



BRIEFING PAPER

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Members' pay and expenses 2015/16

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Inside:

1. Introduction
2. Members' salaries
3. Members' expenses



Contents

Summary	3
1. Introduction	5
1.1 The establishment of the Independent Parliamentary Standards Authority	5
1.2 IPSA's duties	5
1.3 IPSA's structure	6
2. Members' salaries	7
2.1 IPSA's decisions on Members' pay in the 2010 Parliament	7
2.2 IPSA's recommendations for Members' pay in the 2015 Parliament	8
Initial recommendations	8
Final recommendations	9
Review of the determination	10
Implementation	11
2.3 Members' pay 1997-2015	12
2.4 Additional salaries for select committee chairs and for members of the Panel of Chairs	14
March 2016 consultation on additional salaries for committee chairs	15
Select committee chairs	15
Members of the Panel of Chairs	16
3. Members' expenses	17
3.1 Introduction	17
3.2 Reviews of the MPs' Expenses Scheme	18
3.3 MPs' Expenses Scheme Seventh Edition	18
Accommodation Expenditure	19
London Area Living Payment	21
3.4 Travel and Subsistence	22
3.5 Staffing Expenditure	23
Employment of family members	25
3.6 Office Costs Expenditure	26
3.7 Winding-up Expenditure	26
3.8 Loss of Office Payment	27
3.9 Start-up Expenditure	28
3.10 Miscellaneous Expenses	28
3.11 Recall of Parliament	29
3.12 Expenditure during a general election	29
Appendix 1: IPSA MPs' expenses scheme – summary of rates 2010/11 to 2015/16	30
Appendix 2: London Area constituencies	33
Appendix 3: Library Research Papers on Members' pay and allowances since 2001	36

Summary

This paper was corrected on 13 June 2017.

- It previously reported that changes in Members' salaries from April 2016 onwards were linked to changes in average earnings. In its July 2015 determination, IPSA changed this to changes in public sector average earnings.
- North East Hertfordshire was listed as a London area constituency. It was removed from the list of London area constituencies from April 2012.

The Independent Parliamentary Standards Authority (IPSA) is responsible for determining and paying Members' salaries; for preparing and regularly reviewing and revising a scheme under which allowances are paid; and for paying those allowances.

Members' salaries

From 8 May 2015, the annual salary of a Member of Parliament has been £74,000.

IPSA's initial decisions on Members' pay followed the public sector pay freeze in 2012 and limits on pay increase to 1% per annum in 2013 and 2014. In 2012, it launched a review of Members' pay and pensions, with changes to take effect from the beginning of the next (2015) Parliament. In July 2013, IPSA recommended that Members' salaries should increase to £74,000 (from £67,060 on 1 April 2014), after the 2015 General Election.

Following further consultation, in December 2013, IPSA published a determination to this effect. The determination also provided for MPs' salaries to be changed in line with the rate of annual change in average earnings on 1 April each year, from 2016.

In its statutory review of Members' pay at the beginning of the 2015 Parliament, IPSA confirmed that Members' pay would increase to £74,000, after the 2015 General Election, but it determined that subsequent annual increases should be in line with changes in public sector average earnings (not whole economy average earnings).

Members' expenses

Since the 2010 General Election, responsibility for devising a scheme for and paying Members' expenses has rested with IPSA.

The *MPs' Scheme of Business Costs and Expenses* (Seventh Edition) came into effect on 1 April 2015, although some changes only took effect from 8 May 2015, after the General Election. The main expense budgets provided in IPSA's scheme and the maximum amounts that Members can claim in 2015/16 are set out below (some amounts are reduced to 11 month equivalents for MPs newly elected in May 2015):

Accommodation Expenses	
London area (rent)	£20,600
Own home*	£8,850
Caring responsibility	£2,425
London Area Living Payment	£3,760
London Area Living Payment (addition)	£1,330
Staffing Expenditure	
London Area MPs	£147,000
non-London Area MPs	£140,000
Office Costs Expenditure	
London Area MPs	£26,050
non-London Area MPs	£23,400
Start-up Expenditure	£6,000
Winding-up Expenditure	
London Area MPs	£57,150
non-London Area MPs	£53,950

* available to Members who own their own home, to cover costs such as utility bills and council tax

1. Introduction

1.1 The establishment of the Independent Parliamentary Standards Authority

In the wake of the expenses scandal in 2009, the Independent Parliamentary Standards Authority (IPSA) was established by the *Parliamentary Standards Act 2009*. It was initially created to pay Members' salaries in accordance with resolutions of the House of Commons; to determine a scheme for Members' allowances and to pay allowances; and to regulate the allowances regime.¹

Its functions were amended following the Committee on Standards in Public Life (CSPL) inquiry on Members' allowances, which had been launched before the expenses scandal broke. The CSPL recommended that IPSA should take responsibility for determining Members' pay and also recommended changes to IPSA's regulatory powers.²

The Government and the other political parties accepted the recommendations from the CSPL, and the Government brought forward amendments to the *Parliamentary Standards Act 2009* in the *Constitutional Reform and Governance Act 2010*. IPSA was given the responsibility for determining, as well as paying, Members' salaries. The Act states that IPSA must "review the current determination (and make a new determination as appropriate)" in the first year of each Parliament (beginning after April 2012) and "at any other time it considers appropriate". But IPSA's first determination of Members' salaries did not have to come into effect before 1 April 2012.³ These provisions were brought into force on 24 May 2011.⁴

1.2 IPSA's duties

The *Parliamentary Standards Act 2009*, as amended by the *Constitutional Reform and Governance Act 2010*, provided for the establishment of the Independent Parliamentary Standards Authority (IPSA) and gave it the responsibility for determining and paying Members' salaries; for preparing and regularly reviewing and revising a scheme under which allowances are paid; and for paying those allowances.

The legislation established the role of the Compliance Officer who:

- reviews decisions on the payment of expenses if requested to by Members; and
- conducts investigations if he believes payments have been made that should not have been.

¹ IPSA was created by the *Parliamentary Standards Act 2009*

² Committee on Standards in Public Life, *MPs' expenses and allowances: Supporting parliament, safeguarding the taxpayer*, November 2009 Cm 7724

³ *Constitutional Reform and Governance Act 2010* (chapter 25), section 29

⁴ [Constitutional Reform and Governance Act 2010 \(Commencement No. 5\) Order 2011](#), SI 2011/1274

Further information on the role and duties of the Compliance Officer are outlined in the Library Standard Note *The Compliance Officer*.⁵

The *Constitutional Reform and Governance Act 2010* added the following provision on the general duties of IPSA:

3A General duties of the IPSA

(1) In carrying out its functions the IPSA must have regard to the principle that it should act in a way which is efficient, cost-effective and transparent.

(2) In carrying out its functions the IPSA must have regard to the principle that members of the House of Commons should be supported in efficiently, cost-effectively and transparently carrying out their Parliamentary functions.⁶

Additionally, the *Constitutional Reform and Governance Act 2010* transferred the administration of the Parliamentary Contributory Pension Fund to IPSA.⁷ Further details on Members' pensions can be found in the Library Briefing Papers:

- [Parliamentary Contributory Pension Fund \(PCPF\)](#) (SN01844, January 2013), for background; and
- [MPs' Pension Scheme](#) (SN06283, August 2015)

1.3 IPSA's structure

IPSA is a body corporate. It has one member who is its chair and four other members. Schedule 1 of the *Parliamentary Standards Act 2009* specifies that at least one of the members (including the chair) "must be a person who has held (but no longer holds) high judicial office"; one must be "a person who is eligible for appointment as a statutory auditor"; and one must be "a person who has been (but is no longer) a member of the House of Commons". Otherwise, no-one who has been a Member of Parliament within the last five years may be a member of IPSA.

All are appointed by Her Majesty on an Address of the House, "made only with the agreement of the Speaker". Furthermore, the Speaker "must not select a candidate without the agreement of the Speaker's Committee for the Independent Parliamentary Standards Authority".

IPSA must appoint a chief executive and may appoint staff. The chief executive carries out IPSA's administrative functions on behalf of IPSA and in accordance with its general directions.⁸

⁵ House of Commons Library Standard Note, [The Compliance Officer](#), SN/PC/5987

⁶ *Parliamentary Standards Act 2009* (chapter 13) as amended, section 3A

⁷ *Constitutional Reform and Governance Act 2010* (chapter 25), section 40 and Schedule 6

⁸ *Parliamentary Standards Act 2009* (chapter 13), Schedule 1

2. Members' salaries

Summary

Since May 2011, the Independent Parliamentary Standards Authority (IPSA) has been responsible for determining Members' pay.

IPSA began a review of Members' pay in 2012. In July 2013 it announced its initial recommendation for Members' salaries from the beginning of the 2015 Parliament. It proposed that Members' salaries should increase to £74,000 per annum. Following hostile reaction to its proposals, IPSA published its final recommendations in December 2013. It issued a determination setting salaries at £74,000 with effect from 8 May 2015. Thereafter salaries would rise in line with the rate of annual change in average earnings. However, IPSA delayed the coming into force of the determination until 30 September 2015. It stated that this would allow it to conduct a review of this recommendation – this review would form the statutory review of Members' salaries that IPSA has to conduct at the beginning of each Parliament.

In July 2015, having conducted the statutory review, IPSA confirmed that Members' salaries would increase to £74,000 per annum with effect from 8 May 2015. However, it determined that subsequent annual increases should be in line with changes in public sector average earnings (not whole economy average earnings). Changes to Members' pensions and to rules on claiming some personal expenses were made to ensure that there was no additional cost to taxpayers.

On 26 February 2016, IPSA confirmed that Members' pay would increase by 1.3% to £74,962 from 1 April 2016. This is in line with the rate of annual change in public sector average earnings.

