



HOUSE OF COMMONS

## House of Commons Commission

Thirty-eighth report of the Commission,  
and report of the Administration  
Estimate Audit Committee

Financial Year 2015/16



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## **Thirty-eighth report of the Commission, and report of the Administration Estimate Audit Committee**

Financial Year 2015/16

Report presented to the House of Commons pursuant to section 1(3) of the  
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Financial years are shown thus: 2015/16. Parliamentary sessions are shown thus: 2015-16

The Commission Annual Report for 2015/16 follows the same structure as the Corporate Business Plan 2015/16 covering the Strategy for the House of Commons Service 2013-17



## *Foreword by the Speaker*

This year has been one of institutional change for the House of Commons.

Perhaps the most notable feature of what has been achieved is the Director General's Review. It established the Executive Committee as an effective, decision making body with an emphasis on reducing bureaucracy and delivering services more efficiently to Members and the public. Value for money is, of course, central to the deliberations of the Commission, but it must not come at the expense of the House's duty as an employer. For this reason, I am absolutely delighted that the House has, this year, achieved full accreditation as a London Living Wage Employer.

Better and more effective engagement with the public is fundamental to the work of the Commission, and huge strides have been made since the new Education Centre opened in July 2015. Now up and running, the state-of-the-art, fully interactive Centre provides a dedicated learning environment tailored to Key Stage objectives. Between September 2015 and March 2016, the Education Centre hosted 49,404 school visitors from 1,445 schools, meaning that the aspiration of 100,000 visitors per year looks an achievable goal. The Centre and its staff deserve a huge amount of credit for their hard work in increasing access to the House of Commons and opening up the workings of Parliament to the next generation of decision makers.

On 29 January, responsibility for security on the Parliamentary Estate passed to the Parliamentary Security Department, as agreed by the Commission and the Lords House Committee in November 2014. Under the leadership of the Security Director, Paul Martin, the new department assumed responsibility for all aspects of security management and the oversight of security operations for both Houses of Parliament. The Serjeant-at-Arms retains full responsibility for access and, in the New Year, the House welcomed Kamal El-Hajji as the role's latest incumbent.

The creation of the Parliamentary Security Department is an important step along the way to increased joint working with the House of Lords, as recommended by the report of the Governance Select Committee. In February 2016, the Commission had its first joint meeting with the Lords House Committee, and further such meetings will take place on a regular basis in order to increase efficiency and reduce duplication across the two Houses.

In the coming year, I am confident that the Commission will build upon its successes: increasing access to visitors to the House and ensuring an effective delivery of services to both the public and Members.

**Rt Hon John Bercow MP**  
Speaker





## *Introduction by the Clerk of the House*

2015/16 was a year of substantial change for the House of Commons, both in terms of membership and governance arrangements.

The 2015 election saw 182 new Members elected to the House, and a return to single-party government. Managing the impact of the election was a substantial challenge which all parts of the House Service responded to with enthusiasm, working together to deliver a much-improved start to the new Parliament for new and returning Members alike. In particular, the New Members' Reception Area, which operated in the first week after the election, demonstrated what can be achieved by colleagues across the House working together to deliver the best possible service to our Members. All staff involved in delivering the post-election service, in whatever capacity, should be rightly proud of their achievements.

In governance terms, 2015/16 saw the implementation of many of the recommendations from the Committee on House of Commons Governance, including the appointment of a Director General of the House of Commons, reporting to me, and new senior management structures. We have moved to a new, more modern, governance structure which will enable the organisation to focus more effectively on delivering our strategic objectives. Following on from the Committee's report, the Director General's Review, which reported towards the end of the year, set a clear direction for the organisation to make further changes over the coming year, particularly to deliver a more customer-focused service. The process of delivering this change will be managed by a new programme, which will assist us in "Stepping Up" to the challenges of supporting a 21st century Parliament.

The ongoing challenges presented by the state of the Palace of Westminster continue to be managed by the House Administration. Following the Independent Options Appraisal, published in June 2015, the two Houses established a Joint Committee to consider proposals for Restoration and Renewal of the Palace. The Committee worked throughout the year to develop a recommendation on the way forward, and this has since been published. Members will consider the Committee's recommendation in the coming year.

In June 2015 the Commission agreed a new Diversity and Inclusion Strategy, and we have made good progress during the year against our goals in this area, embedding diversity and inclusion into Board Members' personal objectives and launching the Parliamentary Role Models campaign to recognise staff contribution to making Parliament a positive, inclusive workplace. I am confident that we will make further progress in the coming year.

2015 also saw the establishment of the Petitions Committee, which has been driving widespread public engagement with Parliament since its launch in July 2015. During the 2015-16 Session some 4,600 petitions were started on the new petitions website, receiving more than 20 million signatures, with 15 debates scheduled by the Committee. I hope that the innovative approach to engagement that this and other committees have explored during the course of the year will continue to involve and inspire the public in 2016/17.

**David Natzler**  
Clerk of the House

## *House of Commons Commission, March 2016*



**Rt Hon John Bercow MP**  
The Speaker Chair



**Sir Paul Beresford MP**  
Chair of the Administration  
Committee



**Tom Brake MP**



**Chris Bryant MP**



**Nicholas Brown MP**  
Chair of the Finance  
Committee



**Rt Hon Chris Grayling MP**  
Leader of the House



**Stewart Hosie MP**



**David Natzler**  
Clerk of the House



**Ian Ailles**  
Director General, House of  
Commons



**Dame Janet Gaymer**  
External member



**Jane McCall**  
External member

# How the House is governed

The framework for the governance of the House of Commons was established by the *House of Commons (Administration) Act 1978* which set up the House of Commons Commission and requires the publication of this annual report. The Act was subsequently amended in part on 26 March 2015 by the *House of Commons Commission Act 2015*. This new Act, recommended in a report from the Committee on the Governance of the House of Commons,<sup>1</sup> provided for an expanded membership of the Commission and introduced a statutory responsibility to set strategic priorities and objectives for the services provided by the House Departments.

The Commission employs the staff of the House, ensures that their terms and conditions remain broadly in line with those of civil servants, appoints an Accounting Officer, lays the Estimate (budget) for House of Commons services and determines the structure and functions of the departments of the House.

The membership of the Commission is specified in section 1(2) of the *House of Commons Commission Act*. The House of Commons was in dissolution at the beginning of the financial year preceding the General Election in May 2015. The Commission's first meeting of the new Parliament took place in June 2015 with those members of the Commission still in elected office:

- The Speaker, the Rt Hon John Bercow MP (by virtue of his office) (Chairman)
- The Leader of the House, the Rt Hon Chris Grayling (by virtue of his office)
- Angela Eagle MP (Shadow Leader of the House of Commons, nominated by the Leader of the Opposition)
- Sir Paul Beresford MP

In July 2015 the second meeting of the Commission took place with new membership.

- The Speaker, the Rt Hon John Bercow MP (by virtue of his office) (Chairman)
- The Leader of the House, the Rt Hon Chris Grayling (by virtue of his office)
- Angela Eagle MP (Shadow Leader of the House of Commons, nominated by the Leader of the Opposition)
- Sir Paul Beresford MP (Chair of the Administration Committee)
- Rt Hon Nicholas Brown MP (Chair of the Finance Committee)
- Tom Brake MP
- Stewart Hosie MP
- David Natzler (Clerk of the House of Commons)
- Dame Janet Gaymer (acting external member)
- Barbara Scott (acting external member)

In September 2015 Chris Bryant MP replaced Angela Eagle MP.

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<sup>1</sup> HC 692 2014–15

In October 2015 Ian Ailles, on his appointment as Director General of the House of Commons, also joined the Commission in line with the membership specified in the *House of Commons Commission Act*.

On 2 February 2016 Dame Janet Gaymer and Jane McCall were appointed as external members of the Commission.

The Secretary of the Commission was Bob Twigger until September 2015 and Tom Goldsmith thereafter. The Assistant Secretary was Sarah Heath until September 2015 and Helen Wood thereafter.

Parliamentary Members of the Commission are also members of the Members Estimate Committee (MEC), which is responsible for oversight of certain expenditure in respect of Members, for which a separate report and accounts are published.

### ***Governance Committee***

On 10 September 2014 the House agreed to establish a select committee, under the Chairmanship of Rt Hon Jack Straw, to “...consider the Governance of the House of Commons, including the future allocation of the responsibilities currently exercised by the Clerk of the House and Chief Executive.” The Committee’s report was published on 17 December 2014.<sup>2</sup> It aimed to deliver “a coherent management and strategic leadership structure in which the Member and official elements are properly integrated...” and “clarity to the respective roles of Members and officials”.

The report’s principal recommendations were endorsed by the House on 22 January 2015 and implementation of the recommendations began, with one proviso.<sup>3</sup> Implementation has been completed in this financial year and Annex 2 sets out the progress towards delivering those recommendations not mentioned directly in this report.

### ***Director General’s Review***

Following the Governance Committee’s recommendation to review the structure of senior management, the Director General established a review of the House Service to establish how the House could provide the best possible service to all its customers.

The aim of the Review was to put the House Service in the best position to meet and where possible exceed the challenges set by the Governance Committee. The review reported towards the end of the current year, and on 25 April 2016 the Commission agreed the proposals, which will change the way the House Service functions as an organisation, by:

- Redefining the core purpose of the House Service as ‘supporting a thriving parliamentary democracy’. This is supported by a new Strategy that sets out clear priorities for the House Service.
- Putting customer service at the heart of everything the organisation does, focusing on improving satisfaction levels and making levels of service more consistent across the organisation.

<sup>2</sup> HC 692 2014–15

<sup>3</sup> The recommendation of the Governance Committee that the four backbench members of the Commission should be elected by the House was not followed.

- Measuring progress against outcomes in terms of customer satisfaction, reputation, impact and value for money.
- Investing in people by prioritising talent management and career development.

The Commission also agreed a new organisational structure for the House of Commons Service. Implementation of these changes will be managed during 2016/17 under a programme called “Stepping Up.” More detail about the Director General’s Review is available in Annex 3.

### *Activities of the Commission*

The Commission met ten times during the year and held one meeting jointly with the House of Lords House Committee. Minutes of Commission meetings – the “Decisions” – are published on its pages on the Parliament website. During the period covered by this report the Commission dealt with a range of administrative and financial matters including:

- Agreeing the remits for this Parliament of the Administration Committee, Finance Committee and Speaker’s Advisory Group on Works of Art.
- Approving the appointment of the Director General.
- Endorsing the approach to changes to the organisational structure of the House Services arising from the Director General’s review (see Annex 5) and implementation of other recommendations from the review.
- Endorsing the establishment of the Executive Committee to replace the Management Board.
- Endorsing the implementation of proposals on safeguarding.
- Agreeing a financial remit for 2016/17.
- Agreeing Votes on Account for the Administration Estimate for 2016/17.
- Agreeing recommendations on senior pay governance, including the establishment of a Remuneration Committee.
- Agreeing a new Strategy for the House Service for 2016–21.
- Agreeing a remit and approach for a group to advise on BAME representation in senior levels of the House Service.
- Agreeing a new recruitment strategy for new lay members of the Standards Committee and approving recruitment of four new lay members.
- Endorsing the approach for the Northern Estates Programme scope and timetable.
- Agreeing the transfer of the Pass Office to the Parliamentary Security Directorate.
- Progressing discussions between IPSA and the House to enhance arrangements on provision of security and other services.

## *Questions to the Commission*

Parliamentary Questions addressed to the Commission were answered by Tom Brake MP as Commission spokesperson. During the year the Commission replied to 12 oral Questions and gave 74 written Answers. The Commission also made one written statement on the implementation of the recommendations of the Select Committee on House of Commons Governance.

## *Finance Committee*

The Finance Committee of the House of Commons is established by Standing Order No.144. The main functions of the Committee are to:

- prepare the Administration Estimate and Members Estimate for submission to the House of Commons Commission and the Members Estimate Committee respectively.
- monitor the financial performance of the House Administration.
- report to the House of Commons Commission, the Members Estimate Committee or the Speaker on the financial and administrative implications of recommendations made to them by other Committees of the House.

In September 2015 the Committee and Commission agreed a new remit for the Committee, within the terms of the Standing Order, setting out specific areas for the Committee to monitor during the 2015–2020 parliament including:

- the progress of major ongoing programmes (for example, the Northern Estate Programme and Elizabeth Tower Refurbishment Project);
- specific areas of spending, annually or termly, i.e. estates, security, catering, grants to third parties and works of art;
- adequacy of financial information for determining priorities; and
- progress towards the House's environmental targets.

The Committee was chaired by a member of the Commission. This position was held by Rt Hon Nicholas Brown MP who was elected as Chair on 21 July 2015. The Committee had ten other members, including the Chairman of Ways and Means. The Committee met eight times during 2015/16.

The Committee's main task each year is to prepare the Administration and Members Estimates for agreement by the Commission. Agreement of the remit, the process by which the Committee proposes a financial remit for the Administration Estimate to the Commission for the period of the next Medium-term Financial Plan, was delayed this year due to the General Election and the fact that the Committee for the new Parliament was not formed until July 2015. On 16 November 2015, the Commission agreed the following remit for 2016/17 to 2019/20:

The financial remit for the planning round 2016/17 to 2019/20 assumes zero growth in real terms and that the House will absorb day to day upward cost pressures other than inflation. There should be an on-going challenge to deliver efficiencies through a process of continuous improvement, and the Finance Committee should continue

to look for opportunities to make further efficiencies and ensure value for money in the delivery of services. There are a number of agreed exceptions to the remit, set out below, which should not necessarily be funded from within existing budgets.

The exceptions to the remit are as follows:

- significant enhancements to scrutiny and related functions;
- security measures;
- for this planning round only, additional policing costs;
- the resource implications of major building refurbishments;
- the resource impact of other capital works to buildings and property revaluations;
- relocation planning.

The Committee presented its final advice on the 2016/17 Estimates to the Commission and the Members Estimate Committee in December.

The Committee also recommended supplementary estimates for both the Administration and Members Estimates in respect of 2015/16. These reflected technical adjustments relating to the transfer of staff pension liabilities and to ensure there was coverage within the Members Estimate for the movement on the pension interest charge (which was higher than budget) before these funds moved over to the Parliamentary Contributory Pension Fund in 2016/17.

Following the closure of the Savings Programme and the development of the Continuous Improvement approach, the Commission agreed that an Efficiencies Programme, overseen by the Committee, should follow on from the Savings Programme. This is being developed in conjunction with the House of Lords. The Committee received periodic reports on this programme during the year.

The Committee received quarterly reports on the House's spending against budget and regular reports on areas of significant spend such as the Digital Service, the Parliamentary Security Department, Catering Services and specific estates projects. The Committee was particularly focused on examining the House's capability and capacity for delivery of major capital projects which will dominate the House's portfolio of activity in the years to come.

### *Administration Committee*

The Administration Committee of the House of Commons is established under Standing Order No. 139. Its main functions are to:

- consider the services and facilities provided by and for the House of Commons to Members, their staff and to the public.
- make recommendations to the Commission, Members Estimate Committee and the Speaker regarding House services and facilities.

The Committee's remit covers areas such as: catering services; visitor services; the education service; retail services; digital services; the broadcasting of Parliament; rules of access; and the management of the buildings and facilities which make up the Parliamentary Estate.

From the beginning of the 2015 Parliament, the Committee has been chaired by Sir Paul Beresford MP, and consists of 11 Members. It met 15 times in 2015/16.

Ensuring services for Members and their staff will be maintained and disruption kept to a minimum during major works projects across the Estate was at the heart of much of the work the Committee was involved in this year, including in relation to the following initiatives:

- Encaustic tile renovation programme;
- Refurbishment of 1 Canon Row;
- Elizabeth Tower refurbishment;
- Northern Estate Programme;
- Cast Iron Roofs Programme.

During the year the Committee undertook to review, consolidate and update the rules relating to the use of facilities in the House of Commons. This review is ongoing but as a result a number of improvements have already been made, including to the rules for booking rooms on the Estate and the system for allocating tickets for the Gallery of the House of Commons Chamber.

The Committee continues to monitor the performance of Departments of the House through feedback received from an ongoing series of interview studies.

- The Committee heard the results of an interview study on the experiences of Women Members of Parliament which indicated particular issues that might affect gender representation in Parliament. The work will assist the House Service as it continues to adapt the facilities and services it provides to the changing needs of Members.
- The Committee also considered the findings of an interview study which took place in 2014/15. The study sought the views of Members who stood down or were not returned at the 2015 Election on their role as MPs and the support they received from the House Service.

The Committee also received regular updates from Departments across the House on a range of topics, including Digital Service Support Desk improvements and a new website for Parliament; the performance of Visitor and Retail Services; progress on the Parliamentary Business Programme; an update on the work of Parliament's Outreach and Engagement Service; options for the future accommodation of the Parliamentary Archives; and the digital strategy for Parliament for 2016–2020.

The Committee has continued its involvement in work to widen public access to and engagement with Parliament. This has included monitoring the ongoing public dining events through which members of the public have been able to book set lunches in Members' Dining Room during recesses without needing to be escorted by a pass holder. These events have proved successful and popular and will be developed further.



## *Executive Committee*

Management of the House of Commons Service is delegated by the Commission to the House of Commons Executive Committee.<sup>4</sup>

The Clerk, David Natzler, is Accounting Officer, Corporate Officer and Data Controller, and responsible for ensuring proper stewardship of resources and for maintaining an appropriate system of internal controls.

As per the recommendation of the Governance Committee, the Clerk is no longer Chief Executive, and responsibility for the delivery of services passed to the new Director General, Ian Ailles, on his arrival in October 2015.

The Executive Committee was responsible during the reporting period for the management of services provided for the House of Commons by the Departments of the House; advising the Corporate Officer of the House of Commons on the nature and level of services that should be provided by joint departments of the two Houses; and giving advice on these services to the Commission and the Finance Committee.

