



Electoral Commissioner



Submission Number: 129

Date Received: 11/07/2013

Our Ref: 12/1146

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Joint Select Committee on Constitutional
Recognition of Local Government
PO Box 6021
Parliament House
CANBERRA ACT 2600

Dear Mr Gregory

**Inquiry into the majority finding (financial recognition) of the Expert Panel on
Constitutional Recognition of Local Government**

Please find attached the Australian Electoral Commission's submission to the
Committee's Inquiry into the majority finding (financial recognition) of the Expert Panel
on Constitutional Recognition of Local Government.

Yours sincerely

Ed Killesteyn
Electoral Commissioner

7 January 2013

Submission to the Inquiry by the Joint Select Committee on Constitutional Recognition of Local Government into the majority finding (financial recognition) of the Expert Panel on Constitutional Recognition of Local Government

7 January 2013



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1. Introduction

1.1 On 1 November 2012, Parliament agreed to a resolution moved by the Minister for Regional Australia, Regional Development and Local Government, the Hon. Simon Crean, that:

(1) a Joint Select Committee on Constitutional Recognition of Local Government be appointed to inquire into and report on the majority finding (financial recognition) of the Expert Panel on Constitutional Recognition of Local Government including by amending section 96 of the Constitution, and in conducting its inquiry, the Committee will assess the likelihood of success of a referendum on financial recognition, and will take into account the following matters:

(a) the report of the Expert Panel on constitutional recognition of Local Government, including preconditions set by the Expert Panel for the holding of a referendum;

(b) the level of State and Territory support;

(c) the potential consequences for Local Government, States and Territories of such an amendment; and

(d) any other matters that the Committee considers may be relevant to a decision on whether to conduct a referendum, and the timing of any referendum [...].

1.2 The Australian Electoral Commission notes the agreed resolution of appointment provided that, “the Committee may report from time to time but that it present a preliminary report no later than December 2012 if possible, and a final report no later than February 2013”.

1.3 A majority of members of the Expert Panel (the Panel) on Constitutional Recognition of Local Government found that a constitutional amendment focussing on financial recognition was a viable option in 2013 if two pre-conditions were met:

“first, that the Commonwealth negotiate with the States to achieve their support for the financial recognition option; and second, that the Commonwealth adopt steps suggested by [the Australian Local Government Association (ALGA)] necessary to achieve informed and positive public engagement with the issue [...]. Steps include allocating substantial resources to a major public awareness campaign and making changes to the referendum process.”¹

¹ *Final Report*, Expert Panel on Constitutional Recognition of Local Government, Commonwealth of Australia represented by the Expert Panel Secretariat within the Department of Regional Australia, Regional Development and Local Government, December 2011, p. 2, available at:

- 1.4 The AEC notes that the changes to the referendum process referred to by the Panel relate to broader Government policy issues that go beyond the AEC's role in terms of the machinery conduct of the referendum.
- 1.5 The remainder of this submission is structured under the following headings:
2. Context
 3. AEC conduct of a 2013 referendum
 4. Referendum public awareness and information
 5. Proposed changes to the *Referendum (Machinery Provisions) Act 1984*
- 1.6 The AEC is mindful of the Committee's interim reporting timeframe outlined at paragraph 1.2. Notwithstanding other considerations and issues raised by the Panel's report, this submission focuses on the following matters that may merit early consideration by the Committee.
- Elections for the House of Representatives will be held in 2013. Conducting a referendum as a standalone event either before or after the House of Representatives election requires consideration of the administrative and logistical processes that the AEC must undertake prior to, and following, both a referendum and an election. This imposes practical time constraints around the minimum period between two events if they are to be held in the same calendar year. Should it be considered that a 2013 referendum is viable on the basis that it could be conducted in conjunction with elections for the House of Representatives, the period in which this could theoretically occur is noted. These matters are discussed in Section 3 of this Submission.
 - To date, AEC preparations such as development of AEC referendum public awareness and information activities, and in particular development of its referendum advertising campaign, has been contingent on a decision as to whether a referendum on local government recognition is likely to occur. The AEC's base funding does not include funding for the conduct of a referendum. It is therefore expected that the Committee's deliberations will inform whether or not (and when) the AEC should be funded to commence development of a referendum advertising campaign for a 2013 referendum. Should it be expected that the AEC would be ready for a referendum early in the third quarter of 2013, it is getting close to the point where it would not be possible for the AEC to develop a referendum advertising campaign that meets the intent of the *Guidelines on Information and Advertising*

<http://localgovrecognition.gov.au/sites/localgovrecognition.gov.au/files/ExpertPanel-FinalReport.pdf>.

Campaigns by Australian Government Departments and Agencies (the Government's campaign advertising guidelines). While it is still possible to develop a referendum advertising campaign on the basis of minimum statutory timeframes for the conduct of referendums, this approach carries some risk. These matters are discussed in Section 4 of this Submission.

- Should the Government support amendments to the *Referendum (Machinery Provisions) Act 1984* (Referendum Act), the AEC notes that it would be desirable for these to pass Parliament at the earliest opportunity.
 - An amendment to the Referendum Act to require a Yes/No pamphlet (the Referendum Booklet) to be delivered to every household, not every elector, was supported by Government in its response to the House of Representatives Standing Committee on Legal and Constitutional Affairs Report *A Time For Change: Yes/No? Inquiry into the Machinery of Referendums*² (the *A Time for Change: Yes/No Report*); this would enable the AEC to significantly reduce its procurement of paper, and refine printing and delivery arrangements.
 - An amendment to remove, suspend or exclude the prescriptions set out in subsection 11(4) of the Referendum Act that limit Commonwealth expenditure to the publication and distribution of information in the Referendum Booklet would allow the Government to spend money on information/education activities or on Yes/No campaigns for a referendum beyond the information contained in the AEC Referendum Booklet (such as those activities proposed by the Panel on page 2 of its report). The AEC understands that to undertake such expenditure in respect of a referendum, an amendment would need to be in place prior to the introduction of the Referendum Bill into Parliament. These matters are discussed in Section 5 of this Submission.

2. Context

- 2.1 The process for amending the text of the Constitution is set out in Section 128 of the Constitution. Section 128 includes a requirement that any proposal to alter the Constitution must be submitted to Australian electors, and have a majority of voters in a majority of States approve the proposed change – that is, at least four

² House of Representatives Standing Committee on Legal and Constitutional Affairs, *A Time For Change: Yes/No? Inquiry into the Machinery of Referendums*, December 2009, available at: http://www.apf.gov.au/Parliamentary_Business/Committees/House_of_Representatives_Committees?url=laca/referendums/report.htm.