2.1 IPSA's decisions on Members' pay in the 2010 Parliament

At the beginning of the 2010 Parliament, a Member's salary was £65,738 per annum. It was frozen at this level from 1 April 2011 by a resolution of the House.⁹

On 8 February 2012, IPSA wrote to Members to inform them that MPs' pay would be "frozen for the financial year 2012/13" and that it was launching a consultation on proposals to increase Members' pension contributions.¹⁰ From 1 April 2012, the Member's salary remained at £65,738 per annum.

On 10 January 2013, IPSA issued the *Determination of MPs' Salaries, January 2013*, which set the level of Members' pay from 1 April 2013 and 1 April 2014.

⁹ HC Deb 21 March 2011 cc807-824 (See House of Commons Library Research Paper, [Members' pay and expenses – current rates and a review of developments since 2009](#), RP 12/29, 22 May 2012 for further details)

¹⁰ Independent Parliamentary Standards Authority, [MPs' Pension Scheme](#) [letter to Members], 8 February 2012

Members' pay (£ per annum)

	since April 2010	April 2013	April 2014
Basic Pay	£65,738	£66,396	£67,060

Source: Independent Parliamentary Standards Authority, [Reviewing MPs' Pay and Pensions: A First Report](#), January 2013, Annex A

When IPSA issued its determination for Members' pay from 8 May 2015, it made no provision for there to be an increase in Members' salaries at 1 April 2015.

2.2 IPSA's recommendations for Members' pay in the 2015 Parliament

When IPSA wrote to Members on 8 February 2012, to inform them that their salaries would be frozen for the financial year 2012/13, it also confirmed that it was launching a consultation on proposals to increase Members' pension contributions.¹¹

In its consultation document on Members' pensions, IPSA outlined its plans for Members' pay and pensions in the future. It announced that it would conduct a thorough review of pay and pensions, announcing the way forward by the end of 2013.¹²

On 2 May 2012, IPSA formally launched the process of determining Members' salaries in future,¹³ and a consultation document was issued in October 2012. IPSA said that its aim was "to put in place a new settlement which will come into effect with the election of the new Parliament in 2015".¹⁴

IPSA published an analysis of the responses to its consultation document in January 2013.¹⁵ It included a summary of consultation responses; responses to its online survey; and a summary of the results of a YouGov survey of MPs. The report also included the *Determination of MPs' Salaries, January 2013*, which set the level of Members' pay from 1 April 2013 and 1 April 2014, see above.

Initial recommendations

In July 2013, IPSA set out its recommendations for remuneration arrangements for Members in the next Parliament in [MPs' Pay and Pensions: A New Package](#). IPSA asked for views on its recommendations as well as for alternative proposals.¹⁶ It provided the following summary of the component parts of its proposed package:

¹¹ Independent Parliamentary Standards Authority, [MPs' Pension Scheme](#) [letter to Members], 8 February 2012

¹² Independent Parliamentary Standards Authority, *MPs' Pensions Consultation – January 2012*, February 2012

¹³ Professor Sir Ian Kennedy, "[How do you decide what to pay an MP?](#)", *IPSA Blog*, 2 May 2012

¹⁴ Independent Parliamentary Standards Authority, [Reviewing MPs' Pay & Pensions: A Consultation](#), October 2012, Foreword

¹⁵ Independent Parliamentary Standards Authority, [Reviewing MPs' Pay and Pensions: A First Report](#), January 2013

¹⁶ Independent Parliamentary Standards Authority, [MPs' Pay and Pensions: A New Package](#), July 2013, para 9

9 Members' pay and expenses

... In headline terms, its component parts are simply stated:

- the scaling down of the generous resettlement payments;
- a pension on a par with those which will be payable in other parts of the public service;
- reinforcing the boundary between business costs and expenses on the one hand and pay on the other;
- annual reporting by MPs on their activities and spending; and finally
- a salary of £74,000 in 2015, indexed to annual growth in average earnings in the whole economy thereafter.

23. This needs to be understood as a package.¹⁷

IPSA said that the net cost of its proposals would be £500,000 in 2015:

Taken together, the net additional cost to the taxpayer in 2015 will be around £2.77 million. When we factor in savings achieved from the ending of the 2010 resettlement grant system, this falls to around £500,000.¹⁸

The immediate reaction to IPSA's recommendations from politicians and the press was hostile.¹⁹

Final recommendations

In December 2013, IPSA issued [MPs' Pay and Pensions: Final Report](#). This report included a determination that provided for Members' pay to increase to £74,000 with effect from 8 May 2015. Thereafter, from April 2016, Members pay will increase in line with the rate of annual change in average earnings, each April.²⁰ However, the determination did not come into effect until 30 September 2015,²¹ to allow IPSA to review whether the proposed salary increase was appropriate.

IPSA confirmed that it had made some changes to its initial proposals to ensure that its final recommendation did not add any costs to the taxpayer:

The package follows the broad shape of that recommended in our consultation document, with one important change: an adjustment to ensure that the package will not impose any additional burden on the taxpayer. The package we recommended in July slightly increased the cost to the taxpayer in 2015 (by approximately £0.5m). We have now removed this by increasing MPs' pension contributions. Our final package will not

¹⁷ Independent Parliamentary Standards Authority, [MPs' Pay and Pensions: A New Package](#), July 2013, paras 22-23

¹⁸ Independent Parliamentary Standards Authority, [MPs' Pay and Pensions: A New Package](#), July 2013, para 36

¹⁹ See, for example, BBC News, [MPs' pay: Watchdog can 'stick' increase, says Michael Gove](#), 11 July 2013

²⁰ The "annual change in average earnings" is defined, in the Determination, as "the seasonally adjusted three month average change in whole economy average weekly earnings ending in the previous October, compared with the same period a year earlier. These data are published by the Office for National Statistics monthly as the AWE-KAC3 series"

²¹ Independent Parliamentary Standards Authority, [MPs' Pay and Pensions: Final Report](#), December 2013, Annex A

therefore cost the taxpayer any more money when implemented in 2015/16.²²

Their determination was published in December 2013 (see Box 1).

Box 1: IPSA's determination for Members' pay from the beginning of the 2015 Parliament (December 2013)

IPSA's December 2013 [MPs' Pay and Pensions: Final Report](#) included a determination on Members' salaries in the 2015 Parliament:

1. This determination was made by IPSA under Section 4 of the Parliamentary Standards Act 2009 on 5 December 2013 and comes into effect on 30 September 2015.
2. With effect from 8 May 2015, the salary for service as a member of the House of Commons will be £74,000 per annum (referred to as the "MP Salary").
3. With effect from 1 April each year, starting with 1 April 2016, the MP Salary will be adjusted by the rate of annual change in average earnings.
4. For the purposes of this determination 'annual change in average earnings' means the seasonally adjusted three month average change in whole economy average weekly earnings ending in the previous October, compared with the same period a year earlier. These data are published by the Office for National Statistics monthly as the AWE-KAC3 series.
5. This determination will be reviewed in the first year of each parliament, as required by Section 4 of the Parliamentary Standards Act 2009.

The Determination made no provision for there to be an increase in Members' salaries at 1 April 2015.

Review of the determination

As noted in the determination, it was to be reviewed in the first year of the 2015 Parliament. This was in accordance with the requirement in the *Parliamentary Standards Act 2009*, as amended, that IPSA undertake a review of Members' pay in the first year of a Parliament.

On 2 June 2015, a consultation document on MPs' pay was published by IPSA. The consultation paper, [MPs' Pay in the 2015 Parliament: A consultation](#), asked "Is there new and compelling evidence that might lead us to amend our determination?":

11. We have not yet implemented the proposed change to MPs' pay.
12. In December 2013 we made a formal determination to increase MPs' pay by 10.3 per cent to £74,000, and thereafter link it to increases or decreases in national average earnings in the whole economy. This follows a freeze in MPs' pay for two years, followed by a 1 per cent increase in 2013-14 and a 1 per cent increase in 2014-15, representing a real terms pay cut of 0.9 per cent during this Parliament. Our determination will come into effect in September 2015, with the one-off adjustment in pay backdated to the start of the new Parliament on 8 May 2015.
13. We said that we would review this determination after the May 2015 General Election and before it is implemented. We are required to do this by the Parliamentary Standards Act which states that we must review MPs' pay in the first year of every Parliament.
14. This document therefore sets out the basis of our December 2013 determination on MPs' pay, summarising the main points made to during the consultation, and also provides data on

²² Independent Parliamentary Standards Authority, [MPs' Pay and Pensions: Final Report](#), December 2013, para 7

economic and other changes since December 2013. The paper asks the question: Is there new and compelling evidence that might lead us to amend our determination?²³

The consultation paper included a summary of previous consultations on MPs' pay and pensions, and an analysis of economic and other changes since December 2013 when IPSA reached its determination.

The consultation ran until 30 June 2015.

Implementation

On 16 July 2015, IPSA announced its decision on its proposals for MPs' pay in the 2015 Parliament. It issued a new determination that superseded the one that it published in December 2013. The new determination came into effect immediately. It confirmed that with effect from 8 May 2015 the "MP Salary" was £74,000. It provided that from 1 April 2016, the salary would be adjusted by the "rate of annual changes in public sector average earnings", which it defined as "the seasonally adjusted three month average change in public sector weekly earnings ending in the previous October compared with the same period a year earlier" (see Box 2).

