



## BRIEFING PAPER

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# Queen's Speech 2016

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## Summary

The Queen's Speech at the beginning of the 2016-17 Session will take place on Wednesday 18 May 2016.

The State Opening of Parliament marks the beginning of the parliamentary session. Its main purpose is for the monarch formally to open Parliament and, in the Queen's Speech, deliver an outline of the Government's proposed policies and legislation for the coming session of Parliament.

This note identifies issues and bills that may appear in the Queen's Speech. Section 2 reviews legislation that has already been introduced and carried over; has been published, or is expected to be published, in draft, in the current Session; was announced in the Queen's Speech in May 2015, but has not been proceeded with so far; or was previously published in draft (draft bills that have subsequently been introduced and carried over are recorded twice). Section 3 reports statements or press speculation indicating that a particular issue is likely to be the subject of future legislation.

### Bills in progress

The following bills are being carried over from the 2015-16 Session:

- *Policing and Crime Bill 2015-16*;
- *Investigatory Powers Bill 2015-16*;
- *High Speed Rail (London - West Midlands) Bill 2015-16* (hybrid bill); and
- *Finance (No 2) Bill 2015-16*.

Three draft bills were published in 2015-16:

- Draft Investigatory Powers Bill – the Bill was introduced and carried over;
- Draft Wales Bill; and
- Draft Energy Bill.

Three bills were announced in the May 2015 Queen's Speech but not introduced. Legislation in these areas is still expected by ministers:

- Buses;
- Extremism; and
- Votes for Life.

### Potential subjects of legislation

The following issues are potential subjects of legislation:

- Schools policy
  - Academies schools
  - School funding reform
  - Careers advice
- Higher Education
- Adoption
- Homelessness
- Guardianship
- Civil registration: Mother's details on marriage certificates
- Combatting tax evasion
- Chief Executive of the Financial Conduct Authority

- Railways
- Privatisation of the Land Registry
- Local Government Finance
- Electoral administration
- Wildlife (Law Commission Bill)
- Prisons (draft legislation)
- Legislation to implement the Strathclyde Review

# 1. Introduction

The Queen's Speech at the beginning of the 2016-17 Session will take place on Wednesday 18 May 2016.<sup>1</sup>

Following the passage of the *Fixed-term Parliaments Act 2011*, parliamentary sessions have run from spring to spring.<sup>2</sup> The Queen's Speech at the beginning of the 2012-13 Session took place on Wednesday 9 May 2012,<sup>3</sup> the first Wednesday after the local government elections held on 3 May 2012; the Queen's Speech at the beginning of the 2013-14 Session took place on Wednesday 8 May 2013,<sup>4</sup> the first Wednesday after the local government elections held on 2 May 2013; and the Queen's Speech at the beginning of the 2014-15 Session took place on Wednesday 4 June 2014,<sup>5</sup> after combined local and European elections on 22 May 2014.

Sections 2 and 3 of this note identify issues and bills that may appear in the Queen's Speech. Section 2 reviews legislation that has already been introduced and carried over; has been published, or is expected to be published, in draft, in the current Session; was announced in the Queen's Speech in May 2015, but has not been proceeded with so far; or was previously published in draft (draft bills that have subsequently been introduced and carried over are recorded twice). Section 3 reports statements or press speculation indicating that a particular issue is likely to be the subject of future legislation.

Some general information on the State Opening ceremony is provided in Section 4.

Section 5 provides a short summary of the progress of bills announced in the Queen's Speech at the beginning of the 2015-16 Session.

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<sup>1</sup> [HC Deb 10 March 2016 c432](#)

<sup>2</sup> [HC Deb 13 September 2010 cc33WS-34WS](#)

<sup>3</sup> [HC Deb 9 May 2012 cc3-5](#)

<sup>4</sup> [HC Deb 8 May 2013 cc3-4](#)

<sup>5</sup> [HC Deb 4 June 2014 cc4-6](#)

## 2. Bills continuing from 2015-16 Session

### 2.1 Bills that have been the subject of carry-over motions

Generally bills that have not completed their passage through both Houses of Parliament are lost at the end of a parliamentary session. However, since the beginning of the 2004-05 Session, House of Commons Standing Orders have provided for ministers to move motions to carry-over a bill from one session to the next, with consideration of each bill resuming at the point reached at prorogation. The Commons can only agree to carry-over Government bills that were introduced in the Commons and have not been sent to the Lords.

The House has agreed to carry-over the following bills in the 2015-16 Session.