The membership of the Executive Committee during the reporting period was as follows:

- David Natzler (Clerk)
- Ian Ailles (Director General, House of Commons, from October 2015)
- Myfanwy Barrett (Director of Finance)
- Dr John Benger (Director General of Chamber and Committee Services, from July 2015)
  - Jacqy Sharpe (Acting Director General of Chamber and Committee Services, April-June 2015)
- John Borley CB (Director General of Facilities)
- Rob Greig (Director of Parliamentary Digital Service)
- Andrew Walker (Director General of Human Resources and Change)
- Penny Young (Librarian and Director General of Information Services, from May 2015)
  - Dr John Benger (Acting Head, Department of Information Services, April-May 2015)

Barbara Scott and Dame Janet Gaymer DBE served as external non-executive members of the previous Management Board until July 2015, when they became acting non-executive members of the House of Commons Commission.

Following the end of the 2015/16 reporting period and the report of the Director General's Review, the Executive Committee was reduced in size to reflect the recommendations of the Governance Committee more fully, with a Board reporting to it on strategic and operational delivery.

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<sup>4</sup> The Executive Committee replaced the Management Board in July 2015, as per the recommendation of the Governance Committee.

### *Joint Investment Board*

The Joint Investment Board, which was established by the two Houses last year and is chaired by the Director General, began its work in July 2015 and met four times during the course of the year. The Board is charged with overseeing investment spending on estates and digital projects across the two Houses. This new combined approach has enabled investment spending to be prioritised across the entire MTIP portfolio and will enable the two Houses to react to changes in-year to minimise underspends arising from MTIP projects. The Board is also providing strategic leadership on building greater capacity and capability to manage major projects. Following work in this area the two Houses agreed to set up an Enterprise Portfolio Management Office, which will be established as part of the Stepping Up programme.

# Strategy for the House of Commons Service

The Strategy for the House of Commons Service for 2010-15 was reviewed by the Management Board during 2012/13, and in February 2013 the Commission endorsed a ‘refreshed’ strategy that covered the period 2013-17.<sup>5</sup> A new Strategy covering 2016-21 was agreed by the Commission in March 2016. This is available on the Parliament website.<sup>6</sup> Future Annual Reports will measure progress against this new Strategy.

The 2013-17 Strategy set out our vision, that:

- The House of Commons will be valued as the central institution in our democracy: effective in holding the Government to account, scrutinising legislation, and representing the diverse views of the electorate. It will be seen both in the UK and abroad as a model of good practice and innovation, and will provide value for money.
- Members of Parliament will have the information, advice, support and technology they need to be effective in their work and to engage closely with their constituents.
- The House Service will have the respect of Members of Parliament and of the public for our independence, integrity and professionalism, and for our commitment to making Parliament work ever more effectively. We will be seen as efficient, responsive, diverse and inclusive. We will feel proud to work here and confident that our contribution is valued.
- We will be engaged on an agreed plan of work to ensure both that the Palace of Westminster is preserved for future generations and that Parliament has the accommodation it needs to operate in a modern democracy.

To achieve our vision we have four strategic goals:

- 1) To make the House of Commons more **effective**.
- 2) To make the House Service more **efficient**.
- 3) To ensure that Members, staff and the public are **well-informed**.
- 4) To work at every level to earn **respect** for the House of Commons.

This report describes the organisation’s progress against these goals.

<sup>5</sup> [www.parliament.uk/documents/commons-chief-executive/Strategy-for-the-House-Service-2013-17-\(leaflet\)WEB.pdf](http://www.parliament.uk/documents/commons-chief-executive/Strategy-for-the-House-Service-2013-17-(leaflet)WEB.pdf)

<sup>6</sup> [www.parliament.uk/documents/Strategy-House-Service-2016-2021.pdf](http://www.parliament.uk/documents/Strategy-House-Service-2016-2021.pdf)

# Making the House of Commons more effective

## *Supporting the House in implementing reforms to the way in which the Government is held to account and in strengthening the scrutiny of legislation*

### *Chamber*

Arrangements for publishing procedural and other House publications were comprehensively revised during 2015/16. From the start of the new Parliament, daily large-scale printing of several parliamentary documents ended and was replaced by on-line/print on request provision. Hosting of publications.parliament transferred from an external contractor to Parliament in September 2015. A phased programme of transition to in-house transformation, uploading and printing of the House's key procedural documents took place in the latter part of the year, with 'live' implementation from 1 April 2016. This work was conducted alongside the successful transition to in-house publication of select committee reports. The Hansard website was relaunched with new features, including a more powerful search tool, better ways of sharing the record and better compatibility across devices.

The Order Paper portal and application went live in 2014/15 and has been used throughout 2015/16 to produce the daily Commons Order Paper with a reduced recourse to hard copy inputs. Further development work of the system in 2015/16 has assisted in generating time savings in the production of the Order Paper and has produced a more robust and flexible workflow system for the management and composition of the House's business documents.

More development work will take place in 2016/17. This will further reduce the time taken to produce the House's daily business papers and assist in the generation of more of the project's intended benefits. Completion of this work should allow the project's closure to take place early in 2016/17.

### *Parliamentary Questions and Early Day Motions (EDMs)*

The Questions and Answers (Q&A) system, introduced in 2014/15, continued to function satisfactorily, delivering benefits to Members and to Government Departments and other Answering Bodies, and greater public accessibility. Additionally it has provided data to assist the Procedure Committee in monitoring Government performance in answering written Questions.

The number of Members using the e-tabling facility for Parliamentary Questions (PQs) continued to rise in 2015/16; and the average number of Early Day Motions tabled, and number of signatures added, per week also rose, following the General Election. Work is underway on developing a new electronic system for tabling, processing and publishing PQs and EDMs.



@UKParliament/Jess Taylor

### *Committees*

The physical co-location of select committee teams and Library research teams (under the co-location and collaboration programme) was completed in August 2015. Work has since been taking place to ensure the greatest possible degree of collaboration and co-operation between teams. A co-location and collaboration group has been established, working across both the Committee Office and Research teams, and as part of its programme of work it is seeking to identify good examples of cross-team working and to encourage all teams to explore joint working wherever possible. A separate, detailed evaluation of collaborative working has also begun, which will run for the whole of 2016/17.

The funding for additional resources for select committees approved during the previous financial year has been used in part to support five posts assisting the work of committee Chairs in a variety of different ways. Three of these posts involved the relevant staff members working for two Committees, so eight Committees in total benefited from this extra resource. Additionally there have been a number of short-term secondments of Library staff to Committee teams to help spread expertise and develop better understanding of work practices.

Select Committees were successfully re-established in July 2015 following the General Election. This involved the creation of a new Committee on Women and Equalities, though the immediate overall numbers remained constant as the Political and Constitutional Affairs Committee, which had operated in the 2010-15 Parliament, was not revived.

One of the procedural developments of 2015/16 was the creation of a new e-petitions website, with a select committee (the Petitions Committee) to oversee it. The blueprint for the new system was proposed by the Procedure Committee and endorsed by the House in February 2015. The Procedure Committee hoped that the creation of the Petitions Committee, together with the new e-petitions site, would significantly enhance the relationship between the petitioning public and their elected representatives and significantly improve the information available to petitioners about what the House of Commons does. The site opened to the public on 20 July 2015.

It has already proved hugely popular with the public, and the number of new petitions opened has far exceeded expectations. In Session 2015-16, 4,602 new petitions were opened on the petitions site and the Petitions Committee scheduled 15 debates on petitions. Central to the Committee's work have been its efforts to engage with the public through the petitions process, including holding digital debates and web discussions to inform petition debates, and by inviting the public into Parliament to speak to MPs before debates. The Committee's inquiry into a petition calling for more funding for brain tumour research resulted in a commitment from the Government to take action to tackle barriers to research funding.

### *Supporting initiatives that develop new ways to represent the diverse views of the electorate*

The Commissioners held an anniversary meeting in February 2016 to review progress against the recommendations in the 'Open Up' report (the report of the Speaker's Commission on Digital Democracy, published in early 2015). Officials from across the House detailed progress made on communications, and the integration of technology in the work of the House and how that was enhancing the ability of the House Service to engage with the general public. Key milestones in the project have been the development of a House Communications Plan, the development of a digital strategy, the successful establishment of a Petitions Committee and the regular addition of House Service mediated Twitter debates ahead of selected debates in both Westminster Hall and the Main Chamber.

### *Influencing decisions on constitutional and procedural change, and being ready to respond to the outcomes*

The Conservative Party manifesto for the 2015 General Election included a commitment to ensure that the House of Commons could not pass legislation which only affected England, or England and Wales, and which relates to matters which are the responsibility of the devolved legislatures, unless those MPs representing constituencies in England (or England and Wales) gave their consent.

Following the election the Government brought forward proposals for extensive changes to the House's Standing Orders to give effect to the manifesto pledge. Staff in the Chamber and Committees team worked closely with the Government's Office of Parliamentary Counsel on their drafting of the complex new Standing Orders. House staff also provided advice and briefing to Members on the proposed changes, which the House approved in October 2016. They involve the certification by the Speaker of bills or parts of bills, Lords amendments to bills and statutory instruments, as relating exclusively to England, to England and Wales, or in a few cases to England, Wales and Northern Ireland; new "grand committees" to allow the relevant MPs to consent to, or reject, the legislation concerned; and "double majority" votes which require a majority both of the whole House and of the relevant MPs. All these new activities have required input from House staff in many different teams, who started work on the demanding task of implementation well before the changes were agreed. Although the changes have been politically controversial, the House Service's efforts ensured that their implementation and subsequent administration has been successful.

## *Engagement with other parliaments*

The House has continued to engage fully with other parliaments (often on a bicameral basis) in a variety of international fora and through other routes, thereby informing UK parliamentary debate, contributing a UK perspective into international deliberations, and also enabling recognition of ideas potentially applicable to UK parliamentary processes. This work has been effectively supported by the House Service. In particular:

- assistance (grant funding and professional expertise) has been provided to the UK Branch of the Commonwealth Parliamentary Association (CPAUK), the British Group of the IPU (BGIPU), the British American Parliamentary Group, and the British-Irish Parliamentary Assembly;
- full and active participation has been enabled for the British Delegations at the Parliamentary Assemblies of the Council of Europe, of NATO, and of the OSCE (including re-establishment of the 3 Delegations following the 2015 Election);
- effective support was provided for participation by the Commons Speaker/ Deputy Speakers at the various 2015/16 conferences of G7, EU and Commonwealth Speakers;
- close professional contacts were maintained with other parliamentary administrations (including the hosting of the 2015 Commonwealth Serjeant-at-Arms Conference).

## *Ensuring a safe and secure working environment*

A safe and secure working environment is crucial if Parliament is to perform its functions of scrutinising the Government and passing legislation effectively. At the same time, demands for accessibility are high, especially as the way in which we use the Palace starts to change as we engage in more income generation.

## *A resilient Parliament*

### *Business resilience and business continuity*

During 2015/16, work to make Parliament as an institution more resilient was successfully carried out under the direction of the Business Resilience Group:

- The Relocation Contingencies Programme continued its work on developing options for any potential relocation of either House.
- Parliament retained full certification against the ISO standard for business resilience (ISO 22301) by the British Standards Institution.
- New software was procured and introduced to strengthen and coordinate resilience planning across both Houses and the Parliamentary Digital Service.



### *Security – Serjeant at Arms*

The year 2015/16 witnessed the development and implementation of the review conducted by Sir Paul Jenkins into the security arrangements for Parliament. As a result of the review, overall responsibility for the governance and delivery of parliamentary security transferred on 29 January 2016 from the Serjeant at Arms to the Parliamentary Security Director (PSD). However, the Serjeant at Arms continues to retain full responsibility for the operational security of the Chamber and Committees, and for parliamentary access. Despite the transfer of security responsibilities, the SAA remains a key player with the development and delivery of security projects on the Parliamentary Estate. The relationship between PSD and the SAA has continued to develop in order to balance security and access. Where there is a concern for Member safety or where sensitive handling is required, the SAA continues to be an important conduit.

Other valuable work has included the development of a cross departmental Visitor Inflow Working Group chaired by the SAA Team. With a customer focus, this group considers access to the Parliamentary Estate alongside the customer journey. Significant improvements have been made as a result, including a reduction in queuing times.

With regards to personnel changes, in February 2016, the House welcomed the new Serjeant at Arms – Kamal El-Hajji. Lesley Scott became the Deputy Serjeant at Arms and Sam Daeche was appointed as Assistant Serjeant at Arms. The Serjeants continued to lead a team of 67 staff, covering the Serjeants and Main Office, Senior Doorkeepers (Chamber), Doorkeepers (Events), Admission Order Office and the Access Team.



### *Parliamentary Security Department*

The Parliamentary Security Department was established on 29 January 2016. It became fully staffed in May 2016. The Department's mission statement is to "keep Parliament safe and open for business."

The main areas of progress over 2015/16 include:

- Planning and delivery of the in-house transfer of Metropolitan Police security officers, completed on 1 April 2016.
- A plan for managing the security response to a sudden rise in terrorist threat.
- The agreement of an IPSA-funded package of security measures for MPs, the procurement of a contractor pro-actively to assess and deliver the measures required for all MPs, and further improvements to security advice to Members about their security away from the Estate.
- Major improvements in the effectiveness of perimeter search and screening, supported by regular independent quality assurance.
- Penetration testing of the perimeter physical security.
- The completion of vehicle stand-off protection around the northern estate.
- Working with the Digital Service to improve cyber security.

The Department continues to advise the Northern Estate and Restoration & Renewal programmes, to reform the complex system of security passes, and to improve security awareness, security culture and security behaviour through better communication with staff, Members and the public.

# Making the House Administration more efficient

## *Governance*

### *Implementing the recommendations of the Governance Committee Report*

The House of Commons Governance Committee, established by the House of Commons in September 2014, published its report on 17 December 2014, and on 22 January 2015 the House approved a motion to implement the recommendations in the report. The House Service implemented the changes proposed in three stages across 2014/15 and 2015/16:

- Stage 1 – January to March 2015:
  - recruitment of the Clerk.
  - recruitment of the Director General of the House of Commons.
  - preparing the required changes to legislation and Standing Orders.
- Stage 2 – March to October 2015 (arrival of the new Director General of the House of Commons):
  - establishment of the Executive Committee.
  - agreeing the working arrangements for the new Commission.
  - establishment of the support structures required by the reformed governance bodies.
- Stage 3 – From the appointment of the new Director General of the House of Commons onwards:
  - initiation of the review of the structures and delivery of the House Service.

The majority of the report's recommendations were delivered in 2014/15 (a table of the core recommendations is contained in Annex 2). The implementation programme delivering the changes set out by the Governance Committee is therefore considered closed.

Some of the recommendations in the report were not pursued:

- Para 138 – the Speakership team did not follow up the recommendation of widening the agenda of daily conferences on limited days to bring to bear the experience of the Deputy Speakers on wider House managerial issues.
- Para 139 – Standing Order changes to provide for the whole House election of the Commons Commissioners were not put forward on the floor of the House.
- Para 143 – the idea of portfolio responsibilities for the elected members of the Commission was not taken forward by the Commission.

- Para 200 – the Procedure Committee did consider a paper on issues set out in the report regarding securing a clear route by which House business could reach the floor of the House but did not take the matter any further.
- Para 204 – the Finance and Administration Committees and House of Commons Commission has yet to hold a staff event to engage people in the governance process and key issues. However, the Commission did issue four bulletins to Members and staff regarding the implementation of the Straw recommendations and the Executive Committee has held several workshops with staff on the Director General’s Review.

Some of the recommendations, by their nature, are ongoing and will continue into 2016/17 as business as usual activity:

- Para 128 – as joint meetings of the House Committee and Commission will continue to be held every six months.
- Para 130 – the Joint Working Programme, set up to assess which areas of business could develop more joint working, will produce business cases for appropriate areas and then deliver any projects which are approved.
- Para 159 and 163 – implementation of the Director’s General Review will focus on reducing layers of bureaucracy and establishing a more united, rather than uniform, House Service.
- Para 175 – the Executive Committee, which will be formed after the Director General has reported on his Review, will establish itself as an effective decision-making body and develop clear delegations to key senior staff.
- Para 179 and 205 – the Commission, Clerk and Executive Committee continue to be committed to the development of all staff, including consideration of external secondments, and actively promoting diversity throughout the House. The implementation of the Director General’s Review will focus on talent management and people development in 2016/17.
- Para 204 – the Commission and Finance and Administration Committees are open to holding staff events if there is a need to engage on a specific issue.

### *Developing a new Strategy for the House Service*

The Governance Committee recommended that the Commission should be additionally responsible under statute for setting the strategic framework for the delivery of services to Members, staff and the public. The ensuring legislation received Royal Assent in March 2015.

In autumn 2015, the Commission set the broad strategic direction for the House Service for 2016–2021. The Director General’s Review was then tasked with developing the detail of the Strategy.

The review translated the strategic direction set by the Commission into three Service-wide objectives which will collectively ensure the House Service supports a “thriving parliamentary democracy”, and generate outcomes which enhance satisfaction with services; the reputation of the House; the impact of MPs’ work; and the sustainability and value for money of services. It has also identified how staff will do this, through five enabling values. The Strategy was approved by the Commission in March 2016.

## *Managing the Parliamentary Estate*

### *Northern Estate refurbishment*

Built between 1864 and 1906, the buildings on the Northern Estate (NE) are all either Grade I, II\* or II listed and provide workspace for around 1,000 Members, Members' staff and House staff. The buildings also house various ancillary services including catering, nursery, library and stores. The House of Commons has a responsibility to protect the buildings and maintain their architectural and historical significance.

