



Queen's Speech 2013

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The Queen's Speech at the beginning of the 2013-14 Session will take place on 8 May 2013.

This Standard Note gathers together announcements from ministers and speculation from commentators on the issues that might be included in the forthcoming Queen's Speech. It includes issues that are expected to be the subject of Bills or draft legislation in the 2013-14 Parliamentary Session. The issues discussed reflect both commitments made in Parliament and elsewhere, and press reports of possible legislation. The list has been compiled with help of the subject specialists in the Library's Research Service. It does not constitute an official list of the Government's intentions.

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1 Introduction

The Queen's Speech at the beginning of the 2013-14 Session will take place on 8 May 2013. The date was announced by the Leader of the House of Commons in a written ministerial statement on 7 March 2013.¹

Following the passage of the *Fixed-term Parliaments Act 2011*, parliamentary sessions have run from spring to spring.² The Queen's Speech at the beginning of the 2012-13 Session took place on Wednesday 9 May 2012,³ the first Wednesday after the local government elections held on 3 May 2012.

Sections 2 and 3 of this note identify issues and bills that may appear in the Queen's Speech. Section 2 reviews legislation that has already been introduced and carried over; has been introduced, or is expected to be introduced, in draft, in the current Session; or was previously introduced in draft (draft bills that have subsequently been introduced and carried over are recorded twice). Section 3 reports statements or press speculation indicating that a particular issue is likely to be the subject of future legislation.

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

¹ [HC Deb 7 March 2013 c72WS](#)

² [HC Deb 13 September 2010 cc33WS-34WS](#)

³ [HC Deb 9 May 2012 cc3-5](#)

2 Bills continuing from 2012-13 Session

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

Children and Families Bill

The *Children and Families Bill* was the subject of a carry-over motion on 25 February 2013, which was agreed without division.⁴

Energy Bill

The *Energy Bill* was the subject of a carry-over motion on 19 December 2012, which was agreed without division.⁵

Finance (No. 2) Bill

The *Finance (No. 2) Bill* was the subject of a carry-over motion on 15 April 2013, which was agreed without division.⁶ *Finance Bills* are introduced following the Budget. Following the passage of the *Fixed-term Parliaments Act 2011*, the House agreed Standing Orders to provide for the carry-over of bills brought in on ways and means motions on 14 December 2011.

Financial Services (Banking Reform) Bill

The *Financial Services (Banking Reform) Bill* was the subject of a carry-over motion on 11 March 2013, which was carried without division.⁷

Marriage (Same Sex Couples) Bill

The *Marriage (Same Sex Couples) Bill* was the subject of a carry-over motion on 5 February 2013, which was agreed to on a division: Ayes 464, Noes 38.⁸

2.2 Draft bills published in 2012-13 Session

Anti-Social Behaviour Bill

The draft bill was published in December 2012.⁹

The draft bill was scrutinised by the Home Affairs Committee. The Committee's report was published on 15 February 2013 and the Government's response in April 2013.¹⁰

Care and Support Bill

The *Draft Care and Support Bill* was published in July 2012.¹¹

The draft bill was scrutinised by a joint committee that was required to report by 7 March 2013.¹² The Joint Committee's report was agreed on 6 March and published on 19 March 2013.¹³

⁴ [HC Deb 25 February 2013 c134](#)

⁵ [HC Deb 19 December 2012 c963](#)

⁶ [HC Deb 15 April 2013 c135](#)

⁷ [HC Deb 11 March 2013 c128](#)

⁸ [HC Deb 5 February 2012 c244](#)

⁹ Home Office, *Draft Anti-Social Behaviour Bill*, Cm 8495, December 2012

¹⁰ Home Affairs Committee, *The draft Anti-social Behaviour Bill: pre-legislative scrutiny*, 15 February 2013, HC 836-I 2012-13; Home Office, *The draft Anti-social Behaviour Bill: pre-legislative scrutiny – The Government response to the Twelfth Report from the Home Affairs Committee Session 2012-13 HC 836*, Cm 8607, April 2013

¹¹ Department of Health, *Draft Care and Support Bill*, July 2012, Cm 8386

¹² [HL Deb 8 November 2012 c1095](#); [HC Deb 19 November 2012 c412](#); [HL Deb 22 November 2012 cc1937-1938](#)

Children and Families Bill

A *Children and Families Bill*¹⁴ was announced in the Queen's Speech in May 2012:

My Government will propose measures to improve provision for disabled children and children with special educational needs. New arrangements will be proposed to support children involved in family law cases, reform court processes for children in care and strengthen the role of the Children's Commissioner.

