

Research Briefing  
Number 6489  
By Richard Kelly  
20 July 2023

# Appointment of the IPSA Board

## 1

## Introduction

Members of the Independent Parliamentary Standards Authority (IPSA) are appointed in accordance with the Parliamentary Standards Act 2009. It provides for IPSA to have a chair and four other members. All are appointed by His Majesty on an address of the House of Commons. They are selected by the Speaker of the House of Commons, with the agreement of the Speaker's Committee for the IPSA, following a fair and open competition.<sup>1</sup>

The legislation also requires IPSA to appoint a chief executive and states that IPSA may appoint other staff.

On 17 July 2023, the House of Commons agreed that Dame Laura Cox should be appointed to IPSA, from 1 August 2023.<sup>2</sup>

Dame Laura will become the member of IPSA who had held high judicial office. She replaces Sir Robert Owen who resigned with effect from 26 April 2023, due to personal circumstances.<sup>3</sup>

On 20 June 2023, the Speaker's Committee on IPSA issued a report recommending the appointment Dame Laura Cox, in place of Sir Robert. It

---

<sup>1</sup> [Parliamentary Standards Act 2009](#) (chapter 13), Schedule 1, para 2

<sup>2</sup> [HC Deb 17 July 2023 cc727-729](#)

<sup>3</sup> Speaker's Committee on IPSA, [Appointment of IPSA Board member \(former high judicial office holder\)](#) (PDF), 20 June 2023, HC 1443 2022-23, para 3

recommended Dame Laura be appointed for five years. Dame Laura retired from the High Court Bench in 2016. She conducted the independent inquiry into the Bullying and Harassment of House of Commons Staff in 2018.<sup>4</sup>

## 2 IPSA Board

Schedule 1 of the Parliamentary Standards Act 2009 specifies that the IPSA is to comprise “one member who is to chair it” and “four other members” who are referred to as “ordinary members”. The Schedule specifies that:

At least one of the members of the IPSA must be a person who has held (but no longer holds) high judicial office (within the meaning of Part 3 of the Constitutional Reform Act 2005 (c. 4)).

At least one of the members of the IPSA must be a person who is eligible for appointment as a statutory auditor by virtue of Chapter 2 of Part 42 of the Companies Act 2006.

One of the members of the IPSA (“the Parliamentary member”) must be a person who has been (but is no longer) a member of the House of Commons.

Apart from the Parliamentary member, a person who has been a member of the House of Commons at any time within the last five years may not be a member of the IPSA.<sup>5</sup>

## 3 Appointment process

The chair and ordinary members are appointed by His Majesty on an address of the House of Commons. That is the House of Commons agrees a motion that gives the name(s) of individuals who have been recommended for appointment and asks the King to formally appoint them.

Before the motion is considered by the House, the name(s) must be agreed by the Speaker and the Speaker’s Committee for the IPSA. They have to be selected “on merit on the basis of fair and open competition”:

(1) The chair of the IPSA is to be appointed by Her Majesty on an address of the House of Commons.

(2) An ordinary member of the IPSA is to be appointed by Her Majesty on an address of the House of Commons.

---

<sup>4</sup> Speaker’s Committee on IPSA, [Appointment of IPSA Board member \(former high judicial office holder\)](#) (PDF), 20 June 2023, HC 1443 2022-23, para 14 and paras 16-17

<sup>5</sup> [Parliamentary Standards Act 2009](#) (chapter 13), Schedule 1, para 1

(3) A motion for an address under sub-paragraph (1) or (2) may be made only with the agreement of the Speaker.

(4) The person the subject of the motion must have been selected by the Speaker on merit on the basis of fair and open competition.

(5) The Speaker must not select a candidate without the agreement of the Speaker's Committee for the Independent Parliamentary Standards Authority.<sup>6</sup>

The process followed in the recruitment exercise that began after Sir Robert Owen announced his intention to resign was outlined in a report from the Speaker's Committee on IPSA.

The recruitment process was launched in November 2022, when the Speaker appointed a panel to review the recruitment pack, interview candidates and make final recommendations to the Speaker.<sup>7</sup> The role of the panel and support it received were set out in the report:

6. The panel was asked to provide the Speaker with the names of candidates who it believed were appointable to the role, in the form of a ranked list. The recruitment consultants Veredus were engaged by IPSA to support the process.

