Introduced by the Hon P G Lynch, MP

First print



New South Wales

# **Civil Remedies for Serious Invasions of Privacy Bill 2016**

## Explanatory note

This explanatory note relates to this Bill as introduced into Parliament.

## Overview of Bill

The object of this Bill is to implement the proposals for legislation in the Report on civil remedies for serious invasion of privacy, which is a Report of the Standing Committee on Law and Justice of the Legislative Council, published in March 2016.

That Report recommends:

- the substantial adoption of the proposals for legislation in the Report of the Australian Legal Reform Commission (Report 123 of 2014) in relation to the creation of a statutory tort of serious invasion of personal privacy, to be enforceable by court proceedings, and
- the conferral of similar jurisdiction on the Civil and Administrative Tribunal (*NCAT*), and
- the conferral of power on the Privacy Commissioner to receive and deal with complaints about serious invasion of personal privacy.

The proposed Act is divided into Parts, the significant ones being:

- Part 2, which creates rights to proceed against a person in the Supreme Court or the District Court for a serious invasion of privacy, based on a statutory cause of action created by the proposed Act, and
- Part 3, which creates rights to proceed against a person in NCAT for a serious invasion of privacy, based on rights analogous to the statutory cause of action in Part 2, and
- Part 4, which enables a person to make a complaint to the Privacy Commissioner about a serious invasion of privacy.

## Outline of provisions

## Part 1 Preliminary

**Part 1** contains preliminary provisions relating to the name of the proposed Act, its commencement by proclamation, definitions and the status of notes in the proposed Act.

Clause 1 sets out the name (also called the short title) of the proposed Act.

Clause 2 provides for the commencement of the proposed Act on a day or days to be appointed by proclamation.

Clause 3 contains definitions used in the proposed Act.

Clause 4 provides that notes included in the proposed Act do not form part of the proposed Act.

## Part 2 Cause of action for serious invasion of privacy

**Part 2** creates a statutory cause of action enforceable in the Supreme Court or District Court as a tort (ie a civil wrong). The Part follows the recommendations in the Report of the Standing Committee on Law and Justice, which in turn recommends substantial adoption of legislation recommended by the Australian Law Reform Commission.

## Division 1 Preliminary

Clause 5 is an introductory clause.

## Division 2 Statutory cause of action for serious invasion of privacy

Clause 6 provides that an individual has a statutory cause of action for a serious invasion of privacy.

**Clause 7** provides that an action cannot be brought in respect of conduct of minors for serious invasion of privacy.

Clause 8 states that the limitation period for bringing an action based on the statutory cause of action is provided for in the *Limitation Act 1969* (see Schedule 1 to the proposed Act).

Clause 9 states the two types of invasion of privacy covered by the statutory cause of action, namely intrusion upon seclusion and misuse of private information.

**Clause 10** provides that the statutory cause of action is actionable only where a person in the position of the plaintiff would have had a reasonable expectation of privacy. Criteria are set out for consideration.

**Clause 11** requires the plaintiff prove intent, recklessness or negligence (if the defendant is a government, a governmental entity or a corporation) or intent or recklessness (if the defendant is an individual).

Clause 12 provides that an action based on the statutory cause of action can succeed only where the invasion of privacy was serious, having regard to criteria set out in the clause.

**Clause 13** provides that the court must be satisfied that the public interest in privacy outweighs any countervailing public interest. Criteria are set out for consideration.

**Clause 14** introduces a "single publication rule". This rule will apply where a person's privacy was invaded by misuse of private information by publishing a statement to the public based on the private information and the statement is later repeated in substantially the same form. The clause provides that any cause of action against the person for serious invasion of privacy in respect of a subsequent publication is to be treated as having arisen on the date of the first publication.

## Division 3 Defences

Clause 15 is an introductory clause.

**Clause 16** states the defences that are available. These are lawful conduct, protection of a person or property, absolute privilege, publication of a public document, fair report of proceedings of public concern, necessity and consent.

## Division 4 Remedies

Clause 17 is an introductory clause.

Clause 18 provides that the court may give monetary relief, principally by way of an award of damages, including damages for emotional distress. The court may not award aggravated damages, may award exemplary damages in exceptional circumstances, and may award an account of profits.

**Clause 19** provides that the court may give non-monetary relief, including by way of an injunction, a declaration, an order to deliver up or destroy material or an order requiring a correction or an apology.

### Division 5 Miscellaneous

**Clause 20** abolishes any other specific cause of action or tort for the invasion or violation of a person's privacy, but preserves any rights to proceed for defamation, trespass, breach of confidence, negligence, nuisance, injurious falsehood, passing off, intentional infliction of harm or breach of a statutory duty.

Clause 21 provides that the statutory cause of action does not survive the death of the person whose privacy was invaded.

## Part 3 NCAT proceedings for serious invasion of privacy

**Part 3** entitles a person to apply to NCAT for relief for an alleged serious invasion of privacy with provisions based on (though varying from) Part 2 of the proposed Act. The Part follows the recommendations in the Report of the Standing Committee on Law and Justice.

### Division 1 Preliminary

Clause 22 is an introductory clause.

Clause 23 contains definitions used in the Part.

### Division 2 Jurisdiction of NCAT

The provisions of this Division are analogous to those in Division 2 of Part 2.

**Clause 24** confers jurisdiction on NCAT to deal with a claim made by application by an individual (*the applicant*) on the ground that the conduct of another person (*the respondent*) is a serious invasion of the applicant's privacy.

Clause 25 provides that an application cannot be made in respect of conduct of minors for serious invasion of privacy.

**Clause 26** states an application is to be made before the end of a limitation period of the earlier of one year from the date on which the applicant became aware of the invasion of privacy or three years from the date on which the invasion of privacy occurred. If the invasion of privacy occurred before the applicant reached the age of 18 years and the application would otherwise be excluded by that limitation period, an application can be made within 12 months of reaching that age.

**Clause 27** states the two types of invasion of privacy covered by the right to make a claim for serious invasion of privacy, namely intrusion upon seclusion and misuse of private information.

**Clause 28** provides that an application can be made only where a person in the position of the applicant would have had a reasonable expectation of privacy. Criteria are set out for consideration.

