

Government response to comments received on the Draft Cabinet Manual

October 2011



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Introduction

This document sets out a summary of the comments that were received on the Draft Cabinet Manual, which was published in December 2010. It also sets out the Government's response to those comments and information on some of the amendments that have been made to the Cabinet Manual as a result.

The Government welcomes the valuable input of all those that have commented. Their views and expertise have assisted in the finalisation of the Cabinet Manual. The revised Cabinet Manual can be found at: www.cabinetoffice.gov.uk/resource-library/cabinet-manual.

Three Parliamentary Select Committees have also published reports on the *Draft Cabinet Manual*: the House of Lords Constitution Committee,¹ the Political and Constitutional Reform Committee,² and the Public Administration Select Committee.³

The Government has responded in detail to the recommendations of the Parliamentary Committees and this summary should be read in conjunction with that response. The response is also available at: www.cabinetoffice.gov.uk/resource-library/cabinet-manual.

¹ The Cabinet Manual, Twelfth Report 2010–11, HL 107 (7 March 2011)

² Constitutional implications of the Cabinet Manual, Sixth Report of Session 2010-11, HC 734 (29 March)

³ Cabinet Manual, Eight Report of Session 2010-11, HC 900 (1 April 2011)

Background

In February 2010 the then Prime Minister, the Rt Hon Gordon Brown MP, asked the Cabinet Secretary to lead work to produce a Cabinet Manual. A draft chapter on elections and government formation was published that month and considered by the House of Commons Justice Committee.⁴ The draft chapter helped as a guide through the process of supporting the formation of a new government after the 2010 General Election.

Following the 2010 General Election the Prime Minister, the Rt Hon David Cameron MP, and Deputy Prime Minister, the Rt Hon Nick Clegg MP, endorsed the principle of the Cabinet Manual and the Cabinet Office published a *Draft Cabinet Manual* on 14 December 2010, providing a 12-week period for comments.

As stated in the foreword to the draft, the Cabinet Manual is primarily intended to provide a guide for members of Cabinet, other ministers and Civil Servants on the laws, conventions and rules that affect the operation and procedures of government.

The Cabinet Manual was published in draft in order to achieve two main aims:

- first, to ensure that – as far as possible – it reflects an agreed position on important constitutional conventions;
- second, to check that the draft covers the issues which need to be covered, and that it does so in a way which is easy for the intended audience to follow.

The foreword to the *Draft Cabinet Manual* stated that the Government would not respond to individual comments but would publish a summary of the issues raised alongside the final version of the Cabinet Manual.

The period for comments closed on 8 March 2011. A list of respondents is at Annex A.

⁴ Report: Constitutional Processes Following a General Election (29 March 2010)
<http://www.publications.parliament.uk/pa/cm200910/cmselect/cmjust/396/396.pdf>

Summary of responses

A total of 52 written responses were received. About 38% were from members of the public, around 20% from academics, a further 13% from local and devolved administrations, and the remainder from not for profit organisations, public office holders and other interested individuals. The majority of responses commented on specific details in the *Draft Cabinet Manual* rather than on the principles underpinning the document.

As well as inviting written responses submitted by email, the Cabinet Secretary gave a presentation⁵ on the Cabinet Manual at a seminar hosted by University College London's Constitution Unit, where members of the audience had the opportunity to offer comments and ask questions in the subsequent discussion.

As noted above, three Parliamentary Select Committees also published reports on the *Draft Cabinet Manual* which focused primarily on the principle of the Cabinet Manual.

Where comments were made on the principle of the Manual there was overall general support for its publication:

"You have done a great service in the Cabinet Manual"

"It will...provide Parliament with a useful means by which to scrutinise good practice and the standard of our public administration"

"We regard the creation and publication of the Cabinet Manual as both highly significant and welcome"

"The draft Cabinet Manual looks like a useful 'user guide' for the operation of central government"

"The publication of a straightforward guide to the laws, conventions and rules on the operation of government [is] a very positive step towards greater transparency and understanding of the mechanics of government"

"We welcome the fact that it is being produced publicly, and is being consulted upon."