Box 2: IPSA's determination for Members' pay from the beginning of the 2015 Parliament (July 2015)

IPSA's July 2015 report, *MPs' Pay in the 2015 Parliament: Final Report*, following its statutory review of Members' salaries, included a determination on Members' salaries in the 2015 Parliament, which superseded the December 2013 determination:

1. This determination was made by IPSA under Section 4 of the Parliamentary Standards Act 2009 on 16 July 2015 and comes into effect immediately. It supersedes the determination on the MP Salary which was made on 5 December 2013.
2. With effect from 8 May 2015, the salary for service as a member of the House of Commons will be £74,000 per annum (referred to as the "MP Salary").
3. With effect from 1 April each year, starting with 1 April 2016, the MP Salary will be adjusted by the rate of annual change in public sector average earnings.
4. For the purposes of this determination 'annual change in public sector average earnings' means the seasonally adjusted three month average change in public sector average weekly earnings ending in the previous October, compared with the same period a year earlier. These data are published by the Office for National Statistics monthly as the AWE-KAC9 series.
5. This determination will be reviewed in the first year of each Parliament, as required by Section 4 of the Parliamentary Standards Act 2009.

IPSA restated that the decisions on pay were "part of a wider remuneration package", which had been implemented after the general election. The wider package included replacing a final-salary pension scheme with a career-average pension; replacing resettlement payments with a Loss of Office Payment; and "cuts to expenses".²⁴

In its December 2013 *MPs' Pay and Pensions: Final Report*, IPSA confirmed the arrangements for MPs' pensions – a career-average pension with an accrual rate of 1/51st of the annual salary and the

²³ Independent Parliamentary Standards Authority, *MPs' Pay in the 2015 Parliament: A consultation*, June 2015

²⁴ Independent Parliamentary Standards Authority news release, *Decision on MPs' pay confirmed by the Independent Parliamentary Standards Authority*, 16 July 2015

share of the cost of accrual borne by the MP is 46%. It also outlined how the Loss of Office Payment would work: it would be “a payment equal to double the statutory redundancy entitlement for those defeated at an election”.²⁵ The expenses that IPSA recommended should cease were:

- the food subsidy that can be claimed if Parliament sits after 7.30pm;
- hospitality (which includes payments for tea and biscuits in the office);
- hotels when the House of Commons rises before 1am (but not for those MPs who use hotel accommodation only when in London) [before May 2015, IPSA’s Scheme had provided that MPs could claim for the cost of a hotel “Where the House of Commons sits late or when MPs undertake their parliamentary functions in the House of Commons until late at night”.²⁶ MPs who qualify for Accommodation Expenditure and use it to cover accommodation in hotels, rather than for renting a second home are not affected];
- taxis home if they are taken when the House of Commons rises before 11pm;
- home contents insurance (for personal possessions); and
- installation of a television and the licence for it in a residential property.²⁷

All but the last two were confirmed in the December 2013 [MPs’ Pay and Pensions: Final Report](#).²⁸ The removal of the latter two, after the 2015 election, were confirmed in IPSA’s *The MPs’ Scheme of Business Costs and Expenses 2015-16*.²⁹

2.3 Members’ pay 1997-2015

Before IPSA was given responsibility for determining Members’ pay, the House of Commons determined Members’ salaries. Between 1997 and 2008, the House voted periodically on motions to changes Members’ pay, usually on the basis of reports commissioned by the Government from the Senior Salaries Review Body. In 2008, the House agreed a resolution that meant that Members would receive pay increases each April without them needing to take any decisions, although in March

²⁵ This was the case under IPSA’s interim arrangements for resettlement payments in 2015 but under the previous House of Commons Scheme any Member who left the House at a general election was entitled to the Resettlement Grant. Independent Parliamentary Standards Authority, [MPs’ Pay and Pensions: Final Report](#), December 2013, para 86

²⁶ See for example,

²⁷ Independent Parliamentary Standards Authority, [MPs’ Pay and Pensions: Final Report](#), December 2013, paras 88

²⁸ Independent Parliamentary Standards Authority, [MPs’ Pay and Pensions: Final Report](#), December 2013, paras 87-94

²⁹ Independent Parliamentary Standards Authority, *The MPs’ Scheme of Business Costs and Expenses 2015-16*, para 4.10

13 Members' pay and expenses

2011, the House agreed a motion to freeze salaries when the 2008 resolution would have provided an increase.

The table below sets out the changes in the levels of Members' salaries from 1997 to 2016.

Table 1: Members' Pay, 1997-2016
£ per annum, nominal terms

1 April 1997	£43,860
1 April 1998	£45,066
1 April 1999	£47,008
1 April 2000	£48,371
1 April 2001	£49,822
20 June 2001 <i>(a)</i>	£51,822
1 April 2002 <i>(b)</i>	£55,118
1 April 2003	£56,358
1 April 2004	£57,485
1 April 2005	£59,095
1 April 2006 <i>(c)</i>	£59,686
1 November 2006 <i>(c)</i>	£60,277
1 April 2007 <i>(d)</i>	£61,181
1 November 2007 <i>(d)</i>	£61,820
1 April 2008 <i>(e)</i>	£63,291
1 April 2009 <i>(e)</i>	£64,766
1 April 2010 <i>(e)</i>	£65,738
1 April 2011 <i>(f)</i>	£65,738
1 April 2012 <i>(g)</i>	£65,738
1 April 2013 <i>(h)</i>	£66,396
1 April 2014 <i>(h)</i>	£67,060
1 April 2015 <i>(g)</i>	£67,060
8 May 2015 <i>(i)</i> <i>(j)</i>	£74,000
1 April 2016 <i>(i)</i>	£74,962

(a) Comprises formula increase of 3 percent, paid in April 2001, plus £2,000 from 20 June 2001

(b) Comprises formula increase of 2.5 percent plus £2,000 from 1 April 2002

(c) In 2006/07 the formula increase (2 per cent) was implemented in two equal stages

(d) In 2007/08 the increase recommended by SSRB was staged

(e) In accordance with the resolution of the House of 3 July 2008

(f) In accordance with the resolution of the House of 21 March 2011

(g) Decision of IPSA

(h) IPSA Determination, January 2013

(i) IPSA Determination, July 2015

(j) Came into force on 16 July 2015

2.4 Additional salaries for select committee chairs and for members of the Panel of Chairs

Since the beginning of the 2003-04 Session, chairs of select committees and, since 1 November 2005, Members who serve on the Panel of Chairs (i.e chair public bill and general committees) who are not chairs of select committees, have received additional salaries

Until May 2010, the House was responsible for determining and paying these additional salaries.

Under the *Parliamentary Standards Act 2009*, responsibility for paying Members' salaries transferred to the Independent Parliamentary Standards Authority (IPSA) in May 2010; and provisions in the *Constitutional Reform and Governance Act 2010* subsequently gave it responsibility for determining Members' salaries.³⁰

Before it issued its first determination on Members' pay in January 2013, IPSA paid salaries in accordance with resolutions of the House of Commons.³¹ However, once it issued a determination, salaries were paid to Members in accordance with sections 4 and 4A of the *Parliamentary Standards Act 2009*, as amended. Subsection 4A(2) allowed IPSA to pay additional salaries to "members while holding an office or position specified for the purposes of this subsection in a resolution of the House of Commons".³²

On 19 March 2013, the House of Commons agreed a resolution (for the purposes of subsection 4A(2)) which set out who was entitled to an additional salary and what should be done in cases where an individual appeared to qualify for more than one additional salary:

That—

(1) Subject to paragraphs (2) and (3), the following offices of positions are specified for the purposes of section 4A(2) of the *Parliamentary Standards Act 2009*, with effect from 1 April 2013—

(a) the Chair of a select committee appointed under Standing Order No. 152 (Select Committees related to government departments), the Administration Committee, the Backbench Business Committee, the Environmental Audit Committee, the European Scrutiny Committee, the Finance and Services Committee, the Liaison Committee, the Political and Constitutional Reform Committee [the Standing Order establishing this committee expired at the end of the 2010 Parliament], the Select Committee on

³⁰ The [Constitutional Reform and Governance Act 2010 \(Commencement No 5\) Order 2011](#), SI 2011/1274, brought into force provisions that transferred responsibility for determining Members' pay to the Independent Parliamentary Standards Authority on 17 May 2011

³¹ *Constitutional Reform and Governance Act 2010* (chapter 25), section 29(3) stated that "Until the first determination under section 4(4) of that Act comes into effect, the amounts of the salaries payable by the Independent Parliamentary Standards Authority under section 4 of that Act are to be determined in accordance with the relevant resolutions of the House of Commons"

³² *Parliamentary Standards Act 2009* (chapter 13), section 4A(2)

Procedure, the Committee of Public Accounts, the Select Committee on Public Administration, the Regulatory Reform Committee, the Committee of Selection, the Committee on Standards, the Joint Committee on Human Rights or the Joint Committee on Statutory Instruments; and

(b) a member of the Panel of Chairs appointed under Standing Order No. 4 (Panel of Chairs), other than a member who is the Chair of a committee specified in subparagraph (a) or a member who is entitled to an additional salary by virtue of any provision of the Ministerial and other Salaries Act 1975.

(2) If a Member already holds an office or position referred to in paragraph (1)(a), then any other office or position referred to in paragraph (1)(a) is not specified for the purposes of section 4A(2) of the Parliamentary Standards Act 2009 in respect of any period for which that other post or position is held by that Member.

(3) Any office or position referred to in paragraph (1)(a) for the purposes of section 4A(2) of the Parliamentary Standards Act 2009 is not specified for the purposes of that section in respect of any period in which it is held by a Member who is also entitled to an additional salary by virtue of any provision of the Ministerial and other Salaries Act 1975.

(4) Any reference to any committee in paragraph (1)(a) shall, if the name of the committee is changed, be taken to be a reference to the committee by its new name.³³

March 2016 consultation on additional salaries for committee chairs

On 11 March 2016, IPSA issued a consultation document on the pay of chair of committees. It sought views on whether there should continue to be a flat rate of pay for select committee chairs, on the structure of and qualification for additional salaries for members of the Panel of Chairs; whether there should be a flat rate for the additional salaries of members of the Panel of Chairs and, if so, at what rate; and whether and how additional salaries should be updated.³⁴

Select committee chairs

From the introduction of additional salaries for select committee chairs, the level of additional salary has been set a single rate for all qualifying chairs.

