

Transparency of Lobbying, Non-Party Campaigning and Trade Union Administration Bill

EXPLANATORY NOTES

Explanatory notes to the Bill, prepared by the Cabinet Office and the Department for Business, Innovation and Skills are published separately as Bill 97-EN.

EUROPEAN CONVENTION ON HUMAN RIGHTS

Mr Andrew Lansley has made the following statement under section 19(1)(a) of the Human Rights Act 1998:

In my view the provisions of the Transparency of Lobbying, Non-Party Campaigning and Trade Union Administration Bill are compatible with the Convention rights.

Transparency of Lobbying, Non-Party Campaigning and Trade Union Administration Bill

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Make provision for establishing and maintaining a register of persons carrying on the business of consultant lobbying and to require those persons to be entered in the register; to make provision about expenditure and donations for political purposes; to make provision about the Electoral Commission's functions with respect to compliance with requirements imposed by or by virtue of enactments; to make provision relating to a trade union's duty to maintain a register of members under section 24 of the Trade Union and Labour Relations (Consolidation) Act 1992; and for connected purposes.

BE IT ENACTED by the Queen's most Excellent Majesty, by and with the advice and consent of the Lords Spiritual and Temporal, and Commons, in this present Parliament assembled, and by the authority of the same, as follows:—

PART 1

REGISTRATION OF CONSULTANT LOBBYISTS

Requirement to register

1 Prohibition on consultant lobbying unless registered

- (1) A person must not carry on the business of consultant lobbying unless — 5
(a) the person, or
(b) if the person is an employee, the person's employer,
is entered in the register of consultant lobbyists.
- (2) Sections 3 to 7 make provision about the keeping and publication of the 10
register.

2 Meaning of consultant lobbying

- (1) For the purposes of this Part, a person carries on the business of consultant lobbying if —

- (a) in the course of a business and in return for payment, the person makes communications within subsection (3) on behalf of another person or persons, and
 - (b) none of the exceptions in Part 1 of Schedule 1 applies.
- (2) Part 2 of that Schedule makes provision about the meaning, for the purposes of this Part of this Act, of terms used in subsection (1). 5
- (3) The communications within this subsection are oral or written communications made personally to a Minister of the Crown or permanent secretary relating to –
- (a) the development, adoption or modification of any proposal of the government to make or amend primary or subordinate legislation; 10
 - (b) the development, adoption or modification of any other policy of the government;
 - (c) the making, giving or issuing by the government of, or the taking of any other steps by the government in relation to, – 15
 - (i) any contract or other agreement,
 - (ii) any grant or other financial assistance, or
 - (iii) any licence or other authorisation; or
 - (d) the exercise of any other function of the government.
- (4) It does not matter whether the Minister or permanent secretary, or the person making the communication, or both, are outside the United Kingdom when the communication is made. 20
- (5) In this section –
- “the government” means Her Majesty’s Government in the United Kingdom; 25
 - “Minister of the Crown” has the same meaning as in the Ministers of the Crown Act 1975;
 - “permanent secretary” means –
 - (a) a person holding the position of permanent secretary or second permanent secretary in the civil service of the State, or 30
 - (b) a person holding a position listed in Part 3 of Schedule 1 (positions equivalent to permanent secretary).

Keeping the register

3 The Registrar of Consultant Lobbyists

- (1) There is to be a Registrar of Consultant Lobbyists. 35
- (2) Schedule 2 makes provision about the Registrar.

4 The register

- (1) The Registrar must keep and publish a register of consultant lobbyists.
- (2) The entry for each registered person must include –
 - (a) in the case of a company – 40
 - (i) its name, its registered number and the address of its registered office, and

- (ii) the names of its directors and of any secretary or shadow directors;
 - (b) in the case of a partnership (including a limited liability partnership), the names of the partners and the address of its main office or place of business; 5
 - (c) in the case of an individual, the individual’s name and the address of the individual’s main place of business (or, if there is no such place, the individual’s residence);
 - (d) in the case of any other person (including persons outside the United Kingdom), the equivalent information as specified in regulations; 10
 - (e) any name or names, not included under paragraphs (a) to (d), under which the person carries on business as a consultant lobbyist;
 - (f) such other information regarding the identity of the person as may be determined by the Registrar;
 - (g) such other information as may be specified in regulations. 15
- (3) Each entry must also include –
 - (a) the registered person’s client information for every quarter in which the person has been entered in the register (see section 5(3)), and
 - (b) if the person received payment in the relevant pre-registration period to engage in lobbying, the name of the person or persons on whose behalf the lobbying was or is to be done. 20
- (4) The relevant pre-registration period is the period of 3 months preceding the date on which the person applied to be entered in the register.
- (5) Regulations may make further provision in connection with the register; and in particular may – 25
 - (a) specify other information about the persons mentioned in subsection (3)(b) which must be included in the register;
 - (b) make provision about applications to be entered in the register, including the form and content of those applications.
- (6) Any expression which is used in subsection (2)(a) and in the Companies Acts has the meaning which it has in those Acts (see, in particular, Schedule 8 to the Companies Act 2006). 30

5 Notification of client information and changes

- (1) A registered person must submit an information return to the Registrar for each quarter. 35
- (2) The information return for a quarter must contain –
 - (a) either the client information for that quarter or a statement under subsection (5), and
 - (b) details of any change in that quarter in the particulars included in the register under section 4(2). 40
- (3) The client information for a quarter is –
 - (a) if the registered person engaged in lobbying in the quarter in return for payment (whether or not the payment has been received), the name of any person on whose behalf the lobbying was done, and
 - (b) if the registered person received payment in the quarter to engage in lobbying (whether or not the lobbying has been done), the name of any person on whose behalf the lobbying is or was to be done. 45

- (4) Regulations may specify other information about the persons mentioned in subsection (3) which must be included in an information return.
- (5) A statement under this subsection is a statement that, in the quarter in question, the registered person neither engaged in lobbying in return for payment nor received payment to engage in lobbying. 5
- (6) The information return for a quarter must be submitted before the end of the period of 2 weeks beginning immediately after the end of the quarter.