#### **Policing and Crime Bill**

The [Policing and Crime Bill 2015-16](#) was the subject of a carry-over motion on 7 March 2016, which was agreed without a division.<sup>6</sup>

#### **Investigatory Powers Bill**

The [Investigatory Powers Bill 2015-16](#) was the subject of a carry-over motion on 15 March 2016, which was agreed without a division.<sup>7</sup>

The draft Investigatory Powers Bill was published in November 2015.<sup>8</sup>

The draft bill was scrutinised by a Joint Committee, by the Science and Technology Committee and by the statutory Intelligence and Security Committee. All three committees reported in February 2016.<sup>9</sup> The Government's response to all three committees was published on 1 March 2016.<sup>10</sup>

#### **High Speed Rail (London - West Midlands) Bill (Hybrid Bill)**

The [High Speed Rail \(London - West Midlands\) Bill](#) was introduced on 25 November 2013. The Bill is a hybrid bill. The Bill received a second reading on 28 April 2014,<sup>11</sup> and a carry-over motion to provide for its suspension at the end of the 2013-14 Session and at the end of the 2014-15 Session to be resumed in the following Sessions was agreed to on 29 April 2014.<sup>12</sup> The Bill has completed its passage through the

<sup>6</sup> [HC Deb 7 March 2016 c104](#)

<sup>7</sup> [HC Deb 15 March 2016 c908](#)

<sup>8</sup> Home Office, [Draft Investigatory Powers Bill](#), Cm 9152, November 2015

<sup>9</sup> Joint Committee on the Draft Investigatory Powers Bill, [Draft Investigatory Powers Bill](#), 11 February 2016, HC 651 2015-16; Science and Technology committee, [Investigatory Powers Bill: technology issues](#), 1 February 2016, HC 573 2015-16; Intelligence and Security Committee, [Report on the draft Investigatory Powers Bill](#), 9 February 2016, HC 795 2015-16

<sup>10</sup> Home Office, [Investigatory Powers Bill: Government Response to Pre-Legislative Scrutiny](#), Cm 9219, March 2016

<sup>11</sup> [HC Deb 28 April 2014 cc557-668](#)

<sup>12</sup> [HC Deb 29 April 2014 cc771-774](#)

House of Commons and a carry-over motion was agreed on 23 March 2016.<sup>13</sup> The Bill received a second reading in the House of Lords on 14 April 2016 and was committed to a select committee.<sup>14</sup>

## Finance Bill

The *Finance (No 2) Bill 2015-16* was the subject of a carry-over motion on 11 April 2016, which was agreed without a division.<sup>15</sup>

## 2.2 Bills announced in 2015-16 but not yet introduced

### Buses Bill

A *Buses Bill* was announced in the Queen's Speech 2015 but has not been introduced.<sup>16</sup>

On 13 April 2016, the Parliamentary Under-Secretary, Department for Transport, Andrew Jones, said that "Work continues on the drafting of the Bill. Its introduction will depend on the Parliamentary timetable, but we are working towards introducing the Bill in the next session".<sup>17</sup>

### Extremism Bill

An Extremism Bill was announced in the Queen's Speech 2015 but has not yet been introduced.<sup>18</sup>

The Government's *Counter-Extremism Strategy* was published on 19 October 2015. The Strategy stated that the Government would:

... introduce new powers to: ban extremist organisations that promote hatred and draw people into extremism; restrict the harmful activities of the most dangerous extremist individuals; and restrict access to premises which are repeatedly used to support extremism.<sup>19</sup>

It also noted that a new Extremism Community Trigger would be introduced. And, the Strategy said that the Government would "also strengthen the role of the Disclosure and Barring Service (DBS)".<sup>20</sup>

### Votes for Life Bill

British citizens living overseas are entitled to be registered to vote in UK Parliamentary elections for up to 15 years in the constituency they were registered in before leaving the UK. They are not entitled to vote in UK local elections or elections to the devolved assemblies.

After the general election of 2015 the Government indicated that it would bring forward a *Votes for Life Bill* in the Queen's Speech of 27

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<sup>13</sup> [HC Deb 23 March 2016 cc1679-1680](#)

<sup>14</sup> [HL Deb 14 April 2016 c434](#)

<sup>15</sup> HC Deb 11 April 2016 c152

<sup>16</sup> Prime Minister's Office Press Office, [The Queen's Speech 2015](#), 27 May 2015, pp100-101

<sup>17</sup> PQ 32814 [on Bus Services], 13 April 2016

<sup>18</sup> Prime Minister's Office Press Office, [The Queen's Speech 2015](#), 27 May 2015, pp62-63

<sup>19</sup> HM Government, [Counter-Extremism Strategy](#), Cm 9148, October 2015, para 112

<sup>20</sup> HM Government, [Counter-Extremism Strategy](#), Cm 9148, October 2015, paras 117-119

May 2015.<sup>21</sup> The Government indicated that its provisions would abolish the 15 year rule: make it easier for overseas voters to cast their votes in time for them to be counted and allow for the secure and accessible registration of overseas voters.

This Bill was not introduced but, on 9 March 2016, Lord Bridges of Headley said that the government “will introduce a Bill in due course”.<sup>22</sup>

## 2.3 Draft bills published in 2015-16 Session

### Wales Bill

The draft bill was published on 20 October 2015.<sup>23</sup>

The draft bill was scrutinised by the Welsh Affairs Committee. The Committee’s report was published on 28 February 2016.<sup>24</sup>

The BBC reported that on 29 February 2016, the then Secretary of State for Wales, Stephen Crabb had promised “significant changes” before the Bill was introduced in the summer:

Welsh Secretary Stephen Crabb has promised "significant changes" to his plans for further devolution, after MPs called for a re-think.

[...]

