

COMMISSION OF INQUIRY INTO  
AUGUST 2007 OUTBREAK OF EQUINE INFLUENZA

Before The Hon Ian Callinan AC

Held at Level 5, 55 Market Street, Sydney

On Thursday, 6 March 2008, at 2pm  
(Day 41)

1 THE COMMISSIONER: Mr Henskens, before you begin, there is  
2 a matter that I want to raise with Mr Andronos.

3

4 Mr Andronos, it was either Dr O'Connell or Mr Hunter  
5 who said - and I may not be quoting whichever one it was in  
6 precise language, but this is the way I took it and I don't  
7 think there is much doubt about it - that the Nairn report  
8 had recommended privatisation of quarantine stations and  
9 that Government had adopted that as policy, the Government  
10 of the day or a subsequent Government, but that, in effect,  
11 it was Government policy. Do you recall that evidence?

12

13 MR ANDRONOS: I can't bring it to mind precisely. My  
14 understanding, Commissioner, is that the general thrust of  
15 the Nairn report was to privatise functions where possible,  
16 but not necessarily including quarantine stations. I will  
17 take instructions on that point.

18

19 THE COMMISSIONER: If you would, Mr Andronos, because  
20 I can't find that in the Nairn report, and certainly no  
21 document reflecting or stating Government policy in  
22 accordance with what I thought was the implication at least  
23 of the evidence to which I've referred has been produced.

24

25 If you look, for example, at recommendation number 10  
26 of the Nairn report, it says:

27

28 The Review Committee recommends that  
29 Quarantine Australia assume all the  
30 functions and responsibilities of the  
31 Australian Quarantine and Inspection  
32 Service, with the exception of meat  
33 inspection...

34

35 Recommendation 81 states:

36

37 ...that the animal quarantine stations  
38 operated by Quarantine Australia should be  
39 on a more commercial basis by introducing a  
40 system of forfeitable bonds for allocations  
41 of space, with bonds being forfeited if  
42 offers are not taken up...

43

44 Then recommendation 82 states:

45

46 The Review Committee recommends that, in  
47 principle, Government animal quarantine

1 stations should be offered for  
2 privatisation, subject to audit by  
3 Quarantine Australia and maintenance of  
4 appropriate security...

5  
6 So that does seem to be a recommendation about  
7 privatisation.

8  
9 MR ANDRONOS: Yes, Commissioner.

10  
11 THE COMMISSIONER: Although the next one says:

12  
13 The Review Committee recommends that, in  
14 principle, private onshore high security  
15 animal quarantine stations should be  
16 permitted, subject to audit...

17  
18 So there seems to be a little possibility of some  
19 inconsistency there, because the committee is talking about  
20 permitting them in principle in one breath and, in another,  
21 suggesting that they should be privatised.

22  
23 It doesn't matter very much, but I would just like to  
24 know whether there is any Government policy in that regard.

25  
26 MR ANDRONOS: Commissioner, I will take instructions on  
27 whether or not those particular recommendations or the  
28 thrust of what you have put to me this afternoon --

29  
30 THE COMMISSIONER: The recommendations are there; I can  
31 read them. There is a little bit of ambiguity about them,  
32 but what is important is where do I find Government policy  
33 on this question of privatisation?

34  
35 MR ANDRONOS: Yes, Commissioner, I will take instructions.

36  
37 THE COMMISSIONER: Thank you. Yes, Mr Henskens?

38  
39 MR HENSKENS: Mr Commissioner, the next witness is  
40 Ms Heald.

41  
42 <RACHAEL JOANNE HEALD, sworn: [2.09pm]

43  
44 <EXAMINATION BY MR HENSKENS:

45  
46 MR HENSKENS: Q. Ms Heald, your full name is Rachael  
47 Joanne Heald?

1 A. Yes, that's correct.  
2  
3 Q. You are currently the area people director, Oceania  
4 for Ernst & Young?  
5 A. That's correct.  
6  
7 Q. You have 20 years' experience in human resources?  
8 A. Yes.  
9  
10 Q. You have a profile summary at WIT.RJH.001.0008, which  
11 sets out your formal qualifications and your career  
12 experience?  
13 A. That's correct.  
14  
15 Q. You have worked in a number of different management  
16 structures, including a matrix management structure?  
17 A. I certainly have, yes.  
18  
19 Q. Your current position, I think, in Ernst & Young is  
20 within a matrix management structure?  
21 A. That's correct.  
22  
23 Q. You have provided a statutory declaration sworn today,  
24 which is at WIT.RJH.001.0001. For the purpose of preparing  
25 your report, you were provided with some material, which  
26 includes an organisational structure and some statements  
27 and transcript of evidence before the inquiry.  
28 A. Yes.  
29  
30 Q. Was there any material particularly within that bundle  
31 which you relied upon?  
32 A. The main document that I looked at was the one with  
33 the organisational chart on it.  
34  
35 Q. That is EII.RJH.001.0003. Do you have a copy in front  
36 of you?  
37 A. I do.  
38  
39 Q. What in particular was significant within that  
40 organisational structure?  
41 A. The main factor in the chart and from the other  
42 statements that I read was that the budgeting for the  
43 programs is done at a national level, but they're executed  
44 at an operational level, so the regional managers then have  
45 to make decisions about how they're going to service the  
46 requirements at an operational level, but someone else is  
47 determining the budget that they can use to do that. That

1           necessitates or creates the two forces of conflict, which  
2           is really the nature of matrix management.

3

4           Q.    Is it usual within a matrix management structure that  
5           control of the budget tends to give greater power within  
6           the organisation?

7           A.    In my experience, yes. You tend to find that the  
8           nature of matrix is that you have two, sometimes more,  
9           agendas, if you like, that are trying to make decisions  
10          about how to do certain things in an organisation, and  
11          ultimately budget allocation decisions tend to determine  
12          what gets done more than anything else. So the person, or  
13          the function, if you like, that holds the budget tends to  
14          hold more power as a result of that.

15

16          Q.    In terms of the material which you've had a chance to  
17          look at from the evidence before the Commission, is that  
18          consistent with the view that the national programs tended  
19          to hold more power than the regions within the AQIS  
20          structure?

21          A.    I think what I gleaned from the evidence that I read  
22          was that, at an operational level, you have people trying  
23          to make a decision when they don't have the flexibility or  
24          authority to change where budget gets allocated, because  
25          that's determined by someone else. So if there is a  
26          conflict, if you like, or they have to spread resources in  
27          different areas operationally, they have to go to the  
28          national managers in order to negotiate for a change in  
29          resource allocation or a change in budget, which makes it  
30          difficult for them, because that slows down decision  
31          making. They're trying to make the best decision they can,  
32          but they don't have the authority to change that budget  
33          allocation decision.

34

35          THE COMMISSIONER:   It almost sounds like a perfect  
36          description of the Federation, doesn't it, if you think  
37          about it - the central taxing power and budgets. Both are  
38          aiming at similar things, similar objectives. We don't  
39          have to debate the constitutional law.