**Clause 29** requires the applicant to prove intent, recklessness or negligence (if the respondent is a government, a governmental entity or a corporation) or intent or recklessness (if the respondent is an individual).

**Clause 30** provides that an application can succeed only where the invasion of privacy was serious, having regard to criteria set out in the clause.

**Clause 31** provides that NCAT must be satisfied that the public interest in privacy outweighs any countervailing public interest. Criteria are set out for consideration.

**Clause 32** introduces a "single publication rule". This rule will apply where a person's privacy was invaded by misuse of private information by publishing a statement to the public based on the private information and the statement is later repeated in substantially the same form. The clause provides that any right to make a claim against the person for serious invasion of privacy in respect of a subsequent publication is to be treated as having arisen on the date of the first publication.

## Division 3 Defences

The provisions of this Division are analogous to those in Division 3 of Part 2.

Clause 33 is an introductory clause.

**Clause 34** states the defences that are available. These are lawful conduct, protection of a person or property, absolute privilege, publication of a public document, fair report of proceedings of public concern, necessity and consent.

### Division 4 Remedies

The provisions of this Division are analogous to those in Division 4 of Part 2. However, the monetary relief that may be given under clause 36 is narrower than that under clause 18.

Clause 35 is an introductory clause.

**Clause 36** provides that the court may give monetary relief, principally by way of an award of damages, including damages for emotional distress. Damages cannot be greater than an amount equal to the jurisdictional limit of the District Court (\$750,000). NCAT may not award aggravated damages, exemplary damages or an account of profits.

**Clause 37** provides that NCAT may give non-monetary relief, including by way of an order restraining conduct, a declaration, an order to deliver up or destroy material or an order requiring a correction or an apology.

## Part 4 Role of Privacy Commissioner

**Part 4** provides a role for the Privacy Commissioner in respect of serious invasion of an individual's privacy. The Part follows the recommendations in the Report of the Standing Committee on Law and Justice.

### Division 1 Preliminary

Clause 38 is an introductory clause.

Clause 39 contains definitions used in the Part.

### Division 2 Role of Privacy Commissioner

Clause 40 provides that the role of the Privacy Commissioner under the proposed Act is:

- (a) to receive and deal with complaints about serious invasions of privacy, and
- (b) to assist a court as amicus curiae (friend of the court), or assist NCAT in a similar role, in connection with an alleged serious invasion of privacy, and
- (c) to intervene in proceedings before a court or NCAT in connection with an alleged serious invasion of privacy.

## Division 3 Complaints

Clause 41 authorises an individual (*the complainant*) to make a complaint to the Privacy Commissioner about an alleged serious invasion of the complainant's privacy by a person (*the respondent*).

Clause 42 contains provisions about making and withdrawing complaints.

**Clause 43** empowers the Privacy Commissioner to conduct a preliminary assessment of a complaint to decide whether to deal with the complaint.

Clause 44 authorises the Privacy Commission to refer a complaint to another authority.

Clause 45 provides for the Privacy Commissioner to deal with a complaint.

**Clause 46** provides that the Privacy Commissioner may endeavour to deal with a complaint by conciliation.

## Division 4 Determination of complaints

**Clause 47** provides that the Privacy Commissioner may make a determination dismissing the complaint or, if the complaint is substantiated, a determination that includes one or more of the following:

- (a) declaring that the respondent has engaged in conduct constituting a serious invasion of privacy and must not repeat or continue conduct of that kind,
- (b) declaring that the respondent must take steps to ensure that certain conduct is not repeated or continued,
- (c) declaring that the respondent must redress any loss or damage suffered by the complainant, including, for example, to make an apology or to cause any relevant material to be taken down,
- (d) declaring that it would be inappropriate for any further action to be taken.

**Clause 48** provides that proceedings to enforce a determination may be commenced in NCAT by the complainant or the Privacy Commissioner by application to NCAT.

**Clause 49** provides that the Privacy Commissioner may refer a complaint to NCAT where there is a failure to act within a reasonable time on a determination made in relation to the complaint.

**Clause 50** enables the Privacy Commissioner to make reports of findings and recommendations and to furnish any such reports to the complainant and other relevant persons or bodies.

### Division 5 Miscellaneous

**Clause 51** states that Part 4 does not prevent a complainant or former complainant from commencing proceedings at any time in a court or NCAT in respect of a serious invasion of privacy.

## Part 5 Miscellaneous

**Clause 52** provides that NCAT rules may be made for or with respect to any aspect of NCAT's jurisdiction or functions under this Act, including:

- (a) the composition of the Administrative and Equal Opportunity Division of NCAT when exercising jurisdiction or functions under the proposed Act, and
- (b) applications to and proceedings in NCAT under the proposed Act.

Clause 53 authorises regulations to be made for the purposes of the proposed Act.

Clause 54 provides that the proposed Act does not apply to existing invasions of privacy.

Clause 55 provides for the proposed Act to be reviewed after 5 years.

## Schedule 1 Amendment of Limitation Act 1969 No 31

The *Limitation Act 1969* is proposed to be amended to provide a limitation period for commencing actions based on the statutory cause of action. The limitation period is the earlier of one year from the date on which the plaintiff became aware of the invasion of privacy or three years from the date on which the invasion of privacy occurred. If the invasion of privacy occurred before the plaintiff reached the age of 18 years and the action would otherwise be excluded by that limitation period, an action can be commenced within 12 months of reaching that age.

## Schedule 2 Amendment of Privacy and Personal Information Protection Act 1998 No 133

The *Privacy and Personal Information Protection Act 1998* is proposed to be amended to make it clear that a complaint under the proposed Act is to be dealt with under the proposed Act and not under the *Privacy and Personal Information Protection Act 1998*.

Introduced by the Hon P G Lynch, MP

First print



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# **Civil Remedies for Serious Invasions of Privacy Bill 2016**

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New South Wales

# **Civil Remedies for Serious Invasions of Privacy Bill 2016**

No , 2016

## A Bill for

An Act to provide civil remedies for serious invasions of privacy; and to confer jurisdiction on the Privacy Commissioner and the Civil and Administrative Tribunal to deal with serious invasions of privacy.