The bill will be delayed until summer to allow time for changes, Mr Crabb said.<sup>25</sup>

### Energy Bill

The draft Energy Bill was published on 21 January 2016.<sup>26</sup>

The draft legislation was scrutinised by the Energy and Climate Change Committee. The Committee has not yet reported.<sup>27</sup>

### Bills published in draft, introduced and carried over in 2015-16

The *Investigatory Powers Bill* was published in draft, and then introduced later in the 2015-16 Session and was subsequently carried over for further consideration in 2016-17 (see section 2.1).

<sup>21</sup> Prime Minister’s Office Press Office, [The Queen’s Speech 2015](#), 27 May 2015, pp96-97

<sup>22</sup> [PQ HL6395](#) [on Political Parties: Finance], 9 March 2016

<sup>23</sup> Wales Office, [Draft Wales Bill](#), Cm 9144, 20 October 2015

<sup>24</sup> Welsh Affairs Committee, [Pre-legislative scrutiny of the draft Wales Bill](#), 28 February 2016, HC 449 2015-16

<sup>25</sup> BBC News, [Wales Bill needs significant changes, Stephen Crabb says](#), 29 February 2016

<sup>26</sup> Department of Energy and Climate Change, [Draft Legislation on Energy](#), Cm 9180, January 2016

<sup>27</sup> Energy and Climate Change Committee, [Pre-legislative scrutiny of the Government’s draft legislation on energy inquiry](#)



## 2.4 Other draft bills announced in the 2015-16 Session

A draft Public Service Ombudsman Bill was announced in the Queen's Speech 2015 but has not been published.<sup>28</sup>

On 15 March 2016, in response to a written question, Matthew Hancock, the Minister for the Cabinet Office, confirmed that the Government was "committed to the reform and modernisation of the public service ombudsman sector and it remains our intention to introduce draft legislation as soon as reasonably possible".<sup>29</sup>

A Library Briefing Paper, [The Parliamentary Ombudsman: role and proposals for reform](#) (CBP 7496), provides some background information.

## 2.5 Draft bills published in earlier Sessions and still under consideration

### Communications Data Bill

Pre-legislative scrutiny was undertaken by a joint committee. Its report was published on 11 December 2012.<sup>30</sup>

In responding to a question on the Intelligence and Security Committee on 4 March 2014, Lord Wallace of Saltaire said that "The Government have been developing a draft communications data Bill on which we will all have to consider how we move forward, probably in the first Session of the next Parliament".<sup>31</sup>

The Investigatory Powers Bill was introduced in 2015-16 and carried over (see section 2.1).

### Voting Eligibility (Prisoners) Bill

On 22 November 2012, the *Voting Eligibility (Prisoners) Draft Bill* was published. Chris Grayling, the Secretary of State for Justice said that the Government proposed that the draft bill should be considered by a Joint Committee.<sup>32</sup>

The draft bill was scrutinised by a joint committee.<sup>33</sup>

A Library Briefing Paper, [Prisoners' voting rights – in brief](#) (SN/PC/6480), provides background information.

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<sup>28</sup> Prime Minister's Office Press Office, [The Queen's Speech 2015](#), 27 May 2015, pp102-103

<sup>29</sup> [PQ 30340](#) 2015-16

<sup>30</sup> Joint Committee on the Draft Communications Data Bill, [Draft Communications Data Bill](#), 11 December 2012, HL Paper 79, HC 479, 2012-13

<sup>31</sup> [HL Deb 4 March 2014 c1220](#)

<sup>32</sup> Ministry of Justice, [Voting Eligibility \(Prisoners\) Draft Bill](#), Cm 8499, November 2012; [HC Deb 22 November 2012 cc745-746](#)

<sup>33</sup> Joint Committee on the Draft Voting Eligibility (Prisoners) Bill, [Draft Voting Eligibility \(Prisoners\) Bill](#), 18 December 2013, HL Paper 103 HC 924 2013-14

## Wild Animals in Circuses Bill

On 16 April 2013, the Government published the draft Wild Animals in Circuses Bill. In a written ministerial statement, the DEFRA Minister of State, David Heath, described the effect of the proposed legislation:

The draft Bill makes it an offence for any circus operator to use a wild animal in performance or exhibition in a travelling circus in England. The Government propose to give circus operators until 1 December 2015 to remove any wild animals from their circus before the offence comes into force.<sup>34</sup>

The draft Bill was scrutinised by the Environment, Food and Rural Affairs Committee.<sup>35</sup> The Government responded to the Committee's report in October 2013.<sup>36</sup>

A Library Briefing Paper, [Wild Animals In Circuses](#) (SN/SE/5992), provides background information.

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<sup>34</sup> [HC Deb 16 April 2013 c27WS](#)

<sup>35</sup> Environment, Food and Rural Affairs Committee, [Wild Animals in Circuses](#), 9 July 2013, HC 553 2013-14

<sup>36</sup> Environment, Food and Rural Affairs Committee, *Wild Animals in Circuses: Government Response to the Committee's Fourth Report of Session 2013-14*, 16 October 2013, HC 746 2013-14

## 3. Bills foreshadowed

This section reports statements or press speculation indicating that a particular issue could be the subject of future legislation – either mentioned in the Queen's Speech or introduced in draft for pre-legislative scrutiny.

