Personal, social, health and economic education in schools (England)

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One page briefing

What is PSHE?
The PSHE Association defines personal, social, health and economic education (PSHE) as:

…a planned programme of learning through which children and young people acquire the knowledge, understanding and skills they need to manage their lives, now and in the future.

What provision do schools have to make?
PSHE is a non-statutory subject, but the Government expects all schools to make provision for it.

In September 2013, following an internal review, the Department for Education issued new guidance on PSHE, which makes clear that it is largely up to schools to determine what is taught; it also states that the then Government did not intend to publish new non-statutory programmes of study for PSHE.

The Government provides funding to various bodies, principally the PSHE Association, to support the teaching of PSHE.

PSHE Association programme of study
The PSHE Association has published its own programme of study for PSHE, covering Key Stages 1-4.

The programme includes focus on a variety of areas, including diversity and equality, relationships of different kinds, personal financial choices, drugs education, the importance of respecting and protecting the environment, and people’s rights and responsibilities as members of families and other groups, and as citizens.

Concerns and calls for statutory PSHE
Concerns have regularly been raised about the quality of PSHE provision, by Ofsted and others, often focused on the priority given to the subject and the level of expertise available in PSHE teaching.

There have been regular calls for PSHE to be made statutory, often driven by the belief that this greater priority would improve PSHE provision. The Education Committee published a report recommending this change in February 2015, and Private Members’ Bills have been tabled for all or part of PSHE to become statutory. The last Labour Government had planned to make PSHE statutory, but the measures were not passed ahead of the 2010 General Election.

Campaigns for PSHE to be made statutory have met with resistance, particularly from groups who believe that the topics covered in PSHE are primarily the responsibility of parents.

Government position
The Government response to the Education Committee report, published in July 2015, did not take forward the recommendation for PSHE to be made statutory, although it stated that it would be giving further consideration to the Committee’s arguments later in 2015.

In January 2016, the Chairs of four Commons select committees – education, health, home affairs and business, innovation and skills – wrote to the Education Secretary in support of statutory PSHE and sex and relationship education (SRE).
1. PSHE: position on the curriculum

1.1 Personal, social, health and economic education (PSHE)

Personal, social, health and economic education (PSHE) is taught in schools across England. The PSHE Association defines PSHE as:

…a planned programme of learning through which children and young people acquire the knowledge, understanding and skills they need to manage their lives, now and in the future.¹

PSHE is a non-statutory subject. However, the National Curriculum Framework states that:

All schools should make provision for personal, social, health and economic education (PSHE), drawing on good practice. Schools are also free to include other subjects or topics of their choice in planning and designing their own programme of education.²

In September 2013, the Department for Education issued new guidance on PSHE, which makes clear that it is largely up to schools to determine what is taught; it also states that the then Government did not intend to publish new non-statutory programmes of study for PSHE.

Personal, social, health and economic (PSHE) education is an important and necessary part of all pupils’ education. All schools should teach PSHE, drawing on good practice, and this expectation is outlined in the introduction to the proposed new national curriculum.

PSHE is a non-statutory subject. To allow teachers the flexibility to deliver high-quality PSHE we consider it unnecessary to provide new standardised frameworks or programmes of study. PSHE can encompass many areas of study. Teachers are best placed to understand the needs of their pupils and do not need additional central prescription.

However, while we believe that it is for schools to tailor their local PSHE programme to reflect the needs of their pupils, we expect schools to use their PSHE education programme to equip pupils with a sound understanding of risk and with the knowledge and skills necessary to make safe and informed decisions.

Schools should seek to use PSHE education to build, where appropriate, on the statutory content already outlined in the national curriculum, the basic school curriculum and in statutory guidance on: drug education, financial education, sex and relationship education (SRE) and the importance of physical activity and diet for a healthy lifestyle.³

The new guidance followed a review of PSHE carried out by the Coalition Government, which reported in March 2013, separately from

¹ PSHE Association, What is PSHE and why is it important? [accessed 15 September 2015]
² Department for Education, The national curriculum in England: Framework document: for teaching 1 September 2014 to 31 August 2015, September 2013
³ Department for Education, Personal, social, health and economic education, 11 September 2013
its review of the National Curriculum. The Summary Report of the consultation on PSHE education (which includes discussion of sex and relationship education) sets out the views of the respondents to that consultation.

