me the compliment of inviting me to speak to you, she asked that I provide a title for my lecture so that it might be made known in advance on the campus. We agreed that "Australia" should be the title. As any salesman would know, it has the advantage of being short, easily remembered and undoubtedly associated with the product — in this case the country, one of a number of countries from which, I understand, you have already had speakers.

A title like that has another advantage — it is so broad that it places no limitations on what I should speak about and practically none on what any of you might ask questions about, should you feel inclined to do so.

I hope you found the film we have just seen both enjoyable and instructive. Perhaps you learned so much from it that there really isn't much need for me to attempt to describe Australia. Perhaps you already know a great deal about my country anyway.

I thought, nevertheless, that I might start by talking a little about Australian political institutions — expanding on what the film said about them. I am told that you are holding a series of study programs on economic and political negotiations at the international level and it occurred to me that one particular feature of our political system is especially relevant to our participation in international negotiations — and that is the fact that Australia is a federation, made up of six states. The states had been established as separate colonies of Britain during the 18th and 19th centuries and by the 1850's each had reached a stage of

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self-government, complete with its own parliament of an upper and lower house.

In the latter part of the 19th century the different colonies became increasingly conscious of themselves as part of the island continent of Australia, as forming an entity. They suffered various invasion scares — from Russia and Germany, for instance — and sought security in union, but also saw the need for unity for practical reasons such as internal trade and transport, international trade, customs and excise, quarantine and immigration — to mention a few.

There were also difficulties to be overcome. The colonies had become used to a considerable degree of independence in running their own affairs, some were bigger and wealthier than others. Western Australia, in particular, more than a thousand miles from its eastern neighbours, was concerned that its interests would be overlooked in a federation which would be dominated by New South Wales and Victoria. The origins of some differed from others, and New South Wales and Victoria were jealous of each other.

After much discussion and the holding of constitutional conventions, the colonies finally agreed on a federal constitution which became law as the Commonwealth of Australia Constitution Act enacted by the British Parliament in July 1900. The Act was proclaimed on 1st January 1901 so that, on the first day of the 20th century, Australia was established.

The constitution of the new country was designed to meet the various worries of the separate colonies. For example, it provided for two houses of parliament, one of which, the Senate, was intended to be a states house. Each of the states had, and still has, the same number of members in the Senate.

The Senate has powers similar to the House of Representatives except in relation to money bills which must originate in the Representatives. The Senate may reject the more important bills but may not amend them. It can however, request that they be amended. Usually the Senate divides on party and not state lines and disputes between the Senate and the House of Representatives arise from differences in the

balance of party representation in the two. There are provisions for their resolution – including the dissolution of both houses and the calling of elections.

Notwithstanding the way in which it has worked out in practice, the creation of the Senate was one way in which the agreement of all the states to participate in a federation was obtained because it was seen as a means of safeguarding the interests of the smaller states.

The jealousy between New South Wales and Victoria was solved – at least partly – by the provision that the national capital should be located in neither of the state capital cities, Sydney and Melbourne, but in New South Wales and at least 100 miles from Sydney. Until it was built, parliament was to meet in Melbourne. Canberra was eventually built as the national capital – about 190 miles from Sydney – and parliament moved there from Melbourne in 1927.

As a contribution to meeting western Australia's feeling of isolation the new Federal Government built a railway to link the western state to the eastern half of the country. This is the railway which contains the longest straight stretch anywhere – 300 miles without a bend. And the latest trains which run on it were imported from Japan.

The Federal Constitution lays down the powers which are to be exercised by the Commonwealth government – and leaves other matters to the states. There is provision for state laws to be suspended if they are inconsistent with Federal Law but there remain matters for which the states are entirely responsible themselves – such as education, police, and ports and harbours.

The highest judicial body in Australia is the high court of Australia; the highest courts in the states are the state supreme courts. Some federal matters are handled by these state courts, but they are mostly concerned with upholding state laws.