6 Duty to update register

- (1) The Registrar must keep the register up to date.
- (2) In particular, the Register must comply with subsections (3) and (4). 10
- (3) Where a person applies, in accordance with regulations, to be entered in the register, the Registrar must register the person before the end of the period of 4 working days beginning with the day after the day on which the application is received.
- (4) Where an information return is received by the Registrar, the Registrar must update the register to include any information or change notified in it. 15
- (5) The Registrar must comply with subsection (4) –
 - (a) if the return is received before the end of the period specified in section 5(6), before the end of the period of 4 working days beginning with the day after the day on which the return is received, or 20
 - (b) if the return is received after the end of that period, before the end of the period of 8 working days beginning with the day after the day on which the return is received.
- (6) If the Registrar has reasonable grounds for believing that a registered person is not (or is no longer) a consultant lobbyist, the Registrar may decide that – 25
 - (a) the person’s entry should include a statement to that effect, or
 - (b) the person should be removed from the register.
- (7) In this section “working day” means any day other than –
 - (a) a Saturday or Sunday, or
 - (b) a day which is a bank holiday under the Banking and Financial Dealings Act 1971 in any part of the United Kingdom. 30

7 Duty to publish register

- (1) The Registrar –
 - (a) must publish the register as kept in accordance with section 6, and
 - (b) may publish such entries, or parts of entries, as the Registrar thinks appropriate in respect of persons who were, but are no longer, entered in the register. 35
- (2) Publication under this section is to be –
 - (a) on a website, and
 - (b) in such other form or forms as the Registrar thinks appropriate. 40

Compliance

8 Duty to monitor

The Registrar must monitor compliance with the obligations imposed by or under this Part.

9 Notice to supply information

5

- (1) In connection with the duty under section 8, the Registrar may serve a notice (an “information notice”) on a person mentioned in subsection (2) requiring the person to supply information specified in the notice.
- (2) The persons are –
 - (a) any registered person; 10
 - (b) any person who is not entered in the register but whom the Registrar has reasonable grounds for believing to be a consultant lobbyist.
- (3) Regulations may specify descriptions of information which the Registrar may not require a person to supply under this section.
- (4) An information notice must – 15
 - (a) specify the form in which the information must be supplied,
 - (b) specify the date by which the information must be supplied, and
 - (c) contain particulars of the right to appeal under section 11.
- (5) The date specified under subsection (4)(b) must not be before the end of the period within which an appeal under section 11 can be brought. 20
- (6) Section 10 sets out limitations on –
 - (a) what information is required to be supplied under a notice, and
 - (b) how information which is supplied may be used.
- (7) The Registrar may cancel an information notice by written notice to the person on whom it was served. 25

10 Limitations on duty to supply information and use of information supplied

- (1) An information notice does not require a person to supply information if –
 - (a) doing so would disclose evidence of the commission of an offence, other than an offence excluded by subsection (2), and
 - (b) the disclosure would expose the person to proceedings for that offence. 30
- (2) The following offences are excluded from subsection (1) –
 - (a) an offence under this Part;
 - (b) an offence under section 5 of the Perjury Act 1911 (false statements made otherwise than on oath);
 - (c) an offence under section 44 of the Criminal Law (Consolidation) (Scotland) Act 1995 (false statements made otherwise than on oath); 35
 - (d) an offence under Article 10 of the Perjury (Northern Ireland) Order 1979 (S.I.1979/1714 (N.I.19)) (false statutory declarations etc).
- (3) Any relevant statement made by a person (“P”) in response to a requirement in an information notice may not be used in evidence against P on a prosecution 40

for an offence under this Part (except section 12(4)) unless the conditions in subsection (4) are met.

- (4) The conditions are that in the proceedings –
- (a) in giving evidence P provides information inconsistent with the relevant statement, and 5
 - (b) evidence relating to the statement is adduced, or a question relating to it is asked, by P or on P’s behalf.
- (5) In subsection (3) “relevant statement”, in relation to a requirement in an information notice, means –
- (a) an oral statement, or 10
 - (b) a written statement made for the purposes of the requirement.

11 Right to appeal against information notice

- (1) A person on whom an information notice has been served may appeal to the Tribunal against the notice.
- (2) If an appeal is brought under this section, the person is not required to supply the information until the date on which the appeal is finally determined or withdrawn. 15
- (3) Regulations may make provision for and in connection with the determination of appeals under this section.

