CONTENTS

Foreword by Chief Justice Susan Kiefel	ν
Preface	χv
List of examples	xvii
Table of cases	XX
Table of statutes	lvii
About the authors	lxxxviii
Acknowledgements	XC
PART I BACKGROUND	1
1 The nature of statutory interpretation	3
Overview	3
Basic composition	3
Comparisons	6
Functions	14
2 A modern history of key concepts	17
Overview	17
Approach to statutory interpretation: 1900s to 1970s	17
Pivotal Interpretation Act amendments: 1980s	25
Common law developments – the 'modern' approach: 1990s	31
Changes to some Interpretation Acts: 2000s	33
3 Constitutional context	36
Overview	36
Sources of law and the separation of powers	36
The rule of law and parliamentary sovereignty	42
PART II THE FRAMEWORK OF STATUTORY INTERPRETATION	47
4 Legislative intent	49
Overview	49
The object of statutory interpretation	49
An objective concept	50
Distinct from 'purpose'	56
Statements of intent in legislation	57
Statement of intent in extrinsic materials	58
5 The judicial duty to be independent	62
Overview	62
Sole authoritative arbiters	62
Independence in reaching a decision	64

6 Text-based interpretation	72
Overview	72
The text-based principle	72
The meaning of the text-based principle	73
Consequences of transgressing the text	79
7 Context	83
Overview	83
Meaning of context	84
Duty to have regard to	86
Consequences of contextualism	90
Utility of regard to	93
8 Purpose	98
Overview	98
Statutory and common law requirement	98
Meaning of purpose	101
Assistance given by purpose	102
Finding the purpose	104
Limitations of the assistance given by purpose	110
Balancing purpose with the text	115
9 Practical techniques	117
Overview	117
Utilising models of interpretative skills	117
Making use of an overall method	118
Conducting legal research	121
Analysing the Act	123
Identifying interpretative factors	130
Formulating alternative constructions	135
Evaluating interpretative arguments	140
Determining the preferable construction	143
Presenting a legal opinion or reasons for judgment	144
PART III WORKING WITH LEGISLATION: BROADER SKILLS	
AND KNOWLEDGE	147
10 Legislative drafting	149
Overview	149
The drafting process	149
Role of parliamentary counsel	153
Drafting practices and techniques	156
Relationship between drafting and interpretation	161
11 Enactment procedure	163
Overview	163
The making of an Act	163
Classification of Bills and Acts	172
Powers and privileges of Parliament	175
Access to Acts	178

12 Commencement		181
Overview		181
What commencement mean	ns and how it is effected	181
Status of Act pre-commend	ement	190
13 Structure and components	of an Act	194
Overview		194
Structure of an Act		194
Components of an Act		196
14 Problem analysis: sources	of doubt	207
Overview		207
Nature of sources of doubt		207
Catalogues of potential sou	irces of doubt	208
Utility of ascertaining sour	ces of doubt	210
PART IV THE PROVISI	ON, AND THE ACT AS A WHOLE	219
15 The language of the provis	sion	221
Overview		221
The presumptive meaning		222
	matical, natural and ordinary meanings	223
Determining the presumpti	ive meaning	226
Overcoming the presumptiv	ve meaning	229
When a text has a 'plain m	eaning'	229
16 The effect of drafting style	es	231
Overview		231
Main drafting styles		231
Influence of drafting styles	on interpretation	237
Drafting conventions of Au	astralian parliamentary counsel	243
17 Special categories of legisla	ation: the interpretation of remedial, penal and	
revenue provisions		245
Overview		245
Special categories of legisla	tion	246
Remedial legislation		246
Penal provisions		250
Revenue Acts		256
18 Linguistic canons		260
Overview		260
Nature of linguistic canons		261
Canons that relate to the		262
Canons that relate to other		270 274
	use of other relevant provisions	
19 The 'always speaking' appr	coach	283
Overview Legislation can apply to six	cumstances unknown at enactment	283 283
Degistation can apply to cir	cumstances unknown at enactment	200

	Distinguish connotation from denotation Changes in law since enactment Limitations of approach	286 289 292
20	The scheme and components of an Act Overview Scheme of Act Interpretative value of individual components Impact on interpretation of where provisions are located	295 295 295 296 308
PA	RT V LEGISLATIVE HISTORY	313
21	Legislative antecedents (evolution), including subsequent amending Acts Overview As part of wider context Consolidation Acts Use as interpretative aids Presumptions about re-enacted words Subsequent amending Acts	315 315 318 319 323 327