40

41          MR HENSKENS:   That is beyond this inquiry, I think,  
42          Commissioner.

43

44          THE COMMISSIONER:   Unfortunately.

45

46          MR HENSKENS:   Q.    Ms Heald, was it mainly the budgeting  
47          matter that you have just referred to in relation to the

1 organisational structure which struck you?  
2 A. It was, because I guess in my experience, the  
3 challenge that everybody faces in a matrix structure is  
4 that you're getting competing priorities or direction from  
5 different areas, and as the person that's in the middle,  
6 you have to make the best decision you can with the  
7 information that you have.

8  
9 The budgeting decision is a really important one. By  
10 removing the budget authority, if you like, to the national  
11 level, it's almost as far away as it can be from where the  
12 work gets done, so it means that the people on the ground  
13 are trying to do the best they can, but they don't have  
14 control over what they can use to do that. So you're  
15 putting them in a really difficult position, to try to keep  
16 things operating when the decision making is a long way  
17 away from where it's actually getting done.

18  
19 THE COMMISSIONER: Q. They have two masters or  
20 mistresses, too, don't they?

21 A. Yes, they do. Often, through some of the statements  
22 that I read, there are some people in there who are, in  
23 essence, trying to carry out two different roles. They're  
24 trying to make a decision when they have to please two or  
25 three different people higher up, so they have to make a  
26 decision about who do they get off side, if you like, and  
27 who don't they, so they can get caught up in trying to make  
28 that decision, which is about the internal machinations of  
29 the organisation and not necessarily what's in the best  
30 interests of the client that they are trying to deal with.

31  
32 MR HENSKENS: Q. Is the separation of budgetary  
33 decisions at a national level from the operational  
34 decisions on the ground in certain circumstances likely to  
35 produce people at an operational level departing from set  
36 procedures, because of inadequate resources and the like?

37 A. You could probably find numerous examples where that  
38 happens, because operational decisions tend to be ones that  
39 are made, if you like, in the moment. A situation has  
40 presented itself, and they have to make a decision about  
41 how they're going to do it.

42  
43 It could be something as simple as, we have three  
44 people that work in a particular area that are responsible  
45 for a task; someone's off sick today, so we don't have all  
46 the people we need to follow the procedure to the letter of  
47 the law, so we will do something else to try to keep things

1 moving, because we don't have the resources that we need,  
2 rather than being able to say, we'll actually call a  
3 resource from somewhere else to go and do that so we can  
4 follow the procedure. That's the kind of thing that  
5 happens on the ground when you have the conflicts that we  
6 are talking about with matrix management.

7  
8 Q. You talk in paragraph 3 of your statutory declaration  
9 about some of the things that need to be taken into account  
10 when structuring an organisation, and one of the matters in  
11 paragraph (g) that you address is the legitimate basis of  
12 authority. You give some examples of how authority within  
13 an organisation can have legitimacy.

14  
15 Does it sometimes occur within organisations that  
16 people on the ground, if they're not responsible for  
17 writing procedures, consider themselves to be more  
18 knowledgeable because they're the ones who are doing the  
19 job on a day-to-day basis and therefore feel that they have  
20 some legitimacy to depart from procedures?

21 A. Yes, that will occur, particularly where there's  
22 technical knowledge that comes into play, and sometimes  
23 they're probably right in that assumption as well, that  
24 they are often more skilled or more knowledgeable and can  
25 make a decision that would depart from procedure but may be  
26 the best decision in those circumstances.

27  
28 Q. If I can go to paragraph 8 and following in your  
29 statutory declaration, which discuss the matrix management  
30 organisation, you say in paragraph 8:

31  
32 It is often used where there is both the  
33 need for consistency and the creation of  
34 economies of scale, but there are diverse  
35 business outputs...

36  
37 In an AQIS context, do you observe that there are diverse  
38 business outputs in the way that you describe there?

39 A. I think that the piece about AQIS from the statements  
40 that I read was the multiplicity of different programs that  
41 they're trying to administer, so that creates some  
42 diversity, when you're dealing with different types of  
43 imports. On the one hand, you could argue that they're all  
44 imports. On the other hand, you could argue, well, there  
45 are different types of imports; therefore, there are  
46 different procedures that need to be put in place to deal  
47 with those different types of plant and animal matter that

1 are coming into the country. So there is some diversity  
2 there that they're having to deal with.

3

4 Q. You don't per se need a matrix management organisation  
5 in order to get consistency throughout an organisation, do  
6 you?

7 A. No, you don't. Matrix management is simply a tool to  
8 try to make that happen in an organisation. You can do it  
9 through policy and procedure, so you can mandate policy and  
10 procedure, and that will drive consistency in your  
11 organisation, without having to do it in a structural way.

12

13 Q. In other words, you could have national consistency,  
14 whether you are adopting a functional or a divisional  
15 structure?

16 A. Yes, you can.

17

18 Q. You identified that there is a major difficulty with  
19 matrix management in determining accountability and that  
20 the phenomenon of having more than one boss raises a number  
21 of issues, such as the need for communication at a high  
22 level, collaboration and so on. But you also say that the  
23 reality of the way in which matrix management structures  
24 operate is that there is inherent inefficiency with regard  
25 to decision making, because of the reality of conflict  
26 between those two sets of responsibility.

27 A. Yes.

28

29 Q. What are the ways in which that inefficiency has to be  
30 addressed in a practical way for a matrix management  
31 structure to work efficiently?

32 A. The main thing that you see in a matrix organisation  
33 is that people will tell you they spend most of their time  
34 in meetings. Because you have more than one person  
35 involved in making a decision, that necessitates a  
36 conversation in order to make a decision, so that slows  
37 decision making and there is a lot more discussion.

38

39 One of the issues with matrix management can be that  
40 the discussion never gets resolved. If there is never  
41 someone ultimately who can make a call if there's a  
42 disagreement, then the conversation just continues until  
43 they can reach a consensus. One of the problems with it is  
44 that you have to spend a lot more time in conversation in  
45 order to get a decision.

46

47 Q. So going back to AQIS for a moment, there is the

1 possibility that an employee within AQIS will have  
2 conflicting demands made by a national program and a  
3 higher-up regional manager?

4 A. Yes.

5  
6 Q. That conflict needs to be resolved between those two  
7 superior managers?

8 A. Yes.

9  
10 Q. If neither of those is ultimately able to make a call  
11 over the other, then presumably, unless there is consensus,  
12 the conflict will never be resolved?

13 A. It's either never resolved or it's escalated, so it  
14 goes up the chain of command until ultimately someone has  
15 to make a decision. In most cases, most people can come to  
16 a sensible decision about most issues, so you find that  
17 most issues get resolved; it just takes a lot longer to get  
18 there.

19  
20 But in most matrix organisations, you'll find that  
21 there are some decisions that either never get made or it  
22 seems to take an inordinate amount of time to get to a  
23 final decision, and it usually only gets done when someone  
24 further up the food chain says, "You have to make a call on  
25 this, and here's what we're going to do."

26  
27 Q. If you were to observe an inability, for example, to  
28 conclude procedural documents in anything shorter than a  
29 large number of years, would that be a symptom of a matrix  
30 management structure that isn't resolving those sorts of  
31 conflicts?