States must vote yes; and nationally at least 50% + 1 of all formal votes must be yes.³

- 2.2 Voting in referendums is compulsory for enrolled voters. Compulsory enrolment was introduced at the federal level in 1912, and compulsory voting was introduced at the federal level in 1924. The universality of the franchise and the obligation to vote has long been seen to bring with it an obligation on the Commonwealth to ensure that all electors are made aware of the changes being proposed to the Constitution in an equitable and accessible manner.
- 2.3 The rules providing the framework for the conduct of a referendum are specified in the Referendum Act. It includes provisions which specify:
- electors entitled to vote;
 - the form of, and issuing of, the writ;
 - the close of rolls period;
 - the distribution to electors of arguments for and against the proposed law;
 - the conduct of polling (including mobile, postal and pre-poll voting);
 - the scrutiny (counting of votes) process;
 - the return of the writ;
 - the process by which results may be disputed; and
 - offences under the Act.
- 2.4 At a number of points provisions of the Referendum Act refer to the *Commonwealth Electoral Act 1918* (the Electoral Act) to explicitly address situations arising from when an election and referendum are held on the same day.

Key stages leading to a referendum

A Bill is passed by Parliament

- 2.5 A Bill setting out the proposed alteration to the Constitution is passed by both Houses of Parliament.
- 2.6 If the Bill is passed by one House but rejected, or altered, in the other (and the alterations are unacceptable to the first House) and this is repeated in the next session of the Parliament, the Governor-General may put the proposal to voters as last proposed by the first House with or without any amendments agreed by both Houses (section 128, Constitution).

³ Following an amendment in 1977, the Constitution allows for electors in the Territories to vote in constitutional referendums. Votes from the Territories are included in the national total only.

Yes/No cases may be prepared and forwarded to the Electoral Commissioner

2.7 A majority of the Members of the House of Representatives and Senators who voted for the proposal and a majority of those who voted against may develop an argument for (the 'Yes case') or against (the 'No case') the proposed law, then forward this to the Electoral Commissioner within four weeks after the passage of the proposed law through Parliament. Generally speaking, each argument must not exceed 2 000 words.⁴ Parliamentarians are not obliged to develop a Yes case or a No case (section 11, Referendum Act).

A Writ is issued

2.8 Section 7 and 8 of the Referendum Act set out that the Governor-General issues the writ for the referendum, which contains the day for the close of rolls, the day set for polling day, and the day for the return of the writ. The date set for the close of rolls is seven days after the issue of the writ (subsection 9(1), Referendum Act). Polling day, which must be on a Saturday, is not less than 33 days or more than 58 days after the issue of the writ (subsection 9(2), Referendum Act). The return of the writ must not be more than 100 days after the issue of the writ (subsection 8(1A), Referendum Act).

A 'pamphlet' (Referendum Booklet) is provided to voters

2.9 The Electoral Commissioner must print a 'pamphlet' (the Referendum Booklet) containing the Yes/No cases together with a statement showing the proposed alterations and post it to every voter on the electoral roll, no later than 14 days before the polling day for the referendum (section 11, Referendum Act). The Referendum Booklet is discussed further at Section 4 of this Submission.

Australians vote

2.10 A referendum must be held no sooner than two and no later than six months after the proposal is passed by Parliament (s. 128, Constitution). Accordingly, a referendum conducted to the minimum timetable provides that early voting must not commence sooner than two months after the proposal is passed; the maximum timetable provides that polling day must occur no later than six months after the proposal is passed.

2.11 Arrangements for voting in a referendum are similar to those for a federal election. Polling places are established in all federal divisions, and polling day is always a Saturday. The key difference is how voters are required to mark their referendum

⁴ Arrangements relating to referendums on more than one proposed law allow an argument to exceed 2 000 words where certain other requirements are met. See subsection 11(3) of the Referendum Act.

ballot paper. In a referendum, voters are required to write either 'Yes' or 'No' in the box opposite each referendum question on the ballot paper(s). If the referendum is carried, the proposed law is presented to the Governor-General for Royal Assent.

- 2.12 A table setting out key procedural and timetable requirements of the Constitution and Referendum Act is provided at **Attachment A**.

Role of the AEC

- 2.13 The AEC can conduct a referendum within the statutory timeframes provided by the Constitution and the Referendum Act.
- 2.14 The AEC's ongoing base funding does not include funding for the preparation for or conduct of referendums. Funding for referendum events occurs on a case-by-case basis; additional funding for the conduct of a referendum would be sought via established budget processes, with costs agreed to by the Department of Finance and Deregulation.
- 2.15 The AEC's role at a referendum is to provide enrolment, voting and information services to the voters of Australia to enable them to have their say at a referendum.
- 2.16 In relation to enrolment, the AEC undertakes a number of activities continuously to help eligible persons get onto the electoral roll and maintain their enrolment. In addition, following the announcement of a referendum, the AEC would promote key messages around the importance of being enrolled, and enrolling before a referendum close of rolls. The formal lead time for a referendum is slightly longer than for an election, so it may be the case that AEC activities to promote enrolment for a referendum would occur over a longer period than in the case of a 'snap election'.
- 2.17 Voting services provided for a referendum would mirror those for a federal election. The AEC is responsible for providing voting facilities to enable all Australian electors to cast their vote on the proposed constitutional changes. These arrangements would involve organising a large quantity of materials, infrastructure and people across Australia and overseas. Voters would be able to cast early votes before polling day by way of applying for a postal vote or pre-poll vote, vote with a mobile polling team or attend a polling booth on polling day.
- 2.18 The AEC's role in providing information during a referendum flow from two legislated functions.
- Paragraph 7(1)(c) of the Electoral Act sets out that one of the functions of the AEC is to "to promote public awareness of electoral and Parliamentary

matters by means of the conduct of education and information programs and by other means [...].”

- Section 11 of the Referendum Act requires that, "...the Electoral Commissioner shall, unless the Minister informs the Electoral Commissioner that the referendum is not to be held, not later than 14 days before the polling day for the referendum, cause to be printed and to be posted to each elector, as nearly as practicable, a pamphlet containing the arguments together with a statement showing the textual alterations and additions proposed to be made to the Constitution."

2.19 AEC referendum public awareness and information activities are discussed in Section 4 of this Submission.

3. AEC conduct of a 2013 referendum

3.1 As noted above, the majority of the Panel found that a constitutional amendment focussing on financial recognition was a viable option in 2013.

3.2 At least one, and possibly two, key electoral events will take place in 2013: a House of Representatives election must be held in 2013, and a half-Senate election must also be held sometime between 1 July 2013 and 30 June 2014. Therefore, notwithstanding the fact that a range of other scenarios are possible, this section explores the practical implications for the AEC arising from two options for conducting a referendum in the 2013 timeframe:

- two standalone electoral events; or
- a referendum held in conjunction with a House of Representatives and a half-Senate election.