The listed buildings on the Parliamentary Estate do not currently comply with a range of regulatory and statutory building regulations. The buildings have not had significant works undertaken in over twenty years, in some cases over forty years. They are in need of urgent repairs and building work to safeguard them from fire, water damage, security threats and dilapidation and ensure that Parliament can continue to operate effectively.

The House of Commons Commission has approved in principle the planned and coordinated refurbishment and development of Norman Shaw North (Grade I), Norman Shaw South (Grade II\*), 1 Derby Gate (Grade II\*) and 1 Parliament Street (Grade II), and other decant buildings as required.

In December 2015 the Commission endorsed the Finance Committee's recommendation on the scope of the Northern Estate Programme (NEP) and agreed that design work should continue on the basis of the recommended approach. Further Commission approval will be sought prior to delivery, not before 2017. The Commission agreed that the programme proceed on the basis of a single stage intervention approach, which provides a like-for-like overhaul of the mechanical and electrical services and the building fabric.

The Commission also noted that the Northern Estate was being considered among several options for a decant Commons Chamber for the Restoration and Renewal Programme and that dependencies were being carefully and actively managed between the programmes. The Northern Estate delivery will be managed within the timescale for Restoration and Renewal.

The Northern Estate Programme (NEP) will restore and protect these listed heritage buildings and replace the old redundant equipment with modern up-to-date energy efficient plant to:

- reduce running and maintenance costs;
- increase environmental performance;
- safely remove asbestos;
- create a safe, responsive and efficient, working environment;
- install an Energy Centre.

Work during the next financial year will focus on understanding user requirements, finalising the design brief for the buildings to be refurbished and awarding the contracts for the lead architects and engineers. Going forward NEP will remain a programme board under the Restoration and Renewal (R&R) board with a Senior Responsible Owner, but working in an integrated way with R&R and other Strategic Estate teams. Subject to the decisions on the restoration of the Palace of Westminster, an arms-length Delivery Authority model is being considered to deliver major building programmes for Parliament.



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The NEP is driving business change, partly through decant of entire buildings, and through innovations in contract type (NEC3) the use of Building Information Modelling (BIM Level 2) and the introduction of innovative procurement approaches.

Work on the Northern Estate is expected to be completed in the early 2020s. Detailed planning is still in progress and will include the development of a more specific schedule. A number of feasibility studies are underway on government buildings to assess suitability for decant and ensure value for money for the taxpayer, however no final decision has been made at this stage.

### *Restoration and renewal of the Palace of Westminster*

It has been clear for some years that the Palace of Westminster cannot be safeguarded for future generations as the home of Parliament and one of the UK's great historic buildings without a major re-investment in its fabric and in the complex mechanical, electrical and plumbing systems which keep the building safe and functional for its many users and visitors. While there is much that can be (and is) tackled on a project by project basis without unduly disrupting the running of Parliament, there is an ever-growing backlog of essential work that cannot be undertaken without a much larger and inevitably disruptive intervention.

In October 2012 the House of Commons Commission and the House Committee in the Lords agreed that action should be taken to devise a longer term strategy and that further independent analysis was required of three broad options:

- A rolling programme with Parliament remaining in occupation.
- A partial move out, with each House in turn moving to temporary accommodation outside the Palace.
- Restoration and renewal in a single phase during which Parliament would be temporarily relocated.

In December 2013 a contract to undertake this independent options appraisal was awarded to a team of specialist companies led by Deloitte Real Estate and including AECOM and HOK. In parallel to this it was agreed that work should continue on the other components of the business case which will be needed in due course to accompany the decision on the preferred way forward.

The Report entitled *Palace of Westminster Restoration and Renewal Programme Independent Options Appraisal* was published in June 2015. The following month both Houses agreed to establish a Joint Committee on the Palace of Westminster with six Members from each House, co-chaired by the Leader of the House of Commons (Rt Hon Chris Grayling MP) and the Leader of the House of Lords (Rt Hon Baroness Stowell). In its subsequent call for evidence the Joint Committee explained that its main task was “to make a recommendation to both Houses about the best way to approach the Restoration and Renewal Programme, a major programme of repair and conservation which is intended to start during the 2020 Parliament.” The Committee took evidence in public during February and March 2016 and published its final report on 8 September 2016, concluding in principle that a full decant of the Palace presents the best option under which to deliver the work.

In the meantime, work to maintain the Palace continues within the constraints of normal business. The medium-term programme to modernise mechanical and electrical services entered its sixth year and is due for completion in 2016/17. This programme deals selectively with infrastructure at highest risk of failure pending the comprehensive refurbishment of the Palace (see above). The encaustic tile conservation programme began extensive work in Central Lobby, which necessitated the temporary relocation of the Visitors desk. Fire safety improvement works also continued and work to replace the cast iron roofs is also ongoing. A programme of works to conserve the Elizabeth Tower, the Great Clock and the Great Bell (also known as Big Ben) was scoped and approved during the course of the year, and work will begin in 2017.

### *A greener, more sustainable Parliament*

During 2015/16, Parliament met its targets to reduce carbon emissions, water consumption and the weight of waste generated. Our recycling rate was below our target and we focused on initiatives to increase our recycling rate in 2015/16, with further improvements planned for next year.

A new mixed recycling scheme was introduced in offices of Members and their staff following the General Election. This scheme was extended to most buildings on the Estate during 2015/16 and the whole Estate will be covered in 2016/17. A new waste management contract will commence in November 2016 and will provide further opportunities to improve many areas of waste performance.

In 2015/16 Parliament was runner up in the Public Sector Sustainability Awards and also achieved the Carbon Trust Certificate for Water Management. All electricity was sourced from climate change levy exempt sources, all major Estates projects specified environmental requirements, and obtained BREEAM<sup>7</sup> certification for major refurbishments.

For more information about environmental performance, see the Sustainability Report in Annex 4.

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<sup>7</sup> Building Research Establishment Environmental Assessment Methodology

### *Improving our management of resources*

Improvements made to financial planning processes in 2015/16 included increased scrutiny of departmental forecasts through more detailed variance analysis and the introduction of risk and sensitivity analysis to the monthly finance report. Quarterly Challenge meetings now take place with the Director General and Director of Finance to identify efficiencies, spare capacity and pressures; adjustments to budgets are agreed and implemented as a result.

Capital forecasting improved in 2015/16 compared with the previous years, however resource forecasting requires more work. DCCS, DIS and Security appointed dedicated Finance Business Partners who are qualified accountants and this is contributing to better financial planning in these teams, improved communications and understanding with the central Finance team and the sharing of good practice across departments.

### *Continuous improvement and joint working*

A continuous improvement (CI) approach to review our working practices to make them more efficient and effective was formally introduced in 2014. This approach was further embedded during 2015/16 when some 80 CI reviews took place across every team in both Houses and the Digital Service (against some 30 in 2014/15). A newly-recognised CI Lead for each team encouraged activity in each business area and the number of staff who are trained CI practitioners exceeded 250 by the end of the year. The emphasis on CI reviews has moved towards processes cutting across teams.

In agreeing the remit in 2016 the House of Commons Commission suggested the House Service should look for opportunities to make further efficiencies and an efficiencies programme was established to start work in April 2016. Continuous improvement forms a part of this work.

During 2015/16, the House of Commons Commission and the House of Lords House Committee endorsed a bicameral review of joint working. The Joint Working Review reported in November 2015 and identified that whilst a great deal of joint working is already taking place, there were even more potential benefits to joint working. It was agreed to pursue further work in six business areas identified as having potential for high benefits from joint working and to further align terms and conditions and HR and Finance systems in the two Houses. The Joint Working Programme was established to coordinate this work, which will continue in 2016/17.

### *Procurement*

The period 2015/6 has been one of embedding the new rules and processes created immediately after unification of the function into the Parliamentary Procurement and Commercial Services (PPCS) and managing business as usual with strategic programme work.

The Director of PPCS has been responsible for providing legal and commercial assurance for the client advisory procurements for the Restoration and Renewal Programme and the Northern Estates Programme. This has necessitated working in new ways, in partnership with external procurement consultants and legal advisers. PPCS are also supporting the Archives and Relocation Contingency Programmes.

Due to the increased demand for PPCS's services and the need for particular expertise, PPCS have increased its level of staff resource, engaging both permanent members of staff and interims.

This is the first time a mixed economy team has been established and it is working well, allowing the Director to flex up and down to meet demand.

Of the approximately 300 BAU contracts let during this period some of the most significant for the business have been the contracts for Unified Telecoms; Cyber; the Annunciators; Waste; and Cleaning. Over £7 million in savings were made during this period from more efficient contracts.

The Contract Management Community run by PPCS has met regularly and training workshops have been well attended. There are now approximately 300 members of this community and accredited training is in place.

### *Library resources*

The Library Resources team completed work moving stock, which began in the preceding financial year. This included moves associated with the co-location of the Library's Research and Committee Office teams and moves associated with the move out of the Palace cellars to allow the installation of new fire suppression equipment. Over the course of the project the team organised the move of over 3km of stock.

The team worked on a number of bicameral procurements in 2015/16 for contracts including: a periodicals subscription agent, newspapers and binding framework. The subscription agent contract was awarded in October.

### *Catering performance*

The past year has seen the continued integration of income generation into the Catering Service's daily business activities and a number of notable initiatives highlight the importance of new revenue streams to its financial and operational efficiency. The popular afternoon tea programme and the external events staged on the Principal floor opened exclusively for public booking. Both underline the importance of seeking out sustainable business growth, whilst also capitalising on the magnificent space that exists within the House of Commons on non-sitting days as a key facet to enhancing the experience of those visiting the Palace. The cost of catering – at £2.5 million in 2015/16 – continued to be more than 50% lower than at the beginning of the last Parliament. The slight increase in cost from the previous year was due to a General Election year where there were fewer sitting days with fewer customers to drive sales through the catering outlets.



## *Income generation*

### *Commercial tours*

During the year Visitor Services welcomed 223,133 visitors on commercial tours; an increase of 22,741 visitors (11%) compared to 2014/15. The increase was partly due to the additional days available during the Dissolution period but there was also an average increase per commercial day of 137 additional visitors (7%).

Income and net contribution from commercial tours is increasing significantly year-on-year. Tours income in 2015/16 was £2.3 million (House of Commons share); net contribution from commercial tours was £481,000 (House of Commons share), an increase of £57,000 on 2014/15.

In addition to the underlying growth in volume and contribution, 2015/16 was busy and successful in a number of other ways:

- Visitor services delivered a broader, richer range of tours than ever before, including Suffragette Season, Art tours, Family tours, specialist/themed tours and 'premium' morning tours.
- Award winning: won the 'Best Guided Tour' at Group Travel Awards in 2015 and received 'Highly Commended' for Customer Service at the Museums and Heritage Awards for Excellence in 2016.
- Continued to offer a series of regular tactile tours.

The current visitor strategy has two main aims, in line with the engagement strategies of both Houses:

- To improve the welcome visitors receive by finding innovative ways to enrich a visit to the Palace of Westminster so that all visitors leave with a better understanding and appreciation of Parliament than when they arrived;
- To improve the commercial performance of the paid tours and retail services.

### *Retail*

Retail sales generated £1.8m income in 2015/16 and a £100,000 net contribution. Average transaction value grew by an average of 78p across the shops, showing the value of the new product range.

Key achievements in 2015/16 include:

- Exceeding £2 million turnover from gross sales (£1.8 million net).
- A new Retail Management System was launched in July 2015.
- Overall net contribution increased from £54,000 to £100,000 which represents 6% of total sales.
- New product ranges were successfully introduced (including Sipsmith Gin and Windsor & Eton beer).

Opportunities to develop the retail presence on site and online are being explored in 2016/17.

# Ensuring that Members, staff and the public are well-informed

## *General Election planning*

The House of Commons Corporate Business Plan for 2015/16 highlighted the plans the House Service had in place for the 2015 General Election. The Administration Committee report on induction arrangements for new Members in 2015,<sup>8</sup> and the work of the House-wide General Election Planning Group (GEPG), ensured that the prompt and effective delivery of information to new and returning Members would be a priority, in addition to ensuring that the needs of standing-down and defeated Members were met. The House Service also planned to provide a pool of ‘buddies’ to assist newly elected Members through their initial arrival and induction. The GEPG was determined to ensure it captured the views and needs of Members in planning its services. Representatives of the parties from the Administration Committee sat in on the GEPG in the final months and services were influenced by feedback from focus groups of current Members, party staff and qualitative research into the views of individual Members.

As a result, over 120 House staff were recruited as buddies and trained in customer service and the workings of the different parts of the House. A full dress rehearsal was held during the Dissolution period, and during the same period a New Members’ Reception Area was set up covering the whole of the First Floor of Portcullis House. This was where new Members would meet their buddy, receive their pass, sign up for their pay and expenses with IPSA, register with the Travel Office and receive their IT. IPSA’s induction was closely integrated to that offered by the House service meaning Members experienced a seamless access to a range of services.

Following the election on 7 May 2015, a team of 20 staff spent the weekend after the election contacting new Members, discussing travel arrangements and, where necessary, arranging transport and accommodation. As a result of the intelligence gathered by this team, it became clear that the vast majority of Members would arrive early on Monday and accordingly, all buddies were available from 7.30am on the Monday following the election. On the Wednesday after the election, a Chamber briefing for all new Members was held followed by photographs of each of the parties. The rest of the day was devoted to a series of induction briefings, in many cases led by returning Members, covering setting up a Member’s office, complying with standards and life on a select committee. Close co-operation with the parties ensured a far higher degree of co-ordination between party events and those managed by the GEPG, resulting in over 90% attendance at key induction events (a four fold increase on 2010). Overall 182 new Members were elected in May 2015, and all those who have taken their seat were given a buddy and inducted by the close of business on the Wednesday following the election.

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<sup>8</sup> Administration Committee, First Report of Session 2013-14, First weeks at Westminster: induction arrangements for new MPs in 2015, HC 193



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Feedback from new Members about their reception was overwhelmingly positive. A number took to social media almost immediately after their arrival to say how well they had been inducted, and the buddy scheme was seen as being a very successful way to help new Members function in their role as quickly as possible. Many new Members have kept in touch with their buddies, and have found them to be a helpful source of information about the House and how it works. The buddy system continues to be used for Members elected at by-elections as well as for new House staff.

A separate group of staff were tasked with meeting all Members who either stood down or were defeated, helping them with closing down their office, making their staff redundant and dealing with any other issues that arose. This also proved a highly-successful initiative; all non-standing Members were seen at least once over the course of the preceding year, and all defeated Members were seen within ten days of the election.

## *Members and Members' staff*

### *Understanding Members' needs*

The Members and Members' staff interview project has continued. Findings on the experience of [Women Members of Parliament](#) (published on 21 August 2015) and on [Members Standing Down](#) (published in April 2016) were presented to the Administration Committee during the year. Results from interviews looking at the procedural services available to MPs will be presented to the Administration Committee in the autumn, together with an action plan.

### *Co-location*

Co-location of Committee and Library research teams has been completed, and teams are working well together to improve the service to individual Members and to Committees by drawing on the widest available range of expertise. Library staff have supported Committee staff in particular inquiries, such as the Energy and Climate Change's Inquiry into offshore oil and gas, while library teams have been able to draw on Committee expertise.

### *Members' Library Accommodation*

Further changes were made to Members' Library accommodation to make the Library space more accessible to Members, including setting up a reception desk in the three months after the Election that new Members in particular found very helpful. WiFi was strengthened throughout the Library, and new processes were put in place with the Digital Service to improve the response time to Members' IT problems. A number of major changes were also made to the accommodation in the Derby Gate Library, used by Members' staff, including refreshing the available IT and improving the layout of the room to make it more usable.

### *Reviewing and improving the range of published research briefing*

The Library's new briefing paper publishing system (shared with the Parliamentary Office of Science and Technology and the House of Lords Library) has significantly improved the presentation of briefing papers online, alongside an improved design for the papers themselves. We managed a "hub" for information on the EU referendum, available to both Members and the public, bringing together our briefings and parliamentary and other material. During the year we developed a new set of resources specifically to help constituency caseworkers – this will be fully launched in September 2016.

### *Regional constituency events*

The House continues to arrange regional events for Members' constituency staff. The events cover key areas of the House's business, including the work of the Library, Learning and Development and the role of the Digital Service. A number of outside organisations have also contributed; for example, IPSA has attended all events and, more recently, HMRC has attended to give assistance on tax credits. Events have taken place around the country, including Edinburgh, Lisburn, Cambridge and Cardiff. The events remain very popular, and between the Election and March 2016, 564 constituency-based staff attended 14 events. The costs of each event are published proactively on the Parliament website.

### *Development and training*

Professional development for Members comes from many sources. Information on the resources provided by the House was collated and sent to every MP in hard copy and through dedicated web pages. In addition to the individual briefing available to Members from staff, the House now offers a range of training and development for Members' staff and Members, available on demand. During 2015/16 we ran 67 courses for 708 attendees. At the beginning of the session, briefings were offered to MPs on Parliamentary Questions, and on "the parliamentary toolkit". Members' staff also attended a large number of Library training events, including attending 55 Navigate events (training on Library services) and approximately 160 staff attended Introduction to the

Library sessions. The Table Office runs training sessions roughly once a month for Members' staff on "drafting effective Parliamentary Questions". Select Committees have continued to access training, particularly on questioning skills. Procedural briefings from key staff were available to MPs both on general topics and in response to individual inquiries.

## *The public*

### *Education*

The biggest achievement for Visits and Projects teams in the Education Service in 2015/2016 was undoubtedly the opening of the Parliamentary Education Centre in July 2015. The Centre now provides the Service with a dedicated learning environment, basic amenities for school visitors such as a lunch space and bag storage, and an increase in yearly capacity for visitors from 45,000 to 100,000.