Offences 20

12 Offences

- (1) It is an offence for a person to carry on the business of consultant lobbying in breach of section 1(1) (lobbying whilst unregistered).
- (2) It is an offence for a person to engage in lobbying if –
- (a) the person’s entry in the register is inaccurate or incomplete in a material particular, and 25
 - (b) the person has failed, when required to submit an information return under section 5, to provide sufficient information in or accompanying the return to enable the inaccuracy or omission to be rectified.
- (3) Where a person is required to submit an information return under section 5, it is an offence for the person –
- (a) to fail to do so within the period specified in section 5(6), or 30
 - (b) to provide information which is inaccurate or incomplete in a material particular.
- (4) Where an information notice has been served on a person, it is an offence for the person –
- (a) to fail to supply the required information on or before the date by which the person is required to do so, or 35
 - (b) to provide information which is inaccurate or incomplete in a material particular. 40
- (5) It is a defence for a person charged under any of subsections (1) to (4) to show that the person exercised all due diligence to avoid committing the offence.

- (6) A person is taken to have shown the fact mentioned in subsection (5) if—
- (a) sufficient evidence of the fact is adduced to raise an issue with respect to it, and
 - (b) the contrary is not proved beyond reasonable doubt.
- (7) A person guilty of an offence under any of subsections (1) to (4) is liable— 5
- (a) on summary conviction in Scotland or Northern Ireland, to a fine not exceeding the statutory maximum;
 - (b) in any other case, to a fine.
- (8) In the case of a summary conviction in England and Wales for an offence committed before the coming into force of section 85 of the Legal Aid, Sentencing and Punishment of Offenders Act 2012, the fine under subsection (7) must not exceed the statutory maximum. 10
- (9) Proceedings for an offence under this Part may be instituted—
- (a) in England and Wales, only by or with the consent of the Director of Public Prosecutions; 15
 - (b) in Northern Ireland, only by or with the consent of the Director of Public Prosecutions for Northern Ireland.

13 Bodies corporate and Scottish partnerships

- (1) Where an offence under this Part is committed by a body corporate and is proved— 20
- (a) to have been committed with the consent or connivance of a director, manager, secretary or other similar officer, or
 - (b) to be attributable to any neglect on the part of any such individual, the individual as well as the body corporate is guilty of the offence and is liable to be proceeded against and punished accordingly. 25
- (2) Where the affairs of a body corporate are managed by its members, subsection (1) applies in relation to the acts and omissions of a member in connection with that management as if the member were a director of the body corporate.
- (3) Where an offence under this Part is committed by a partnership constituted under the law of Scotland and is proved— 30
- (a) to have been committed with the consent or connivance of a partner, or
 - (b) to be attributable to any neglect on the part of any such individual, the individual as well as the partnership is guilty of the offence and is liable to be proceeded against and punished accordingly.

Civil penalties 35

14 Civil penalties

- (1) The Registrar may impose a civil penalty on a person (in accordance with sections 15 to 18) if the Registrar is satisfied that the person's conduct amounts to an offence under any of subsections (1) to (4) of section 12.
- (2) For this purpose— 40
- (a) section 12(5) (defence of due diligence) is to be ignored, and
 - (b) a person's conduct includes a failure to act.

15 Notice of intention to impose civil penalty

- (1) Before imposing a civil penalty on a person, the Registrar must serve on that person a notice stating that the Registrar proposes to impose the penalty.
- (2) The notice must –
 - (a) set out the conduct on which the proposal to impose the penalty is based, 5
 - (b) set out the reasons why the Registrar is satisfied that the person has engaged in that conduct,
 - (c) state the amount of the proposed penalty, and
 - (d) inform the person that the person may, within a period specified in the notice, make written representations in relation to the proposal. 10
- (3) The Registrar must not impose the civil penalty before the end of the period specified under subsection (2)(d).
- (4) The Registrar must consider any written representations received before the end of that period. 15

16 Imposition of penalty

- (1) If the Registrar decides to impose a civil penalty, the Registrar must serve on the person a notice to that effect (a “penalty notice”).
- (2) The notice must –
 - (a) set out the conduct on which the decision to impose the penalty is based, 20
 - (b) set out the reasons why the Registrar is satisfied that the person has engaged in that conduct,
 - (c) specify the amount of the penalty,
 - (d) specify the period within which and the form in which the penalty must be paid, and 25
 - (e) contain particulars of the right to appeal under section 17.
- (3) The amount specified in a penalty notice must not exceed £7500.
- (4) Regulations may amend subsection (3) by substituting a different maximum figure. 30
- (5) The period specified under subsection (2)(d) must not end before the end of the period within which an appeal under section 17 can be brought.
- (6) The person must pay the amount before the end of that period (but this is subject to section 17(2)).
- (7) The Registrar may vary or cancel a penalty notice by written notice to the person on whom it was served. 35

17 Right to appeal against imposition of civil penalty

- (1) A person on whom a penalty notice has been served may appeal to the Tribunal against –
 - (a) the decision to impose the penalty; 40
 - (b) if the penalty notice has been varied, the decision to vary it;
 - (c) the amount of the penalty.