IPSA issued its first determination in January 2013, setting salaries for April 2013 and April 2014. It issued a further determination in December 2013, setting the salaries of members of the Panel of Chairs (and of select committees chairs) from April 2015.

The additional salaries of select committee chairs, determined by IPSA since 2013 are:

<u>April 2013</u>	<u>April 2014</u>	<u>April 2015</u>
£14,728	£14,876	£15,025

³³ [HC Deb 19 March 2013 cc900-902](#)

³⁴ Independent Parliamentary Standards Authority, [Reviewing Pay for Chairs of Committees: A Consultation](#), March 2016

Sources: Independent Parliamentary Standards Authority, [Reviewing MPs' Pay and Pensions: A First Report](#), January 2013, Annex A; Independent Parliamentary Standards Authority, [MPs' Pay and Pensions – Final Report](#), December 2013, Annex B

Information on the background to the introduction of additional salaries for Members who serve on the Panel of Chairs and the levels of additional salaries since their introduction can be found in the Library Briefing Paper, [Select Committees – pay for chairs](#) (SN02725).

Members of the Panel of Chairs

From the introduction of additional salaries for members of the Panel of Chairs, the level of additional salary has depended on their length of service on the Panel.

IPSA issued its first determination in January 2013, setting salaries for April 2013 and April 2014. It issued a further determination in December 2013, setting the salaries of members of the Panel of Chairs (and of select committees chairs) from April 2015.

The additional salary rates for members of the Panel of Chairs, for 2013/14 to 2015/16, determined by IPSA, are as follows:

Length of service	Additional salary (£ per annum)		
	from 1 April 2013	from 1 April 2014	from 1 April 2015
Less than one year	2,940	2,970	3,000
1-3 years	8,248	8,331	8,415
3-5 years	11,193	11,305	11,419
5 years or more	14,728	14,876	15,025

Sources: Independent Parliamentary Standards Authority, [Reviewing MPs' Pay and Pensions: A First Report](#), January 2013, Annex A; Independent Parliamentary Standards Authority, [MPs' Pay and Pensions – Final Report](#), December 2013, Annex B

Information on the background to the introduction of additional salaries for Members who serve on the Panel of Chairs and the levels of additional salaries since their introduction can be found in the Library Briefing Paper, [Public bill and general committees: pay for chairs](#) (SN03718).

3. Members' expenses

Summary

Since the 2010 General Election, responsibility for devising a scheme for and paying Members' expenses has rested with IPSA.

The *MPs' Scheme of Business Costs and Expenses* (Seventh Edition) came into effect on 1 April 2015, although some changes only took effect from 8 May 2015, after the General Election. The main expense budgets provided in IPSA's scheme and the maximum amounts that Members can claim in 2015/16 are set out below (some amounts are reduced to 11 month equivalents for MPs newly elected in May 2015):

Accommodation Expenses

London area (rent)	£20,600
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Own home*	£8,850
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Caring responsibility	£2,425
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London Area Living Payment	£3,760
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London Area Living Payment (addition)	£1,330
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Staffing Expenditure

London Area MPs	£147,000
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non-London Area MPs	£140,000
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Office Costs Expenditure

London Area MPs	£26,050
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non-London Area MPs	£23,400
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Start-up Expenditure	£6,000
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Winding-up Expenditure

London Area MPs	£57,150
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non-London Area MPs	£53,950
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* available to Members who own their own home, to cover costs such as utility bills and council tax

On 22 March 2016, IPSA published [The MPs' Scheme of Business Costs and Expenses 2016-17](#) (Eighth Edition, HC 854 2015-16)

3.1 Introduction

Under section 5 of the *Parliamentary Standards Act 2009* IPSA has a statutory duty to prepare and regularly review and revise an allowances scheme for Members of Parliament. In fulfilling that statutory duty it is required to consult:

- (a) the Speaker of the House of Commons,
- (b) the Committee on Standards in Public Life,
- (c) the Leader of the House of Commons,
- (d) any committee of the House of Commons nominated by the Speaker,

- (e) members of the House of Commons,
- (f) the Review Body on Senior Salaries,
- (g) Her Majesty's Revenue and Customs,
- (h) the Treasury, and
- (i) any other person the IPSA considers appropriate.³⁵

IPSA is also responsible for paying expenses under the Scheme it prepares.

IPSA's first *MPs' Expenses Scheme* came into force on the day after the 2010 General Election. (Before that Members' expenses (previously allowances) were paid in accordance with resolutions of the House of Commons.³⁶)

In the Foreword to the first edition of *The MPs' Expenses Scheme*, IPSA confirmed that it would revise the MPs' Expenses Scheme annually.³⁷

3.2 Reviews of the MPs' Expenses Scheme

IPSA has undertaken an annual review of its Expenses Scheme. The first three editions were titled *MPs' Expenses Scheme*; since the fourth edition, in 2012/13, it has been the *MPs' Scheme of Business Costs and Expenses*. In addition, its major review of pay and pensions in 2012 and 2013 recommended some changes to the Expenses Scheme with effect from the 2015 General Election. The Seventh Edition incorporates both the outcome of the major review of pay and pensions and the conclusions of the annual consultation.³⁸

3.3 MPs' Expenses Scheme Seventh Edition

IPSA's *MPs' Scheme of Business Costs and Expenses 2015-16* (Seventh Edition) was published on 5 March 2015. Most of the provisions came into force on 1 April 2015, although those that were announced following the review of pay and pensions came into force on 8 May 2015.³⁹ The Scheme "makes provision for reimbursement of costs and provision for support for MPs". It is "intended to ensure that MPs are reimbursed for the cost of provision of support necessarily incurred in performance of their parliamentary functions".⁴⁰

³⁵ *Parliamentary Standards Act 2009* (chapter 13), section 5(4)

³⁶ Further information on the operation of the House of Commons Scheme is given in House of Commons Library Research Paper RP 12/29, [Members' pay and expenses – current rates and a review of developments since 2009](#), 22 May 2012, and earlier Research Papers on Members' pay and allowances. A list of previous research papers is given in Appendix 3.

³⁷ Independent Parliamentary Standards Authority, *The MPs' Expenses Scheme*, 29 March 2010, HC 501 2009-10, p3

³⁸ Independent Parliamentary Standards Authority, [Review of the MPs' Scheme of Business Costs and Expenses – Consultation](#), November 2014. The consultation ran from 26 November 2014 to 18 January 2015. It was a "small-scale review" and focused on arrangements when MPs amended leases; MPs' staff pensions; and subsistence for MPs' staff

³⁹ Independent Parliamentary Standards Authority, [MPs' Scheme of Business Costs and Expenses 2015-16](#), Seventh Edition, 5 March 2015, HC 1078 2014-15

⁴⁰ Independent Parliamentary Standards Authority, [MPs' Scheme of Business Costs and Expenses 2015-16](#), Seventh Edition, 5 March 2015, HC 1078 2014-15, p9

The Scheme sets out general conditions, and the conditions for making claims, determining and reviewing claims. It then provides details and conditions of the expenses and business costs that IPSA will reimburse, along with budgets for different elements within the Scheme. Some guidance is provided within the Scheme. The following sections provide a brief overview of the budgets within the Scheme, including the current budget limits. A summary of the maximum budgets for expenses under IPSA's Scheme since 2010, is given in Appendix 1.

Accommodation Expenditure

Under the IPSA scheme, Accommodation Expenditure "is designed to meet costs necessarily incurred on overnight accommodation which is required for the performance of an MP's parliamentary functions". It is not payable to London Area MPs – the Scheme defines the London Area in terms of constituencies⁴¹ – or those who occupy 'grace and favour' accommodation.⁴² Accommodation Expenditure will only cover hotel accommodation;⁴³ or rental payments and associated expenditure; or, for MPs who own their own property, associated expenditure. Associated expenditure includes, for example, utility bills and council tax.⁴⁴ Associated expenditure excludes cleaning; gardening; the purchase or maintenance of furniture; and, from 8 May 2015, as set out in IPSA's final recommendations for Members' pay from the same date, home contents insurance, television services or television licences.⁴⁵

The scheme sets budgets for non-London Area MPs renting in the London area and at five different rates for those renting in non-London Area constituencies. It sets a separate budget for associated expenditure for those who own their own second home.

For Members renting in the London area, the annual Accommodation Expenditure budget for 2015/16 is **£20,600**.⁴⁶ For 2015/16 IPSA has calculated proportionately reduced budgets for newly-elected Members and for Members who stood down or were defeated. The maximum budget for newly-elected Members is reduced to the equivalent of 11 months' budget (£18,883); and for those leaving at the 2015 election it is reduced to the equivalent of 3 months' budget (£5,150).⁴⁷

For Members renting in the London area, the annual Accommodation Expenditure budget for 2015/16 is £20,600.