The Centre has five learning spaces (including a 360-degree film room) which have enabled the delivery team to develop seven new workshops to maximise the use of these rooms. The Centre opened at 60% capacity in September 2015 to coincide with the start of the school year. After gradually increasing our usage of the building, we began operating at 100% capacity in November 2015. The team has adapted very well to the new building, workshops, technology and the increased workload. For the 2015-2016 academic year the Visits Team has welcomed and facilitated tours and workshops for 81,958 education visitors; a stunning achievement for all involved. This figure includes 2,262 education organisations from 559 constituencies.

### *Teacher training and regional education*

#### *Teacher training*

In the 2015 – 16 Academic year, 1,824 teachers/trainees participated in Parliament's CPD programmes; 135 of these took part in Parliament's flagship 'Teachers' Institute' programmes in July 2015 and January 2016.

#### *Regional outreach*

Education Outreach officers engaged with a total of 45,400 students from 425 schools across 164 constituencies. In the regions, 12,047 students from 123 schools participated in the NW programme; 11,956 students from 96 schools participated in the SW programme; and 14,237 students from 109 schools participated in the NE programme. 7,315 students in 91 schools watched Everett Mann time travel through history in Parliament's theatre education project.

6,346 students in 35 schools from Yorkshire and the Humber took part in a joint project with the Football League Trust. Education outreach core programmes reached 33% of constituencies; of the 551 schools engaged, 452 (82%) have not previously participated in PES's core visits or outreach programmes.

#### *Competitions and resources*

20,815 students in 193 schools made use of Parliament's loan box resource.

374 schools entered the Speaker's School Council Awards 2015 (sponsored by the Speaker of the House of Commons). 131 schools entered the 'Lights, Camera, Parliament!' competition (sponsored by the Lord Speaker).

### *Support for universities*

In 2015, the programme nearly doubled the number of universities delivering the Parliamentary Studies module, with 18 institutions now participating. We have put in place a new evaluation framework to demonstrate how much the students learn, which has confirmed that Students' knowledge improves substantially as a result of attending Parliamentary Studies seminars. For example, when asked prior to the seminar what Parliament is composed of, of only 57% could answer correctly (the House of Commons, House of Lords and the Monarch); rising to 100% after the seminar. Similarly, when asked before the seminar how select committee chairs are chosen, only 47% stated correctly that chairs are elected by all MPs, compared with 94% giving the correct answer afterwards.

## *Enhancing our digital services*

### *Parliamentary Digital Service*

2015/16 has been a year of transformation for the Digital Service. Following the creation of the Service by merging Parliamentary Information Communication Technology (PICT) and the Web and Intranet Service (WIS), a major restructure of over 300 staff followed. By year end around 80% of staff had been moved to roles in the new structure and recruitment to fill vacancies was underway.

A key achievement in 2015/16 was the creation, consultation and sign off of the new Digital Strategy for Parliament. Signed off by the Administration and Members' groups, the Digital Strategy paves the way for new ways of working in digital across Parliament and clearly defines the strategic objectives for the Digital Service going forward.

A series of successfully planned accommodation moves has taken place this year. A near seamless move of PDS staff from Tothill Street to the 2nd floor of 7 Millbank was completed in April 2015. PDS teams have benefitted from closer working with each other, and closer working with PED staff. The consolidation of Digital Service teams helps with collaborative working, breaking down barriers and silos and has also meant a reduction in time spent traveling between buildings.

### *General Election*

The Digital Service played a significant role in the New Members' Reception Area (NMRA) after the Election – not only with the provision of new equipment and services, but also with the provision of support and guidance to other elements of the welcome process. The Digital Service also provided computing facilities and support for a number of temporary accommodation rooms for new Members. Operational teams were also involved in all office moves for Members (of both Houses) including the deployment and set-up of new equipment, network points and telephones.

### *Preparing for a digital environment*

Objectives for the intranet and website were put on hold pending bigger pieces of work in 2016/17 and the arrival of the newly-appointed Director of Digital Development. There is success to report, notably with data.parliament. The data.parliament (DDP) project came to an end on 31 March 2016, with a transition plan in place and early-life support provided by the project team. Work on defining and establishing an agreed publication process is in progress. There is also now an agreement that all new projects must plan to include their datasets on the DDP platform. Creating Parliament's open data platform has been a major achievement in many ways. Over four phases it has provided:

- A single, resilient and scalable platform where data from back office systems can be stored in a central, internal store and re-used in a consistent and efficient manner by internal users and systems.
- A mechanism for ingesting data from existing or new authoring and production systems and making this data available for reuse.
- A cataloguing system interface to help users easily find the data.
- An externally hosted data.parliament platform mirroring the internal platform where subsets of internal data are published in accordance with defined business rules.
- A new improved user front-end interface with added functionality following user feedback.
- Further datasets bringing the total number of datasets worked on to 44.

### *New equipment and services*

The Digital Service took the opportunity to launch a number of new services at the General Election, with significant improvements made to Wi-Fi services, remote access arrangements, hardware ordering process and range, operating systems and security controls. The app [General Election Online](#) was launched and represented a successful collaboration between the PDS Rapid Apps team and the Social and General Statistics section of DIS in the form of a website that permits users to explore elections results interactively. Within a week of polling day a complete database of results was available to be interrogated, or as one Twitter user put it “lots of lovely general election data up”.

### *Customer relationships*

New plans for customer relationship management were set out in the autumn and winter of 2015. A new Members' Services team covering both Houses has been created and recruited to, providing a dedicated function for identifying and understanding Members' needs, facilitating quick resolution of problems and issues, and helping Members make the most of ICT and digital services on offer both on the Estate and in constituencies.

The move to more proactive customer communications has continued apace, with customers alerted to service outages by email communications from the Director of Live Services, with regular updates and transparent post-event analysis. An SMS based text service has also been launched for administration staff and others who choose to sign up.

### *Programme and Project Delivery*

Scrutiny of the ICT portfolio has been provided by the internal PDS Portfolio Board along with the newly created Joint Investment Board. Particular projects successes in 15/16 include:

#### *Publications.Parliament project and the transition from TSO*

This project successfully brought the hosting and management of the Publications.Parliament website in-house from TSO (formerly The Stationery Office). The site contains over one million pages of parliamentary publications, with an archive dating back to the 1980s. The key benefits the project has helped deliver include:

- Ensuring continuity of electronic publishing services for core documents after March 2016.
- Annual savings for the House of Commons from reduced printing and publishing costs amounting to £600,000 in 15-16, rising to £1m in 16-17 and then £1.4m per annum from 17-18 onwards.

#### *Hansard Reporting Suite (HRS)*

This project upgraded and enhanced the HRS which is used to produce the Official Report in both Houses, with the application rewritten to work with Word 2013. Key benefits include:

- Business-critical application now fully supportable, future-proofed and capable of significant further development, if required.
- Improved usability for Hansard staff.
- Improved digital publishing outputs that are in the process of being exploited by the Hansard Online project (see below).

#### *Hansard Online*

New Hansard Online pages were developed for the parliamentary website, for use by the public, Members and the administration. Key benefits include:

- A much improved user experience, with enhanced functionality that links out to Members' biographical pages and enables the sharing of contributions via social media.
- Responsive design, meaning the pages adapt to better suit the size of the screen when viewed on a desktop, a tablet and a phone.
- Enhanced search functionality, including a fixed web URL for each Member of Parliament that shows their most recent contributions.
- Responsibility and control of publishing and hosting Hansard content now lies with Parliament. Significant financial and efficiency gains have been realised as a result.
- The publishing process is now largely automated, which has significantly reduced the level of manual intervention required for publishing and handling corrections.



### *Commons Divisions*

A new tablet-based application was introduced for recording Divisions in the Commons, following funding a successful pilot. Key benefits that have been delivered are as follows:

- The new application was in place to support the introduction of the Government's English Votes on English Laws double-majority voting mechanism.
- Divisions data is now published through the Data.Parliament open data platform.
- The app provides the foundation for more rapid publication of divisions data on the website and removes the need for scanning paper division sheets and associated technical support.

### *Education Centre ICT*

Project colleagues from the IS Programme and Networks team contributed to the successful delivery of the Education Centre in time for its high-profile opening with Professor Brian Cox and the Speakers of both Houses.

### *Parliamentary video (phase 1)*

A new 20-channel live video service available across all platforms to Parliament, media and public. Feedback on the new service from Members, staff, media and public has been overwhelmingly positive – but people want more (hence phase 2).

### *Operational services*

Progress was made on training, including Buzz days for new and returned Members, and this will remain a priority for Members' services in the coming year.

Significant performance improvements in service desk support have been achieved following the introduction of a new third party contract to address busy periods. Benefits have included:

- 83% of calls are now answered within 20 seconds compared to 65% in December (target=80%).
- Average call answering time has improved from 175 seconds to 27 seconds.
- The number of lost calls has improved from 9.7% to 3.9%.

### *Staff capability – our People Strategy*

The People Strategy was introduced in 2013 and set out the aspirations of the House Service for its staff. The aim is to ensure that we can deliver the corporate strategy for the House Service by maximising the contribution of all our people. The People Strategy brings together our plans for maintaining and increasing our capability as a House Service, and focuses on four areas:

- Engaging staff, ensuring staff have a sense of satisfaction in their jobs and are engaged and involved in making the House and their departments more effective and efficient.
- Supporting management and leadership, setting out clearly the skills and behaviours we expect of our managers and leaders and providing them with the support to meet these expectations.
- Building individual and team competence and capability, working together based on mutual support, trust, and respect.
- Organising ourselves and our work efficiently and effectively, to improve the way we do business.

The People Strategy focused on embedding across the whole organisation: by individual staff, line managers, departmental managers, and the Department of Human Resources and Change (DHRC). Some of the main achievements during 2015/16 were as follows:

- Completing the introduction of revised arrangements for objective setting, regular performance review and appraisal for staff in pay bands A-E in the form of the Individual Performance Review process, including training for all managers and many staff.
- Developing a set of job specific competencies to complement the core competency framework, covering key business areas such as Hansard, Chambers Services, Committee Services and Finance.
- Introducing a new suite of management courses in the form of an Intelligent Manager programme for new and more experienced managers.
- Implementing a new time recording processes for all staff working on a monthly or annual-hours basis linked to policies to support flexible working and provide assurance that people work their contractual hours across the year.
- Commencing the process of introducing a time and labour scheduling system for security, catering and project staff; due to be implemented in autumn 2016.

### *Developing better reward structures for staff*

As part of the three year pay agreement for the staff in pay bands A-E (2013/14 to 2015/16), a new pay staff was introduced and staff assimilated onto it in September 2015. The new structure removed the majority of overlapping between pay bands and introduced target rates set in comparison with Civil Service pay. Progression within the pay system is based on contribution and is underpinned by a new performance management system (Individual Performance Review – IPR) which was introduced for 2015/16.

# Working at every level to earn respect for the House of Commons

## *Having an open and transparent way of doing business*

The Information Rights and Information Security (IRIS) Service is responsible for the House Service's compliance with the Information Acts (Freedom of Information, Data Protection and Environmental Information Regulations). IRIS ensures requests are responded to in line with legislation, and the mandatory publication scheme is in place and up to date. IRIS also ensures the House Service meets its obligations to publish re-usable datasets that form part of an FOI/EIR response by publishing such information in .csv format. In addition to the Publication Scheme, IRIS routinely publishes FOI/EIR disclosure logs, responses to requests and other information considered to be of public interest via the parliamentary website: <https://www.parliament.uk/site-information/foi/>.

In 2015/16, 628 FOI/EIR requests were received and 99% of requests were responded to within the statutory deadline of twenty working days. 18% of our responses referred to information already available in the public domain and it is expected that this figure will increase in the coming year as our commitment to openness and transparency continues. IRIS has committed to publish over 100 responses to requests made in this period where the subject matter is deemed of public interest.

## *Encouraging public participation in parliamentary business*

### *Celebrating Parliament*

2015 saw two significant anniversaries for Parliament – 750 years since the Simon De Montfort Parliament and 800 years since the sealing of the Magna Carta. Titled “Parliament in the Making” the bicameral programme included:

- ‘The Beginnings of that Freedome’ banner exhibition in Parliament’s Westminster Hall featuring 18 large-scale banners, created by nine artists providing a dynamic visual representation of the milestone moments and movements which ‘made a difference’ in the journey to the rights and representation that we enjoy today.
- De Montfort Project run by the Parliamentary Archives working with regional archives services across the country, which explores the life and impact of local MPs and Peers on both their local area and at Parliament.
- The 2015 Flag Project in which school children from across the UK designed a flag to represent their area or community for an online exhibition, some of which hung in Parliament Square and at the Magna Carta commemorative event at Runnymede.

- Liberteas on 14 June when the nation was invited to stop for a cup of tea and reflect on their rights and freedoms on the Sunday before the anniversary of Magna Carta.
- Festival of Freedoms, a programme of talks, debates and discussions, that took place in venues across the country, linked to the themes of the Westminster Hall banners.
- Sweet Liberties, a series of concerts featuring new work by four folk songwriters celebrating the pursuit of democracy.

In addition to these two anniversaries, we also commemorated 600 years since the battle of Agincourt, 200 years since the battle of Waterloo, 50 years since the passing of the Race Relations Act 1965 and 50 years since the death of Sir Winston Churchill.

Parliament Week 2015 in November raised the profile of the UK Parliament through digital and face-to-face engagement and the following took place as part of the initiative:

- Resources, including Get Involved and You and Your MP leaflets and evaluation surveys, were sent to partner organisations across the UK.
- 127 MPs (20%) took part in Parliament Week, either through social media, partner events or school visits.
- 131 Parliament Week events and activities took place, from Devon to Edinburgh and Belfast to Peterborough.
- An estimated 8,000 people took part in Parliament Week across the UK.
- Schools, libraries, Girlguiding groups and many others became Parliament Week partners.
- Mouthpiece performances and the Democracy Street exhibition took place in Parliament.
- 66 MPs took part in the #DoDemocracy social media photoshoot.
- 490,000 impressions for the Parliament Week Twitter account (November 2015).
- 1,051 Facebook likes.
- 2,423 people took part in the Changemakers quiz.
- CAPS News Parliament Week Special promoted Parliament Week to House of Commons staff.

In all there were 131 events listed on the Parliament Week website. These included a wide range of talks, debates and discussions, as well as exhibitions, walks and performances. Events took place across the UK. Of the 131 events, 48 were in London, 20 in Yorkshire and the Humber, and 16 in North West England. Our aim was for more than half of Parliament Week's events to take place outside London and in the end, 64% took place outside London. We will work to ensure that the spread of events covers the whole of the UK in future years.



@UKParliament/Jess Taylor

### *Marking the centenary of the First World War*

As part of the UK's ongoing commemoration of the First World War, the House of Commons and the House of Lords have continued to mark the centenary in the past year. The Parliamentary Archives held a display and a lecture on The Art of Remembrance in the House of Lords and worked with Winchester School of Art on a graphic design project for its students. In October 2015, the Curator's office displayed Parliament's collection of WWI medals. There has been an ongoing programme of events, including a talk on the role of St John Ambulance nurses during the War for International Women's Day on 8 March 2016, and a lecture as part of an ongoing series with the British Psychological Society on the psychological impacts of the War. The House of Lords Information Office produced a series of videos of Stories of the First World War and in November 2015, the House of Commons organised a projection of poppies to mark Remembrance Day on the Elizabeth Tower. The House of Lords also marked the centenary of the Battle of the Somme by holding a debate on 14 March 2016, which was accompanied by a House of Lords Library briefing.

### *Community Engagement*

In 2015 our community engagement work moved from being a demand-led service to a targeted one, focusing on groups who are disengaged or disenfranchised from Parliament or politics. In 2015 we delivered:

- 497 community workshops.
- 90% of activities took place off the Parliamentary Estate.
- 46% of activities reached those traditionally seen as disengaged and disenfranchised (young people, women, those from BAME backgrounds and those with disabilities).

### *'Train the Trainer' Programme*

The 'Train the Trainer' programme utilises the multiplier effect by providing partner organisations with the skills, knowledge and resources to deliver information about Parliament to their organisations, communities and networks. In 2015, 170 trainers took part in the course. Partner organisations include: Southwark Pensioners Forum, CVS for Broxbourne and East Herts, RNID and the Institute for Physics.

### *Adults with Learning Disabilities (ALD) Programme*

The Adults with Learning Disabilities programme delivered 92 sessions across the country in 2015, demonstrating continued significant demand. In order to meet demand the programme is utilising the 'Train the Trainer' model so that members of the ALD community are able to deliver the training themselves across their own networks and organisations. ALD Train the Trainer resources have been successfully piloted with a number of partner organisations with plans to deliver these resources nationally in 2016/17.

### *Work with Select Committees*

The Outreach and Engagement Service worked with more than a third of House of Commons Select Committees in 2015 to assist their engagement with a diverse range of communities. This included utilising the service's contact database of people and organisations to promote select committee inquiries. Notable activities included:

- *Environmental Audit.* In November 2015, The Service helped plan and deliver a conference for 150 people on sustainable development. This included a panel discussion with experts and Committee members, followed by questions, answers and statements from the audience.
- *Petitions.* The Service provided ongoing support and advice to the Committee, publicising their events via the contact database and helping develop agendas and event formats for their launch in September 2015 and the sugar tax debate in November 2015.
- *Energy and Climate Change.* The Service helped plan and deliver a round table event in October 2015 when 54 stakeholders met the Committee to discuss the key issues the Committee will address in 2016.
- *Women and Equalities.* In October 2015, the Service ran two-day visit to Birmingham, Oldham and Manchester for the Committee; and managed relationships with partner organisations and the visit programmes. The service also ran two public round table sessions for Committee members to have facilitated conversations with service users and voluntary organisations and also connected the Committee with the British Youth Council who ran a series of focus groups with 120 young people to inform the Committee's future plans.