- (2) If an appeal is brought under this section, the person is not required to pay the civil penalty until the date on which the appeal is finally determined or withdrawn.
- (3) Regulations may make provision for and in connection with the determination of appeals under this section. 5

18 Civil penalties and criminal proceedings

- (1) The Registrar may not impose a civil penalty on a person in respect of any conduct—
 - (a) at any time after criminal proceedings for an offence under this Part have been instituted against the person in respect of that conduct and before those proceedings have been concluded, or 10
 - (b) after the person has been convicted of an offence under this Part in respect of that conduct.
- (2) If the Registrar has imposed a civil penalty on a person in respect of any conduct, the person may not be convicted of an offence under this Part in respect of that conduct. 15

19 Enforcement

- (1) An amount payable to the Registrar as a civil penalty may be recovered by the Registrar as a debt.
- (2) In proceedings for the enforcement of a civil penalty no question may be raised as to—
 - (a) liability to the imposition of the penalty, or
 - (b) the amount of the penalty. 20
- (3) *The Registrar must pay into the Consolidated Fund any sums received by virtue of a penalty notice.* 25

20 Further provision about civil penalties

Regulations may make further provision about civil penalties; and in particular may —

- (a) specify circumstances in which a penalty may not be imposed;
- (b) specify steps that the Registrar must take before imposing a penalty; 30
- (c) set a minimum for the period which must be specified under section 15(2)(d) or 16(2)(d);
- (d) require other matters to be specified in a notice under either of those sections;
- (e) specify a maximum period that may elapse between the service of a notice under section 15 and the service of a penalty notice under section 16; 35
- (f) provide for the reviewing of a decision to impose a penalty;
- (g) make provision about the variation or cancellation of notices under section 16(7); 40
- (h) impose duties on the Registrar about the keeping of accounts and other records in relation to penalties;
- (i) allow for the charging of interest, or an additional penalty, if a penalty is paid late.

Supplementary

21 Guidance

- (1) The Registrar may give guidance about how the Registrar proposes to exercise the functions under this Part.
- (2) The Registrar may do so, in particular, by publishing guidance— 5
 - (a) as to cases which the Registrar would, or would not, regard as falling within any of the exceptions in Part 1 of Schedule 1;
 - (b) otherwise as to the circumstances in which the Registrar would, or would not, consider that a person is carrying on the business of consultant lobbying; 10
 - (c) as to the circumstances in which the Registrar would—
 - (i) include in the register a statement under section 6(6)(a), or
 - (ii) remove a person from the register;
 - (d) as to the circumstances in which the Registrar would consider it appropriate to impose a civil penalty; 15
 - (e) about how the amount of a civil penalty will be determined.
- (3) Where the Registrar has published guidance under subsection (2), the Registrar may publish—
 - (a) revisions to the guidance, or
 - (b) replacement guidance. 20
- (4) Publication under this section is to be—
 - (a) on a website, and
 - (b) in such other form or forms as the Registrar thinks appropriate.

22 Charges

- (1) *The Registrar may impose charges for or in connection with the making, updating and maintenance of entries in the register.* 25
- (2) The charges are to be determined by or in accordance with regulations.
- (3) The regulations must specify that, subject to such exceptions as may be set out in the regulations, no charges are to be paid by persons who are not registered under the Value Added Tax Act 1994. 30
- (4) In making the regulations, the Minister must seek to ensure that the total paid to the Registrar in charges is sufficient to offset the total of the costs incurred by the Registrar in exercising the functions under this Part.
- (5) If a charge imposed for making an application or a return to the Registrar is not paid, the Registrar may treat the application or return as not having been made. 35
- (6) *The Registrar must pay into the Consolidated Fund any sums received in respect of charges under this section.*
- (7) But regulations may provide for the Registrar to retain some or all of those sums. 40

23 Power to make further provision

- (1) Regulations may make such provision as the Minister thinks appropriate for the purposes of carrying into effect any provision of this Part.
- (2) Regulations under subsection (1) may in particular make provision (or further provision) about –
 - (a) the date from which an entry in the register is to take effect;
 - (b) the form and content of information returns under section 5;
 - (c) the exercise of the Registrar’s powers under section 6(6);
 - (d) the removal of entries in other circumstances;
 - (e) the minimum period between the date on which an information notice is served and that date which must be specified under section 9(4)(b);
 - (f) other matters which must be specified in an information notice;
 - (g) the cancellation of notices under section 9(7).

24 Regulations

- (1) Any reference in this Part to regulations is to regulations made by the Minister.
- (2) Regulations under this Part may make such consequential, supplementary, incidental or transitional provision as the Minister thinks appropriate, including provision amending or modifying the provisions of this Part.
- (3) Regulations under this Part may make different provision for different purposes or cases.
- (4) Regulations under this Part are to be made by statutory instrument.
- (5) A statutory instrument containing regulations under this Part which amend the provisions of this Part may not be made unless a draft of the instrument has been laid before, and approved by a resolution of, each House of Parliament.
- (6) Any other statutory instrument containing regulations under this Part is to be subject to annulment in pursuance of a resolution of either House of Parliament.

25 Interpretation

- (1) In this Part –
 - “consultant lobbyist” means a person who carries on the business of consultant lobbying, except that it does not include an individual who does so only as an employee of a person who is a consultant lobbyist;
 - “employee” means an individual who works under a contract of employment;
 - to “engage in lobbying” means to make a communication within section 2(3) on behalf of another person or persons;
 - “information notice” means a notice under section 9;
 - “the Minister” means the Secretary of State or the Lord President of the Council;
 - “payment”, “in return for payment” and references to receiving payment are to be read in accordance with paragraphs 6 to 8 of Schedule 1;
 - “penalty notice” means a notice under section 16;
 - “quarter” means each period of three months beginning with 1 January, 1 April, 1 July or 1 October;

“registered person” means a person entered in the register;
 “the Tribunal” means the First-tier Tribunal, except in cases where it is determined by or under Tribunal Procedure Rules that an appeal is to be heard by the Upper Tribunal.