The	Leoisl	ature of New South Wales enacts:	1
1 IIC	Legisi	ature of new South Wales charts.	I
Par	t 1	Preliminary	2
1	Nam	e of Act	3
		This Act is the Civil Remedies for Serious Invasions of Privacy Act 2016.	4
2	Com	mencement	5
		This Act commences on a day or days to be appointed by proclamation.	6
3	Defi	nitions	7
		In this Act:	8
		<i>apology</i> means an expression of sympathy or regret, or of a general sense of benevolence or compassion, in connection with any matter whether or not the apology admits or implies an admission of fault in connection with the matter.	9 10 11
		<i>conduct</i> includes the publication of matter.	12
		<i>general law</i> means the common law and equity (as modified from time to time by legislation).	13 14
		<i>governmental entity</i> includes an entity prescribed by the regulations or an entity of a class prescribed by the regulations as being within this definition, but does not include an entity prescribed by the regulations or an entity of a class prescribed by the regulations as not being within this definition.	15 16 17 18
		<b>NCAT</b> means the Civil and Administrative Tribunal of New South Wales under the <i>Civil and Administrative Tribunal Act 2013</i> .	19 20
		<b>Privacy Commissioner</b> means the Privacy Commissioner under the Privacy and Personal Information Protection Act 1998.	21 22
		<i>private information</i> includes untrue information, but only if the information would be private if it were true.	23 24
		<i>statutory cause of action</i> means the cause of action referred to in section 6 (1). <b>Note.</b> The <i>Interpretation Act 1987</i> contains definitions and other provisions that affect the interpretation and application of this Act.	25 26 27
4	Note	S	28
		Notes included in this Act do not form part of this Act.	29

Part 2		Cause of action for serious invasion of privacy				
Divi	sion	1	Preliminary	2		
5	Intro	ductio	on	3		
		This	Part creates a statutory cause of action in tort.	4		
		Note. (see s	The statutory cause of action is actionable in the Supreme Court or in the District Court section 44 of the <i>District Court Act 1973</i> ).	5 6		
Divi	sion	2	Statutory cause of action for serious invasion of privacy	7		
6	Statu	utory o	ause of action	8		
	(1)		ndividual has a cause of action against a person under this Part if that person's uct is a serious invasion of the individual's privacy.	9 10		
	(2)	An a	ction based on the statutory cause of action is an action in tort.	11		
	(3)	The j	plaintiff is not required to prove actual damage.	12		
7	Exer	nption	for conduct of minors	13		
			statutory cause of action does not apply to conduct of a person who had not ned the age of 18 years when the alleged conduct occurred.	14 15		
8	Time	e limit	for bringing action	16		
		The l	imitation period for bringing an action based on the statutory cause of action is ided for in section 56E of the <i>Limitation Act 1969</i> .	17 18		
9	Туре	es of ir	ivasion of privacy	19		
			action based on the statutory cause of action, the plaintiff must prove that the tiff's privacy was invaded in one of the following ways:	20 21		
		(a)	intrusion upon seclusion, such as by physically intruding into the plaintiff's private space or by watching, listening to or recording the plaintiff's private activities or private affairs,	22 23 24		
		(b)	misuse of private information, such as by collecting or disclosing private information about the plaintiff.	25 26		
10	Reas	sonabl	e expectation of privacy	27		
	(1)	plain	statutory cause of action is actionable only where a person in the position of the tiff would have had a reasonable expectation of privacy, in all of the mstances.	28 29 30		
	(2)	reasc	termining whether a person in the position of the plaintiff would have had a mable expectation of privacy in all of the circumstances, the court may consider pllowing, among other things:	31 32 33		
		(a)	the nature of the private information, including whether it relates to intimate or family matters, health or medical matters, or financial matters,	34 35		
		(b)	the means used to obtain the private information or to intrude upon seclusion, including the use of any device or technology,	36 37		
		(c)	the place where the intrusion occurred, such as in the plaintiff's home,	38		
		(d)	the purpose of the misuse, disclosure or intrusion,	39		
		(e)	how the private information was held or communicated, such as in private correspondence or a personal diary,	40 41		

	(f)	whether and to what extent the private information was already in the public domain,	1 2
	(g)	the relevant attributes of the plaintiff, including the plaintiff's age, occupation and cultural background,	3 4
	(h)	the conduct of the plaintiff, including whether the plaintiff invited publicity or manifested a desire for privacy.	5 6
Proo	of of fa	ult	7
(1)	In ar	action based on the statutory cause of action, the plaintiff must prove:	8
	(a)	a fault element of intent, recklessness or negligence—if the defendant is a government, a governmental entity or a corporation, and	9 10
	(b)	a fault element of intent or recklessness-if the defendant is an individual.	11
(2)		apology made by the defendant does not constitute an admission of fault or lity and is not relevant to the determination of fault or liability.	12 13
Inva	sion o	f privacy to be serious	14
		aintiff may bring an action based on the statutory cause of action only where the sion of privacy was serious, having regard, among other things, to:	15 16
	(a)	the degree of any offence, distress or harm to dignity that the invasion of privacy was likely to cause to a person of ordinary sensibilities in the position of the plaintiff, and	17 18 19
	(b)	whether the defendant was motivated by malice or knew the invasion of privacy was likely to offend, distress or harm the dignity of the plaintiff.	20 21
Bala	ncing	privacy with other interests	22
(1)	actio	he plaintiff in an action based on the statutory cause of action to have a cause of on, the court must be satisfied that the public interest in privacy outweighs any tervailing public interest.	23 24 25
(2)	The with	court may consider the following countervailing public interest matters, along any other relevant public interest matter:	26 27
	(a)	freedom of expression, including political communication and artistic expression,	28 29
	(b)	freedom of the media, particularly to responsibly investigate and report matters of public concern and importance,	30 31
	(c)	the proper administration of government,	32
	(d)	open justice,	33
	(e)	public health and safety,	34
	(f)	national security,	35
	(g)	the prevention and detection of crime and fraud.	36
(3)		defendant has the burden of adducing evidence that suggests there is a tervailing public interest for the court to consider.	37 38
(4)		plaintiff has the legal onus to satisfy the court that the public interest in privacy reighs any countervailing public interest that is raised in the proceedings.	39 40

