## Contents

Preface ........................................... xi
Cases ............................................. xiii
Statutes ........................................... xxxix
Abbreviations ................................. lxxi

### CHAPTER 1 THE SCOPE OF PUBLIC LAW 1

INTRODUCTION ................................. 1
CONSTITUTION — GOVERNMENT AND THE STATE 1
  Constitution .................................. 2
  Government .................................. 4
  The state .................................... 5
  Sovereignty .................................. 6
SOURCES OF PUBLIC LAW ................. 8
  The commonwealth constitution ............. 8
  The state and territory constitutions ..... 9
  Delegated or subordinate legislation ....... 10
  Imperial law in Australia .................. 10
    (a) The common law ......................... 10
    (b) Imperial (or British) statute law ..... 11
  Australian common law ...................... 13
    The royal prerogative .................... 16
    The conventions of the Constitution .... 16
  International law ........................... 16
MARTIAL LAW ................................. 17
KEY PUBLIC LAW CONCEPTS ............... 17
  Parliamentary supremacy .................... 17
  The rule of law ............................. 18
  Federalism .................................. 19
  Responsible government .................... 19
  Separation of powers ....................... 20
  Due process of law and natural justice ... 21
  Ultra vires .................................. 22
  Judicial review ............................. 22
  The protection of human rights .......... 23
  Writings by public law scholars .......... 24
THE AUSTRALIAN ADVANTAGE  24
Attitude towards power  25
A long period of constitution-making  25
The growth of political stability  27
Political pragmatism and flexibility  27
A basic awareness of and acceptance of the constitutional order by the general populace  29
The constitutional system is flexible  30

CHAPTER 2 ABORIGINES  31
INTRODUCTION  31
SETTLEMENT, TERRA NULLIUS AND SOVEREIGNTY  31
   The classification of colonies  31
   International law on the acquisition of colonies in the 18th century  32
   Terra nullius as an international law concept  35
   The historians and the evidence  40
   British perceptions of Australia  41
   Mabo treatment of terra nullius  42
LAND RIGHTS  43
   The New Zealand contrast  44
   Land rights Pre-Mabo  47
   The push for legal recognition of native title  48
   Mabo  49
   Post-Mabo developments  53
WHETHER ABORIGINES ARE OR WERE BOUND BY THE LAW  54
   The application of the criminal law  54
      The 19th century debate  54
      The current position  56

CHAPTER 3 THE RULE OF LAW  57
INTRODUCTION  57
ORIGINS  57
MODERN AUSTRALIAN JUDICIAL DISCUSSION  67
DICEYAN THEORY  74
JURISPRUDENTIAL DISCUSSIONS  79
THE INTERNATIONAL DIMENSION  81

CHAPTER 4 SEPARATION OF POWERS AND JUDICIAL POWER  83
INTRODUCTION  83
HISTORY  83
Locke 85
Montesquieu 87
Montesquieu in Australia 89

POSITION IN COMMONWEALTH
CONSTITUTIONAL LAW 90

POSITION IN THE STATES 91
History 91
The avoidance of the multiple holding of parliamentary seats 92
Partial separation of executive and legislative power 93
Substantial separation of judicial and legislative power 94
Separation of judicial and executive power 96

THE JUDICIAL POWER OF THE COMMONWEALTH 97
Judicial power in general 100

THE TWO BASIC PRINCIPLES 102

CONSTITUTIONAL PRACTICE: THE APPOINTMENT OF FEDERAL JUDGES TO EXECUTIVE FUNCTIONS 1940–76 113

THREE EXCEPTIONS TO THE BOILERMAKERS' PRINCIPLES 115
1. Persona designata 115
   The limits to the persona designata rule 116
2. The Contempt power of the Commonwealth Parliament 117
3. Military Justice 118
   The limits to the Military Justice exception 119

CHAPTER 5 LEGISLATIVE POWERS 121

INTRODUCTION 121

THE COMMONWEALTH DIMENSION 122
Heads of commonwealth legislative power exclusive to the commonwealth 123

THE LEGISLATURE 125

THE LEGISLATIVE POWERS OF THE STATES 126
Source of State Legislative Power 126
Scope of the legislative power: peace, order and good government 128
Limits on the legislative power 131
   Manner and form 132
   Manner and form requirements by jurisdiction 136
   Territoriality 141
   Repugnancy to fundamental common law values 151
   Repugnancy to imperial legislation 152
   Disallowance 153
CHAPTER 6  PARLIAMENTARY PRIVILEGE  155