PSHE Association

The Government provides grant funding to the PSHE Association to work with schools to advise them in developing their own PSHE curriculums and improve the quality of teaching.

The association focuses on signposting schools to resources and in expanding their Chartered Teacher of PSHE programme. The Government has also asked the association to promote the teaching of consent as part of SRE.

The PSHE Association has published its own programme of study for PSHE, covering Key Stages 1-4. The programme has three core themes:

- Health and Wellbeing
- Relationships
- Living in the Wider World

Within these headings the programme includes focus on a variety of areas, including diversity and equality, relationships of different kinds, personal financial choices, drugs education, the importance of respecting and protecting the environment, and people’s rights and responsibilities as members of families and other groups, and as citizens.

Nicky Morgan speech March 2015

In March 2015, the Education Secretary made a speech to the Bright Blue think tank which made announcements on further initiatives on PSHE alongside the PSHE Association:

We will establish a new charter mark for schools in conjunction with the PSHE Association. This will be awarded to schools that demonstrate excellence in this area in order to give schools something to strive for in improving their PSHE teaching, and making it easier for schools struggling in this area to work with the best.

[…]

And later this week we will launch new guidance, produced by the association on one of the most important and sensitive areas of PSHE teaching: consent.

The new guidance will build on an existing programme of work between the Department and the PSHE Association, and will give

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4 Written Ministerial Statement at HC Deb 21 Mar 2013 c52WS
5 Department for Education, Consultation on PSHE Education: Summary Report, March 2013
6 Department for Education, Personal, social, health and economic education, 11 September 2013
7 PSHE Association, PSHE programme of study (Key stages 1-4), October 2014
teachers important information about the law on consent, helping them to design effective lessons accordingly.8

Other funded bodies
For drug and alcohol education, the Government launched a new evidence-based information service in April 2013 called Mentor-ADEPIS for those working with young people, including schools and teachers. The new service provides practical advice and tools.

The Government also provides funding to the Centre for the Analysis of Youth Transitions (CAYT) to develop a database of evaluations of programmes aimed at improving outcomes for young people.

PSHE Expert Group
In February 2014, the Department for Education established the PSHE Expert Group, one of 16 expert groups formed in response to the implementation of the new national curriculum. The group was comprised of lead professionals in the field of PSHE practice and had a budget of £2,000 to cover meeting expenses.9

The Group published a report in November 2014, setting out a variety of recommendations including that PSHE be made a statutory entitlement.10

The report stated that "moving forward, the [Expert] group will continue to meet independently of the DfE, under the auspices of the Expert Subject Advisory Group network."11

1.2 Sex and relationship education (SRE)
Sex and relationship education is distinct from PSHE, although many issues relating to SRE may be taught within the PSHE curriculum. As the two subjects are so closely linked, particularly in calls for greater provision, this briefing includes an overview of SRE requirements. The Library briefing on SRE in schools, SN06103, provides more detail on the current position and also on debates regarding possible reform.

Current position
The gov.uk website provides a brief overview of the rules relating to SRE in schools:

Sex and relationship education (SRE) is compulsory from age 11 onwards. It involves teaching children about reproduction, sexuality and sexual health. It doesn’t promote early sexual activity or any particular sexual orientation.

Some parts of sex and relationship education are compulsory - these are part of the national curriculum for science. Parents can withdraw their children from all other parts of sex and relationship education if they want.

8  Rt Hon Nicky Morgan MP, Preparing young people for life in modern Britain, 10 March 2015 [accessed 11 September 2015]
9  Department for Education Supplementary evidence to the Education Committee, January 2015
10  Personal, Social, Health and Economic Education Expert Group, Report and Recommendations, November 2014, p4
11  Ibid., p9
All schools must have a written policy on sex education, which they must make available to parents for free.