Measures will be proposed to make parental leave more flexible so both parents may share parenting responsibilities and balance work and family commitments.¹⁵

Various sets of draft clauses relating to this Bill have been subject to pre-legislative scrutiny. On 9 July 2012 Sarah Teather, then Minister of State at the Department for Education (DFE), announced publication of draft legislation concerning the Children's Commissioner.¹⁶ On 3 September 2012, Ms Teather announced publication of draft clauses on Family Justice:¹⁷ scrutinised by the Justice Committee. In November 2012, clauses on shared parenting were published on the DFE website:¹⁸ scrutinised by the Justice Committee. On 7 November 2012 a DFE Minister, Edward Timpson, announced publication of draft legislation on adoption:¹⁹ scrutinised by the Lords Select Committee on Adoption Legislation. Draft legislation on reform of provision for children and young people with Special Educational Needs was scrutinised by the Education Committee.

The *Children and Families Bill* was introduced in 2012-13 and carried over (see section 2.1).

Communications Data Bill

Pre-legislative scrutiny was undertaken by a joint committee. Its report was published on 11 December 2012.²⁰

Dangerous dogs legislation

On 9 April 2013, the Department for Environment, Food and Rural Affairs (DEFRA) published a draft Bill, to amend the *Dangerous Dogs Act 1991*, for pre-legislative scrutiny by the Environment, Food and Rural Affairs Committee. In a written ministerial statement, the DEFRA Minister of State, David Heath, outlined the proposed changes to the 1991 Act:

The proposed amendments to the 1991 Act will extend the law to make it an offence for a dog to be dangerously out of control in any place, including all private property. The provisions make it explicit that a dog attack on an assistance dog, for example a guide dog for the blind or deaf, will be an aggravated offence. The changes will also make clear that the courts should take into account the character of the owner or keeper as well as the temperament of the dog along with any other circumstances when deciding whether a dog poses a danger to public safety.²¹

¹³ Joint Committee on the Draft Care and Support Bill, *Draft Care and Support Bill*, 19 March 2013, HC 822 2012-13

¹⁴ See: *Children and Families Bill to give families support when they need it most*, DFE press notice, 9 May 2012 HC Deb 9 May 2012 c3

¹⁵ *Reform of the Office of the Children's Commissioner: draft legislation*, Cm 8390, July 2012

¹⁶ *Draft legislation on family justice*, Cm 8437, September 2012

¹⁷ *Family justice reform – shared parenting*, DFE article, 6 November 2012

¹⁸ *Draft legislation on adoption: Early permanence through 'Fostering for adoption' and 'Matching for adoption'*, Cm 8473, November 2012

¹⁹ Joint Committee on the Draft Communications Data Bill, *Draft Communications Data Bill*, 11 December 2012, HL Paper 79, HC 479, 2012-13

²⁰ HC Deb 16 April 2013 c28WS

In a previous written ministerial statement, on 6 February 2013, the Secretary of State for Environment, Food and Rural Affairs had announced that “DEFRA will bring forward amendments to the Dangerous Dogs Act 1991 as soon as parliamentary time permits to effect this change in the law”.²²

Energy Bill

Pre-legislative scrutiny was undertaken by the Energy and Climate Change Committee. Its report was published on 23 July 2012.²³

The *Energy Bill* was introduced in 2012-13 and carried over (see section 2.1).

Financial Services (Banking Reform) Bill

Pre-legislative scrutiny was undertaken by the Parliamentary Commission on Banking Standards. Its first report, which included pre-legislative scrutiny of the *Financial Services (Banking Reform) Bill* was published on 21 December 2012.²⁴

The *Financial Services (Banking Reform) Bill* was introduced in 2012-13 and carried over (see section 2.1).

Inheritance and Trustees’ Powers Bill

On 21 March 2013, the Government published “for consultation the draft Inheritance and Trustees’ Powers Bill”. On the same day, the Government submitted its formal response to the Law Commission’s report “Intestacy and family provision claims on death” (Law Com No 331).²⁵

Local Audit Bill

Pre-legislative scrutiny was undertaken by the Draft Local Audit Bill ad hoc Committee. Its report was published on 17 January 2013. Its report was published on 25 March 2013.²⁶

Northern Ireland (Miscellaneous Provisions) Bill

The draft bill was published on 11 February 2013.²⁷ Pre-legislative scrutiny was undertaken by the Northern Ireland Affairs Committee.²⁸

The draft Bill:

- Gives the Secretary of State power to make transparent the declaration of donations to political parties in Northern Ireland from September 2014;
- Abolishes the practice of double-jobbing, whereby Assembly Members also sit in the House of Commons;

²² [HC Deb 6 February 2013 c17WS](#)

²³ Energy and Climate Change Committee, *Draft Energy Bill: Pre-legislative Scrutiny*, 23 July 2012, HC 275-I, 2012-13

²⁴ Parliamentary Commission on Banking Standards, *First Report*, 21 December 2012, HL Paper 98, HC 848, 2012-13

²⁵ [HC Deb 21 March 2013 c57WS](#)

²⁶ Draft Local Audit Bill ad hoc Committee, *Draft Local Audit Bill: Pre-legislative Scrutiny*, 17 January 2013 HC 696-I 2012-13; the Draft Local Audit Bill ad hoc Committee was appointed, on 17 September 2012, to undertake pre-legislative scrutiny of the draft Local Audit Bill [[HC Deb 17 September 2012 c751](#)]