Two standalone electoral events in 2013

3.3 The AEC requires sufficient notice to enable appropriate development of the advertising component of its public information and awareness activities, which is discussed further in Section 4 of this Submission.

3.4 The AEC currently has sufficient election materials on hand to conduct one national electoral event in 2013, whether that is a standalone House of Representatives election, a standalone referendum or a combined House of Representatives and Half Senate election. Up to three months' notice is required to source raw materials and manufacture replacement stocks of critical election support materials such as ballot boxes and voting screens, and to allow for manufacture of sufficient paper stocks to print ballot papers, elector pamphlets and certified lists.

- 3.5 The AEC would prefer a period of around nine months between election/referendum events to guard against:
- voter confusion and a reduction in voter engagement or participation arising from multiple events in a short period; and
 - voter confusion or frustration caused by an overlap of AEC activities – for example, AEC advertising and/or voting operations of one event, with AEC activities following up electors who appear to have failed to vote or voted more than once at a previous event.
- 3.6 In addition, two electoral events in close proximity would impact on the AEC in terms of:
- procurement and contract issues (for example, where major contracts specify the number of events covered rather than a period of time, or are due to expire between events; and issues relating to paper stock availability) which may lead to increased costs, particularly if there are significantly reduced lead times;
 - possible occupational health and safety impacts for ongoing staff due to protracted high pressure periods; and
 - producing an effective referendum advertising campaign that complies with the Government's campaign advertising guidelines (discussed further in **Attachment C**).
- 3.7 The AEC estimates its costs to conduct a single question standalone referendum, conducted according to its preferred timetable of nine months before or after the next election would be in the order of \$121 million. These indicative costs cover items such as staffing, training and equipment; AEC specific advertising addressing issues such as close of rolls timing and when, where and how to vote; a call centre; and the production and distribution of the Referendum Booklet (that includes the formal Yes/No cases). The costs do not include any additional information or education activities in relation to the Yes/No cases that the Government may conduct. The AEC's public information and awareness campaign, and information and education activities undertaken separately by the Government in respect of the 1999 referendum are discussed further in Section 4 of this Submission.

A referendum held in conjunction with an election in 2013

- 3.8 It has been the practice since 1972 for House of Representatives and Senate elections to be held concurrently. Should a referendum be held in conjunction with a House of Representatives and Senate elections in 2013, it is the AEC's understanding that:

- The earliest possible date on which a House of Representatives and half-Senate election could be held in conjunction with a referendum is 3 August 2013. Accordingly, as outlined at **Attachment B**, a referendum and election conducted according to a minimum timetable would require that referendum enabling legislation be passed by both Houses of Parliament by 14 May 2013.
- The latest possible date on which a House of Representatives and half-Senate election could be held in conjunction with a referendum is 30 November 2013. Accordingly, the latest point at which referendum enabling legislation would need to be passed by both Houses of Parliament is 5 September 2013, noting that 29 August 2013 is the last scheduled sitting date for Parliament before 5 September 2013.

3.9 The AEC estimates the cost of a single question referendum held in conjunction with the next election, would be in the order of an additional \$44 million. This amount is 'over and above' the cost of the election and reflects that significant savings are able to be achieved by conducting a referendum and election as a single event.

4. Referendum public awareness and information

- 4.1 One of the preconditions of the Panel's support for a referendum in 2013, was the Commonwealth adoption of steps suggested by ALGA that were considered necessary to achieve informed and positive public engagement with the issue.
- 4.2 This section discusses the AEC's public awareness and information activities for a referendum and the implications of a 2013 timeframe on this.

The AEC's public awareness and information activities

4.3 As noted at paragraph 2.18 the AEC has an ongoing statutory function to conduct "education and information programs" on electoral matters. To this end the AEC has ongoing education and public awareness programs which continue throughout the electoral cycle.⁵ In addition, when an electoral event, including a referendum, is called, key elements of the AEC's event specific public awareness and information activities include the following.

- Advertising – a national advertising campaign which includes media covering television, radio, newspapers and the internet.
- Special audience activities and advertising directed at a range of audiences including those from culturally and linguistically diverse backgrounds,

⁵ AEC, *2011-12 Annual Report*, 2012, pp. 41-44.

Indigenous electors, electors with a disability, overseas electors, and young electors.

- Media and public relations activities.
- Election publications, including, in the case of a federal election, an election guide sent to some nine million households, containing information on:
 - who is required to vote;
 - the day and date of polling day;
 - polling place opening hours;
 - when and where to vote;
 - where and how to vote if you are away from home or unable to vote on polling day;
 - what happens at the polling place;
 - how to cast a formal vote; and
 - contact details for further information including the call centre and AEC website.
- A call centre.
- Facebook and Twitter presence with messages corresponding to the advertising campaign.
- The AEC website which includes functionality to check enrolment, update enrolment details where already enrolled, apply for a postal vote, locate polling places and check progressive counting updates through the Virtual Tally Room.

4.4 In the case of a referendum, the AEC is also responsible for printing and distributing to every enrolled person the Yes/No case arguments prepared by the Parliamentarians who voted for and against the proposed changes. The Referendum Act requires the AEC, not later than 14 days before polling day, to print and post to each elector a ‘pamphlet’ (the Referendum Booklet) containing the Yes/No arguments, together with a statement showing the textual alterations and additions proposed to be made to the Constitution.

4.5 The Electoral Commissioner’s responsibility to cause the printing of the pamphlet also includes the need to determine such things as the particular typeface or typestyle style and the layout of the booklet. The AEC issued guidelines to Members of Parliament preparing Yes/No arguments for the 1999 referendum detailing specifics of the intended style and layout of the arguments within the Referendum Booklet and the approach to counting of words. The arguments were subsequently printed as provided by the parliamentarians. In part, the guidelines sought to ensure that neither argument was seen to gain an advantage by using a particular typeface or typestyle. A copy of the guidelines is at **Attachment D**.

4.6 Should a decision be made to proceed with a referendum in 2013, the general focus of AEC referendum public information and awareness activities would be:

- how, when and where to enrol and vote
- assistance and services available to electors
- how to correctly complete the referendum ballot paper.

4.7 This focus reflects that the AEC is an independent statutory authority and is responsible for the machinery of the referendum only. It has no involvement with the campaigns for or against the proposed changes to the Constitution, and does not have responsibility for educating voters on the issue that is the subject of a proposed change.

The Government's role in the 1999 referendum

4.8 As noted above, the AEC has no involvement with the campaigns for or against the proposed changes to the Constitution, and does not have responsibility for educating voters on the issue that is the subject of a proposed change.