⁵ Transcript can be found at <http://www.cabinetoffice.gov.uk/sites/default/files/resources/speech-cabinet-manual-24feb2011.pdf>

There were however some responses that were not supportive of the draft:

“It is an over-detailed, prosaic account of the workings of British government and no more”

“We need a new draft paper for a new century – the 21st, not the 19th”

“The Cabinet Manual has limited value and relevance”

The following sections set out a summary of the comments received and explain the Government’s response. Comments fell broadly into two categories:

1. **Principles and process**, which included issues that underpin the document as a whole, such as the objectives and ownership of the manual, as well as suggestions intended to improve the readability and understanding of the document, and comments around the future review process for publication of the manual.
2. **Policy and content**, which were around the interpretation of specific issues described in the manual, such as on the resignation of the Prime Minister following a General Election, or suggested omissions, such as on Parliamentary engagement on the decision for military action. There were also comments on the clarity of the text on other issues.

Over 600 individual points were made in the 52 responses and this document gives a high level summary of the main issues. Other points of detail have been adopted where the Government agrees with the suggestions made.

This document summarises or includes quotations from a number of responses. These are included simply as illustrations of different points made – they should not be taken as necessarily reflecting either the balance of all responses, or the overall tenor of the individual responses concerned. Quotations have not been attributed except for the Parliamentary Committees whose reports have been published.

Principles and processes

1. One of the purposes of publishing the Cabinet Manual in draft was to ensure that the content of the document was easy to follow. Comments were received on the process for updating and publishing subsequent versions of the Cabinet Manual, and suggestions for improving the navigation of the document were also made.
2. A number of responses also commented on the underlying principles of the Cabinet Manual, such as on the objectives of the document, ownership and parliamentary approval, and its legal status. This section summarises the comments made and sets out the Government's response.

Title, Objectives and Audience

3. Issues around objectives and audience of the Cabinet Manual are intrinsically linked. The foreword to the *Draft Cabinet Manual* stated that it is *“primarily written to provide a guide for members of Cabinet, other ministers and Civil Servants, but it will also serve to bring greater transparency about the mechanisms of government, and to inform the public”*. The key objectives stated in the foreword were that:

“The Cabinet Manual is intended to be a source of information on the UK’s laws, conventions and rules”

“It is not intended to have any legal effect...It is intended to guide not direct”

“The Manual...is instead a factual description of the situation today”

4. Whilst the Select Committees had strong views on the title, objectives and ownership of the Cabinet Manual, most other respondents did not comment on these issues. Those comments which were received suggest that there was a perceived lack of clarity around the audience and aims of the Cabinet Manual. For example, respondents queried whether the dual audiences for the Manual – both Ministers and civil servants, and the wider public – were compatible in the one document. Two comments illustrate this:

“the Manual is insufficiently detailed for departmental civil servants while it is too detailed for the general public”.

“we are concerned that in trying to guide the Executive, educate the public and reach common positions on contested ideas, the draft Cabinet Manual may have overreached itself and risks failing to meet any of these three aims effectively”.

5. It was also argued that the Cabinet Manual should be refocused as a reference work for Civil Servants to guide Ministers and it was suggested that the Cabinet Manual

should set out how government *should* work rather than how it *does* work. Concerns were expressed that the *Draft Cabinet Manual* was, in places, prescriptive rather than descriptive, and that more could be done to distinguish between the different categories of information in the Manual.

6. The House of Lords Constitution Committee and Public Administration Select Committee recommended that the title of the document be changed to better reflect the content and objectives of the Manual.

