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## What you need to deliver

First class policy to deliver on the government's objectives

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A CanDo LNP government will encourage the return to a culture of frank and fearless advice from a professional and permanent public service led by Ministers who are accountable

We're committed to a public service that focuses on revitalising front line services for Queensland. This can be achieved in part by refocusing management structures on improving front line services rather than on bureaucratic internal processes and procedures.

An LNP Government will break apart the so-called 'super-departments' of DERM and DEEDI to restore accountability and reduce bureaucratic gridlock.

<http://lnp.org.au/news/leader-of-the-lnp/lnp-to-deliver-a-public-service-that-serves-queensland>

**C**ampbell Newman was sworn in as Premier on Monday 26 March 2012. New governments bring change, none more important than the shape of government itself. Premier Newman is committed to the Queensland public sector being transformed, not just in its structure but to change the focus to delivery. That means smarter administration, better focussed programs and building efficiency. That needs good policy from the best people you can get.

One of his top priorities is to reorganise government, breaking apart the so-called super-departments to focus on service delivery and "return a culture of frank and fearless advice".

In this special post-election edition of *Policy News* you will find articles about the importance of policy in a "can do" environment and everything you want to know about machinery of government changes: who does them; who they affect; what principles guide decision making and much more.

## Machinery of Government

To deliver on change, the shape of government itself is changed, through "machinery of government" or MoG.

### The components of MoG

1. **People** – the ministers and the officials with responsibility for organisations and areas of government service;
2. **Organisations** – the departments and other agencies that bring together functions and the staff who deliver services
3. **Responsibilities and functions** – the role of each organisation and the legislation it administers;
4. **Resources** – the allocation of existing budget among agencies to ensure the functions are able to be discharged and that the changes do not result in windfalls or underfunding against the last budget.

Government is organised, and power distributed among various players and institutions, by **administrative arrangements orders** and **notices** declaring the entities that are departments and their functions.

Decisions about MoG are about "the allocation and reallocation of functions between departments" (Pollitt, 1984). They are not about the internal organisation or reorganisation within departments commonly referred to as "restructuring", a matter for the departmental chief executives rather than the Premier.

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## Did you know

“The maximum number of Ministers at any time is 19”: *Constitution of Queensland 2001* section 43(4). However, Cabinet, the collective meeting of the Premier and other Ministers, but could be a lot smaller. There must be at least two Ministers to conduct the business of the Governor in Council: *Constitution* section 50(3)(b).

Assistant Ministers are appointed under section 24 of the Constitution as parliamentary secretaries and cannot be members of the executive council.

## The Ministers

The First Newman Government was actually just three Ministers who assumed government from the outgoing Bligh administration on Monday 26 March 2012, two days after the election. They took all the Bligh Ministry titles, presumably to ensure a speedy transition. This model has become common in Australia once a change of government is clear, but this was the first triumvirate. All other interim ministries have been duumvirates (two person Cabinets). The interim ministerial arrangements are listed in Resources and References

The full Ministry was sworn in on 3 April 2012. There are 19 ministers, forming the Cabinet, and 11 assistant ministers (previously called parliamentary secretaries).

### Cabinet Ministers (in order of seniority)

Campbell Newman	Premier
Jeff Seeney	Deputy Premier and Minister for State Development, Infrastructure and Planning
Tim Nicholls	Treasurer and Minister for Trade
Lawrence Springborg	Minister for Health
John-Paul Langbroek	Minister for Education, Training and Employment
David Gibson	Minister for Police and Community Safety
Jarrold Bleijie	Attorney General and Minister for Justice
Scott Emerson	Minister for Transport and Main Roads
Bruce Flegg	Minister for Housing and Public Works
John McVeigh	Minister for Agriculture, Fisheries and Forestry
Andrew Powell	Minister for Environment and Heritage Protection
Andrew Cripps	Minister for Natural Resources and Mines
Mark McArdle	Minister for Energy and Water Supply
David Crisafulli	Minister for Local Government
Tracy Davis	Minister for Communities, Child Safety and Disability Services
Ros Bates	Minister for Science, IT, Innovation and the Arts
Steve Dickson	Minister for National Parks, Recreation, Sport and Racing
Jann Stuckey	Minister for Tourism, Major Events, Small Business and Commonwealth Games
Jack Dempsey	Minister for Aboriginal & Torres Strait Islander & Multicultural Affairs and Assisting the Premier