4.9 The prescriptions set out in subsection 11(4) of the Referendum Act limit Commonwealth expenditure to the publication and distribution of information in the Referendum Booklet (which contains the Yes/No case). The *A Time for Change: Yes/No Report* recommended amendments to the Referendum Act to remove the subsection's current limitation on spending and include provisions to ensure that spending is directed to referendum education and to equal promotion of the Yes/No arguments.

4.10 The Government Response to this report noted the recommendation and stated that it would consider amendments to the Referendum Act on a case by case basis. The AEC understands that to undertake such expenditure in respect of a referendum, an amendment would need to be in place prior to the introduction of the Referendum Bill into Parliament.

4.11 In relation to the 1999 referendum, the operation of subsection 11(4) was specifically excluded by section 4 of the *Referendum Legislation Amendment Act 1999*, which provided that:

"Subsection 11(4) of the Referendum (Machinery Provisions) Act 1984 does not prevent expenditure by the Commonwealth in respect of things done during 1999 (whether or not by the Commonwealth) in connection with either of the following proposed laws (including expenditure before the relevant Bills are introduced into the Parliament):

(a) a proposed law to alter the Constitution to establish the Commonwealth of Australia as a republic;

(b) a proposed law to insert a preamble in the Constitution".

- 4.12 At the 1999 referendum, a federal government sponsored information campaign was undertaken. The Government campaign was supported by a Referendum Taskforce located in the Department of the Prime Minister and Cabinet. The Taskforce supported a Ministerial Steering Group and the Ministerial Committee on Government Communications in developing and implementing a neutral public education program and the arrangements for the 'Yes' and 'No' campaign advertising which preceded the referendum.
- 4.13 In addition to the Government campaign, the Government also allocated \$7.5 million to each of the Yes and No Advertising Campaign Committees (appointed from former delegates to the 1998 Constitutional Convention) to promote the arguments for and against change.

The implications of a 2013 timeframe

Planning and development of an AEC referendum advertising campaign

- 4.14 The most visible element of the information and awareness activities noted at paragraph 4.3 is the national election and/or referendum advertising campaign. An advertising campaign incorporating mass media channels such as television, radio and press is required to ensure maximum audience/message reach. The nature of the campaign requires that the AEC carefully researches and plans its communication to ensure it supports effective electoral participation.
- 4.15 As noted at paragraph 2.14, funding for referendum events is not included as part of the AEC's base funding. It is assumed that a decision on funding for preparations for a 2013 referendum will be informed by the deliberations of this Committee. Unlike federal elections, where the AEC begins preparations for the next election following finalisation of the previous election, the infrequent nature of referendums and funding arrangements do not enable a similar approach to be taken. This is not a significant concern for many aspects of conducting a referendum, as election preparations can be used. This includes, for example, election preparations relating to recruiting staff, establishing polling place locations, production of cardboard materials and processes associated with the close of the rolls and printing of certified lists. However, this approach is not possible to the same extent in relation to an AEC referendum advertising campaign. Development, market testing and production of referendum campaign

- materials is required. This process is expected to cost in the order of approximately \$3 million. This figure does not include media placement costs.
- 4.16 If it was clear that a 2013 referendum was intended to be held either as a standalone event, or in conjunction with an election, advertising campaign material that is intended to be used for the 2013 election could be adapted to create referendum advertising material. The AEC's 2013 election advertising campaign will be implemented in three phases – a close of rolls phase, a voter services phase and a formality phase. Much of the 2013 election campaign material already exists, as the AEC will be using the same or 'refreshed' versions of material used in the 2010 election advertising campaign.
- 4.17 Referendum advertising, like election advertising, would need to be ready to launch on the day that a referendum event was officially announced, or the writs were issued. Should it be intended that a 2013 referendum proceed, one obvious scenario is that it could be held at any time in the second half of 2013, in conjunction with House of Representatives and half-Senate elections, according to a minimum timetable. Under this scenario, one assumption is that the Issue of Writs would occur on 1 July 2013 (as outlined at **Attachment B**).
- 4.18 The appropriate timeframe for the development of referendum campaign advertising material, which would comply with the Government's campaign advertising guidelines and provide adequate preparation time, is 27 weeks. The activities required and the risks that would be arise in case of a timeframe shorter than 27 weeks are outlined at **Attachment C**. Development of an AEC referendum advertising campaign to meet this timeframe would need to have commenced in late December 2012 in order to be ready for 1 July 2013. Should development of the referendum advertising campaign commence and it subsequently become clear that a 2013 referendum would occur later, planning could be adjusted to take account of this. In the absence of a firm indication otherwise however, the AEC would need to plan for the deadline of 1 July 2013.
- 4.19 As noted at paragraph 2.13, the AEC can conduct a referendum within the minimum statutory timeframe provided for in the Referendum Act. However, preparation of a referendum advertising campaign to a truncated or minimum timeframe carries a range of risks. Depending on the timeframe provided these could include insufficient, or no, market testing to confirm objectivity and effectiveness of the materials (which in turn could impact on formality levels), escalation of costs relating to development and market testing, and impacts on other final election preparations. These risks are outlined further in **Attachment C**.

The Referendum Booklet

- 4.20 For the 1999 referendum, approximately 12.9 million 72-page Referendum Booklets were produced by the AEC and delivered to 12.1 million electors at a cost of \$16.858 million (approximately \$1.30 per elector). It is estimated that there will be 14.5 million electors on the electoral roll as at 30 June 2013. The estimated cost for a similar sized booklet produced for a 2013 referendum could be up to \$28 million, due to the increase in the number of electors since 1999 and increased production and distribution costs.
- 4.21 The Referendum Booklet cannot be produced until receipt of the Yes/No case from the relevant committees, which must be provided within four weeks of the passage of legislation. The AEC must then post to each elector the Referendum Booklet not later than 14 days before polling day. Should a 2013 referendum be held in conjunction with House of Representatives and half-Senate elections, to a minimum timetable, and the full 28 days was taken by the relevant committees to deliver the arguments to the AEC, the AEC would have in the order of just one month to produce and post 14.5 million booklets.
- 4.22 Producing the Referendum Booklet in a minimum timeframe presents logistical issues requiring careful management to minimise the possibility, even for a standalone referendum, that production arrangements impact on the timely delivery of the booklet to electors. The printing, wrapping, personalised addressing, despatch and delivery of more than 14 million mail items in a short time period is a major logistical exercise and will put significant pressure on the AEC's preferred printer (or printers) and on Australia Post who will be required to deliver all booklets. Where a referendum is held in conjunction with an election, election related materials also require printing and despatch, including the election guide which the AEC delivers to every household in the lead up to an election.