Single publication rule

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#### (1)This section applies in relation to a statutory cause of action if: the plaintiff alleges that the plaintiff's privacy was invaded by misuse of (a)private information by the defendant publishing a statement to the public (*the first publication*) based on the private information, and (b) the defendant subsequently publishes (whether or not to the public) that statement or a statement which is substantially the same. (2)Any cause of action against the defendant for serious invasion of privacy in respect of the subsequent publication is to be treated as having accrued on the date of the first publication. (3) This section does not apply in relation to the subsequent publication if the manner of that publication is materially different from the manner of the first publication. (4) In determining whether the manner of a subsequent publication is materially different from the manner of the first publication, the matters to which the court may have regard include (among other matters): the level of prominence that a statement is given, and (a) the extent of the subsequent publication. (b) (5) In subsection (1), *public* includes a section of the public. **Division 3** Defences Preliminary In an action based on the statutory cause of action, the defendant has the defences set out in this Division. Defences Lawful conduct (1)It is a defence if the defendant proves that the conduct of the defendant was required or authorised: (a) by or under New South Wales law or Commonwealth law, or (b)by an Australian court or tribunal or a process of such a court or tribunal. Protection of person or property (2)It is a defence if the defendant proves that the conduct of the defendant was done for the purpose of lawfully defending or protecting a person or property (including the prosecution or defence of civil or criminal proceedings) and that conduct was a proportionate, necessary and reasonable response to the situation concerned. (3)Absolute privilege, publication of public document and fair report of proceedings of public concern It is a defence if the defendant proves that the conduct of the defendant was the publication of matter that, if it is assumed that the publication is defamatory, would attract any of the following defences to an action for defamation: the defence of absolute privilege (whether at general law or under section 27 (a) of the Defamation Act 2005), the defence of publication of a public document under section 28 of the (b) Defamation Act 2005, any of the defences of fair report of proceedings of public concern under (c)

section 29 of the Defamation Act 2005.

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#### (4) Necessity

It is a defence if the defendant proves that the conduct of the defendant was based on necessity, where the defendant had a reasonable belief that the conduct in invading the plaintiff's privacy was necessary to prevent an imminent and greater harm and that conduct was a reasonable response to the situation concerned.

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#### (5) Consent

It is a defence if the defendant proves that the plaintiff, or another person having lawful authority to do so for the plaintiff, expressly or impliedly consented to the conduct.

#### (6) **Definition**

In this section:

*public document* means:

- (a) a public document or a fair copy of a public document, or
- (b) a fair summary of, or a fair extract from, a public document.

### Division 4 Remedies

#### 17 Preliminary

In an action based on the statutory cause of action, the court may (subject to any jurisdictional limits of the court) grant relief in accordance with this Division.

#### 18 Monetary relief

(1)	The court may	award damages,	including	damages for	emotional distress.
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- (2) When determining the amount of damages, the court may consider the following, among other matters:
  - (a) whether the defendant had made an appropriate apology to the plaintiff,
  - (b) whether the defendant had published a correction,
  - (c) whether the plaintiff had already recovered compensation, or has agreed to receive compensation in relation to the conduct of the defendant,
  - (d) whether either party took reasonable steps to settle the dispute without litigation,
  - (e) whether the defendant's conduct following the invasion of privacy, including during the proceedings, was unreasonable and had subjected the plaintiff to particular or additional embarrassment, harm, distress or humiliation.
- (3) The court may not award aggravated damages.
- (4) The court may award exemplary damages in exceptional circumstances only.
- (5) The amount of damages for non-economic loss that may be awarded, together with any exemplary damages, is not to exceed the maximum damages amount that may be awarded under section 35 (1) of the *Defamation Act 2005* for non-economic loss in defamation proceedings and that is applicable at the time damages are awarded.
- (6) The court may award an account of profits in circumstances where the defendant has profited from an invasion of privacy.

19	Non	Non-monetary relief					
	(1)	Injunction	2				
		The court may at any stage of proceedings grant an interlocutory or other injunction to restrain the threatened or apprehended invasion of privacy, where it appears to the court to be just or convenient and on such terms as the court thinks fit.	3 4 5				
	(2)	Factors to be considered in relation to injunctions	6				
		When considering whether to grant injunctive relief before trial to restrain publication of private information, the court must have particular regard to freedom of expression and any other matters of public interest.	7 8 9				
	(3)	Declaration	10				
		The court may make an order declaring that the defendant's conduct has seriously invaded the privacy of the plaintiff.	11 12				
	(4)	Delivery up or destruction of material	13				
		The court may make an order requiring that the defendant deliver to the plaintiff or destroy any articles, documents or other material, and all copies of them, concerning the plaintiff or belonging to the plaintiff that:	14 15 16				
		(a) are in the possession of the defendant or that the defendant is able to retrieve, and	17 18				
		(b) were obtained or made as a result of the invasion of the plaintiff's privacy or were published during the course of the conduct giving rise to the invasion of privacy.	19 20 21				
	(5)	Correction	22				
		The court may make an order for the publication of a correction where false private information has been published.	23 24				
	(6)	Apology	25				
		The court may make an order requiring the defendant to make an apology in a specified manner.	26 27				
	(7)	Other relief	28				
		The court may grant such other non-monetary relief as the court considers necessary in the circumstances.	29 30				
Divi	ision	5 Miscellaneous	31				
20	Rela	tionship of cause of action to other rights	32				
	(1)	To the extent that the general law recognises a specific cause of action or tort for the invasion or violation of a person's privacy, that cause of action or tort is abolished.	33 34				
	(2)	Subject to subsection (1), the right of action for serious invasion of privacy under this Act and the remedies under this Act are in addition to, and not in derogation of, any other right of action or other remedy available otherwise than under this Act.	35 36 37				
	(3)	Without limiting subsection (2), subsection (1) does not operate to abolish or otherwise limit any of the following kinds of causes of action at general law to the extent that they provide for a remedy for the invasion or violation of an individual's privacy:	38 39 40 41				
		(a) an action for defamation,	42				
		(b) an action for trespass,	43				
		(c) an action for a breach of confidence,	44				