Academies and free schools do not have to follow the National Curriculum and so are not under the same statutory obligations as local authority maintained schools. As such, they are not obliged to teach sex and relationship education; if they do provide it, they must have regard to the SRE guidance issued by the Secretary of State.

Proposals for change

During the 2010 Parliament concerns were frequently raised about the content, status and quality of SRE. In 2013, an Ofsted report found that SRE “required improvement in over a third of schools,” with primary pupils ill-prepared for the physical and emotional changes of puberty, and secondary education placing too much emphasis on “the mechanics” of reproduction.

Private Members’ Bills have been tabled during both the 2010 and 2015 Parliaments to introduce compulsory SRE (sometimes within proposed statutory PSHE), and Labour and Green Party MPs tabled amendments with this aim during the passage of the Children and Families Act 2014. The previous Labour Government had proposed legislation prior to the 2010 General Election to ensure that all children receive at least one year of sex and relationship education, but the relevant measures did not pass (see section 3.1 of this briefing for more information).

There have also been calls from across parties for the Government’s SRE guidance, which has been in place since 2000, to be updated to better equip teachers in the world transformed by the internet. The Coalition Government argued that supplementary advice for schools published by the PSHE Association, the Sex Education Forum and Brook, “Sex and relationships education (SRE) for the 21st century”, performed this function.

In February 2015 the Commons Education Select Committee recommended that age-appropriate SRE should become a statutory subject in primary and secondary schools, albeit with parents retaining their right to withdraw children. The Government response published in July 2015 did not take forward this recommendation, although it stated that it would be giving further consideration to the Committee’s arguments this year. The Chair of the new Education Committee, Neil Carmichael, was critical of the Government’s response.

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12 Unless there is a clause in their funding agreements requiring SRE to be taught.
13 Department for Education and Employment, Sex and Relationship Education Guidance, July 2000
14 Ofsted, Not yet good enough: personal, social, health and economic education in schools, May 2013
15 HC Deb 14 Oct 2014 c280
16 House of Commons Education Select Committee, All schools should have to provide PSHE and SRE, 17 February 2015
18 House of Commons Education Select Committee, Government response to sex education report is “feeble”, 16 July 2015
2. PSHE provision

2.1 Ofsted report on PSHE provision (2013)

Ofsted has published a series of reports on PSHE provision and good practice. The most recent report, *Not yet good enough: personal, social, health and economic education in schools*, was published in May 2013. The report stated that learning in PSHE education was:

…good or better in 60% of schools and required improvement or was inadequate in 40%...

In the two fifths of schools where learning was weak, pupils had gaps in their knowledge and skills, most commonly in the serious safeguarding areas of personal safety in relation to sex and relationships, mental health, and alcohol misuse.19

2.2 Education Committee report

In 2014-15, the Commons Education Select Committee conducted an enquiry into PSHE and SRE, including consideration of whether the two subjects should be made statutory. In February 2015 Committee recommended that age-appropriate PSHE, including SRE, should become a statutory subject in primary and secondary schools.20 The Committee believed that the then Government’s:

…current strategy for improving PSHE is weak, with a mismatch between the priority that ministers claim they give PSHE and the steps that have been taken to improve the quality of teaching in the subject.21

The Government response published in July 2015 did not take forward this recommendation for PSHE to be made statutory, although it stated that it would be giving further consideration to the Committee’s arguments this year.22

The Chair of the new Education Committee, Neil Carmichael, was critical of the Government’s response:

The response made by the Government today is disappointing.

Ministers entirely sidestep the call made by MPs in the closing months of the last Parliament to give statutory status to PSHE.

They also reject or brush over nearly every other recommendation made by the previous Education Committee in their key report published five months ago.