5. Proposed changes to the *Referendum Act (Machinery Provisions) Act 1984*

The Referendum Booklet

- 5.1 As indicated previously, subsection 11(1) of the Referendum Act requires that a Yes/No pamphlet (the Referendum Booklet) needs to be sent to every elector.
- 5.2 The AEC is of the view that the Referendum Act should be amended to remove the requirement to deliver, by post, the Yes/No pamphlet to each elector.
- 5.3 Amending the Referendum Act to require a Yes/No pamphlet to be delivered to every household, not every elector was the subject of recommendation 3 of the A

Time for Change: Yes/No Report. The Government response to the report, tabled on 1 November 2012 supported the recommendation in the following terms.

Recommendation	Response
<p>3. The Committee recommends that the Australian Government introduce amendments to the [Referendum] Act to require a Yes/No pamphlet to be delivered to every household, not every elector.</p>	<p>Supported. This reform would reduce expenditure on printed material and with online publication in addition, the number of electors who receive the pamphlet should not be affected. To the extent possible, the AEC will make efforts to ensure that registered overseas electors are provided with information on how to access the official Yes/No case booklet.</p>

- 5.4 Should the legislation be amended to enable the AEC to deliver (by post or other means) the booklet to each Australian household, rather than each elector, there would be significant cost and time savings, and reduction in wastage of materials.
- 5.5 The AEC would ensure that the Referendum Booklet was available to all electors (including those overseas) including on the AEC website or on request via the call centre, in a variety of accessible formats.

Limitations on the purposes for which money can be spent in relation to referendum questions

- 5.6 As indicated at paragraphs 4.8 and 4.9, the *A Time for Change: Yes/No Report* recommended amendments to the Referendum Act to allow for Commonwealth expenditure on information/education activities or on Yes/No campaigns for a referendum beyond the information contained in the AEC Referendum Booklet. The Government Response indicated that it would consider such amendments on a case by case basis.
- 5.7 The AEC understands that to undertake such expenditure in respect of a referendum, an amendment would need to be in place prior to the introduction of the Referendum Bill into Parliament.

Attachment A

Key elements of the referendum machinery requirements

Element	Comment	Authority
Proposed law passed by an absolute majority of both houses	If passed by one house but not the other (that is, the other house rejects, fails to pass, or amends the proposed law), then the legislation can be reintroduced 3 months later. If still not passed by an absolute majority of both, then the Governor-General may agree a referendum, with or without amendments	Constitution, s. 128
Critical dates		
Writ issue	Issued by the Governor-General to the EC Deemed to be issued at 6:00 pm on the day of issue Must be at least 33 days, and no more than 58 days, before polling day Must comply with the 2 – 6 month rule in the Constitution, s. 128 for voting. That is, the writ must be issued such that early voting commences no earlier than 2 months after passage and polling day must be no more than 6 months after passage	Referendum Act, s. 7, s. 8, s. 12
Distribution of the writ	The Governor-General must copy the writ to states' Governors; ACT Chief Minister; NT Administrator	Referendum Act, s. 12
Close of rolls	8 pm, 7 days after the date of the writ	Referendum Act, s. 9
Voting	Early voting – Timed such that it does not commence less than 2 months after passage of the proposed law, if passed by an absolute majority of both houses Polling day – Timed such that polling day is within 6 months after passage No minimum interval if the Bill is not passed by an absolute majority of both houses	Constitution, s. 128
Writ contents	Close of rolls day Polling day – must be a Saturday (NB: polling day must be no more than 6 months after passage of the proposed law, if passed by an absolute majority of both houses) Date for the return of writ – not more than 100 days after issue The text of the proposed law and the text of the proposed alterations to the Constitution shall be attached to the writ.	Referendum Act, s. 8, s. 9
Ballot papers	Separate ballot papers are printed for each question provided the Minister gives notice to the EC at least	Referendum Act, s. 25 (3A)

	28 days before the issue of the writ; otherwise all questions must be printed on one paper	
Yes/No Case		
Yes and No cases text	<p>Authorised by a majority of MPs who voted yes/voted no Maximum 2,000 words each (multiple questions – can average 2,000 each)</p> <p>Not compulsory – MPs who voted Yes/No can choose not to submit a case; if the proposed law was passed unanimously there can't be a No case</p>	Referendum Act, s. 11
Forwarding to the EC	Within 4 weeks of passage	Referendum Act, s. 11
Distribution to electors	Must be posted not later than 14 days before polling day	Referendum Act, s. 11
Public information campaigns	Commonwealth is prohibited from spending money on a yes/no case other than via the Yes/No pamphlet	Referendum Act, s. 11(4)
State/Territory elections	<p>Can't be held on the same day as a referendum without Governor-General authority.</p> <p>Known election dates for 2013: 9 March 2013: WA Legislative Assembly and Legislative Council 4 May 2013: Tas Legislative Council</p>	Referendum Act, s. 143

Attachment B

Timeframe for the conduct of a referendum in conjunction with House of Representatives and a half-Senate election (assuming it is held in conjunction with the earliest possible date for a simultaneous House of Representatives and half-Senate election, which is 3 August 2013.)

Action	Date	Comments	Legislation
Passage of referendum legislation	14 May 2013		
Yes/No cases	11 June 2013	Must be provided to the Electoral Commissioner within 4 weeks of passage	Referendum Act
Issue of writ	1 July 2013	Writs for a half-Senate election cannot be issued earlier than 12 months prior to the expiry of the Senate term Writs must be issued at least 33 days prior to polling day	Electoral Act Referendum Act
Close of rolls	8 July 2013	Must be 7 days after writ issue	Electoral Act Referendum Act
Close of nominations	11 July 2013	Minimum 10 days after writ issue	Electoral Act
Declaration of nominations	12 July 2013	24 hours after close of nominations	Electoral Act
Pre-poll and postal voting	15 July 2013	Cannot be earlier than 2 months or more after the passage of legislation. AGS advice is that the two month period in s. 128 begins at the start of the day after the Third Reading of the Bill in the second House of Parliament that passes it. Pre-poll for an election cannot be earlier than 2 days after declaration of nominations ⁶	Constitution Electoral Act
Yes/No booklet	19 July 2013	Latest date for posting to each elector	Referendum Act
Mobile polling	22 July 2013	Cannot commence earlier than 12 days prior to polling day	Referendum Act Electoral Act
Election day	3 August 2013	Must be a Saturday	Referendum Act Electoral Act

⁶ Legislation currently before the Parliament may change this provision.

The AEC referendum advertising campaign

C.1 Some specific components of the work required to develop the AEC referendum advertising campaign are outlined below. As noted in paragraph 4.15, the AEC's 2013 election and/or referendum advertising campaign would be implemented in three phases – a close of rolls phase, a voter services phase and a formality phase.

Close of rolls

C.2 In order to have the advertising suite ready to be placed in the media on announcement day, the AEC pre-records multiple versions of its close of rolls materials. That is, each advertisement is recorded advising that the electoral roll will close on Monday / Tuesday / next Monday / next Tuesday / tomorrow / today etcetera. In all, 12 versions are created of each advertisement. Every version is then translated into 28 spoken languages. The logistical exercise of developing the mainstream and in-language advertising can take several months.

