

INTERNATIONAL
COMMISSION
OF JURISTS

30 April 2009

Mr Peter Hallahan
The Committee Secretary
Standing Committee on Legal and Constitutional Affairs
PO Box 6100
Parliament House
CANBERRA ACT 2600

Dear Secretary,

Re: Inquiry into Australia's Judicial System and the role of judges
Inquiry into access to justice

I enclose a submission to the committee on behalf of International Commission of Jurists Australia in relation to the Inquiry into Australia's Judicial System and the role of judges.

A submission on behalf of the Australian section is being prepared on the Inquiry into access to justice by the Victorian branch of International Commission of Jurists Australia (ICJA).

Either one of the other members of ICJA or I would be prepared to give evidence or to supplement any material which we have provided.

I may be contacted on (02) 9266 0950 or via email at president@icj-aust.org.au.

Yours faithfully,

The Hon John Dowd AO QC
President
ICJ AUSTRALIA

ICJ AUSTRALIA



GPO Box 173
Sydney NSW 2001
Australia

+61 (0)2 9266 0950
+61 (0)2 9266 0742
e✉ info@ICJ-Aust.org.au

WWW.ICJ-AUST.ORG.AU

ICJ GENEVA

President
Ms Mary Robinson
Former President of Ireland

Secretary-General
Nicholas Howen

**ICJ Vice-President &
Australian Commissioner**
The Hon John Dowd AO QC

Australian Commissioner
The Hon Justice Elizabeth Evatt AC

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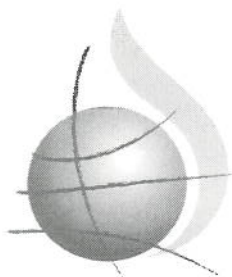
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Federal Court of Australia, WA



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Submission to the Standing Committee on Legal and Constitutional Affairs on its Inquiry into Australia's Judicial System and the Role of Judges

1. Background

1.1 The establishment of terms of reference for the inquiry into Australia's Judicial System and the Role of Judges requires the standing committee to have particular reference to:

- (a) procedures for appointment and method of termination of judges;
- (b) term of appointment, including the desirability of a compulsory retirement age, and the merit of full-time, part-time or other arrangements;
- (c) jurisdictional issues, for example, the interface between the federal and state judicial system; and
- (d) the judicial complaints handling system.

1.2 The International Commission of Jurists Australia presents the following arguments and, ultimately, its recommendations.

2. Procedures for appointment and method of termination of judges

2.1 It is submitted that the best judicial appointment turns on how it contributes to the make-up of the judicature in terms of impartiality and a reflection of society, as well as the suitability of the candidate themselves. The first premise impacts on the second because the strength of the bench as a whole can be as important as the competency of the individual justices sitting on it, and will determine who is selected to 'balance it out'. While it is submitted that appointments should always be based on who is

best at the time and should not be based on race or gender, it is acknowledged that appointments have generally been selected from a homogenous group of people who have a shared viewpoint and experience. So that the law is not applied and interpreted in a narrow way and with an arbitrary bias, it is important that other perspectives, such as that of a female judge, populate the bench.

- 2.2 As Roach Anleu and Mack have observed, “there is no reason to think that merit resides predominantly in the narrow group that has historically dominated the Australian judiciary.”¹ As Justice McHugh put it, ‘when a court is socially and culturally homogeneous, it is less likely to command public confidence in the impartiality of the institution.’²
- 2.3 Baroness Prashar, Chair of the Judicial Appointments Commission in the UK, identified the benefit of seeking a broader candidature, an observation quite relevant for our purposes: “The benefit of widening the range of applicants has a powerful simplicity. If more, well-qualified people apply to be judges, the merit of those selected will either remain the same as now or be enhanced. And if the appointments process excludes consideration of irrelevant factors then we might also expect appointed judges to come from a very wide range of backgrounds.”³
- 2.4 Attracting a broad range of potential from the outset would positively impact the quality and integrity of the ultimate decision. A detailed discussion about the mechanism for achieving this goal is beyond the scope of this submission. Other authors such as Evans and Williams have written more extensively about concerted outreach programs which would serve to widen the pool of candidates, and make the idea of judicial participation accessible to a broader section of the community.

¹ Sharyn Roach Anleu & Kathy Mack ‘Judicial Appointment and the Skills for Judicial Office’ (2005) 15(1) *Journal of Judicial Administration* 37 at 39.

² Michael McHugh, ‘Women Justices for the High Court’ (Speech delivered at the High Court dinner hosted by the West Australian Law Society, 27 October 2004).

