

## CONTRACTS REVIEW BILL, 1979

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### EXPLANATORY NOTE

#### **(This Explanatory Note relates to this Bill as introduced into Parliament)**

The object of this Bill is to empower the Supreme Court ("the Court") to grant relief against harsh, oppressive, unconscionable or unjust contracts.

Clause 1. Short title.

Clause 2 provides for the proposed Act to commence on a proclaimed date.

Clause 3. Arrangement of the proposed Act.

Clause 4. Interpretation. One of the definitions is that of "unjust", which is defined to include harsh, oppressive or unconscionable.

Clause 5 enacts that the proposed Act binds the Crown.

Clause 6 empowers the Court, if it finds a contract to have been unjust at the time the contract was entered into, to grant the following kinds of relief:—

- (a) the Court may refuse to enforce the whole or a part of the contract;
- (b) the Court may declare the whole or a part of the contract to be void;
- (c) the Court may vary the whole or a part of the contract;
- (d) the Court may order the execution of an instrument varying or terminating the operation of a land instrument (i.e., an instrument transferring title to land or creating an estate or interest in land or a dealing as defined in the Real Property Act, 1900).

Clause 7 and Schedule 1 empower the Court to grant ancillary relief, including orders for the payment of compensation, the supply or repair of goods, and the supply of services, and orders in respect of property of any kind.

Clause 8 (1) requires the Court, when deciding whether a contract is unjust at the time it was entered into, to have regard to the public interest, and all the circumstances of the case, including the foreseeable consequences of carrying out the contract and of defaulting under the contract.

Clause 8 (2) lists some of the matters which the Court shall have regard to, including bargaining inequality, opportunity for negotiation, the ability of a party to protect his interests, the language of the contract, the use of unfair tactics, similar dealings, the subsequent conduct of the parties, and the commercial setting of the contract.

Clause 9 empowers the Court to grant orders to restrict the making of contracts by a person.

Clause 10 empowers the grant of relief in cases specially commenced to obtain relief or in other proceedings already commenced.

Clause 11 enables orders to be made against or in favour of non-parties to the contract, subject to specified safeguards.

Clause 12 enables the Minister or the Attorney General to intervene in proceedings under the proposed Act.

Clause 13 permits relief to be given under the proposed Act notwithstanding that the contract has been fully executed.

Clause 14 enables the Court to treat a contract or agreement as forming part of an arrangement, if the Court thinks it proper to do so.

Clause 15 requires application for relief to be commenced within 2 years of the making of the contract, or within 3 months before or 2 years after the exercise or performance of any power or obligation under the contract, or during the pendency of other proceedings relating to the contract.

Clause 16 (1) prevents contracting out. Clause 16 (2) prevents relief from being denied because of any acknowledgment of validity or past performance. Clause 16 (3) provides that the proposed Act is not prevented from applying to a contract by reason only that a provision of the contract excludes New South Wales law as the proper law of the contract. Clause 16 (4) enables the parties to a contract with certain international elements to exclude the contract from the operation of the proposed Act. Clause 16 (5) prevents relief from being denied because the contract requires disputes to be referred to arbitration or determined by the courts of some other place.

Clause 17 makes it an offence to submit for signature a contract which excludes, restricts or modifies the application of the proposed Act.

Clause 18 limits the operation of orders varying or declaring void contracts where instruments affecting land (including land subject to the provisions of the Real Property Act, 1900) are involved.

Clause 19 provides that stamp duty is not payable on instruments executed pursuant to orders of the Court made under the proposed Act.

Clause 20 (1) protects contracts made in conformity with awards.

Clause 20 (3) and Schedule 2 provide that existing contracts are not affected by the proposed Act, except to the extent that they are varied after the commencement of the proposed Act.

Clause 21 states that the proposed Act is additional to any other law providing relief against unjust contracts.

Clause 22. Regulations.

Schedule 1 specifies the ancillary relief that may be granted, as referred to above in connection with clause 7.

Schedule 2 specifies the application of the proposed Act to existing contracts, as referred to above in connection with clause 20 (3).

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**CONTRACTS REVIEW BILL, 1979**

No. , 1979.

