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# De Smith's Judicial Review

7th Edition

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## **Preface**

This book was begun by Stanley de Smith in the 1950s as a doctoral thesis and then published in 1959. De Smith set out its aims in his original Preface as follows:

"It is to be hoped that [this book] will be helpful to practitioners, to public administrators and their legal advisers, and to students and their teachers in England and elsewhere. And those students of government who are not lawyers may also find in it material that has a bearing on the larger issues inherent in the relationship between the Administration and the individual."

De Smith's book was the first in the United Kingdom to describe and analyse this field of law with coherence. It quickly established a groundbreaking reputation here and in the Commonwealth. Professor de Smith produced two further editions in 1968 and 1973. After de Smith's untimely death, Professor John M. Evans (later Mr Justice Evans of the Federal Court of Canada) edited the 4th edition in 1980.

When two of the present authors (Woolf and Jowell) were asked to prepare a 5th edition of the work in the early 1990s, it soon became clear that the initial intention, which was merely to update the existing edition, was insufficient. Prompted by reforms to the procedures and remedies, and also by a changing intellectual climate, the 1980s and early 1990s saw dramatic changes in judicial review: the number of applications increased from a few hundred a year to several thousand; the judicial reasoning which creates the grounds for challenging the validity of governmental action grew in its sophistication; and there was by then a burgeoning academic literature about this area of law. The 5th edition of the work (ISBN 0420466207) was published in 1995 (with the assistance of Andrew Le Sueur) and consisted of a substantial restructuring and supplementation of the 1980 edition. A supplement, updating the 1995 text, was published in 1998 (ISBN 0421607904)). An abridged version of the work, intended more as a student text, was published in 1999 under the title *Principles of Judicial Review* (ISBN 042162020X).

When work began on the 6th edition (with Le Sueur now a joint author and assisted by Catherine Donnelly and Ivan Hare: ISBN 0421690305, 9780421690301), we recognised that new work on the impact upon judicial review of the Human Rights Act 1998 would be required. We also agreed that the separate short surveys of the operation of the judicial review in different contexts at the end of the 5th edition, excellent though they were, would be better integrated into the main body of the work. In other respects, however, we again

initially assumed that a mere updating of the previous edition would suffice. It soon became clear, however, that judicial review had altered in the past 12 years to an extent even more significant than between the previous editions and that a substantial re-arrangement and major additions were again required. These changes were driven, in particular, by the explicit recognition that individuals in a democracy possess rights against the state—as enunciated both by the common law as well as the Human Rights Act 1998 and in European Union law. In addition, the relationships between the courts and other branches of government have been clarified in important ways. The principle of the sovereignty of Parliament has been, if not been fatally undermined, at least substantially weakened as a shield against either unlawful administrative action or legislation which offends the rule of law. Constitutional principles such as the rule of law and separation of powers had been explicitly articulated as such, and their status enhanced. Above all, it had become clear that judicial review is not merely about the way decisions are reached but also about the substance of those decisions themselves. The fine line between appeal on the merits of a case and review still existed but we had moved, as we emphasised in various sections of that edition. towards a "culture of justification". A First Supplement to the Sixth Edition was published in 2009 (ISBN 9780421691001), edited by Le Sueur, Donnelly and Hare

In this 7th edition (with Woolf, Jowell, Le Sueur, Donnelly and Hare as joint authors), as in the last we have, inevitably, deviated from some of de Smith's standpoints and approaches but not, we believe, in ways of which he would have disapproved, in the changed circumstances of these times. In three respects at least, we have attempted wherever possible to be faithful to de Smith's distinctive approach. First, by setting out the principles underlying each area of judicial review: de Smith's hallmark was, above all, the elucidation of principle. Never content merely to describe a line of cases, he would invariably sum up their underlying rationale through a series of "propositions". We have sought to do the same. Second, we have retained key parts of de Smith's unmatched historical researches (updating them were necessary), which are so important to a proper understanding of the context of judicial review today. As he wrote in his first Preface, "many of the peculiarities of judicial review in English administrative law are unintelligible unless viewed in the light of their historical origins". Third, we have attempted to refer to the experience of other jurisdictions, yet again as in the previous editions, without any pretence at creating a work of comparative law. We have been struck by the increased readiness of our courts to consider (if not slavishly to follow) the decisions of courts in other countries. The requirement in some of the provisions of the European Convention on Human Rights that our decision-makers adhere to the necessary qualities of a "democratic society" is just one of the factors that have encouraged reference to the experience of democracies elsewhere. We have in this edition summarised at the end of a number of chapters the corresponding law and practice in some relevant Commonwealth countries.

Another of de Smith's hallmarks was his meticulous coverage of the case law. He took pride in the fact that he had cited 1,800 cases in the first edition. In the age before electronic databases this was a considerable achievement. Professor Evans was equally meticulous in his comprehensive coverage of developments in

judicial review between 1973 and 1979. In those times it may have been possible to refer to virtually every case relevant to the subject (although some critics of the 4th edition queried the need for the routine citation of all relevant cases). To cite the mass of case law that exists today is, we believe, even if possible, unnecessary in a work of this nature. We hope not to have neglected the need to be comprehensive where desirable. We have, however, consciously been prepared to sacrifice coverage where it might impede de Smith's prime goal of clarity of exposition of principle.