22	Pre-existing common law Overview As part of wider context Interpretation of codes Ways statute can impact pre-existing common law Common law that triggers legislative enactment	330 330 333 335 338
23	Background facts and circumstances Overview As part of wider context Range of matters Rationality and parliamentary awareness Use of judicial notice	340 340 342 345 348
24	Extrinsic materials: pre-parliamentary and parliamentary materials Overview Statutory and common law authority Range of material Statutory requirements Common law requirements Parliamentary awareness of material Guidance on probative value Text still paramount Inference from parliamentary inaction	350 350 353 355 359 360 360 371
	Paradarion Januarion	0.1

PART VI INTERPRETATION ACTS AND OTHER ACTS OF GENERAL APPLICATION	375
25 Interpretation Acts	377
Overview	377
Purpose of Interpretation Acts	377
Interpretation Acts are subject to contrary intention	378
Acts shortening provisions	381
General interpretative rules	394
26 Other Acts of general application	403
Overview	403
Human Rights Acts	403
Statutory review mechanisms	406
Criminal and sentencing Acts	410
Evidence Acts	412
Other facilitative Acts	413
PART VII THE WIDER CONTEXT	419
27 Consequences	421
Overview	421
Defining consequences	421
Taking into account consequences	422
Kinds of consequences that may be taken into account	429
28 The principle of legality	432
Overview	432
What is the principle of legality and how may it be rebutted?	433
Fundamental rights	440
Rationale for presumption	443
Applicability of presumption to delegated legislation and statutory rights	444
29 Use of the statute book and legislation of other jurisdictions	450
Overview	450
Relevance of other statutes	451
Statutes in pari materia	453
Statutes forming part of a single scheme	456
Comparable statutes	459
30 Use of precedent	464
Overview	464
Binding and persuasive precedent	464
Decisions on uniform and federal legislation	470
Decisions on statutes in pari materia	474
Doctrine of analogy	476
31 International treaties and materials	478
Overview	478
International obligations incorporated in domestic law	478

	International obligations correspond to domestic law	481
	Primacy of the text of domestic law	482
	Presumption of consistency	483
	International materials as extrinsic aids	487
32	Other common law presumptions and aids	489
	Overview	489
	Dictionaries and other works of reference	489
	Surrounding law	497
	Common sense	506
33	Inadmissible considerations	510
	Overview	510
	What makes a consideration inadmissible	510
	Judicial policy	512
	Certain executive government sources	514
	Speculative matters	522
D A	RT VIII SPECIAL INTERPRETATIVE ISSUES	FOF
		525
34	Remedial constructions for drafting errors	527
	Overview	527
	Concepts central to remedial construction	527
	Simple and obvious drafting errors	528
	Guidance for remedial construction beyond simple errors	530
	Gaps in legislation distinguished	535
	Strained construction	537
35	Provisions in apparent conflict	539
	Overview	539
	Apparent conflict is an interpretative problem	539
	Basic presumptions applied in resolving apparent conflict	541
	Techniques for resolving apparent conflict	546
36	Statutory powers and their characterisation: discretion or duty?	553
	Overview	553
	Functions of statutory powers	553
	Developments in drafting of statutory powers	556
	Interpreting statutory powers – discretion or duty?	560
37	The effect of non-compliance with a statutory requirement	572
	Overview	572
	How the issue of the effect of non-compliance may arise	572
	Is the requirement an essential condition?	573
	Is breach of the requirement legally enforceable?	585
38	Statutory reasonableness	590
	Overview	590
	Concept	590
	Importance in statute law	591

Definition and general characteristics Interpretation 39 Presumption against retrospective operation Overview Concept of retrospectivity Sources of the presumption Justification for the presumption When will the presumption be attracted? Ousting the presumption 618 40 Presumption against application to government and other Crown entities Overview The presumption and its displacement What is meant by the term 'the Crown' in this context? Act may be binding on the Crown only partially or only in certain respects Presumption may be modified or reversed by legislation Immunity does not extend to a party dealing with the Crown 634 41 Presumption against extraterritorial operation Overview G36 What is extraterritorial operation? The presumption and when, how and why it arises Rebutting the presumption 646 42 Mental ingredient of statutory offences Overview How state of mind for an offence is addressed in criminal law The common law principle of mens rea Applicability of the common law principle Content of the common law principle 651