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**A BILL FOR**

An Act with respect to the review by the Supreme Court of contracts and the grant of relief in respect of harsh, oppressive, unconscionable or unjust contracts.

[MR EINFELD—7 *November*, 1979.]

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**BE** it enacted by the Queen's Most Excellent Majesty, by and with the advice and consent of the Legislative Council and Legislative Assembly of New South Wales in Parliament assembled, and by the authority of the same, as follows :—

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PART 1.

PRELIMINARY.

1. This Act may be cited as the "Contracts Review Act, 1979". Short title.

2. (1) This section and section 1 shall commence on the date of assent to this Act. Commence-  
ment.

10 (2) Except as provided in subsection (1), this Act shall commence on such day as may be appointed by the Governor in respect thereof and as may be notified by proclamation published in the Gazette.

3. This Act is divided as follows :—

Arrange-  
ment.

15 PART I.—PRELIMINARY—ss. 1–5.

PART II.—RELIEF IN RESPECT OF UNJUST CONTRACTS—  
ss. 6–9.

PART III.—PROCEDURAL AND OTHER MATTERS—ss. 10–15.

PART IV.—MISCELLANEOUS—ss. 16–22.

20 SCHEDULE 1.—ANCILLARY RELIEF.

SCHEDULE 2.—EXISTING CONTRACTS.

4. In this Act, except in so far as the context or subject-matter otherwise indicates or requires— Interpretation.

"Court" means the Supreme Court of New South Wales;

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“land instrument” means an instrument that transfers title to land, creates an estate or interest in land or is a dealing within the meaning of the Real Property Act, 1900;

5 “unjust” means unconscionable, harsh, oppressive or unjust; and “injustice” has a corresponding meaning.

5. This Act binds the Crown not only in right of New South Wales but also, so far as the legislative power of Parliament permits, the Crown in all its other capacities. **Act binds Crown.**

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PART II.

10 RELIEF IN RESPECT OF UNJUST CONTRACTS.

6. (1) Where the Court finds a contract or a provision of a contract to have been unjust in the circumstances relating to the contract at the time it was made, the Court may, if it considers it fair to the parties to the contract and any other person who may have become interested in the subject-matter of the contract to do so, and for the purpose of avoiding as far as practicable an unjust consequence or result, do any one or more of the following :—

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- (a) it may decide to refuse to enforce any or all of the provisions of the contract;
  - (b) it may make an order declaring the contract void, in whole or in part;
  - (c) it may make an order varying, in whole or in part, any provision of the contract;

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(d) it may, in relation to a land instrument, make an order for or with respect to requiring the execution of an instrument that—

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(i) varies, or has the effect of varying, the provisions of the land instrument; or

(ii) terminates or otherwise affects, or has the effect of terminating or otherwise affecting, the operation or effect of the land instrument.

(2) Where the Court makes an order under subsection (1) 10 (b) or (c), the declaration or variation shall have effect as from the time when the contract was made or (as to the whole or any part or parts of the contract) from some other time or times as specified in the order.

(3) The operation of this section is subject to the provisions 15 of section 18.

7. Schedule 1 has effect with respect to the ancillary relief **Ancillary** that may be granted by the Court in relation to an application for **relief.** relief under this Act.

8. (1) In determining whether a contract or a provision of **Matters to** a contract is unjust in the circumstances relating to the contract **be con-** at the time it was made, the Court shall have regard to the public **sidered by** interest and to all the circumstances of the case, including such **Court.** consequences or results as those arising in the event of—

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(a) compliance with any or all of the provisions of the contract; or

(b) non-compliance with, or contravention of, any or all of the provisions of the contract.

