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978-1-107-01367-4 - Judges on Trial: The Independence and Accountability of the English Judiciary: Second Edition

Shimon Shetreet and Sophie Turenne

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JUDGES ON TRIAL

The second edition of *Judges on Trial* articulates the rules, assumptions and practices which shape the culture of independence of the English judiciary today. Enhanced by interviews with English judges, legal scholars and professionals, it also outlines the factors that shape the modern meaning of judicial independence. The book discusses the contemporary issues of judicial governance, judicial appointments, the standards of conduct on and off the bench, the discipline and liability of judges and the relationship between judges and the media. It is accessible to an international audience of lawyers, political scientists and judges beyond the national realm.

SHIMON SHETREET holds the Greenblatt Chair of Public and International Law at the Hebrew University of Jerusalem, Israel. He is the author and editor of many books on the judiciary. He is President of the International Association of Judicial Independence and World Peace and the leader of the International Project on Judicial Independence and the Mt Scopus International Standards of Judicial Independence 2008. Between 1988 and 1996 he served as Member of the Israeli Parliament and was a cabinet minister under Yitshak Rabin and Shimon Peres.

SOPHIE TURENNE is a fellow and lecturer in Law at Murray Edwards College, University of Cambridge, where she teaches comparative law, constitutional law and European law. She was one of a number of experts who took part in an OSCE-ODIHR Research Project, which led to the publication in 2010 of the *Kyiv Recommendations on Judicial Independence in Eastern Europe, South Caucasus and Central Asia*. She will act as General Reporter on the topic of judicial independence at the nineteenth International Congress of Comparative Law in Vienna (July 2014).

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SECOND EDITION

SHIMON SHETREET
and
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FOREWORD

Professor Shetreet's seminal work on judicial independence published in 1976 provided a systemisation of the rules and practices that safeguarded the independence of the judiciary of England and Wales at a time when the office of Lord Chancellor was of central importance. A detailed historical survey underpinned that systemisation. Lord Scarman was right to commend it in his preface to that edition. My well-thumbed copy is a measure of its use by me in the period from 2003.

That period began with the decision in June 2003 first to abolish, but then only to reform, the office of Lord Chancellor, and to create a Supreme Court and a new system for judicial appointments. The legislative changes in the Constitutional Reform Act to give effect to those decisions came into effect in 2006. Although as with many major reforms, the changes are still evolving, this is an excellent time to take stock and provide a systemisation of the new system. A second edition is not only needed, but most welcome. The stated aim is to make explicit the rules, assumptions and practices in force within our judiciary in consequence of the changes.

Underpinning that aim is a detailed exposition of the way in which the judicial system operates. Subjects that might not at first sight appear important are explained in such a way that their significance becomes apparent. The flexibility of case assignment (or listing) is assessed in comparison to the principles applicable in Germany. As the authors perceptively observe, that flexibility is accepted because of the culture of trust that underpins our judicial system.

Old issues are carefully re-analysed in the light of some changes that antedate the 2003 decisions. Although judges have always given lectures that have, with a greater or lesser degree of self-restraint, addressed matters of controversy, until 1987, the Kilmuir rules constrained judges from speaking in other circumstances, particularly to the media. The authors analyse the changes that have occurred and tentatively conclude that the applicable principle is one of free but circumspect speech guided

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by long-standing constitutional culture. Although principles of judicial conduct have long rested on Magna Carta, the judicial oath and accepted practice, in 2002 detailed rules were for the first time set out in the *Guide to Judicial Conduct*. These required and receive critical evaluation – for the most part favourable.

The changes initiated in 2003 are subjected to critical appraisal; again matters that might not seem very significant are carefully considered – one of the nine chapters is devoted to the structure and governance of the judiciary. The role of the Judicial Appointments Commission is also carefully examined. Whilst applauding its creation as a step taken towards greater judicial independence, it rightly subjects to critical examination the need for greater diversity, the concept of a judicial career and the role of training in supporting progression and mobility.

Many fundamental questions are asked. For example, whether the safeguards in the Constitutional Reform Act will in fact safeguard the judiciary from political pressure or interference, whether there are sufficient checks and balances to govern the inherent tension between judicial independence and accountability and whether the balance between the fundamental values of a justice system are, in the context of diminishing resources, properly balanced with efficiency and performance. Although no specific answers are given, the detailed research and clear explanations of the system contain clear pointers to realistic answers.

