



House of Lords
House of Commons

Joint Committee on Statutory Instruments

Thirtieth Report of Session 2024-25

HC 291-xxx / HL Paper 150

*The Registration of Marriages and Civil Partnerships
(Registration Provisions) (Amendment) Regulations 2025*

*The Genetic Technology (Precision Breeding) Act 2023
(Commencement No. 1) Regulations 2025*

Joint Committee on Statutory Instruments

The Joint Committee on Statutory Instruments (JCSI) is appointed to consider statutory instruments made in exercise of powers granted by Act of Parliament. Instruments not laid before Parliament are included within the Committee's remit; but local instruments and instruments made by devolved administrations are not considered by JCSI unless they are required to be laid before Parliament.

The role of the JCSI, whose membership is drawn from both Houses of Parliament, is to assess the technical qualities of each instrument that falls within its remit and to decide whether to draw the special attention of each House to any instrument on one or more of the following grounds:

- i. that it imposes, or sets the amount of, a charge on public revenue or that it requires payment for a licence, consent or service to be made to the Exchequer, a government department or a public or local authority, or sets the amount of the payment;
- ii. that its parent legislation says that it cannot be challenged in the courts;
- iii. that it appears to have retrospective effect without the express authority of the parent legislation;
- iv. that there appears to have been unjustifiable delay in publishing it or laying it before Parliament;
- v. that there appears to have been unjustifiable delay in sending a notification under the proviso to section 4(1) of the Statutory Instruments Act 1946, where the instrument has come into force before it has been laid;
- vi. that there appears to be doubt about whether there is power to make it or that it appears to make an unusual or unexpected use of the power to make;
- vii. that its form or meaning needs to be explained;
- viii. that its drafting appears to be defective;
- ix. any other ground which does not go to its merits or the policy behind it.

The Committee usually meets weekly when Parliament is sitting.

Current membership

House of Lords

[Lord Brady of Altrincham](#) (Conservative; Life peer)

[Lord Carter of Haslemere](#) (Crossbench; Life peer)

[Lord Meston](#) (Crossbench; Excepted Hereditary)

[Baroness Miller of Chilthorne Domer](#) (Liberal Democrat; Life peer)

[Lord Sahota](#) (Labour; Life peer)

[Baroness Sater](#) (Conservative; Life peer)

[Lord Watson of Wyre Forest](#) (Labour; Life peer)

House of Commons

[Sir Bernard Jenkin](#) (Conservative; Harwich and North Essex) (Chair)

[Lewis Atkinson](#) (Labour; Sunderland Central)

[Helena Dollimore](#) (Labour; Hastings and Rye)

[Charlie Maynard](#) (Liberal Democrat; Witney)

[Andrew Pakes](#) (Labour; Peterborough)

[David Pinto-Duschinsky](#) (Labour; Hendon)

[Gareth Snell](#) (Labour; Stoke-on-Trent Central)

Powers

The full constitution and powers of the Committee are set out in House of Commons Standing Order No. 151 and House of Lords Standing Order No.74, relating to Public Business.

Publication

This Report, together with formal minutes relating to the report, was Ordered by the House of Commons and by the House of Lords, on 2 July 2025, to be printed.

It was published on 4 July 2025. All publications of the Committee are on the Internet at www.parliament.uk/jcsi.

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Contacts

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Instruments reported

At its meeting on 2 July 2025 the Committee scrutinised a number of instruments in accordance with Standing Orders. It was agreed that the special attention of both Houses should be drawn to two of those considered. The instruments and the grounds for reporting are given below. The relevant departmental memoranda are published as appendices to this report.