32 A. Yes, it would, because each person is trying to make  
33 sure that their voice is heard or that their view of how  
34 that procedure should be written is accommodated, and you  
35 either end up with a procedure that's actually unworkable  
36 or it just never gets resolved, and if that's happening in  
37 an organisation, that would be symptomatic that the  
38 structure is not working, because you're not getting to  
39 resolution.

40  
41 Q. Could it also mean that nobody is ultimately taking  
42 managerial responsibility for concluding the procedure, in  
43 my example?

44 A. That's the case. No-one is taking responsibility.  
45 But I think what's important in that is that it's not a  
46 failure of someone to do their job by not taking  
47 responsibility; it's a failure of the system in not

1 defining who has responsibility. The problem with matrix  
2 management is that it's designed so that accountability is  
3 unclear. So someone can feel that they're doing the right  
4 thing, but the issue is not getting resolved, because no  
5 one person has the accountability to actually get it  
6 resolved.

7  
8 Q. How, then, is accountability introduced in a matrix  
9 structure, or is that an impossibility?

10 A. Sometimes it doesn't. Ultimately, accountability will  
11 get driven from whoever is the head of the organisation.  
12 In any kind of matrix management, in the private sector,  
13 there's always a CEO or a managing director who runs the  
14 company, so if things aren't moving, ultimately it can  
15 float up to that person, who then mandates what's going to  
16 happen. So that's how ultimately you drive accountability,  
17 because someone, usually at the top of the organisation,  
18 says, "Sort it out, and, if you can't sort it out, I'll  
19 tell you how you're going to sort it out."

20  
21 Q. Is that what you mean by "exceptional leadership" in a  
22 matrix management structure?

23 A. Yes, when I talk about exceptional leadership, what  
24 I'm saying there is that if you have clear goals for the  
25 organisation, then people within the organisation can more  
26 easily step up and say, "This is what we're going to do"  
27 and can get people to agree to that.

28  
29 So someone decides, "I'm going to be the leader in  
30 this circumstance and I'm going to get this resolved, and  
31 this is how we're going to go." That's what I mean by  
32 "exceptional leadership", because it requires people to  
33 lead with some courage to take hold of an issue and make  
34 sure that it gets resolved. Even though they may not, by  
35 virtue of position, entirely have the power to resolve  
36 that, they'll step in and do it. And most people will  
37 follow them if someone's prepared to take a lead.

38  
39 Q. You say in paragraph 19 of your statutory declaration  
40 that it also requires people to understand how the  
41 organisation works and also skilling people in being able  
42 to reach collaborative decision making and providing  
43 skilful leadership. What are the sorts of processes that  
44 you would expect to see in a successful matrix management  
45 structure by way of ongoing training to achieve those  
46 outcomes?

47 A. There are a couple of things in order to make it work

1 that I would recommend that an organisation do. The first  
2 thing is to get roles as clearly defined as possible, for  
3 example, by deciding within a matrix, for each individual,  
4 who has accountability for that person's performance  
5 review, salary review, those sorts of personal decisions,  
6 because that helps individuals to understand who is my  
7 boss; who do I go to when there's a conflict.

8  
9 The other thing is then giving people the training on  
10 how to make that work. A lot of that is around how do you  
11 solve problems in a matrix; how do you make decisions in a  
12 matrix; and how do you communicate effectively so that you  
13 can deal with conflicting situations without it being a  
14 heated discussion or without it falling apart; how do you  
15 achieve consensus within that? And that requires training  
16 people in how to have those conversations and what kinds of  
17 tools they can use to try to reach a decision where there  
18 is somewhat of an impasse.

19  
20 Q. If you have an organisation where people are  
21 frequently changing their roles within the organisation,  
22 I assume that that level of training will need to be  
23 ongoing?

24 A. Absolutely.

25  
26 Q. And systematic?

27 A. Yes, it would need to be, because you'd also need to  
28 include systematic training of policies and procedures, the  
29 way that work needs to get done, so that as people move  
30 around the organisation, everybody knows what's expected of  
31 them and what they're meant to do. If people are moving  
32 around and they're not given that training on an ongoing  
33 basis, you get into a situation where they don't know what  
34 they don't know. If they're not aware that they're  
35 supposed to be doing a particular thing, it's very hard to  
36 come back to that person and say, "You've done the wrong  
37 thing", if you didn't tell them that's what was required in  
38 the first place.

39  
40 Q. So do I take it, then, that not only do people have to  
41 clearly understand who they're to report to, there should  
42 be a very clear and transparent statement of people's  
43 responsibilities at all levels so that one person can know  
44 what another co-worker's responsibilities are in relation  
45 to themselves?

46 A. Yes, absolutely.

47

1 Q. You make some observations in your statutory  
2 declaration about the ways in which to make matrix  
3 management successful, and you identify a number of things  
4 in paragraph 21.

5  
6 In paragraphs 22 and 23, you make some observations  
7 about the suitability of matrix management in a Government  
8 context. Firstly, are the competing priorities in  
9 Government of the kind that drive a matrix management  
10 structure in the private enterprise?

11 A. I guess it would depend upon what part of Government  
12 you're looking at, but I think the key thing about  
13 Government is that there is a much higher degree of public  
14 accountability; therefore, putting in a structure which is  
15 designed to blur the lines of accountability is counter to  
16 that, which is why I would say that it's not as well suited  
17 to the Government sector, because it doesn't then fulfil  
18 the role of Government, which is to be accountable to the  
19 public.

20  
21 THE COMMISSIONER: Q. Well, Government is not  
22 entrepreneurial in any way, either, is it?

23 A. No, it's not there to make a profit.

24  
25 Q. And also Governments and officials of Government work  
26 according to prescription in detailed legislation and  
27 regulation, which again singles Government out, I think.

28 A. The thing about matrix management or any organisation  
29 structure is that there is not a right answer, in the sense  
30 that you make a choice as to a structure and then there are  
31 consequences of that that you have to deal with, because  
32 there is no perfect solution.

33  
34 I think there are inherent problems with matrix  
35 management in the Government sector. Where the purpose of  
36 a Government department is clearly defined, then there is  
37 less likely to be those competing forces of diversity that  
38 you're trying to deal with, which will drive you to say,  
39 "We'll have a matrix management structure." So it's less  
40 likely to be an appropriate solution, particularly given  
41 the issues that it creates.

42  
43 Q. I suppose you complicate any matrix management,  
44 indeed, you might invite it - and I think you really say  
45 this - by having a whole lot of separate divisions and also  
46 where there is some cross-over as between their duties and  
47 functions, and if you're trying to align, for example,

1 trade with importing shuttle stallions, if you're exporting  
2 something and aligning that with the importation of shuttle  
3 stallions, you're really talking about two quite different  
4 activities, aren't you?

5 A. I would expect so, yes.

6

7 MR HENSKENS: Q. Is matrix management typically seen in  
8 organisations such as the police force or the military,  
9 where there is a policing role involved?

10 A. You would be very unlikely to see a matrix structure  
11 in those organisations, because they have, in essence, a  
12 single purpose and they rely on a command and control  
13 structure in order to work effectively, so it is most  
14 unsuitable in that kind of environment.