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(2) Without in any way affecting the generality of subsection (1), the matters to which the Court shall have regard shall, to the extent that they are relevant to the circumstances, include the following :—

- 5 (a) whether or not there was any material inequality in bargaining power between the parties to the contract;
- (b) whether or not prior to or at the time the contract was made its provisions were the subject of negotiation;
- 10 (c) whether or not it was reasonably practicable for the party seeking relief under this Act to negotiate for the alteration of or to reject any of the provisions of the contract;
- (d) whether or not any provisions of the contract impose conditions which are unfairly difficult to comply with or not reasonably necessary for the protection of the legitimate interests of the party benefited in relation to the contract;
- 15 (e) whether or not—
- 20 (i) any party to the contract (other than a corporation) was not reasonably able to protect his interests; or
- (ii) any person who represented any of the parties to the contract was not reasonably able to protect the interests of any party whom he represented,
- 25 because of his age or the state of his physical or mental capacity;
- (f) the relative economic circumstances, educational background and literacy of—
- 30 (i) the parties to the contract (other than a corporation); and
- (ii) any person who represented any of the parties to the contract;

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- (g) where the contract is wholly or partly in writing, the physical form of the contract, and the intelligibility of the language in which it is expressed;
- 5 (h) whether or not and when independent legal or other expert advice was obtained by the party seeking relief under this Act;
- (i) whether or not independent legal or other expert advice was reasonably available to the party (being a corporation) seeking relief under this Act;
- 10 (j) the extent (if any) to which the provisions of the contract and their legal and practical effect were accurately explained by any person to the party seeking relief under this Act, and whether or not that party understood the provisions and their effect;
- 15 (k) whether any undue influence, unfair pressure or unfair tactics were exerted on the party seeking relief under this Act—
  - (i) by any other party to the contract;
  - 20 (ii) by any person acting or appearing or purporting to act for or on behalf of any other party to the contract; or
  - (iii) by any person to the knowledge (at the time the contract was made) of any other party to the contract or of any person acting or appearing or purporting to act for or on behalf of any other party to the contract;
- 25 (l) the conduct of the parties to the proceedings in relation to similar contracts or courses of dealing to which any of them has been a party;
- 30 (m) the conduct of the parties to the proceedings in relation to the performance of the contract since it was made; and



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(n) the commercial or other setting, purpose and effect of the contract.

(3) For the purposes of subsection (2), a person shall be deemed to have represented a party to a contract if he represented 5 the party, or assisted the party to a significant degree, in negotiations prior to or at the time the contract was made.

(4) In determining whether a contract or a provision of a contract is unjust, the Court shall not have regard to any injustice that arises from circumstances that were not reasonably foreseeable 10 at the time the contract was made.

9. (1) Where the Court is satisfied, on the application of the Minister or the Attorney General, or both, that a person has embarked, or is likely to embark, on a course of conduct leading to the formation of unjust contracts, it may, by order, prescribe or 15 otherwise restrict, the terms upon which that person may enter into contracts of a specified class. General orders.

(2) Nothing in this Act prevents the Court from exercising any power to grant an order or other relief for the purpose of restraining the continued or likely future implementation of any 20 course of conduct which may have the effect of negating, in whole or in part, any decision or order made by the Court under this Act or for any other purpose.

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PART III.

PROCEDURAL AND OTHER MATTERS.

25 10. (1) The Court may exercise its powers under this Act in relation to a contract on application made to it in accordance with rules of court, whether in— Application for relief.

(a) proceedings commenced under subsection (2) in relation to the contract; or

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(b) other proceedings arising out of or in relation to the contract.

(2) Proceedings may be commenced in the Court for the purpose of obtaining relief under this Act in relation to a contract.

5 **11.** (1) Where in proceedings for relief under this Act in relation to a contract it appears to the Court that a person who is not a party to the contract has shared in, or is entitled to share in, benefits derived or to be derived from the contract, it may make such orders against or in favour of that person as may be just in  
10 the circumstances.

Interests  
of non-  
parties to  
contract.

(2) The Court shall not exercise its powers under this Act in relation to a contract unless—

15 (a) it is satisfied that the exercise of those powers would not prejudice the interests of a person who is not a party to the contract; or

(b) it has given that person an opportunity to appear and be heard in the proceedings.

**12.** The Minister or the Attorney General, or both, may, at any stage of any proceedings in which relief under this Act is sought, intervene by counsel, solicitor or agent, and shall thereupon become a party or parties to the proceedings and have all the rights of a party or parties to those proceedings in the Court, including any right of appeal arising in relation to those proceedings.