### 3.1 Schools policy

The Government has announced a variety of legislative measures relating to schools policy. It is not yet clear whether the relevant measures will be contained within a single education bill, or several pieces of education legislation.

As education policy is devolved to the four countries of the UK, this legislation would relate to England only.

#### **Implementing the education White Paper: every school an academy**

The Chancellor of the Exchequer announced in his Budget statement in March 2016 that the Government would implement changes to ensure that all schools would become academies by 2022, with an order to convert to academy status in place by 2020 at the latest.<sup>37</sup>

On the following day, the Department for Education published a White Paper, [Educational Excellence Everywhere](#), which set out the Government's education proposals for the next five years. The paper states that the Government intends to legislate to implement the all-academy system, and that the relevant legislation would:

- Change local authorities' powers and duties to fit their new role in the reformed system, where they would no longer maintain schools
- Ensure that the best schools and school leaders have responsibility for school improvement
- Reform the legal framework for academies for the long term

The White Paper also includes proposals to legislate to bar unsuitable individuals from being governors of local authority maintained schools, to mirror the existing barring power that can be used for academies and independent schools.

#### **School Funding reform**

In the November 2015 [Spending Review](#), the Government confirmed it would consult on a new national school funding formula early in 2016, with revised funding arrangements being brought in from 2017-18.<sup>38</sup> The changes would be phased in over two years, with the reformed system in place for 2019-20.

On 7 March 2016 the Education Secretary, Nicky Morgan, announced the first two consultations on funding reform. The first of these proposed a national school funding formula which will include a basic

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<sup>37</sup> HM Treasury, [Budget 2016](#), March 2016, p3

<sup>38</sup> HM Treasury, [Spending Review and Autumn Statement 2015](#), November 2015, p45

per-pupil amount, and factors reflecting pupil characteristics, school and areas costs. A second consultation document was published on a national funding formula for pupils with high needs.

The consultation document on the [Schools national funding formula](#) indicated that, subject to the consultation, the Government would legislate to remove the existing requirements on local authorities to allocate school funding, to pave the way for a national school funding formula:

Removing the requirement for local authorities to set local formulae to allocate school funding would require a change to the *School Standards and Framework Act 1998*, and we intend to bring forward legislation at the next opportunity. We are proposing that this change should come into effect from 2019-20.<sup>39</sup>

## Careers advice

In January 2016, Nicky Morgan [announced](#) that the Government would legislate to require schools to ensure non-academic routes received “equal airtime” with academic routes as part of careers advice in schools. Schools would be required by law to collaborate with colleges, university technical colleges and other training providers to ensure this was done.<sup>40</sup>

The announcement indicated that legislation would be brought forward “at the earliest opportunity,” with further information to be provided in a forthcoming careers strategy.

## 3.2 Higher Education Bill

On 6 November 2015 the Government published a Green Paper, [Fulfilling Our Potential Teaching Excellence, Social Mobility and Student Choice](#), Cm 9141. This paper set out proposals to reform the higher education sector in England. The main aims of the paper were to: ensure that universities deliver the best possible value for money, reward excellent teaching in universities and encourage diversity and choice in the sector.

The paper outlined the creation of a new teaching quality assessment process - the Teaching Excellence Framework (TEF) and the establishment of a new body - the Office for Students which would replace the Higher Education Funding Council for England (HEFCE). It also set out provisions around HE regulation to “level the playing field” between publicly funded HEIs and private providers and to increase deregulation. The paper also included proposals on social mobility and research funding. Library briefing CBP 7399, [Higher Education Green Paper Fulfilling our Potential](#), 10 November 2015 gives details on the Green Paper.

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<sup>39</sup> Department for Education, [Schools national funding formula: Government consultation – stage one](#), March 2016, p36

<sup>40</sup> Department for Education, [New law will end 'outdated snobbery' towards apprenticeships](#), 25 January 2016

Some of the proposals in the Green Paper require primary legislation. An article in the *Times Higher Education* in February 2016 said that the government looked set to “introduce a higher education bill, possibly following a White Paper in May” after David Cameron said that he was “convinced of the need for legislation”.<sup>41</sup>

### 3.3 Adoption Bill

In [November 2015](#), the Government announced that it was “actively considering changes to adoption law, to make sure decisions are being made in the child’s best interests”, and in [January 2016](#) the Education Secretary confirmed that the Government would be “changing the law on adoption ... so that children are placed with their new family as quickly as possible”. Details of the proposed changes to the *Children Act 1989* were set out in [Adoption – A vision for change](#) published by the DfE in March 2016 with the intention to legislate “as soon as possible”.

It is not clear if this will be a standalone (and, presumably, rather short) piece of legislation.

The March 2016 paper stated that the adoption law would be amended “to ensure the following factors are properly prioritised when local authorities and courts are considering the best permanent option for the child at the end of care proceedings:

- whether the quality of care on offer under the different potential placements being considered will be sufficient to meet the child’s needs, especially in the light of the previous abuse and neglect the child may have suffered, and their need for high quality care to overcome this; and
- whether the placement will offer this quality of care throughout the child’s childhood (until they are 18) – rather than right now or just in the immediate future”.