I have talked about these features of our federal system partly because it may be something of which you are unaware. I think it is also an interesting difference in the constitutional make-ups of Japan and Australia. It is relevant to our bilateral relations with Japan – and with any other country with which we have an extensive economic connection

— because contacts on matters such as investment in manufacturing or producing enterprises — like car manufacture or assembly, coal mining or cattle raising — involve activity in the states. They will be subject to State Law as well as Federal Law, each having its own jurisdiction on different matters.

You may have seen in the press or on television this week references to the current visit to Japan of Mr. Bjelke Petersen, the premier of the State of Queensland. He came here this week in particular to open an office for the Commissioner for Queensland. This is his sixth visit here and he comes to promote the exports of his State to Japan and to encourage Japanese investment in Queensland. Federal Government policy will determine what conditions will be applied to foreigners seeking to invest in Australia and Japanese investors, like any others, will have to abide by these conditions. But if they decide to invest in Queensland coal mining, for example, they will have to negotiate also with the Queensland State Authorities over the provision of railways or harbour facilities which may be required to move the coal. Workers compensation insurance will have to be provided in accordance with State Law, company tax and income tax will be payable under Federal Law and payroll tax under State Law. The examples could be multiplied.

Another aspect of our federal system is that, although the Federal Government has the power to deal with foreign affairs, it has to take account of State Laws in exercising its power. For instance, the Federal Government signed the international convention against racial discrimination in the 1960's but it could not ratify the convention until a search had been made of all state legislation to ensure that none was incompatible with the convention. That was quite a job. I recall that some 19th century legislation was found in the State of Victoria which prohibited a Chinese from conducting a furniture factory. The legislation had long since ceased to be operative but the State Parliament's agreement to remove it from the statute books had to be obtained before the Federal Government could ratify the convention. The existence of the states with their separate parliaments and bodies of law, can thus affect the Federal Government's exercise of its treaty making powers.

Before leaving the constitutional scene in Australia, I might draw your attention to another constitutional feature which sometimes causes uncertainty in the minds of observers. Australia is, of course, an independent country. Like some others, however, including Canada and New Zealand, we retain close links with Britain and give allegiance to Queen Elizabeth the second of Great Britain and Northern Ireland. We do so not to the Queen in that capacity but in her capacity as Queen of Australia. The link derives historically from Australia having achieved independence through constitutional processes rather than through any unilateral declaration of independence of a rebellion. Of course our Queen of Australia in fact lives in Britain and she therefore needs to be represented in Australia. Her representatives are the Governor-General of Australia and the six State Governors. The individuals who fill these roles are all Australians.

Under the Australian Constitution the Federal Parliament is stated to consist of the Queen, a Senate and a House of Representatives, and her representative, the Governor-General, fills the role of Head of State in her absence and of the formal position of Chief Executive. For constitutional purposes he acts through the Executive Council, a formal body which operates on the advice of the Cabinet. Similar procedures apply in the states with the Governor performing the formal role of Chief Executive. When the Queen visits Australia she may preside at meetings of the Executive Council.

Reference to the Queen and to the links between Australia and Britain lead me to say something of the way in which Australian society has developed.

Scholars believe that Australia was first settled about 38,000 years ago by the ancestors of the present Australian Aborigines who crossed over from South East Asia. European settlement began in 1788 when there were probably about 300,000 Aborigines. The number decreased fairly rapidly in the early years of contact with the Europeans but has been increasing over recent years. It is now about 140,000 and at present rates of increase is expected to double in the next 20 years. Generally, Aborigines are disadvantaged in terms of education, health, employment

and housing standards. Australian government policies toward them are directed towards enabling them increasingly to assume powers of self-sufficiency and self-management.

Programs aim to help the Aboriginal people choose how to improve their standard of living and at the same time preserve and develop their own culture.

The Aboriginals are part of our society but the majority of our population are of European origin.

The first European settlers, as most of you probably know, were convicts from Britain and their guards. Some free settlers stated arriving soon afterwards. Transportation of convicts continued until 1868, when the last shipment to Western Australia ceased. Shipments to the other states ceased about 1850. No convicts were ever transported to South Australia which was from the first (1836) populated by free settlers, and not many went to Victoria. Altogether more than 160,000 convicts were transported to Australia by 1868. At that time the total population was about 1,500,000.