- (2) Where the Registrar is required or permitted to serve a notice on a person, this is to be effected – 5
- (a) if the person is a registered company (within the meaning of the Companies Act 2006), by sending it by post to the company’s registered office;
 - (b) if the person is an individual, by delivering it in person, by sending it by post to the individual’s last known place of residence or business, or by leaving it at that place; 10
 - (c) in any other case, by sending it by post to the last known main address of that person;
- (but this does not prevent the Registrar from sending additional copies of the notice by whatever means the Registrar thinks appropriate). 15

PART 2

NON-PARTY CAMPAIGNING ETC

Controlled expenditure

- 26 Meaning of “controlled expenditure”** 20
- (1) Section 85 of the Political Parties, Elections and Referendums Act 2000 (controlled expenditure by third parties) is amended in accordance with subsections (2) to (4).
- (2) In subsection (2), for the words from “in connection with” to the end substitute “which – 25
- (a) fall within Part 1 of Schedule 8A, and
 - (b) are incurred for election purposes.”
- (3) For subsection (3) substitute –
- “(2A) “Election campaign”, in relation to a third party, means a campaign conducted by the third party for election purposes. 30
- (3) “For election purposes” means for the purpose of or in connection with –
- (a) promoting or procuring electoral success at any relevant election for –
 - (i) one or more particular registered parties, 35
 - (ii) one or more registered parties who advocate (or do not advocate) particular policies or who otherwise fall within a particular category of such parties, or
 - (iii) candidates who hold (or do not hold) particular opinions or who advocate (or do not advocate) particular policies or who otherwise fall within a particular category of candidates, or 40
 - (b) otherwise enhancing the standing –
 - (i) of any such party or parties, or

- (ii) of any such candidates,
with the electorate in connection with future relevant elections
(whether imminent or otherwise).”
- (4) In subsection (4), at the end of paragraph (b) insert “and” and for the words
after that paragraph substitute— 5
“(c) a course of conduct may constitute the doing of one of those
things even though it does not involve any express mention
being made of the name of any party or candidate.”
- (5) Section 94 of that Act (limits on controlled expenditure by third parties) is
amended in accordance with subsections (6) and (7). 10
- (6) After subsection (2) insert—
“(2A) It is a defence for any person or third party charged with an offence
under subsection (2) to show—
(a) that any code of practice for the time being issued under
paragraph 3 of Schedule 8A was complied with in determining 15
the items and amounts of campaign expenditure to be entered
in the relevant return under section 96, and
(b) that the limit would not have been exceeded on the basis of the
items and amounts entered in that return.”
- (7) In subsection (6)(b), for “in connection with the production or publication of
election material which” substitute “and the expenditure”. 20
- (8) In section 143 of that Act (details to appear on election material), in subsection
(11), for the definition of “election material” substitute—
““election material” means material which can reasonably be
regarded as being for election purposes within the meaning of 25
Part 6 (see section 85);”.
- (9) In section 156 of that Act (orders and regulations), after subsection (4)(j)
insert—
“(ja) paragraph 4 of Schedule 8A.”.
- (10) Schedule 3 inserts a new Schedule 8A into that Act. 30

27 Changes to existing limits

- (1) In section 94(5) of the Political Parties, Elections and Referendums Act 2000
(limits on controlled expenditure by non-recognised third parties)—
(a) in paragraph (a), for “£10,000” substitute “£5,000”;
(b) in paragraph (b), for “£5,000” substitute “£2,000”. 35
- (2) In Schedule 10 to that Act (limits on controlled expenditure by recognised third
parties)—
(a) in paragraph 3(2), for paragraphs (a) to (d) substitute “2% of the
maximum campaign expenditure limit in that part of the United
Kingdom.”; 40
(b) after paragraph 3(3) insert—
“(4) The “maximum campaign expenditure limit” in a part of the
United Kingdom is the limit imposed by paragraph 3 of
Schedule 9 in relation to campaign expenditure incurred in
the relevant period by or on behalf of a registered party 45

which contests all the constituencies in that part (and to which sub-paragraph (6) of that paragraph does not apply).”

28 Constituency limits

- (1) Part 6 of the Political Parties, Elections and Referendums Act 2000 (controls relating to third party national election campaigns) is amended as follows. 5
- (2) In section 94 (limits on controlled expenditure by third parties) –
 - (a) in subsection (1), after “Northern Ireland” insert “, or in particular parliamentary constituencies;”;
 - (b) in subsection (2) –
 - (i) after “part of the United Kingdom” (the first time it occurs) insert “or a parliamentary constituency”; 10
 - (ii) after “part of the United Kingdom” (the second time it occurs) insert “or parliamentary constituency”;
 - (c) in subsection (6) –
 - (i) in paragraph (a), after “part of the United Kingdom” insert “or a particular parliamentary constituency”; 15
 - (ii) in the words after paragraph (b), after “part of the United Kingdom” insert “or parliamentary constituency”;
 - (d) in subsection (10), omit the “and” at the end of paragraph (c) and after paragraph (d) insert – 20