Government response

7. As stated in the preface to the final version of the Cabinet Manual, it is primarily a guide for those working in government. The text has been reviewed to ensure that it meets the aims set out in paragraph 3 above, including by removing and refocusing some material. In particular, following comments from respondents, Chapter 9 has been significantly redrafted so that it now focuses on the role of Ministers, collective clearance and the impact of international organisations on executive decisions rather than a description of the European Union and the wider international framework.
8. However, it is the Government's view that by virtue of publishing a guide for Ministers and Civil Servants, the Cabinet Manual will increase transparency of the laws, conventions and rules on the operation of Government, which may benefit the public. This may not be the primary aim of the Cabinet Manual but is a welcome consequence of publishing the Executive's understanding of the laws, conventions and rules which guide it.
9. On the objectives, the Cabinet Manual brings together a range of existing guidance in a single document that can be referred to by Ministers and those that advise them. The Government believes that this in itself will help make the manual a useful source of information.
10. The Government listened to the concern that in places the *Draft Cabinet Manual* directed Ministers or third parties rather than acting as a guide. The Cabinet Manual has been reviewed to ensure that the language used is largely descriptive rather than prescriptive. There are, however, a number of places where it says Ministers or Civil Servants "should" or "must" behave in a particular way because a requirement is already set out in guidance, such as the *Ministerial Code* or the *Guide to Cabinet and Cabinet Committees*, or where the Manual reflects statute. These circumstances are referenced in the text. Where text is prescriptive rather than descriptive but is not referenced, it reflects decisions that have been made by the Executive and have been endorsed by Cabinet.
11. The Government is clear that the Cabinet Manual is not intended to prescribe what others outside the Executive may do and has amended the text to reflect this. For example, paragraph 2.13 now says "Where a range of different administrations could potentially be formed, political parties may wish to hold discussions to establish who

is best able to command the confidence of the Commons and should form the next government”. This previously said that discussions “will take place”.

12. The Government considers that the title “Cabinet Manual” reflects the ownership of the document. For the reasons set out below, the Government has decided that the title “Cabinet Manual” should be retained.

Ownership and Approval

13. There were mixed views on the issue of ownership and whether the Cabinet Manual should be a document for the Civil Service or should be endorsed by Cabinet. The foreword to the *Draft Cabinet Manual* said that the Cabinet will endorse the final version of the manual before it is published.
14. The issue of ownership and the role of Parliament was primarily considered by the Select Committees. The House of Lords Constitution Committee did not consider endorsement by Cabinet to be appropriate because “*Cabinet has no ownership over the interpretation of statutes or the working practices of international organisations*” and because “*there is a risk that it may be relied on or cited as evidence in judicial review or other legal proceedings*”. The Public Administration Select Committee concluded that it should be a document owned by the Civil Service and not put to Ministers.⁶
15. The Parliamentary Committees were interested in the role of Parliament in approving the draft. While the House of Lords Constitution Committee and the Public Administration Select Committee were opposed to any Parliamentary approval, the Political and Constitutional Reform Committee considered that there should be a “*strong form of accountability to Parliament*”. This was supported by two other comments from respondents which advocated a role for Parliament in the scrutiny and approval of the Manual.
16. The New Zealand Cabinet Manual is not endorsed by the New Zealand Parliament, although one comment considered that the same model of executive ownership should not be presumed for the UK Manual. It was also suggested that the Manual should be owned by a non-governmental institution such as a university department, but others supported an officials-led process of revision.

⁶ Paragraph 52, HC 900

Government response

17. The Government has carefully considered the arguments raised but is not persuaded that it would be right for the Manual to be produced and owned by the Civil Service without reference to Ministers in Cabinet.
18. The Cabinet Manual, which is primarily for Ministers and the Civil Servants that advise them, should be developed in a similar way to the Ministerial Code, which is owned by the Prime Minister but drafted by civil servants on behalf of the Cabinet Secretary. This model of ownership reflects the fundamental principle, as set out in paragraph 1 of the Civil Service Code⁷ that “*Civil servants are accountable to Ministers, who in turn are accountable to Parliament*”.
19. It is our view that that the legal risks associated with Cabinet endorsement or Civil Service ownership are broadly similar. The Cabinet Manual, irrespective of ownership, would set out the expected norms of executive behaviour, in much the same way that existing government guidance in the public domain already does. However, as the preface makes clear, the Cabinet Manual is not intended to have legal effect. Also, as recognised below, where it sets out guidance or best practice it will be for Ministers to determine whether and how to act in response to the provisions.
20. Cabinet endorsement of the Cabinet Manual is also consistent with the New Zealand model, which is the best developed and most successful example of such guidance in a Westminster-style system.