Overview 601 Concept of retrospectivity 601 Sources of the presumption 603 Justification for the presumption 605 When will the presumption be attracted? 607 Ousting the presumption 618 40 Presumption against application to government and other Crown entities 622 Overview 622 The presumption and its displacement 622 What is meant by the term 'the Crown' in this context? 627 Act may be binding on the Crown only partially or only in certain respects 630 Presumption may be modified or reversed by legislation 632 Immunity does not extend to a party dealing with the Crown 634 41 Presumption against extraterritorial operation 636 Overview 636 What is extraterritorial operation? 636 What is extraterritorial operation? 636 Rebutting the presumption 646 42 Mental ingredient of statutory offences 648 Overview 648 How state of mind for an offence is addressed in criminal law 648 The common law principle of mens rea 650 Applicability of the common law principle 654 Content of the common law principle 661
Overview 601 Concept of retrospectivity 601 Sources of the presumption 603 Justification for the presumption 605 When will the presumption be attracted? 607 Ousting the presumption 618 40 Presumption against application to government and other Crown entities 622 Overview 622 The presumption and its displacement 622 What is meant by the term 'the Crown' in this context? 627 Act may be binding on the Crown only partially or only in certain respects 630 Presumption may be modified or reversed by legislation 632 Immunity does not extend to a party dealing with the Crown 634 41 Presumption against extraterritorial operation 636 Overview 636 What is extraterritorial operation? 636 What is extraterritorial operation? 636 Rebutting the presumption 646 42 Mental ingredient of statutory offences 648 Overview 648 How state of mind for an offence is addressed in criminal law 648 The common law principle of mens rea 650 Applicability of the common law principle 654 Content of the common law principle 661
Sources of the presumption Justification for the presumption When will the presumption be attracted? Ousting the presumption 607 Ousting the presumption 618 40 Presumption against application to government and other Crown entities 622 Overview 622 The presumption and its displacement 622 What is meant by the term 'the Crown' in this context? 627 Act may be binding on the Crown only partially or only in certain respects 630 Presumption may be modified or reversed by legislation 632 Immunity does not extend to a party dealing with the Crown 634 41 Presumption against extraterritorial operation 636 Overview 636 What is extraterritorial operation? 636 The presumption and when, how and why it arises 638 Rebutting the presumption 646 42 Mental ingredient of statutory offences 648 Overview 648 How state of mind for an offence is addressed in criminal law 648 The common law principle of mens rea 650 Applicability of the common law principle 654 Content of the common law principle
Justification for the presumption When will the presumption be attracted? Ousting the presumption 618 40 Presumption against application to government and other Crown entities Overview 622 The presumption and its displacement What is meant by the term 'the Crown' in this context? Act may be binding on the Crown only partially or only in certain respects Presumption may be modified or reversed by legislation Immunity does not extend to a party dealing with the Crown 634 Presumption against extraterritorial operation Overview What is extraterritorial operation? The presumption and when, how and why it arises Rebutting the presumption 646 42 Mental ingredient of statutory offences Overview How state of mind for an offence is addressed in criminal law The common law principle of mens rea Applicability of the common law principle 654 Content of the common law principle
When will the presumption be attracted? Ousting the presumption 618 40 Presumption against application to government and other Crown entities Overview 622 The presumption and its displacement 622 What is meant by the term 'the Crown' in this context? 627 Act may be binding on the Crown only partially or only in certain respects 630 Presumption may be modified or reversed by legislation 632 Immunity does not extend to a party dealing with the Crown 634 41 Presumption against extraterritorial operation 636 Overview 636 What is extraterritorial operation? 637 The presumption and when, how and why it arises 638 Rebutting the presumption 646 42 Mental ingredient of statutory offences 648 Overview 648 How state of mind for an offence is addressed in criminal law 648 The common law principle of mens rea 650 Applicability of the common law principle 654 Content of the common law principle