²⁷ Northern Ireland Office, *Publication of draft legislation Northern Ireland (Miscellaneous Provisions)*, Cm8563, February 2013

²⁸ Northern Ireland Committee, *Draft Northern Ireland (Miscellaneous Provisions) Bill*, 25 March 2013, HC 1003 2012-13

- Modifies the way in which the Justice and Policing Department is allocated to a minister under the d'Hondt process;
- Improves electoral registration procedures,
- Amends the Secretary of State's power to designate bodies in respect of equalities legislation.²⁹

Speaking in a Grand Committee debate, in the House of Lords, on the draft *Control of Donations and Regulation of Loans etc. (Extension of the Prescribed Period) (Northern Ireland) Order 2013*, Baroness Randerson said that:

It is the Government's firm intention ... to modify the law in the primary legislation to be introduced when parliamentary time allows and to make more information available about donations and loans to political parties in Northern Ireland. We intend to publish draft legislation on this matter next week.³⁰

Later she indicated that the Government intend to secure the passage of the primary legislation in time for necessary regulations to be implemented by 30 September 2014:

The noble Lord, Lord Lyell, asked about the significance of 30 September 2014. Its significance is that it is the earliest possible date. The Electoral Commission requires that the system moves to greater transparency as soon as possible. That needs primary legislation. The estimate is of how quickly primary legislation can go through this House and the other place and, following that, how quickly the regulations can be implemented. Responses to the Electoral Commission are made quarterly and that is the end of the quarter when this can reasonably be expected to happen. As I said, and as noble Lords will have noted, a draft Bill will be published next week.³¹

Pensions Bill

The draft bill was published in January 2013.³²

Pre-legislative scrutiny was undertaken by the Work and Pensions Committee. The Committee expects the Bill to be introduced in May 2013.³³

Voting Eligibility (Prisoners) Bill

On 22 November 2012, the *Voting Eligibility (Prisoners) Draft Bill* was published. Chris Grayling, the Secretary of State for Justice said that the Government proposed that the draft bill should be considered by a Joint Committee.³⁴

On 15 January 2013, the House of Lords agreed a motion that it was expedient to appoint a joint committee to consider and report on the draft bill.³⁵ The House of Commons agreed a motion to appoint Members to the joint committee on 16 April 2013.³⁶

²⁹ For further background information, see House of Commons Library Standard Note, [Northern Ireland draft bill 2012-13](#), SN/PC/6559

³⁰ [HL Deb 29 January 2013 cGC506](#)

³¹ [HL Deb 29 January 2013 cGC512](#)

³² Department for Work and Pensions, [Draft Pensions Bill](#), Cm 8529, January 2013

³³ Work and Pensions Committee, [The Single-tier State Pension: Part 1 of the draft Pensions Bill](#), 4 April 2013, HC 1000 2012-13, para 169

³⁴ Ministry of Justice, [Voting Eligibility \(Prisoners\) Draft Bill](#), Cm 8499, November 2012; [HC Deb 22 November 2012 cc745-746](#)

³⁵ [HL Deb 15 January 2013 c596](#)

³⁶ [HC Deb 16 April 2013 cc294-303](#)

Water Bill

Pre-legislative scrutiny was undertaken by the Environment, Food and Rural Affairs Committee. Its report was published on 1 February 2013.³⁷

Wild Animals in Circuses Bill

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

The draft Bill makes it an offence for any circus operator to use a wild animal in performance or exhibition in a travelling circus in England. The Government propose to give circus operators until 1 December 2015 to remove any wild animals from their circus before the offence comes into force.³⁸

2.3 Other draft bills scrutinised in 2012-13

Enhanced Terrorism Prevention and Investigation Measures Bill

The Draft Enhanced Terrorism and Investigation Measures Bill was published in September 2011.³⁹ Pre-legislative scrutiny was undertaken by a joint committee. Its report was published on 27 November 2012.⁴⁰

The Government's response to the Joint Committee report was published in January 2013. The Government reiterated that the *Enhanced Terrorism and Investigation Measures Bill* would only be introduced in "exceptional and unanticipated circumstances":

The Committee has rightfully recognised that the ETPIM Bill would only be introduced in exceptional and unanticipated circumstances, but has asked for a clearer definition of what these might be. As the Parliamentary Under Secretary for Security set out in his evidence to the Committee, it is not possible to give an exhaustive summary of these, but exceptional circumstances could be defined as a situation where the country faced a serious terrorist threat that the Government, on the advice of the police and the Security Service, judged could not be managed by any other means.⁴¹

2.4 Draft bills published in 2010-12 and still under consideration

Parliamentary Privilege

This draft Bill was announced in the Queen's Speech at the beginning of the 2010-12 Session. In December 2011, David Heath, the Deputy Leader of the House of Commons, announced that the draft bill would be published before the end of the Session.⁴²

