

# Rules of the High Court (Amendment) Rules 2007

## The Rules of the High Court (Cap 4A)

### Order 53 - APPLICATIONS FOR JUDICIAL REVIEW

Remarks:

Adaptation amendments retroactively made - see 25 of 1998 s. 2

#### Remarks

Rule 147,  
Rec 144 to 148

#### **1. ~~Cases appropriate for application for judicial review (O. 53, r. 1)~~**

~~(1) An application for-~~

~~(a) an order of mandamus, prohibition or certiorari, or~~

~~(b) an injunction under section 21J of the Ordinance restraining a person from acting in any office in which he is not entitled to act,~~

~~shall be made by way of an application for judicial review in accordance with the provisions of this Order.~~

~~(2) An application for a declaration or an injunction (not being an injunction mentioned in paragraph (1)(b)) may be made by way of an application for judicial review, and on such an application a judge may grant the declaration or injunction claimed if he considers that, having regard to-~~

~~(a) the nature of the matters in respect of which relief may be granted by way of an order of mandamus, prohibition or certiorari,~~

~~(b) the nature of the persons and bodies against whom relief may be granted by way of such an order, and~~

~~(c) all the circumstances of the case,~~

~~it would be just and convenient for the declaration or injunction to be granted on an application for judicial review.~~

#### **1A. Interpretation (O. 53, r. 1A)**

**In this Order –**

**“application for judicial review” ( ) means an application in accordance with this Order for a review of the lawfulness of –**

**(a) an enactment; or**

**(b) a decision, action or failure to act in relation to the exercise of a public function;**

**“interested party” ( ), in relation to an application for judicial review, means any person (other than the applicant and respondent) who is directly affected by the application.**

#### **1. Cases appropriate for application for judicial review (O. 53, r. 1)**

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- (1) An application for judicial review must be made if the applicant is seeking –
- (a) an order for mandamus, prohibition or certiorari; or
  - (b) an injunction under section 21J of the Ordinance restraining a person from acting in any office in which he is not entitled to act.
- (2) An application for judicial review may be made if the applicant is seeking –
- (a) a declaration; or
  - (b) an injunction (not being an injunction mentioned in paragraph (1)(b)).
- (3) An application for judicial review may include an application for an award of damages, restitution or the recovery of a sum due but may not seek such a remedy alone.

**2. Joinder of claims for relief (O. 53, r. 2)**

On an application for judicial review any relief mentioned in rule 1(1) or (2) may be claimed as an alternative or in addition to any other relief so mentioned if it arises out of or relates to or is connected with the same matter.

**2A. Application for leave to apply for judicial review (O. 53, r. 2A)**

Rule 148,  
Rec 144 to 148

- (1) No application for judicial review may be made unless the leave of the Court has been obtained in accordance with this Order, or where the case is one of urgency, in accordance with the practice direction issued for the purposes of this paragraph.
- (2) An application for leave must be made by filing in the Registry –
- (a) a notice in Form 86A containing a statement of –
    - (i) the name and description of the applicant;
    - (ii) the relief sought and the grounds upon which it is sought;
    - (iii) the name and description of all interested parties;
    - (iv) the name and address of the applicant's solicitors (if any); and
    - (v) the applicant's address for service; and
  - (b) an affidavit verifying the facts relied on.

**2B. Service of notice of application for leave (O. 53, r. 2B)**

The notice of application for leave together with the affidavit verifying the facts relied on must be served on –

- (a) the proposed respondent; and
  - (b) unless the Court otherwise directs, any person the applicant considers to be an interested party,
- within 7 days after the date of the filing of the notice of application.

**2C. Acknowledgment of service of notice of application for leave (O. 53, r. 2C)**

**(1) Any person served with the notice of application for leave who wishes to take part in the judicial review must file an acknowledgment of service in Form No. \_\_\_\_\_ in accordance with this rule.**

**(2) An acknowledgment of service must be –**

- (a) filed not more than 21 days after service of the notice of application for leave; and**
- (b) served on –**
  - (i) the applicant; and**
  - (ii) subject to any direction under rule 2B(b), any interested party named in the notice of application, as soon as practicable and, in any event, not later than 7 days after it is filed.**

**(3) The time limits under this rule may not be extended by agreement between the parties.**

**(4) The acknowledgment of service –**

- (a) must –**
  - (i) where the person filing it intends to contest the application for leave, set out a summary of his grounds for doing so; and**
  - (ii) where the person filing it intends to support the application for leave, set out a summary of his grounds (other than those stated in the notice of application for leave) for doing so;**
- (b) must state the name and address of any person whom the person filing it considers to be an interested party; and**
- (c) may include or be accompanied by an application for directions.**