It is unclear why it should have taken the Government so long to publish such a feeble response.23

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19 Ofsted, *Not yet good enough: personal, social, health and economic education in schools*, May 2013, p4-5
20 House of Commons Education Select Committee, *All schools should have to provide PSHE and SRE*, 17 February 2015
21 Ibid.
In November 2015, the Chair of the Committee wrote to the Education Secretary to stress that the Committee expected an update on statutory status, and urging that the arguments in favour of statutory status should be considered carefully. In December 2015, Natasha Devon, founder of the Self-Esteem Team and mental health champion at the Department for Education, told the Education Committee in oral evidence to its inquiry into the mental health and wellbeing of looked after children that she believed the Education Secretary favoured statutory status, but that there were budgetary issues:

Q50: [...] As far as I am aware—this is just anecdotal—Nicky Morgan is in favour of it being made statutory, so the question is: what more can we do? My hunch is that financial considerations are at the root of the decision not to make it statutory, because as soon as you make it statutory you have to give it a budget.

Joint letter from select committee Chairs
In January 2016, the Chairs of four Commons select committees – education, health, home affairs and business, innovation and skills – wrote to the Education Secretary, citing committee reports and statements from the Children’s Commissioner and the Chief Medical Officer, in support of statutory PSHE and SRE.

The letter stated that it was “clear to the four of us that there is a need to work towards PSHE and SRE becoming statutory in all schools.”

2.3 Teaching
The 2013 Ofsted report, stated that the teaching of PSHE required improvement:

Teaching required improvement in 42% of primary and 38% of secondary schools. Too many teachers lacked expertise in teaching sensitive and controversial issues, which resulted in some topics such as sexuality, mental health and domestic violence being omitted from the curriculum. This was because subject-specific training and support were too often inadequate. In 20% of schools, staff had received little or no training to teach PSHE education. Teaching was not good in any of these schools.

The report recommended that schools should “ensure that staff teaching PSHE education receive subject-specific training and regular updates, including in the teaching of sensitive issues.”

From 2004 to 2010 the Department for Children, Schools and Families and the Department of Health funded a certificated national programme of PSHE Continuing Professional Development (CPD); the

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25 Education Committee, Uncorrected oral evidence: Mental health and well-being of looked after children, HC 481, 16 December 2015
26 Education Committee, Letter from Neil Carmichael MP, Dr Sarah Wollaston MP, Rt Hon Keith Vaz MP, and Iain Wright MP, to Rt Hon Nicky Morgan MP, 8 January 2016
27 Ofsted, Not yet good enough: personal, social, health and economic education in schools, p7
28 Ibid., p8
Education Committee recommended in its February 2015 report that this funding be reintroduced. The Government rejected this recommendation in its response. The response highlighted the PSHE quality mark (see Nicky Morgan speech, on page 5 of this briefing):

To enable schools to demonstrate excellence in the quality of their PSHE teaching, the Government [has] announced the development of a new, rigorous PSHE quality mark. This will give parents more information about the quality of a school’s PSHE provision and will highlight schools which are already providing opportunities for wider development for their pupils through PSHE. It will make it easier for schools struggling in this area to work with the best. The new PSHE quality mark will be brought in line with similar accreditations of its type which require schools to provide evidence for the depth and quality of their teaching in a particular area. The new accreditation will drive improvement in the subject, with many schools seeking the award expected to make tangible improvements to their teaching to achieve the quality mark.

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29 House of Commons Education Select Committee, All schools should have to provide PSHE and SRE, p3
31 Ibid., p4
3. Calls for statutory PSHE

3.1 Legislative proposals

Labour Government plans

The Children’s Plan, published by the then Department for Children, Schools and Families in December 2007, emphasised the then Labour Government’s view it was important for schools to develop young people in the round, as well as ensuring that they receive an excellent education. Amongst other things, it announced a review of the delivery of sex and relationships education, and also set out the Government’s commitment to examine the effectiveness of drugs education. Subsequently a Drugs and Alcohol Advisory Group was commissioned to carry out a review and to make its recommendations to the Secretary of State. Both these reviews recommended that good PSHE was vital to providing a healthy, rounded education.\(^{32}\)

On 23 October 2008, Jim Knight, the then Schools Minister announced in a Written Ministerial Statement that the Government had decided that PSHE should have statutory status.\(^{33}\) The Minister asked Sir Alasdair Macdonald to report to the Secretary of State on a practicable way forward. Sir Alasdair reported to the Secretary of State in March 2009: Independent Review of the proposal to make Personal, Social, Health and Economic Education (PSHE) statutory.