A Green Paper, including some draft clauses, was published in April 2012.⁴³

The Green Paper is being scrutinised by a joint committee that is required to report by 28 June 2013.⁴⁴

³⁷ Environment, Food and Rural Affairs Committee, *Draft Water Bill*, 1 February 2013, HC 674

³⁸ [HC Deb 16 April 2013 c27WS](#)

³⁹ Home Office, *Draft Enhanced Terrorism and Investigation Measures Bill*, Cm 8166, September 2011

⁴⁰ Joint Committee on the Draft Enhanced Terrorism Prevention and Investigation Measures Bill, *Draft Enhanced Terrorism Prevention and Investigation Measures Bill*, 27 November 2012, HL Paper 70, HC 495 2012-13

⁴¹ Home Office, *Draft Enhanced Terrorism and Investigation Measures Bill – The Government Response to the Joint Committee on the Draft Enhanced Terrorism and Investigation Measures Bill Session 2012-13 HL Paper 71, HC Paper 495*, Cm 8536, January 2013, para 2

⁴² HC Deb 19 December 2011 c144WS

⁴³ HM Government, *Parliamentary Privilege*, April 2012, Cm 8318

Recall of MPs

Pre-legislative scrutiny was undertaken by the Political and Constitutional Reform Committee. Its report was published on 28 June 2012.⁴⁵

The Government's "initial response" to the Joint Committee report was published in October 2012.⁴⁶ The Government said that it "remains committed to establishing a recall mechanism which is transparent, robust and fair".⁴⁷

A Library Standard Note, [Recall elections](#) (SN/PC/5089), provides background information.

2.5 Draft bills still expected in the 2012-13 Session

Lobbying

On 20 January 2012, the Government issued a consultation paper on lobbying reform.⁴⁸

On 20 March 2012, during Questions to the Deputy Prime Minister, the Parliamentary Secretary, Cabinet Office, Mark Harper announced that the consultation would be followed by draft legislation:

... We are carrying out a consultation exercise, listening to the industry, to the public and to organisations campaigning for transparency. When we have done that, we will weigh up everything that has been said. We will then publish draft legislation for full pre-legislative scrutiny.⁴⁹

In July 2012 the Government published a summary of responses to the consultation, with an indication of next steps in developing the policy. The Introduction stated that revised policy proposals "will be published in the form of a White Paper and draft Bill during this session of Parliament".⁵⁰

3 Bills foreshadowed

Civil service

On 28 January 2013, the *Times* reported that:

Ministers are seriously considering legislation that would give Cabinet members a direct say over the appointment of their permanent secretary.

[...]

Francis Maude, the Cabinet Office Minister, believes that there is already scope in existing laws to give ministers greater powers of appointment. However, he indicated that he was seriously considering further legislation because of Civil Service resistance to the idea. Whitehall sources confirmed that new legislation was on the cards.⁵¹

⁴⁴ [HC Deb 25 March 2013 c1437](#)

⁴⁵ Political and Constitutional Reform Committee, [Recall of MPs](#), 28 June 2012, HC 373

⁴⁶ Political and Constitutional Reform Committee, [Recall of MPs: Government Response to the Committee's First Report of Session 2012–13](#), 22 October 2012, HC 646, para 4; see also [HC Deb 8 January 2013 cc139-140](#)

⁴⁷ Ibid, para 3

⁴⁸ HM Government, [Introducing a Statutory Register of Lobbyists](#), Cm 8233, January 2012; HC Deb 20 January 2012 c47WS

⁴⁹ HC Deb 20 March 2012 c628

⁵⁰ Cabinet Office, [A Summary of Responses to the Cabinet Office's Consultation Document "Introducing a Statutory Register of Lobbyists"](#), July 2012, Cm 8412, p4

⁵¹ Michael Savage, "Ministers renew battle to control top Civil Service jobs", *Times*, 28 January 2013

Freedom of information and data protection

The Justice Committee undertook post-legislative scrutiny of the *Freedom of Information Act 2000*.⁵² During a Westminster Hall debate on the Committee's report, Helen Grant, the Parliamentary Under-Secretary of State for Justice, said that:

It [the *Freedom of Information Act 2000*] is not perfect, but it is generally working well. For that reason, the Government are not proposing a radical overhaul.⁵³

She indicated a number of changes that the Government proposed to make, such as extending access and reuse rights to data that is released and extending the Act to more organisations performing public functions, could be made by secondary legislation.⁵⁴ She said that the Government would consider the costs of FoI and "review and, as appropriate, revise the Government's published policy on the use of the veto".⁵⁵ She indicated that some primary legislation may be introduced:

Other changes that we will introduce to improve the operation of the Freedom of Information Act will require a combination of primary and secondary legislation.⁵⁶

In response to a parliamentary question in the House of Lords, Lord McNally, the Minister of State, Ministry of Justice, indicated the issues that would be subject of primary legislation:

The Minister of State, Ministry of Justice (Lord McNally): My Lords, the Government intend to amend the Act to give the Information Commissioner more time to prosecute alleged offences under Section 77 of the Act and introduce a dedicated exemption for prepublication research. Other parts of our response to post-legislative scrutiny will be implemented through secondary legislation codes of practice and guidance.⁵⁷

Preparations for HS2

On 28 February 2013, Patrick McLoughlin, the Secretary of State for Transport told the House that:

In January this year, I announced my initial route and station options for phase two, from Birmingham to Leeds and Birmingham to Manchester. I intend to launch the consultation this year, earlier than previously planned. I have also set out my intention to secure the authority for departmental expenditure on HS2 phase 2 by way of a paving Bill, when parliamentary time is available.⁵⁸

A number of regional papers reported that a paving bill would be introduced to allow the preparations for HS2 to be begun.⁵⁹

⁵² Justice Committee, Post-legislative scrutiny of the Freedom of Information Act 2000, 26 July 2012, HC 96 I-III

⁵³ HC Deb 24 January 2013 c172WH

⁵⁴ HC Deb 24 January 2013 cc172WH-173WH

⁵⁵ HC Deb 24 January 2013 c174WH

⁵⁶ HC Deb 24 January 2013 c174WH

⁵⁷ [HL Deb 27 February 2013 cc1067-1068](#)

⁵⁸ [HC Deb 28 February 2013 c454](#)

⁵⁹ For example, Sam Casey, "Fast-track bill mark signal of intent over HS2", *Yorkshire Evening Post*, 25 February 2013

Box: Paving bills

HM Treasury's *Managing Public Money*, a document which "sets out the main principles for dealing with resources used by public sector organisations in the UK",⁶⁰ refers to paving bills in an Annex on "New Services":

Paving bill

A2.5.7 If, exceptionally, the preparatory work on a particular policy development is so urgent that it cannot wait until royal assent, the department responsible should consider taking a short paving bill.

A2.5.8 Depending on the context, a paving bill can provide powers to allow expenditure which would be nugatory if the subsequent detailed legislation for the new service did not proceed, eg employing consultants to design a significant IT or regulatory system. Such bills are usually short, though they may be contentious (and time consuming) as they can give rise to discussion of the underlying principles. Departments' parliamentary clerks can help with guidance on the preparation of bills and the legislative process.⁶¹

Any such paving bill would itself need Royal Assent before the expenditure it provides for could be authorised.

Police complaints

The Home Secretary, Theresa May, has announced in a Commons statement that the Independent Police Complaints Commission (IPCC) will be given powers to investigate private companies working for the police and that she would consider other requests from the IPCC:

Regarding its powers, last year Parliament legislated, with welcome cross-party support, to give the IPCC the ability to investigate historic cases in exceptional circumstances. In the same legislation, we gave the IPCC the power to compel police officers and staff to attend interviews as witnesses. In addition, I have already said that we will legislate as soon as parliamentary time allows to give the IPCC the power to investigate private sector companies working for the police, along with other powers that the IPCC has asked for to improve its effectiveness and increase public confidence. I am prepared to consider any further legislative changes that the commission says it needs.⁶²

Press regulation

Lord Justice Leveson published his report into the culture, practices and ethics of the press on 29 November 2012.⁶³ In the report, Lord Justice Leveson made a range of recommendations to reform the regulatory framework for the press, creating a new system for press regulation in the UK.

On 12 February 2013, the Secretary of State for Culture, Media and Sport, Maria Miller, deposited proposals for a Royal Charter to create a new "Recognition Body" responsible for

⁶⁰ HM Treasury, *Managing Public Money* [website], May 2012, [Foreword](#)

⁶¹ HM Treasury, *Managing Public Money* [website], May 2012, [Annex 2.5](#), paras 2.5.7-2.5.8

⁶² [HC Deb 12 February 2013 c714](#)

⁶³ Lord Justice Leveson, *An Inquiry into the Culture, Practices and Ethics of the Press – Report*, November 2012, HC 780 2012-13

recognising press self-regulator(s). She also published draft clauses and explanatory notes on exemplary damages and costs. In her covering letter, the Secretary of State noted that:

Following the publication of Lord Justice Leveson's Report on 29 November 2012, cross-party talks have been exploring different ways of implementing the better regulatory system for the press that he recommended. This process of cross-party discussion is continuing and several possible draft Bills are already in the public domain. I am today publishing a draft that illustrates how a Royal Charter alternative might work. This document is being published outside of the normal arrangements for collective agreement, and does not reflect an agreed position between the Conservative and Liberal Democrat parties.