### Assistant Ministers

Lisa France	Assistant Minister for Natural Resources and Mines
Tim Mander	Assistant Minister for Sport and Racing
Chris Davis	Assistant Minister for Health
Gavin King	Assistant Minister for Tourism
Steve Minnikin	Assistant Minister for Public Transport
Rob Molhoek	Assistant Minister for Child Safety
Ian Walker	Assistant Minister for Planning Reform
Deb Frecklington	Assistant Minister for Finance, Administration and Regulatory Reform
David Kempton	Assistant Minister for Aboriginal and Torres Strait Islander Affairs
Saxon Rice	Assistant Minister for Technical and Further Education
Robert Cavallucci	Assistant Minister for Multicultural Affairs

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## The Departments

There are 20 Departments expanded from 13 under the previous government. The Newman promise was one Minister for each Department to clarify lines of accountability and reporting.

Minister and portfolio	Department	Chief executive
<b>Campbell Newman</b> Premier	Premier and Cabinet	Jon Grayson (formerly private enterprise and Q Treasury)
<b>Jeff Seeney</b> Deputy Premier, Minister for State Development, Infrastructure and Planning	State Development, Infrastructure and Planning <i>Assistant Minister Ian Walker (Planning Reform)</i>	David Edwards (former state director of the Committee for Economic Development of Australia)
<b>Tim Nicholls</b> Treasurer and Minister for Trade	Treasury and Trade <i>Assistant Minister Deb Frecklington (Finance, Administration and Regulatory Reform)</i>	Helen Gluer (formerly Stanwell and BCC)
<b>Lawrence Springborg</b> Minister for Health	Health Assistant Minister Chris Davis	Tony O'Connell (no change)
<b>John-Paul Langbroek</b> Minister for Education, Training and Employment	Education, Training and Employment <i>Assistant Minister Saxon Rice (Technical and Further Education)</i>	Julie Grantham (no change)
<b>David Gibson</b> Minister for Police and Community Safety	Police Community Safety	Bob Atkinson (no change) Kelvin Anderson (no change)
<b>Jarrold Bleijie</b> Attorney-General and Minister for Justice	Justice and Attorney-General	Barry Leahy (promoted from Associate DG)
<b>Scott Emerson</b> Minister for Transport and Mains Roads	Transport and Main Roads <i>Assistant Minister Steve Minnikin (Public Transport)</i>	Michael Caltabiano (former politician and engineer)
<b>Bruce Flegg</b> Minister for Housing and Public Works	Housing and Public Works	Natalie McDonald (formerly DG Public Works and DG of Housing)
<b>John McVeigh</b> Minister for Agriculture, Fisheries and Forestry	Agriculture, Fisheries, Forestry	Jack Noye (formerly DG Local Government and Planning)
<b>Andrew Powell</b> Minister for Environment and Heritage Protection	Environment and Heritage	Andrew Chesterman (formerly BCC)
<b>Andrew Cripps</b> Minister for Natural Resources and Mines	Natural Resources and Mining <i>Assistant Minister Lisa France</i>	Dan Hunt (formerly Associate DG DEEDI and DG Mines and Energy)
<b>Mark McArdle</b> Minister for Energy and Water Supply	Energy and Water	Tim Spencer (formerly Deputy Under Treasurer)
<b>David Crisafulli</b> Minister for Local Government	Local Government	Neil Castles (formerly DDG Health)
<b>Tracy Davis</b> Minister for Communities, Child Safety and Disability Services	Communities, Child Safety, Disabilities <i>Assistant Minister Rob Molhoek (Child Safety)</i>	Margaret Allison (formerly Public Service Commissioner and BCC)
<b>Ros Bates</b> Minister for Science, Information Technology, Innovation and the Arts	Science, IT and the Arts	Phillip Reed (formerly DG Justice)
<b>Steven Dickson</b> Minister for National Parks, Recreation, Sport and Racing	National Parks, Sport and Racing <i>Assistant Minister Tim Mander (Sport and Racing)</i>	John Glaister (formerly DDG Health)
<b>Jann Stuckey</b> Minister for Tourism, Major Events, Small Business and the Commonwealth Games	Tourism, Major Events, Small Business and Commonwealth Games <i>Assistant Minister Gavin King (Tourism)</i>	Richard Eden (formerly ADG Education)
<b>Jack Dempsey</b> Minister for Aboriginal and Torres Strait Islander and Multicultural Affairs and Minister Assisting the Premier	Aboriginal and Torres Strait Islander and Multicultural Affairs <i>Assistant Ministers David Kempton (Aboriginal and Torres Strait Islander Affairs); Robert Cavallucci (Multicultural Affairs)</i>	Debbie Best (formerly DDG DERM)