### *Open Events Programme*

In 2015, we held 11 large-scale open events around the UK to inspire the public to engage with Parliament. The standout event was in June 2015. This “Understanding Parliament” event took place in London following the Queen’s Speech and had 300 attendees. The event received very positive feedback, with over 90% of respondents saying that they felt better equipped to engage with Parliament as a result.

### *Women in Parliament Programme*

The Women in Parliament programme developed a series of bespoke resources exploring women’s contribution to parliamentary democracy as well as seeking to increase women’s understanding of, and capacity to engage with, Parliament. The resources have been produced with teams across the House and include a Key Speeches booklet, Women and the Vote, and Get Heard at Parliament. The programme has been delivered in partnership with key stakeholders across the country, including Women of Wolverhampton, Black Women in Politics and Derby Women’s Centre.

### *Becoming a more diverse and inclusive organisation*

Developed in response to the findings of an independent review, a new Diversity and Inclusion (D&I) Strategy 2015-2018 was agreed by the Commission in June 2015. It identifies six priority areas, underpinned by an action plan:

1. Leadership and management: strengthen diversity and inclusion leadership and management, building on what has been achieved in previous schemes.
2. Achieving under-representation targets: increase the ethnic diversity of staff at director level.
3. Talent management: support career opportunities for staff.
4. Consistency across the House Service: building on good practice, aiming for a consistent approach across the organisation.
5. Wider organisational culture: strengthening the interface between staff and Members where diversity and inclusion are relevant to staff.
6. Monitoring and quality assurance: monitoring performance, assessing progress, and identifying areas for further development.

Work has progressed in all priority areas. This includes D&I objectives developed and published for all Board members, the convening of a Speaker’s advisory group on minority ethnic recruitment to improve representation at senior levels, the development and piloting of a new talent management programme, and participation in benchmarking indices. In the latter, the House improved its score in the Stonewall Workplace Equality Index, and now ranks 116th out of over 400 employers, demonstrating our commitment to lesbian, gay, bisexual and transgender equality. We continue to work towards being a dementia-friendly parliament, including through training and improving our service to visitors.

Parliament's workplace equality networks have raised the profile of the organisation further, through events, mentoring and policy review work, including establishing the Parliamentary Role Models campaign.<sup>9</sup>

Our outreach schemes have gone from strength to strength. The Speaker's Parliamentary Placement Scheme placed ten interns with Members, developing participants' experience and employability, with many going on to permanent work with Members or the House Service. The House of Commons Apprenticeship Scheme is now firmly established, and has branched out from supporting business administration NVQs, to including professional cookery and engineering.

### *Supporting other Parliaments, especially those in transition towards democracy*

The House Service continued to support a range of other parliaments in transition to democracy in 2015/16. In particular:

- In Burma-Myanmar, DIS and DCCS facilitated the secondment of a Library Clerk to help develop the Research Section of the Burmese Parliament (Hluttaw) and the start of a secondment programme in support of the Hluttaw's Committee section; these secondments formed part of a wider range of activities in support of the Hluttaw, with the whole programme funded by DfID.
- DCCS and DIS worked with the Westminster Foundation for Democracy (WFD) for the House of Commons to participate in an EU Twinning Project for Morocco led by the French Assemblée Nationale.
- The Overseas Office, working with a number of different parts of the House Service, facilitated a wide range of inward visits (over 600 visitors from over 60 countries), either directly or working with CPAUK, BGIPU and WFD, to the House of Commons as part of capacity-building work for overseas parliamentarians and officials.
- Different departments and units of the House Service worked in support of capacity-building programmes run by CPAUK, WFD and other bodies, and worked through their own networks of professional contacts to provide such assistance directly to relevant parliaments.

<sup>9</sup> <https://www.parliament.uk/about/working/workplace-equality-networks/parliamentary-role-models/>





## **Annexes**

## Annex 1: Data tables

<b>An EFFECTIVE House of Commons</b>					
<b>Sittings of the House</b>	<b>2011/12</b>	<b>2012/13</b>	<b>2013/14</b>	<b>2014/15</b>	<b>2015/16</b>
Number of sitting days	143	145	153	150	139
Average length of sitting days	7hr 56min	7hr 48min	7hr 27min	7hr 31min	7hr 41min
Westminster Hall sitting days	97	91	91	104	96
Average length of Westminster Hall sitting days	3hr 59min	4hr 0min	3hr 51min	3hr 44min	4hr 6min
<b>Legislation</b>	<b>2011/12</b>	<b>2012/13</b>	<b>2013/14</b>	<b>2014/15</b>	<b>2015/16</b>
Government Bills	12	35	31	26	31
Private Members' Bills	92	100	138	138	103
Private Bills	11	7	5	2	2
General Committee meetings	328	365	421	406	416
Total number of new amendments, new clauses and new schedules tabled	5,411	3,158	3,856	2,675	3,586
Average per sitting day	37.8	21.8	25.2	17.8	22.0
<b>Hansard (General Committees)</b>					
Total number of pages of debates published	5,594	5,662	6,508	4,716	5,860
Columns per significant error (target = 13)	44	75	71	68	65
<b>Statutory Instruments</b>					
Considered by Joint or Select Committee on Statutory Instruments	853	1,057	1,182	2,230	873
<b>Special attention of House drawn to</b>	<b>91</b>	<b>64</b>	<b>86</b>	<b>98</b>	<b>82</b>
<b>Regulatory reform</b>					
Proposals and draft orders reported on	1	3	5	6	2
<b>European Scrutiny Committee</b>					
EU Documents scrutinised	1,138	980	1,136	971	768
Reported as legally or politically important	643	506	608	475	425
Debates in European Committee	35	38	39	24	18
Debates on the floor of the House	10	12	12	7	3
<b>Joint Committee on Human Rights</b>					
Bills considered	5	9	10	7	4
Special attention of the House drawn to	2	3	8	6	1
<b>Select Committees</b>	<b>2011/12</b>	<b>2012/13</b>	<b>2013/14</b>	<b>2014/15</b>	<b>2015/16</b>
Meetings	1,270	1,305	1,452	1,291	1,107
Reports (departmental committees only)	171	182	185	208	69
<b>Questions, motions and answers</b>	<b>2011/12</b>	<b>2012/13</b>	<b>2013/14</b>	<b>2014/15</b>	<b>2015/16</b>
Average number of questions dealt with by the Table Office per sitting day	515	559	520	466	561
Number of Members who have used e-tabling facility	368	397	400	423	487
Percentage of questions e-tabled	69%	76%	85%	87%	89%
Total number of written answers published	48,201	43,338	50,902	41,807	32,505
EDMs: average number tabled per week	41	41	34	35	54
EDMs: average number of signatures per week	1,227	1,055	852	1,020	1,785
<b>Hansard</b>	<b>2011/12</b>	<b>2012/13</b>	<b>2013/14</b>	<b>2014/15</b>	<b>2015/16</b>
Total pages of daily part published	24,360	22,998	23,412	17,620	14,110
Average pages published per sitting day	170	159	153	117.5	101
Debate report columns per significant error	26.0	32.0	37.0	38.5	44.0
Average daily print run	1,222	1,148	1,078	1,060	814
<b>Daily Vote Bundle</b>					
Average number of pages per sitting day	148	131	149	145	107

<b>Health and safety on the Parliamentary Estate (a)</b>	<b>2011/12</b>	<b>2012/13</b>	<b>2013/14</b>	<b>2014/15</b>	<b>2015/16</b>
Appointments with occupational health nurse adviser	330	-	341	305	437
Treatment provided by clinical nurse adviser	2,010	1,984	2,089	1,301	1,336
Medical screenings (Members)	116	127	202	94	69
Staff referrals to physician	128	-	-	-	55
Referrals to physiotherapy (b)	287	311	205	23	90
Referrals to occupational health nurse/physician	458	429	388	-	382
Management referrals	-	-	-	406	320
Staff self referrals	-	-	-	78	64
Welfare appointments	-	-	-	546	580
Accidents causing injury	106	117	106	125	140

<b>An EFFICIENT House Administration</b>					
<b>Catering</b>	<b>2011/12</b>	<b>2012/13</b>	<b>2013/14</b>	<b>2014/15</b>	<b>2015/16</b>
Total covers (thousands)	1,444	1,416	1,474	1,444	1,380
<b>Environmental performance</b>	<b>2011/12</b>	<b>2012/13</b>	<b>2013/14</b>	<b>2014/15</b>	<b>2015/16</b>
Energy use per square metre (kWh) (whole Parliamentary Estate)	312.7	335.7	307.7	296.0	294.9
Waste recovered (%)	100.0	100.0	100.0	100.0	100.0
Waste recycled (%)	53.0	57.3	59.0	62.5	62.6
<b>Parliamentary Network</b>	<b>2011/12</b>	<b>2012/13</b>	<b>2013/14</b>	<b>2014/15</b>	<b>2015/16</b>
Infrastructure availability (working hours)	99.7%	99.99%	100.00%	100.00%	99.86%
Support cases resolved within target (c)	94.6%	93.9%	92.1%	87.5%	85.6%

<b>WELL-INFORMED Members, staff and public</b>					
<b>Well-informed Members</b>	<b>2011/12</b>	<b>2012/13</b>	<b>2013/14</b>	<b>2014/15</b>	<b>2015/16</b>
<b>Research papers</b>					
Number of research papers published (d)	66	90	80	67	n/a
% of relevant legislative debates where briefing available (e)	98%	98%	97%	98%	95%
<b>Library briefings</b>					
Briefing papers available online at year-end (d)(f)	n/a	5,592	5,926	6,291	6,640
Number of debate packs published	206	179	222	194	199
Debate packs available for designated debates 24 hours in advance	76%	93%	86%	75%	89%
No. of library talks	16	15	14	17	16

**Notes:**

- (a) Following a reorganisation of the Parliamentary Safety and Wellbeing Service, data collection about these activities changed from 2014/15 onwards. Some series are not directly comparable with earlier years.
- (b) The eligibility criteria for physiotherapy referrals changed in 2014/15.
- (c) Figures for 2010/11 and 2013/14 have been revised.
- (d) The distinction between research papers and standard notes was removed following implementation of the new Briefings Papers service in April 2015.
- (e) Research papers (to 2014/15) and briefing papers (from 2015/16) produced for 2nd reading / report stage debates on government bills and the top 7 Private Members' Bills.
- (f) Figures are for research papers and standard noted combined up to 2014/15, and briefing papers for 2015/16.

<b>Well-informed Members (continued)</b>	<b>2011/12</b>	<b>2012/13</b>	<b>2013/14</b>	<b>2014/15</b>	<b>2015/16</b>
<b>'Reach' of Library services (a)</b>					
% of Members with 5+ contacts in a year	93%	94%	88%	86%	83%
% of Members with 10+ contacts in a year	82%	82%	78%	76%	92%
<b>Parliamentary Search (previously PIMS)</b>					
Items added/number of items published (b)	179,039	175,648	180,347	162,774	158,049
Availability during scheduled hours	98.54%	100.00%	100.00%	99.90%	99.80%
<b>Internal Communications</b>					
Intranet requests (million)	9.6	9.8	9.0	8.5	7.7
<b>Well-informed public</b>					
<b>Visitor numbers</b>					
Visitors to Chamber galleries (House of Commons only)	115,399	121,532	106,403	102,812	95,459
Members' tours (both Houses)	125,798	104,448	137,500	128,424	115,584
Summer opening (c)	87,594	75,998	95,809	93,230	98,397
Saturday openings (d)	78,119	90,026	110,454	107,167	139,115
<b>Information Office</b>					
Telephone enquiries (e)	26,618	17,253	12,034	9,926	9,514
Email and written enquiries	8,030	7,533	6,310	5,321	5,141
Total enquiries	34,648	24,786	18,344	15,247	14,655
% calls answered within 20 seconds	94%	93%	95%	92%	96%
% enquiries answered within one day	91%	91%	95%	94%	88%
<b>Education Service</b>					
Publications sent out	45,000	107,656	46,131	30,528	51,006
Inward education visits	41,549	47,082	46,491	44,539	63,683
<b>Parliamentary Broadcasting</b>					
Total hours of coverage provided to broadcasters	2,118.8 hrs	2,179.6 hrs	2,342.2 hrs	2,116.0 hrs	2,486hrs
Total hours of audio/video available on Parliamentlive.tv website	3,490.7 hrs	3,618.3 hrs	3,673 hrs	3,474.0 hrs	4,010hrs
Archived videotape recordings of proceedings	1,595	1,612	1,655	1,614	n/a
Completed orders for recordings	986	997	927	1,023	887
<b>Website</b>					
Requests (million)	67.2	66.5	70.3	70.9	70.4
<b>Freedom of Information</b>					
Number of requests	475	504	668	617	627
% answered within statutory period (20 working days)	98%	97.5%	98%	99%	99.7%
<b>Well-informed staff</b>					
<b>Staffing</b>					
Number of House and PICT staff on payroll (average over year, including temps and casuals)	2,003	1,861	2,011	2,038	2,102
Number of full-time equivalent House and PICT staff at year end	1,750	1,766	1,727	1,776	1,829
<b>Recruitment</b>					
Internal recruitment exercises	105	84	116	142	170
Internal/external or external only recruitment exercises	81	86	128	135	214
Total	186	170	244	277	384

**Notes:**

- (a) All Library contacts recorded on the enquiries database.
- (b) The Parliamentary Search system replaced the PIMS Search and Retrieval system from May 2011 onwards (phased introduction). Previous figures related to items added to the PIMS Content Management Application, however these are broadly comparable to figures for items published/added to the Parliamentary Search system.
- (c) From 2011/12 onwards, this includes figures for Saturday openings that occurred within the summer period.
- (d) From 2011/12 onwards, this excludes figures for Saturdays during the summer opening period.
- (e) Telephone service hours were reduced from 44 hours to 25 hours in September 2012, and further reduced to 20 hours in February 2014.

The table below provides a summary of expenditure in 2015/16. More information can be found in *House of Commons: Administration Resource Accounts 2015/16, HC 480 2015-16*.

## Administration Estimate and Outturn 2015/16

£ million

	Budget	Outturn
Operating income	-15.9	-16.4
Staff costs	104.3	87.7
IT Services and equipment	9.0	6.6
Communications	4.8	4.2
Information	7.8	6.8
Catering & other Supplies	4.2	3.9
Office Supplies	1.3	0.6
Professional Services	3.3	4.3
Grants & Subsidies	4.0	3.5
Accommodation	52.6	50.2
Security	24.6	24.7
Other	1.4	1.6
<b>sub-total: cash expenditure</b>	<b>201.4</b>	<b>177.7</b>
Depreciation	24.4	23.1
Movement in provisions	0.0	0.6
Valuation adjustments	0.0	-3.4
Audit fees	0.1	0.1
<b>sub-total: non-cash expenditure</b>	<b>24.5</b>	<b>20.4</b>
<b>TOTAL RESOURCE EXPENDITURE before pension fund transfer</b>	<b>225.9</b>	<b>198.1</b>
Pension Transfer		12.2
<b>TOTAL RESOURCE EXPENDITURE after pension transfer</b>	<b>225.9</b>	<b>210.3</b>
<b>CAPITAL INVESTMENT</b>	<b>46.3</b>	<b>38.9</b>

## Annex 2:

# Progress with implementing key Governance Committee recommendations

PARA	RECOMMENDATION	PROGRESS
128	We support the suggestion that there should be joint meetings of the House Committee and the Commission at least every six months, and recommend that the Commission approach the House Committee.	A first joint meeting of the Commission and the House Committee was held in February 2016.
130	We encourage the two Houses to begin the process of drawing up a phased medium term programme towards a single bicameral services department supporting the primary parliamentary purposes of each of the two Houses.	In 2015 a review of joint working was undertaken which identified six business areas for further consideration. Early in 2016 a Joint Working Programme was established to produce business cases for these six areas.
140	<p>The Commission should be additionally responsible under statute for setting the strategic framework for the delivery of services to Members, staff and the public, without prejudice to the right of the House to control its own procedures; its members should be:</p> <ul style="list-style-type: none"> <li>— the Speaker, the Leader of the House and the Shadow Leader of the House (as at present);</li> <li>— four other Members, one from each of the three largest parties represented in the House and one from the remaining membership, elected for a Parliament by the whole House;</li> <li>— two external members appointed by fair and open competition (and confirmed by motion in the House); and,</li> <li>— two official members. [The official members would be the Director General of the House of Commons and the Clerk of the House.]</li> </ul>	<p>Completed 2014/15.</p> <p>These changes were provided for in the House of Commons Commission Act 2015, which received Royal Assent on 26 March 2015.</p> <p>In line with being responsible for the setting the strategic framework for the delivery of service, in March 2016 the Commission endorsed the new House Strategy 2016/2020</p> <p>Standing Order changes to provide for whole House election of the Commons Commissioners were not proposed.</p>
188	Changes to the membership of the House of Commons Commission will require legislation to amend the 1978 Act. If the House agrees to our recommendations, legislation should be passed in the current Parliament allowing the new structure to take effect from the start of the new Parliament.	
143	We support the idea of portfolio responsibilities for the elected members of the Commission.	The idea of portfolio responsibilities for the elected members was not taken forward by the Commission.