15

16 They may still have some diversity of outcomes that  
17 they're trying to achieve. For example, in the police  
18 force, they have a duty of care to protect the public, but  
19 they're also trying to make sure that, in any given  
20 situation, they're not unsettling people that might be  
21 involved in that situation, and there is the presumption of  
22 innocence and all those sorts of things that they have to  
23 protect. But it's a single-minded purpose in that sense,  
24 and it works because it's a very clear command and control;  
25 you know who you answer to and you take your direction.  
26 That is why military-style organisations work very  
27 effectively for that single purpose.

28

29 Q. Coming back to AQIS, if you have a purpose to follow  
30 strict procedures to ensure biosecurity, is that a  
31 structure that is well suited to a matrix management  
32 structure, or is it more suitable to a more hierarchical  
33 structure?

34 A. My view would be that a more hierarchical style of  
35 organisation would work more effectively in maintaining the  
36 purpose of protection from a biosecurity point of view.  
37 I think that part of the issue concerns, if you like, the  
38 clients of that service, people who are bringing in animal  
39 and plant matter or exporting it. In reality, whilst  
40 working with those people effectively is part of what they  
41 try to do, that's not their purpose. Their purpose is to  
42 protect from a biosecurity point of view. So if you keep  
43 that single purpose in mind, you would drive a structure  
44 where it's much clearer for people what it is that they're  
45 meant to do and how they're meant to achieve that.

46

47 Q. So a more clear hierarchical structure makes it easier

1 for people not to be distracted by, for example, demands of  
2 members of the public who may have an animal in quarantine,  
3 and easier to adhere to the procedures?

4 A. I think so. I think it's about giving people a clear  
5 direction about what is the core purpose of this  
6 organisation, what are we here to do, and we have to do  
7 everything to achieve that. We can do that whilst  
8 balancing the needs of the public, but we can't lose sight  
9 of what the core purpose is.

10

11 MR HENSKENS: Mr Commissioner, those are the matters.

12

13 THE COMMISSIONER: New South Wales, Ms Allison?

14

15 MS ALLISON: No, I have no questions.

16

17 MR ALLEN: Just briefly, thank you.

18

19 <EXAMINATION BY MR ALLEN:

20

21 MR ALLEN: Q. You have identified in your report some of  
22 the practical disadvantages of the matrix management  
23 system, and you identified from the material supplied to  
24 you by the Commission that some of those difficulties have  
25 been evident in relation to AQIS; that's so?

26 A. That's the conclusion that I reached from what I read,  
27 yes.

28

29 Q. You conclude in relation to AQIS, in the context of  
30 its Government pseudo-policing function, that a more  
31 hierarchical structure would be more effective than the  
32 current matrix management system?

33 A. In order to fulfil its core purpose, yes.

34

35 Q. This might not be a question that you are able to  
36 answer, but have you turned your mind to what particular  
37 changes would be appropriate if one were to move from the  
38 matrix management to a more hierarchical structure?

39

40 THE COMMISSIONER: It wasn't part of Ms Heald's brief to  
41 do that, Mr Allen.

42

43 MR ALLEN: I'm just clarifying that, Commissioner.

44

45 THE WITNESS: It wasn't part of the brief, but I think  
46 from the comments that I made earlier, in my mind, the key  
47 change that I would recommend is that you put

1 decision-making power in the hands of the people who have  
2 to deal operationally with the issues. So where the  
3 biosecurity area, in conjunction with the national program  
4 area, can dictate what criteria need to be met from a  
5 procedural sense, you then give the people on the ground  
6 who are handling the operations the ability to make  
7 decisions about how best to meet those criteria and give  
8 them the resources and the decision making on how to do  
9 that.

10

11 MR ALLEN: Q. You haven't been asked to comment upon any  
12 particular changes by way of the creation of any new office  
13 which would be involved with horse importation?

14

15

16 MR ALLEN: Thank you. Thank you, Commissioner.

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<EXAMINATION BY MR ANDRONOS:

MR ANDRONOS: Q. Ms Heald, in your current role with  
Ernst & Young, do you deal with external clients of  
Ernst & Young?

A. No, I don't.

Q. You deal with the human resource requirements of  
Ernst & Young itself?

A. Yes, I do.

Q. In your previous roles, have you ever dealt with  
external clients or have you always worked within  
organisations to meet the internal human resource  
requirements of those organisations?

A. That's correct. I've always been in internal HR roles  
dealing internally.

Q. So it's true to say, therefore, that you have never  
worked with Government?

A. No, I haven't.

Q. At any level?

A. No, I haven't.

Q. You indicate that your specialty is organisation  
design and change management.

A. Yes.

Q. Change management, in your experience, would be a

1 major undertaking for any sizeable organisation?  
2 A. Absolutely.  
3  
4 Q. And can often occupy the person who is managing the  
5 change management strategy several months?  
6 A. And sometimes years, depending upon the size of the  
7 change that you're introducing, yes.  
8  
9 Q. It is, in your experience, isn't it, good practice to  
10 spend some time getting to understand an organisation first  
11 before recommending or implementing a change management  
12 strategy?  
13 A. Yes.  
14  
15 Q. To get to know an organisation properly, that process  
16 alone may take weeks or months, mightn't it?  
17 A. Yes.  
18  
19 Q. And it would involve interviewing or taking  
20 information from people at all levels of the organisation?  
21 A. Yes.  
22  
23 Q. From the chief executive officer to people on the  
24 front line, as it were?  
25 A. Yes.  
26  
27 Q. It would involve observing decision making in action?  
28 A. Yes.  
29  
30 Q. Would it involve attending meetings?  
31 A. Potentially, yes.  
32  
33 Q. Would it involve looking at any internal  
34 communications to see how those communications were  
35 operating, in effect?  
36 A. Potentially, yes. Again, it would depend upon what  
37 kind of change you're talking about.  
38  
39 Q. Let's just narrow this down. We're talking about a  
40 quite fundamental decision about how the organisational  
41 structure will be, using the three paradigms that you have  
42 referred to in your statutory declaration - the functional,  
43 divisional and matrix management. So if you were to make a  
44 decision to choose one or other of those three structures,  
45 you, as an experienced professional, wouldn't do that  
46 without having a great deal more information than you've  
47 been provided with for the purpose of this Commission?

1 A. Yes, that's correct, yes.

2

3 Q. Is there anything else that, in your view, ought to be  
4 taken into account other than the things that I have just  
5 mentioned this afternoon?

6 A. I think you do have to take into account the external  
7 marketplace. What I mean by that is that if you're talking  
8 about structure, you have to take into account your access  
9 to available labour that has the appropriate skills to  
10 fulfil the needs of the organisation. In this day and age,  
11 that's a very key issue for most organisations. So that  
12 would be the other thing that you'd need to take into  
13 account - whether you can get the people you need to do the  
14 work that needs to be done.

15

16 Q. Also - I should have mentioned this earlier - you  
17 would need, wouldn't you, to have a very clear  
18 understanding of what the objectives of the organisation  
19 itself are?

20 A. Yes.

21

22 Q. And you don't need special knowledge of Government to  
23 know that Government's needs aren't necessarily the same as  
24 those of the private sector?