Like Lord Scarman in 1976 I would unreservedly commend this new edition to anyone who wishes to understand the role of the judicial branch of the state, what its independence and accountability actually entail and what remains to be done to foster its continued constructive role in the good governance of the state. *Judges on Trial* remains the apt title.

Sir John Thomas
President of the Queen's Bench Division
June 2013

Postscript from the authors (July 2013): since he wrote this Foreword,
Sir John Thomas was appointed Lord Chief Justice of England
and Wales, with effect from 1 October 2013.

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Judicial independence, as a core condition for a democratic state, engages all of civil society. The first edition of Shetreet's *Judges on Trial: a Study of the Appointment and the Accountability of the English Judiciary* (1976, North-Holland Publishing Company) was the first book in which the corpus of rules, assumptions or standards, and practices that shape the culture of independence within the English judiciary were made explicit. Thirty-seven years later, our aim is to offer a distinctive contribution to the modern meaning and practice of the vexed notion of 'judicial independence'. This book provides a systematic discussion of the requirements of judicial independence and accountability, buttressed by interviews with leading judges and jurists. The text takes into account developments until mid-January 2013, when the book was presented for publication. It has been possible to acknowledge further events, until the end of April 2013, but only in the footnotes. We have been involved in the International Project of Judicial Independence (of the International Association of Judicial Independence, sponsored by the Hebrew University and the University of Cambridge) of which Professor Shetreet is the general coordinator and Dr Turenne is a member. We drew on this project in the course of writing this book, as well as on the publications that accompany the regular meetings of scholars involved with this project. Our sincere thanks go to those participants.

Professor Shetreet expresses his gratitude to the University of Cambridge Faculty of Law for his appointment as a Herbert Smith Visiting Professor in 2008, and his revisit to the university in 2010. He is also grateful to Clare College, Cambridge, for his appointment as Senior Academic Visitor in the years 2008, 2010 and 2011 (Michaelmas Term). In addition, Professor Shetreet expresses his gratitude to the Hebrew University, to the Faculty of Law at the Hebrew University of Jerusalem and to the Harry and Michael Sacher Institute of Comparative Law at the Hebrew University of Jerusalem, for supporting the project of writing this book.

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We wish to express our deep gratitude to all the judges and senior jurists who gave generously of their time. Their help increased our understanding of the contemporary issues of the English judiciary. Sophie Briant, the Honourable Mr Justice Hickinbottom, Her Honour Judge Isobel Plumstead, the Right Honourable Lord Justice Beatson, the Right Honourable Lady Hallett, the President of the Queen’s Bench Division, the Right Honourable Sir John Thomas, Robin Auld, Lord Phillips and the late Lord Bingham deserve particular mention. Any deficiencies are entirely our own.

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ABBREVIATIONS

ABA	American Bar Association
AIJA	Australian Institute of Judicial Administration
AJCL	American Journal of Comparative Law
Am Pol Sci Rev	American Review of Political Science
BIICL	British Institute of International and Comparative Law
Cardozo L Rev	Cardozo Law Review
CJA	UK Commission for Judicial Appointments
CJQ	Civil Justice Quarterly
CLJ	Cambridge Law Journal
CLP	Current Legal Problems
CRA	Constitutional Reform Act 2005
Crim LR	Criminal Law Review
CYELS	Cambridge Yearbook of European Legal Studies
DCA	UK Department for Constitutional Affairs
Denning LJ	Denning Law Journal
ECHR	European Convention on Human Rights
ECtHR	European Court of Human Rights
EHRLR	European Human Rights Law Review
FLR	Family Law Reports
HLR	Harvard Law Review
HoC	House of Commons
HoL	House of Lords
HRA	Human Rights Act 1998
ICLQ	International and Comparative Law Quarterly
Ir Jur	The Irish Jurist
Israel LRev	Israel Law Review
JLS	Journal of Law and Society
JPN	Justice of the Peace
J Pub Teach Law	Journal of the Society of Public Teachers of Law
Jud	Judicature
LJ	Lord Justice/Lady Justice
LQR	Law Quarterly Review

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ABBREVIATIONS

LRB	London Review of Books
LS	Legal Studies
MLR	Modern Law Review
NLJ	New Law Journal
OJLS	Oxford Journal of Legal Studies
PL	Public Law
Pol Quart	Political Quarterly
Pol Sc Quart	Political Science Quarterly
Sydney L Rev	Sydney Law Review
UBC Law Rev	University of British Columbia Law Review
U Chi JIL	Chicago Journal of International Law
U Ill L Rev	University of Illinois Law Review
YLJ	Yale Law Journal