³ Baroness Usha Prashar, ‘Speech at the Annual ILEX Luncheon’ at [10].

- 2.5 It is not however, necessary for the bench to be completely representative of the community. The Court is dealing with law and, it is hoped, common sense and factual issues. For instance, it is undesirable to simply reflect the gender balance of the community since the gender balance of practitioners is of greater relevance but more so at a senior level, the gender balance of the profession is even less reflective of the gender balance of the community.
- 2.6 It must be remembered that each appointment is individual and should be the best person suited for that particular Court at that particular time. It is necessary, however, that in all Courts, whether collegiate Courts such as a Court of Appeal or in large single judge Courts, that there be a significant number of female appointments to reflect their proportion at senior levels of the profession but also to reflect the different perspective that a female judge will give to discussions within the Court itself.
- 2.7 Judicial suitability will inevitably depend on experience in the law and experience in participating in trials. This is not as relevant for appellate Courts, where the conduct of an appeal requires less advocacy skill and does not require the experience of, for instance, a complex criminal trial or civil jury matter. The conduct of trials is based on procedure and evidence, experience of which is acquired over a period of practice in the Courts.
- 2.8 Advocate solicitors as well as practising barristers are more likely to have higher levels of skill in the conduct of trials than non-advocate solicitors, civil service lawyers or academics.
- 2.9 If we are proceeding with the aspiration that the best person at the time be selected, it is important to objectively approach the concept of merit. Evans and Williams have argued for the ‘disaggregating’ of merit into its constituent parts:

The concept of merit in judicial appointments *can* be disaggregated into sub-criteria...encompass[ing] legal skills and personal qualities. The legal skills relate to knowledge of the law, intellectual capacity and experience; the capacity to ‘stage manage’ proceedings in the courtroom; facility with complex fact situations and arguments; and the ability to write judgments. The personal qualities listed include integrity, impartiality, industry, a strong sense of fairness, decisiveness, understanding and a sound temperament. Certain other desirable skills may differ between courts. For example, forensic experience may be highly valuable for appointment to a criminal trial court but less important for appointment to an appellate court; equally, the intellectual skills required for appointment to an appellate court may be of less significance in evaluating candidates for appointment to high volume jurisdictions. One further implication of disaggregating merit in this way is to recognise that there is no necessary

correlation between successful practice at the bar and the skills required for judicial office.⁴

- 2.10 This would support the idea that appointments should generally not be drawn from academia. This is because academics do not tend to fulfil the sub-criteria of being able to handle a courtroom, as they usually do not have the insight and experience of a trial lawyer.

3. Establishment of Judicial Commission

- 3.1 One of the difficulties of appointment to Federal courts is that it is not possible for federal authorities to have the knowledge of trial advocates and the legal profession generally as can be obtained within a particular state or territory. There is therefore a need for the establishment of a vetting procedure which cannot be carried out by a Federal Attorney General and his or her staff.
- 3.2 We recommend the establishment of a judicial commission along the lines of the NSW Judicial Commission to assist in the training and continuing assistance in carrying out judicial functions and to deal with complaints against particular judges. This judicial commission could carry out the function of the examination and vetting of persons suitable for appointment to the bench.
- 3.3 A suitable composition of the judicial commission could be the Chief Justice or a nominated judge of the High Court of Australia, the Chief Judge of the Federal Court of Australia, the Chief Justice of the Family Court of Australia, the Chief Magistrate of the Federal Magistracy and the Chief Judge of the Industrial Relations Court of Australia. There could also be a small number of community representatives or both from the community and the legal profession itself.
- 3.4 The powers of a judicial commission should also include calling for self-nomination and third party nominations of persons for appointment to the bench and should carry out investigations and if appropriate interview such persons. There would need to be consultation with state and Australian law societies and bar associations where appropriate, as well as input from Solicitors-General and Crown Solicitors from the Commonwealth and States.

⁴ Evans and Williams,

- 3.5 There should be no appointment to any court without the approval, or at least there should be no opposition, by the Chief Judge of that court to any such appointment.
- 3.6 The executive must, in terms of its constitutional responsibilities, retain the power of appointment notwithstanding recommendations made by the judicial commission. It should however, impose protocols for consultation with heads of jurisdiction and professional bodies. Whatever federal court is the subject of the appointment, there will always be some practitioners or judges from other state and federal courts who will not self-nominate or be nominated. These should comprise the pool from which, particularly, more senior judges are appointed.
- 3.7 It must be remembered that for appointment to the High Court, there is a process of consultation with state Attorneys-General.
- 3.8 It would be inappropriate for a serving state or federal judge to self-nominate for any federal judicial appointment.
- 3.9 In the process of appointment and training of judges, the procedures of the NSW Judicial Commission should be adapted and applied.