7. The panel first met in December 2022 to review the recruitment pack and advertisement for the role. The panel revised the role description and person specification, before they were signed off by the Speaker. The campaign went live on 21 December 2022 and closed on 30 January 2023. The role was advertised on the Times Appointments and Veredus websites. Candidates were asked to provide their CV, a statement in support of their application, and a declaration of any political activities. The panel were also provided with Veredus's initial assessment of the strength of the candidates' applications.<sup>8</sup>

The Committee reported that six applications were received. It commented that the number of applications may have appeared low but this reflected the statutory requirement that the candidate had to have held high judicial office. It then described how the recruitment process proceeded:

... The panel met on 20 February 2023 to longlist candidates, and agree which candidates to invite to preliminary interviews with the recruitment consultants. Panel members present declared whether they had pre-existing knowledge of any of the candidates, either in a personal or professional capacity. There were some connections, none of which were sufficiently close to require the panellists concerned to remove themselves from further consideration of the candidates. The panel decided on a longlist of four candidates for initial interviews with Veredus.

---

<sup>6</sup> [Parliamentary Standards Act 2009](#) (chapter 13), Schedule 1, para 2

<sup>7</sup> The panel was: Sarah Laessig (independent chair); Cindy Butts and Theresa Middleton, (lay members of the Speaker's Committee for IPSA); Sir David Crausby (former MP); and Richard Lloyd (Chair of IPSA). Cindy Butts stood down after the first meeting but the panel determined it was properly constituted

<sup>8</sup> Speaker's Committee on IPSA, [Appointment of IPSA Board member \(former high judicial office holder\)](#) (PDF), 20 June 2023, HC 1443 2022-23, paras 6-7

9. The panel met again on 8 March to consider the outcome of these preliminary interviews with Veredus, and agreed a shortlist of four candidates to final interviews. One candidate withdrew their application before the final interviews took place.

10. Each shortlisted candidate was offered the opportunity to meet the Chair of IPSA to discuss the IPSA's role and its current programme of activity.

11. Veredus carried out social media screening for each of the shortlisted candidates. Veredus also took two references for each of the interviewed candidates. Nothing in either the references or social media screening gave the panel cause for concern.

12. Panel interviews were held on 27 March on the Parliamentary Estate. Candidates were asked to prepare a five-minute presentation setting out what they saw as the main challenges and opportunities facing the IPSA over the next three years, and how they, as a board member, would enable the IPSA to meet the challenges and capitalise on the opportunities therein.

13. Each interview lasted a little over 45 minutes. Questioning was designed to test the candidates' fit with the essential and desirable criteria in the person specification. At the end, the candidates were asked about how they would handle the time commitment, any actual or potential grounds for perceived conflicts of interest, and whether there was anything else in their backgrounds that might affect their ability to command the confidence of the public, Members from across the House, and Members' staff.

14. The panel found that all three interviewed candidates met the requirements and were appointable to the role. The panel provided the Speaker, for each interviewed candidate, with a summary of their fit with the person specification. Having carefully considered the panel's report, the Speaker decided to recommend Dame Laura Cox to the Speaker's Committee as his preferred candidate for the post. The Speaker's Committee met on 13 June 2023, and agreed to the Speaker's selection of Dame Laura Cox.

15. The Speaker and the Committee are entirely satisfied that the selection process was rigorous and that the panel discharged its duties conscientiously and with all due regard to the requirements of thoroughness, fairness and propriety, and to ensuring applications from a diverse range of candidates and testing all candidates on their commitment to equality, diversity and inclusion. We are grateful to Sarah Laessig and her fellow panellists.<sup>9</sup>

The Committee also provided a short profile of Dame Laura Cox and quoted comments from the recruitment panel on her suitability for the role.<sup>10</sup>

---

<sup>9</sup> Speaker's Committee on IPSA, [Appointment of IPSA Board member \(former high judicial office holder\)](#) (PDF), 20 June 2023, HC 1443 2022-23, paras 8-15