Other key organisations include the Public Service Commission (reports to the Premier: new CEO is Brett Heyward, promoted internally); and the Co-ordinator-General (reports to the Deputy Premier - Barry Broe formerly BCC) and the Reconstruction Authority (also to Deputy-Premier - Graham Newton stays in office).

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## Constitution of Queensland 2001 section 44

### 44 Administrative arrangements

The Governor in Council, by order published in the gazette, may make administrative arrangements doing either or both of the following—

- (a) distributing the public business, or any of that business, among the Ministers;
- (b) declaring either or both of the following—
  - (i) the administrative units, or any of the administrative units, or the parts of the administrative units administered by each Minister respectively, or any Minister;
  - (ii) the Acts, or any of the Acts, or the parts of the Acts administered by each Minister respectively, or by any Minister.

### Cost?

Gone are the days when typists X'd-out old departmental names and typed in the new one on letterhead. Not only is printing much cheaper than ever before, the cost of manual changes is higher than printing new letterhead!

Governments are very sensitive to allegations of waste, but signage, letterhead and business card changes are marginal costs. It may be excellent sport for journalists and talk-back callers, but MoG changes have an inevitable cost, and a bit of printing is not where the real costs lie. The transaction costs of personnel changes and loss of productivity as staff are distracted by the necessity of moving, training new arrivals, settling into new routines are the real cost. But even they are only one-off

Policy officers need to understand that the change of government will disrupt familiar routines. New relationships must be built, new pathways forged for decision making, preferences of Ministers and chief executives gleaned, and new priorities accommodated. It might cost, but it is just part of delivering first class policy and programs for the government-of-the-day.

## MoG Process

Major MoG changes are common after a change of government (although they can happen at any time). They happen in a very tight timeframe, usually a couple of days between the decision being made by the Premier and the new Ministry taking office.

### Political decisions

MoG decisions are very political. They are about which Minister gets which job, and involve the Premier asserting authority over other Ministers, and the inevitable compromises as Ministers jockey for position. This is true even when the Premier has huge authority, as Campbell Newman has, because senior Ministers also have authority, and seek to promote their own and their close colleagues' interests in the configuration of the Cabinet.

In recent years, the Premier's MoG decisions also cover Directors-General and some other key high-level roles. These key officers work closely with the Ministers in delivering the government of the day's policy objectives. None is more important than the Director-General of the Premier's Department who provides leadership as the first among equals. All departmental chief executives report to the Premier.

### Administrative support

The Department of the Premier and Cabinet provides support to the Premier in developing the Administrative Arrangements Order that states the functions, agencies and legislation to be administered by each Minister, and the commissions that signal the appointment to Executive Council and as a Minister. DPC works closely with the Public Service Commissioner who prepares the orders declaring the departments.

Time is short, and the level of activity is intense. It is possible that some small matters will be missed or small errors made, although the quality and integrity of these Orders is usually very high.