### 3.4 Homelessness Bill

On 17 December 2015, the Communities Minister, Marcus Jones, confirmed that he would work with homelessness organisations and government departments to explore options, [including legislation](#), to prevent more people from facing a homelessness crisis in the first place.<sup>42</sup>

No information on the precise nature of any changes to the statutory duty. It is possible that a duty to prevent homelessness akin to that in Wales might be introduced.

### 3.5 Guardianship

At present there is no mechanism which specifically protects the property and affairs of a missing person. This can lead to serious practical problems.

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<sup>41</sup> John Morgan, “[Higher education bill ‘odds-on’ after Cameron backs legislation](#)”, *Time Higher Education*, 25 February 2016

<sup>42</sup> Department for Communities and Local Government press release, [Radical package of measures announced to tackle homelessness](#), 17 December 2015

Following calls for reform, the previous Government consulted on whether there ought to be a new legal mechanism by which a person could be appointed to act on behalf and in the best interests of a missing person.

On 23 March 2015, the Ministry of Justice published its response to the consultation and confirmed the previous Government's intention to create the new legal status of guardian of the property and affairs of a missing person. This would require primary legislation. The response document stated that there had been strong support for the provisional proposals.

On 23 March 2016, in a Westminster Hall debate on legal guardianship and missing people, junior Justice Minister, Dominic Raab said that the Government were committed to delivering reform, but did not give any firm indication about when legislation would be introduced:

Although I am sorry to disappoint anyone here today, I cannot give a specific date that is firmly etched in stone for introducing the legislation. I hope my hon. Friend the Member for York Outer and the whole House will recognise that the Government are committed to delivering the reform and are actively working to that end. It is vital to get the reform right, given that it creates a legal power over another's assets. We are committed to proceeding as swiftly as we can, never forgetting for a moment the scope that it offers to ease, if only by a modest degree, the pain and suffering endured by the families who have lost loved ones.<sup>43</sup>

Further information is provided in a Library briefing paper, [Missing persons, guardianship and the presumption of death](#) (Number 04890, 21 March 2016).

### 3.6 Civil registration: Mothers' details on marriage certificates

In England and Wales, the law requires all marriages to be registered once they have taken place. The system for registering marriages is currently paper-based. The prescribed particulars to be registered for a marriage include details of the father but not the mother of the bride and groom.

There have been calls from both within and outside of Parliament for mothers' details to be included in marriage registration.

On 18 August 2014, the Prime Minister announced the Government's intention to address this issue.

On 8 December 2015, there was a Westminster Hall debate on marriage registration certificates. Richard Harrington, a junior Home Office Minister, confirmed the Government's willingness to remedy the issue. He spoke of the need for a comprehensive solution and not a simple amendment of the current marriage register. The Minister said that officials at the Home Office were working with key stakeholders to ensure that the needs of all different types of family were met.

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<sup>43</sup> [HC Deb 23 March 2016 cc596-7WH](#)

Home Office Minister, James Brokenshire, has since answered a number of written questions which indicate that work is ongoing but that the timetable for change is not yet known. On 9 February 2016 he said:

There is agreement that the names of both parents should be included in the marriage entry. The Home Office has, therefore, been working with all interested parties to consider the most efficient and effective way to achieve this. Doing so is likely to require additional funding and changes to legislation, IT systems and administrative processes. A timetable will be confirmed for changes as soon as there is an opportunity to legislate on this matter.<sup>44</sup>

Further information is provided in a Library briefing paper, [Mothers' details on marriage certificates](#) (Number 07516, 29 February 2016).

### 3.7 Combatting tax evasion

In his statement following the leak of the Panama Papers, on 11 April 2016, the Prime Minister announced plans to legislate for a new criminal offence against companies that assist with tax evasion:

... we will take another major step forward in dealing with those who facilitate corruption. Under current legislation it is difficult to prosecute a company that assists with tax evasion, but we are going to change that. We will legislate this year for a new criminal offence to apply to corporations that fail to prevent their representatives from criminally facilitating tax evasion.<sup>45</sup>

HMRC published a consultation document on 17 April 2016:

- [Tackling tax evasion: legislation and guidance for a corporate offence of failure to prevent the criminal facilitation of tax evasion](#)

The consultation closes on 10 July 2016.<sup>46</sup> Such legislation may not require a stand-alone bill.

