

IN THE HIGH COURT OF AUSTRALIA  
SYDNEY REGISTRY



No. S204 of 2018

BETWEEN:

**UNIONS NSW**  
First Plaintiff

**NEW SOUTH WALES NURSES  
AND MIDWIVES' ASSOCIATION**  
Second Plaintiff

10 **ELECTRICAL TRADES UNION OF AUSTRALIA,  
NEW SOUTH WALES BRANCH**  
Third Plaintiff

**AUSTRALIAN EDUCATION UNION**  
Fourth Plaintiff

20 **NEW SOUTH WALES LOCAL GOVERNMENT,  
CLERICAL, ADMINISTRATIVE, ENERGY,  
AIRLINES & UTILITIES UNION**  
Fifth Plaintiff

**HEALTH SERVICES UNION NSW**  
Sixth Plaintiff

and

**STATE OF NEW SOUTH WALES**  
Defendant

30 **OUTLINE OF ORAL SUBMISSIONS OF THE  
ATTORNEY-GENERAL FOR THE STATE OF QUEENSLAND**

**PART I: Internet publication**

1. This outline is in a form suitable for publication on the Internet.

**PART II: Outline of propositions**

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Outline of oral submissions  
On behalf of the Attorney-General for the State  
of Queensland  
Form 27F; Rule 44.08.2

Mr GR Cooper  
CROWN SOLICITOR  
11<sup>th</sup> Floor, State Law Building  
50 Ann Street, Brisbane 4000

Dated: 5 December 2018  
Per James Potter  
Ref PL8/ATT110/3836/PXJ

Telephone 07 3239 0885  
Facsimile 07 3239 6382

## Proportionality testing

2. Queensland's written submissions in this matter were made in response to a question raised by Kiefel CJ at the hearing of the matters of *Clubb* and *Preston*. The Chief Justice acknowledged that in *McCloy* it was not suggested that the three-stepped approach there adopted was the only criterion by which justification analysis might proceed. The Chief Justice noted that the Court had been waiting to hear what other criterion there might be, and invited submissions on that question.

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- *Clubb v Edwards; Preston v Avery* [2018] HCATrans 210, line 5425.

3. The written submissions made by Queensland were intended only as a response to that invitation. Queensland does not seek to reopen any law.

4. The answer Queensland gives is:

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(a) because structured proportionality is not a constitutional rule, it is also consistent with constitutional principle to approach the question of justification in either of the ways adopted by Gageler J and Gordon J in *Brown*;

- *Brown v Tasmania* (2017) 261 CLR 328, 378-379 [164]-[165] (Gageler J); [315]-[325] (Gordon J) (**Vol 2, tab 14**).
- *McCloy v New South Wales* (2013) 257 CLR 178, 213 [68] (French CJ, Kiefel, Bell and Keane JJ) (**Vol 3, tab 18**).

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(b) for the same reason, even where proportionality testing is applied, some laws may be justified without engaging in each of the three *McCloy* steps (because different principled balancing formulas are appropriate depending on the nature and extent of the burden);

- QS [40]-[41].

(c) if, however, all three steps of structured proportionality are to be applied in a given case, a law should be regarded as adequate in its balance unless it is 'grossly disproportionate'.

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- QS [42]-[43].
- In this respect, Queensland understands its written submissions to be consistent with those made by the plaintiff (at [54], [68]), the defendant (at [47]), and the Cth (at [48]-[49]).

That approach promotes transparency of reasoning, but does so in a way which is accommodated to the limits of the judicial function in the Australian constitutional system.

**Burden of justifying a measure**

5. A defendant jurisdiction does not bear the burden of justifying a restriction on the implied freedom.

- *Brown* (2017) 261 CLR 328, 421 [288] (Nettle J) (Vol 2, tab 14).

6. This is consistent, correctly analysed, with statements to the effect that it is 'incumbent' upon a defendant polity to justify a restriction, or that 'it is for those supporting the impugned legislation to justify any of its measures which burden the freedom'.

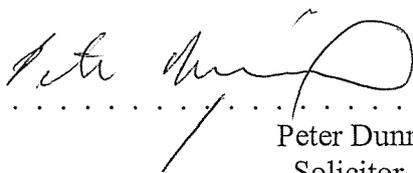
- *McCloy* (2015) 257 CLR 178, 201 [24] (French CJ, Kiefel, Bell and Keane JJ) (Vol 3, tab 18).
- *Brown* (2017) 261 CLR 328, 370 [131] (Kiefel CJ, Bell and Keane JJ) (Vol 2, tab 14).

7. Those statements are consistent with a tactical or provisional burden; that is, 'if the defendant fails to call any or any weighty evidence, it will run a risk of losing on the issue' though it will not necessarily lose on the issue.

- *Strong v Woolworths Ltd* (2012) 246 CLR 182, 201-202 [53] (Heydon J).

8. *A fortiori* in a constitutional case where constitutional facts will arise, the proof of which exhibits a marked difference from ordinary fact finding. Hence, it is not a requirement of validity that a defendant jurisdiction adduce evidence of the mischief to which the measure is directed.

Dated: 5 December 2018.



Peter Dunning QC  
Solicitor-General  
Telephone: 07 3218 0630  
Facsimile: 07 3218 0632  
Email: [solicitor.general@justice.qld.gov.au](mailto:solicitor.general@justice.qld.gov.au)



Felicity Nagorcka  
Counsel for the Attorney-General for the  
State of Queensland  
Telephone: 07 3224 7407  
Facsimile: 07 3239 6382  
Email: [felicity.nagorcka@crownlaw.qld.gov.au](mailto:felicity.nagorcka@crownlaw.qld.gov.au)