PARA	RECOMMENDATION	PROGRESS
145	We recommend that the Finance and Services Committee be renamed the Finance Committee to distinguish its responsibilities from those of the Administration Committee. We recommend that the Administration Committee membership be no more than 11 Members. We recommend that the Chairs of both the new Finance Committee and the Administration Committee be drawn from the elected backbench members of the Commission.	Completed 2014/15.
190	We recommend that the standing order changes in respect of the Finance and Administration Committees be passed in this Parliament to be implemented from the start of the new Parliament.	Changes to Standing Orders to amend the title of the Finance and Services Committee and reduce the membership of the Administration Committee were agreed on 10 March 2015.
156	Our proposal is to replace the Management Board with an Executive Committee, which would act as a sub-committee of the Commission. Its core membership would be the official members of the Commission together with the Director of Finance. Up to three other officials could be added by the Commission. The official members would be the Director General of the House of Commons and the Clerk of the House. The Director General would chair the Executive Committee.	The Executive Committee was established in an interim form by the new Commission after the general election. Final composition was confirmed following the Director General's review.
157	The Director General of the House of Commons would be a new post. S/he would be responsible for the delivery of the resources needed to support the House in its work, including its parliamentary and outward facing functions. The Clerk would retain responsibility for the quality of support for parliamentary functions, and for development of the skills, experience and expertise to maintain the professionalism of the parliamentary service.	Recruitment of the Director General started in February 2015, following the process proposed by the Committee. It was completed after the General Election by a panel appointed by the new Commission and the new Director General started in post in October 2015.
166	We recommend that the Commission consider what arrangements might be made to enable the Director General of the House of Commons to be visibly present in his or her official capacity in the Chamber when business relating to his or her responsibilities is under consideration	This recommendation has not been implemented.
171	We recommend that within six months of the appointment of the Director General of the House of Commons, the Executive Committee submits proposals to the Commission to restructure the senior management of the House which should include reductions in the number of senior posts both in DCCS and elsewhere.	The review of senior management became a wider Director General's Review and commenced once the Director General of the House of Commons was in post (October 2015 onwards). Proposals were submitted to the Commission in April 2016.

PARA	RECOMMENDATION	PROGRESS
175	The Executive Committee must be an effective decision-making body. It must also be at the head of a structure of delegations: delegations both of authority and responsibility to key members of staff, who can then be accountable for their exercise of those delegated powers.	Completed 2014/15.  The Head of Internal Audit reviewed the format of delegations from the Accounting Officer to senior staff to assess whether they are in the most appropriate format. Revised delegations were then issued.
177	Delegations should be published so that Members, staff and others can see who is responsible for what. They should be accompanied by clear timetables for delivery. And in order to demonstrate that the responsibility is accompanied by authority, the overall system of delegations should be reviewed and approved annually by the Executive Committee.	Completed 2014/15.  Separately, consideration was being given to how better information about who was responsible for specific services could be provided to Members.
189	Following the establishment of a new Commission as early as possible in the new Parliament, the delegations granted by the Commission to the Speaker (for appointments) and to the Management Board (to carry out their work) should be reviewed and re-issued.	Commission delegations, working arrangements and relationships with domestic committee were considered by the new Commission in July 2015.
179	We recommend that the Commission and the Executive Committee make a joint commitment to the development of all staff and the active promotion of diversity throughout the House Service. In particular, we recommend that the opportunities for external secondments, to government departments and to the wider public sector including local authorities, but also to the private and third sectors, should be substantially increased. It should be a strong expectation that members of staff seeking promotion to the Senior Commons Service (SCS) should have been encouraged to have undertaken at least one such secondment and that SCS staff should undertake at least one secondment every ten years.	The Commission has considered diversity issues on a number of occasions. It will take account of any recommendations on talent management and people development emerging from the "People Stripe" work resulting from the Director General's Review.
205	Once appointed the Clerk of the House should take forward immediately and lead our recommendations for staff development given his or her clear responsibilities in the new role description.	This responsibility is now included within the Clerk's job description and this area of work is ongoing.
186	Our recommendations relating to the Clerk of the House should be implemented without delay so that a permanent appointment can be made in time for the start of the new Parliament. We therefore recommend that the 'paused' recruitment process be formally terminated. We believe that this action should be taken immediately. Whether or not the House endorses our proposals, it is clear that a new recruitment process is needed.	Completed 2014/15  The 'paused' recruitment process was terminated in January 2015. A new recruitment process – agreed by the Commission and in line with the Committee's recommendations – was then started. David Natzler was appointed Clerk of the House on 23 March 2015.



PARA	RECOMMENDATION	PROGRESS
191	<p>The House's endorsement of our report should be the trigger for the new process for the appointment of the Clerk of the House. It should be conducted with a view of drawing on best practice for public appointments, leading to selection on merit by a fair, open and transparent process. The full process, including the Job Description, Person Specification, advertisement for the vacancy and membership of the Appointment Panel, should be agreed by the full Commission.</p>	
187	<p>The transition to the new arrangements we propose will not be immediate. The Executive Committee cannot be formed until the Director General of the House of Commons is in place, and the new Commission will not be formed until after the General Election in May 2015. During this transition period we recommend that:</p> <p>a) The Commission continues in its current form until the end of this Parliament but that the two non-executive external members to the Management Board attend by invitation with immediate effect;</p> <p>b) The Management Board continues in its current form until the Executive Committee can be formed;</p> <p>c) Once appointed the Clerk of the House should become the Head of the House Service but should no longer combine that title with that of Chief Executive;</p> <p>d) The Commission and Management Board must work together to take forward issues that cannot wait for the new structure to be in place which will include: commissioning and supporting the implementation team, General Election issues, staff development, financial planning and performance monitoring.</p>	<p>Completed 2014/15.</p> <p>The two existing external members of the Management Board attended the Commission's meetings from 19 January 2015. The recruitment process for the new external members of the Commission was agreed by the new Commission in September 2015 and the new appointments were confirmed in January 2016.</p> <p>The Management Board continued to meet in its existing form until the new Commission was formed. The new Clerk of the House was appointed in March 2015 as Head of the House Service, but not Chief Executive. The latter term was removed from descriptions of the House Administration.</p>
203	<p>We recommend that the Commission publish regular implementation updates on its website and by means of written statements to the House and ensure progress is tracked in the annual report for 2014/15 with a programme closure report in 2015/16.</p>	<p>The Commission issued a number of written statements about implementation of the report's recommendations. This report notes further progress and is intended to be a closure report.</p>

## Annex 3:

# Director General's Review

The Director General launched a review on 2 November 2015, in response to the recommendations of the Governance Committee.

The Governance Committee set the House Service a number of challenges and looked ahead to others for which we need to be prepared. The purpose of the Review was to put the House Service in a position to meet and where possible exceed those challenges, which include:

- Sustained delivery of high levels of the full breadth of parliamentary expertise.
- Enhancing public engagement especially through digital means.
- Focus on core functions (both to increase efficiencies and to prepare for Restoration and Renewal).
- Supporting and creating structures where there are clear lines of accountability and responsibility.
- Reducing unnecessary bureaucracy.
- Creating a unified parliamentary service.

The Executive Committee outlined recommendations following the DGR in a report, which was approved by the House of Commons Commission on 25 April. The implementation of DGR recommendations will be delivered through three key 'stripes' (STRategic Initiatives Promoting Excellence) over the course of 2016/17 and beyond. The three Stripes are the 'Stepping Up' stripe, the 'Customer Service' stripe and the 'People' Stripe.

To read the full DGR report, please visit: <http://www.parliament.uk/documents/commons-governance-office/Director-General's-Review-Report.pdf>

# Annex 4: Sustainability Report

This sustainability report follows – as far as possible and to the extent it is appropriate – the template and guidance issued to Government departments in HM Treasury’s *Financial Reporting Manual*. All the data (including expenditure) relate to Parliament as a whole.

GREENHOUSE GAS EMISSIONS					
		2012/13	2013/14	2014/15	2015/16
Non-Financial Indicators (tCO2e)	Total Gross Emissions for Scopes 1 & 2.	20,042	19,182	19,466	17,781
	Total Net Emissions for Scopes 1 & 2. (i.e. less green tariffs)	7,637	7,311	4,502	4,623
	Gross emissions Scope 3 business travel	1,271	1,353	1,264 **	1,521
Related Energy Consumption (million kWh)	Electricity: Non-Renewable	4.10	5.38	0.0	1.05
	Electricity: Renewable	25.26	23.82	28.55	26.27
	Gas	30.16	25.76	24.33	24.56
Financial Indicators (£'000s)	Expenditure on Energy	5,222	4,256	4,263	3,835
	Expenditure on accredited offsets (e.g. GCOF)	0	0	0	0
	Expenditure on official business travel	4,797	N/A*	2,558 **	4,632

## GLOSSARY

The following scopes of carbon dioxide (CO2) emissions are defined in HM Treasury’s Financial Reporting Manual:

**Scope 1:** Direct emissions of greenhouse gases

**Scope 2:** Energy indirect emissions

**Scope 3:** Emissions as a result of official business travel

**tCO2e:** tonnes of carbon dioxide equivalent

**kWh:** kilowatt hours

**GCOF:** Government Carbon Offsetting Facility

## PERFORMANCE COMMENTARY (INCLUDING TARGETS)

Parliament's total gross carbon emissions for 2015/16 reflect the 2016 changes to the conversion factors provided by the Department for the Environment, Food and Rural Affairs for reporting purposes.

Parliament's long-term target for absolute carbon dioxide emissions resulting from energy use is to reduce emissions by 34% by March 2021 relative to 2008/09 baseline levels. In order to meet this target Parliament's 2015/16 emissions should have fallen by 20.5% on baseline. In 2015/16 Parliament achieved a 23.6% reduction relative to its adjusted 2008/09 baseline year, so we are on trajectory to meet our long-term target.

Carbon savings continued to be identified through technical improvements, with all projects required to identify environmental impacts. The main carbon savings came from a reduction of 4% in electricity use across the Estate in 2015/16.

All electrical supplies to the Parliamentary Estate are from climate change levy exempt sources.

\* Information on business travel costs for 2013/14 was not available following a change in provider.

\*\* Information on carbon emissions scope 3 (business travel) and business travel costs for 2014/15 refers to the period 01/09/14 to 31/03/15 only due to a change in provider.

## CONTROLLABLE IMPACTS COMMENTARY

The main source of Parliament's carbon dioxide emissions is energy consumption across the Estate. Parliament's environmental improvement plan setting out the actions planned to improve energy efficiency continues to be updated annually.

## OVERVIEW OF INFLUENCED IMPACTS

Achieving a reduction in Parliament's emissions continues to be targeted as a priority, but where appropriate procurement specifications are used to encourage reductions in our supply chain. Parliament is working to develop a method to assess carbon emissions from its supply chain.

## WASTE

			2012/13	2013/14	2014/15	2015/16
Non Financial Indicators (tonnes)	Total waste		1,544	1,484	1,929	1,467
	Hazardous waste	Total	2	2	2	4
	Non hazardous waste	Landfill	0	0	0	0
		Reused/ Recycled/ Recovered	896	874	1,205	918
		Incinerated/ energy from waste	647	608	723	549

Financial Indicators (£'000s)	Total disposal cost		561	466	440	561
	Hazardous waste - Total disposal cost**		N/A**	N/A**	N/A**	N/A**
	Non hazardous waste - Total disposal cost**	Landfill	0	0	0	0
		Reused/ Recycled	N/A**	N/A**	N/A**	N/A**
		Incinerated/ energy from waste	N/A**	N/A**	N/A**	N/A**

## PERFORMANCE COMMENTARY (INCLUDING TARGETS)

### CONTROLLABLE IMPACTS COMMENTARY

Parliament's long-term target for waste generated is to reduce the weight of waste by 30% by 2020/21 relative to 2008/09 baseline levels. In order to meet this target waste generated should have fallen by 20.0% on baseline. In 2015/16 Parliament achieved a 29.3% reduction relative to its 2008/09 baseline, so we are close to achieving our long-term waste reduction target.

Parliament's long-term target for recycling remains to recycle 75% of waste generated by weight by 2020/21. The target for recycling and recovery rate for 2015/16 was 67.5%. Parliament maintained its recycling and recovery rate at 62.5% in 2015/16, missing this short-term target. The recycling rate improved towards the end of the reporting year through the continued expansion of the schemes to compost catering waste, and the extension of the mixed, dry office waste collection system across the Lords buildings.

Parliament's general office waste is disposed of via an energy-from-waste facility. None of Parliament's general waste goes to landfill.

\*\* Parliament's waste contract does not break down costs by waste stream, but is priced on the basis of an aggregation of standing charges, costs per collection and per tonne. There is no breakdown of annual costs of hazardous and non-hazardous wastes.

### OVERVIEW OF INFLUENCED IMPACTS

Parliament continues to target a reduction in generation of waste and recycling rates as a priority, but where appropriate procurement specifications are used to encourage the supply chain to improve performance in these areas.

## FINITE RESOURCE CONSUMPTION – WATER

			2012/13	2013/14	2014/15	2015/16
Non-Financial Indicators (m3)	Water Consumption	Supplied	114,226	122,533	145,200	116,176
		Abstracted	93,313	98,691	88,641	82,010
Financial Indicators (£'000s)	Water Supply Costs		253	276	383	275

## PERFORMANCE COMMENTARY (INCLUDING TARGETS)

Parliament's long-term target for water use is to reduce the volume it consumes by 50% by March 2021 relative to 2008/09 baseline levels.

In order to meet this target Parliament's 2015/16 water use should have fallen by 31% on baseline. In 2015/16 Parliament achieved a 39.5% reduction relative to its 2008/09 baseline year, so we are on trajectory to meet our long term target.

Overall consumption fell this year, mainly due to a repair of a leak from an incoming water main.

## CONTROLLABLE IMPACTS COMMENTARY

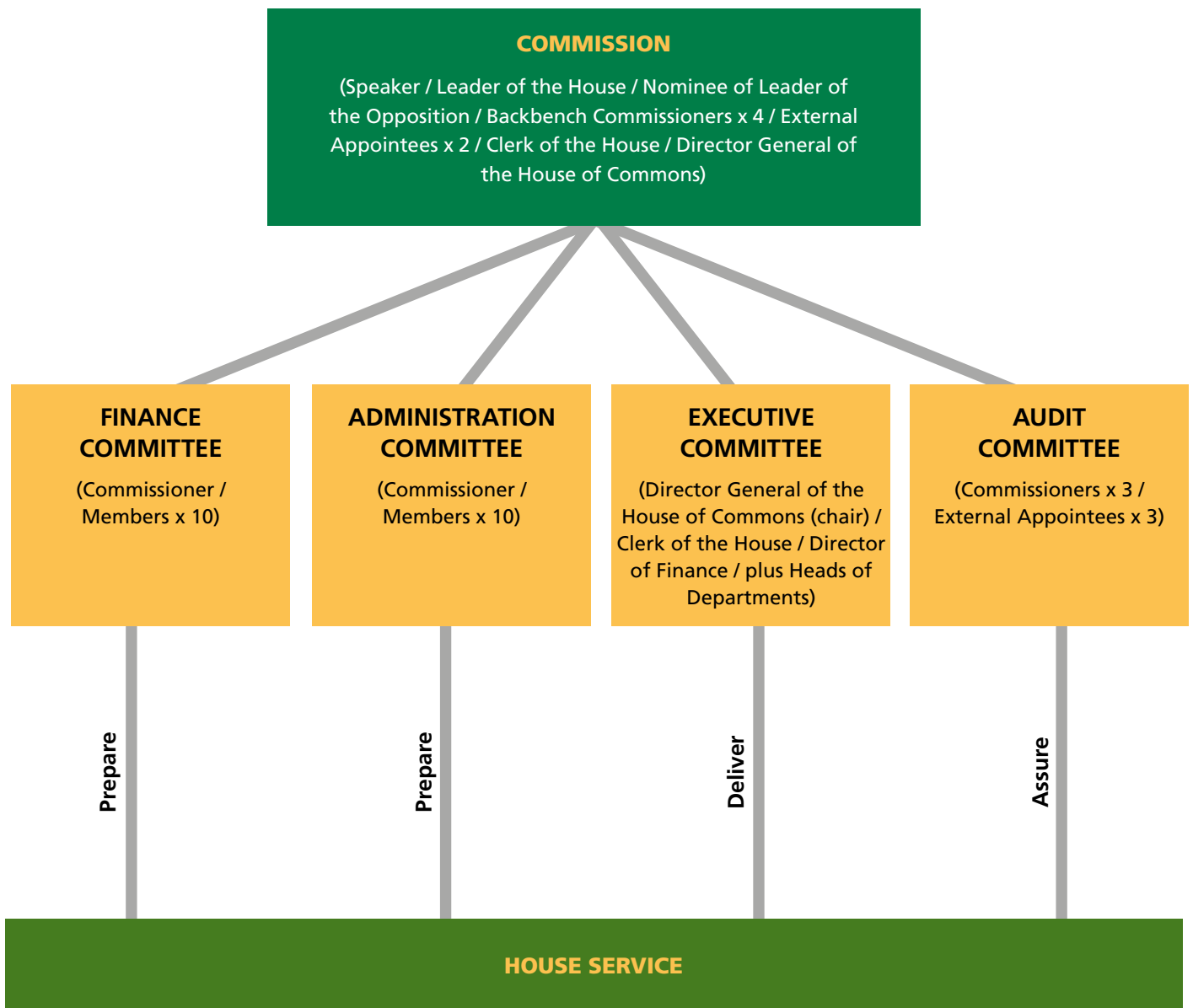
The main water consumers on the Parliamentary Estate are in Portcullis House for borehole water, and domestic and catering services for mains water supplies. A water audit was undertaken at the Palace of Westminster, and smart water meters installed across the Estate.

## OVERVIEW OF INFLUENCED IMPACTS

Parliament continues to target a reduction in its own water use as a priority, but where appropriate procurement specifications are used to encourage the supply chain to improve water efficiency.