Future revisions

21. The main comments were suggestions that the Government should set out clearly the process for producing subsequent versions of the Cabinet Manual. Respondents were generally in favour of regular updates and, in some cases, wide consultation. For example, there was a suggestion for “*an annual report on the use of the Manual accompanied by an annual update*”. The House of Lords Constitution Committee recommended that the Manual be updated online and that Cabinet Office should regularly publish a summary of the revisions made.

⁷ Civil Service, Civil Service Code, <http://www.civilservice.gov.uk/about/values/cscode/index.aspx> (2010)

Government response

22. *As recognised in the Cabinet Secretary's preface to the updated Cabinet Manual, the issues covered in the Cabinet Manual will evolve over time with the passage of new legislation, evolution of conventions or changes to internal procedures of Government. The current intention is to make periodic updates to the Manual as and when appropriate. However we do not believe the Government should at this stage set out precisely when and how this should happen. The Government believes that the right approach is to allow the timing of and process for any future updates to the Manual to be considered in light of experience.*

Convention, statute and guidance

23. Some comments from respondents suggested that the Cabinet Manual should be more explicit about which elements are based on statute, which are established conventions and which represent current practice of the Executive at the time. The Public Administration Select Committee suggested that the Manual disaggregates these three elements to demarcate the particular functions of each section.

Government response

24. The Government agrees that the Cabinet Manual should, where practicable, distinguish between conventions, practice, statute or common law. This has now largely been achieved through referencing where relevant, and indications in the text where something is a matter of convention.

25. The Government also considered whether the Cabinet Manual could more clearly distinguish between these various elements. However, it was decided that doing so would significantly impact on the usefulness of the Cabinet Manual and that it would be more appropriate to retain the thematic chapters which contain a combination of convention, statute and practice.

Referencing, indexing, glossary and introduction

26. A number of comments were received suggesting that the Manual would benefit from being fully referenced and having an index, glossary and table of acronyms.

27. Others considered that it would be helpful for the Manual to provide clear links to the sources of the information and to relevant documents.

“the benefits of digital technology [could] be used to provide a more interactive guide to the workings of Government”.

“It needs to be referenced in such a way as to provide a road map to enable the reader to navigate to other relevant documents that would provide more useful background information and guidance.”

28. It was also suggested that it would be helpful if the Cabinet Manual could have an introductory section setting out the foundations of the UK’s constitutional system.

Government response

29. The Government agrees that references are useful in directing the reader to more detailed information and establishing the status of the different elements of the Cabinet Manual. It is also important that the Manual remains a readable document and that it will be used in practice. The text has therefore been fully reviewed and references included, where the Government considers it helpful and appropriate to do so.

30. Additional cross-references have been included so that readers are easily sign-posted to other relevant information, and a glossary has been added to explain technical terms. Statutory provisions and text drawn directly from other documents, such as the *Ministerial Code*, has been referenced. Where statements have not been referenced they generally set out the Executive’s view of the current position or decisions that have been made by the Executive and have been endorsed by Cabinet.

31. The Cabinet Manual also now includes a detailed glossary and a list of acronyms. The existing introduction has been retained although it would be open for the Executive to develop the introduction in future versions of the draft.

Legal implications

32. The foreword to the *Draft Cabinet Manual* stated that the Manual is “*not intended to be legally binding*”. This issue was discussed by several respondents, primarily the Select Committees and those that gave evidence to them.

