

Contents

<i>Foreword</i>	vii
<i>Foreword from the First Edition</i>	ix
<i>Preface</i>	xi
<i>Acknowledgements</i>	xvii
<i>Table of Abbreviations</i>	xxv
<i>Table of Cases</i>	xxvii
<i>Table of Statutes</i>	lvii

1. Judicial Review in Northern Ireland: Purposes, Sources of Law, and Constitutional Context 1

[1.01] Introduction	1
[1.04] What Is Judicial Review, and What Are its Purposes?	2
[1.11] Sources of Law	6
[1.12] Statute Law	7
[1.14] The Common Law	8
[1.16] EU Law	9
[1.20] The ECHR	12
[1.23] Unincorporated International Treaties and Customary International Law	14
[1.25] Statutory Interpretation	15
[1.28] ‘Constitutional Statutes’: The European Communities Act 1972, The Human Rights Act 1998, and The Northern Ireland Act 1998	18
[1.29] The European Communities Act 1972	18
[1.31] The Human Rights Act 1998	20
[1.34] The Northern Ireland Act 1998	22
[1.37] Conclusion	24

2. When Is the Judicial Review Procedure Used? The Public/Private Divide and Effective Alternative Remedies 25

[2.01] Introduction	25
[2.03] The Problem of the Province of Judicial Review	25
[2.06] Tests for Issues Amenable to Judicial Review	27
[2.07] The ‘Source of Power’ Test: Statute	27
[2.10] The ‘Nature of the Issue’ Test and Public Sector Employment Disputes	39
[2.14] The ‘Public Interest’ Test	42
[2.18] ‘Public Functions’ and ‘Emanations of the State’	44
[2.22] Section 6 of the Human Rights Act 1998	46
[2.26] The Northern Ireland Act 1998 and the Freedom of Information Act 2000	49
[2.28] Procedural Exclusivity and Effective Alternative Remedies	50

[2.30]	Procedural Exclusivity and the ‘Anti-technicality’ Provision	51
[2.34]	Effective Alternative Remedies	53
[2.36]	<i>Satellite Litigation</i>	54
[2.38]	Conclusion	56
3.	The Judicial Review Procedure	59
[3.01]	Introduction	59
[3.04]	Deciding to Proceed	60
[3.05]	Is there a Decision, Act, Failure to Act, or Other Measure?	60
[3.09]	Does the Decision or Other Measure Sound in Public Law?	63
[3.10]	Would Review Proceedings be Appropriate (in light of alternative remedies, prematurity, and so on)?	64
[3.14]	Pre-Action Protocol	66
[3.17]	The Leave Stage	67
[3.18]	Making the Application	68
[3.21]	Criminal Causes	69
[3.23]	The Human Rights Act 1998; and ‘Devolution Issues’	71
[3.25]	The Onus of Proof and the ‘Arguable Case’ Threshold	72
[3.28]	Delay	74
[3.31]	Standing	76
[3.32]	Urgent Cases	77
[3.33]	Where Leave Is Granted	77
[3.35]	Costs	78
[3.37]	Notice Parties	80
[3.39]	Third Party Interveners	81
[3.42]	Where Leave Is Refused: Appeals	82
[3.44]	Interim Matters	83
[3.44]	Remedies	83
[3.44]	<i>Stays, Interim Declarations, and Interim Injunctions</i>	83
[3.47]	<i>The European Communities Act 1972 and EU Law</i>	85
[3.49]	<i>The Human Rights Act 1998</i>	86
[3.50]	Discovery	86
[3.50]	<i>The General Position</i>	86
[3.55]	<i>The Human Rights Act 1998</i>	89
[3.57]	<i>Public Interest Immunity</i>	90
[3.58]	<i>The Freedom of Information Act 2000</i>	91
[3.61]	Cross-examination and Interrogatories	93
[3.63]	Papers for the Hearing	94
[3.65]	The Grounds for Review	94
[3.66]	Standing	95
[3.66]	<i>The General Position</i>	95
[3.69]	<i>Section 7 of the Human Rights Act 1998</i>	97
[3.73]	Third Party Interveners	100
[3.74]	Remedies	100
[3.75]	The Range of Remedies	100