INTRODUCTION  155

THE PRIVILEGES OF PARLIAMENT  158
  Control over members  158
  Control over strangers or visitors  160
  Power to summon and punish for contempt of parliament  161
  Power to summons witnesses and compel evidence  164
  Immunity from defamation: free speech in parliament  164
  Immunity from arrest and attendance before courts  168
  Scope of the privilege: the precincts  170
  The privileges may be waived  171
  Each house of a bicameral parliament may judge of its own privileges  171
  Judicial review of the privileges power?  172

THE EMERGING RIGHT OF REPLY  174

CHAPTER 7  ELECTING THE LEGISLATURES  175

INTRODUCTION  175

THE DEVELOPMENT OF ELECTED LEGISLATURES  175

PARLIAMENTARY STRUCTURE  177

DURATION  178

WHO CAN BE ELECTED FOR PARLIAMENT?  179
  Eligibility criteria  179
  Disqualification  180
    Financial standing  180
    Foreign allegiances  181
    Criminal conduct  182
    Conflicts of interest  183

ELECTORAL SYSTEM  186

ELECTORAL REDISTRIBUTION  186

POLITICAL PARTIES  189
  Elections  191
  The administration of elections  192
  The right to vote  193
    Disqualifications  194
      Compulsory enrolment and voting  196
  Calling elections  197
  Nomination process  198
  Voting  199
    Before polling day  199
CONTENTS

Polling day 200
Offences 202
Protecting the voting process 202
Ensuring a 'free' choice 203
A court of disputed returns 204
FUTURE DEVELOPMENTS 207

CHAPTER 8  THE EXECUTIVE 209

INTRODUCTION 209

THE PARTS OF THE EXECUTIVE 210
The Crown 210
The governor as the crown representative 213
The deputy governor 214
The administrator to the government in the states 217
The term 'executive' 218
The executive council 218
The cabinet and the premier 219
The ministers 223
The public service 224

THE POWERS OF THE EXECUTIVE AT COMMON LAW 224
General functions of the governor 226
(a) To assent to bills passed by the parliament 226
(b) To summon, prorogue and dissolve parliament 228
(c) To remove or suspend from office persons appointed under the authority of the Crown 228
(d) To exercise the prerogative of mercy 228
The royal prerogative 229
Scope 230
Extent 233
Review by the courts 235
Displacement or ouster 236
Review by the courts 243

THE POWERS OF THE EXECUTIVE: CONVENTIONS 244
Conventions of the constitution 244
The Conventions: The Governor acts on the advice of the ministry 246
The exception: reserve powers and constitutional crises 247

NO POWER TO TAX WITHOUT LEGISLATIVE ASSENT 255

CHAPTER 9  JUDICIAL INDEPENDENCE 257

INTRODUCTION 257
THE PRINCIPLE 258
RATIONALE 259

vii
EXEMPT DOCUMENTS 360
PUBLIC INTEREST TESTS 362
OBLIGATIONS TO CONSULT INFORMATION SUBJECTS 364
AMENDMENT OR ANNOTATION OF PERSONAL RECORDS 365
EXTERNAL REVIEW OF FOI DECISIONS 366
CONCLUSIVE CERTIFICATES 367

CHAPTER 14 PUBLIC INTERNATIONAL LAW 371

INTRODUCTION 371
FORMS OF INTERNATIONAL LAW 372
Customary international law 372
Treaties and other international instruments 374
TESTS FOR DETERMINING WHETHER A TREATY IS PART OF
DOMESTIC LAW 376
SOME AREAS OF INTERNATIONAL LAW THAT ARE
NOT PART OF AUSTRALIAN LAW 377
UNINCORPORATED TREATIES IN PUBLIC LAW 378
THE USE OF TREATIES TO DEVELOP THE COMMON LAW OF
AUSTRALIA 381
THE USE OF TREATIES TO INTERPRET
DOMESTIC LEGISLATION 382
AUSTRALIAN LAW ON DIPLOMATIC IMMUNITY 383
Origins 383
THE STATUTES 386
DIPLOMATIC IMMUNITY 386
Persons covered 388
Activities covered 389
Premises covered 389
When immunity starts and finishes 390
Waiver 390
Persona non grata 390
CONSULAR IMMUNITY 391

Appendix 393
Bibliography 397
Books and Articles 401
Index 431