As in previous years, for Members renting outside London, the Accommodation Expenditure budgets are lower. Each eligible constituency is allocated to one of five bands. IPSA has calculated

⁴¹ It identifies 96 constituencies as being in the London Area (see Appendix 2). Thirty one constituencies that were defined as London Area seats in 2010/11 were re-defined as non-London Area in 2011/12 and a further seat was removed from the list in 2012/13 (see below)

⁴² IPSA, *Seventh Edition*, HC 1078 2014-15, paras 4.1-4.2

⁴³ "Accommodation Expenditure may only be paid for hotel costs to non-London Area MPs who have informed IPSA of their intention not to claim for rental property, associated expenditure ..., or the London Area Living Payment" [IPSA, *Seventh Edition*, HC 1078 2014-15, para 4.12]

⁴⁴ IPSA, *Seventh Edition*, HC 1078 2014-15, paras 4.9-4.10

⁴⁵ IPSA, *Seventh Edition*, HC 1078 2014-15, para 4.11; Independent Parliamentary Standards Authority, *MPs' Pay and Pensions – Final Report*, December 2013, paras 87-94

⁴⁶ IPSA, *Seventh Edition*, HC 1078 2014-15, para 4.13

⁴⁷ IPSA, *Seventh Edition*, HC 1078 2014-15, para 3.10; para 4.13; and Annex A

reduced budgets for these bands as well. The total budget limit, in 2015/16, for each band is:

	Maximum	New MP	Retiring/ defeated MP
Band A	£15,250	£14,346	£3,913
Band B	£13,850	£13,017	£3,550
Band C	£12,450	£11,733	£3,200
Band D	£11,050	£10,404	£2,838
Band E	£10,150	£9,533	£2,600

Source: IPSA, *Seventh Edition*, HC 1078 2014-15, Annex A

The annual rates did not increase from 2014/15. IPSA commented that:

Following, this year's review, we decided it would not be appropriate to increase the rental portions of the budgets, nor the associated expenditure portion of the budget. The evidence we have seen demonstrates that there are properties within reasonable travelling distance of Parliament that remain affordable under the current Accommodation Expenditure budget.⁴⁸

For MPs who make claims for Accommodation Expenditure for homes they own, the annual Accommodation Expenditure budget in 2015/16 is **£8,850** (reduced to £8,113 for newly elected MPs and to £2,213 for those leaving at the 2015 election).⁴⁹

The Scheme provides that MPs who share rental accommodation will be entitled to the full Accommodation Expenditure budget.⁵⁰ Reduced limits had applied to Members who shared accommodation in 2010/11.⁵¹ But since April 2011, Members who share have been entitled to the full Accommodation Expenditure budget.⁵²

Members with caring responsibilities can claim additional budgets: eligibility depends on circumstances. The additional budget limit remains at **£2,425** per dependent, its level since 2010/11. Under the Scheme in 2015/16 caring responsibilities are defined in the following way:

- 4.24 For the purposes of this Scheme, MPs will be deemed to have caring responsibilities where they:
- a. have parental responsibility for a dependent child of up to the age of 16, or up to the age of 18 if in full-time education; or
 - b. are the sole carer for a dependent child in full-time education, of up to the age of 21 years; or

⁴⁸ IPSA, *Seventh Edition*, HC 1078 2014-15, "Report on the Consultation of 2014-14 on the MPs' Scheme of Business Costs and Expenses", para 36

⁴⁹ IPSA, *Seventh Edition*, HC 1078 2014-15, para 4.19 and Annex A

⁵⁰ IPSA, *Seventh Edition*, HC 1078 2014-15, paras 4.20-4.21

⁵¹ Independent Parliamentary Standards Authority, *The MPs' Expenses Scheme: Second Edition*, 26 July 2010, HC 405 2010-12, paras 5.14-5.15

⁵² Independent Parliamentary Standards Authority, *Annual Review of MPs' Expenses Scheme 2011*, "Report on the Consultation of January-February 2011", March 2011, paras 7.15-7.16

21 Members' pay and expenses

c. are the primary carer for a family member in receipt of one of the following benefits:

- i. Attendance Allowance;
- ii. Disability Living Allowance at the middle or highest rate for personal care;
- iii. Personal Independence Payment at the standard or enhanced rate for daily living; or
- iv. Constant Attendance Allowance at or above the maximum rate with an Industrial Injuries Disablement Benefit, or basic (full day) rate with a War Disablement Pension.⁵³

In 2015/16 Members choosing not to rent accommodation can claim for hotel accommodation, within the following limits (unchanged since 2011/12):

In the London Area	£150 per night
Elsewhere in the United Kingdom	£120 per night ⁵⁴

In 2010/11, the limits were £130 and £105 per night, respectively.⁵⁵

London Area Living Payment

London Area MPs and non-London Area MPs, who have informed IPSA of their intention not to claim for accommodation expenses, may claim the London Area Living Payment. In 2015/16, the London Area Living Payment is limited to **£3,760** per financial year,⁵⁶ unchanged from 2010/11. The number of constituencies in the London area was reduced in 2011/12. Additionally, from 2011/12, MPs representing certain constituencies (outside Greater London) were able to claim a supplement to the London Area Living Payment.⁵⁷ In 2015/16 the London area MPs outside Greater London are able to claim an additional **£1,330** per annum in London Area Living Payment,⁵⁸ unchanged from 2011/12. A list of London area constituencies is given in Appendix 2. It is annotated to show the reduction in the number of London area constituencies, from 2010/11, and the constituencies which qualify for the additional payment. One further constituency was removed in April 2012.

In 2015/16 reductions are made to both payments for Members who are newly-elected Members or who stood down or were defeated.

The London Area Living Payment of £3,760 is available to

A further £1,330 is available to London Area MPs outside Greater London. Neither group claims Accommodation Expenses.

⁵³ IPSA, *Seventh Edition*, HC 1078 2014-15, para 4.24

⁵⁴ IPSA, *Seventh Edition*, HC 1078 2014-15, para 4.31

⁵⁵ Independent Parliamentary Standards Authority, *The MPs' Expenses Scheme: Second Edition*, 26 July 2010, HC 405 2010-12, para 5.22; Independent Parliamentary Standards Authority, *The MPs' Expenses Scheme: Third Edition, May 2011*, HC 954 2010-12, para 4.27; IPSA, *Seventh Edition*, HC 1078 2014-15, para 4.31

⁵⁶ IPSA, *Seventh Edition*, HC 1078 2014-15, para 5.3

⁵⁷ Independent Parliamentary Standards Authority, *The MPs' Expenses Scheme: Second Edition*, 26 July 2010, HC 405 2010-12, Part 6; Independent Parliamentary Standards Authority, *The MPs' Expenses Scheme: Third Edition, May 2011*, HC 954 2010-12, Chapter 5

⁵⁸ IPSA, *Seventh Edition*, HC 1078 2014-15, para 5.4

	Maximum	New MP	Retiring/ defeated MP
London Area			
Living Payment:	£3,760	£3,447	£940
Addition	£1,330	£1,219	£333

Source: IPSA, *Seventh Edition*, HC 1078 2014-15, Annex A

3.4 Travel and Subsistence

The general scope of Travel and Subsistence Expenditure is:

9.2 MPs may claim for Travel and Subsistence Expenditure for journeys which are necessary for the performance of their parliamentary functions, and fall into one of the following categories:

- a. for MPs who are eligible for Accommodation Expenditure, journeys between any point in the constituency (or a home or office within 20 miles of their constituency boundary) and Westminster or a London Area home;
- b. for MPs who are not eligible for Accommodation Expenditure, journeys between their constituency office and Westminster;
- c. travel within the constituency or within 20 miles of the constituency boundary;
- d. extended UK travel under paragraph 9.3; or
- e. a maximum of three return journeys per year to the national Parliaments of Council of Europe member states, or institutions and agencies of the European Union.⁵⁹

The Scheme's provisions for extended travel cover travel to or from Westminster or the Member's constituency from or to other places in the UK, in particular circumstances; and indirect journeys between Westminster and the constituency (or vice versa).⁶⁰

Motor mileage rates are set out in the Scheme.⁶¹ The rates for 2015/16 are:

Motor mileage rate	To cover business travel by private motor car	45p per mile for the first 10,000 miles 25p per mile thereafter
Motor cycle rate	To cover business travel by motor cycle	24p per mile
Bicycle mileage	To cover business travel by private cycle	20p per mile

The IPSA Scheme makes provision for travel by Members' staff and family members. In the case of family members, claims for up to 30 single journeys between a London residence and a constituency

⁵⁹ IPSA, *Seventh Edition*, HC 1078 2014-15, para 9.2

⁶⁰ IPSA, *Seventh Edition*, HC 1078 2014-15, paras 9.3-9.4

⁶¹ In 2010/11, they were included in guidance

residence by dependents and those who share caring responsibilities are permitted.⁶²

It also provides for subsistence expenses in certain circumstances, for Members, for carers and for staff. When travelling and staying away from either home or the London Area as a result of parliamentary functions, expenses for meals (within limits) can be claimed.⁶³

Specific provision is made for late sittings of the House of Commons:

9.37 Where the House of Commons sits beyond 11pm, an MP may claim for a taxi fare for a journey from the House of Commons to a London Area residence (or a hotel claimed under paragraph 9.38). Claims for taxi fares will be subject to an upper limit of £80 for each such journey.

9.38 Where the House of Commons sits beyond 1am, an MP may claim for the cost of an overnight stay in a hotel and also the cost of a taxi under paragraph 9.37. Claims for hotels will be subject to an upper limit of £150 per night for each such stay.

9.39 If in exceptional circumstances, under paragraph 9.38 only, an MP is unable to find a hotel for £150 or less, he or she may claim for the total cost, providing he or she has evidence which shows why it was not possible to find a hotel within the budget.⁶⁴

Limits for subsistence rates are set out in Appendix 1.