[3.76]	<i>The Judicature (Northern Ireland) Act 1978 and RCJ Order 53: The Prerogative Orders, Declarations, and Injunctions</i>	100
[3.77]	<i>The Judicature (Northern Ireland) Act 1978 and RCJ Order 53: Damages</i>	101
[3.78]	<i>The Judicature (Northern Ireland) Act 1978 and RCJ Order 53: Other Disposals</i>	102
[3.79]	<i>The European Communities Act 1972 and EU Law</i>	103
[3.82]	<i>The Human Rights Act 1998 and the ECHR</i>	104
[3.84]	The Prerogative Orders, Declarations, and Injunctions: Their Discretionary Nature	105
[3.85]	<i>Utility</i>	105
[3.87]	<i>Conduct of Applicant</i>	106
[3.88]	<i>Delay</i>	107
[3.89]	<i>Standing</i>	107
[3.90]	<i>Alternative Remedies</i>	108
[3.92]	Appeals	109
[3.95]	Costs	110
[3.97]	Conclusion	111

4. The Grounds for Review Introduced 113

[4.01]	Introduction	113
[4.03]	The Constitutional Purposes of, and the Limits to, the Grounds for Review	114
[4.04]	‘Root Concepts’ of the Common Law and the ‘Rule of Law’	114
[4.06]	Non-statutory Power and the Rule of Law: The Royal Prerogative	115
[4.09]	The Rule of Law and Parliamentary Sovereignty	118
[4.10]	Ouster Clauses and Time-limits	119
[4.14]	Context-sensitivity: Justiciability, Reviewability, and Deference	122
[4.18]	<i>National Security</i>	124
[4.20]	<i>Law, Politics, and ‘Soft-edged’ Review</i>	125
[4.22]	Powers, Duties, and Discretion	126
[4.23]	Powers and Duties	127
[4.26]	Duties and Discretion	129
[4.29]	Errors of Law and Errors of Fact	132
[4.30]	Errors of Law	132
[4.30]	<i>The Anismenic Principle</i>	132
[4.32]	<i>Courts of Law</i>	133
[4.35]	<i>‘Domestic’ Decision-makers</i>	136
[4.36]	Errors of Fact	136
[4.38]	<i>Precedent Fact</i>	137
[4.40]	<i>Relevancy</i>	138
[4.42]	<i>‘No Evidence’</i>	139
[4.43]	<i>Error of Material Fact</i>	139
[4.45]	Conclusion	141

5. Illegality	143
[5.01] Introduction	143
[5.04] ‘Constitutional Statutes’ and Illegality	144
[5.06] The European Communities Act 1972	145
[5.12] The Human Rights Act 1998	149
[5.13] <i>Primary Legislation</i>	150
[5.16] <i>Subordinate Legislation</i>	152
[5.18] <i>Public Authorities</i>	153
[5.22] The Northern Ireland Act 1998	156
[5.24] <i>Acts of the Assembly/Orders in Council</i>	158
[5.27] <i>Statutory Rules</i>	161
[5.29] <i>Public Authorities (including Northern Ireland Ministers and Departments)</i>	162
[5.34] Subordinate Legislation and Illegality	165
[5.41] Discretion and Illegality	169
[5.43] Relevancy	170
[5.48] Purposes	173
[5.51] Bad Faith	175
[5.53] Delegation	175
[5.56] Fettering of Discretion	177
[5.59] Conclusion	179
6. Substantive Review: <i>Wednesbury</i>, Proportionality, Legitimate Expectation, Equality	181
[6.01] Introduction	181
[6.05] <i>Wednesbury</i> Unreasonableness/Irrationality	183
[6.07] <i>Wednesbury</i> Unreasonableness: Its ‘Umbrella’ and ‘Substantive’ Meanings	184
[6.09] <i>Wednesbury</i> Unreasonableness and Context Sensitivity	185
[6.12] Proportionality	187
[6.14] Proportionality and the European Communities Act 1972	188
[6.18] Proportionality and the Human Rights Act 1998	191
[6.20] <i>Proportionality in the ECHR and the ‘Margin of Appreciation’</i>	192
[6.23] <i>The Standard of Review in Domestic Law</i>	194
[6.25] <i>The ‘Discretionary Area of Judgment’</i>	196
[6.27] The Relationship between Proportionality and <i>Wednesbury</i> ?	198
[6.29] Legitimate Expectation	199
[6.33] Lawfully Created Expectations	201
[6.33] <i>When are they Recognised?</i>	201
[6.37] <i>How are they Protected?</i>	205
[6.41] Unlawfully Created Expectations	208
[6.42] <i>Representations that are Ultra Vires the Authority</i>	208
[6.44] <i>Unauthorised Representations that are Intra Vires the Authority</i>	209
[6.46] Equality	211
[6.50] Common Law Equality	213