Inter-  
vention.

**13.** The Court may grant relief in accordance with this Act in relation to a contract notwithstanding that the contract has been fully executed.

Fully  
executed  
contracts.

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**14.** In any proceedings in which relief under this Act is sought in relation to a contract, the Court may, if it thinks it proper to do so in the circumstances of the case, and it is of the opinion that the contract forms part of an arrangement consisting of an inter-related combination or series of contracts, have regard to any or all of those contracts and the arrangement constituted by them.

Arrangements.

**15.** An application for relief under this Act in relation to a contract may be made only during any of the following periods :—

Time for making applications for relief.

- 10 (a) the period of 2 years after the date on which the contract was made;
- (b) the period of 3 months before or 2 years after the time for the exercise or performance of any power or obligation under, or the occurrence of any activity contemplated by, the contract; and
- 15 (c) the period of the pendency of maintainable proceedings arising out of or in relation to the contract.

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**PART IV.**
**MISCELLANEOUS.**

**16.** (1) A person is not competent to waive his rights under this Act, and any provision of a contract is void to the extent that—

Effect of this Act not limited by agreements, etc.

- (a) it purports to exclude, restrict or modify the application of this Act to the contract; or
- 25 (b) it would, but for this subsection, have the effect of excluding, restricting or modifying the application of this Act to the contract.

(2) A person is not prevented from seeking relief under this Act by—

- (a) any acknowledgment, statement or representation; or

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- (b) any affirmation of the contract or any action taken with a view to performing any obligation arising under the contract.
- 5 if—
- (3) This Act applies to and in relation to a contract only
- (a) the law of the State is the proper law of the contract;
- (b) the proper law of the contract would, but for a term that it should be the law of some other place or a term to the like effect, be the law of the State; or
- 10 (c) the proper law of the contract would, but for a term that purports to substitute, or has the effect of substituting, provisions of the law of some other place for all or any of the provisions of this Act, be the law of the State.
- 15 (4) Notwithstanding anything in this Act, the parties to a contract may, by agreement, exclude the contract from the operation of this Act where—
- (a) the contract is a contract for the sale or supply of goods;
- 20 (b) a party to the contract is domiciled or resident outside Australia; and
- (c) the goods are delivered or are to be delivered—
- (i) from a place outside Australia to a place within Australia;
- (ii) from a place within Australia to a place outside Australia; or
- 25 (iii) from a place outside Australia to another place outside Australia.
- (5) Without affecting the generality of subsection (1), the Court may exercise its powers under this Act in relation to a
- 30 contract notwithstanding that the contract itself provides—
- (a) that disputes or claims arising out of, or in relation to, the contract are to be referred to arbitration; or

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- (b) that legal proceedings arising out of, or in relation to, the contract are justiciable only by the courts of some other place.

17. (1) Where a person submits a document— Offence.

- 5 (a) that is intended to constitute a written contract;
- (b) that has been prepared or procured by him or on his behalf; and
- (c) that includes a provision that purports to exclude, restrict or modify the application of this Act to the document,
- 10 to another person for signature by that other person, the person submitting the document is guilty of an offence and liable to a penalty not exceeding \$2,000.

(2) Proceedings for an offence against subsection (1) shall be disposed of summarily before a court of petty sessions  
15 constituted by a stipendiary magistrate sitting alone.

18. (1) An order made under section 6 (1) (b) or (c) has Orders  
affecting  
land.  
no effect in relation to a contract so far as the contract is constituted by a land instrument that is registered under the Real Property Act, 1900.

20 (2) Where an order is made under section 6 (1) (b) or (c) in relation to a contract constituted (in whole or in part) by a land instrument, not being a land instrument registered under the Real Property Act, 1900, the regulations made under this Act may make provision for or with respect to prescribing the things  
25 that must be done before the order, so far as it relates to the land instrument, takes effect.

(3) The Registrar-General and any other person are hereby authorised to do any things respectively required of them pursuant to subsection (2).

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**19.** No duty is payable under the Stamp Duties Act, 1920, in respect of— Stamp duty.