In the 2010 Parliament, provisions were also made to claim for meals when the House sat beyond 7.30pm. These provisions ceased from the beginning of the 2015 Parliament:

87. In our July [2013] consultation document, we noted that some business costs and expenses we currently reimburse have an element of personal benefit, and that workers in other professional roles would expect to pay for these costs themselves. We noted that some had argued that these costs should be rolled into the MPs' salary, but we rejected that argument as confusing the topics of expenses and salary that we had sought to separate. We proposed to remove the expenses after the 2015 General Election.⁶⁵

3.5 Staffing Expenditure

From 1 April 2012, IPSA introduced separate limits on Staffing Expenditure for London Area and non-London Area Members. It had concluded that this distinction was necessary in order to reflect that Member's staff on IPSA contracts who work in London are paid

For London Area Members the Staffing Expenditure budget is £147,000

For non-London Area Members, the budget is £140,000

⁶² IPSA, *Seventh Edition*, HC 1078 2014-15, paras 9.18-9.25

⁶³ IPSA, *Seventh Edition*, HC 1078 2014-15, paras 9.26-9.39

⁶⁴ IPSA, *Seventh Edition*, HC 1078 2014-15, paras 9.37-9.39

⁶⁵ Independent Parliamentary Standards Authority, [MPs' Pay and Pensions – Final Report](#), December 2013, para 87

according to higher salary ranges than those based outside London.⁶⁶ From April 2015, the budget limits are £147,000 for London MPs and £140,000 for non-London Area MPs.⁶⁷

In 2015/16 reductions are made to the budgets available to Members who are newly-elected or who stood down or were defeated.

	Maximum	New MP	Retiring/ defeated MP
London Area	£147,000	£134,750	£36,750
Elsewhere in UK	£140,000	£128,333	£35,000

Source: IPSA, *Seventh Edition*, HC 1078 2014-15, Annex A

The maximum budget for Staffing Expenditure is based on Members employing four full-time equivalent members of staff.⁶⁸

The 2015/16 Scheme provides that the Staffing Expenditure budget is available to meet the following costs relating to staffing:

- (a) staff salaries, employers' contributions to National Insurance and employers' contributions to pension schemes;
- (b) payments to pooled staffing resources;
- (c) payments for bought-in services;
- (d) overtime payments, to the extent that these are specified in staff terms and conditions;
- (e) payments for childcare vouchers for staff or other payments by way of salary sacrifice schemes.
- (f) modest reward and recognition payments (but these may not be claimed in respect of any connected parties);
- (g) one-off health and welfare costs associated with provision of staffing support, such as eyesight tests and occupational health assessments;
- (h) costs associated with apprenticeships supported by the National Apprenticeship Service;
- (i) the incidental expenses of volunteers (as set out in paragraph 7.12); and
- (j) where the MP expects the Office Costs Expenditure budget to be exhausted, employment practice liability insurance and staff training costs.⁶⁹

IPSA has made provision to allow Members to employ interns "provided that the employment conditions comply with the requirements of National Minimum Wage legislation".⁷⁰

⁶⁶ Independent Parliamentary Standards Authority, [Annual Review of the MPs' Scheme of Business Costs and Expenses](#), 5 March 2012, HC 1868 2010-12, "Report on the Consultation of November-January 2011-12", paras 2.29-2.31

⁶⁷ IPSA, *Seventh Edition*, HC 1078 2014-15, paras 7.5-7.6

⁶⁸ Independent Parliamentary Standards Authority, [Annual Review of the MPs' Scheme of Business Costs and Expenses](#), 5 March 2012, HC 1868 2010-12, "Report on the Consultation of November-January 2011-12", para 2.45

⁶⁹ IPSA, *Seventh Edition*, HC 1078 2014-15, para 7.3

⁷⁰ IPSA, *Seventh Edition*, HC 1078 2014-15, para 7.9

Employment of family members

When the Committee on Standards in Public Life reviewed Members' allowances in 2009, it recommended that "MPs should no longer be able to appoint members of their own families to their staff and pay them with public funds. Those currently employing family members should be able to continue to do so for the life of one further Parliament or five years, whichever is the longer".⁷¹ Following its initial consultation, in which IPSA proposed "to prohibit the use of public funds in the employment of family members by MPs", IPSA reported that although a total ban was supported by many respondents, the proposal for a total ban was questioned. Following the consultation, IPSA confirmed that "We are persuaded that the case for prohibition has not been made". It stated that:

The case for a prohibition therefore rests on whether the perception of possible abuse is sufficient cause to introduce the prohibition. We have in mind here our principle that the system should prohibit MPs from entering into arrangements which might appear to create a conflict of interests in the use of public resources. That principle needs to be weighed against the principle that the scheme should provide value to the taxpayer, and that arrangements should be flexible enough to take account of the diverse working patterns and demands placed on individual MPs.

It therefore concluded that "continued employment of family members and connected parties can command that confidence" subject to a number of safeguards, including "A limit of one family member or connected party to be employed for each MP".⁷² From the outset, its scheme has limited Members to employing one "connected party" (see Box 3), unless arrangements to employ more than one such person were in place when the Scheme came into effect.

Box 3: IPSA's definition of a connected person

34. We define a "connected party" as:

- (a) a spouse, civil partner or cohabiting partner of the member;
- (b) a parent, child, grandparent, grandchild, sibling, uncle, aunt, nephew or niece of the member or of a spouse, civil partner or cohabiting partner of the member; or
- (c) an individual or organisation where there exists a relationship as set out in the Companies Act 2006

Source: Independent Parliamentary Standards Authority, *The MPs' Expenses Scheme*, 29 March 2010, HC 501 2009-10, Summary of the Scheme, para 34

⁷¹ Committee on Standards in Public Life, Twelfth Report, [MPs' expenses and allowances: Supporting Parliament, safeguarding the taxpayer](#), November 2009, Cm 7724, Recommendation 15

⁷² Independent Parliamentary Standards Authority, [Report on the consultation: MPs' expenses: a consultation](#), section 6 [This document was included as an Annex to the First Edition of *The MPs' Expenses Scheme*, HC 501 2009-10]

3.6 Office Costs Expenditure

In 2011/12 a single budget for Office Costs Expenditure (OCE) replaced separate budgets for Constituency Office Rental Expenditure and General Administrative Expenditure. IPSA summarised the scope of OCE:

6.1 Office Costs Expenditure (OCE) is provided to meet the costs of renting, equipping and running an MP's office or offices and surgeries, where these costs are not claimable from other budgets under this Scheme, or from other sources.

[...]

6.6 Office Costs Expenditure may only be claimed for the performance of parliamentary functions. It may not be claimed for:

- a. any alcoholic drinks;
- b. stationery provided by the House of Commons;
- c. newsletters;
- d. funding any material, excluding a website, that contains a party political logo or emblem;
- e. personal accountancy or tax advice; or
- f. from 8 May 2015, hospitality (including refreshments in the office).⁷³

In 2015/16, a budget limit of **£26,050** applies for London MPs and **£23,400** for non-London Area MPs.⁷⁴

In 2015/16 reductions are made to the budgets available to Members who are newly-elected or who stood down or were defeated.

	Maximum	New MP	Retiring/ defeated MP
London Area	£26,050	£23,879	£6,513
Elsewhere in UK	£23,400	£21,450	£5,850

Source: IPSA, *Seventh Edition*, HC 1078 2014-15, Annex A

3.7 Winding-up Expenditure

IPSA state that "Winding-Up Expenditure is designed to meet the cost of completing the outstanding parliamentary functions of a person who ceases to be an MP". Winding-up Expenditure is payable for two months after a person ceases to be a Member.⁷⁵ The costs of staff redundancy payments will be met from the contingency fund.⁷⁶

The limit for Winding-Up Expenses in 2010/11 was based on "three months worth of office-related budgets (CORE, GAE and Staffing

For London Area Members the Office Costs Expenditure budget is £26,050

For non-London Area Members the budget is £23,400

For London Area Members the Winding-up Expenditure budget is £57,150

For non-London Area Members the budget is £53,950

⁷³ IPSA, *Seventh Edition*, HC 1078 2014-15, paras 6.1 and 6.6

⁷⁴ IPSA, *Seventh Edition*, HC 1078 2014-15, paras 6.3-6.4

⁷⁵ IPSA, *Seventh Edition*, HC 1078 2014-15, para 8.6

⁷⁶ IPSA, *Seventh Edition*, HC 1078 2014-15, para 8.8

Expenditure)".⁷⁷ (In 2010/11, the limit did not discriminate between London and non-London MPs.⁷⁸) IPSA concluded that this level appeared to be appropriate. However, in its report on the consultation (published in March 2011), IPSA noted that this could cause difficulties in some cases:

9.4 Where an MP has members of staff who are paid towards the top of their pay scales, there is a risk that their redundancy payments will absorb the majority of the winding up budget, leaving little for the remaining costs. IPSA will therefore move the winding up costs relating to staff redundancies to the Contingency Fund. This mirrors the position if a staff member is made redundant during the year, when the costs are met from the Contingency Fund.

9.5 With this alteration, the winding up budget limit will be based on three months' worth of the Office Costs Expenditure budget. For London Area MPs, this is £46,500; for non-London Area MPs, it is £45,500.⁷⁹

Since the Fourth Edition of the Scheme (from April 2012), MPs have been able to "continue to claim for rental payments and/or associated expenditure for two months after leaving Parliament. These costs will be met from the Contingency Fund".⁸⁰ (This provision was not included in the Third Edition of the Scheme.)

3.8 Loss of Office Payment

IPSA initially made no provision for payments to Members who left Parliament, in the First Edition of its *MPs' Expenses Scheme*. The House of Commons had previously provided a Resettlement Grant (determined by age and length of service) to all Members who left the House at a general election.

IPSA's Fourth Edition (2012/13) of its Scheme included an interim resettlement payment for Members who lost their seat at the General Election. That provision was retained for the rest of the 2010 Parliament:

8.13 MPs will be eligible to receive a Resettlement Payment if they lose their seat at the General Election scheduled for 7 May 2015.

8.14 The amount of the Resettlement Payment payable is one calendar month's salary (at the rate payable to MPs immediately before polling day) for each completed year of service subject to a maximum payment equal to six months' salary.