Consultation with departments and other stakeholders is difficult in these circumstances. Premier Newman indicated he would consult with the relevant trade unions, and there will always be some consultation with departments. Further, DPC will have a list of possible MoG issues arising over the recent past.

### Formal decision

MoG changes are made by the Governor in Council, a meeting of at least two Ministers presided over by the Governor. The various documents are signed by the Ministers, approved by the Governor and published in the Government Gazette. For post-election MoG changes, the Premier would usually be one of the Ministers.

### Implementation

The formal MoG decision has to be implemented on the ground. Changing the shape of government is not just a matter of name changes. Some units shift from one agency to another; staff move about; offices might be relocated; Ministers

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have to be housed and staff appointed and set to work; computer access has to be arranged, phone numbers allocated ... there is a long and detailed list of things to do to help a new government settle in. Many are coordinated by DPC and the CLLO network, but departmental staff may be asked to assist.

At the department level, balancing the budget changes is a key challenge. Department A loses 250 staff to Department B but gains 100 from Department C. The salaries and operating budget for every department have to be calculated and rearranged to make sure the new agencies are neither underfunded nor benefitting from a windfall.

The DPC, Treasury and the Public Service Commission have published a guide to assist departments get the balance right, called "Principles For The Allocation Of Resources Following A Machinery Of Government Change". Treasury also has an information sheet and the Commonwealth Government's more detailed guide may assist policy officers to understand the factors relevant to MoG change.

## Review and adjustment

The MoG decisions have been made, the Administrative Arrangements Order issued, the Public Service Act determinations published, and the budget and staff allocations settled.

But after a short period, expect some MoG adjustments: all will not be perfect. As in any major project there will be slips. The allocations of Acts may not be exactly right; the budget distribution may need tweaking; negotiations among new Ministers may result in a small change here or there. Policy officers might have spotted something important and fed the information through their Cabinet Legislation and Liaison Officer. (At the time of writing there has been no indication whether Premier Newman will retain or change the CLLO network as the key linkage between departments and DPC.)

## Factors relevant to MoG decisions

Many factors that affect MoG decisions. Here are some of them.

## Practical issues

Government administration is a practical matter, taking place in a political context. The arrangements must work in practice, and that inevitably means there are compromises at every level. This is no abstract mathematical exercise, but the real world.

### *Political balance*

The Premier will strive to achieve a functional Cabinet, address the future ambitions of backbenchers, seek to advance political agendas, and look forward to future elections. Politics is not only a real consideration. It is a legitimate role of Ministers. And it is a very pragmatic matter.

### *Control*

MoG is about good governance, and good governance is (in part) about the allocation of power: who controls the resources and authority of government. A poor design might risk loss of control or the misallocation of resources between programs.

In government, control is also about the relationships between ministers and chief executives, the processes and procedures that direct the activities of public servants, and the internal checks and balances about money and the use of authority.

### *Important constituencies*

Governments result from political processes, and politics takes place in the context of stakeholders. It is common for constituencies to demand a place at the cabinet table through a dedicated minister or a special focus through a dedicated agency. Sometimes this need is assuaged by adopting a name that includes key words that satisfy constituencies (eg multicultural affairs; and fisheries).

### *Symbolism*

Never underestimate the importance of symbols. MoG changes will reflect important symbolic matters for the new government. They are signposts to principles or political ideology. For example, the name "Fair Work Australia" says much about Prime Minister Gillard's approach to industrial matters; think also about the NSW Minister for Healthy Lifestyles.

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## Principle

### *Efficiency*

Good organisation should improve efficiency. Sometimes this is about scale (bigger is better). Sometimes it is about process (doing things smart is better)

### *Effectiveness*

Well-structured programs will be more effective than poorly organised ones.

### *Coordination*

Government needs to work as a whole, and MoG should be built to enhance the capacity to coordinate among agencies and to the centre.

### *Policy*

MoG is itself a policy decision. Similar functions are clustered together to improve performance and reform; key agendas are prioritised by an organisational focus on

## Theory

### *Unity of government*

Government is not divisible despite the arrangement of MoG among ministers and departments. It is important for government to work as a whole and for public servants to understand their responsibility to the whole of the government of the day, not to their individual agencies or branches.