At Treasury Questions on 19 April 2016, the Chancellor confirmed that "we are introducing—this will be in the Queen's Speech—a new criminal offence of facilitating tax evasion, which will apply to the corporate sector in Britain as well".<sup>47</sup>

### 3.8 Chief Executive of the Financial Conduct Authority

During the Report Stage debate on the *Bank of England and Financial Services Bill 2015-16*, on 19 April 2016, Harriett Baldwin, the Economic Secretary to the Treasury, noted the Government's intention to change the legislation governing the appointment of the chief executive of the Financial Conduct Authority (FCA). She read from a letter to Andrew Tyrie from the Chancellor of the Exchequer:

I will seek, in a future Bill, to make a change to the legislation governing appointments to the FCA CEO to make the appointee subject to a fixed, renewable 5-year term. This would not apply to

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<sup>44</sup> [PO 25738 \[ on Marriage Certificates: Mothers\]. 9 February 2016](#)

<sup>45</sup> [HC Deb 11 April 2016 c26](#)

<sup>46</sup> HMRC had previously consulted on [tackling offshore tax evasion](#) in 2015 (

<sup>47</sup> [HC Deb 19 April 2016 c767](#)

Andrew Bailey, who I recently announced as the new head of the FCA, but would first apply to his successor.<sup>48</sup>

### 3.9 Railways Bill

In a written statement on Rail Reform, on 17 March 2016, the Secretary of State for Transport, Patrick McLoughlin, stated that

The recent report by the Competition and Markets Authority (CMA) into competition in passenger rail services recommended open access operators could benefit passengers if important reforms are made. These reforms include fairer charges and robust protections for taxpayers and investment. While charges are for the ORR, I hope that changes to charges can be made as soon as possible. I will now explore options for potentially implementing the CMA's recommendations, **including legislation if required**.<sup>49</sup>

### 3.10 Privatisation of Land Registry Bill

Intention to privatise the Land Registry was announced during the Autumn Statement 2015. A consultation process, which closes on 26 May 2016), is underway: [Consultation on moving Land Registry operations to the private sector](#).

### 3.11 Local Government Finance

The Government is planning to consult on reforming business rates in summer 2016.

The *Local Government Chronicle* has reported that it "understands Department for Communities & Local Government civil servants now expect some primary legislation will be needed. This means the changes would have to win the support of MPs".<sup>50</sup>

### 3.12 Electoral administration

The Electoral Commission recommended in 2014 that electors should be required to show photographic proof of their identity before they can be issued with a ballot paper at polling stations for elections and referendums in Great Britain. The Government has not yet responded to this recommendation but it is possible that this could be included in a more general electoral administration bill, which could potentially also implement any recommendations of Sir Eric Pickles' inquiry into electoral fraud which has not yet reported.<sup>51</sup>

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<sup>48</sup> [HC Deb 19 April 2016 c808](#)

<sup>49</sup> [HC Deb 17 March 2016 cc53WS-54WS](#) [emphasis added]

<sup>50</sup> Sarah Calkin and David Paine, "Exclusive: Business rates reform will need new legislation", [Local Government Chronicle](#), 17 November 2015

<sup>51</sup> On 14 August the Cabinet Office announced that Sir Eric Pickles, the Government's Anti-Corruption Champion, was to review electoral fraud and make recommendations on what could be done to tackle it [Cabinet Office press release, [Sir Eric Pickles to examine electoral fraud](#), 14 August 2015]



### 3.13 Wildlife Bill (Law Commission Bill)

At Business Questions on 17 March 2016, Henry Smith noted that in the last Parliament, “the Government tasked the Law Commission with drafting a wildlife Bill, which it has now duly done”. He asked, “When is it likely to be introduced?”

Chris Grayling, the Leader of the House replied that:

Of course, we cannot give advance billing of what will be in the Queen’s Speech on 18 May, but I have spoken to the Ministers involved and they tell me that they are looking at the issue carefully and hope to respond over the course of this year. Law Commission Bills are usually given a parliamentary slot when time allows, but I am afraid that I cannot commit to an exact timetable.<sup>52</sup>

The Law Commission’s [Wildlife Law](#) project and its draft bill to consolidate existing legislation governing the protection, control and management of wildlife are available on its website.

### 3.14 Prisons (draft legislation)

In February 2016, the Prime Minister, David Cameron, gave a speech in which he repeated his call (made in 2009) for league tables for prisons and argued that, in tackling deep-rooted social problems, prisons should not be a no go area. David Cameron set out the principles of the reform he wanted to see, which would follow the pattern of reforms to other public services, including

- Much greater autonomy for professionals working in public services
- Greater accountability and transparency and
- Dealing decisively and dramatically with persistent failure.<sup>53</sup>

The Lord Chancellor and Secretary of State for Justice, Michael Gove, had already outlined to the House his plans for reform, centred on giving governors more autonomy over temporary release and more generally:

I want to see governors who are currently in the system — people who joined the National Offender Management Service because of their idealism — given more freedom within the state sector to do what they do best. Baldly, my model is one of academy principals or of the chief executives and clinical directors of NHS foundation trusts who have shown that, with increased autonomy within a structure of clear accountability, they can achieve significant improvements.<sup>54</sup>

Michael Gove expanded on his proposals for prison reform in his [evidence session before the Justice Committee](#) on 16 March. He confirmed that a draft prison reform bill, to improve the management and performance of prisons, would be included in the Queen’s Speech. Amongst other things, he intended to introduce “reform prisons” (akin to academy schools, with league tables):

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<sup>52</sup> [HC Deb 17 March 2016 c1100](#)

<sup>53</sup> [“Cameron prison reform speech in full”](#), politics.co.uk, 8 February 2016

<sup>54</sup> [HC Deb 27 January 2016 cc344-5](#)

A draft prison reform bill to be introduced in next month's Queen's speech on 18 May will set out the legal framework for new prisons with strong governors and a degree of autonomy over budgets and the deployment of staff. The bill will also include powers for "reform prisons" to take over nearby failing jails on the same model as the development of school academy chains.<sup>55</sup>

Further discussion of the Government's plans for prison reform can be found in the Commons Library briefing paper [Queen's Speech 2016](#) (CBP 05646, 12 February 2016) and House of Lords In Focus [HM Government's proposals for prison reform](#) (LIF 2016/002, 18 January 2016).