From the beginning of the 2015 Parliament, the interim arrangement has been replaced by a permanent Loss of Office Payment:

⁷⁷ Independent Parliamentary Standards Authority, *Annual Review of MPs' Expenses Scheme 2011*, "Report on the Consultation of January-February 2011", March 2011, para 9.3

⁷⁸ Independent Parliamentary Standards Authority, *The MPs' Expenses Scheme: Second Edition*, 26 July 2010, HC 405 2010-12, paras 11.1-11.3 and 11.5

⁷⁹ Independent Parliamentary Standards Authority, *Annual Review of MPs' Expenses Scheme 2011*, "Report on the Consultation of January-February 2011", March 2011, paras 9.4-9.5

⁸⁰ IPSA, *Fourth Edition*, HC 1868 2010-12, para 8.9; IPSA, *Seventh Edition*, HC 1078 2014-15, para 8.9. Before the transitional arrangements for MPs who had mortgages ended in August 2012, mortgage interest payments were also covered

8.15 MPs will be eligible to receive a Loss of Office Payment if they lose their seat at a General Election after that scheduled for 7 May 2015.

8.16 The amount of the Loss of Office Payment will be equal to double the prevailing statutory redundancy entitlement.⁸¹

The IPSA Scheme confirms that Members have to be defeated in the same seat that they represented on the day before dissolution. Members are also required to have made arrangements for their staff redundancy notices, repaying outstanding debts to IPSA, submitting expense claims before they receive the Loss of Office Payment.⁸²

3.9 Start-up Expenditure

A new expenditure heading, Start-up Expenditure, was introduced in 2011/12. In the Scheme, IPSA set the following rules on Start-up Expenditure:

Purpose and Eligibility

8.1 Start-Up Expenditure is designed to meet the costs of setting up one or more constituency offices as a new MP.

8.2 Start-Up Expenditure is available for MPs elected to Parliament for the first time for a particular constituency. Notwithstanding any budgetary limit applicable, IPSA may in its discretion limit the Start-Up Expenditure Budget for individual MPs.

Duration and Limit

8.3 The Start-up Expenditure budget is set at £6,000 and lasts for 365 days from the day after the date of election of the MP.

8.4 Notwithstanding paragraph 3.12, if a new MP has not exhausted the Start-Up budget by the end of the financial year and part of the 365 day period remains, the remaining budget will be rolled over into the next financial year. Any unspent funds will expire 365 days after the day after the date of the MP's election.⁸³

3.10 Miscellaneous Expenses

Additional expenses to cover the following circumstances are payable subject to various conditions: Disability assistance; Security assistance; Insurance; Contingency payments; Necessary financial assistance. IPSA also provides an interest-free advance loan:

MPs elected at the General Election on 7 May 2015 may apply for an interest-free advance loan of up to £4,000. The advance loan is repayable in full by 31 March 2016 or, if the MP leaves Parliament before this date, any outstanding amount will be repayable in full on the date the MP leaves office.⁸⁴

Guidance in the Scheme sets out restrictions on the use of the loan:

This advance loan is to assist with cash-flow and help MPs to cover any costs they incur that are allowed under the Scheme and are exclusively in furtherance of their parliamentary functions. This

⁸¹ IPSA, *Seventh Edition*, HC 1078 2014-15, paras 8.13-8.16

⁸² IPSA, *Seventh Edition*, HC 1078 2014-15, paras 8.17-8.18

⁸³ IPSA, *Seventh Edition*, HC 1078 2014-15, paras 8.1-8.4

⁸⁴ IPSA, *Seventh Edition*, HC 1078 2014-15, paras 10.1-10.12 and 10.20-10.21

is not for use on personal expenditure or expenses that would be outside the Scheme.⁸⁵

3.11 Recall of Parliament

Following the two recalls of Parliament during the 2011 summer recess, IPSA made explicit provision for recall expenses in the 2012/13 Scheme. Provision is made in the 2015/16 Scheme:

IPSA will, in the event of a recall of Parliament during Recess, settle claims for any reasonable travel by an MP and his or her spouse/partner and/or dependants to Westminster or an MP's London Area residence. This includes international travel back to the UK and may include return travel to the foreign location, where necessary. MPs will be expected to travel standard class or equivalent unless they have no alternative or there is a more cost-effective option available.⁸⁶

Until 2013/14) there was a budgetary limit of £3,750 per Member but this was removed following the November 2013 consultation.⁸⁷

In the summer of 2011, before provision was made in the Scheme, IPSA confirmed that Members would be able to claim for the cost of "necessary travel to enable them to return to Parliament" as a result of the recall of Parliament.⁸⁸

3.12 Expenditure during a general election

The Scheme sets out the rules that would apply to claims for expenses in the period when Parliament is dissolved.⁸⁹

⁸⁵ IPSA, *Seventh Edition*, HC 1078 2014-15, after para 10.21

⁸⁶ IPSA, *Seventh Edition*, HC 1078 2014-15, para 10.13

⁸⁷ IPSA, *Sixth Edition*, "Report on the Consultation of 2013-14", paras 65-72

⁸⁸ IPSA, "Recall of Parliament", [MP Bulletin 46](#), 9 August 2011

⁸⁹ IPSA, *Seventh Edition*, HC 1078 2014-15, paras 10.14-10.19

Appendix 1: IPSA MPs' expenses scheme – summary of rates 2010/11 to 2015/16

(a) Accommodation Expenses for London and London Area Living Payment

	Accommodation Expenses		Accommodation Expenses		Associated Expenditure (3)	Hotel Accommodation (per night)		Caring Responsibility	London Area Living Payment	Addition to London Area Living Payment
	London Area (1)	Rent (max)	Total	Mortgage (transition) Mortgage (max)		London Area	Elsewhere			
2010/11	£19,900	£17,400	£17,500	£15,000	-	£130	£105	£2,425	£3,760	-
2011/12	£19,900	-	£17,500	-	-	£150	£120	£2,425	£3,760	£1,330
2012/13	£20,000	-	£8,850 (2)	-	-	£150	£120	£2,425	£3,760	£1,330
2013/14	£20,100	-	-	-	£8,850	£150	£120	£2,425	£3,760	£1,330
2014/15	£20,600	-	-	-	£8,850	£150	£120	£2,425	£3,760	£1,330
2015/16	£20,600	-	-	-	£8,850	£150	£120	£2,425	£3,760	£1,330
2015/16 (4)	£18,883				£8,113			£2,223	£3,447	£1,219
2015/16 (5)	£5,150				£2,213			£606	£940	£333

(1) For MPs claiming for rental payments within the Member's constituency, or within 20 miles of any point on the constituency boundary, IPSA set out in guidance annual Accommodation Expenses budgets, in 2010/11. From 2011/12 budgets were specified in the Scheme. These budget limits vary, having regard to particular constituencies. (See below.)

(2) Five months at £1,250 (as the transition period ends on 31 August 2012) plus £2,600 for associated expenditure

(3) From 2013/14, MPs who owned their own home were able to claim up to £8,850 for associated expenditure only under Accommodation Expenditure

(4) IPSA calculated proportionately reduced budgets for newly elected Members, equivalent to 11 months' budget

(5) IPSA calculated proportionately reduced budgets for Members who stood down or were defeated, equivalent to 3 months' budget

31 Members' pay and expenses

(b) Bandings for Accommodation Expenses outside London

	Band A (Rent max)	Band B (Rent max)	Band C (Rent max)	Band D (Rent max)	Band E (Rent max)
2010/11 (1)	£15,050	£12,550	£13,655	£11,155	£12,261
2011/12	£15,050		£13,655		£12,261
2012/13	£15,150		£13,750		£12,450
2013/14	£15,250		£13,850		£12,350
2014/15	£15,650		£14,200		£12,800
2015/16	£15,650		£14,200		£12,800
2015/16 (2)	£14,346		£13,017		£11,733
2015/16 (3)	£3,913		£3,550		£3,200

(1) Rates set in Scheme guidance

(2) IPSA calculated proportionately reduced budgets for newly elected Members, equivalent to 11 months' budget

(3) IPSA calculated proportionately reduced budgets for Members who stood down or were defeated, equivalent to 3 months' budget

(c) Staffing, Office, Administrative and Expenses

	Staffing Expenditure			Constituency Office Rental Expenditure		General Administrative Expenditure	Office Costs Expenditure	
	All areas	London	non-London	London Area	Non-London Area		London Area	Non-London Area
2010/11	£109,548	-	-	£12,761	£10,663	£10,394	-	-
2011/12	£115,000	-	-	-	-	-	£24,000	£21,500
2012/13	-	£144,000	£137,200	-	-	-	£24,750	£22,200
2013/14	-	£144,000	£137,200	-	-	-	£25,350	£22,750
2014/15	-	£145,500	£138,600	-	-	-	£25,900	£23,250
2015/16	-	£147,000	£140,000	-	-	-	£26,050	£23,400
2015/16 (1)		£134,750	£128,333				£23,879	£21,450
2015/16 (2)		£36,750	£35,000				£6,513	£5,850

(1) IPSA calculated proportionately reduced budgets for newly elected Members, equivalent to 11 months' budget

(2) IPSA calculated proportionately reduced budgets for Members who stood down or were defeated, equivalent to 3 months' budget

(d) Start-Up and Winding-Up Expenses

	Start-up	Winding-up	Winding-up Expenditure	
	Expenses (1)	Expenses	London Area	Non-London Area
2010/11	-	£40,609	-	-
2011/12	£6,000	-	£46,500	£45,500
2012/13	£6,000	-	£56,250	£53,150
2013/14	£6,000	-	£56,450	£53,350
2014/15	£6,000	-	£57,150	£53,950
2015/16	£6,001	-	£57,150	£53,950

(1) Available for 365 days from the day after the date of election of the MP

(e) Travel and subsistence

	Rate per mile				Subsistence		Taxi
	Motor car		Motorcycle	Bicycle	Overnight	Late sitting	Late sitting
	< 10,000 miles	> 10,000 miles			(1)	(2)	(3)
2010/11	40p	25p	24p	20p	£25	£15	£80
2011/12 (4)	40p	25p	24p	20p	£25	£15	£80
2012/13	45p	25p	24p	20p	£25	£15	£80
2013/14	45p	25p	24p	20p	£25	£15	£80
2014/15	45p	25p	24p	20p	£25	£15	£80
2015/16	45p	25p	24p	20p	£25	-	£80

(1) Away from London Area or constituency

(2) MPs may claim reimbursement of the costs of an evening meal when they are required to be at the House of Commons because it is sitting beyond 7.30pm.