<sup>10</sup> Speaker's Committee on IPSA, [Appointment of IPSA Board member \(former high judicial office holder\)](#) (PDF), 20 June 2023, HC 1443 2022-23, para 14 and paras 16-18

## Recent previous recruitment exercises

The recruitment process followed when William Lifford was reappointed in 2022, was outlined in a report from the Speaker's Committee on IPSA.<sup>11</sup>

The recruitment process followed when Lea Paterson was appointed, earlier in 2022, was outlined in a report from the Speaker's Committee on IPSA.<sup>12</sup>

The recruitment process followed when Richard Lloyd was appointed Chair, in 2021, was outlined in a report from the Speaker's Committee on IPSA.<sup>13</sup>

The process followed in the previous recruitment exercise for two Board members, in 2020, was outlined in a report from the Speaker's Committee on IPSA.<sup>14</sup>

## 3.1

## Re-appointment of Board members

The terms of the first ordinary IPSA Board members expired on 10 January 2013. During 2012 they were advised that if they wished to be reappointed, they would have to re-apply for their position and go through the recruitment process. The then Speaker, John Bercow, set out why that conclusion had been reached. He quoted paragraph 2 of Schedule 1 of the Parliamentary Standards Act 2009 and then stated that:

Andrew McDonald and the staff of IPSA have expressed the desirability of renewing the existing appointments, for varied terms, to enable future appointments to be staggered and to ensure continuity in IPSA's governance. The arguments for establishing a rolling programme of appointments are clearly strong. I have however, been advised that the mandatory nature of the instruction in paragraph 2(4) [of Schedule 1] requires each board position to be subject to fair and open competition at the end of every fixed term. I have been advised further that were I, as Speaker, to direct that an appointment be carried out by any procedure other than on merit on the basis of full and open competition, that direction would be amenable to judicial review.<sup>15</sup>

Sir Ian Kennedy, the then Chair of IPSA, agreed that “*initial* appointments to the Board must be based on merit through fair and open competition”. However, he considered that:

---

<sup>11</sup> Speaker's Committee on IPSA, [Appointment of IPSA Board member \(Statutory Auditor\)](#) (PDF), 14 November 2022, HC 872 2022-23

<sup>12</sup> Speaker's Committee on IPSA, [Appointment of IPSA Board member](#) (PDF), 13 January 2022, HC 1032 2021-22

<sup>13</sup> Speaker's Committee on IPSA, [Appointment of the Chair of the independent Parliamentary Standards Authority](#) (PDF), 23 June 2021, HC 407 2021-22

<sup>14</sup> Speaker's Committee on IPSA, [Appointment of IPSA Board Members](#), 14 December 2020, HC 1084 2019-21

<sup>15</sup> [Correspondence between the Speaker and IPSA relating to Appointments to the Independent Parliamentary Standards Authority](#) (PDF), letter from the Speaker, 2 April 2012

... as regards *existing* members of a Board in the public sector, the norm is one of renewal. In the case of public appointments, it is established practice that serving Board members are only required to take part in a full competition if their performance to date has been assessed – usually by the Chair – to be unsatisfactory. This is not the case as regards members of my Board [emphasis in original].<sup>16</sup>

In the event, the four ordinary IPSA Board members decided not to reapply.<sup>17</sup>

In 2014, the Speaker's Committee on IPSA agreed arrangements for the establishment of a panel to oversee the appointment of the Chair of the Board, for a period of 18 months. At the end of the process, Professor Sir Ian Kennedy was reappointed.<sup>18</sup>

Three other members of the IPSA Board have been re-appointed and in all cases they went through the full appointment process before their re-appointment was confirmed:

- William Lifford, in November 2022
- Richard Lloyd, then interim Chair of IPSA, was recommended for appointment as Chair, after a full appointment process, in June 2021.<sup>19</sup>
- Sir Robert Owen, in 2020,

## 4 Current members of the IPSA Board

The terms and qualifications of the current members of the IPSA Board are:

- Richard Lloyd, Chair. He was appointed to the Board from 1 December 2018, for five years.<sup>20</sup> He became interim Chair, on 11 October 2019, following the resignation of Ruth Evans.<sup>21</sup> He remained interim Chair until his appointment as Chair, for five years, from 1 September 2021.<sup>22</sup>
- William Lifford, auditor member, from 11 January 2018 for five years, and from 11 January 2023 to 10 January 2026.<sup>23</sup>

---

<sup>16</sup> Ibid, letter from Sir Ian Kennedy, 16 April 2012

<sup>17</sup> Independent Parliamentary Standards Authority news, IPSA's Board, 13 November 2012

<sup>18</sup> Speaker's Committee for the Independent Parliamentary Standards Authority, [Formal Minutes 2014](#) (PDF), p1 and p4

<sup>19</sup> Speaker's Committee on IPSA, [Appointment of the Chair of the Independent Parliamentary Standards Authority](#) (PDF), 23 June 2021, HC 407 2021-22

<sup>20</sup> [HC Deb 5 December 2018 c1025](#) (motion); [HC Deb 12 December 2020 c331](#) (result of deferred division)

<sup>21</sup> Independent Parliamentary Standards Authority, [Minutes of a meeting of IPSA's Board](#) (PDF), 3 September 2019, Item 5

<sup>22</sup> [HC Deb 13 July 2021 cc327-328](#)

<sup>23</sup> [HC Deb 12 December 2017 c366](#); [HC Deb 28 November 2022 c748](#)

- Helen Jones, former Member of Parliament, from 1 January 2020-31 December 2025.<sup>24</sup>
- Lea Paterson, from 14 March 2022, for five years.<sup>25</sup>
- Dame Laura Cox, former holder of high judicial office, from 1 August 2023-31 July 2028.<sup>26</sup>

Brief CVs of all the members of the IPSA Board are available on the IPSA website.<sup>27</sup>

A list of current and previous members of the IPSA Board can be found in Appendix 1.

## Remuneration

The Speaker of the House of Commons determines the daily rate for the members of IPSA Board. From April 2022, they are £800 per day for the Chair and £500 per day for ordinary members. In 2009 they were set at £700 for the Chair and £400 for ordinary members. The daily rates remained unchanged until April 2022.

The anticipated time commitment from IPSA's Chair is approximately two days per week and from the ordinary Board members two days per month, but greater commitment may be needed at certain times.<sup>28</sup>

## 5

## Staff of IPSA

The Parliamentary Standards Act 2009 states that “IPSA must appoint a chief executive” and that “IPSA may appoint other staff”. The Act specifies that the terms and conditions of the chief executive and staff are to be determined by the IPSA.<sup>29</sup>

The current chief executive of IPSA is Ian Todd. He joined IPSA in October 2020.<sup>30</sup>

---

<sup>24</sup> [HC Deb 16 December 2020 cc351-353](#); Speaker's Committee on IPSA, [Appointment of IPSA Board Members](#), 14 December 2020, HC 1084 2019-21

<sup>25</sup> [HC Deb 31 January 2022 cc111-113](#); Speaker's Committee on IPSA, [Appointment of IPSA Board member](#) (PDF), 13 January 2022, HC 1032 2021-22

<sup>26</sup> [HC Deb 17 July 2023 cc7127-729](#); Speaker's Committee on IPSA, [Appointment of IPSA Board member \(former high judicial office holder\)](#) (PDF), 20 June 2023, HC 1443 2022-23

<sup>27</sup> Independent Parliamentary Standards Authority, [Board and Chief Executive](#)

<sup>28</sup> Independent Parliamentary Standards Authority, [Our operational costs](#) [webpage]

<sup>29</sup> [Parliamentary Standards Act 2009](#) (chapter 13), Schedule 1, para 14

<sup>30</sup> Independent Parliamentary Standards Authority, [Board and Chief Executive](#)

During 2021-22, IPSA employed an average of 99 full-time equivalent staff on both permanent and fixed-term contracts. In addition, IPSA had four Board members and one Board vacancy (filled in March 2022). It funded the cost of one Compliance Officer and a deputy and three lay members of the SCIPSA.<sup>31</sup>

## Previous Chief Executives

Andrew MacDonald (2009-2014)

Marcial Boo (2014-2020)

# 6 Speaker's Committee for the Independent Parliamentary Standards Authority

The [Speaker's Committee for the Independent Parliamentary Standards Authority](#) is a statutory body established under the Parliamentary Standards Act 2009.