Previous editions of the work were entitled *Judicial Review of Administrative Action*. We have in this edition (as in the last edition) dropped the reference to administrative action, which would today be partial and misleading, as some of judicial review (that under European Union law and in the interpretation of the rights under the European Convention on Human Rights as incorporated by the Human Rights Act 1998) involves review not only of administrative action (or the exercise of public functions, as we now prefer to say), but also of primary legislation.

#### Scheme of the Work

In Chapter 1 we set out the context of judicial review and its scope, considering at the outset a number of issues that guide our approach in so many of the later chapters. A raging debate on the constitutional foundations of judicial review erupted shortly after the 5th edition went to press. Our position remains that courts in judicial review enunciate not merely the will of the legislature but the fundamental principles of a democratic (albeit unwritten) constitution. We also sketch at the outset another fundamental issue, namely, the respective roles of courts and other branches of government—the question of whether there are some matters that are simply beyond judicial review because they are not "justiciable". In addition, we consider the context in which judicial review is but one of a number of possible avenues of redress for aggrieved citizens, which include internal complaints procedures, mediation and other forms of ADR, ombudsmen and (reinvigorated by the Tribunals, Courts and Enforcement Act 2007) tribunals. In an era of "proportionate dispute resolution" there is a renewed appreciation that administrative justice may be achieved beyond the Administrative Court. As we argue, however, while other redress mechanisms may often provide cheaper, speedier and more convenient remedies, judicial review is usually best placed to ensure the rule of law is respected. Chapter 1 also considers government reaction to judicial review and notes the heavy cloud looming overhead at the start of 2013, with frequently ill-informed, unsubstantiated and sometimes intemperate ministerial attacks on the courts' function of supervising the legality of executive action, which is so essential to preserving the rule of law.

Chapter 2 examines those who may initiate a claim for judicial review (claimants); who have a right to be a party (interested parties) and those, often pressure groups, who may seek permission from the court to make submissions as interveners. Whatever may have been the case in the past, the operation of the standing rule—the need for "a sufficient interest in the matter" to which the claim relates—now excludes few people with well-presented grounds of challenge from commencing a review. Where a claimant seeks to rely on a Convention right as a ground of review, s.7 of the Human Rights Act 1998 modifies the standing test to

include a requirement that the claimant be "a victim" (a development that has been subject to academic criticism and some judicial fog in its practical application). We conclude this chapter will a survey of the approaches to standing in other jurisdictions.

In Chapter 3, we consider the often complex and controversial questions of which defendants and decisions are subject to judicial review. The court's choice as to whether to embark on an adjudication of an alleged unlawful action or omission depends on its jurisdiction to do so (guided by s.29 of the Senior Courts Act 1981), whether the subject-matter of the public authority's impugned decision is justiciable (on which, see Chapter 1) and whether there are any factors that indicate that the court should exercise its discretion to decline to review the matter (for example, because the would-be claimant has failed to use an available alternative remedy). We see that the source of the public authorities' power in statute or a prerogative power continues to provide a clear basis for the court's jurisdiction in most cases; the complementary "public function" test coined in Datafin is a useful supplement but has not led to a widespread expansion of the ambit of judicial review. The court's approach to determining whether action taken by a public authority in relation to a contract—generally requiring there to be an "additional public element"—is less than satisfactory; we suggest that so long as the courts, in this context, approach the issue of amenability on this basis there is much to be said for adopting a pragmatic method and reasoning by analogy from previously decided cases. In our view, the law on amenability to judicial review has become unnecessarily complex and time may be ripe for a thoroughgoing review by the Law Commission. The Human Rights Act has brought with it a new range of amenability problems as the courts have struggled with the concept of "functions of a public nature" under s.6. In this part of Chapter 3 we have sought, as best we can, to present an even-handed account of this important and controversial point of law. Towards of end of Chapter 3, we note that a controversy of former years—whether a litigant has to use the judicial review procedure rather than some other form of legal proceedings to raise a public law issue—has now subsided in the wake of the flexibility introduced by the Civil Procedure Rules.

Chapter 4, which deals with concepts of jurisdiction and unlawful administration, is significantly affected by the Human Rights Act and the recently endorsed common law right of access to justice. As we say, the cases

"demonstrate how carefully the courts will scrutinise any attempt to oust their ability to protect the citizen against abuse of power by public bodies and at the same time how important it is to the rule of law that Parliament does not attempt to do so inappropriately. In this area in a jurisdiction where there is no entrenched constitution, there is a very heavy responsibility for restraint on all the arms of government."