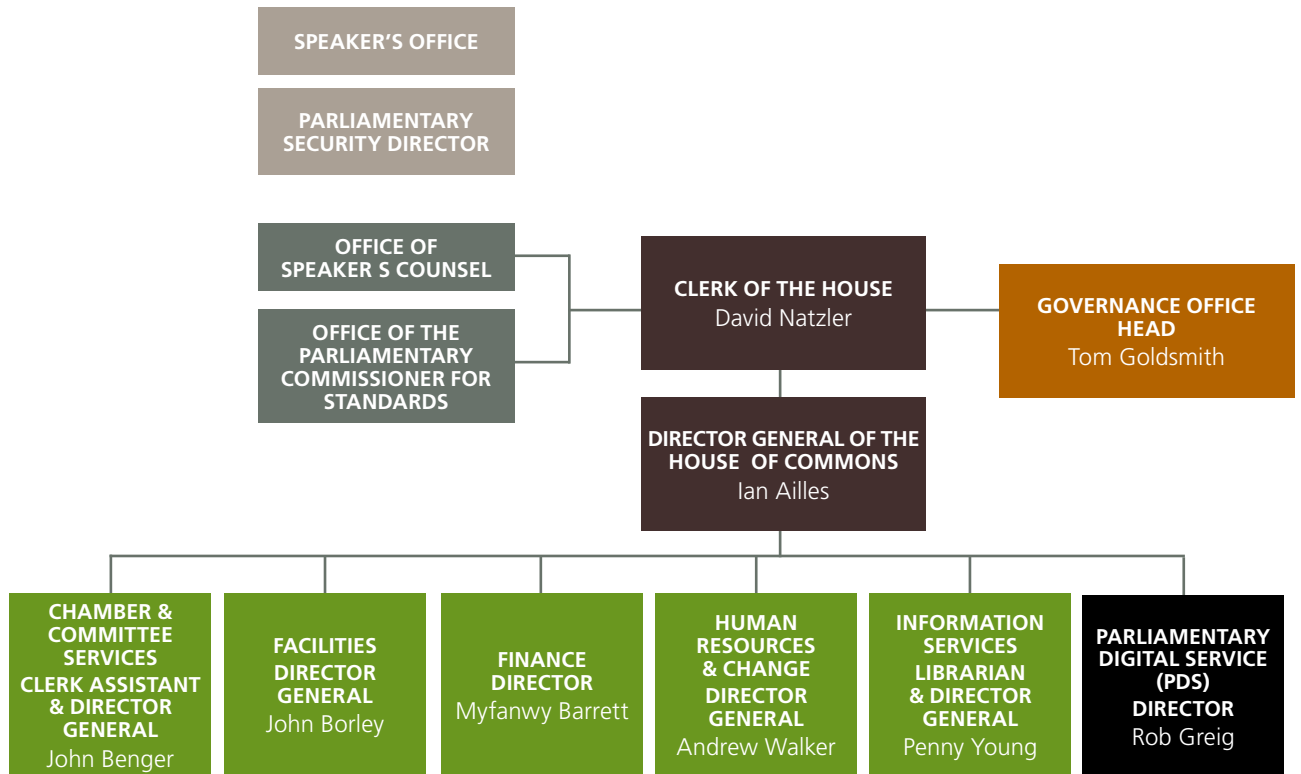
Annex 5:

# The Governance Structure of the House of Commons Administration

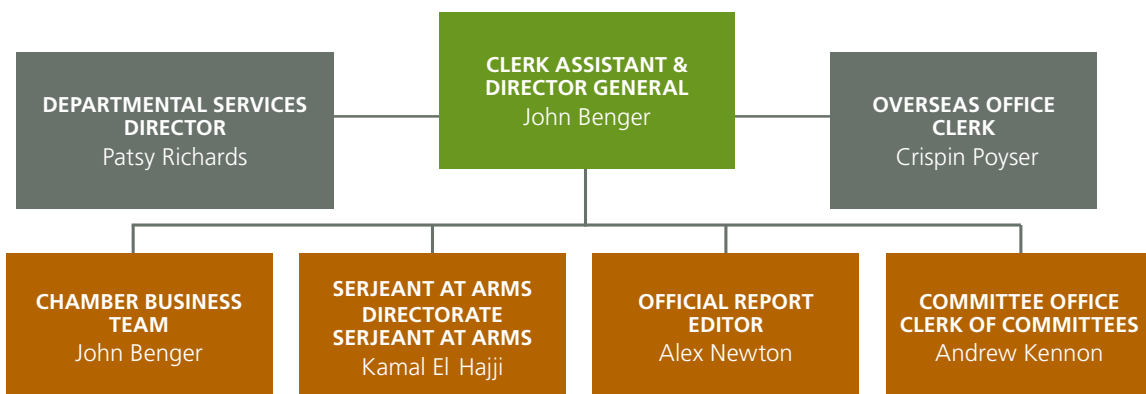


# Annex 6: Organograms

## *The House Service*

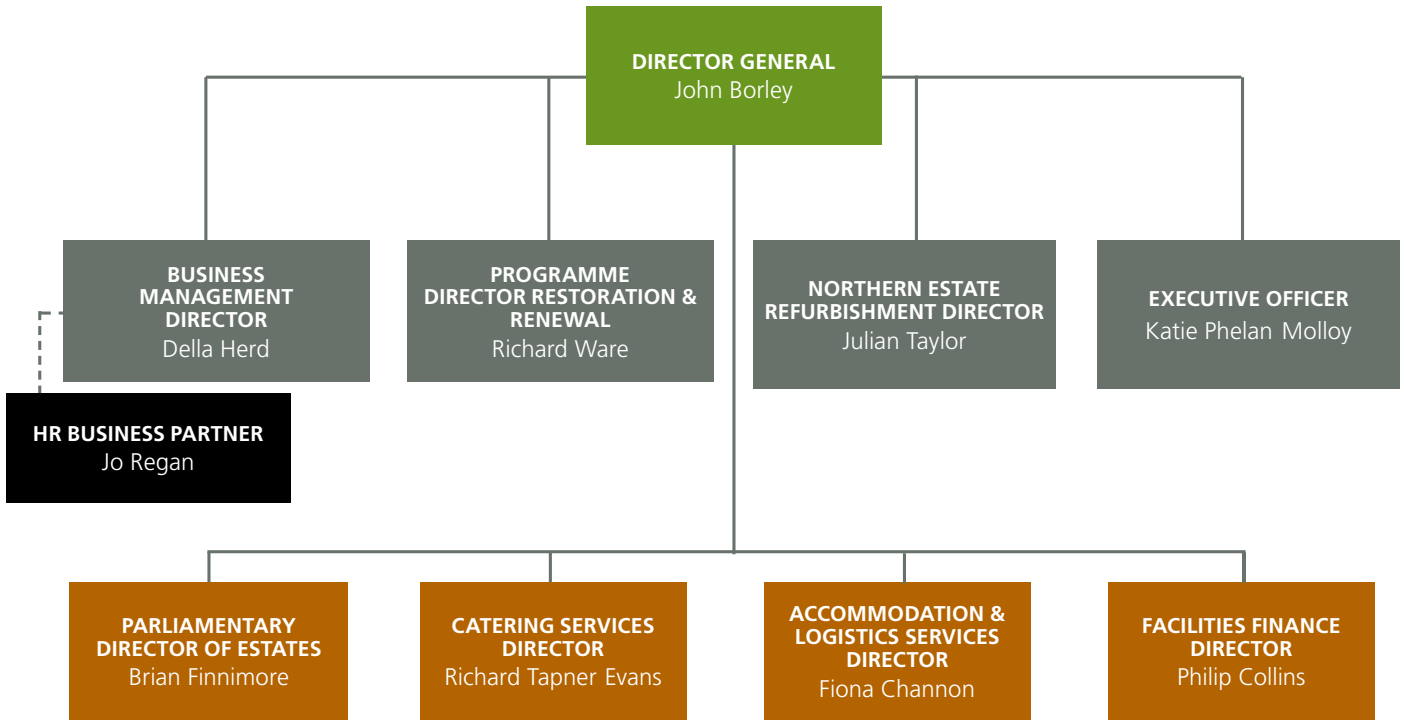


## *Chamber & Committee Services*

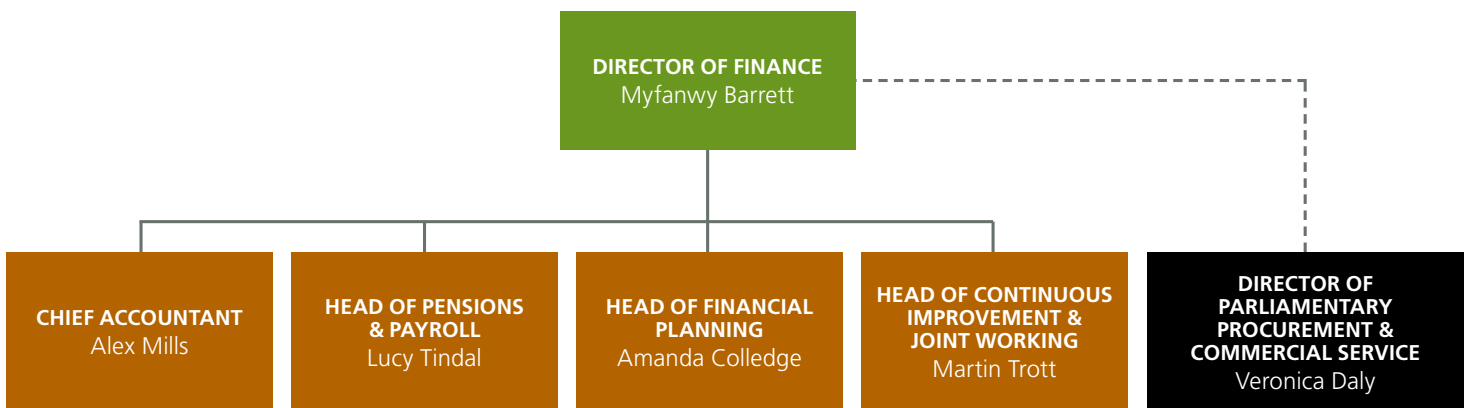




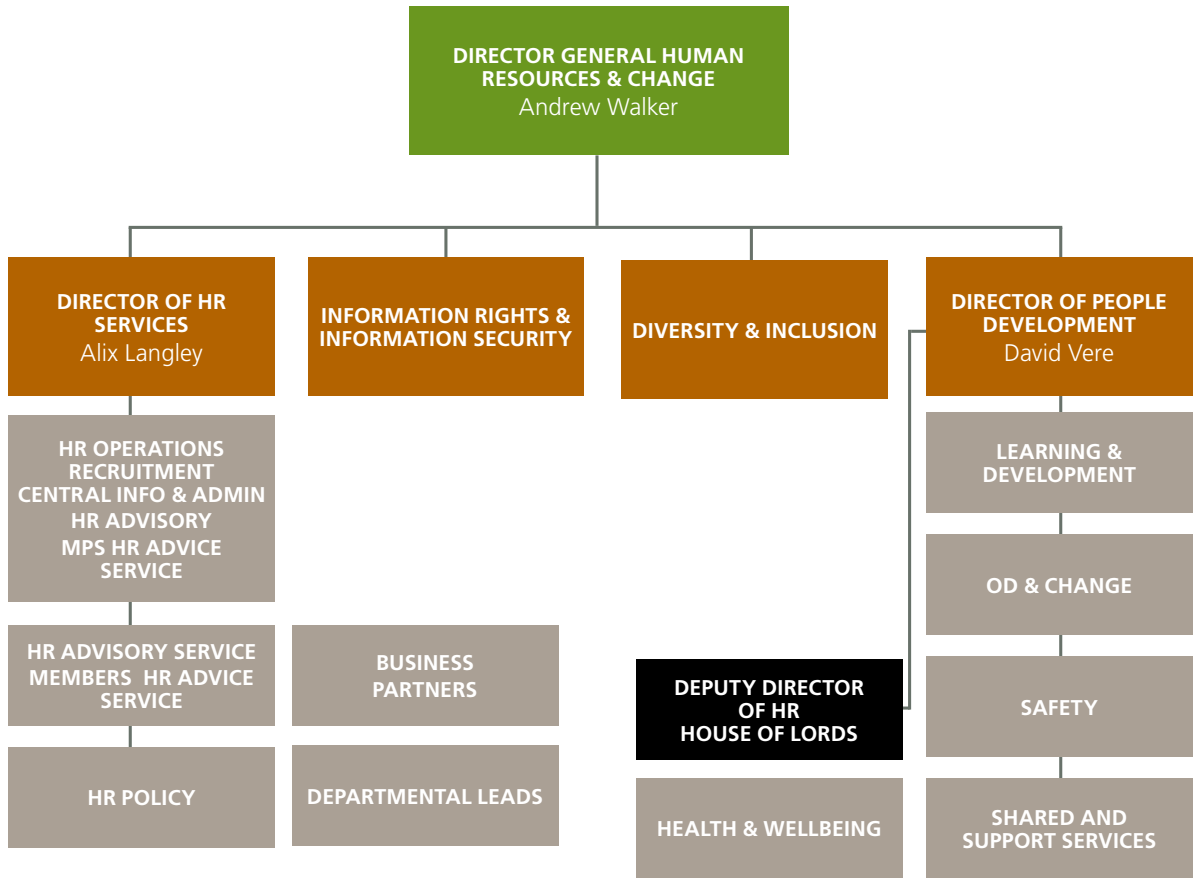
*Facilities*



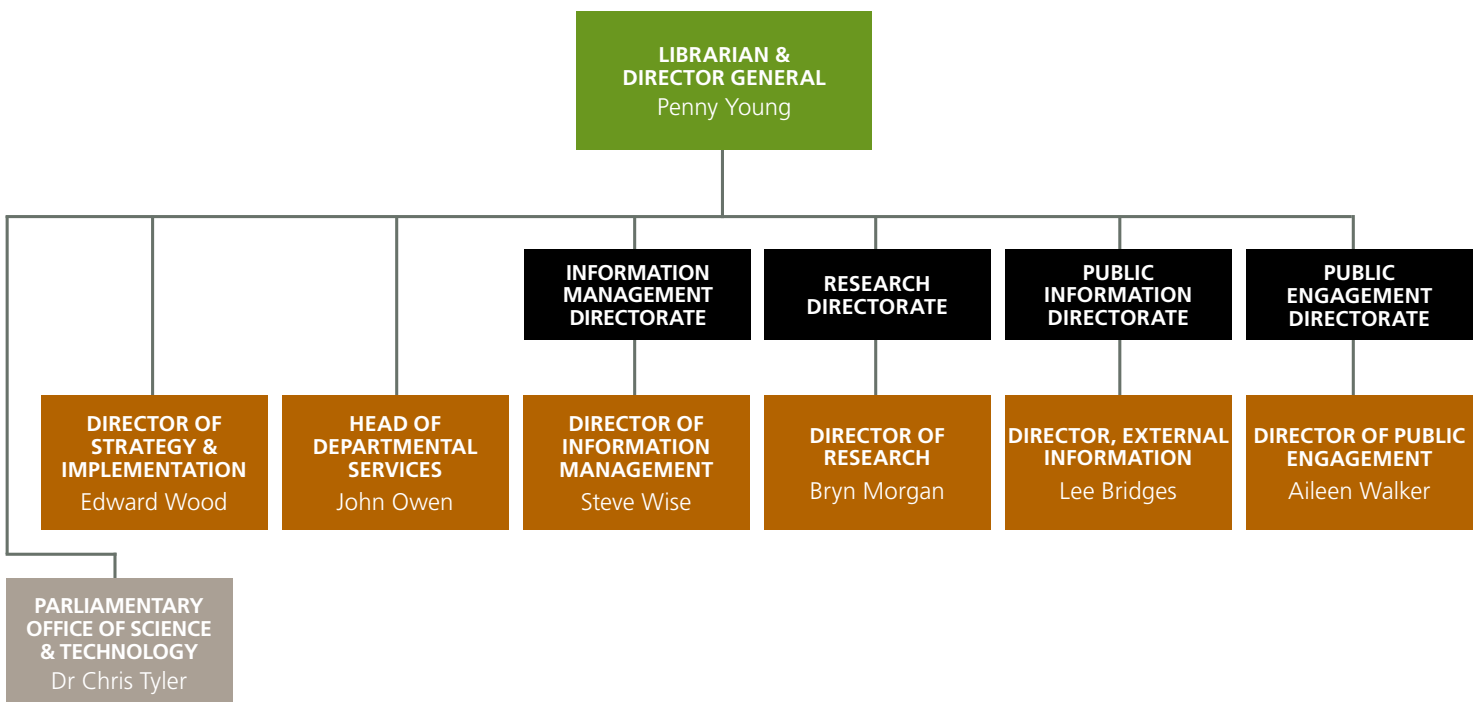
*Finance*



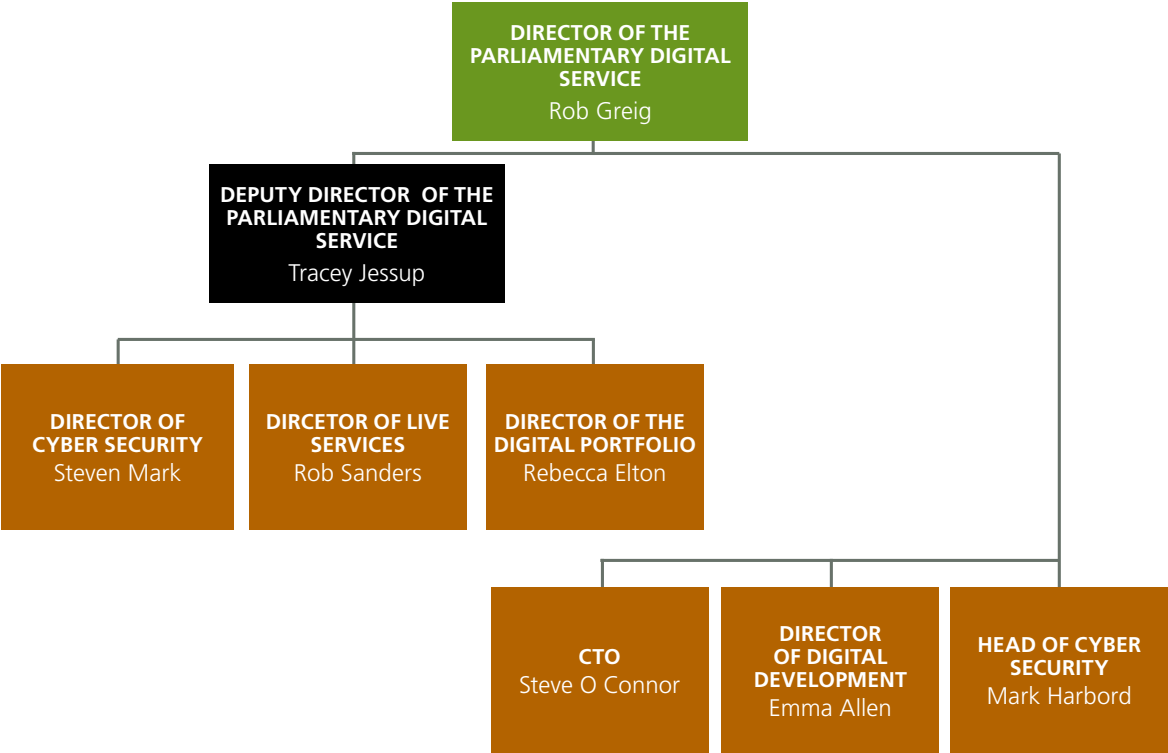
## Human Resources & Change



## Information Services



*Parliamentary Digital Service*



# Administration Estimate Audit Committee Annual Report 2015/16

## Introduction

1. This is the sixteenth annual report of the House of Commons Administration Estimate Audit Committee (AEAC), which was established by the House of Commons Commission on 15 May 2000.
2. This report outlines the AEAC's conclusions in relation to the Administration Estimate for the financial year 2015/16. The Committee's findings are set out by reference to the key areas on which it is required to provide assurance to the Accounting Officer under its terms of reference.
3. Details of the AEAC's terms of reference, membership and activity during the year are provided in the Appendix to this report.

