

Constitutional and Administrative Law

Third Edition

Using numerous topical examples and a clear structure, this third edition textbook provides an accessible, discursive and scholarly treatment of the key contemporary issues in UK public law. Drawing upon their extensive teaching and research experience, Roger Masterman and Colin Murray offer an engaging account of the key topics which make up a constitutional and administrative, or public, law syllabus. Controversial issues and broader debates are highlighted throughout the text, allowing the reader to develop a strong understanding of both the application of key topics in the field and the socio-political context in which the constitution has developed. This fully revised edition includes detailed analysis of recent significant cases, the constitutional implications of the Covid-19 pandemic and a dedicated chapter on the consequences of Brexit.

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Roger Masterman , Colin Murray
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Preface to the Third Edition

[M]uch constitutional water has passed under the bridge¹ since the previous edition of this textbook was finalised, in November 2017. This new edition contains substantially rewritten and updated content, reflecting the most significant developments of the last four years. When our previous edition was being finalised, for all that the UK electorate had voted in favour of the UK's withdrawal from the EU, the negotiation of that departure, the specifics of the future relationships between the EU and the UK, and the legacies of EU membership for the UK constitutional order, all remained unclear. The intervening years have brought some degree of clarity, at least as to the general contours of the post-Brexit landscape, but given that Brexit – to adopt a phrase often used in the context of devolution – is very much a process and not an event, the implications of the UK's departure from the EU have yet to be fully realised.

Many of the revisions to this third edition of *Constitutional and Administrative Law* address the questions posed by Brexit for our understandings of the Constitution. Most pertinently, a new chapter considers the effects of Brexit on the UK constitutional order (Chapter 4). As well as providing a summary of the UK's previous relationship with the EU and its various institutions – highlighting some of the sites of tension between these formerly interlocking legal orders – this chapter traces the Brexit process, providing an essential timeline and the contextual backdrop to discussions elsewhere in the book.

As a result of the near-pervasive influence of Brexit over constitutional developments in the UK, subsequent chapters have also been substantially revised to address the effects and legacy of EU membership and the processes of the UK's departure. The implications of Brexit in three specific fields of coverage are worthy of note here. First, our chapter on parliamentary sovereignty (Chapter 6) now considers the mechanics of withdrawal – via consideration of the 'retention' of EU laws in the domestic legal order – as well as the legacy of the debates concerning the 'competing' supremacies of Westminster legislation and EU laws.

Secondly, as well as influencing our understanding of constitutional principle, Brexit has also profoundly affected the politics of the UK's Constitution, and the balance of powers between government and Parliament in particular. The tumultuous 2017–2019

¹ *Re Allister* [2021] NIQB 64, [96].

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period – during which the government often found itself unable to assert its traditional influence over the business of the House of Commons – is considered in a revised chapter on the lower house of the UK Parliament (Chapter 11).

Thirdly, institutional relations between Westminster and Whitehall and the devolved institutions in Scotland, Wales and Northern Ireland have also been tested by the UK's exit from the EU: our chapters on devolution (Chapters 14 and 15) now consider the tensions arising from the 'centralised' drivers of the Brexit process (including the strain placed on the Sewel convention), and the additional asymmetry of the devolutionary arrangements resulting from the Withdrawal Agreement's Protocol on Ireland and Northern Ireland.

Brexit has by no means been the sole cause of constitutional development since 2017; the Covid-19 pandemic has also served to highlight a number of vital constitutional issues. These include deficiencies in the parliamentary scrutiny of legislation passed in 'emergency' circumstances, the ability of the executive to legislate using delegated powers (i.e. measures that are often not fully scrutinised in Parliament), and – notwithstanding the parliamentary stalemates of the 2017–2019 period – the relative speed with which executive dominance of the legislature has returned to its characteristically central position among the constitution's institutional relationships.

In the light of the UK Supreme Court arguing in its 2019 decision in *R (Miller) v Prime Minister; Cherry v Advocate General for Scotland* that 'parliamentary accountability' should be considered to be one of the 'fundamental principles of our constitutional law'² we have expanded our coverage of the topic (Chapter 9), placing it alongside our treatment of the UK Constitution's other core principles: parliamentary sovereignty; the rule of law; and separation of powers (Chapters 6–8).

In addition to these major revisions, we have sought to reflect developments across the book's coverage. Our updated coverage of judicial decisions includes discussion of the *Miller; Cherry* decision, the Supreme Court's decision in *R (Privacy International) v Investigatory Powers Tribunal*³ and the European Court of Human Rights' Grand Chamber decision in *Big Brother Watch v United Kingdom*,⁴ to mention but a few highlights. Alongside this, we examine developments and proposals with the potential to significantly impact on the constitution and its operation, including: the proposed repeal of the Fixed-term Parliaments Act 2011; the Independent Review of Administrative Law; and the Independent Review of the Human Rights Act.

This new edition of *Constitutional and Administrative Law* is the first to be published by Cambridge University Press. Our profound thanks are due to Caitlin Lisle for her enthusiastic support for the project, to the reviewers who provided generous feedback and suggestions regarding our earlier text, and to Marianne Nield and Nicola Chapman for shepherding this edition of our textbook towards publication. We remain indebted to Zoë Botterill who – as our commissioning editor at Pearson – supported this text at its inception.

Across the editions of this book, our colleagues and our students at Durham and Newcastle have helped to support and shape our ideas and approaches to presenting and

² [2019] UKSC 41, [41]–[48].

³ [2019] UKSC 22; [2020] AC 491.

⁴ Application No. 58170/13 [2021] ECHR 439.

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assessing the UK's constitutional arrangements. For reading draft chapters, providing suggestions and materials, or simply discussing issues raised in what follows, our gratitude is particularly due to Alan Greene, Kathryn Hollingsworth, Shivaraj Huchhanavar, Josh Jowitt, Nick Kilford, Ian Leigh, Matt Nicholson, Lucinda Maer, Conall Mallory, Aileen McHarg, Jo Murkens, Aoife O'Donoghue, Gavin Phillipson, Hélène Tyrrell, Se-shauna Wheatle and Thomas Yeon.

Given the successive lockdowns of 2020 and 2021, our families have been exposed to more of the updating and rewriting process than – we suspect – they would have either anticipated or liked. Our thanks here – to Laura, Rufus and Evie and to Aoife, Aoibhlínn and Méalla – cannot repay the debts owed for their encouragement, (feigned?) interest and forbearance.

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