### *Subsidiarity*

Subsidiarity is an organising principle that says matters should be managed by the smallest government entity rather than being centralised. It is a major tenet of the European Union and a creed of American conservative thought. An alternative formulation is that central authorities should only perform tasks that cannot be performed at a more local level.

## The Importance of Policy to Implement Change

Neither governments nor government departments exist in isolation.

Actions are more likely to be successful in meeting a government's need if the broad implications are considered in a formative stage, especially: the economic consequences and opportunities for the government and for business, citizens, other levels of government, and service providers; the social, legal, administrative, economic and environmental consequences and opportunities; and the alternative means of achieving the desired policy outcome.

Lack of full consideration of the array of short-term and long-term implications of the program being implemented and of its effects on other program areas can impose significant future costs in any of these areas. In essence, if robust policy work is not undertaken pre-implementation, complicated and unforeseen consequences are likely to emerge post-implementation – a realization of the old proverb “A stitch in time saves nine”, with concomitant resource implications.

## Policy officer's checklist to meet the stated priorities of the new Government

The new government will need a competent and engaged public service with policy practitioners who can:

- find, evaluate and critically analyse available evidence and generate further evidence required for sound decision-making
- communicate effectively with decision-makers and stakeholders
- manage complexity
- balance control and flexibility
- be responsive to the Government's direction keep abreast of technological change
- understand the policy and service-delivery environments of their agency areas and particularly understand the connections with other agency and broader government programs
- coordinate across government and with all levels of government
- ensure evaluation is planned early and carried out effectively to maximize service delivery outcomes
- understand political imperatives and political risk
- lead and manage policy processes.

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- Distinguish the elements of good policy and learn from policy failure
- Know how to engage stakeholders effectively
- See how policy practitioners lead and manage policy
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- Explore the interface between research, evidence, analysis, implementation and evaluation
- Know how to balance control and flexibility to deal with uncertainty

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- Learn how to manage time, quality, people and political pressures
- Enhance your leadership ability
- Know how to balance control and flexibility to deal with uncertainty



### About

**Peter Bridgman** has over 30 years experience designing real, workable solutions for government and business. He has a track record tackling tough problems and making ideas into reality.

He is qualified in law and psychology and brings to others the benefit of his unique experiences at the highest levels of major public policy organisations.

Peter co-wrote *The Australian Policy Handbook*, Australia's leading textbook on public policy, now in its fourth edition.

He has also published on topics as diverse as statutory interpretation, native title, freedom of information, administrative law, policy formulation in agriculture, and the separation of powers.

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## The First Newman Ministry

(26 March 2012 to 3 April 2012)

### Campbell Newman

Premier of Queensland

Minister for Education and Industrial Relations of Queensland

Minister for Employment, Skills and Mining of Queensland

Minister for Transport and Multicultural Affairs of Queensland

Minister for Main Roads, Fisheries and Marine Infrastructure of Queensland

Minister for Tourism, Manufacturing and Small Business of Queensland

Attorney-General, Minister for Local Government and Special Minister of State of Queensland

Minister for Energy and Water Utilities of Queensland

### Jeffrey Seeney MP

Deputy Premier, Minister for Reconstruction and

Minister for State Development and Trade of Queensland

Minister for Agriculture, Food and Regional Economies of Queensland

Minister for Environment of Queensland

Minister for Health of Queensland

Minister for Police, Corrective Services and Emergency Services of Queensland

### Timothy Nicholls MP

Treasurer of Queensland

Minister for Finance, Natural Resources and The Arts of Queensland

Minister for Government Services, Building Industry and Information and Communication Technology of Queensland

Minister for Child Safety and Minister for Sport of Queensland

Minister for Disability Services, Mental Health and Aboriginal and

Torres Strait Islander Partnerships of Queensland

Minister for Community Services and Housing and Minister for Women of Queensland

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