

Contents

<i>Preface</i>	<i>page xv</i>
<i>Acknowledgements</i>	xix
<i>Table of Cases</i>	xxiii
<i>Table of Statutes</i>	xlvi
<i>Table of European Treaties</i>	lix
<i>List of Abbreviations</i>	lxi
Part I Constitution, State and Beyond	1
1 The British Constitutional Order	3
1.1 Nature of the British Constitution	6
1.1.1 Fundamentals, Fluidity and Safeguards	9
1.2 The Constitution, the State and the Nation	13
1.3 Constitutional Law Beyond the State	20
1.4 Constitutional Reform and Constitutional Change	26
1.4.1 An Outline	26
2 The Ideas of the Constitution	50
2.1 Democracy and the Constitution	51
2.1.1 Representative Democracy	52
2.1.2 Participatory Democracy	55
2.1.3 Democracy and Accountability	59
2.2 Parliamentary Sovereignty	62
2.2.1 Diceyan Orthodoxy	65
2.2.2 Territorial Extent of Sovereignty: Post-Colonial Independence	71
2.2.3 Continuing Sovereignty and the 'New View'	76
2.2.4 Sovereignty Re-appraised: Three Contemporary Challenges	84

x	Contents	
	2.2.5 Conclusions	108
	2.3 The Rule of Law	109
	2.3.1 Government Under Law	112
	2.3.2 Equality Before the Law	128
	2.3.3 Discretion and the Rule of Law	134
	2.3.4 The Rule of Law: Wider Conceptions?	139
	2.3.5 The Rule of Law and Parliamentary Sovereignty	142
	2.4 Separation of Powers	143
	2.4.1 A Political Ideal or a Legal Principle?	148
	2.4.2 The Courts in the Constitution: Judicial Review and Judicial Law-Making	154
	2.4.3 Judicial Independence and the Position of the Lord Chancellor	157
	2.4.4 The Courts and Parliament	169
	2.4.5 Parliament and the Executive	177
	3 Constitutional Sources	184
	3.1 Legal Rules	187
	3.1.1 Statute	188
	3.1.2 Subordinate Legislation	199
	3.1.3 Common Law	204
	3.2 Conventions	214
	3.2.1 How Do Conventions Arise?	223
	3.2.2 Doubtful Conventions	225
	3.2.3 Conventions and Laws	231
	3.2.4 Patriation of the Canadian Constitution: A Case Study	239
	4 Devolution and the Structure of the UK	250
	4.1 The United Kingdom as a Union State	251
	4.1.1 Federalism	252
	4.1.2 Devolution	257
	4.2 Scotland, Wales, Northern Ireland and England	263
	4.2.1 Scotland	263
	4.2.2 Wales	286
	4.2.3 Northern Ireland	302
	4.2.4 England	316
	4.3 Parliamentary Sovereignty and the Devolution Settlement	318

4.4	Devolution and Brexit: An Uncertain Future?	326
4.5	Local Government	331
4.5.1	Structure of Local Government	333
4.5.2	Functions and Powers	337
4.5.3	Central–Local Government Relations	340
5	The European Dimensions	342
5.1	The European Convention on Human Rights	343
5.1.1	The ECtHR and its Impact on British Constitutional Law	345
5.1.2	Domestic Influence of the ECHR	350
5.2	Brexit and the European Union	354
5.2.1	The EU	355
5.2.2	The Backdrop to Brexit: Principles of EU Law	360
5.2.3	The Backdrop to Brexit: EU Law in the UK	380
5.2.4	The Backdrop to Brexit: Discontent and Democratic Deficit	403
5.3	Brexit and Beyond	411
5.3.1	The European Union (Withdrawal) Act 2018	422
5.3.2	The European Union (Withdrawal Agreement) Act 2020	429
	Part II Government	437
6	Crown and Government	439
6.1	The Crown	440
6.1.1	Privileges and Immunities of the Crown	445
6.2	Monarchy and the Prerogative	456
6.2.1	Appointment of the Prime Minister	458
6.2.2	Dismissal of Ministers	461
6.2.3	Dissolution of Parliament	463
6.2.4	Royal Assent to Legislation	467
6.3	Central Government	468
6.3.1	Ministers	468
6.3.2	The Prime Minister	492
6.3.3	The Cabinet	500
6.3.4	Ministerial Committees of the Cabinet	509
6.3.5	Government Departments	511