“(e) any reference to controlled expenditure being incurred in a parliamentary constituency shall be construed in accordance with paragraph 2A of that Schedule.”
- (3) In section 96 (returns as to controlled expenditure) –
 - (a) in subsection (2), after paragraph (a) insert – 25
 - “(aa) a statement listing each constituency (if any) in which the controlled expenditure incurred by or on behalf of the third party during that period exceeded the limit imposed by paragraph 3(2B), 9(3C) or (5C), 10(3C) or 11(4C) of Schedule 10 (post-dissolution constituency limit); 30
 - (ab) a statement showing, for each constituency listed under paragraph (aa), all payments made in respect of controlled expenditure incurred by or on behalf of the third party during that period in that constituency;”;
 - (b) in subsection (3)(a), after “subsection (2)(a)” insert “or (ab)”;
 - (c) after subsection (8) insert –
 - “(9) This section does not require the preparation of a separate return for the period in relation to which a limit is imposed by paragraph 3(2B), 9(3C) or (5C), 10(3C) or 11(4C) of Schedule 10 (post-dissolution constituency limit).” 40
- (4) Schedule 10 (limits on controlled expenditure) is amended in accordance with subsections (5) to (10).

(5) After paragraph 2 insert –

“Attribution of expenditure to different parliamentary constituencies

- 2A (1) For the purposes of this Schedule controlled expenditure incurred by or on behalf of any recognised third party shall (subject to the following provisions of this paragraph) be attributed to each parliamentary constituency in equal proportions. 5
- (2) Controlled expenditure whose effects are wholly or substantially confined to any particular constituencies or constituency –
- (a) shall be attributed to those constituencies in equal proportions, or 10
- (b) shall be attributed solely to that constituency, as the case may be.
- (3) For the purposes of sub-paragraph (2), the effects of controlled expenditure are wholly or substantially confined to any particular constituencies or constituency if they have no significant effects in any other constituency or constituencies. 15
- (4) References in this Schedule to controlled expenditure “in” a particular constituency are accordingly to controlled expenditure which is to be attributed to that constituency in accordance with this paragraph.” 20

(6) After paragraph 3(2) insert –

- “(2A) The limit applying to controlled expenditure which is incurred by or on behalf of a recognised third party in the relevant period in any particular parliamentary constituency is 0.05% of the total of the maximum campaign expenditure limits in England, Scotland, Wales and Northern Ireland. 25
- (2B) The limit applying to controlled expenditure which is incurred by or on behalf of a recognised third party in the post-dissolution part of the relevant period in any particular parliamentary constituency is 0.03% of the total of the maximum campaign expenditure limits in England, Scotland, Wales and Northern Ireland.” 30

(7) After paragraph 3(4) (as inserted by section 27) insert –

- “(5) For the purposes of this paragraph, the “post-dissolution part” of the relevant period is the period –
- (a) beginning with the day during that period on which Parliament is dissolved, and 35
- (b) ending with the date of the poll for the parliamentary general election.”

(8) In paragraph 9 (combined limits where parliamentary election pending) –

- (a) in sub-paragraph (1)(a), for “a limit” substitute “limits”; 40
- (b) in sub-paragraph (2)(b), for “limit” substitute “limits”;
- (c) after sub-paragraph (3) insert –
- “(3A) Subject to sub-paragraphs (5) to (7), the limit applying to controlled expenditure which is incurred by or on behalf of the recognised third party in the relevant period in any 45

particular parliamentary constituency is the relevant proportion of the limit mentioned in paragraph 3(2A).

(3B) For this purpose “the relevant proportion” means –

$$\frac{A}{B}$$

where –

A is the number of days in the relevant period;

B is the number of days in the period which is the relevant period for the purposes of paragraph 3.

(3C) The limit applying to controlled expenditure which is incurred by or on behalf of the recognised third party in the post-dissolution part of the relevant period in any particular parliamentary constituency is the limit mentioned in paragraph 3(2B).”;

(d) in sub-paragraph (4), for “sub-paragraph (3)” substitute “sub-paragraphs (3) to (3C)”;

(e) after sub-paragraph (5) insert –

“(5A) Where two parliamentary general elections are pending during different parts of any such period as is mentioned in sub-paragraph (2) –

(a) the limit applying to controlled expenditure which is incurred by or on behalf of the recognised third party in the first relevant period in any particular parliamentary constituency is the relevant proportion of the limit mentioned in paragraph 3(2A), and

(b) the limit applying to controlled expenditure which is incurred by or on behalf of the recognised third party in the second relevant period in any particular parliamentary constituency is the relevant proportion of the limit mentioned in paragraph 3(2A).

(5B) For these purposes “the relevant proportion” means –

$$\frac{A}{B}$$

where –

A is the number of days in the first relevant period or (as the case may be) the second relevant period;

B is the number of days in the period which is the relevant period for the purposes of paragraph 3.