C.3 Updates required to the existing 2013 election advertising suite would include revision of the wording to ensure the advertisements adequately cover a combined referendum and election, as well as any required image updates, logo placement, re-voicing and replacement of end frames in television commercials, and in-language translations.

Voter Services

C.4 Advertising materials for voter services would, for the most part, be consistent with those utilised during an election period and would likely not need significant redesign.

Formality

C.5 While utilising the AEC's existing election-time advertising campaign would produce cost and time savings for the close of rolls and voter services phases of the campaign, the formality phase of the campaign would need to be redesigned for a combined election and referendum. The formality phase would also require redesign in the event of a standalone referendum.

C.6 The formality phase is a critical element of the AEC's advertising campaign as it advises electors how to cast a formal vote. The formality message in a combined federal election and referendum event is complex, as the AEC is advising electors how to correctly complete three separate ballot papers using three different methods. These messages require careful review and consideration to ensure the AEC is meeting its obligation to educate electors on the process of voting. Even for

a standalone referendum, getting formality advertising right will be important as electors rarely participate in referendums and completing a ballot paper(s) involves using words not numbers.

- C.7 Should it become clear that a referendum was to be held, the AEC would need to conduct audience research on messaging in this phase and any new advertising creative that would cover the altered messaging required in an election and referendum formality phase.
- C.8 Additions to the campaign's third phase (referendum formality) would require market testing. Principle 2 of the Government's campaign advertising guidelines states that, "campaign materials should be tested with target audiences to indicate they are engaging and perform well against the objectives of the campaign". In order to ensure accurate market research and reduce bias in the research results, the market testing of the revised advertising in this phase should be completed prior to an announcement of a referendum or election (in fact, preferably before the introduction of legislation into Parliament as it can be expected that the possibility of a referendum will receive media attention at this time). Research of this nature can take six to eight weeks to complete.

The AEC exemption to the Government's campaign advertising guidelines

- C.9 The AEC was exempted from the Government's campaign advertising guidelines following a formal Ministerial statement to Parliament by the former Cabinet Secretary, Senator the Hon Joe Ludwig in September 2009. This exemption remains current, recognising that AEC campaigns need to be, and need to be perceived to be, conducted independently from government.
- C.10 Senator Ludwig's statement did, however, express an expectation that the AEC would adhere to the broad intent of the Government's campaign advertising guidelines, to which the AEC agreed. Further, a 2011-12 Australian National Audit Office (ANAO) report into selected exempt and non-exempt campaigns (including the AEC's 2010 federal election campaign) and agencies recommended that exempt agencies internally document adherence to the Government's campaign advertising guidelines to the extent that they apply.⁷ The Electoral Commissioner accepted this recommendation and would need to complete an internal certification checklist before and after the event demonstrating such adherence.
- C.11 Should the AEC not be able to comply with the intent of the Government's campaign advertising guidelines because the timeframe between when the AEC

⁷ ANAO, *Administration of Government Advertising Arrangements: March 2010 to August 2011*, Audit Report No.24 2011–12, 2012.

becomes aware that a referendum is to be held and the issue of the writ (or formal announcement) is insufficient, the AEC may need to seek from the Special Minister of State a further one-off exemption from complying the principles of the Government's campaign advertising guidelines.

Development and production timeframe

- C.12 The AEC has developed two indicative timelines for the development of referendum advertising campaign materials, which have been based on the assumption of a combined federal election and referendum. Timeframes for a standalone referendum would be similar.
- C.13 The timelines assume that funding for preparations for a 2013 referendum is contingent on the findings of this Committee, and that the final views of this Committee, in accordance with the parameters of its resolution of appointment, are not known prior to 28 February 2013.
- C.14 The following timelines assume use of existing creative for all phases, plus the recommended new materials for the referendum message in the formality phase.

Truncated timeline – 17 weeks

For example: 1 March 2013 to 28 June 2013

There are significant risks associated with campaign development in such a short timeframe. For example, the period for market testing included is too short to provide assurance that the advertising materials are fit for purpose (consistent with the Government's campaign advertising guidelines) for mainstream and a range of special audiences.

The truncated timeline includes suppliers working across weekends and public holidays – estimated costs will increase as a result.

This assumes a single question referendum is combined with a federal election, with writs issued on Monday 1 July 2013 and a minimum election timetable of 33 days including a polling day on Saturday 3 August

Preferred timeline – 27 weeks

For example: 1 March 2013 to 6 September 2013

The preferred timeframe allows an adequate period for market testing of new elements of the campaign and provides the AEC with the scope to adhere to the Government's campaign advertising guidelines and the AEC's own internal campaign certification processes.

This timeframe also presents significantly less risk in terms of campaign development.

- C.15 One risk of a truncated timetable is a collapsed timeframe for market testing of materials or no time at all. As noted in paragraph C.8, it is critical that sufficient time is allowed to market test the new elements of a referendum campaign, particularly in the formality phase. The AEC has a particular interest in ensuring that its referendum formality phase should rest on robust, documented, and independent market testing. This is so that any accusations of bias in presentation, or failure of the campaign to achieve objectives, that might arise during the election/referendum period or from after-the-event analysis by political or community stakeholders can be met by evidence of a reasonable and objective basis for AEC decisions. An ultimate risk is that untested or insufficiently tested materials contribute to higher levels of unintended informal voting that could impact the outcome of the referendum, and/or has a deleterious effect on House and Senate voting.
- C.16 Should the AEC not commence preparation of the referendum campaign components until 1 March 2013, and materials are required prior to 28 June 2013, some key risks include:
- insufficient, or no, time in a truncated timetable, that is one commencing 1 March 2013, to test new advertising concepts, messaging and product for the formality phase, increasing the risk that the materials are not fully effective or not completed
 - AEC final campaign advertising approvals required without a sufficient level of market testing to inform decision making
 - elevated potential for criticism by stakeholders, interest groups or the wider public (during the campaign or afterwards) if they perceive that the campaign advertising:
 - did not effectively inform voters
 - adversely impacted on formality rates
 - was biased towards one side or the other
 - the advertising material was culturally deficient for special audiences, or the style of presentation did not adequately address special audiences
 - limited opportunity to defend against the above criticism if robust market testing was not able to be conducted in the truncated time frames available
 - a risk that completion of the referendum work in the truncated timeframe will jeopardise other final election preparations, and/or compete with communications staff resourcing for other AEC concurrent enrolment stimulation campaigns at that time.

Attachment D

1999 Referendum — AEC Guidelines for Members of Parliament preparing the Arguments to be sent to electors

Referendum 1999

Guidelines for Members of Parliament preparing the Arguments to be sent to electors.