In a Written Ministerial Statement on 5 November 2009 the then Secretary of State, Ed Balls, announced his decision to proceed with legislation to make PSHE education part of the statutory National Curriculum in both primary and secondary education, and that parents’ right to withdraw their children from sex and relationship education (SRE) should continue but only until their children reach the age of 15, so that every young person would receive at least one year of SRE before the end of compulsory education.\(^{34}\)

Measures to legislate for these proposals were included in the Children, Schools and Families Bill before Parliament shortly before the 2010 General Election. For background see Library research paper 09/95 on the Children, Schools and Families Bill, Session 2009-10 (pages 23-27).

Many of the Bill’s provisions, including the introduction of compulsory PSHE education and the provision that all children receive at least one year of sex and relationship education were removed during the consideration of Lords Amendments on 8 April 2010 immediately before the dissolution of Parliament for the general election.

The provisions in the Bill that did survive are now contained in the Children, Schools and Families Act 2010.

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\(^{32}\) DCSF Press Release, All pupils to get healthy lifestyle lessons, 23 October 2008

\(^{33}\) HC Deb 23 Oct 2008 c15-17WS

\(^{34}\) HC Deb 5 Nov 2009 c49-52WS
Recent Private Members’ bills
In July 2015, Caroline Lucas presented a new Personal, Social, Health and Economic Education (Statutory Requirement) Bill 2015-16, which would make PSHE, including SRE, compulsory in all state-funded schools. The Bill has its First Reading on 15 July35 and is due to have its Second Reading in the Commons in January 2016. Caroline Lucas previously presented a Bill to introduce compulsory PSHE in the 2014-15 session, but this did not receive a Second Reading.

Teresa Pearce, who was sixth in the 2015 Private Members’ Bill Ballot,36 presented the Compulsory Emergency First Aid Education (State-funded Secondary Schools) Bill 2015-16 in June 2015. First Aid is a topic that is currently often taught within PSHE. The Bill had its Second Reading on 20 November 2015; the debate is due to be resumed on 29 January 2016.37

Amendment to Psychoactive Substances Bill
An amendment was tabled by Labour during the Committee Stage of the Psychoactive Substances Bill [HL] in the House of Commons in October 2015 to make PSHE a foundation subject in the National Curriculum in England. In keeping with the Bill, the amendment included particular requirements relating to drugs education.38

Lyn Brown spoke to the amendment, and also the New Clause, for Labour. She was critical of PSHE provision in England, citing the Ofsted report published in 201339:

Ofsted…found that in 60% of schools PSHE training was not good enough and certainly needed to improve, and the evidence from the Government’s own inspectors suggests that the Government’s approach to PSHE just is not working. And all this is happening while the presence of NPS [new psychoactive substances] has begun to grow in our communities.40

Lyn Brown criticised a lack of “comprehensive drug education” in England, arguing that a better approach was taken in Wales, where education was “at the forefront” of drugs prevention policy.41 Lyn Brown supported statutory PSHE as “an important tool in our fight against psychoactive drugs and those who push them,”42 and said that the amendment for progress on education to be included in the review of the Act “would focus minds in the Home Office and compel it to put in place the most effective and comprehensive awareness campaign possible.”43

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35 HC Deb 15 Jul 2015 c928-934
36 Parliament, Private Members’ Bill Ballot, 4 June 2015
37 HC Deb 20 Nov 2015 c937-961 and c984-1019
38 New Clause 4 – list of amendments 27 October 2015
39 Ofsted, Not yet good enough: personal, social, health and economic education in schools, May 2013
40 PBC 29 Oct 2015 c76
41 PBC 29 Oct 2015 c76
42 PBC 29 Oct 2015 c79
43 PBC 29 Oct 2015 c81
Speaking for the Government, Mike Penning stated that the Department for Education would be writing to the Education Committee by the end of the year on the status of PSHE.\textsuperscript{44}

Lyn Brown said she would probably return to these issues at Report Stage, the date for which has not yet been announced.\textsuperscript{45}