25 A. That's right.

26

27 Q. But, in particular, when assessing the needs of the  
28 organisation, you would need to understand fully the  
29 diversity of functions that are provided?

30 A. Yes, you would.

31

32 Q. The diversity of regions and locations in which those  
33 functions are provided?

34 A. Yes.

35

36 Q. Whether or not the existing system provides  
37 efficiencies by people being able to double up in more  
38 areas?

39 A. Yes.

40

41 Q. Whether economies of scale are achieved by existing  
42 structures?

43

44 THE COMMISSIONER: Are you going to attempt to prove that  
45 these things are occurring at present, Mr Andronos - that  
46 the existing system in AQIS provides efficiencies by people  
47 doubling up and whether there are economies of scale being

1 achieved by AQIS? I would like to know whether you wish to  
2 call evidence on that, because it seems to me that these  
3 issues have arisen, and it is perfectly proper for you to  
4 put them to the witness, and I'm not saying that you  
5 shouldn't, but I'd like to know whether there is going to  
6 be any attempt made to call evidence about these matters.  
7

8 MR ANDRONOS: In my submission, there is evidence before  
9 the Commission which can support those conclusions.

10  
11 THE COMMISSIONER: All right.

12  
13 MR ANDRONOS: Q. If I could take you back to the last  
14 question, whether economies of scale are achieved by  
15 existing structures?

16 A. You'd want to understand whether that occurred, but  
17 you'd also want to understand whether that was an outcome  
18 that the organisation wanted.

19  
20 Q. But it would be an unusual organisation that wasn't  
21 looking to take advantage of economies of scale, wouldn't  
22 it?

23 A. It probably would, but not all do.

24  
25 Q. Because there are some supervening priorities?

26 A. In some organisations, for example, you might choose  
27 to go with a divisional-type structure, which often doesn't  
28 take advantage of economies of scale, because you believe  
29 that going down that path will mean that you will be able  
30 to generate much higher revenue by that entire unit being  
31 able to run its own show, so to speak. You may choose not  
32 to go the economies of scale route, because you believe  
33 that you can actually achieve higher profitability in the  
34 private sector by not going down that path, so it's not  
35 always true that an organisation will choose economies of  
36 scale.

37  
38 Q. You would also need to know how activities are funded?

39 A. Yes.

40  
41 Q. How budgetary decisions are made?

42 A. Yes.

43  
44 Q. Who is involved in the budget-setting process?

45 A. Yes.

46  
47 Q. The extent to which that's a collaborative rather than

1 imposed outcome?

2 A. Yes.

3

4 Q. You would need also to know the extent of informal  
5 contact between structurally distinct entities within the  
6 organization?

7 A. Yes, you would.

8

9 Q. It is obviously no criticism of you, but you haven't  
10 been asked to consider any of those things --

11 A. No.

12

13 Q. -- in giving your evidence today or in preparing your  
14 statutory declaration?

15 A. No.

16

17 Q. And the information that you have based your views on  
18 is confined to the excerpts of transcript and the excerpts  
19 from statements that you have been provided with?

20 A. Yes.

21

22 Q. Can I ask you some questions about the functional  
23 structure. At paragraph 5 of your statutory declaration -  
24 do you have that in front of you?

25 A. Yes.

26

27 Q. You say:

28

29 The functional form usually works for small  
30 to medium sized organisations where the  
31 strategy calls for a small number of  
32 closely related products or services to be  
33 produced efficiently.

34

35 What did you have in mind, when you wrote the declaration,  
36 as to what would be a small to medium sized organisation?

37 A. That's an interesting question. "Small to medium", in  
38 my mind, I would define as having limited markets, if you  
39 like, so limited geographies that you're dealing with,  
40 because geography usually creates some complexity that you  
41 have to balance.

42

43 "Small to medium" is probably more about the scope of  
44 products and markets that you're entering. It's a very  
45 hard question to answer, because you could say that a small  
46 organisation is 50 people and you might have a functional  
47 structure. A medium organisation might be 1,000 people,

1 but you might have a matrix structure because of complexity  
2 that's in it. That's one of the issues; it's not only  
3 about size or scale. "Small to medium", in my mind, would  
4 be anything from zero employees to 500 employees. Beyond  
5 that, it starts to create a bit of scale.

6

7 Q. Is it right to say that geographical simplicity, which  
8 for the purposes of this question means operating out of  
9 one or two or a small number of locations, is a feature of  
10 a successful functionally organised body?

11 A. Geographical simplicity, yes.

12

13 Q. The corollary of that is that when you move up into  
14 the scores or hundreds of locations, then a functional  
15 structure for an organisation becomes far more difficult to  
16 maintain?

17 A. It does become more difficult to maintain, although  
18 what you tend to find is you then get what I call a  
19 divisional structure, and, within each division, you tend  
20 to find there's a functional structure, if that makes  
21 sense. So as you get multiple locations, what you often  
22 find is that an organisation will arrange itself around  
23 those locations, and that becomes a division, and, within  
24 that division, there will become specialties, if you like,  
25 functions, that then support the outcomes for that  
26 division.

27

28 Q. I'll come back to divisional structures in a moment.  
29 If we can just stay with the functional structure, it is  
30 also true, isn't it, that a small number of products or a  
31 small number of services or a small number of outputs is  
32 better suited to a functional structure than a larger  
33 number of any of those things?

34 A. In most cases, but not all. I'll use an example. You  
35 might have a consumer products organisation which makes a  
36 multiplicity of products, such as, I don't know, toilet  
37 tissue, food products or whatever the case may be, and they  
38 may have a functional structure and they may have multiple  
39 locations, so they may decide to do production and  
40 manufacturing in Asia and have sales in Australia. So they  
41 have a functional structure that is in multiple locations,  
42 but each location plays a role in that function, and,  
43 within that function, they may produce a multiplicity of  
44 products. So it's not true in all cases.

45

46 Q. If, for example, the output was not the production of  
47 different but perhaps in some respects similar products,

1 but the provision of very disparate services.

2 A. Yes.

3

4 Q. That would be far more difficult to maintain in a  
5 functional structure, wouldn't it?

6 A. It would be, yes.

7

8 Q. If I could give you an example drawn from AQIS: if an  
9 organisation were involved in certifying meat for export as  
10 well as operating quarantine stations, that would be  
11 functionally very disparate, wouldn't it?

12 A. Yes.

13

14 Q. That would be the sort of thing that would mitigate  
15 against a functional structure operating effectively?

16 A. Yes.

17

18 THE COMMISSIONER: Q. Why couldn't you have a functional  
19 structure for each of them, operating vertically? The fact  
20 that they're very different, alone, I would have thought,  
21 might justify a separate functional structure?

22 A. You could have a separate functional structure for  
23 each of them, yes, you could.

24

25 Q. Indeed, they are so disparate, you wonder whether you  
26 might not get all sorts of confusion and crossed lines in  
27 trying to manage the two, certainly at a lower level?

28 A. I think the question would be how you manage your  
29 resources. I'm not sure whether that's where your question  
30 is heading, but if you have limited resources to manage  
31 disparate services, then a functional structure may not  
32 work. If you have unlimited resources, then a functional  
33 structure may be a better way to go.