### 3.15 A bill to implement the Strathclyde Review

On 26 October 2015 the House of Lords twice amended a motion so as to decline to consider a statutory instrument that would have implemented the Government's policy on tax credits. As a result, the Government launched a "rapid review" of the relationship between the two Houses of Parliament which was chaired by a former Leader of the House of Lords, Lord Strathclyde. Lord Strathclyde published his report on 17 December 2015.

Lord Strathclyde recommended that there should be a new procedure, set out in statute, which would allow the Lords to invite the Commons to "think again" when there is a disagreement on a statutory instrument between the two Houses.<sup>56</sup>

Following the publication of the report, it was debated in the House of Lords.<sup>57</sup> At the end of the debate, Baroness Stowell of Beeston said that:

We will reflect on the very important points that have been made today. My noble friend Lord Trefgarne and his committee will be looking at what has been put forward. There may be other committees of your Lordships' House that wish to do so as well. We will be considering this in the period ahead; at an appropriate point we will consider which is the best way forward, and I will return to your Lordships' House.<sup>58</sup>

Since then the Government has not responded but three House of Lords select committees have reported on the Strathclyde Review:

- Constitution Committee, [Delegated Legislation and Parliament: A response to the Strathclyde Review](#), 23 March 2016, HL 116 2015-16;
- Delegated Powers and Regulatory Reform Committee, [Special Report: Response to the Strathclyde Review](#), 23 March 2016, HL 119 2015-16; and

<sup>55</sup> "[Michael Gove announces plans for 'reform prisons'](#)", *Guardian* online, 16 March 2016

<sup>56</sup> [Strathclyde Review: Secondary legislation and the primacy of the House of Commons](#), Cm 9177, 17 December 2015

<sup>57</sup> [HL Deb 13 January 2016 cc272-380](#)

<sup>58</sup> [HL Deb 13 January 2016 c378](#)

- Secondary Legislation Scrutiny Committee, [\*Response to the Strathclyde Review: Effective parliamentary scrutiny of secondary legislation\*](#), 14 April 2016, HL 128 2015-16

## 4. Queen's Speech

The State Opening of Parliament marks the beginning of the parliamentary session. Its main purpose is for the monarch formally to open Parliament and, in the Queen's Speech, deliver an outline of the Government's proposed policies and legislation for the coming session of Parliament.

### The State Opening

State Opening is the main ceremonial event of the parliamentary calendar, attracting large crowds, both in person and watching on television and the internet. The Queen's procession from Buckingham Palace to Westminster is escorted by the Household Cavalry.

The Queen arrives at the Sovereign's Entrance at about 11.15am, and proceeds to the Robing Room, where she puts on the Imperial State Crown and parliamentary robe. A procession then leads through the Royal Gallery to the Chamber of the House of Lords, where the Queen takes the Throne.

The House of Lords official known as 'Black Rod' is sent to summon the Commons. In a symbol of the Commons' independence, the door to their chamber is slammed in his face and not opened until he has knocked on the door with his staff of office. The Members of the House of Commons follow Black Rod and the Commons Speaker to the Lords Chamber and stand behind the Bar of the House of Lords (at the opposite end of the Chamber from the Throne) to hear the Queen's Speech.

### Queen's Speech

The Queen's Speech is delivered by the Queen from the Throne in the House of Lords, in the presence of Members of both Houses.

Although the Queen reads the Speech, the content is entirely drawn up by the Government and approved by the Cabinet. It contains an outline of the Government's policies and proposed new legislation for the new parliamentary session.

### Debate on the Queen's Speech

Following the State Opening, a motion that the House sends a 'Humble Address' to the Queen thanking her for the Speech is introduced in both Houses. The Government's programme, as presented in the Queen's Speech, is then debated by both Houses for four or five days. In the House of Commons, the debate on the first day is a general one, with the following day's debates on particular subjects (such as health or foreign affairs). The Queen's Speech is voted on by the Commons, but no vote is taken in the Lords.

### History of State Opening

Traditions surrounding the State Opening and delivery of a speech by the monarch can be traced back at least to the 16th century. The

current ceremony dates from the opening of the rebuilt Palace of Westminster in 1852 after the fire of 1834.<sup>59</sup>

A similar description of the State Opening of Parliament used to appear on the Royal website. It noted that the ceremony “brings together the three elements of the legislature (the House of Commons, the House of Lords and The Queen)”, and then described the traditions associated with the ceremony:

As Head of State, it is the duty of The Queen formally to open each new session of Parliament.

[...]

Her Majesty has only missed two during her reign. The first time was in 1959 when she was pregnant with Prince Andrew and the second in 1963 when she was expecting Prince Edward.