		(d)	an action for negligence,	1
		(e)	an action for nuisance,	2
		(f)	an action for injurious falsehood,	3
		(g)	an action for passing off,	4
		(h)	an action for intentional infliction of harm,	5
		(i)	an action for breach of a statutory duty.	6
	(4)	privac	ng in this Act requires any compensation awarded in an action for invasion of cy under this Act to be disregarded in assessing compensation or damages in ther proceedings arising out of the same conduct giving rise to the invasion of cy.	7 8 9 10
21	Non	-surviva	al of statutory cause of action	11
	(1)		se of action for serious invasion of privacy does not survive for the benefit of aintiff's estate or against the defendant's estate.	12 13
	(2)		ection (1) has effect despite section 2 of the Law Reform (Miscellaneous sions) Act 1944.	14 15

Par	t 3	NC	AT proceedings for serious invasion of privacy	1
Divi	sion	1	Preliminary	2
22	Intro	ductio	on	3
		This priva	Part confers jurisdiction on NCAT in relation to claims for serious invasion of acy.	4 5
23	Defir	nitions	3	6
		In th	is Part:	7
		appli	ication means an application to NCAT under this Part.	8
			<i>n for serious invasion of privacy</i> means a claim to NCAT under this Part.	9
		the a	<i>applicant</i> and <i>the respondent</i> —see section 24 (3).	10
Divi	sion	2	Jurisdiction of NCAT	11
24	Juris	dictio	n of NCAT in relation to serious invasion of privacy	12
	(1)		T has jurisdiction to hear and determine, in accordance with this Part and	13
			ant provisions of and under the <i>Civil and Administrative Tribunal Act 2013</i> , a n made by an individual on the ground that another person's conduct is a serious	14
			sion of the individual's privacy.	15 16
	(2)	A cla	aim for serious invasion of privacy is made by application to NCAT.	17
	(3)	In th	is Part:	18
		(a)	the individual is referred to as <i>the applicant</i> , and	19
		(b)	the other person is referred to as <i>the respondent</i> .	20
25	Exen	nption	ofor conduct of minors	21
			aim for serious invasion of privacy may not be made in respect of conduct of a on who had not reached the age of 18 years when the alleged conduct occurred.	22 23
26	Limit	tation	period for making application	24
	(1)	An a	pplication is to be made before the end of a limitation period of the earlier of:	25
		(a)	one year from the date on which the applicant became aware of the invasion of privacy, or	26 27
		(b)	three years from the date on which the invasion of privacy occurred.	28
	(2)	How	ever, if:	29
		(a)	the invasion of privacy occurred before the date on which the applicant reached the age of 18 years, and	30 31
		(b)	a claim for serious invasion of privacy based on that invasion cannot be made under subsection (1),	32 33
			im based on that invasion may be brought within a limitation period of one year the date on which the applicant reached that age.	34 35
27	Туре	s of ir	nvasion of privacy	36
			claim for serious invasion of privacy, the applicant must prove that the cant's privacy was invaded in one of the following ways:	37 38

(a) intrusion upon seclusion, such as by physically intruding into the applicant's private space or by watching, listening to or recording the applicant's private activities or private affairs, misuse of private information, such as by collecting or disclosing private (b)information about the applicant. Reasonable expectation of privacy (1) A claim for serious invasion of privacy may be made only where a person in the position of the applicant would have had a reasonable expectation of privacy, in all of the circumstances. (2)In determining whether a person in the position of the applicant would have had a 10 reasonable expectation of privacy in all of the circumstances, NCAT may consider 11 the following, among other things: 12 (a) the nature of the private information, including whether it relates to intimate 13 or family matters, health or medical matters, or financial matters, 14 (b) the means used to obtain the private information or to intrude upon seclusion, 15 including the use of any device or technology, 16 the place where the intrusion occurred, such as in the applicant's home, (c) 17 the purpose of the misuse, disclosure or intrusion, (d) 18 how the private information was held or communicated, such as in private (e) 19 correspondence or a personal diary, 20 (f)whether and to what extent the private information was already in the public 21 domain, 22 the relevant attributes of the applicant, including the applicant's age, (g) 23 occupation and cultural background, 24 (h) the conduct of the applicant, including whether the applicant invited publicity 25 or manifested a desire for privacy. 26 Proof of fault 27 In a claim for serious invasion of privacy, the applicant must prove: (1)28 a fault element of intent, recklessness or negligence—if the respondent is a 29 (a) government, a governmental entity or a corporation, and 30 a fault element of intent or recklessness—if the respondent is an individual. (b) 31 Note. A claim for serious invasion of privacy does not attract strict liability. 32 (2) An apology made by the respondent does not constitute an admission of fault or 33 liability and is not relevant to the determination of fault or liability. 34 Invasion of privacy to be serious 35 A person may make a claim for serious invasion of privacy only where the invasion 36 of privacy was serious, having regard, among other things, to: 37 (a) the degree of any offence, distress or harm to dignity that the invasion of 38 privacy was likely to cause to a person of ordinary sensibilities in the position 39 of the applicant, and 40 whether the respondent was motivated by malice or knew the invasion of (b) 41 privacy was likely to offend, distress or harm the dignity of the applicant. 42

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#### Balancing privacy with other interests

31	Bala	ncing privacy with other interests	1
	(1)	For a claim for serious invasion of privacy to succeed, then among other matters, NCAT must be satisfied that the public interest in privacy outweighs any countervailing public interest.	2 3 4
	(2)	NCAT may consider the following countervailing public interest matters, along with any other relevant public interest matter:	5 6
		(a) freedom of expression, including political communication and artistic expression,	7 8
		(b) freedom of the media, particularly to responsibly investigate and report matters of public concern and importance,	9 10
		(c) the proper administration of government,	11
		(d) open justice,	12
		(e) public health and safety,	13
		(f) national security,	14
		(g) the prevention and detection of crime and fraud.	15
	(3)	The respondent has the burden of adducing evidence that suggests there is a countervailing public interest for NCAT to consider.	16 17
	(4)	The applicant has the legal onus to satisfy NCAT that the public interest in privacy outweighs any countervailing public interest that is raised in the proceedings.	18 19
32	Sing	le publication rule	20
	(1)	This section applies in relation to a right to make a claim for serious invasion of an applicant's privacy if:	21 22
		(a) the applicant alleges that the applicant's privacy was invaded by misuse of private information by the respondent publishing a statement to the public ( <i>the first publication</i> ) based on the private information, and	23 24 25
		(b) the respondent subsequently publishes (whether or not to the public) that statement or a statement which is substantially the same.	26 27
	(2)	Any right to make a claim against the respondent for serious invasion of privacy in respect of the subsequent publication is to be treated as having accrued on the date of the first publication.	28 29 30
	(3)	This section does not apply in relation to the subsequent publication if the manner of that publication is materially different from the manner of the first publication.	31 32
	(4)	In determining whether the manner of a subsequent publication is materially different from the manner of the first publication, the matters to which NCAT may have regard include (among other matters):	33 34 35
		(a) the level of prominence that a statement is given, and	36
		(b) the extent of the subsequent publication.	37
	(5)	In subsection (1), <i>public</i> includes a section of the public.	38
Divi	sion	3 Defences	39
33	Preli	minary	40
		In a claim for serious invasion of privacy, the respondent has the defences set out in this Division.	41 42