34

35 I think that's the difficulty. With structure,  
36 there's not a right or perfect answer; there's a choice  
37 that you make based upon the conditions that you have at  
38 the time. With that choice, there are advantages or  
39 disadvantages, and that is the problem with deciding on a  
40 structure. You can't say, "That's the perfect answer for  
41 this situation." You can choose a direction, and then you  
42 have to look at the consequences of that.

43

44 MR ANDRONOS: Q. Just getting back to the Commissioner's  
45 question - functional structures, each operating vertically  
46 actually takes you into divisional structure territory,  
47 doesn't it?

1 A. I think it does. As I was saying before, if you have,  
2 for example, multiple locations, you might find that each  
3 location is accountable for the activity it carries out in  
4 that location, and, within it, you might find certain  
5 functions. But, alternatively, as in the example I gave  
6 earlier, you may decide to have a functional structure  
7 which is geographically dispersed by having manufacturing  
8 in one location and research and development in another  
9 location. There's not, as I say, a kind of script of what  
10 you would or wouldn't do.

11

12 Q. If we can look at divisional structure now, divisions  
13 can be assembled either by geography or by product line?

14 A. Yes.

15

16 Q. Or, to take a product line analogy, provision by  
17 Government of services by the regulatory or other function  
18 performed by the Government body?

19 A. Yes.

20

21 Q. For it to be truly a divisional structure - and you  
22 may have already dealt with this in your answer a few  
23 minutes ago - is it true that resource allocation and  
24 budgeting must reside within the division?

25 A. Yes, it would.

26

27 Q. I think you provided some evidence earlier that it  
28 would be possible to achieve national consistency in a  
29 divisional structure where you have multiple locations; do  
30 you recall giving that evidence?

31 A. It would, yes.

32

33 Q. In order to do that, however, you would need some form  
34 of collaboration between the divisions, wouldn't you?

35 A. Not necessarily. You could have a policy that's  
36 dictated, if you like, from the top of the organisation  
37 without any collaboration. If you were trying to make sure  
38 that everybody would follow it, you'd probably collaborate,  
39 but it's not necessary to have that.

40

41 Q. But if a policy is dictated by someone at the top of  
42 the organisation, does that person necessarily have to be  
43 in a direct line of hierarchy above the division heads?

44 A. They would need to be, yes.

45

46 Q. They would need to be?

47 A. Generally speaking, yes.

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Q. So, really, the only alternative ways by which you could achieve national consistency in a geographic divisional structure would be for it to be imposed by above or there to be cross-collaboration between the divisions?

A. Yes, yes.

Q. If we could turn now to matrix structure. At paragraph 13 of your statement, you say that it is inherently inefficient with regards to decision making and, by design, creates conflict.

A. Yes.

Q. When you say "by design creates conflict", do you mean to say that it is intended to create conflict, or is conflict inherent in the structure?

A. It is not intended. It is inherent in the structure.

Q. You gave some evidence earlier today when you said that it's designed to blur accountability.

A. That's usually not the intent.

Q. It's usually not the intent, but, in most cases, it's your evidence, isn't it, that that is an inherent risk in the structure?

A. Absolutely, and, in my experience, that tends to happen.

Q. When you say in your experience, is that your experience in working in matrix structures?

A. Absolutely, yes.

Q. In the structures in which you have worked - and I won't ask you to identify them - has it been your experience that matters do tend to be resolved either by collaboration or by a more senior person in effect taking charge?

A. In most cases, yes.

Q. That is perhaps more a comment on human nature than on any organisational structure?

A. Yes.

Q. In your professional experience in implementing change management, have you ever implemented a matrix system?

A. Yes, I have.

1 Q. Can you tell us when and the organisation you did that  
2 for?  
3 A. In the last organisation that I worked for, Text 100,  
4 we implemented a matrix management structure some years ago  
5 now.  
6  
7 Q. Was your role in the implementation to lead the  
8 implementation project?  
9 A. I led both the design and the implementation projects.  
10  
11 Q. How long did those projects take?  
12 A. The design was a project of about three months'  
13 duration. The implementation was still going on when  
14 I left. It was probably 18 months into implementation at  
15 the time that I left, and I would say it still had another  
16 year to go.  
17  
18 Q. Did you have a team working to you?  
19 A. Yes, I did.  
20  
21 Q. How big was that team?  
22 A. That's a good question. On that particular project?  
23 Sorry, is the question about the team on the project?  
24  
25 Q. Yes.  
26 A. That's a good question. It depends how you define the  
27 team. I had a core team of about eight or nine people who  
28 were working on the design and implementation. However,  
29 when it gets to implementation, because that was a global  
30 restructure, then it touched every single country. There  
31 were about 28 countries, so that meant country managers  
32 that I was working with, so it was quite a broad team, if  
33 I can put it that way.  
34  
35 Q. How many people were affected in the organisation?  
36 A. Directly, there were, I would say, about 250 people  
37 who would have been directly affected by that change in  
38 reporting structures.  
39  
40 Q. Do you recall offhand how big the organisation as a  
41 whole was?  
42 A. At that time, the organisation was about 500 people.  
43  
44 Q. Do you have any direct experience in replacing a  
45 matrix system with something else?  
46 A. No. Most of my experience has been in implementing  
47 matrix, not in taking it out.

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Q. How many times have you done that?  
A. I've been involved in two implementations.  
Q. How long ago did you do the most recent one?  
A. That would have been - I'm trying to remember. 2003 would have been when we started that process.

Q. If I could take you back to your statutory declaration, Ms Heald, in paragraph 22 you say:

In the public sector, there are usually not as many competing priorities.

When you say "not as many", is that in comparison to the private sector?

A. From my understanding, yes, that would be in comparison to the private sector.

Q. What do you understand to be the competing priorities that exist in the private sector which don't exist in the public sector?

A. I think in the private sector, because you're talking about profit and loss, you're always balancing quality, with efficiency, with what you can sell a product for, with client satisfaction, with complying in terms of regulatory issues, as well as keeping your people, so there's a range of those. And there are probably a few more.

THE COMMISSIONER: Q. If you are conducting a coal mine today, my understanding is that you have to comply with something like 50 or more regulatory regimes.

A. Depending upon the sector, there are multiple --

Q. There is the competition authority, the mining authorities, environmental authorities, corporate governance - there are just so many.

A. Yes, it's a complex environment that you're trying to --

Q. Whereas if you're running a public service department, there may be quite a lot of activities, but generally it's run under one Act, in this case the Quarantine Act and the regulations made under it.

A. Yes.

MR ANDRONOS: Q. Ms Heald, are you aware of the

1 statutory framework that AQIS operates under?

2 A. I'm not familiar with it.

3

4 Q. So you don't know whether there are one, two, three or  
5 more Acts?

6 A. No, I don't.

7

8 Q. When you talk about profit and loss as a private  
9 sector concern, one of the elements which go to make up  
10 profit and loss is the cost for which you can provide a  
11 service, isn't it?

12 A. Yes.

13

14 Q. Cost is not something that you would expect the public  
15 sector to be unconcerned with?

16 A. No, I would expect the public sector to be concerned  
17 about cost as well.

18

19 Q. In terms of client satisfaction, you're aware that  
20 regulatory authorities and Government bodies that provide  
21 services deal with the public?