The Committee considers the candidates proposed by the Speaker, following fair and open competition, for the posts of Chair and members of the IPSA.<sup>32</sup>

It reviews the IPSA's annual estimate (proposed budget) of the resources it needs.<sup>33</sup>

Schedule 3 of the Act specifies the membership of the Speaker's Committee:

- a) the Speaker of the House of Commons,

---

<sup>31</sup> Independent Parliamentary Standards Authority, [Annual Report and Accounts for 2021-22](#) (PDF), 15 December 2022, HC 853 2022-23, p24

During 2020-21, IPSA employed an average of 84 full-time equivalent staff on both permanent and fixed-term contracts. In addition, IPSA had four Board members and one Board vacancy. It also funded the costs of one Compliance Officer and a deputy and three Lay Members of SCIPSA [Independent Parliamentary Standards Authority, [Annual Report and Accounts 2020-21](#) (PDF), 18 November 2021, HC 864 2021-22, para 34]

During 2019-20, IPSA employed an average of 83 full-time equivalent staff, including permanent, agency and fixed-term staff, plus up to five Board Members. IPSA also funds the cost of one Compliance Officer and her deputy; and four Lay Members of the Speaker's Committee for IPSA [Independent Parliamentary Standards Authority, [Annual Report and Accounts 2019-20](#) (PDF), 21 January 2021, HC 1109 2019-21, para 36.]

During 2018-19, IPSA employed an average of 71 full-time equivalent staff, including permanent, agency and fixed-term staff, plus five Board Members, one Compliance Officer and three Lay Members of the Speaker's Committee for IPSA (SCIPSA) [Independent Parliamentary Standards Authority, [Annual Report and Accounts 2018-19](#) (PDF), 19 December 2019, HC 11 2019-21, para 40]

<sup>32</sup> Parliamentary Standards Act 2009 (chapter 13), [Schedule 1](#), para 2

<sup>33</sup> Parliamentary Standards Act 2009 (chapter 13), [Schedule 1](#), para 22



- (b) the Leader of the House of Commons,
- (c) the person who chairs the House of Commons Committee on Standards ...
- (d) five members of the House of Commons who are not Ministers of the Crown, appointed by the House of Commons, and
- (e) three lay persons appointed by resolution of the House of Commons.<sup>34</sup>

The current [members](#) of the Speaker's Committee are listed on the UK Parliament website.

---

<sup>34</sup> Parliamentary Standards Act 2009 (chapter 13), [Schedule 3](#), para 1

## Appendix 1 – Members of the IPSA Board: Dates of Service and Appointment

Table 1: Chairs of IPSA			
Name	Start	End	Date of Resolution of House of Commons
Prof. Sir Ian Kennedy <sup>1</sup>	4 Nov 2009	1 Jun 2016	<a href="#">2 Dec 2009</a> ; <a href="#">21 Oct 2014</a>
Ruth Evans	1 Jun 2016	Oct 2019	<a href="#">26 Apr 2016</a>
Richard Lloyd (interim)	11 Oct 2019	31 Aug 2021	N/A
Richard Lloyd	1 Sept 2021	(a)	<a href="#">13 Jul 2021</a>

(1) Sir Ian Kennedy was appointed, initially as Chair Designate, for a fixed term of five years that ended on 3 November 2014.<sup>35</sup> His appointment as Chair was confirmed on 2 December 2009. He was subsequently re-appointed until 1 June 2016.

(2) IPSA announced that Ruth Evans would be resigning in October 2019 on 25 July 2019.<sup>36</sup>

(a) Richard Lloyd was appointed Chair “with effect from 1 September 2021 for the period ending 31 August 2026”.