Ousting the presumption 618 40 Presumption against application to government and other Crown entities 622 Overview 622 The presumption and its displacement 622 What is meant by the term 'the Crown' in this context? 627 Act may be binding on the Crown only partially or only in certain respects 630 Presumption may be modified or reversed by legislation 632 Immunity does not extend to a party dealing with the Crown 634 41 Presumption against extraterritorial operation 636 Overview 636 What is extraterritorial operation? 636 The presumption and when, how and why it arises 638 Rebutting the presumption 646 42 Mental ingredient of statutory offences 648 Overview 648 How state of mind for an offence is addressed in criminal law 648 The common law principle of mens rea 650 Applicability of the common law principle 654 Content of the common law principle 661
40 Presumption against application to government and other Crown entities Overview 622 The presumption and its displacement 624 What is meant by the term 'the Crown' in this context? 627 Act may be binding on the Crown only partially or only in certain respects 630 Presumption may be modified or reversed by legislation Immunity does not extend to a party dealing with the Crown 634 41 Presumption against extraterritorial operation Overview 636 What is extraterritorial operation? 636 The presumption and when, how and why it arises Rebutting the presumption 646 42 Mental ingredient of statutory offences Overview 648 How state of mind for an offence is addressed in criminal law 648 The common law principle of mens rea Applicability of the common law principle 654 Content of the common law principle
Overview 622 The presumption and its displacement 622 What is meant by the term 'the Crown' in this context? 627 Act may be binding on the Crown only partially or only in certain respects 630 Presumption may be modified or reversed by legislation 632 Immunity does not extend to a party dealing with the Crown 634 41 Presumption against extraterritorial operation 636 Overview 636 What is extraterritorial operation? 636 The presumption and when, how and why it arises 638 Rebutting the presumption 646 42 Mental ingredient of statutory offences 648 Overview 648 How state of mind for an offence is addressed in criminal law 648 The common law principle of mens rea 650 Applicability of the common law principle 654 Content of the common law principle 661
The presumption and its displacement What is meant by the term 'the Crown' in this context? Act may be binding on the Crown only partially or only in certain respects Presumption may be modified or reversed by legislation Immunity does not extend to a party dealing with the Crown 634 Presumption against extraterritorial operation Overview 636 What is extraterritorial operation? The presumption and when, how and why it arises Rebutting the presumption 646 Mental ingredient of statutory offences Overview 648 How state of mind for an offence is addressed in criminal law 648 The common law principle of mens rea Applicability of the common law principle 654 Content of the common law principle
What is meant by the term 'the Crown' in this context? Act may be binding on the Crown only partially or only in certain respects Presumption may be modified or reversed by legislation Immunity does not extend to a party dealing with the Crown 634 41 Presumption against extraterritorial operation Overview 636 What is extraterritorial operation? 637 The presumption and when, how and why it arises Rebutting the presumption 638 Rebutting the presumption 649 42 Mental ingredient of statutory offences Overview 640 How state of mind for an offence is addressed in criminal law 641 The common law principle of mens rea Applicability of the common law principle 654 Content of the common law principle