33. Respondents who commented on the issue shared the view that the Cabinet Manual could be subject to judicial interpretation, although agreed that the risk is low.

“the risk of legal proceedings being brought on the sole basis of the Cabinet Manual is low, but there is a risk that it may be relied on or cited as evidence in judicial review or other legal proceedings”

34. The House of Lords Constitution Committee argued that this is a reason why Cabinet or Parliament should not endorse the Cabinet Manual.

Government response

35. The Cabinet Manual is not intended to be binding on Ministers, although it may set out certain existing requirements, for example, those in law. Where it sets out guidance or best practice, it will be for Ministers to determine whether to abide by the provisions. The Cabinet Manual will not prevent a government from changing existing practices where they can do so at present.
36. It is also our view that that the legal risks associated with Cabinet endorsement or Civil Service ownership are broadly similar. See paragraph 19 above.

Written Constitution

37. Related to its objectives is the question raised by several respondents of the relationship between the Cabinet Manual and a written constitution. Most respondents who commented on this issue concluded that the Cabinet Manual is not a first step towards a written constitution, although the Political and Constitutional Reform Committee said that the Manual had *“considerable overlap in content with what might be expected of a constitution”*.

Government response

38. The Government agrees that the Cabinet Manual is not a first step towards a written constitution. As previously stated, the Cabinet Manual is intended to be a source of information and guidance.

Policy and content

39. This chapter deals with comments that have been made on specific policy or content issues covered in the *Draft Cabinet Manual*, including resignation of the Prime Minister, and the decision to enter conflict. It also gives an overview of some other issues which respondents felt should be included in the final version of the Cabinet Manual.

Principles of Government formation

40. The *Draft Cabinet Manual* discusses the situation where no single party has an overall majority in the House of Commons. The point at which the incumbent Prime Minister resigns in such circumstances was the subject of several comments on the draft Manual. The *Draft Cabinet Manual* said: *“The incumbent Prime Minister is not expected to resign until it is clear that there is someone else who should be asked to form a government because they are better placed to command the confidence of the House of Commons and that information has been communicated to the Sovereign.”*
41. Comments indicate that there is disagreement about whether the Prime Minister’s right to remain in office extends to a *duty* to remain, while it is unclear who else might be best placed to lead an alternative government.

“The incumbent Prime Minister has a right to remain...but not a duty. The decision as to when to resign is...a political one with no constitutional implications”.

“Under current practice an incumbent Prime Minister should not resign office until he or she is in a position to recommend to the Sovereign whom the Sovereign should send for as a successor”.

42. It was recommended that the Cabinet Manual should acknowledge that there is a degree of uncertainty on this point and that it should be clearer about whether it is referring to a right to remain in Office or the duty to do so.
43. A number of responses suggested that footnote 8, which expressed the negotiating position of the Leader of the Liberal Democrats should be removed as it may be confusing.

Government response

44. The Government has considered this issue carefully following the range of comments on this issue. The relevant text in the Cabinet Manual has been reviewed and a new section on principles of Government formation has been included at paragraphs 2.7 to 2.10.

45. The Cabinet Manual states the Executive's own understanding of the position on whether there is a right to remain in office or the duty to do so. It is also clear that it is for the Prime Minister personally to decide whether to resign and when to do so, and the Cabinet Manual provides examples of how these decisions have been made in the past, rather than imposing any obligations.
46. The footnote at paragraph 49 of the *Draft Cabinet Manual* was included in the draft to provide some context following the general election last year. The footnote has not been included in the final version of the Cabinet Manual.

Military Action

47. Several comments suggested that the Cabinet Manual should reflect the current position on the debate of military action in Parliament. Others called for a section on War Cabinets to be included in the final Cabinet Manual.