<sup>35</sup> [HC Deb 4 December 2012 c831](#)

<sup>36</sup> Independent Parliamentary Standards Authority news, [IPSA’s Chair](#), 25 July 2019

**Table 2: Ordinary members**

Name	Start	End	Date of Resolution of House of Commons
Rt Hon Sir Scott Baker#	11 Jan 2010	10 Jan 2013	<a href="#">2 Dec 2009</a>
Jackie Ballard^	11 Jan 2010	10 Jan 2013	2 Dec 2009
Ken Olisa OBE	11 Jan 2010	10 Jan 2013	2 Dec 2009
Prof Isobel Sharp CBE*	11 Jan 2010	10 Jan 2013	2 Dec 2009
Sir Neil Butterfield#	11 Jan 2013	31 Dec 2015	<a href="#">4 Dec 2012</a>
Elizabeth Padmore	11 Jan 2013	10 Jan 2018	4 Dec 2012
Anne Whitaker*	11 Jan 2013	10 Jan 2018	4 Dec 2012
Prof Anthony Wright^	11 Jan 2013	31 Dec 2015	4 Dec 2012
Sir Robert Owen#	1 Jan 2016	26 Apr 2023	<a href="#">1 Dec 2015</a> ; <a href="#">16 Dec 2020</a>
Rt Hon. John Thurso^	1 Jan 2016	6 Aug 2016	1 Dec 2015
Rt Hon Jennifer Willott^	7 Aug 2016	31 Dec 2020	<a href="#">21 Jul 2016</a>
William Lifford*	11 Jan 2018	(a)	<a href="#">12 Dec 2017</a> ; <a href="#">28 Nov 2022</a>
Jackie Smith	19 Feb 2018	24 May 2018	<a href="#">23 Jan 2018</a>
Richard Lloyd (Interim Chair from 11 Oct 2019-31 Aug 21)	1 Dec 2018	31 Aug 2021 (b)	<a href="#">5 Dec</a> and <a href="#">12 Dec 2018</a>
Helen Jones^	1 Jan 2021	(c)	<a href="#">16 Dec 2020</a>
Lea Paterson	14 Mar 2022	(d)	<a href="#">31 Jan 2022</a>
Dame Laura Cox	1 Aug 2023	(e)	<a href="#">17 Jul 2023</a>

# Former holder of high judicial office

\* Auditor

^ Former Member of Parliament

(a) initially appointed for a period of five years:  
reappointed until 10 January 2026(b) originally appointed to the Board for a period of five years. Appointed  
Chair of the Board, from 1 September 2021, for five years

(c) appointed until 31 December 2025

(d) appointed for a period of five years

(e) appointed until 31 July 2028

### Disclaimer

The Commons Library does not intend the information in our research publications and briefings to address the specific circumstances of any particular individual. We have published it to support the work of MPs. You should not rely upon it as legal or professional advice, or as a substitute for it. We do not accept any liability whatsoever for any errors, omissions or misstatements contained herein. You should consult a suitably qualified professional if you require specific advice or information. Read our briefing '[Legal help: where to go and how to pay](#)' for further information about sources of legal advice and help. This information is provided subject to the conditions of the Open Parliament Licence.

### Feedback

Every effort is made to ensure that the information contained in these publicly available briefings is correct at the time of publication. Readers should be aware however that briefings are not necessarily updated to reflect subsequent changes.

If you have any comments on our briefings please email [papers@parliament.uk](mailto:papers@parliament.uk). Please note that authors are not always able to engage in discussions with members of the public who express opinions about the content of our research, although we will carefully consider and correct any factual errors.

You can read our feedback and complaints policy and our editorial policy at [commonslibrary.parliament.uk](https://commonslibrary.parliament.uk). If you have general questions about the work of the House of Commons email [hcenquiries@parliament.uk](mailto:hcenquiries@parliament.uk).

The House of Commons Library is a research and information service based in the UK Parliament. Our impartial analysis, statistical research and resources help MPs and their staff scrutinise legislation, develop policy, and support constituents.

Our published material is available to everyone on [commonslibrary.parliament.uk](https://commonslibrary.parliament.uk).

Get our latest research delivered straight to your inbox. Subscribe at [commonslibrary.parliament.uk/subscribe](https://commonslibrary.parliament.uk/subscribe) or scan the code below:



 [commonslibrary.parliament.uk](https://commonslibrary.parliament.uk)

 [@commonslibrary](https://twitter.com/commonslibrary)