**2D. Failure to file acknowledgment of service (O. 53, r. 2D)**

**(1) Where a person served with the notice of application for leave has failed to file an acknowledgment of service in accordance with rule 2C, he –**

- (a) may not take part in a hearing to decide whether leave should be given unless the Court allows him to do so; but**
- (b) may take part in the hearing of the judicial review if he complies with any direction of the Court regarding the filing and service of –**
  - (i) detailed grounds for contesting the application for judicial review or supporting it on additional grounds; and**
  - (ii) any affidavit evidence.**

**(2) Where the person takes part in the hearing of the judicial hearing, the Court may take his failure to file an acknowledgment of service into account when deciding what order to make about costs.**

### 3. Grant of leave to apply for judicial review (O. 53, r. 3)

~~(1) No application for judicial review shall be made unless the leave of the Court has been obtained in accordance with this rule.~~

Rule 149,  
Rec 144 to 148

~~(2) An application for leave must be made ex parte by filing in the Registry-~~  
~~(a) a notice in Form 86A containing a statement of-~~  
~~(i) the name and description of the applicant,~~  
~~(ii) the relief sought and the grounds upon which it is sought,~~  
~~(iii) the name and address of the applicant's solicitors (if any), and~~  
~~(iv) the applicant's address for service; and~~  
~~(b) an affidavit verifying the facts relied on.~~

(3) ~~The judge may determine the application-~~ **The judge may determine the application for leave** without a hearing, unless a hearing is requested in the notice of application, and need not sit in open court; and in any case the Registrar shall serve a copy of the judge's order on the applicant.

(HK)(4) Where an application for leave is refused by a judge or is granted on terms, the applicant may appeal against the judge's order to the Court of Appeal within 10 days after such order.

(6) Without prejudice to its powers conferred by Order 20, rule 8, the Court hearing an application for leave may allow the applicant's statement to be amended, whether by specifying different or additional grounds or relief or otherwise, on such terms, if any, as the Court thinks fit.

(7) The Court shall not grant leave unless it considers that the applicant has a sufficient interest in the matter to which the application relates.

(8) Where leave is sought to apply for an order of certiorari to remove for the purpose of its being quashed any judgment, order, conviction or other proceeding which is subject to appeal and a time is limited for the bringing of the appeal, the Court may adjourn the application for leave until the appeal is determined or the time for appealing has expired.

(9) If the Court grants leave it may impose such terms as to costs and as to giving security as it thinks fit.

(10) Where leave to apply for judicial review is granted, then-

- (a) if the relief sought is an order of prohibition or certiorari and the Court so directs, the grant shall operate as a stay of the proceedings to which the application relates until the determination of the application or until the Court otherwise orders;
- (b) if any other relief is sought, the Court may at any time grant in the proceedings such interim relief as could be granted in an action begun by writ.

**Remarks****3A. Respondent etc. may not apply to set aside (O. 53, r. 3A)**Rule 150.  
Rec 144 to 148

**Neither the respondent nor any other person served with an application for leave to apply for judicial review may apply to set aside an order giving leave to make the application.**

**4. Delay in applying for relief (O. 53, r. 4)**

(1) An application for leave to apply for judicial review shall be made promptly and in any event within three months from the date when grounds for the application first arose unless the Court considers that there is good reason for extending the period within which the application shall be made. (L.N. 356 of 1988)

(2) Where the relief sought is an order of certiorari in respect of any judgment, order, conviction or other proceeding, the date when grounds for the application first arose shall be taken to be the date of that judgment, order, conviction or proceeding.

(3) The preceding paragraphs are without prejudice to any statutory provision which has the effect of limiting the time within which an application for judicial review may be made.