Introduction

The following guidelines are designed to assist Members and Senators prepare the arguments in favour of and against the proposed law to amend the constitution.

The *Referendum (Machinery Provisions) Act 1984* authorises the Australian Electoral Commission (AEC) to conduct the referendum. Among other matters, the Act sets out the requirements for the preparation and distribution of the pamphlet containing the argument in favour of, and the argument against, the proposed law to change the Constitution.

The Act provides that within four weeks after the passage of a proposed law, the majority of members of Parliament who voted in favour of the proposed law, may forward to the Electoral Commissioner, an argument supporting that law, consisting of not more than 2,000 words - the 'Yes' Case.

Similarly, the Act also provides that those members of Parliament who voted against the proposed law, may prepare a case against that law consisting of 2,000 words - the 'No' Case.

Note that if there is more than one question at the Referendum, the arguments in favour of one of the proposed laws may exceed 2,000 words if the arguments in favour of all the proposed laws do not average more than 2,000 words. The same averaging system applies to the arguments against the proposed laws.

On receipt of the arguments, the Electoral Commissioner arranges for the printing of the arguments for and against the proposed law in a pamphlet and for this pamphlet to be posted to each individual elector no later than 14 days before polling day.

The Act authorises the Electoral Commissioner to cause the printing of the pamphlet and this responsibility carries with it the power to determine the style and layout of the pamphlet.

At the 1997 Constitutional Convention election, the Australian Electoral Commission prepared Candidate Statement Booklets for distribution to more than 11.9 million electors nationally. Acting under legislative authority, the Electoral Commissioner approved the format of the document to ensure that all candidate statements were presented equally. Those statements were prepared and distributed without complaint regarding the layout.

In the conduct of the 1999 Referendum, the Commissioner will seek to ensure that neither argument is seen to gain an advantage by virtue of different typeface or typestyle preferred by their proponents.

Accordingly, the following guidelines provide information about some of the specific details regarding the style and layout of the arguments. While the Australian Electoral Commission must play no part in the preparation of the text of the arguments, questions regarding style and format can be addressed in the first instance to the AEC's Director Information, Brien Hallett, on (02) 6271 4415.

Design of the pamphlet

1. The dimensions of the pamphlet will be 275mm x 206mm (Quarto).
(Note: the sample pages printed in these guidelines have been reduced to show typesetting specifications.)
2. The pamphlet will contain:
 - an introduction from the Electoral Commissioner;
 - the text of the arguments; and
 - the Constitution with the proposed amendments.
3. The arguments will be laid out with the 'Yes' case on every even (left) page and the 'No' case on every odd (right) page.
4. The text will be printed in black ink.
5. The pages on which the text appears will be colour coded as follows:
 - pages containing the arguments in favour of the proposed law (the 'Yes' Case) will be green (10% of PMS 329 or Process colour: Cyan 10%, Magenta 4.7%, Yellow 4.7% and Black 0%); and
 - pages containing the arguments in against the proposed law (the 'No' Case) will be red (10% of PMS Warm Red or Process colour: Cyan 0%, Magenta 8%, Yellow 9% and Black 0%).
6. Every page of each argument will contain the following note in a footer:

Please note: The content of this argument was written by the Members of Parliament who voted in favour of (or against) the proposed law to change the Constitution. It has been printed without amendment by the Electoral Commissioner.

What can be submitted

1. The words provided will be printed as supplied. No editorial changes will be made by the Electoral Commissioner for the purposes of accuracy, sense or other reason. While material may be provided electronically (e.g. on disk) a hard copy on paper must accompany this disk and will be treated as the formal copy received by the Electoral Commissioner. An accompanying letter must identify and be signed by the majority of Members authorising the case.
2. Each argument must contain only words. Graphics, photographs, pictures, cartoons or diagrams will not be published.
3. Numerals will be considered and counted as words where they are required to make sense (e.g. "Since 1901,..." or "60% of Australians believe..."). Refer section entitled 'Counting of Words' opposite for more details on how words will be counted.
4. While the Electoral Commissioner's decision will be final, the latest edition (third edition, 1997) of the Macquarie Dictionary will be used as a reference in determining the acceptability of hyphenated words etc (refer 'Counting of Words' opposite).
5. Boxes consisting of keylines surrounding sections of text are permissible and will be set as supplied.
6. There will be two levels of heading (heading and sub-heading) followed by text. While the heading will be mandatory and indicate whether the text argues the yes or no case, sub-headings are at the discretion of the Members. It is suggested that the argument provided follow this style. A sample format showing how the Commissioner proposes to typeset the arguments is attached for information.
7. Material (including alterations and corrections) cannot be accepted after the expiry of the four week period following the passage of the proposed laws.

Counting of words

The Electoral Commissioner will use the following criteria in determining the number of words contained in an argument:

Category	Example	Number of Words
Hyphenated words*	Co-author, Sub-branch, Vice-president 1901-1902	One
Slashes	Victoria/Tasmania, 1901/1902 Secretary/treasurer	One
Abbreviations	ARM, ACM, GG, eg, ie	One
One letter words	A, I	One
Numerals	2, 63, 476, 2,398	One
Years	1901, 1999	One
Subheadings		Words used contribute to 2000 word total
Headings	The case for voting 'YES' The case for voting 'NO'	Nil
Titles	Dr, Professor, Sir, Rev	One 'Dr Smith' counts as 2 words 'Mr John Smith OBE' counts as 4 words
Honorifics	OBE, AM	One
Symbols	%	Nil '60%' counts as one word, but '60 per cent' counts as three words
Punctuation	? , ! : " ;	Nil

*Hyphenated words are only permitted when they are used according to standard usage. Hyphens will not be accepted where they are used in an attempt to reduce the number of words.

The following examples are generally accepted hyphenations:

- for compound numbers, eg forty-six;
- for two part components, where one of the parts cannot stand as an independent word, eg. sub-zero, re-election, sub-editor;
- for compound expressions, eg flow-on, multi-party; and
- to avoid ambiguity, eg three two-metre lengths

The case for voting 'YES'

Headline
Bodoni Bold
Caps and Lowercase
Size: 40 point Centred.

Headline Question
Bodoni Bold Italic.
Caps and Lowercase
Size: 14 point text on
16 point leading,
Range Left.

A Proposed Law: Scire velim, chartis pretium quotus arroget annes. scriptor abhinc annos centum qui decidit, inter perfectos veteresque referri debet an inter vilis atque novos?

Si meliora dies, ut vina, poemata reddit?

Scire velim, chartis pretium quotus arroget annes. scriptor abhinc annos centum qui decidit, inter perfectos veteresque referri debet an inter vilis atque novos? Excludat iurgia finis, "Est vetus a qui perficit annos." Quid, qui depeus erit? Veteresne poetas, an quosens et postera.