- (a) an instrument executed pursuant to an order under section 6 (1) (d); or
- 5 (b) a disposition of property made pursuant to an order under clause 1 of Schedule 1.

**20.** (1) This Act does not apply to a contract of service to the extent that it is in conformity with an award to which it is subject or to the extent that it includes provisions that are in conformity with an award that is applicable in the circumstances. Application of Act to certain contracts of service and to existing contracts.

(2) In subsection (1), "award" means an award or industrial agreement filed under the Industrial Arbitration Act, 1940, an award made under the Apprentices Act, 1969, or an award made under the Conciliation and Arbitration Act 1904 of the 15 Commonwealth.

(3) Schedule 2 has effect.

**21.** Nothing in this Act limits or restricts the operation of any other law providing for relief against unjust contracts, but the operation of any other such law in relation to a contract shall not be taken to limit or restrict the application of this Act to the contract. Operation of other laws.

**22.** (1) 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. Regulations.

(2) A provision of a regulation may—

- (a) apply generally or be limited in its application by reference to specified exceptions or factors;

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- (b) apply differently according to different factors of a specified kind; or
- (c) authorise any matter or thing to be from time to time determined, applied or regulated by any specified body or person,
- 5 or may do any combination of those things.

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**SCHEDULE 1.**
**Sec. 7.****ANCILLARY RELIEF.**

1. Where the Court makes a decision or order under section 6, it may also make such orders as may be just in the circumstances for or with respect to any consequential or related matter, including orders for or with respect to—
- (a) the making of any disposition of property;
- (b) the payment of money (whether or not by way of compensation) to a party to the contract;
- 15 (c) the compensation of a person who is not a party to the contract and whose interests might otherwise be prejudiced by a decision or order under this Act;
- (d) the supply or repair of goods;
- 20 (e) the supply of services;
- (f) the sale or other realisation of property;
- (g) the disposal of the proceeds of sale or other realisation of property;
- (h) the creation of a charge on property in favour of any person;
- 25 (i) the enforcement of a charge so created;
- (j) the appointment and regulation of the proceedings of a receiver of property; and
- (k) the rescission or variation of any order of the Court under this clause,
- 30 and such orders in connection with the proceedings as may be just in the circumstances.

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SCHEDULE 1—*continued.*

ANCILLARY RELIEF—*continued.*

2. The Court may make orders under this Schedule on such terms and conditions (if any) as the Court thinks fit.

5 3. In this Schedule—

“disposition of property” includes—

- (a) a conveyance, transfer, assignment, appointment, settlement, mortgage, delivery, payment, lease, bailment, reconveyance or discharge of mortgage;
- 10 (b) the creation of a trust;
- (c) the release or surrender of any property; and
- (d) the grant of a power in respect of property, whether having effect at law or in equity;

15 “property” includes real and personal property and any estate or interest in property real or personal, and money, and any debt, and any cause of action for damages (including damages for personal injury), and any other chose in action, and any other right or interest.

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SCHEDULE 2.

Sec. 20 (3).

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EXISTING CONTRACTS.

1. Subject to clause 2, this Act does not apply in respect of a contract made before the commencement of this Schedule.



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SCHEDULE 2—*continued.*

EXISTING CONTRACTS—*continued.*

2. Where the provisions of a contract made before the commencement  
of this Schedule are varied after that commencement, this Act applies in  
5 respect of the contract, but—

- (a) no order shall be made under this Act affecting the operation  
of the contract before the date of the variation; and
- (b) the Court shall have regard only to injustice attributable to the  
variation.

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BY AUTHORITY

D. WEST, GOVERNMENT PRINTER, NEW SOUTH WALES, 1979

[32c]

21 Nov 1951

General Acheson

Washington, D.C.

Dear General Acheson:

I have just received your letter of the 14th and am glad to hear that you are interested in the work of the National Security Council. I am sure that your views will be of great value to the Council in its efforts to coordinate the policies of the United States Government.

I am sure that your views will be of great value to the Council in its efforts to coordinate the policies of the United States Government.

BY: [Signature]
THE WHITE HOUSE, WASHINGTON, D.C.
[Stamp]