(3) In 2010/11, taxi fares could only be claimed if the House sat beyond 11pm

(4) The mileage rate for motor cars (< 10,000 miles) increased to 45p from 1 May 2011

Appendix 2: London Area constituencies

In its rules on Accommodation Expenditure, IPSA states that it is payable only to non-London Area MPs. The definition of the London Area changed from the beginning of April 2011. The following constituencies were London Area constituencies in 2010/11 (128 in total).

The 97 that are numbered were London Area constituencies from April 2011. Those in **emboldened text** are eligible for an addition to the London Area Living Payment. North East Hertfordshire (68) was removed from the list of London Area seats from 1 April 2012.

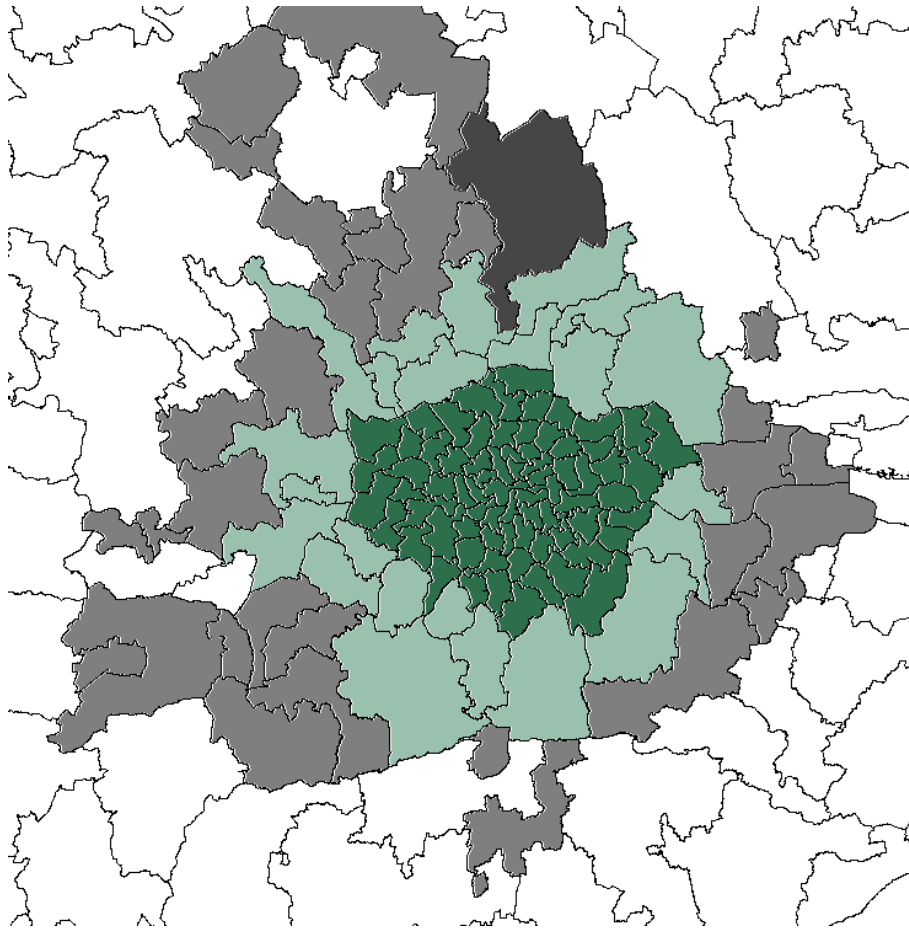
- | | |
|------------------------------------|-------------------------------------|
| 1. Aldershot | 35. Epping Forest |
| 1. Barking | 36. Epsom & Ewell |
| Basildon & Billericay | 37. Erith & Thamesmead |
| Basingstoke | 38. Esher & Walton |
| 2. Battersea | 39. Feltham & Heston |
| 3. Beaconsfield | 40. Finchley & Golders Green |
| 4. Beckenham | Gravesham |
| 5. Bermondsey & Old Southwark | 41. Greenwich & Woolwich |
| 6. Bethnal Green & Bow | Guildford |
| 7. Bexleyheath & Crayford | 42. Hackney North & Stoke |
| 8. Brent Central | Newington |
| 9. Brent North | 43. Hackney South & Shoreditch |
| 10. Brentford & Isleworth | 44. Hammersmith |
| 11. Brentwood & Ongar | 45. Hampstead & Kilburn |
| 12. Bromley & Chislehurst | 46. Harlow |
| 13. Broxbourne | 47. Harrow East |
| 14. Camberwell & Peckham | 48. Harrow West |
| 15. Carshalton & Wallington | 49. Hayes & Harlington |
| Castle Point | Hemel Hempstead |
| Chatham & Aylesford | 50. Hendon |
| Chelmsford | 51. Hertford & Stortford |
| 16. Chelsea & Fulham | 52. Hertsmere |
| Chesham & Amersham | Hitchin & Harpenden |
| 17. Chingford & Woodford Green | 53. Holborn & St Pancras |
| 18. Chipping Barnet | 54. Hornchurch & Upminster |
| 19. Cities of London & Westminster | 55. Hornsey & Wood Green |
| Crawley | 56. Ilford North |
| 20. Croydon Central | 57. Ilford South |
| 21. Croydon North | 58. Islington North |
| 22. Croydon South | 59. Islington South & Finsbury |
| 23. Dagenham & Rainham | 60. Kensington |
| 24. Dartford | 61. Kingston & Surbiton |
| 25. Dulwich & West Norwood | 62. Lewisham East |
| 26. Ealing Central & Acton | 63. Lewisham West & Penge |
| 27. Ealing North | 64. Lewisham, Deptford |
| 28. Ealing, Southall | 65. Leyton & Wanstead |
| 29. East Ham | Luton North |
| 30. East Surrey | Luton South |
| 31. Edmonton | Maidenhead |
| 32. Eltham | Mid Sussex |
| 33. Enfield North | Milton Keynes North |
| 34. Enfield, Southgate | Milton Keynes South |

- | | |
|---|------------------------------|
| 66. Mitcham & Morden | 81. Spelthorne |
| 67. Mole Valley | 82. St Albans |
| North East Bedfordshire | Stevenage |
| North East Hampshire | 83. Streatham |
| 68. North East Hertfordshire * | Surrey Heath |
| 69. Old Bexley & Sidcup | 84. Sutton & Cheam |
| 70. Orpington | 85. Thurrock |
| 71. Poplar & Limehouse | Tonbridge & Malling |
| 72. Putney | 86. Tooting |
| Reading East | 87. Tottenham |
| Reading West | 88. Twickenham |
| 73. Reigate | 89. Uxbridge & South Ruislip |
| 74. Richmond Park | 90. Vauxhall |
| Rochester & Strood | 91. Walthamstow |
| 75. Romford | 82. Watford |
| 76. Ruislip, Northwood & Pinner | 93. Welwyn Hatfield |
| 77. Runnymede & Weybridge | 94. West Ham |
| 78. Sevenoaks | 95. Westminster North |
| 79. Slough | 96. Wimbledon |
| South Basildon & East Thurrock | 97. Windsor |
| South West Bedfordshire | Woking |
| 80. South West Hertfordshire | Wycombe |
| South West Surrey | |





* From April 2012, North East Hertfordshire was no longer defined as a London Area seat

Source: IPSA, *The Members' Expenses Scheme, Schedule 2*, 29 March 2010, HC 501 2009-10; *Annual Review of MPS' Expenses Scheme 2011*, "The MPs' Expenses Scheme: Third Edition", Schedule 2 and Schedule 3

London Area Constituencies since May 2010



In 2010/11 all the seats identified in the map were London area constituencies.

-  From April 2011, no longer defined as London area constituencies
-  From April 2012, North East Hertfordshire was no longer defined as a London area constituency
-  London area seats since May 2010 qualifying for a supplement to the London living payment from April 2011
-  London area seats since May 2010

Appendix 3: Library Research Papers on Members' pay and allowances since 2001

[Parliamentary Pay and Allowances: Current Rates](#), RP 01/43, 3 April 2001

[Parliamentary Pay, Allowances and Pensions: the Reviews of 2001](#), RP 01/86, 8 November 2001

[Parliamentary Pay and Allowances: Current Rates](#), RP 01/87, 8 November 2001

[Members' office costs – the new system](#), RP 01/88, 8 November 2001

[Parliamentary pay and allowances](#), RP 03/64, 16 July 2003

[Parliamentary pay and allowances](#), RP 04/40, 18 May 2004

[Parliamentary pay and allowances](#), RP 05/42, 9 June 2005

[Parliamentary pay and allowances](#), RP 06/47, 9 October 2006

[Parliamentary pay, allowances and pensions](#), RP 08/31, 31 March 2008

[Members' pay and the independent review process](#), RP 09/29, 31 March 2009

[Members' allowances](#), RP 09/60 25 June 2009

[Members' pay and expenses – current rates and a review of developments since 2009](#), RP 12/29, 22 May 2012

[Members' pay and expenses – current rates from 1 April 2013](#), RP 13/33, 31 May 2013

BRIEFING PAPER

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