Various migration programs were promoted up to the time of the Second World War and the population had then reached 7,300,000. The people were overwhelmingly of British origin – about 90% being descended from British migrants or having been born in the United Kingdom themselves.

Since 1947 some 3,400,000 migrants have settled in Australia. And population is almost 15,000,000. About 20% of today's Australians were born overseas. The largest single source of postwar migrants has been the British Isles, with over 1,000,000. Other sources have been Italy, over 400,000, Greece, 250,000, Yugoslavia, just under 200,000, the Netherlands about 170,000, Germany and the United States both about 140,000 and, from Asia, well over 100,000.

These figures indicate that a large part of the Australian population no longer looks to the British Isles as the home of its forefathers. They also underline the changes in Australia's immigration policy from being restricted almost exclusively to people of European descent to the present policy which is applied to all people without discrimination. The

rigid restrictions imposed with the establishment of the Federal Government in 1901 were gradually relaxed over the years until in 1973 the policy of total non-discrimination on the grounds of colour, race or nationality was adopted.

Arrivals from Asia ranged between 7,000 and 9,900 each year from 1970 until the large number of Indo-Chinese refugees in 1977-78 raised the total to over 20,000.

It is particularly interesting, in view of Australia's history, that in the last period for which we have statistics – 1978-79 – Asia was the major source of Australian migrants, 68,749 migrants arrived.

20,214 or 29% from Asia

14,237 or 21% from Oceania (12,740 from New Zealand)

13,107 or 19% from U.K. and Ireland

Present immigration policy gives weight to such factors as family ties with Australia, occupational skills and demand for skills, literacy in the mother tongue, knowledge of English and prospects for successful settlement.

Under the policy which I have described we welcome Japanese migrants. The Japanese are not noted emigrants as you know. We have had very few migrant applications. However, 127 Japanese did emigrate to Australia in 1978-79 for permanent residence. The picture with regard to Japan can be completed by reference to the figures regarding visitors for reasons other than permanent settlement. These show:

Visas being issued at rate of 30,000 per annum.

- tourist mostly
- then • business – 4 year validity, 6 months' stay, multiple entry
 - about 3,500 per annum.
- temporary residence – company staff, etc.
 - about 5,000 per annum.
- students – about 500 per annum.

These changes in the composition of Australia's population have brought new ideas and attitudes, which have merged with more traditional lifestyles. One sees differences in all sorts of ways – restaurants, sports, arts and crafts to mention a few. One overall effect has been, I

think, to make Australia more internationally minded, more outward looking.

This change has come at a significant time — perhaps fortunately for Australia. It has become more apparant just when our traditional contacts with Britain, and here I am thinking particularly of economic contacts, were changing because of Britain's entry into the European Community. Growing internationalism has helped when we faced the need to find different overseas markets for our products.

You would expect an Australian speaker in Japan to refer to Australia's trade with Japan and this may be the logical point for me to do so.

The expansion of our trade with Japan since the 1960's has brought about a high degree of mutual economic interdependence. A bitter Dutch journalist rudely said, not long ago, that if Japan disappeared below the waves, only Australia would shed a tear. He understood at least one thing — the highly complementary nature of our two economies has provided the foundation of the "natural partnership" which has evolved over the past 20 years. This is most clearly expressed in the complementarity of Japan's basic import needs and Australia's ability and willingness to supply them.

Of course other countries have important trading relationships with one another, but in few are the bilateral trade links so inextricably involved with the course of economic development and growth in both countries and thus the well-being and prosperity of their peoples. This inter-dependent relationship not only contributed to Japan's economic miracle, particularly the growth of the steel industry, but also stimulated the Australian economy, resulting in population movements, and the creation of new towns, ports and industrial facilities. One job in seven in Australia is estimated to depend on trade with Japan.

I have talked today about some aspects of constitutional arrangements in Australia and about the nature of our population. I have also talked about our economic relationship with Japan. I hope it will be apparent to you that each has some relevance to the other. From our point of view in the Embassy — in conducting negotiations with Japan in

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the political and economic spheres — and in all other areas — these three aspects are an important part of the background against which we must operate.