Body Copy
Bodoni Regular.
Caps and Lowercase
Size: 12 point text on
14 point leading
Justified.

Subhead
Bodoni Bold.
Caps and Lowercase
Size: 20 point text on
22 point leading,
Range Left.

Iste quidem veteres inter ponetur honeste?

Qui vel mense brevi vel toto est iunior anno. "Utor permissio, caudaeque pilos ut equinae paulatim vello unum, demo etiam unum. dum cadat elusus ratione ruentis acervi, qui redit in fastos et.

Ennius et sapines et fortis et alter Homerus. ut critici dicunt, leviter curare videtur. quo promissa cadant et somnia Pythagorea. Naevis in manibus non est et mentibus haeret paene recens?

Background Panel
10% of PMS 329 or
Process colour:
Cyan 10%, Magenta
4.7%, Yellow 4.7%
and Black 0%.

Adeo sanctum est vetus omne poema. ambigitur quotiens, uter utro sit prior. aufert Pacuvius docti famam senis Accius alti, dicitur Afrani toga convenisse Menandro, Plautus ad exemplar Siculi.

Hos ediscit et hos arto?

Stipata theatro spectat Roma potens; habet hos numeratque poetas ad nostrum tempus Livi scriptoris ab aevo. Interdum volgus rectum videt, iotuy vifu dieru est ubi peccat.

Si veteres ita miratur laudatque poetas, ut nihil anteferat, nihil illis comparet, errat. Si quaedam nimis antiquae, si peraque dure dicere credit eos.

Boxes surrounding sections to be set
1.5pt keyline to width of 175mm solid PMS 329 or Process colour:
Cyan 100%,
Magenta 47%,
Yellow 47%
and Black 0% .
Text to start 5mm in from keyline.

Stipapta Potnets!

Excludat iurgia finis. "Est vetus a qui perficit annos." Quid, qui depeus erit? Veteresne poetas, an quosens et postera respuat aetas? Accius alti, dicitur Afrani toga convenisse Menandro, Plautus ad exemplar Siculi. Interdum volgus rectum videt.

Non equidem insector?

Delendave carmina Livi esse reor, memini quae plagosum mihi parvo Orbilium dictare; sed emendata videri pulchraque et exactis minimum distantia miror. Inter quae verbum emicuit si forte decorum, et si versus paulo concinnior unus et alter opemlotu posai.

Stipata theatro spectat Roma potens; habet hos numeratque poetas ad nostrum tempus Livi scriptoris ab aevo. Interdum volgus rectum videt. est ubi peccat.

Footer

Please note: The content of this Argument was written by the Members of Parliament who voted in favour of the proposed law to change the Constitution. It has been printed without amendment by the Electoral Commissioner.

8/9pt Helvetica Roman
Keyline Box surrounding to be 1.5pt to width of 175mm solid PMS 329 or Process colour:
Cyan 100%,
Magenta 47%,
Yellow 47%
and Black 0% .
Text to start 5mm in from keyline.

The case for voting 'NO'

Headline
Bodoni Bold
Caps and Lowercase
Size: 40 point Centre

Headline Question
Bodoni Bold Italic.
Caps and Lowercase
Size: 14 point text on
16 point leading,
Range Left.

A Proposed Law: Scire velim, chartis pretium quotus arroget annes. scriptor abhinc annos centum qui decidit, inter perfectos veteresque referri debet an inter vilis atque novos?

Si meliora dies, ut vina, poemata reddit?

Scire velim, chartis pretium quotus arroget annes. scriptor abhinc annos centum qui decidit, inter perfectos veteresque referri debet an inter vilis atque novos? Excludat iurgia finis, "Est vetus a qui perficit annos." Quid, qui depeus erit? Veteresne poetas, an quosens et postera.

Body Copy
Bodoni Regular.
Caps and Lowercase
Size: 12 point text on
14 point leading
Justified.

Subhead
Bodoni Bold.
Caps and Lowercase
Size: 20 point text on
22 point leading,
Range Left.

Iste quidem veteres inter ponetur honeste?

Qui vel mense brevi vel toto est iunior anno." Utor permissio. caudaeque pilos ut equinae paulatim vello unum, demo etiam unum. dum cadat elusus ratione ruentis acervi, qui redit in fastos et.

Ennius et sapines et fortis et alter Homerus, ut critici dicunt, leviter curare videtur, quo promissa cadant et somnia Pythagorea. Naevis in manibus non est et mentibus haeret paene recens?

Background Panel
10% of PMS Warm Red
or Process colour:
Cyan 0%,
Magenta 8%,
Yellow 9%
and Black 0%.

Adeo sanctum est vetus omne poema. ambigitur quotiens, uter utro sit prior, aufert Pacuvius docti fanam senis Accius alti, dicitur Afrani toga convenisse Menandro, Plautus ad exemplar Siculi.

Hos ediscit et hos arto?

Stipata theatro spectat Roma potens; habet hos numeratque poetas ad nostrum tempus Livi scriptoris ab aevo. Interdum volgus rectum videt. iotuy vifu dieru est ubi peccat.

Si veteres ita miratur laudatque poetas, ut nihil anteferat, nihil illis comparet, errat. Si quaedam nimis antique, si peraque dure dicere credit eos.

Boxes surrounding sections to be set
1.5pt keyline to width of 175mm
Solid PMS Warm Red
or Process colour:
Cyan 0%,
Magenta 79%,
Yellow 91%
and Black 0%.
Text to start 5mm in from keyline.

Stipapta Potnets!

Excludat iurgia finis, "Est vetus a qui perficit annos." Quid, qui depeus erit? Veteresne poetas, an quosens et postera respuat aetas? Accius alti, dicitur Afrani toga convenisse Menandro, Plautus ad exemplar Siculi. Interdum volgus rectum videt.

Non equidem insector?

Delendave carmina Livi esse reor, memini quae plagosum mihi parvo Orbilius dictare; sed emendata videri pulchraque et exactis minimum distantia miror. Inter quae verbum emicuit si forte decorum, et si versus paulo concinnior unus et alter opemlotu posai.

Stipata theatro spectat Roma potens; habet hos numeratque poetas ad nostrum tempus Livi scriptoris ab aevo. Interdum volgus rectum videt, est ubi peccat.

Footer
8/9pt Helvetica Roman
Keyline Box surrounding to be 1.5pt to width of 175mm solid PMS Warm Red or Process colour:
Cyan 0%,
Magenta 79%,
Yellow 91%
and Black 0%.
Text to start 5mm in from keyline.

Please note: The content of this Argument was written by the Members of Parliament who voted against the proposed law to change the Constitution. It has been printed without amendment by the Electoral Commissioner.