(5C) Where two parliamentary general elections are pending during different parts of any such period as is mentioned in sub-paragraph (2), the limit applying to controlled expenditure which is incurred by or on behalf of the recognised third party in the post-dissolution part of the first or second relevant period in any particular parliamentary constituency is the limit mentioned in paragraph 3(2B).”;

(f) in sub-paragraphs (6) and (7), for “sub-paragraph (5)” substitute “sub-paragraphs (5) to (5C)”;

- (g) after sub-paragraph (7) insert –
- “(8) For the purposes of this paragraph, “the post-dissolution part” of any period is the period –
- (a) beginning with the day during that period on which Parliament is dissolved, and 5
 - (b) ending with the date of the poll for the parliamentary general election.”
- (9) In paragraph 10 (combination of limit under paragraph 9 and other limit) –
- (a) in sub-paragraph (1) –
 - (i) for “a limit” (in both places) substitute “limits”; 10
 - (ii) after “9(3)” insert “to (3C)”;
 - (iii) after “9(5)” insert “to (5C)”;
 - (b) in sub-paragraph (2), for “limit” (in both places) substitute “limits”;
 - (c) after sub-paragraph (3) insert –
 - “(3A) The limit applying to controlled expenditure which is incurred by or on behalf of the recognised third party during the combined period in any particular parliamentary constituency is the relevant proportion of the limit mentioned in paragraph 3(2A). 15
 - (3B) For this purpose “the relevant proportion” means – 20
$$\frac{A}{B}$$
where –
 - A is the number of days in the combined period;
 - B is the number of days in the period which is the relevant period for the purposes of paragraph 3. 25
 - (3C) The limit applying to controlled expenditure which is incurred by or on behalf of the recognised third party in the post-dissolution part of the combined period in any particular parliamentary constituency is the limit mentioned in paragraph 3(2B).”; 30
 - (d) after sub-paragraph (4) insert –
 - “(4A) For the purposes of this paragraph, “the post-dissolution part” of the combined period is the period –
 - (a) beginning with the day during that period on which Parliament is dissolved, and 35
 - (b) ending with the date of the poll for the parliamentary general election.”
- (10) In paragraph 11 (combination of parliamentary general election and other election, or elections, falling within paragraphs 4 to 8) –
- (a) in sub-paragraph (1), for “a limit” substitute “limits”; 40
 - (b) in sub-paragraph (2), for “limit” (in both places) substitute “limits”;
 - (c) after sub-paragraph (4) insert –
 - “(4A) The limit applying to controlled expenditure which is incurred by or on behalf of the recognised third party during the combined period in any particular parliamentary 45

constituency is the relevant proportion of the limit mentioned in paragraph 3(2A).

(4B) For this purpose “the relevant proportion” means –

$$\frac{A}{B}$$

where –

A is the number of days in the combined period;

B is the number of days in the period which is the relevant period for the purposes of paragraph 3.

(4C) The limit applying to controlled expenditure which is incurred by or on behalf of the recognised third party in the post-dissolution part of the combined period in any particular parliamentary constituency is the limit mentioned in paragraph 3(2B).”; 10

(d) after sub-paragraph (5) insert –

“(5A) For the purposes of this paragraph, “the post-dissolution part” of the combined period is the period – 15

(a) beginning with the day during that period on which Parliament is dissolved, and

(b) ending with the date of the poll for the parliamentary general election.” 20

29 Targeted expenditure limits

(1) Part 5 of the Political Parties, Elections and Referendums Act 2000 (control of campaign expenditure) is amended in accordance with subsections (2) and (3).

(2) In section 79 (limits on campaign expenditure), after subsection (3) insert –

“(3A) See section 94D (expenditure by or on behalf of recognised third party targeted at a registered party) for – 25

(a) provision under which expenditure incurred by or on behalf of a third party may count towards the limit mentioned in subsection (2), and

(b) provision modifying subsection (2)(a)(i) in its application to such expenditure.” 30

(3) In section 80(4) (returns as to campaign expenditure), omit the “and” at the end of paragraph (a) and after paragraph (b) insert “; and

(c) in the case of any campaign expenditure treated as incurred by the party by virtue of section 94D(2) (expenditure by or on behalf of recognised third party targeted at a registered party), any declaration falling to be made with respect to that expenditure in accordance with section 94D(5).” 35

(4) Part 6 of that Act (controls relating to third party national election campaigns) is amended in accordance with subsections (5) to (8). 40

(5) In section 87 (expenditure by third parties which is not controlled expenditure), after subsection (2) insert –

“(3) The reference in subsection (1)(b)(i) to circumstances in which an amount of campaign expenditure is to be regarded as incurred by or on

behalf of a registered party for the purposes of Part 5 does not include circumstances in which an amount of campaign expenditure is treated as incurred by a registered party under section 94D(2).”

- (6) In the italic heading before section 94 after “*Financial limits*” insert “*on controlled expenditure*”. 5
- (7) In section 94 (limits on controlled expenditure by third parties), in subsections (6), (8) and (10), after “the purposes of this section” insert “, sections 94B to 94F”.
- (8) After section 94 insert—

“Financial limits on targeted controlled expenditure 10

94A Overview of sections 94B to 94F

- (1) Sections 94B to 94F impose limits on, and make other provision relating to, controlled expenditure incurred by or on behalf of a recognised third party where the expenditure is targeted at a particular registered party. 15
- (2) Section 94B defines when controlled expenditure is regarded as targeted at a particular registered party, specifies the limits and specifies the periods over which the limits operate.
- (3) Section 94C makes provision about the consequences where controlled expenditure targeted at a registered party is incurred by or on behalf of a recognised third party in excess of a limit without authorisation from the registered party. 20
- (4) Section 94D makes provision about the consequences where controlled expenditure targeted at a registered party is incurred by or on behalf of a recognised third party in excess of a limit with authorisation from the registered party. 25
- (5) Section 94E makes provision about how a registered party may give or withdraw authorisation (including provision enabling the registered party to specify a cap on the amount of expenditure authorised).
- (6) Section 94F makes provision about the meaning of references to expenditure that “exceeds” a targeted expenditure limit or cap. 30

94B Meaning of “targeted”, “targeted expenditure limit” etc

- (1) Controlled expenditure is “targeted” at a particular registered party if it can reasonably be regarded as—
 - (a) intended to benefit that party or any of its candidates, and 35
 - (b) not intended to benefit any other registered party or any of its candidates.
- (2) A limit (a “targeted expenditure limit”) applies to controlled expenditure that—
 - (a) is incurred during a qualifying regulated period in England, Scotland, Wales or Northern Ireland, and 40
 - (b) is targeted at a particular registered party.