Government response

48. The Government agrees in principle with the Committee that the Cabinet Manual should include information on Parliamentary processes in relation to military action, and notes that this is the subject of ongoing consideration within government and Parliament. Paragraphs 5.36 to 5.38 of the Cabinet Manual summarise previous examples of Parliament's role in relation military action and note that the Government has recently acknowledged that a convention had developed in Parliament that the House of Commons should have an opportunity to debate a decision to commit troops, and that the Government proposes to observe that convention except when there was an emergency and such action would not be appropriate.

Parliament

49. Varying views were received on whether more should be included in the Cabinet Manual on the conventions governing the relationship between the two Houses of Parliament, as well as Parliament's relationship with Government.
50. Respondents called for greater clarity on the differences between procedures in the House of Commons and House of Lords, such as on the programming of debates on legislation, the occurrence of public evidence hearings, and the constraints around finance bills in the Lords.
51. It was also suggested that the Manual should explain other issues such as the 'usual channels' and the 'super-affirmative procedures'. Several respondents considered that the Manual should mention the 2006 Report of the Joint Committee on Conventions, which was endorsed by both Houses, including a reference to the Salisbury-Addison convention.

52. The *Draft Cabinet Manual* stated that Parliament is a “sovereign Parliament, which is supreme to other government institutions”. Comments suggested that “supreme” would be more appropriate, noting that the Sovereignty of Parliament is a matter of dispute, particularly in relation to Europe, but also in relation to Scotland.

Government response

53. The new version of the Cabinet Manual reflects more clearly the differences in procedures of the two Houses of Parliament, especially in relation to the legislative process.

54. Further changes have been made to Chapter 5, including:

- more detail of the use of the Parliament Act;
- a factual definition of a ‘money bill’;
- an explanation of “Henry VIII” powers; and
- a reference to the 2006 Report of the Joint Committee on Conventions, which was endorsed by both Houses, including the Salisbury-Addison convention.

55. On the sovereignty of Parliament, the existing wording has been retained. Where different views have been expressed, the Cabinet Manual states the Executive’s own understanding of the position. The Cabinet Manual is not binding and others are entitled to take a different view.

56. On commitments to Parliament, we have now included the standards which Parliament expects of the government in taking bills through Parliament. They are set out in detail in the Cabinet Office’s Guide to Making Legislation. A reference to the Guide has been inserted into the Manual at paragraph 5.23. A number of relevant Parliamentary reports or standing orders are also referenced.

Central and local government

57. A number of comments suggested that there should be more detail in relation to local government. In particular some suggested referring to the 2007 concordat between central and local government and the European Charter of Local Self-Government.

58. It was also suggested that the Cabinet Manual should include more detail on the government of London, and directly elected Mayors.

Government response

59. The government agrees in principle that there should be more detail in relation to local government, where this is relevant to UK Ministers. A number of additional references have been inserted, including a reference to the European Charter of Local Self Government. Future updates of the Cabinet Manual will be an opportunity to reflect changes once the Localism Bill has gained Royal Assent.

Suggested additions

60. A wide range of additional topics were suggested by other respondents for inclusion in the Cabinet Manual.

61. Where the Government felt it was appropriate for the Cabinet Manual to cover these issues, additional information has been included, such as on:

- the intelligence services;
- national emergencies and the use of emergency powers set out in legislation;
- restrictions on Government activity around elections other than a General Election;
- the role of the Opposition, including briefing on 'Privy Council terms';
- how collective responsibility applies to Parliamentary Private Secretaries.

62. Other issues were important but not appropriate for the Cabinet Manual, for example because they would more appropriately be included in guidance produced by the devolved administrations, or because the points were considered too detailed for the Cabinet Manual. Other suggested additions have not been included because they are subject to current debate, for example in legislation currently before Parliament such as the Localism and Scotland Bills. Some of the additions suggested by respondents but not included in the Manual were:

- detailed information on the relationship between central and local government;
- detail on the Stannary law system;
- more information on Ministerial seals of office; and
- the Frameworks for Developing the International Identities of the Crown Dependencies.