1 S.I. 2025/569: Reported for failure to comply with proper legislative practice

The Registration of Marriages and Civil Partnerships (Registration Provisions) (Amendment) Regulations 2025

Procedure: Not subject to Parliamentary procedure

- 1.1 The Committee draws the special attention of both Houses to these Regulations on the ground that they fail to comply with proper legislative practice in one respect.**
- 1.2** These Regulations amend the Registration of Marriages Regulations 2015 and the Civil Partnership (Registration Provisions) Regulations 2005 as a consequence of amendments made by the Victims and Prisoners Act 2024. The Schedule to the Regulations contains new forms giving effect to the amendments made by the 2024 Act. The Committee was concerned about the small size of the font used for Forms 2 and 4, both in the hard copy and as published online. The Committee asked the Home Office to explain why the forms are published both online and in print in a font that makes it difficult to decipher the wording.
- 1.3** In a memorandum printed at Appendix 1, the Department explains that Forms 2 and 4 are landscape oriented so that the contents fit on one page to align with Forms 1 and 3, which mirror Forms 2 and 4 mirror save for the addition of a Welsh translation. The Department adds that the font used on all four forms is a standard size when viewed at A4 size, which is the size of the forms when used operationally, and provides a link to the forms at this “operational” size on the Government’s website. The Department then explains that the S.I. drafting software does not enable the insertion

of forms in this format, with the software used resulting in an automatic resizing of images, which leads to a smaller sized font within the instrument itself. Noting the Committee's First Special Report of Session 2017–19, *Transparency and Accountability in Subordinate Legislation*, the Department undertakes to consider possible technical solutions to the sizing of the images and whether to issue a corrected reprint.

- 1.4** The Committee remains clear that the principle of accessibility of legislation requires that hard copies of forms sold by the National Archives or published on legislation.gov.uk in the normal way should be capable of being read without difficulty. The Committee welcomes the Department's suggestion that it will consider possible technical solutions in the hope that this will resolve the problems caused by the drafting software's resizing of images. **The Committee accordingly reports Forms 2 and 4 in the Schedule to the Regulations for failure to comply with proper legislative practice, acknowledged in part by the Department.**

2 S.I. 2025/575: Reported for defective drafting

The Genetic Technology (Precision Breeding) Act 2023 (Commencement No. 1) Regulations 2025

Procedure: Not subject to Parliamentary procedure

- 2.1 The Committee draws the special attention of both Houses to these Regulations on the ground that they are defectively drafted in one respect.**
- 2.2** These Regulations bring into force provisions of the Genetic Technology (Precision Breeding) Act 2023. Regulation 1(2) states that these Regulations extend to England and Wales and Scotland. However, amongst the numerous provisions being brought into force only one provision—section 41 – extends to Scotland. The Committee asked the Department for Environment, Food and Rural Affairs to explain the apparent breadth of regulation 1(2).
- 2.3** In a memorandum printed at Appendix 2, the Department explains that it considered it preferable to provide that the whole instrument should extend to England and Wales and Scotland rather than to make separate provision dealing solely with the commencement of section 41 of the 2023 Act, on the basis that the greater includes the lesser and that it is not possible for the Regulations to increase the extent of any provision in the Act.

2.4 The Committee does not disagree with either of these propositions. In general terms, the Committee approves of the practice of extent provisions being included in statutory instruments, even when they may be technically unnecessary, on the basis that they can be helpful to readers of legislation. However, the Committee takes the view that for extent provisions to be most useful care must be taken to ensure that they are not drafted in an overly broad fashion. As the Committee said in its Fourth Report of Session 2021–22 in relation to application provisions, it is important to avoid introducing another layer of unnecessary confusion for the reader. Given that what justifies the inclusion of extent provisions is their utility to the reader, the Committee takes the view that regulation 1(2) should have achieved a greater degree of clarity by being more specific about the single provision being commenced that extends to Scotland. **The Committee accordingly reports regulation 1(2) for defective drafting.**

Instruments not reported

At its meeting on 2 July 2025 the Committee considered the instruments set out in the Annex to this Report, none of which were required to be reported to both Houses.

