

Table of Contents

| | |
|-----------------------------------|------|
| <i>Table of Cases.....</i> | xiii |
| <i>Table of Legislation</i> | xxi |

| | |
|--|----|
| 1. Legislation as a Means of Regulation: Effectiveness in Legislative Drafting..... | 1 |
| Introduction | 1 |
| The Nature of Rules for Regulation: Art or Technology?..... | 10 |
| The Universality of Rules for Regulation | 16 |
| Compilations of Rules for Regulation: Homogeneity versus Rigidity? | 19 |
| Conclusions | 20 |
| 2. Drafting Instructions | 21 |
| What are Drafting Instructions? | 22 |
| Purposes of Drafting Instructions | 24 |
| The Four Principles of Drafting Instructions | 27 |
| What is the Content of Drafting Instructions? | 29 |
| Quality of Legislative Instructions..... | 32 |
| Style of Drafting Instructions | 34 |
| Conclusions: a Checklist for Quality Drafting Instructions | 35 |
| To Sum Up: Checklist for Legislative Instructions | 36 |
| 3. The Legislative Plan: Designing a Legislative Solution | 38 |
| Designing a Legislative Solution: What is it? | 39 |
| The Advantages of Compiling a Legislative Plan..... | 41 |
| The Elements of Analysis in the Legislative Plan | 44 |
| Analysis of the Existing Law | 44 |
| Analysis of the Necessity of Legislation as a Solution to the Identified Social Need..... | 46 |
| Analysis of Potential Danger Areas..... | 48 |
| Analysis of the Policy Options and the Preferred Legislative Solution..... | 51 |
| Analysis of the Projected Interpretation of the Legislation..... | 57 |
| Initial Considerations of Structure: Thring's Five 'Golden Rules' .. | 59 |
| Conclusions | 60 |
| 4. Structure of a Bill..... | 61 |
| The Theory: Lord Thring's Five Rules of Drafting Revised | 62 |
| More Doctrine: Bergeron's Rules..... | 65 |
| The Practice: Thornton's Approach..... | 66 |
| Structure in Brief: the Traditional Style | 67 |

| | |
|--|-----|
| Structure in Brief: Innovation | 68 |
| Arrangements in Parts | 71 |
| Headings | 73 |
| Sections | 74 |
| Marginal Notes | 74 |
| Marginal References | 76 |
| Table of Arrangements or Arrangement of Sections | 76 |
| Real Innovation: the Layered Approach | 76 |
| An Example of the Layered Approach in Action: The Succession to Crown Act 2013 (UK) | 79 |
| 5. Clarity, Precision, Unambiguity and the Legislative Sentence | 85 |
| The Basics | 85 |
| Ambiguity and Vagueness | 88 |
| Semantic Ambiguity | 92 |
| Common Problems with Small Words: May, Shall, And/Or | 92 |
| Unless—Except | 94 |
| Scale Indicators | 95 |
| Terms Conveying Ranges of Numbers, Days, Dates and Ages | 95 |
| That and Which | 96 |
| Serial Commas and Ambiguity | 98 |
| Syntactic Ambiguity or Ambiguity at the Sentence Level | 98 |
| The Placement Problem | 99 |
| Modifiers of Nouns | 100 |
| Punctuation: Thornton's Four Rules of Punctuation | 102 |
| Gender-Neutral Drafting (gnd) | 103 |
| 6. Plain Language | 108 |
| What is Plain Language? | 108 |
| Plain Language Aspect 1: Knowing your Audience | 113 |
| Plain Language Aspect 2: Easy Communication | 116 |
| Common Problems of Legislative Texts | 117 |
| Best Practices for an Easy Communication: Plain Language Innovations | 123 |
| The Debate: Concerns with Plain Language | 125 |
| Concern 1: Plain Language Lowers the Standards of Good Writing | 125 |
| Concern 2: Intelligibility | 126 |
| Concern 3: Plain Language Can only be Achieved if Certainty is Sacrificed | 127 |
| Concern 4: Plain Language Leads to a Loss of Established Meanings of Words Settled over Centuries of Judicial Interpretation | 129 |
| The Way Forward | 130 |