Act may be binding on the Crown only partially or only in certain respects Presumption may be modified or reversed by legislation Immunity does not extend to a party dealing with the Crown 634 Presumption against extraterritorial operation Overview 636 What is extraterritorial operation? 636 The presumption and when, how and why it arises Rebutting the presumption 646 Persumption and when, how and why it arises Rebutting the presumption 646 Presumption and when, how and why it arises Rebutting the presumption 646 Presumption and when, how and why it arises Rebutting the presumption 646 Corerview 648 How state of mind for an offence is addressed in criminal law 648 The common law principle of mens rea 650 Applicability of the common law principle 654 Content of the common law principle
Presumption may be modified or reversed by legislation Immunity does not extend to a party dealing with the Crown 634 41 Presumption against extraterritorial operation Overview 636 What is extraterritorial operation? 636 The presumption and when, how and why it arises Rebutting the presumption 646 42 Mental ingredient of statutory offences Overview 648 How state of mind for an offence is addressed in criminal law The common law principle of mens rea Applicability of the common law principle 654 Content of the common law principle 661
Immunity does not extend to a party dealing with the Crown 41 Presumption against extraterritorial operation Overview 636 What is extraterritorial operation? 636 The presumption and when, how and why it arises Rebutting the presumption 646 42 Mental ingredient of statutory offences Overview 648 How state of mind for an offence is addressed in criminal law The common law principle of mens rea Applicability of the common law principle Content of the common law principle 661
41 Presumption against extraterritorial operation Overview 636 What is extraterritorial operation? 636 The presumption and when, how and why it arises Rebutting the presumption 646 42 Mental ingredient of statutory offences Overview 648 How state of mind for an offence is addressed in criminal law The common law principle of mens rea Applicability of the common law principle 654 Content of the common law principle 661
Overview 636 What is extraterritorial operation? 636 The presumption and when, how and why it arises 638 Rebutting the presumption 646 42 Mental ingredient of statutory offences 648 Overview 648 How state of mind for an offence is addressed in criminal law 648 The common law principle of mens rea 650 Applicability of the common law principle 654 Content of the common law principle 661
What is extraterritorial operation? The presumption and when, how and why it arises Rebutting the presumption 638 Rebutting the presumption 648 Overview How state of mind for an offence is addressed in criminal law The common law principle of mens rea Applicability of the common law principle Content of the common law principle 651
The presumption and when, how and why it arises Rebutting the presumption 646 42 Mental ingredient of statutory offences Overview How state of mind for an offence is addressed in criminal law The common law principle of mens rea Applicability of the common law principle Content of the common law principle 654 Content of the common law principle
Rebutting the presumption 646 42 Mental ingredient of statutory offences 648 Overview 648 How state of mind for an offence is addressed in criminal law 648 The common law principle of mens rea 650 Applicability of the common law principle 654 Content of the common law principle 661
42 Mental ingredient of statutory offences Overview How state of mind for an offence is addressed in criminal law The common law principle of mens rea Applicability of the common law principle Content of the common law principle 648 648 648 648 648 648 648 650 650 651
Overview How state of mind for an offence is addressed in criminal law The common law principle of mens rea Applicability of the common law principle Content of the common law principle 648 648 650 651
How state of mind for an offence is addressed in criminal law The common law principle of mens rea Applicability of the common law principle Content of the common law principle 648 650 651
The common law principle of mens rea Applicability of the common law principle Content of the common law principle 650 654
Applicability of the common law principle Content of the common law principle 654 661
Content of the common law principle 661
Position under the Criminal Codes
43 Delegated legislation 666
Overview 666
What is delegated legislation?
Ordinary interpretation principles generally apply 668
Terms have same meaning as in enabling Act
Retrospective operation 671
Grounds for invalidity 672
Severance of invalid portion 681
Effect of not making delegated legislation contemplated by the enabling Act 682
Glossary 685
Bibliography 697
Index 716