6.3.6	Arm's Length Bodies	515
6.3.7	The Civil Service	524
7	The Powers of Government	536
7.1	Executive Power	538
7.2	The Government's Powers	542
7.2.1	Parliamentary Legislation	544
7.2.2	Delegated Legislation	559
7.2.3	Prerogative Legislation	575
7.2.4	Executive Powers	577
7.2.5	Administrative Rule-Making (Quasi-Legislation)	594
7.2.6	Guidance and Codes of Practice	601
7.2.7	Voluntary Agreement and Self-Regulation	606
	Part III Accountability	613
8	Parties, Groups and the People	615
8.1	The People in the Constitution	617
8.2	Elections	619
8.2.1	Review of Constituency Boundaries	623
8.2.2	Fairness of the Contest	624
8.2.3	The Electoral System	637
8.3	The People and Government	648
8.3.1	Referendums	649
8.4	Political Parties and Pressure Groups	655
8.5	Open Government	664
8.5.1	Freedom of Information	667
9	Parliament and the Responsibility of Government	674
9.1	Introduction: Responsible Government	674
9.2	Individual Ministerial Responsibility	681
9.2.1	A Convention of Resignation?	684
9.2.2	Responsibility of Civil Servants	694
9.3	The Power of Parliament	699
9.3.1	Opposition	702
9.3.2	Backbenchers	711
9.3.3	The House of Commons	717

9.3.4	Brexit and the Minority Governments of 2019	718
9.4	Control and Scrutiny	721
9.4.1	Policy and Administration	723
9.4.2	Legislation	754
9.4.3	Finance	763
9.5	The House of Lords	770
9.5.1	Reform	779
10	The Courts: Judicial Review and Liability	785
10.1	Nature and Foundations of Judicial Review	785
10.2	Grounds of Review	792
10.2.1	Illegality	793
10.2.2	Irrationality	809
10.2.3	Proportionality	818
10.2.4	Procedural Impropriety and Unfairness	831
10.3	Scope and Limits of Judicial Review	855
10.3.1	Scope of Judicial Review	855
10.3.2	Standing	857
10.3.3	Ouster Clauses	859
10.3.4	Judicial Review of Prerogative Powers	864
10.4	Conclusion: The Advance of Judicial Review	871
10.5	Liability of the Crown	874
10.5.1	Contractual Liability	876
10.5.2	Tortious Liability	878
10.5.3	Liability in Restitution	880
10.6	Liability of Public Authorities	882
10.6.1	Contractual Liability	882
10.6.2	Tortious Liability	883
	Part IV Liberty	895
11	Liberty and the Constitution	897
11.1	Sources of Protection	901
11.1.1	Common Law	901
11.1.2	Statute	908
11.1.3	Statutory Interpretation	909
11.1.4	Delegated Legislation	911

Contents

11.2 Liberty and the HRA	912
11.2.1 The Convention Rights	912
11.2.2 Convention Rights and National Security: A Case Study	933
11.3 Freedom of Expression	953
11.3.1 Freedom of Expression and Democracy	953
11.3.2 The <i>Spycatcher</i> Cases	958
11.3.3 Freedom of Expression as a Common Law ‘Constitutional Right’	961
11.3.4 Freedom of Expression and Statute	963
11.3.5 Freedom of Expression and the HRA	966
11.3.6 Conflict of Rights	974
11.4 Freedom of Assembly	977
11.4.1 Common Law: The Classic Authorities	979
11.4.2 Common Law Preventive Powers and Breach of the Peace	986
11.4.3 Freedom of Assembly as a ‘Constitutional Right’	997
11.4.4 Statutory Restrictions on Freedom of Assembly	999
<i>Index</i>	1012