34	Defences				
	(1)	Lawf	ful conduct	2	
			a defence if the respondent proves that the conduct of the respondent was ired or authorised:	3 4	
		(a)	by or under New South Wales law or Commonwealth law, or	5	
		(b)	by an Australian court or tribunal or a process of such a court or tribunal.	6	
	(2)	Prote	ection of person or property	7	
		for the p	a defence if the respondent proves that the conduct of the respondent was done he purpose of lawfully defending or protecting a person or property (including prosecution or defence of civil or criminal proceedings) and that conduct was a ortionate, necessary and reasonable response to the situation concerned.	8 9 10 11	
	(3)	Abso of pu	blute privilege, publication of public document and fair report of proceedings ublic concern	12 13	
		publi	a defence if the respondent proves that the conduct of the respondent was the ication of matter that, if it is assumed that the publication is defamatory, would ct any of the following defences to an action for defamation:	14 15 16	
		(a)	the defence of absolute privilege (whether at general law or under section 27 of the <i>Defamation Act 2005</i> ),	17 18	
		(b)	the defence of publication of a public document under section 28 of the <i>Defamation Act 2005</i> ,	19 20	
		(c)	any of the defences of fair report of proceedings of public concern under section 29 of the <i>Defamation Act 2005</i> .	21 22	
	(4)	Nece	essity	23	
		on n inva	a defence if the respondent proves that the conduct of the respondent was based becessity, where the respondent had a reasonable belief that the conduct in ding the applicant's privacy was necessary to prevent an imminent and greater and that conduct was a reasonable response to the situation concerned.	24 25 26 27	
	(5)	Consent			
			a defence if the respondent proves that the applicant, or another person having all authority to do so for the applicant, expressly or impliedly consented to the luct.	29 30 31	
	(6)	Defir	nition	32	
			is section:	33	
		publ	<i>ic document</i> means:	34	
		(a)	a public document or a fair copy of a public document, or	35	
		(b)	a fair summary of, or a fair extract from, a public document.	36	
Divi	ision	4	Remedies	37	
35	Preli	minar	У	38	
			claim for serious invasion of privacy, NCAT may grant relief in accordance with Division.	39 40	
36	Mon	etary i	relief	41	
	(1)	NCA	T may award damages, including damages for emotional distress.	42	

- (2) When determining the amount of damages, NCAT may consider the following, among other matters:
  - (a) whether the respondent had made an appropriate apology to the applicant,
  - (b) whether the respondent had published a correction,
  - (c) whether the applicant had already recovered compensation, or has agreed to receive compensation in relation to the conduct of the respondent,

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- (d) whether either party took reasonable steps to settle the dispute without litigation,
- (e) whether the respondent's conduct following the invasion of privacy, including during the proceedings, was unreasonable and had subjected the applicant to particular or additional embarrassment, harm, distress or humiliation.
- (3) The amount of damages that may be awarded is not to exceed an amount equal to the jurisdictional limit of the District Court (as defined in section 4 of the District Court Act 1973) that is applicable at the time damages are awarded.
  Note At the time of exceedence of this Act, the invidictional limit of the District Court was

**Note.** At the time of enactment of this Act, the jurisdictional limit of the District Court was \$750,000.

(4) Subject to subsection (3) and without affecting the generality of that subsection, the amount of damages for non-economic loss that may be awarded is not to exceed the maximum amount that may be awarded for non-economic loss in defamation proceedings and that is applicable at the time damages are awarded.

**Note.** Section 35 (1) of the *Defamation Act 2005* specifies the maximum amount that may be awarded for non-economic loss in defamation proceedings, but this is subject to the jurisdictional limit, referred to in subsection (3) of this section, for damages generally.

- (5) NCAT may not award:
  - (a) aggravated damages, or
  - (b) exemplary damages, or
  - (c) an account of profits.

#### 37 Non-monetary relief

#### (1) **Restraint of conduct**

NCAT may at any stage of proceedings grant an order restraining the threatened or apprehended invasion of privacy, where it appears to NCAT to be just or convenient and on such terms as NCAT thinks fit.

#### (2) Factors to be considered in relation to interim restraint of conduct

When considering whether to grant relief under subsection (1) before the complaint is finally dealt with, NCAT must have particular regard to freedom of expression and any other matters of public interest.

#### (3) Declaration

NCAT may make an order declaring that the respondent's conduct has seriously invaded the privacy of the applicant.

#### (4) Delivery up or destruction of material

NCAT may make an order requiring that the respondent deliver to the applicant or destroy any articles, documents or other material, and all copies of them, concerning the applicant or belonging to the applicant that:

(a) are in the possession of the applicant or that the applicant is able to retrieve, and

(b)	were obtained or made as a result of the invasion of the applicant's privacy or were published during the course of the conduct giving rise to the invasion of privacy.	1 2 3
Corre	ection	4
		5 6
Apol	ogy	7
		8 9
Othe	r relief	10
		11 12
	Corre NCA infor Apol NCA mani Othe NCA	were published during the course of the conduct giving rise to the invasion of