Annex

Draft instruments requiring affirmative approval

S.I. Numbers	S.I. Title
Draft	The Warm Home Discount (Amendment) Regulations 2025
Draft	The Terrorism Act 2000 (Proscribed Organisations) (Amendment) Order 2025

Instruments subject to annulment

S.I. Numbers	S.I. Title
S.I. 2024/685	The Food Additives and Novel Foods (Authorisations and Miscellaneous Amendments) and Food Flavourings (Removal of Authorisations) (England) Regulations 2024
S.I. 2024/1093	The Trade in Endangered Species of Wild Fauna and Flora (Council Regulation (EC) No 338/97) (Amendment) Regulations 2024
S.I. 2024/1261	The Damages (Personal Injury) (England and Wales) Order 2024
S.I. 2025/626	The Higher Education (Registration Fees) (England) (Amendment) Regulations 2025

S.I. Numbers	S.I. Title
S.I. 2025/629	The Transport Act 2000 (Air Traffic Services) (Amendment) Order 2025
S.I. 2025/636	The National Health Service (Charges, Remission of Charges and Pharmaceutical Services etc.) (Amendment and Transitional Provisions) Regulations 2025
S.I. 2025/641	The Communications Act 2003 (Restrictions on the Advertising of Less Healthy Food) (Effective Date) (Amendment) Regulations 2025
S.I. 2025/653	The Capital Buffers and Macro-prudential Measures Regulations 2025
S.I. 2025/660	The Institute for Apprenticeships and Technical Education (Transfer of Functions etc) Act 2025 (Consequential Amendments) Regulations 2025
S.I. 2025/663	The Immigration (Exemption from Control) (Amendment) Order 2025
S.I. 2025/672	The Antarctic (Amendment) Regulations 2025
S.I. 2025/706	The Allocation of Housing (Qualification Criteria for Victims of Domestic Abuse and Care Leavers) (England) Regulations 2025

Draft instruments subject to annulment

S.I. Numbers	S.I. Title
Draft	Solihull (Electoral Changes) Order 2025

Instruments not subject to Parliamentary proceedings not laid before Parliament

S.I. Numbers	S.I. Title
S.I. 2025/637	The Power to Award Degrees etc. (Spurgeon's College) (Amendment) Order 2025
S.I. 2025/677	The Inspectors of Education, Children's Services and Skills (No. 3) Order 2025
S.I. 2025/699	The Wireless Telegraphy (Limitation of Number of Licences) Order 2025

Appendix 1: Memorandum from the Home Office

S.I. 2025/569

The Registration of Marriages and Civil Partnerships (Registration Provisions) (Amendment) Regulations 2025

1. The Committee has asked the Home Office for a memorandum on the following point(s):

Explain why Forms 2 and 4 in the Schedule are published both online and in print in a font that makes it difficult to decipher the wording.
2. Forms 2 and 4 are the same as Forms 1 and 3, but with the addition of a Welsh translation. They are landscape orientated in order that the contents fit on one page to align with Forms 1 and 3. The font used on all four forms is a standard size when viewed at A4 size, which is the size of the forms when used operationally. The forms are also available online on gov.uk.¹
3. The S.I. drafting software does not enable the insertion of documents in Word format, and therefore the forms have to be converted into the Tagged Image File Format (TIFF), as this usually produces the best quality image. However, upon conversion, the image is automatically re-sized leading to a smaller sized font for insertion into the instrument.
4. Noting the Committee's general point about the size of wording in statutory forms in its First Special Report of 2017–19, the Home Office will consider possible technical solutions to the sizing of the images and whether to issue a corrected reprint.