## Conclusion for the financial year 2015/16

The effectiveness of the system of governance, risk management and internal control (the "system of internal control")

### *Main Conclusions*

4. As presaged in last year's annual report, the implementation of ongoing changes in governance arrangements has presented further challenges for management and staff of the House of Commons Service during the financial year 2015/16. Ian Ailles commenced his appointment as the first Director General of the House of Commons in October 2015 and communicated to the staff of the Service the outcome of his Review on 26 April 2016. The Service aims to have transitioned to a new organisational structure and implemented key recommendations of the Review by the autumn through a change programme. This programme will include imbedding appropriate culture and values in the organisation. In this environment of continuing change, it will be important to ensure that roles and responsibilities are clearly defined and that there is appropriate leadership, while maintaining effective governance and internal controls.
5. At a time of change, it has been encouraging to note some areas of improvement, following concerns expressed by the Committee. For example, previous attention given to capital forecasting has led to improvement in such forecasting in the current year, with significant improvement in Facilities capital forecasting. The Committee's work on senior pay governance has resulted in the creation of a Remuneration Committee, which will be independently chaired. Transparency will be a key tenet of the Remuneration Committee, including regular communication with the senior staff group and annual reports via the Clerk of the House to the House of Commons Executive Committee, Audit Committee and the House of Commons Commission. Thirdly, the Committee's focus on whistleblowing resulted in a review of the current policy in the light of best practice and future regular monitoring of the policy and its use.
6. It is disappointing that a number of areas of concern, identified in last year's Report, remain. These reflect the ongoing need for an appropriate organisational culture, also mentioned in last year's report. The work of Internal Audit on compliance culture identified high levels of non-compliance in sample areas, arguing against a finding of a totally effective system of internal control. The subsequent management response demonstrated the benefits of focused leadership from management. Internal Audit's annual review of the system of risk management resulted in a moderate opinion. However, its audit review, which focused on particular risk register entries, led to a conclusion of a limited opinion. This work highlighted the continuing lack of emphasis on the management of risk, and greater regard for process and scoring. Despite an improved level of implementation of agreed management actions from previous Internal Audit Reports, there were instances of inadequate follow up of agreed actions, such as in relation to Safety Management, and clear demonstration of the need for the Audit Committee to assist with this process, by monitoring progress of unresolved issues, such as Sickness Absence Reporting. The audit of the Retail Management System identified issues in relation to Project Management found elsewhere in other projects undertaken during the year. These included the need for greater accountability and clarity of roles and

responsibilities, a failure to follow existing procedures, and ineffective planning of resources and timetabling. In addition, reviews of various projects have reinforced the need to learn lessons from past failures and to assess properly benefits realisation.

7. As noted in the Annual Report and Opinion of the Director of Internal Audit the Audit Committee agreed that it would seek assurance by reference to four, rather than five, Internal Audit Opinion levels in the future. This approach ensures consistency with the Government Internal Audit Profession. This means, for example, that the overall opinion of moderate given in last year's Annual Report remains moderate and that a partial assurance opinion becomes a limited opinion. In this context, we note, with increased concern, the Director of Internal Audit's overall opinion on the House's framework of governance, risk management and control for 2015/2016 as a limited opinion. This means that the management, control and governance processes in place are generally adequate for the purposes of the House of Commons but there are significant weaknesses in their operation which impair their effectiveness, such that they could be, or could become, inadequate and ineffective. We concur with this view. The Committee has noted a continued failure over, now, five years to improve the pace of improvement. Given the demands which will be placed on the Service by the forthcoming Restoration and Renewal programme, and the current change programme, the Committee expects early steps to be taken to ensure that future risks to the running of the Service and the House of Commons are assessed and mitigated more effectively than in the past, underpinned by the new leadership structure.

### *Supporting evidence*

8. Cyber security and security generally (such as Fire Safety and Information Security) have continued to be a preoccupation of the Committee during the year, building on previous audit work and in the context of a new Parliamentary Digital Service. This work is ongoing. A number of audits assessed the effectiveness of the Digital Service and its strategy going forward.
9. A review of the Parliamentary Procurement and Commercial Service was included in the audit programmes of the Audit Committees of both the House of Commons and House of Lords, who continue to meet jointly twice a year to discuss common issues. Significant progress has been made since the formation of this single Parliamentary function. However, a number of areas remain to be tackled in what is a legislation-heavy area of activity and, therefore, the source of potential future risk. An audit of contract management will be undertaken during the next financial year.
10. Issues relating to human resources management have again been examined during the year.

Apart from those already noted, the implementation of the Time Recording System, value for money aspects of Learning and Development, the governance arrangements of the People Strategy Programme and the importance of consistent and effective investigatory techniques were considered by the Committee. These will inform the future assessment by the Committee of the Service's human resources management as it is reorganised in the transition to the Service's new organisational structure.

11. As a result of reviews of various projects during the year, the Committee continues to focus on the need to improve project management capability, resources and experience. This defect has resulted in some cases in delays in delivery and concerns about value for money. Examples include the implementation of the Retail Management System and the acquisition of 39 Victoria Street.

### *The integrity of the Annual Accounts*

12. We have reviewed the Annual Accounts.
13. We consider the Accounts acceptable for signature by the Accounting Officer. We are satisfied with the Annual Governance Statement and the process undertaken to produce it.

### *The work of the internal audit service*

14. We note that Internal Audit largely completed its audit plan during the period, meeting its target. We note that the relationship between Internal Audit and Deloitte continues to work well, with Deloitte, in general, providing specialist knowledge in specific areas rather than taking on entire audits.
15. We also welcome the continued close cooperation by Internal Audit with its colleagues in the House of Lords.
16. Overall we are satisfied that the scope and nature of the work of Internal Audit, supported by its partnership with Deloitte, and in parallel with the work of the NAO as the external auditors, adequately underpins the assessment of the Accounting Officer of the system of internal control.

### *The external audit by the external auditor*

17. We have reviewed the findings set out in the NAO's Audit Completion Report and noted the outcome of the audit is the recommendation of an unqualified audit opinion. We are satisfied that the unadjusted misstatements reported therein do not require adjustment. These errors, together with the recommendations contained within the audit completion report do not highlight any substantive weakness in financial or internal control.

- 18 We have noted the contents of the letter of representation, which was standard, including the required disclosures relating to fraud and regularity. We confirmed the letter was consistent with our understanding of the Members Estimate.
- 19 From our review of the work of the NAO during the year, and the findings reported, we are satisfied that the work of the NAO has been sufficient to provide material assurance that the financial statements meet the financial reporting requirements, and this work supports the Committee's recommendations concerning their approval.

*Other matters as were referred to the Committee by either the Accounting Officer or the Commission*

- 20 In December 2015 the Accounting Officer asked the Chair of the Committee to review the process by which the House Service had acquired the leasehold on 39 Victoria Street as part of planning for the Northern Estate Programme. The Committee will shortly consider the results of this review.

# Appendix

## *Terms of reference*

1. The Committee has the following terms of reference, which are approved by the House of Commons Commission (the last changes were agreed in November 2015):

### **REMIT**

The Administration Estimate Audit Committee pursues its objectives and fulfils its responsibilities on behalf of the Commission and, as it deems appropriate, shall draw any matters arising within these terms of reference to the attention of the Commission.

### **MEMBERSHIP**

The membership of the Committee shall be:

- 3 MP members, including:
  - A Member of the House of Commons Commission
  - A Member of the Finance Committee
- 3 external Members, appointed by the Commission

The Chairman shall be appointed by the Commission from amongst the external members of the Committee.

### **QUORUM**

The quorum of the Committee shall be 3, including 1 MP and 1 external member.

### **OBJECTIVES**

The Audit Committee has been established to support the Accounting Officer in discharging his responsibilities under the Administration Estimate, particularly with regard to the maintenance of an effective system of internal control. The Committee's objective is to give assurance to the Accounting Officer on:

- The effectiveness of the system of governance, risk management and internal control (referred to collectively as the "system of internal control")
- The integrity of the Annual Accounts
- The work of the internal audit service
- The external audit by the external auditor
- Other matters as may be referred to it by either the Accounting Officer or the Commission

### **RESPONSIBILITIES**

#### *Governance, Risk Management and Internal Control*

The Committee is responsible for monitoring governance, risk management and internal control ("the system of internal control"). This monitoring will include:

- The effectiveness of the design and operation of the system of internal control
- The development and operation of the system of risk management, in accordance with the overall risk management policy

- The level and range of assurances on the management of risks
- The adequacy and implementation of proposed management actions to improve the effectiveness of internal controls

#### *Annual Accounts*

The Committee is responsible for reviewing the Annual Accounts before their submission to the Accounting Officer. This review to include:

- any significant changes in the accounting policies or treatments
- major financial reporting judgements or estimates
- consistency of the Annual Governance Statement
- resolution of any matters raised by the external auditor
- significant adjustments resulting from the audit by the external auditor

#### *Internal Audit*

The Committee is responsible for monitoring the work of the internal audit service. This includes:

- Involvement in the appointment of the Director of Internal Audit and the audit partner
- Agreement to the annual internal audit plan and monitoring of progress
- Consideration of the results and findings from internal audit work and the adequacy of management responses
- Consideration of the Director of Internal Audit's annual report and opinion

#### *External Audit*

The Committee is responsible for monitoring and reviewing the work of the external audit. This review to include:

- Recommendations on the appointment and scope of work of the external auditor
- Consideration of the external audit strategy
- The results of the external audit work, including any reports to those charged with responsibilities for governance, and the adequacy of management responses
- Representations made by management to the external auditor
- Annual review of the external auditor's independence and effectiveness

## Membership

2. The Committee is chaired by an external member, Dame Janet Gaymer DBE, who is also an external member of the House of Commons Commission. Barbara Scott and Stephen Brooker were the other two external members of the Committee at the start of the financial year. Barbara Scott's term of office ended on 31 December 2016; Jane McCall was appointed to the Committee on 2 February 2016, and is also a member of the House of Commons Commission. The MP members of the Committee at the start of the financial year were Angela Eagle MP, Sir Alan Haselhurst MP and John Thurso MP. Following the 2015 General Election, Angela Eagle MP and Sir Alan Haselhurst MP were re-elected and continued as members of the Committee. The House of Commons Commission appointed a new Committee on 13 July 2015. The MP members of the Committee for the remainder of the financial year were Sir Paul Beresford MP, Tom Brake MP and Rt Hon Nick Brown MP. Membership of the AEAC is the same as that of the MEAC.
3. The Clerk of the House, The Director General of the House of Commons, the Director of Finance, the Director of Internal Audit and officials from the National Audit Office also attend the Committee's meetings. These officials may withdraw for specific items at the Committee's, or their own, request.
4. The Committee's Secretary is the Private Secretary to the Clerk of the House. The Committee is also supported by a Committee Assistant.

## Meetings

5. The Committee met formally four times in the financial year 2015/16: on 7 and 16 July, and 21 October 2015 and 27 January 2016. Attendance is shown in the table below.

Member	Total number of meetings attended
Dame Janet Gaymer DBE (Chair)	4/4
Sir Paul Beresford MP	3/3
Tom Brake MP	2/3
Stephen Brooker	4/4
Rt Hon Nick Brown MP	2/3
Angela Eagle MP	0/1
Sir Alan Haselhurst MP	1/1
Jane McCall	0/0
Barbara Scott	3/3

6. In addition it held an informal joint seminar with the House of Lords Audit Committee to consider audit best practice on 15 March 2016.
7. The external members of the Committee held informal meetings with the House's finance team and the NAO to discuss the draft House of Commons Administration Estimate accounts on 7 June 2016.

## Internal Audit

8. The Committee routinely receives an oral report at its meetings from the Director of the Internal Audit, together with a paper showing progress against the annual work programme, summaries of the main conclusions from completed audit assignments and the balance between core audit and the other work undertaken by Internal Audit.
9. There were two changes of staff in Internal Audit during 2015/16; the recruitment of a new Senior Auditor to cover a vacancy and, with the end of the initial 12 month Internal Audit Fast Stream Placement, a new 12 month placement. This development has worked well for both Internal Audit and the individuals.
10. All qualified staff maintained their continuing professional development in the year. The Internal Audit team updated their self-assessment against their professional standards and confirmed that a series of continuous improvements were being addressed.
11. Deloitte, as the Internal Audit external support, assisted in 13 audits during the year, as well as supporting the team with access to resources and information and some counter fraud work. Due to the specialist skills required, Deloitte supported audits on such areas as fire and safety management, social media, risk management and financial control environments, as well as the Digital specific audits.

## Internal audits considered by the Committee

12. During 2015/16 the Committee was notified of 30 audits relating to the Administration Estimate, including 11 audits from the 2014/15 work programme. 15 further audits from the 2015/16 work programme will be considered at the July 2016 meeting, 3 of which had already been reported at final draft stage. Audit reports are usually considered first by the external members of the Committee, who may choose to bring matters to the attention of the full Committee.
13. Audits discussed by the Committee dealt with a wide range of topics, covering:
  - a. Core audit issues such as procurement and project management



- b. Corporate issues, such as risk management, compliance culture, committee structure and value for money
- c. Services provided by the House Service.

The Committee also followed-up implementation of agreed management actions.

- 14. Internal Audit also undertakes follow up reviews when an audit has been issued for six months and contains major findings and agreed actions. The Committee received a number of follow-up audits including regular progress updates from tracking by Internal Audit.
- 15. Further information on specific audits is included in the minutes of the Committee's meetings which are available on the Committee's website.

### *Risk Management*

- 16. The Committee continued to fulfil its responsibility to monitor the development and operation of the system of risk management, in accordance with the overall risk management policy, and the level and range of assurances on the management of risks.
- 17. In October 2015 the Corporate Risk Management Team attended the Committee to discuss the House Service's system of risk management.

### *Internal audit charter*

- 18. The Internal Audit service works to the Public Sector Internal Audit Standards professional framework. The House's internal audit charter, sets out the purpose, role, responsibility, status and authority of internal auditing within the House of Commons and outlining the scope of internal audit work.

### *Planning of the audit programme*

- 19. The Committee agreed the Internal Audit programme for 2015/16 in March 2015. The Committee agreed proposed changes to the programme in January 2016.

### *External Auditors*

- 20. The National Audit Office (NAO) has continued to provide an external audit function for the House of Commons. NAO staff routinely attend meetings of the Committee and receive all of its papers and minutes, although the Committee continues from time to time to discuss certain items of business without auditors present.

- 21. In January 2016 the Committee discussed the NAO's planned approach to auditing the House of Commons Accounts 2015/16. Other than the risks required to be presumed under ISA 240, the NAO raised no significant risks.

- 22. The external members of the Committee met with the NAO and Finance staff on 7 June 2016 to discuss the draft House of Commons: Administration Estimate accounts for 2015/16. Following this the accounts were discussed by the full Committee on 6 July 2016 prior to being signed off by the Clerk of the House, as Accounting Officer.

### *House of Lords Audit Committee*

- 23. The Committee held joint meetings with the House of Lords Audit Committee in September 2015 and January 2016. The main items considered were ongoing governance changes, cyber security, and a joint internal audit review of sub-boards, committees and groups. The Committee also continues to share agendas and minutes with the House of Lords Audit Committee.

### *Members Estimate Audit Committee*

- 24. A Members Estimate Audit Committee was established by the House's Members Estimate Committee on 14 June 2004. It has the same membership as the Administration Estimate Audit Committee and meets at the same time as the AEAC – each agenda item sets out whether the Committee is considering it in its capacity as the Administration Estimate Audit Committee, the Members Estimate Audit Committee or both. The annual report of the Members Estimate Audit Committee will be published with the House of Commons: Members Estimate Accounts 2015/16.

### *Further information about the Committee*

- 25. The two Audit Committees publish annual reports and certain papers (agendas, minutes and actions arising) on their page on the parliamentary website [www.parliament.uk/ea-committees](http://www.parliament.uk/ea-committees)