I consider that it would be helpful to members of the House if the draft Royal Charter, the associated draft clauses, an information note on the draft Charter, and an explanatory note on the draft clauses could be deposited for reference.⁶⁴

Deportation and Immigration

On 17 February 2013, in an article in the *Mail on Sunday*, the Home Secretary, Theresa May, confirmed that:

I am therefore determined to introduce primary legislation that will specify that foreign nationals who commit serious crimes shall, except in extraordinary circumstances, be deported.⁶⁵

In a speech on immigration on 25 March 2013, the Prime Minister set out some plans for dealing with illegal immigration, some of which appear to require legislation:

It's too easy to get a driving license, get a house without a check on your immigration status. So we are legislating to make sure illegal migrants can't have driving licenses. I've already said how we're changing the rules on social housing. I now want us to make sure that private landlords check their tenants' immigration status with consequences for those rogue landlords who fail to do so.⁶⁶

The following day, Theresa May, the Home Secretary, made a statement on the UK Border Agency and confirmed that she intended to bring forward an immigration bill in the 2013-14 Session of Parliament:

The final problem I raised is the policy and legal framework within which UKBA has operated. The agency is often caught up in a vicious cycle of complex law and poor enforcement of its own policies, which makes it harder to remove people who are here illegally. That is why I intend to bring forward an immigration Bill in the next Session of Parliament that will address some of these problems.⁶⁷

Formalising Parliament's role in deploying armed forces

During the Parliamentary debate on the deployment of forces in Libya on 21 March 2011, the Foreign Secretary, William Hague, made a commitment to formalise Parliament's role in deploying troops:

⁶⁴ Department for Culture, Media and Sport, *Draft Royal Charter – Regulatory System for the Press*, 12 February 2013, [Dep 2013-0282](#)

⁶⁵ Theresa May, "It's MY job to deport foreigners who commit serious crime - and I'll fight any judge who stands in my way, says Home Secretary", *Mail on Sunday*, 17 February 2013

⁶⁶ Number 10 Downing Street, *David Cameron's immigration speech*, 25 March 2013

⁶⁷ [HC Deb 26 March 2013 c1500-1501](#)

We will also enshrine in law for the future the necessity of consulting Parliament on military action.⁶⁸

For background information, see the House of Commons Library Standard Note, *Parliamentary Approval for Deploying the Armed Forces: An Update*.⁶⁹

Bill to reorganise co-operative law

On 19 January 2012, in a speech entitled “Co-operatives Bill to help build a fairer economy”, the Prime Minister, David Cameron announced that:

But I don't believe we should stop there. [...] Now there are over 12 million Co-op members in the UK. It is, if you like, a vital branch of popular capitalism. But right now there are too many barriers in the way to extending and improving that record.

There are over a dozen separate and out-dated pieces of legislation that add cost and complexity to the process. So today I can announce they'll all be brought together and simplified in a new Co-operatives bill that we'll be putting before Parliament.⁷⁰

Public order legislation

The Home Office consulted on three issues to do with public order legislation. The [Consultation on police powers to promote and maintain public order](#) was published in October 2011. One proposal was a possible amendment to remove the word “insulting” from section 5 of the *Public Order Act 1986*. This makes it an offence to use “threatening, abusive or insulting words or behaviour, or disorderly behaviour” or to display “any writing, sign or other visible representation which is threatening, abusive or insulting” within the hearing or sight of a person “likely to be caused harassment, alarm or distress thereby”. The Government accepted an amendment made to the *Crime and Courts Bill [Lords] 2012-13* to give effect to this change.⁷¹

The consultation document also covered proposals which arose as a result of the August 2011 riots. One was whether it should strengthen police powers to remove face coverings and the other was whether additional police curfew powers should be introduced. The Government's response to the consultation concentrated on the question of the word “insulting” in section 5 of the *Public Order Act 1986*.⁷²

Cigarette packaging

On 5 March 2013, the *Guardian* reported that the Government would legislate for plain cigarette packaging this year:

Ministers are to introduce plain packaging for cigarettes along the Australian model with legislation this year, after becoming convinced that the branding is a key factor in why young people start to smoke.

The legislation, to be announced in the Queen's speech in May, is also expected to ban smoking in cars carrying anyone aged under 16 years. Ministers acknowledge that

⁶⁸ HC Deb 21 March 2011 c799

⁶⁹ House of Commons Library Standard Note, [Parliamentary Approval for Deploying the Armed Forces: An Update](#), SN/IA/5908

⁷⁰ David Cameron, [Co-operative Bill to help build fairer economy](#), speech, 19 January 2012

⁷¹ For further information, see House of Commons Library Standard Note, [“Insulting words or behaviour”: Section 5 of the Public Order Act 1986](#), SN/HA/5760

⁷² Home Office, [Police powers to promote and maintain public order: Section 5 of the Public Order Act 1986 – Summary of consultation responses and Government response](#), January 2013. Details of the consultation are available [here](#).

the ban is likely to be difficult for the police to enforce, but they believe peer group pressure will have an impact similar to the ban on drivers using mobile phones.