Home Office

24 June 2025

¹ [Handling prisoner applications to marry or form a civil partnership: PSI 14/2016 - GOV.UK](#)

Appendix 2: Memorandum from the Department for Environment, Food and Rural Affairs

S.I. 2025/575

The Genetic Technology (Precision Breeding) Act 2023 (Commencement No. 1) Regulations 2025

1. The Committee has asked the Department for Environment, Food and Rural Affairs for a memorandum on the following point(s):

Explain why regulation 1(2) states that these Regulations extend to England and Wales and Scotland when, aside from section 41, the remaining sections of the Genetic Technology (Precision Breeding) Act 2023 being commenced by these Regulations extend to England and Wales only pursuant to section 47(1) of the Act.
2. When providing in regulation 1(2) of the above-mentioned Regulations that they extend to England and Wales and Scotland, the Department had regard to the wording of section 47(2) of the Genetic Technology (Precision Breeding) Act 2023 (“the Act”) which provides that section 41 of the Act extends to England and Wales and Scotland.
3. The Department considered it preferable in drafting terms to provide that the whole instrument should extend to England and Wales and Scotland rather than to make separate provision dealing solely with the commencement of section 41 of the Act. This is because the greater includes the lesser and that it is not possible for the Regulations to increase the extent of any provision in the Act

Department for Environment, Food and Rural Affairs

23 June 2025

Formal Minutes

Wednesday 2 July 2025

Members present

Sir Bernard Jenkin, in the Chair

Lewis Atkinson

Lord Carter of Haslemere

Helena Dollimore

Lord Meston

Baroness Miller of Chilthorne Domer

Andrew Pakes

Lord Sahota

Baroness Sater

Lord Watson of Wyre Forest

Report consideration

Draft Report (Thirtieth Report), proposed by the Chair, brought up and read.

Ordered, That the draft Report be read a second time, paragraph by paragraph.

Paragraphs 1.1 to 2.4 read and agreed to.

Annex agreed to.

Papers were appended to the Report as Appendices 1 to 2.

Resolved, That the Report be the Thirtieth Report of the Committee to both Houses.

Ordered, That the Chair make the Report to the House of Commons and that the Report be made to the House of Lords.

Adjournment

Adjourned till Wednesday 9 July at 3.40 p.m.

List of Reports from the Committee during the current Parliament

All publications from the Committee are available on the [publications page](#) of the Committee's website.

Session 2024–25

Number	Title	Reference
29th	2 Statutory Instruments Reported	HC 291-xxix
28th	1 Statutory Instrument Reported	HC 291-xxviii
27th	3 Statutory Instruments Reported	HC 291-xxvii
26th	3 Statutory Instruments Reported	HC 291-xxvi
25th	2 Statutory Instruments Reported	HC 291-xxv
24th	2 Statutory Instruments Reported	HC 291-xxiv
23rd	2 Statutory Instruments Reported	HC 291-xxiii
22nd	3 Statutory Instruments Reported	HC 291-xxii
21st	2 Statutory Instruments Reported	HC 291-xxi
20th	5 Statutory Instruments Reported	HC 291-xx
19th	No Statutory Instruments Reported	HC 291-xix
18th	2 Statutory Instruments Reported	HC 291-xviii
17th	No Statutory Instruments Reported	HC 291-xvii
16th	1 Statutory Instrument Reported	HC 291-xvi

Number	Title	Reference
15th	1 Statutory Instrument Reported	HC 291-xv
14th	No Statutory Instruments Reported	HC 291-xiv
13th	8 Statutory Instruments Reported	HC 291-xiii
12th	2 Statutory Instruments Reported	HC 291-xii
11th	2 Statutory Instruments Reported	HC 291-xi
10th	2 Statutory Instruments Reported	HC 291-x
9th	2 Statutory Instruments Reported	HC 291-ix
8th	4 Statutory Instruments Reported	HC 291-viii
7th	1 Statutory Instrument Reported	HC 291-vii
6th	4 Statutory Instruments Reported	HC 291-vi
5th	5 Statutory Instruments Reported	HC 291-v
4th	2 Statutory Instruments Reported	HC 291-iv
3rd	10 Statutory Instruments Reported	HC 291-iii
2nd	No Statutory Instruments Reported	HC 291-ii
1st	2 Statutory Instruments Reported	HC 291-i