### 3.2 Support for statutory PSHE

The PSHE Expert Group established by the Coalition Government (see page 6) recommended that PSHE be made statutory:

…as a means of ensuring that the subject is always delivered by trained and supported teachers, with adequate curriculum time. It is our view that the great potential of the subject is not being realised, and that system change is needed.\textsuperscript{46}

The PSHE Association is conducting a \textit{campaign} in support of statutory status for PSHE. The campaign lists a wide range of supporters, including the NUT, Royal College of Nursing, and British Red Cross.\textsuperscript{47}

In October 2015, the PSHE Association published a \textit{paper} making the case for statutory status, which stated that “statutory status for PSHE education is supported by 92% of pupils, 90% of parents, 88% of teachers and 85% of business leaders.”\textsuperscript{48} The paper argued that non-statutory status was the root of the problems facing PSHE:

As a non-statutory, non-examined subject, PSHE education is not held to the same standards of rigour as other subjects and PSHE teachers are not given the curriculum time or training they need to deliver to the standards we should expect.\textsuperscript{49}

The Sex Education Forum is also \textit{campaigning} for an entitlement to statutory PSHE, focused on SRE.

The Children’s Commissioner for England, Anne Longfield, was quoted in a recent press article on sexual offences in UK schools as supporting statutory PSHE to help children “understand what is inappropriate or illegal behaviour.”\textsuperscript{50}

Another recent \textit{report} in the \textit{Telegraph}, on child sexual abuse, noted the support of the NSPCC and Barnardo’s for statutory PSHE.\textsuperscript{51}

### 3.3 Opposition to statutory status

During the First Reading debate of the \textit{Personal, Social, Health and Economic Education (Statutory Requirement) Bill 2015-16}, (see section

\begin{itemize}
  \item \textsuperscript{44} PBC 29 Oct 2015 c84
  \item \textsuperscript{45} PBC 29 Oct 2015 c85-86
  \item \textsuperscript{46} Personal, Social, Health and Economic Education Expert Group, \textit{Report and Recommendations}, p4
  \item \textsuperscript{47} PSHE Association, \textit{Pledge your support for statutory PSHE education} [accessed 14 September 2015]
  \item \textsuperscript{48} PSHE Association, \textit{Personal, Social, Health and Economic (PSHE) education – a curriculum for life. The case for statutory status}, October 2015, p3
  \item \textsuperscript{49} Ibid.
  \item \textsuperscript{50} BBC News, \textit{School sex crime reports in UK top 5,500 in three years}, 6 September 2015
  \item \textsuperscript{51} Telegraph, \textit{Lessons to prevent sexual abuse should be mandatory, experts demand}, 3 September 2015
\end{itemize}
3.1), Philip Davies argued against the Bill and the principle of PSHE being made statutory:

I oppose the Bill in principle. Parents who do not want their children to have the values of their teacher inflicted on them when they may be against the values of those parents should be supported by this Parliament in being able to remove their children from such lessons if they see fit. Parental responsibility, parental choice and the freedom of parents to allow children to be brought up with their values should be protected in this House, not just trampled over because we happen to have different individual opinions.52

Opposition to statutory PSHE often focuses on the issue of parental responsibility and whether it is appropriate for the type of issues covered in PSHE to be taught by teachers rather than parents. In written evidence to the Education Committee, the Family Education Trust stated that “most of the components of PSHE are the primary responsibility of parents” and that:

The more that schools take to themselves responsibility for these areas, the less parents will be inclined to view them as their responsibility. If PSHE were to become a statutory part of the curriculum alongside other curriculum subjects, there would be a very real danger that, over the course of time, parents would no more consider themselves responsible for these aspects of their children’s physical, emotional and social development than they typically regard themselves as responsible for the teaching of English, maths, history and science.53

Evidence to the Committee from the Evangelical Alliance raised similar issues, emphasise role of parents in teaching the topics covered in PSHE, with particular reference to the sensitivity of SRE.54

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52 HC Deb 15 Jul 2015 c931
53 Family Education Trust, Further Written Evidence to the Education Committee, November 2014
54 Evangelical Alliance, Written Evidence to the Education Committee, July 2014
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