David Cameron referred to the possibility of introducing plain packaging last week, without putting a timetable on it. Ministers are convinced that the ban is necessary to take the next step to reduce smoking in the UK.⁷³

However, on 8 March 2013, the *Grocer* reported that the Prime Minister had said that no decision had been taken.⁷⁴

Minimum pricing for alcohol

The Government's Alcohol Strategy, published on 23 March 2012, included a commitment to introduce a minimum unit price for alcohol. There would be consultation on the actual price but, once introduced, it would be illegal for alcohol to be sold for less than the set price.⁷⁵

On 28 November 2012, the Home Office published A consultation on delivering the Government's policies to cut alcohol fuelled crime and anti-social behaviour. This recommended a minimum unit price of 45p, to be introduced through primary legislation. The paper claimed that a unit price of 45p would lead to an estimated reduction in consumption across all product types of 3.3%, a reduction in crime of 5,240 per year, a reduction in 24,600 alcohol-related hospital admissions and 714 fewer deaths per year after ten years. The consultation closed on 6 February 2013.⁷⁶ For background on the consultation, see the Library Standard Note on *A minimum price for alcohol?*⁷⁷

However, it was widely reported on 13 March 2013 that "the government has ditched plans for 45p per unit minimum alcohol pricing".⁷⁸

National Assembly for Wales (Electoral Arrangements)

On 12 March 2013, the Secretary of State for Wales announced in a written ministerial statement that legislation would be introduced to make changes to electoral arrangements for the National assembly for Wales:

The Secretary of State for Wales (Mr David Jones): In May 2012, the Wales Office published "A Green Paper on future electoral arrangements for the National Assembly for Wales" (Cm 8357). It sought views on four issues: whether the link between parliamentary constituencies and constituencies for elections to the National Assembly for Wales, a link broken as a result of the Parliamentary Voting System and Constituencies Act 2011, should be reinstated; whether the length of an Assembly term should be moved from four to five years; whether the prohibition on a candidate at an Assembly election standing in both a constituency and a region should end; and whether Assembly Members should not also be able to sit in Parliament.

A three-month consultation on these proposals ended in August 2012, and the Wales Office published a summary of consultation responses in November. I am today announcing how the Government intend to proceed in light of the consultation response.

⁷³ Patrick Wintour, "Government to legislate for plain cigarette packaging this year", *Guardian*, 5 March 2013

⁷⁴ Jon Yeomans, "Cameron: No decision yet on plain cigarette packaging", *The Grocer*, 8 March 2013

⁷⁵ HM Government, *The Government's Alcohol Strategy*, March 2012, Cm 8336

⁷⁶ Home Office, *A consultation on delivering the Government's policies to cut alcohol fuelled crime and anti-social behaviour*, November 2012

⁷⁷ House of Commons Library Standard Note, *A minimum price for alcohol?* SN/HA/5021

⁷⁸ For example, BBC News, *David Cameron vows to end cheap alcohol sales*, 13 March 2013

As a result of the Electoral Registration and Administration Act 2013, the four UK boundary commissions will now report in 2018 on their recommendations for new parliamentary constituencies. The boundaries of parliamentary and Assembly constituencies will remain the same until then, and there is no longer an immediate need to re-establish the link between the two sets of constituencies. The Government do not therefore intend to proceed with the changes to Assembly constituencies proposed in the Green Paper.

We do, however, intend to take forward the three other proposals in the Green Paper. First, we will move the Assembly from four to five-year fixed terms. The term of the current Assembly is, exceptionally, five years, but the Assembly is set to revert to four-year terms after the next Assembly elections in 2016. A permanent move to five-year terms would make a coincidence between parliamentary and Assembly elections in 2020 (and every 20 years thereafter) less likely.

Secondly, we will end the prohibition on candidates at Assembly elections standing in both a constituency and a region at the same time. The Government believe that, in principle, candidates should not be barred from standing in a constituency and a region, and the current prohibition impacts disproportionately on smaller parties.

Thirdly, we will prohibit Assembly Members from simultaneously sitting as Members of the House of Commons. The Government do not believe that one person can adequately serve two sets of constituents. This prohibition would not apply to Members of the House of Lords.

The Government will bring forward legislation to effect these changes at the earliest opportunity.⁷⁹

Consumer Rights Bill

The Consumer Rights Directive (CRD) 2011/83/EU was adopted in October 2011. Member States must implement the Directive by December 2013 and apply the legislation to consumer contracts from 13 June 2014. The Department for Business, Innovation and Skills (BIS) stated in its Business Plan 2011-15 that it intends to include the provisions of the CRD in a new Consumer Bill of Rights.⁸⁰ On 19 September 2011, BIS outlined its proposal that existing UK consumer protection laws should be updated and consolidated, together with the requirements of the new CRD, into a single Consumer Bill of Rights.⁸¹ At the moment, existing consumer rights are found in 12 different Acts or regulations, which the Government has said is '*complex and confusing*' and creates detriment for both consumers and businesses.