22 A. Yes.

23

24 THE COMMISSIONER: What services will you be submitting  
25 Quarantine provides to elements of the public as opposed to  
26 the public at large, Mr Andronos?

27

28 MR ANDRONOS: The public at large by the provision of  
29 biosecurity service --

30

31 THE COMMISSIONER: Well, by ensuring biosecurity, you're  
32 not providing a service, are you, surely? You're ensuring  
33 biosecurity.

34

35 MR ANDRONOS: This is getting into a matter of submission,  
36 Commissioner, but --

37

38 THE COMMISSIONER: Yes, well, I am. I'm just asking,  
39 because I'll better understand your examination if I can  
40 understand what you're saying about this. It is a matter  
41 of submission; I agree. But just help me a little bit, if  
42 you don't mind.

43

44 MR ANDRONOS: To take a non-controversial example,  
45 Commissioner, in the quarantine station there are cats and  
46 dogs which are cared for during the period of quarantine.

47

1 THE COMMISSIONER: Because there is no other way of doing  
2 it. I mean, you can't starve the dogs, can you, when  
3 they're in quarantine?  
4

5 MR ANDRONOS: To take another example, Commissioner, the  
6 provision of export certification is the provision of a  
7 service.  
8

9 THE COMMISSIONER: Yes, but we're not concerned with that.  
10 That's not within my terms of reference.  
11

12 MR ANDRONOS: But it's within the organisational structure  
13 of AQIS.  
14

15 THE COMMISSIONER: It may well be, yes.  
16

17 MR ANDRONOS: It's a necessary matter to put to this  
18 witness.  
19

20 THE COMMISSIONER: All right, just so long as I understand  
21 it. I think you were about to ask the witness about the  
22 provision of services to the public. I interrupted you.  
23

24 MR ANDRONOS: I think that question was asked and  
25 answered, Commissioner.  
26

27 Q. You talked about, in the private sector, complying  
28 with regulatory issues, and of course that's not something  
29 that a Government body would be immune from?

30 A. No, I would imagine that regulatory issues are  
31 defining a lot of what a Government body has to do.  
32

33 Q. Indeed. Also it would be of concern to an  
34 organisation in the public sector no less than the private  
35 sector to keep people who are employed by it?

36 A. Absolutely.  
37

38 Q. You would agree, wouldn't you, that all of those are  
39 competing priorities which operate as much in the public  
40 sector as they do in the private sector?

41 A. Not necessarily. The point of distinction that  
42 I would make is that whereas in the public sector you are  
43 providing a service to the public and to clients, in the  
44 private sector those clients can choose to go elsewhere.  
45 In the public sector, and in the case of quarantine, the  
46 clients have no choice; they have to choose your service.  
47 They can't choose somebody else's service. So, in that

1 sense, the need to satisfy those clients is not as great as  
2 it is in the private sector where you're trying to win that  
3 client so they will come back and buy your business again  
4 as opposed to the business of a competitor. That, to me,  
5 would be a point of difference.

6  
7 Q. That's a matter of intensity with which the concern is  
8 felt, but the actual issue of providing a cost-effective,  
9 efficient, high-quality service --

10 A. Yes.

11  
12 Q. -- for the least amount possible is the same, isn't  
13 it?

14 A. It's still there, but the degree to which you have to  
15 focus on that client satisfaction element, I guess, I would  
16 argue is less in the public sector environment where it is  
17 mandated that they use your service, so they don't have  
18 that choice.

19  
20 Q. So is it right to say that it's a difference of degree  
21 rather than one of kind?

22 A. Yes.

23  
24 Q. In paragraph 23, Ms Heald, you describe that the  
25 department is carrying out essentially a "policing"  
26 function. What is your understanding of what a policing  
27 function is in the sense that you use it in your statutory  
28 declaration?

29 A. In my understanding, when I refer to a policing  
30 function, I'm referring to checking, if you like, that  
31 certain things have been done and providing protection to  
32 the public or to the country, if you like.

33  
34 Q. Would you regard the certification of meat and grain  
35 for export as falling within a policing function?

36 A. Yes, in my mind, that would mean the same thing, yes.

37  
38 Q. Would you regard the maintenance and care for detector  
39 dogs as part of the policing function?

40 A. I don't know if I'd call it "policing", but I'm sure  
41 that police have to do that for their dogs as well. I'm  
42 not sure whether I would say "yes" or "no".

43  
44 Q. Would you regard contributing to and liaising with  
45 other Governments in an international regulatory framework  
46 governing trade as a policing function?

47 A. Yes.

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Q. Would you regard maintaining access for Australian agricultural and food products to a large number of markets around the world as the purpose of a policing function?

A. Could you say that again, please?

Q. Would you regard maintaining access for Australian agricultural and food products to a large number of markets around the world as the purpose of a policing function?

A. I'm not sure that I'd describe that as policing rather than trade. I'm not sure what distinction you're making or you're asking me to make there.

Q. I'm just asking you whether you would regard that as the purpose for which a policing function, as you understand it, would be deployed?

A. Not in the way that you phrased that, no.

Q. When you talked about the suitability of a hierarchical command and control structure for organisations which provide policing functions, you referred to the police force and the military - both organisations, of course, which exercise lethal force.

A. Yes.

Q. And can operate in combat situations.

A. Yes.

Q. And where snap decision making and instant access to coherent lines of authority is a matter of life and death.

A. Yes.

Q. On the information you have been provided with, that kind of immediacy doesn't apply in AQIS, does it?

A. If you're talking about immediacy for life and death decisions, I don't know whether I would agree with that statement, because I think if the purpose is biosecurity, then a decision which compromises that can have far-reaching ramifications. So I wouldn't necessarily say that it doesn't have that component - not to the same degree. For example, you could use a different organisation, such as the fire service, where fire service is similarly a military-style organisation with clear lines of command and control, who have to make decisions with immediacy that can have far-reaching implications and doesn't necessarily involve lethal force, but is a similar type of organisation.

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Q. But that too shares the characteristic of a need for instantaneous - and by that, I mean literally seconds - decision making in order to preserve life or property, doesn't it?

A. Yes.

THE COMMISSIONER: Q. What about if you had to make a decision about a person you suspected might be suffering from avian influenza or smallpox?

A. In my mind, when you're talking about immediacy of decision making, at the point of entry there is immediacy of decision making, because you're presented with livestock, plant material or whatever it may be, and the person that's receiving that has to make decisions about what is the next step to take. If an animal is presenting with symptoms of something, then I imagine they have to make a quick decision about what they do with that. So I do think there is immediacy of decision making. Is it going to lead to life or death? Maybe or not. But is it going to have far-reaching ramifications? Potentially.

MR ANDRONOS: Q. Perhaps I didn't put the question well. The immediacy which I would like you to turn your mind to, Ms Heald, is the immediacy where a more junior officer needs an immediate response from a more senior officer, and in that circumstance the speed and clarity of the response can be a matter of life and death.

A. Yes.

Q. That, I would suggest, is a matter which could be held in common by the military, the police and the fire service, but I would suggest that it is not a matter which necessarily applies to AQIS?