Par	t 4	Rol	le of Privacy Commissioner	1				
Division '		1	Preliminary	2				
38	Intro	ductio	n	3				
	This Part gives functions to the Privacy Commissioner in relation to alleged serior invasions of privacy.							
39	Defin	itions	\$	6				
	In this Part:							
		complaint means a complaint to the Privacy Commissioner under this Part.						
	rmination means a determination of the Privacy Commissioner under section 47.	9						
		the c	<i>complainant</i> and <i>the respondent</i> —see section 41 (2).	10				
Divi	sion	2	Role of Privacy Commissioner	11				
40	Role			12				
	(1)		Privacy Commissioner may, in accordance with this Part, receive and deal with plaints about serious invasions of privacy.	13 14				
	(2)	simil	Privacy Commissioner may assist a court as amicus curiae, or assist NCAT in a lar role, in connection with an alleged serious invasion of privacy, where the missioner considers it appropriate to do so, and with the leave of the court or AT.	15 16 17 18				
	(3)	conn	Privacy Commissioner may intervene in proceedings before a court or NCAT in ection with an alleged serious invasion of privacy, where the Commissioner iders it appropriate to do so, and with the leave of the court or NCAT.	19 20 21				
Divi	Complaints	22						
41	Making of complaint							
	(1)		ndividual may make a complaint to the Privacy Commissioner about an alleged us invasion of the individual's privacy by a person.	24 25				
	(2)	In th	is Part:	26				
		(a)	the individual is referred to as <i>the complainant</i> , and	27				
		(b)	the other person is referred to as <i>the respondent</i> .	28				
42	Provisions about complaints							
	(1)	(1) A complaint may be in writing or verbal, but the Privacy Commissioner may require a verbal complaint to be put in writing.						
	(2)	provi	Privacy Commissioner may require information about a complaint to be ided by the complainant in a particular manner or form, and may require a plaint to be verified by statutory declaration.	32 33 34				
	(3)	Com	omplaint must be made within 6 months (or such later time as the Privacy missioner may allow) from the time the complainant first became aware of the luct the subject of the complaint.	35 36 37				
	(4)	The	complainant may amend or withdraw a complaint.	38				

#### 43 Preliminary assessment of complaint

- (1) The Privacy Commissioner may conduct a preliminary assessment of a complaint for the purpose of deciding whether to deal with the complaint.
- (2) The Privacy Commissioner may decide not to deal with a complaint if the Commissioner is satisfied that:
  - (a) the subject-matter of the complaint does not amount to a serious invasion of privacy, or

- (b) the complaint is frivolous, vexatious or lacking in substance, or is not in good faith, or
- (c) the subject-matter of the complaint relates to a matter permitted or required by or under any law, or
- (d) the subject-matter of the complaint should be dealt with by a court or NCAT, or
- (e) there is available to the complainant another alternative, satisfactory and readily available means of redress.

#### 44 Referring complaint to other authorities

- (1) The Privacy Commissioner may refer a complaint for investigation or other action to any person or body (*relevant authority*) considered by the Commissioner to be appropriate in the circumstances.
- (2) The Privacy Commissioner may communicate to the relevant authority any information that the Privacy Commissioner has obtained in relation to the complaint.
- (3) The Privacy Commissioner may refer a complaint to a relevant authority under this section only after appropriate consultation with the complainant and the relevant authority, and after taking their views into consideration.
- (4) A complaint is not to be referred to a court or NCAT under this section.

#### 45 Dealing with complaint

- (1) If the Privacy Commissioner decides to deal with a complaint, the Commissioner may deal with the complaint and make such inquiries and investigations in relation to the complaint as the Commissioner thinks appropriate.
- (2) If the Privacy Commissioner declines to deal with a complaint, the Commissioner must advise the complainant of the reasons for declining to deal with the complaint.

#### 46 Conciliation

- (1) In dealing with a complaint, the Privacy Commissioner may endeavour to resolve the complaint by conciliation.
- (2) The Privacy Commissioner may by written notice request the complainant and the respondent to appear before the Commissioner in conciliation proceedings.
- (3) The parties to any such conciliation proceedings before the Privacy Commissioner are not entitled to be represented by any other person except by leave of the Commissioner.
- (4) The procedures for conciliation are to be determined by the Privacy Commissioner.

### Division 4 Determination of complaints

#### 47 Determination of Privacy Commissioner

(1) After investigating a complaint, the Privacy Commissioner may:

- (a) if the Commissioner finds the complaint is not substantiated—make a determination dismissing the complaint, or
- (b) if the Commissioner finds the complaint is substantiated—make a determination that includes one or more of the following:
  - (i) a declaration that the respondent has engaged in conduct constituting a serious invasion of the privacy of an individual and must not repeat or continue conduct of that kind,

- (ii) a declaration that the respondent must take specified steps within a specified period to ensure that any conduct of that kind is not repeated or continued,
- (iii) a declaration that the respondent must perform any reasonable act or course of conduct within a specified period to redress any loss or damage (including emotional distress) suffered by the complainant, including, for example, to make an apology to the complainant or to cause any relevant material to be taken down,
- (iv) a declaration that it would be inappropriate for any further action to be taken in the matter.
- (2) The Privacy Commissioner is, in a determination, to state any findings of fact upon which the determination is based.
- (3) The Privacy Commissioner may include, in a determination, a declaration that the complainant is entitled to a specified amount to reimburse the complainant for expenses reasonably incurred by the complainant in connection with the making of the complaint and the investigation of the complaint.
- (4) A determination under subsection (1) (b) may include any order that the Privacy Commissioner considers necessary or appropriate.
- (5) A determination is not binding or conclusive between any of the parties to the determination.

#### 48 Proceedings to enforce determination

- (1) Proceedings to enforce a determination may be commenced in NCAT by the complainant or the Privacy Commissioner by application to NCAT.
- (2) If NCAT is satisfied that the respondent has engaged in conduct that constitutes a serious invasion of the privacy of the complainant, NCAT may make an order confirming the determination.
- (3) A determination may be confirmed either without variation or with specified variations of a kind that may be made by the Commissioner.
- (4) An order under this section confirming a determination (with or without variation):
  - (a) is taken to be an order in the same terms as the determination, and
  - (b) is declared to be a designated order for the purposes of section 72 of the *Civil* and Administrative Tribunal Act 2013 (Contravention of orders of Tribunal).
- (5) NCAT is to deal by way of a hearing de novo with the question whether the respondent has engaged in conduct that constitutes a serious invasion of the privacy of the complainant.
- (6) Despite subsection (5), the court may receive any of the following as evidence in proceedings about a determination:
  - (a) a copy of the Commissioner's written reasons for the determination,
  - (b) a copy of any document that was before the Commissioner,

(c) a copy of a record (including any audio or audio-visual recording) of any hearing before the Commissioner (including any oral submissions made).