4. Term of appointment, including the desirability of a compulsory retirement age.

- 4.1 For appointment to judicial office, such terms should never be for a fixed term other than terminated by a uniform retiring age. Independence of the judiciary is a fundamental cornerstone of our society and provides stability in a context such as an Australia that is remarkably better than more short-term appointments in some other jurisdictions. The suggested retiring age for judges and magistrates should be 72. Many judges are fully capable of carrying out functions to more advanced years and there is a danger of a loss of valuable experience. However, an arbitrary age must ultimately be established which should now reflect the increasing age of the community and practitioners generally. Pension schemes and the like may create incentives for earlier retirement but ultimately an arbitrary retiring age is required.

4.2 Although a number of judges being in their 60s and early 70s creates the problem that they may reflect societal attitudes of a past era, it must be remembered that experience enables judges to determine changes in societal attitude from the practitioners, litigants and experts that appear before them. It must be remembered that the judicial arm is a specialised arm of government, dealing with knowledge of the law and experience at determining truth as well as community attitudes and values. However, judges are not appointed to make decisions on community attitudes. That is for parliamentarians and politicians.

5. Part-time appointments

5.1 Acting judges should not be appointed from the practising profession. This leads to a loss of confidence on the part of the public and creates problems when acting judges return to the profession in terms of part-heard cases. Therefore, the appointment of acting judges should not occur, except in the case of retired judges, but it is desirable that this only be for particular problems of inordinate delays in case lists and for a short period only.

5.2 There should be no use of the English recorder system. For judicial independence a judge should be permanently appointed except as set out above.

6. Method of termination

6.1 Judges should only be removed for just cause or incapacity. Procedures for this can first be through the judicial commission to deal with complaints and matters of discipline such as counselling, but, ultimately, the removal of judges should be carried out by an address to both parliaments. Almost inevitably, judges will resign during the course of any complaints procedure and the passing of a resolution by both houses of parliament will only occur in the most extreme cases. It is ultimately the parliament that must bear the responsibility and that is where it should remain.

6.2 The procedures now in place in New South Wales cover these procedures.

7. Jurisdictional issues, for example, the interface between the federal and state judicial system

7.1 We do not wish to make submissions in relation to the transfer of matters from state to federal jurisdiction as there is not, in this submission, time to examine those somewhat more complex issues, except to say that the more easily matters can be transferred from one jurisdiction to another by Court decision with appeal rights, the better that is for the system.

8. The judicial complaints handling system

8.1 Inevitably, complaints against judges which may berate personal conduct or complaints by unhappy litigants sometimes justified and sometimes not justified or for any form of judicial misconduct will initially be determined by the complaining party. There is no way to prevent someone writing to an Attorney General or a judicial commission if established or to a head of jurisdiction.

8.2 We believe that the correct procedure whichever of those courses is taken is that all matters dealing with handling of judgments such as delays, go to the head of jurisdiction to determine the cause of the delay and to deal with any disciplinary or counselling issues.

8.3 Where a Chief Judge or Chief Justice fails to deal with a delay, the complainant should then go to the judicial commission itself, including complaints against that Chief Justice. If there is a complaint against a particular judge which the Chief Judge of the jurisdiction cannot resolve then that matter should be referred to the Judicial Commission itself.

8.4 There should be a procedure for determining each complaint allowing the right of dismissal of frivolous or unreasonable complaints, but, ultimately, the matter should be referred to a conduct division established by the judicial commission. That conduct division should have the power to counsel a judge or if necessary to have a hearing presided over by an appropriately appointed judge to examine the matter and if necessary make a recommendation for referral to the parliament.

9. Further Assistance

- 9.1 In the event of any further submissions being required to clarify any matter above or for a representative of the International Commission of Jurists Australia to come before the Committee to do with any of these matters, then contact should be made with the writer of the covering letter of this submission.
- 9.2 It is suggested that the committee should hear evidence from the offices of the Judicial Commission of NSW as to training selection and discipline of judges. That body trains judges for most Australian jurisdictions as well as Asia and the Pacific and has considerable experience in dealing with judicial education.

Yours faithfully,

The Hon John Dowd AO QC
President
INTERNATIONAL COMMISSION OF JURISTS AUSTRALIA

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