[6.52]	Statute Law and Equality	214
[6.54]	EU Law and Equality	215
[6.57]	Article 14 ECHR and the Prohibition of Discrimination	216
[6.60]	Conclusion	218

7. Procedural Impropriety 221

[7.01]	Introduction	221
[7.05]	Some Definitional Points	223
[7.07]	The Relationship between Statute Law and the Common Law	224
[7.09]	The Reach of Common Law Fairness	225
[7.09]	<i>'Rights', 'Interests', and 'Legitimate Expectations'</i>	225
[7.11]	<i>Fairness as a Context-dependent Requirement</i>	226
[7.13]	<i>Procedural and Substantive Fairness</i>	227
[7.15]	The Scope of Article 6 ECHR	229
[7.18]	Procedural Requirements and Statute	231
[7.19]	Ascertaining Legislative Intent	232
[7.23]	Consultation	234
[7.26]	Reasons	236
[7.31]	The Right to a Hearing	238
[7.35]	The (Variable) Content of the Right to a Hearing	240
[7.36]	<i>Notification</i>	241
[7.41]	<i>The Nature of the Hearing and Evidence</i>	243
[7.44]	<i>Representation</i>	245
[7.46]	<i>Reasons</i>	246
[7.50]	<i>Appeals and Rehearings</i>	248
[7.52]	When Is the Right to a Hearing Modified and/or Excluded?	249
[7.56]	Breach of the Right to a Hearing: Remedies and Waiver	251
[7.62]	The Rule against Bias	253
[7.65]	Actual Bias	255
[7.66]	Apparent Bias	256
[7.67]	<i>Automatic Disqualification: 'Pecuniary Interests' and 'Parties to the Dispute'</i>	256
[7.69]	<i>Other Forms of Disqualifying Bias</i>	257
[7.71]	<i>Politics, Policy, and Bias</i>	258
[7.73]	Article 6 ECHR: 'Bias', 'Independent and Impartial Tribunals', and 'Full Jurisdiction'	259
[7.80]	Exceptions to the Rule against Bias: Statute, Necessity, and Waiver	264
[7.83]	Breach of the Rule against Bias: Remedies	265
[7.84]	Conclusion	265

8. Remedies 267

[8.01]	Introduction	267
[8.03]	The Origins, and Discretionary Nature, of the Remedies	268
[8.03]	Origins	268
[8.05]	The Position of the Crown and its Ministers	269

[8.08]	Their Discretionary Nature	270
[8.10]	The Judicature (Northern Ireland) Act 1978 and RCJ Order 53	272
[8.11]	The Prerogative Orders, Declarations, and Injunctions	272
[8.11]	<i>Mandamus</i>	272
[8.13]	<i>Certiorari</i>	273
[8.16]	<i>Prohibition</i>	275
[8.17]	<i>Declaration</i>	275
[8.19]	<i>Injunction</i>	277
[8.21]	Damages	277
[8.23]	<i>Negligence</i>	278
[8.26]	<i>Breach of Statutory Duty</i>	280
[8.28]	<i>Misfeasance in Public Office</i>	281
[8.30]	<i>False Imprisonment</i>	282
[8.31]	The 'Holding of Public Office' and 'Sentences in Criminal Cases'	283
[8.33]	The European Communities Act 1972	284
[8.35]	Injunctions and Ministers of the Crown	285
[8.37]	Damages	286
[8.40]	Discretionary Remedies—The <i>Walton</i> Case	288
[8.41]	The Human Rights Act 1998	289
[8.42]	Binding Remedies	290
[8.42]	<i>The Relationship between Sections 6–8</i>	290
[8.44]	<i>Damages</i>	291
[8.47]	Declarations of Incompatibility	292
[8.50]	Conclusion	293
	<i>Index</i>	295