Part II of the book (Chapters 5–14) deals with the grounds of review. As in the previous edition, we largely retain the categories that Lord Diplock set out, namely illegality (Chapter 5), lack of procedural fairness (Chapters 6–10) and irrationality or unreasonableness (Chapter 11—rephrased, as set out below, as "substantive review"). Again, we recognise that these grounds are by no means

comprehensive nor self-contained (the failure to satisfy a "legitimate expectation", for example, can fall into different grounds) and that other grounds may well emerge in the future (the term "abuse of power" is sometimes employed, either as a distinct ground of review, or as a general term for unlawful action).

In the 5th edition the notion of "illegality" as a ground of review was regarded as relatively free of conceptual difficulties. In this edition, as in the 6th edition, we devote attention to the process of interpretation of statutory purpose, or relevancy, in respect of a number of issues, including problems raised in *Pepper v Hart*, and the interaction between matters which engage Convention rights, European Union law and international law. New distinctions have been drawn recently between powers and duties (some of which are regarded as mere "target duties") and changing judicial approaches to what in the past may have been regarded as unenforceable "policies". Similarly, there have been significant developments in the notion of "relevancy", particularly the extent to which cost, or financial considerations may be lawfully relevant. The Localism Act 2011 Pt 1 creates a "general power of competence" for local authorities, requiring revaluation of some previous case law.

Chapters 6–10 deal with the ground of procedural fairness. We retain the basic format of the 5th edition, dealing first with the history of the requirement that both sides be heard (Chapter 6), then proceeding to the situations giving rise to the fair decision-making process and the content of that entitlement (Chapter 7), then exceptions (Chapter 8). Perhaps the most pressing challenge faced by the courts in this context in recent times has been the balancing of the requirements of procedural fairness with the interests of national security. In particular, the issue of the appropriate limits to usage of closed material procedures has been exercising both the courts and the legislature.

Although there have perhaps been relatively few conceptual developments in the notion of fettering of discretion (Chapter 9), we were surprised at the degree of intense judicial examination given to the notion of bias and conflict of interest (as we now entitle Chapter 10).

In the 5th edition, the chapter that contained for us the most surprises was the one we entitled "The Unreasonable Exercise of Power". De Smith had previously devoted little attention to the notion of "unreasonableness", but when we assembled the cases we discovered far more than we had expected in which decisions were held invalid on the ground of their substance, rather than procedure and we sought to make some sense of the categories in which such review took place. Substantive review is now fully recognised, prompted in particular by the more intense scrutiny that has been accorded to cases where human rights (or "constitutional rights" as they are now explicitly called) are engaged, and where the concept of proportionality is applied. As a result, we have retitled Chapter 11 "Substantive Review and Justification", and seek to show the relationship between the irrational, unreasonable and disproportionate decisions, the different senses of each of those terms, and how the courts have, in different circumstances, adopted different degrees of intensity of review and imposed different standards of justification.

Chapter 12 considers the legitimate expectation in both its procedural and substantive contexts (considered in the previous edition in two parts of the book—in the section on procedural fairness and then in respect of the

unreasonable decision). The chapter also considers the extent to which an unlawful representation may give rise to a legally enforceable expectation (as has sometimes been suggested).

This work cannot possibly cover the approach of the courts to each of the specific Convention rights, or the administrative law of the European Union. Other specialist texts admirably cover that extensive ground. However, we must at least outline the essence of those important areas of judicial review and this is done in Chapter 13, which sets out the salient features of judicial review as it applies to Convention Rights under the Human Rights Act 1998, and in Chapter 14, which has the same purpose in respect of the law of the European Union. Both of these areas continue to account for a substantial part of the judicial review caseload and to affect almost all areas of law, procedure and practice.

Part III of the book is concerned with procedures and remedies. Since the 5th edition, the Civil Procedure Rules have been extended to claims for judicial review-RSC Ord.53 has been replaced by CPR Pt 54. In judicial review, as in other types of litigation, regard must now be had to "the overriding objectives" of the CPR. There have also been several changes in terminology: claims (rather than applications) for judicial review; the Administrative Court superseded the Crown Office List; the ancient remedies of prohibition, mandamus and certiorari became prohibiting, mandatory and quashing orders. In Chapter 16, we have included some discussion of alternative dispute resolution, an outline of the Freedom of Information Act 2000 and the Data Protection Act 1998, funding and costs. There have been substantial changes in relation to costs in recent years and in this edition we cover the introduction of a fixed-costs regime for environmental judicial review claims and the latest government proposals to limit legal aid (which were opened for consultation in April 2013). Chapter 19 turns to monetary remedies against the background of a failed Law Commission project on financial remedies against public authorities.

We have sought to state the law as it stood on 31 January 2013 (although some later developments have been incorporated at proof stage).

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The usual disclaimers apply: the undersigned alone are responsible for any errors or infelicities.

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A v Denmark (1996) 22 E.H.R.R. 458 ECtHR
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F.C.R. 660; [2004] B.L.G.R. 587; (2004) 7 C.C.L. Rep. 98; [2004] Fam. Law 238; (2004) 148
S.J.L.B. 27
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