**4A. Service of order giving leave (O. 53, r. 4A)**Rule 151.  
Rec 144 to 148

**(1) Where leave to make an application for judicial review is granted, the Court may also give directions as to the management of the case.**

**(2) The applicant for judicial review shall, within 14 days after the leave was granted, serve the order giving leave and any directions given under paragraph (1) on –**

- (a) the respondent (whether or not he has filed an acknowledgment of service under rule 2C); and**
- (b) all interested parties who have filed an acknowledgment of service under rule 2C.**

**5. Mode of applying for judicial review (O. 53, r. 5)**

~~(HK)(1) When leave has been granted to make an application for judicial review, the application shall be made by originating motion to a judge sitting in open court or, if the judge granting leave has so ordered, by originating summons, to a judge in chambers.~~

Rule 26.  
Rec 10 to 16

**(1) When leave has been granted to make an application for judicial review,**

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**the application must be made by originating summons to a judge sitting in open court or, if the judge granting leave has so ordered, to a judge in chambers.**

- (3) The ~~notice of motion or summons~~ **originating summons** must be served on all persons directly affected and, where it relates to any proceedings in or before a court and the object of the application is either to compel the court or an officer of the court to do any act in relation to the proceedings or to quash them or any order made therein, the ~~notice or summons~~ **summons** must also be served on the clerk or registrar of the court and, where any objection to the conduct of the judge is to be made, on that judge.
- (4) Unless the Court granting leave has otherwise directed, there must be at least 10 days between the service of the ~~notice of motion or summons~~ **summons** and the day named therein for the hearing.
- (5) ~~A motion~~ **An originating summons** must be entered for hearing within 14 days after the grant of leave.
- (6) An affidavit giving the names and addresses of, and the places and dates of service on, all persons who have been served with the ~~notice of motion~~ **originating summons** must be filed before the ~~motion~~ **the summons** is entered for hearing and, if any person who ought to be served under this rule has not been served, the affidavit must state that fact and the reason for it; and the affidavit shall be before the Court on the hearing of the ~~motion~~ **the summons**.
- (7) If on the hearing of the ~~motion~~ **originating summons** the Court is of opinion that any person who ought, whether under this rule or otherwise, to have been served has not been served, the Court may adjourn the hearing on such terms (if any) as it may direct in order that the ~~notice~~ **summons** may be served on that person.

**5A. Filing of grounds for contesting or supporting application for judicial review (O. 53, r. 5A)**

Rule 152,  
Rec 144 to 148

**If the respondent or any other person who has filed an acknowledgment of service under rule 2C wishes to contest the application for judicial review or support it on a ground other than one contained in the notice of application for leave, he shall, within 35 days after service of the order giving leave to apply for judicial leave, file in the Registry and serve on the applicant and all other interested parties –**

- (a) detailed grounds for contesting the application for judicial review or supporting it on additional grounds; and**
- (b) any affidavit evidence.**

**5B. Applicant may not rely on additional grounds unless leave given (O. 53, r. 5B)**

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At the hearing of the application for judicial review, the applicant may not seek to rely on grounds other than those for which he has been given leave to apply for it unless the leave of the Court has been given.

5C. Evidence (O. 53, r. 5C)

At the hearing of the application for judicial review, no affidavit evidence may be relied on unless –

- (a) it has been served in accordance with any –
  - (i) rule under this Order; or
  - (ii) direction of the Court; or
- (b) the Court gives leave.

5D. Court's powers to hear any person (O. 53, r. 5D)

(1) Any person may apply for leave to –

- (a) file evidence; or
- (b) make representations at the hearing of the application for judicial review.

(2) An application under paragraph (1) must be made promptly.

6. Statements and affidavits (O. 53, r. 6)

Rule 153,  
Rec 144 to 148

~~(1) Copies of the statement in support of an application for leave under rule 3 must be served with the notice of motion or summons and, subject to paragraph (2), no grounds shall be relied upon or any relief sought at the hearing except the grounds and relief set out in the statement.~~

~~(2) The Court may on the hearing of the motion or summons allow the applicant to amend his statement, whether by specifying different or additional grounds or relief or otherwise, on such terms, if any, as it thinks fit and may allow further affidavits to be used by him. (L.N. 223 of 1995)~~

~~(3) Where the applicant intends to ask to be allowed to amend his statement or to use further affidavits, he shall give notice of his intention and of any proposed amendment to every other party.~~

~~(4) Any respondent who intends to use an affidavit at the hearing shall file it in the Registry as soon as practicable and in any event, unless the Court otherwise directs, within 56 days after service upon him of the documents required to be served by paragraph (1). (L.N. 404 of 1991)~~

~~(5) Each party to the application must supply to every other party copies of every affidavit which he proposes to use at the hearing, including, in the case of the~~

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~~applicant, the affidavit in support of the application for leave under rule 3.~~

## 7. Claim for damages (O. 53, r. 7)

(1) On an application for judicial review the judge may, subject to paragraph (2), award damages to the applicant if-

- (a) he has included in the statement in support of his application for leave under ~~rule 3~~ **rule 2A** a claim for damages arising from any matter to which the application relates, and
- (b) the Court is satisfied that, if the claim had been made in an action begun by the applicant at the time of making his application, it could have been awarded damages.