In July 2012, BIS published, '*Enhancing consumer confidence by clarifying consumer law in relation to the supply of goods, services and digital content*'.⁸² This consultation paper set out proposals to overhaul and strengthen core consumer rights and remedies in relation to faulty goods and poor services, and update and clarify consumer rights and remedies in relation to 'digital content'. A new Consumer Bill of Rights would consolidate these rights and remedies into a single, accessible statute, and repeal (in whole or in part) certain consumer legislation including: the *Sale of Goods Act 1979*; *Unfair Contract Terms Act 1977*, and *Unfair Terms in*

⁷⁹ [HC Deb 12 March 2013 cc8WS-9WS](#)

⁸⁰ Department for Business, Innovation and Skills, [Business Plan 2011-2015](#), November 2010, p29

⁸¹ Department for Business, Innovation and Skills press notice, [Edward Davey has today announced a new Consumer Bill of Rights, which will streamline confusing and overlapping legislation and regulation, and provide stronger consumer protection](#), 19 September 2011

⁸² Department for Business, Innovation and Skills, [Enhancing consumer confidence by clarifying consumer law in relation to the supply of goods, services and digital content](#), July 2012

consumer Contracts Regulations 1999 The consultation ended on 5 October 2012. The Government is expected to publish its response shortly.

4 Queen's Speech

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

The parliamentary website provides the following description of the ceremony:

The State Opening

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

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

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

Queen's Speech

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

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

Debate on the Queen's Speech

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

History of State Opening

Traditions surrounding the State Opening and delivery of a speech by the monarch can be traced back at least to the 16th century. The current ceremony dates from the opening of the rebuilt Palace of Westminster in 1852 after the fire of 1834.⁸³

⁸³ Houses of Parliament, [State Opening of Parliament](#)

The Royal Website's description of the State Opening of Parliament notes that the ceremony "brings together the three elements of the legislature (the House of Commons, the House of Lords and The Queen)", before describing the traditions associated with the ceremony:

The State Opening of Parliament is the most colourful event of the Parliamentary year.

It is also the most important, because it brings together the three elements of the legislature (the House of Commons, the House of Lords and The Queen). The ceremony therefore represents the Crown in Parliament.

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

[...]

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

[...]

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

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

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

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

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

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

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

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

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

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

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

No monarch has set foot in the Commons since Charles I entered the Commons and tried to arrest five Members of Parliament in 1642.⁸⁴

4.1 Draft legislative programme

On 3 July 2007, in his statement on constitutional reform, Gordon Brown, the Prime Minister, announced that:

I propose that we reinforce the accountability of the Executive to Parliament and to the public with a statement in the summer, prior to the Queen's Speech, on the provisional forward legislative programme, and this will start this month.⁸⁵

On 11 July 2007, Gordon Brown, the Prime Minister, outlined in a statement to the House of Commons the Government's draft legislative programme. He began by outlining why the Government had decided to announce its plans for forthcoming legislation:

For over one and a half centuries, the annual Gracious Address has been drafted inside Government and agreed by the Cabinet far from the public arena, but I believe that it is right, in the interests of good and open government and public debate, that each year the Prime Minister make a summer statement to the House so that initial thinking, previously private, can be the subject of widespread and informed public debate. Today, in advance of final decisions, the Leader of the House is publishing details of our initial list of proposed legislative measures, inviting debate on them in both Houses this month and making provision for region-by-region deliberation and responses.⁸⁶

The Leader of the House published *The Governance of Britain – The Government's Draft Legislative Programme*, on the same day.⁸⁷ Also on the same day, Harriet Harman announced that "Her Majesty the Queen will open the new session of this Parliament on Tuesday 6 November".⁸⁸

The Labour Government then published draft legislative programmes in advance of each of the subsequent sessions of Parliament as shown below

Draft legislative programme for	Title	Date of publication
2007-08	Office of the Leader of the House of Commons, <i>The Governance of Britain - The Government's Draft Legislative Programme</i> , Cm 7175	July 2007
2008-09	Office of the Leader of the House of Commons, <i>Preparing Britain for the Future: The Government's Draft Legislative Programme 2008/09</i> , Cm 7372 ⁸⁹	May 2008
2009-10	HM Government, <i>Building Britain's Future</i> , Cm 7654, Annex A	June 2009

⁸⁴ The Royal Website, [State Opening of Parliament](#) [last accessed 13 March 2013]

⁸⁵ HC Deb 3 July 2007 c817

⁸⁶ HC Deb 11 July 2007 c1449

⁸⁷ Office of the Leader of the House of Commons, [The Governance of Britain - The Government's Draft Legislative Programme](#), 11 July 2007, Cm 7175

⁸⁸ HC Deb 11 July 2007 c58WS

⁸⁹ See also, Leader of the House of Commons, [Amendment to Preparing Britain for the Future – The Government's Draft Legislative Programme 2008–09](#), Cm 7372

The Conservative/Liberal Democrat Government did not publish a draft legislative programme for the 2012-13 Session and has not published a draft legislative programme for the 2013-14 Session.