| | |
|---|-----|
| 7. Preliminary Provisions | 132 |
| The Structure of an Act | 133 |
| Preliminary Provisions: A Plain Language Approach | 133 |
| The Introductory Text (Formerly Known as Long Title) | 139 |
| Enacting Clause | 141 |
| Start Date (Formerly Known as Commencement) | 143 |
| Application Provisions | 147 |
| Innovations for the Future | 147 |
| 8. Principal Provisions: the National, EU and International Dimension | 149 |
| Principal Provisions | 149 |
| Substantive Provisions | 151 |
| Administrative Agency Provisions | 152 |
| The EU Dimension: National Implementing Measures | 152 |
| The Choice of Form | 154 |
| The Choice of Language, Syntax and Structure | 164 |
| Summing up | 168 |
| The International Dimension: Implementing International Agreements | 169 |
| Innovation | 174 |
| 9. Final Provisions | 176 |
| Saving Provisions | 176 |
| Transitional Provisions | 179 |
| Repeals and Consequential Amendments | 182 |
| Purpose Clause/Objectives | 185 |
| Commencement/Duration Provisions or Start/End Date | 188 |
| Short Title | 190 |
| Schedules | 191 |
| Schedule of Definitions | 194 |
| Other Schedules | 196 |
| 10. Comparative Legislative Drafting | 199 |
| The Clichés | 201 |
| Statutory Interpretation | 202 |
| Rules of Interpretation and Construction in the Common Law: Ilbert's Rules | 202 |
| Rules of Interpretation and Construction in the Civil Law World | 204 |
| The End of the Cold War in (Statutory) Interpretation | 204 |
| Stare Decisis | 205 |
| Drafting Rules and Conventions | 207 |
| Conclusions | 211 |

| | |
|---|-----|
| 11. Time in Legislation | 213 |
| Prospective Provisions | 214 |
| Legalising Provisions | 215 |
| Retrospective Legislation..... | 219 |
| Retroactive Provisions | 220 |
| The Drafter and Legalising Provisions..... | 220 |
| 12. Amending Provisions | 223 |
| Initial Considerations | 224 |
| Express and Implied Amendment..... | 225 |
| Direct and Indirect Amendment | 226 |
| Drafting Techniques for Direct Textual Amendments | 231 |
| Indirect Amendments..... | 235 |
| Amalgamating Indirect Referential Amendment with Direct Textual Amendment..... | 238 |
| Consequential Amendments | 239 |
| Implied Repeals..... | 240 |
| 13. Penal Provisions..... | 242 |
| Drafting Instructions: Initial Considerations | 243 |
| The Legislative Plan | 244 |
| The Parts of a Penal Provisions | 246 |
| Rules of Construction | 247 |
| General Rules and Innovation | 247 |
| Expressing the Conduct..... | 248 |
| Sanctions | 249 |
| Special Circumstances | 250 |
| Defences | 252 |
| Special Considerations..... | 253 |
| 14. Delegated Legislation..... | 257 |
| What is Delegated Legislation?..... | 257 |
| The Role of the Drafter in Delegated Legislation | 260 |
| Use of Delegated Legislation | 262 |
| Validity of Delegated Legislation..... | 267 |
| Construction | 269 |
| 15. Drafting for Consolidation v Drafting for Codification | 276 |
| Codification | 278 |
| Consolidation..... | 281 |
| Codification versus Consolidation..... | 284 |
| Diverse Models and the EU..... | 287 |
| 16. Taxation Legislation | 290 |
| Understanding Drafting Instructions: Initial Considerations for the Drafter..... | 290 |

| | |
|---|-----|
| Analysing the Proposal..... | 291 |
| Designing the Law..... | 292 |
| Initial Design | 298 |
| Drafting..... | 299 |
| Verification..... | 302 |
| Use of Code..... | 303 |
| 17. Extra-territorial Legislation..... | 304 |
| The Theory of Extra-territoriality: Realism, Liberalism and Beyond | 306 |
| Extra-territoriality in Practice..... | 310 |
| Blocking Legislation | 314 |
| Alternatives to Blocking Legislation | 316 |
| The Rules on Extra-territorial Legislation | 317 |
| 18. Statutory Interpretation and Legislative Drafting..... | 318 |
| Current Techniques of Statutory Interpretation in the UK..... | 320 |
| The Drafters' Duty | 327 |
| Presumptions..... | 328 |
| Maxims | 330 |
| Drafting and Statutory Interpretation..... | 330 |
| 19. Quality of Legislation Post-Lisbon and the Role of Parliaments | 333 |
| The EU's Regulatory Framework for Legislative Quality | 333 |
| The Post-Lisbon Smart Regulation Initiative | 338 |
| The UK Approach to Regulatory Quality..... | 347 |
| Modern Parliaments and Legislative Quality..... | 351 |
| 20. Legislative Education and Training | 354 |
| Education and Training..... | 354 |
| Training versus Mentoring on the Job..... | 358 |
| Clinical Education and Training in Legislative Drafting | 361 |
| National versus Universal Training for Drafters | 362 |
| Conclusions..... | 364 |
| <i>Index.....</i> | 366 |