Rule 154,  
Rec 144 to 148

(2) Order 18, rule 12, shall apply to a statement relating to a claim for damages as it applies to a pleading.

## 8. Application for discovery, interrogatories, cross-examination, etc. (O. 53, r. 8)

(1) Unless the judge otherwise directs, any interlocutory application in proceedings on an application for judicial review may be made to any judge in chambers or a master.

(2) In this paragraph “interlocutory application” (非正審申請) includes an application for an order under Order 24 or 26 or Order 38, rule 2(3), or for an order dismissing the proceedings by consent of the parties.

(3) This rule is without prejudice to any statutory provision or rule of law restricting the making of an order against the Crown.

## 9. Hearing of application for judicial review (O. 53, r. 9)

(1) On the hearing of any ~~motion or~~ summons under rule 5, any person who desires to be heard ~~in opposition to~~ **in opposition to or in support of** the ~~motion or~~ summons, and appears to the Court to be a proper person to be heard, shall be heard, notwithstanding that he has not been served with ~~notice of the motion or the~~ summons.

Rule 155,  
Rec 144 to 148

Rule 27,  
Rec 10 to 16

(2) Where the relief sought is or includes an order of certiorari to remove any proceedings for the purpose of quashing them, the applicant may not question the validity of any order, warrant, commitment, conviction, inquisition or record unless before the hearing of the motion or summons he has lodged with the Registrar a copy thereof verified by affidavit or accounts for his failure to do so to the satisfaction of the Court hearing the motion or summons.



(3) Where an order of certiorari is made in any such case as is referred to in paragraph (2), the order shall, subject to paragraph (4), direct that the proceedings shall be quashed forthwith on their removal into the Court of First Instance. (25 of 1998 s. 2)

(4) Where the relief sought is an order of certiorari and the Court is satisfied that there are grounds for quashing the decision to which the application relates, the Court may, in addition to quashing it, remit the matter to the court, tribunal or authority concerned with a direction to reconsider it and reach a decision in accordance with the findings of the Court.

(5) Where the relief sought is a declaration, an injunction or damages and the Court considers that it should not be granted on an application for judicial review but might have been granted if it had been sought in an action begun by writ by the applicant at the time of making his application, the Court may, instead of refusing the application, order the proceedings to continue as if they had been begun by writ; and Order 28, rule 8, shall apply as if the application had been made by summons.

#### **10. Saving for person acting in obedience to mandamus (O. 53, r. 10)**

No action or proceeding shall be begun or prosecuted against any person in respect of anything done in obedience to an order of mandamus.

#### **12. Consolidation of applications (O. 53, r. 12)**

Where there is more than one application pending under section 21K of the Ordinance against several persons in respect of the same office, and on the same grounds, the Court may order the applications to be consolidated.

#### **13. Order made by judge may be set aside, etc. (O. 53, r. 13)**

(HK) An appeal shall lie, from an order of a judge granting or refusing an application for judicial review, to the Court of Appeal, which may set aside or confirm any such order or substitute such order as ought to have been made.

#### **14. Meaning of “Court” (O. 53, r. 14)**

In relation to the hearing by a judge of an application for leave under rule 3 or of an application for judicial review, any reference in this Order to “the Court” (法庭) shall, unless the context otherwise requires, be construed as a reference to the judge.

(Enacted 1988)

Remarks**15. Transitional provision relating to rule 26 of Amendment Rules 2007 (O. 53, r. 15)**Rule 28.  
Rec 10 to 16

**Where, immediately before the commencement of rule 26 ("the amending rule") of the Amendment Rules 2007, an application by originating motion made under rule 5(1) as in force immediately before the commencement is pending, then the application is to be determined as if the amending rule had not been made.**

**16. Transitional provision relating to Part 22 of the Amendment Rules 2007 (O. 53, r. 15)**Rule 156.  
Rec 144 to 148

**Where, immediately before the commencement of Part 22 of the Amendment Rules 2007, an application for judicial review made in accordance with this Order as in force immediately before the commencement is pending, then nothing in that Part is to apply in relation to the application, and this Order in force immediately before the commencement is to continue to apply in relation to the application as if that Part had not been made.**