Factual Changes

63. A wide range of comments were received on specific issues raised in the Manual, where greater accuracy or clarification was sought. Many points were made by only one respondent. Those points have been considered in the process of developing the new version of the Manual – the following is a selection of such amendments which have been accepted:

- endnote 41 in chapter 9 (paragraph 9.27) now refers to the House of Lords Scrutiny Reserve Resolution of 30 March 2010, replacing the reference to the 1999 resolution;
- paragraph 1.20 of the Manual now says "join in Communion" rather than "enter into Communion" to reflect the Act of Settlement. Other suggested amendments to the paragraphs on Succession and Coronation and the Established Church have also been adopted;
- the wording in the section on the Freedom of Information Act in Chapter 11 has been changed to reflect the Freedom of Information Act 2000 more closely;
- references to the term 'English Crown' in paragraph 22 of the *Draft Cabinet Manual* should instead read 'British' or 'UK' Crown. One respondent suggested references should simply read 'Crown' to reflect the effect of the unions which occurred in 1707 and 1801;
- the *Draft Cabinet Manual* mentioned the statement about an oath of allegiance to the Sovereign by Army, Royal Air Force and Royal Marines. One respondent pointed out that the Army Act 1955 and the Air Force Act 1955 are understood to have been replaced by the Armed Forces Act 2006, which does not mention an oath of allegiance to the Sovereign. The text has been amended to state that Armed Forces recruits are required to swear an oath of allegiance to the Sovereign or make a solemn affirmation to the same effect.

Conclusion

64. The Government is grateful for the consideration that has been given to the *Draft Cabinet Manual*. A significant number of changes have been made as a result of comments received.
65. The main changes are to Chapter 2 on Elections and Government Formation; Chapter 5 on the Executive and Parliament; and Chapter 9 on the European Union and other international institutions. The new version of the Cabinet Manual has also been extensively signposted through detailed referencing where relevant.
66. This document has been published alongside the new Cabinet Manual as well as the Government response to the recommendations of the Parliamentary Committees. Those documents can be found at: www.cabinetoffice.gov.uk/resource-library/cabinet-manual

Annex A – list of respondents

(Listed in alphabetical order)

Dr Nicholas Baldwin

Professor Vernon Bogdanor

Michael Bolingbroke

Professor Stephen Bosworth

Professor Rodney Brazier

Peter Browning

Centre for Opposition Studies

Clerk to the EU Committee

Constitution Society

Matthew Cox

Anthony K Crackett

Frank Cranmer, Secretary, Churches' Legislation Advisory Service

Stuart Field

William Fittall, Secretary General, Church of England

John Ellery Gillingham

Edmund Gray

Hansard Society

Max Harrison

Professor Robert Hazell, Constitution Unit, UCL

Ian Hodgson

Gerard Horgan, University of New Brunswick, Canada

House of Lords Constitution Committee

Sir Peter Housden, Permanent Secretary, Scottish Government

Dr Richard Huzzey, Plymouth University

Isle of Man Government

Carwyn Jones AM, First Minister of Wales

Emeritus Professor George Jones, LSE

Ken Keith

Law Officers of the Crown, Guernsey

Tim Lucas

Kenneth MacArthur

Manchester City Council, Birmingham City Council, Suffolk County Council

Sir Philip Mawer

Professor Ian McLean, Professor of Politics, Oxford University

Alex McNaughton

The National Archives

Office of the Information Commissioner

Parliamentary and Health Service Ombudsman

Political and Constitutional Reform Committee

Public Administration Select Committee

Glyn Redworth

Bruce Robinson, Head of the Northern Ireland Civil Service

Martin Rosenbaum, Executive Producer, Radio, BBC Political Programmes

Jenny Rowe, Chief Executive, Supreme Court

Professor Colin Seymour-Ure, Kent University

John Simpson

Marjory Smith

Government of Guernsey

Government of Jersey

Craig Weatherhill

Nick Weekes

Ralph Woodbridge

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