A. I'm obviously not as familiar with AQIS as you are, but I would disagree, because I would imagine that at the point where livestock or plant material is entering the border and there may be questions about whether that livestock or plant material is carrying disease, that requires an immediate decision. So how long can you hold livestock at the border, is the question that I would ask. I don't know that I would agree, but perhaps I don't have sufficient understanding of the organisation to be able to answer that adequately. I'm obviously not as familiar with AQIS.

Q. I know that I'm asking you to speculate, and probably

1 I've asked you to speculate too much, but I'll just add one  
2 more qualification. If the animal in question could be  
3 held in quarantine for 14 or 21 days post arrival, that  
4 would take the immediacy out, wouldn't it?

5 A. Yes.

6  
7 MR ANDRONOS: Thank you, Commissioner.

8  
9 THE COMMISSIONER: Mr Andronos, you may be able to assist  
10 me again. I don't remember any evidence of the genesis of  
11 the matrix system of management, whether it was something  
12 that was regarded as a response to what the department had  
13 to do and what was happening in the department, or whether  
14 there was a conscious decision by somebody to establish and  
15 decision a matrix management system. Do you know whether  
16 the evidence covers that?

17  
18 You may not be able to answer it now, but it's  
19 obviously a question I'm interested in, and at some  
20 convenient time you might be able to tell me something  
21 about it, but don't worry about it now, Mr Andronos.

22  
23 MR ANDRONOS: Yes. Thank you, Commissioner.

24  
25 MR GRANT: I have no questions.

26  
27 MR CHESHIRE: No questions.

28  
29 MR RYAN: No questions, Commissioner.

30  
31 MR DICK: No questions.

32  
33 MR SLEIGHT: No questions.

34  
35 THE COMMISSIONER: Mr Henskens?

36  
37 <EXAMINATION BY MR HENSKENS:

38  
39 MR HENSKENS: Q. Ms Heald, you were asked some questions  
40 about the analogy between the police force and AQIS.  
41 I want you to assume these facts. I want you to assume  
42 that there is an animal coming into the country which has  
43 suspected avian flu, and I want you to assume that avian  
44 flu is a potentially fatal disease to humans and animals.  
45 Can you assume those things?

46 A. I can assume that.

47

1 Q. If a more junior officer needs an immediate response  
2 from a more senior officer about how that junior officer  
3 should handle that matter, on the matters that I have asked  
4 you to assume, that could be a matter of life and death,  
5 couldn't it?

6 A. Yes.

7  
8 Q. And, in that way, the decision that the AQIS junior  
9 officer would be making would be indistinguishable from the  
10 sorts of life and death decisions that police officers or  
11 military officers have to make, wouldn't it?

12 A. Yes.

13  
14 Q. You were asked some questions about paragraph 22 of  
15 your statutory declaration and the different competing  
16 priorities as between the public and the private sector.  
17 The public sector doesn't have the need to provide a return  
18 on capital or a profit, as is common in the private sector,  
19 does it?

20 A. No.

21  
22 Q. In the private sector, in determining matters of  
23 priority in a business structure, there may have to be  
24 decisions made about whether profit is maximised in the  
25 short term or the long term?

26 A. Yes.

27  
28 Q. There may be competing priorities between the  
29 short-term and long-term profitability of a business, may  
30 there not, in the private enterprise?

31 A. Yes, often there are.

32  
33 Q. The sorts of decisions that may have to be made are,  
34 for example, to maximise the growth of a business, which  
35 may be to the detriment of short-term profitability in  
36 order to maximise long-term profitability?

37 A. Yes.

38  
39 Q. Another sort of decision that could be made in private  
40 enterprise may be to minimise short-term profitability to  
41 put resources into research and development in order to  
42 maximise long-term profitability?

43 A. Yes.

44  
45 Q. Do any of those sorts of competing priorities operate  
46 in the public sector to the same degree as they do in the  
47 private sector?

1 A. Not in my opinion, no.

2

3 Q. And are they some of the more numerous competing  
4 priorities that operate in private enterprise compared with  
5 public enterprise?

6 A. Yes.

7

8 MR HENSKENS: Mr Commissioner, those are the matters.

9

10 THE COMMISSIONER: Q. I suppose the other matter is that  
11 nobody wants to see taxation any higher than it has to be,  
12 but ultimately, in the public interest, Governments can  
13 obtain recourse to more funds, if they have to, by higher  
14 taxation, as unpopular as it may be. In a sense, resources  
15 are almost unlimited, or are certainly much more vast and  
16 accessible than those available to private enterprise?

17 A. They are. I think it's fair to say that there is a  
18 priority to be seen to be using public funds in an  
19 efficient way.

20

21 Q. Exactly.

22 A. And that's an expectation that the public would have.

23

24 Q. That's why I put it in the qualified way that I did,  
25 that the public interest may demand it, and if the public  
26 interest demands it, there may be a level of public  
27 acceptability of it?

28 A. Yes.

29

30 THE COMMISSIONER: All right, nothing arising out of that?  
31 Did you want to ask another question, Mr Andronos?

32

33 MR ANDRONOS: No, Commissioner.

34

35 THE COMMISSIONER: I'll give you leave, if you want to ask  
36 one.

37

38 MR ANDRONOS: No, Commissioner, nothing arising.

39

40 THE COMMISSIONER: Thank you very much, Ms Heald, for your  
41 assistance. You are excused.

42

43 <THE WITNESS WITHDREW

44

45 MR ANDRONOS: Commissioner, I have some instructions on  
46 the origins of the use of the term "matrix management" at  
47 AQIS. Some inquiries have been under way for some time to

1 identify the source, and those inquiries regrettably have  
2 been unsuccessful. There is presently no-one at AQIS who  
3 was there when it was implemented or when it was --

4  
5 THE COMMISSIONER: It may have, in effect, grown up.  
6 I don't know, I'm not suggesting that's necessarily so, but  
7 it may have been seen as a response to the competing  
8 demands in AQIS, and, as and when it developed, it was seen  
9 to have been a form of matrix management and so entitled,  
10 rather than as a matter of specific intention. But I don't  
11 know.

12  
13 MR ANDRONOS: Certainly, that's one plausible theory,  
14 Commissioner.

15  
16 THE COMMISSIONER: Yes.

17  
18 MR ANDRONOS: And I'm instructed that that is the  
19 position, as we understand it.

20  
21 THE COMMISSIONER: Well, I suspected that. Thank you for  
22 that assistance, Mr Andronos.

23  
24 We will adjourn indefinitely until submissions.  
25 I think there is a date fixed for submissions, Mr Henskens?

26  
27 MR HENSKENS: Yes.

28  
29 THE COMMISSIONER: There may be other evidence, and, if  
30 there is, we will notify the parties, so I will put it on  
31 the basis that we will adjourn it to a date to be fixed, of  
32 which we will give you as much notice as we can.

33  
34 Is that correct, Mr Henskens?

35  
36 MR HENSKENS: Yes, Commissioner.

37  
38 THE COMMISSIONER: All right, thank you.

39  
40 AT 3.25PM THE COMMISSION WAS ADJOURNED ACCORDINGLY  
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