#### 49 Referral to NCAT

- (1) The Privacy Commissioner may refer a complaint on behalf of a complainant to NCAT where there is a failure to act within a reasonable time on a determination made in relation to the complaint.
- (2) The claim is then to be dealt with as if it had been the subject of an application to NCAT under Part 3.

#### 50 Reports of Privacy Commissioner

- (1) The Privacy Commissioner may make a written report as to any findings or recommendations by the Commissioner in relation to a complaint dealt with by the Commissioner under this Part.
- (2) The Privacy Commissioner may give a copy of any such report to the complainant, and to such other persons or bodies as appear to be materially involved in matters concerning the complaint.

#### Division 5 Miscellaneous

#### 51 Complainant may commence proceedings in court or NCAT

Nothing in this Part prevents a complainant or former complainant from at any time:

(a) bringing an action in a court based on the statutory cause of action under Part 2, or

(b) making an application to NCAT for serious invasion of privacy under Part 3, in relation to the same or substantially the same subject-matter as that alleged in the complaint.

## Part 5 Miscellaneous

#### 52 NCAT rules

Without limiting anything in the *Civil and Administrative Tribunal Act 2013*, the power of NCAT to make rules under that Act includes power to make rules, not inconsistent with this Act, for or with respect to any aspect of NCAT's jurisdiction or functions under this Act, including (without limitation):

- (a) the composition of the Administrative and Equal Opportunity Division of NCAT when exercising jurisdiction or functions under this Act, and
- (b) applications to and proceedings in NCAT under Part 3 or 4.

#### 53 Regulations

The Governor may make regulations, not inconsistent with this Act, for or with respect to any matter that by this Act is required or permitted to be prescribed or that is necessary or convenient to be prescribed for carrying out or giving effect to this Act.

#### 54 Act does not apply to pre-existing invasions of privacy

This Act does not apply to alleged invasions of privacy occurring before the commencement of this section.

#### 55 Review of Act

- (1) The Minister is to review this Act to determine whether the policy objectives of the Act remain valid and whether the terms of the Act remain appropriate for securing those objectives.
- (2) The review is to be undertaken as soon as possible after the period of 5 years from the day appointed by proclamation for the commencement of this Act or, if more than one day is appointed, the first of those days.
- (3) A report on the outcome of the review is to be tabled in each House of Parliament within 12 months after the end of the period of 5 years.

Schedule 1

[1]	Section 14C								
	Inser	t after	section	1 14B:	3				
	14C	Seric	Serious invasion of privacy						
		(1)	An action on a cause of action for serious invasion of privacy under Part 2 of the <i>Civil Remedies for Serious Invasions of Privacy Act 2016</i> is not maintainable if brought after the end of a limitation period of the earlier of:						
			(a)	one year from the date on which the plaintiff became aware of the invasion of privacy, or	8 9				
			(b)	three years from the date on which the invasion of privacy occurred.	10				
		(2)	How	ever, if:	11				
			(a)	the invasion of privacy occurred before the date on which the plaintiff reached the age of 18 years, and	12 13				
			(b)	an action on the cause of action is not maintainable under subsection (1),	14 15				
				tion on the cause of action is maintainable if brought within a limitation d of one year from the date on which the plaintiff reached that age.	16 17				
[2]	Sect	ion 15	Αссοι	unts	18				
	Inse	rt at the	e end c	of the section:	19				
		(2)	However, in the case of an action on a cause of action for serious invasion of privacy under Part 2 of the <i>Civil Remedies for Serious Invasions of Privacy Act 2016</i> :						
			(a)	subsection (1) does not apply, and	23				
			(b)	the action is not maintainable if brought after the expiration of the relevant limitation period under section 14C.	24 25				
[3]	Part 3, Division 2B								
	Part 3, Division 2B2Insert after Division 2A:2								
	Division 2B Seri			Serious invasion of privacy	28				
	56E	Extension of limitation period by court							
		(1)	under may a	rson claiming to have a cause of action for serious invasion of privacy r Part 2 of the <i>Civil Remedies for Serious Invasions of Privacy Act 2016</i> apply to the court for an order extending the limitation period mentioned ction 14C (1) (a) or (2) for the cause of action.	30 31 32 33				
		(2)	plaint withi the li	urt must, if satisfied that it was not reasonable in the circumstances for the tiff to have commenced an action in relation to the matter complained of in 1 year from the date on which the cause of action first accrued, extend imitation period mentioned in section 14C (1) (a) to a period of up to the try running from that date.	34 35 36 37 38				
		(3)	action Serio	urt may not order the extension of the limitation period for a cause of n for serious invasion of privacy under Part 2 of the <i>Civil Remedies for</i> <i>pus Invasions of Privacy Act 2016</i> other than in the circumstances fied in subsection (2).	39 40 41 42				

Amendment of Limitation Act 1969 No 31

#### 56F Effect of order

If a court orders the extension of a limitation period for a cause of action under section 56E, the limitation period is accordingly extended for the purposes of:

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- (a) an action brought by the applicant in that court on the cause of action that the applicant claims to have, and
- (b) section 26 (1) (b) in relation to any associated contribution action brought by the person against whom the cause of action lies.

#### 56G Costs

Without affecting any discretion that a court has in relation to costs, a court hearing an action brought as a result of an order under section 56E may reduce the costs otherwise payable to a successful plaintiff, on account of the expense to which the defendant has been put because the action was commenced outside the original limitation period.

#### 56H Prior expiry of limitation period

An order for the extension of a limitation period, and an application for such an order, may be made under this Division even though the limitation period has already expired.

## Schedule 2 Amendment of Privacy and Personal Information Protection Act 1998 No 133

#### Section 45 Making of privacy related complaints

Insert after section 45 (2A):

Page 22

(2B) A complaint about a matter referred to in section 41 of the *Civil Remedies for Serious Invasions of Privacy Act 2016* is not to be dealt with under this Division but is to be dealt with by the Privacy Commissioner as a complaint under Part 4 of that Act. 1 2

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