[...]

Before The Queen travels to Parliament from Buckingham Palace, certain traditional precautions are observed.

A detachment of The Queen's Body Guard of the Yeomen of the Guard searches the cellars of the Houses of Parliament.

This tradition dates back to the Gunpowder Plot of 1605, when Guy Fawkes was arrested whilst preparing to blow up Parliament. Today, the Yeomen of the Guard continue this historic search, in addition to the security checks by police.

Another tradition is the 'hostage' MP, a Government whip who is held at Buckingham Palace to guarantee the safe return of the monarch.

The custom dates back to centuries when the monarch and Parliament were on less cordial terms.

Once these precautions have been taken, The Queen travels from Buckingham Palace in a State coach to the Palace of Westminster, usually accompanied by The Duke of Edinburgh.

The Imperial State Crown travels in its own carriage, ahead of The Queen, escorted by Members of the Royal Household.

On arrival, The Queen puts on the Imperial State Crown and her parliamentary robe ready for the ceremony itself. This takes place in the House of Lords.

Some 250 representatives of the House of Commons are summoned by Black Rod, who acts as The Queen's Messenger.

By tradition, the door of the House of Commons is slammed in Black Rod's face. It is then reopened to enable Black Rod to convey the Sovereign's summons to the Speaker.

This tradition is a reminder of the right of the Commons to exclude everyone but the Sovereign's messengers.

No monarch has set foot in the Commons since Charles I entered the Commons and tried to arrest five Members of Parliament in 1642.<sup>60</sup>

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<sup>59</sup> Houses of Parliament, [State Opening of Parliament](#)

<sup>60</sup> The Royal Website, [State Opening of Parliament](#) [last accessed 13 March 2013]

## 5. Progress of Bills announced in the Queen's Speech 2015

On 27 May 2015, the Queen's Speech was made from the throne in the House of Lords. On 28 May 2015, the Leader of the House of Commons, Chris Grayling, issued a written statement in which he listed the Bills that were announced the previous day.<sup>61</sup> His list is repeated below along with an indication of whether a bill was introduced. Those measures that have already been enacted are noted (**in bold**). Any carry-over motions relating to bills introduced in the 2015-16 Session are reported.

<b>Bill announced</b>	<b>Bill introduced</b>
Armed Forces Bill	<i>Armed Forces Bill 2015-16</i>
Bank of England Governance Bill	<i>Bank of England and Financial Services Bill 2015-16</i>
Buses Bill	
Charities (Protection and Social Investment) Bill	<b>Charities (Protection and Social Investment) Act 2016</b>
Childcare Bill	<b>Childcare Act 2016</b>
Cities and Local Government Devolution Bill	<b>Cities and Local Government Devolution Act 2016</b>
Education and Adoption Bill	<b>Education and Adoption Act 2016</b>
Energy Bill	<i>Energy Bill 2015-16</i>
Enterprise Bill	<i>Enterprise Bill 2015-16</i>
European Union (Finance) Bill	<b>European Union (Finance) Act 2015</b>
European Union Referendum Bill	<b>European Union Referendum Act 2015</b>
Extremism Bill	-
Full Employment and Welfare Benefits Bill	<b>Welfare Reform and Work Act 2016</b>
Housing Bill	<i>Housing and Planning Bill 2015-16</i>
Immigration Bill	<i>Immigration Bill 2015-16</i>
Investigatory Powers Bill	Draft Investigatory Powers Bill, published November 2015.  <i>Investigatory Powers Bill 2015-16;</i> Carry-over motion (15 March 2016)
National Insurance Contributions Bill	<b>National Insurance Contributions (Rate Ceilings) Act 2015</b>
Northern Ireland (Stormont House Agreement) Bill	See Note 1

<sup>61</sup> HC Deb 28 May 2015 c2WS

<b>Bill announced</b>	<b>Bill introduced</b>
Police Reform and Criminal Justice Bill	<i>Policing and Crime Bill 2015-16</i> ; Carry-over motion (7 March 2016)
Psychoactive Substances Bill	<b><i>Psychoactive Substances Act 2016</i></b>
Scotland Bill	<b><i>Scotland Act 2016</i></b>
Trade Unions Bill	<i>Trade Union Bill 2015-16</i>
Votes for Life Bill	-
Wales Bill	Draft Wales Bill published, October 2015
Public Services Ombudsman Bill (Draft)	-

Note 1: The political situation in Northern Ireland deteriorated during 2015, leading to delays in implementation of the Stormont House Agreement of December 2014, a breakdown in relations within the Executive, and warnings that direct rule might have to be imposed. On 17 November 2015 an agreement on Northern Ireland was announced. The text of this was published as *A fresh start: the Stormont Agreement and implementation plan*. The **Northern Ireland (Welfare Reform) Act 2015** and the *Northern Ireland (Stormont Agreement and Implementation Plan) Bill 2015-16* followed from the second Stormont House Agreement.

The Leader of the House also announced that "The High Speed Rail (London-West Midlands) Bill is also carried over from the last Parliament". This Bill has now completed its passage through the House of Commons and has been introduced to the House of Lords, where it has received a second reading and been committed to a select committee.

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