- (3) A “qualifying regulated period” is a period in relation to which limits are imposed by paragraph 3(2), 9(3) or (5), 10(3) or 11(3) of Schedule 10 (periods involving parliamentary general elections).
- (4) The targeted expenditure limit applying to controlled expenditure incurred during a qualifying regulated period in a part of the United Kingdom is – 5
- (a) for the period in relation to which limits are imposed by paragraph 3(2) of Schedule 10, 0.2% of the maximum campaign expenditure limit in that part of the United Kingdom, and
- (b) for any other qualifying regulated period, the relevant proportion of the limit determined in accordance with paragraph (a). 10
- (5) In subsection (4)(a) “the maximum campaign expenditure limit” has the same meaning as in paragraph 3 of Schedule 10.
- (6) In subsection (4)(b) “the relevant proportion” means – 15
- $$\frac{A}{B}$$
- where –
- A is the number of days in the period mentioned in subsection (4)(b);
- B is the number of days in the period mentioned in subsection (4)(a). 20
- (7) This section applies for the purposes of sections 94C to 94F.

94C Unauthorised expenditure in excess of targeted expenditure limit

- (1) This section applies if –
- (a) controlled expenditure which is targeted at a particular registered party (“the registered party”) is incurred by or on behalf of a recognised third party (“the third party”), 25
- (b) the expenditure exceeds a targeted expenditure limit (to any extent), and
- (c) at the time the expenditure is incurred – 30
- (i) the third party is not authorised by the registered party to incur expenditure targeted at it, or
- (ii) the third party is so authorised, but the expenditure exceeds a cap specified in the authorisation (to any extent). 35
- (2) If the third party is not an individual –
- (a) the responsible person is guilty of an offence if the person authorised the expenditure to be incurred by or on behalf of the third party and the person knew or ought reasonably to have known that the expenditure would be incurred in excess of the targeted expenditure limit, and 40
- (b) the third party is also guilty of an offence.
- (3) If the third party is an individual, the third party is guilty of an offence if the third party knew or ought reasonably to have known that the expenditure would be incurred in excess of the targeted expenditure limit. 45

94D Authorised expenditure in excess of targeted expenditure limit

- (1) This section applies if—
 - (a) controlled expenditure which is targeted at a particular registered party (“the registered party”) is incurred by or on behalf of a recognised third party (“the third party”), 5
 - (b) the expenditure exceeds a targeted expenditure limit (to any extent),
 - (c) at the time the expenditure is incurred the third party is authorised by the registered party to incur expenditure targeted at it, and 10
 - (d) if the registered party specified a cap in the authorisation, the expenditure, or any part of it, does not exceed the cap.
- (2) The authorised amount is treated for the purposes of section 79(2) (limits on campaign expenditure) as if—
 - (a) it were campaign expenditure within the meaning of Part 5, and 15
 - (b) it was incurred by the registered party at the same time as the controlled expenditure mentioned in subsection (1)(a) was in fact incurred by or on behalf of the third party.
- (3) For the purposes of this section, “the authorised amount” is the amount of the controlled expenditure incurred as mentioned in subsection (1)(a) less—
 - (a) such amount, if any, of that expenditure as does not exceed the targeted expenditure limit, and 20
 - (b) such amount, if any, of that expenditure as exceeds a cap specified by the registered party in its authorisation of the third party. 25
- (4) In determining whether, by virtue of subsection (2), the incurring of controlled expenditure by or on behalf of the third party constitutes an offence under section 79(2) by the treasurer or any deputy treasurer of the registered party, section 79(2)(a)(i) is treated as if the reference in that provision to the authorisation of the expenditure were to the signing of the authorisation under section 94E. 30
- (5) The treasurer or a deputy treasurer of the registered party must make a declaration of—
 - (a) the amount of the controlled expenditure incurred as mentioned in subsection (1)(a), and 35
 - (b) the authorised amount.
- (6) A person commits an offence if the person knowingly or recklessly makes a false declaration under subsection (5).

94E Authorisation 40

- (1) A registered party may authorise a recognised third party to incur controlled expenditure in England, Scotland, Wales or Northern Ireland that is targeted at the registered party.
- (2) An authorisation—
 - (a) must be in writing, 45
 - (b) must be signed by a relevant officer,

- (c) must specify the part of the United Kingdom to which it relates, and
- (d) may specify a cap on the amount of expenditure authorised.
- (3) An authorisation is of no effect until a copy of it has been given to the Commission by the registered party or the recognised third party. 5
- (4) The Commission must, as soon as is reasonably practicable after receiving a copy of an authorisation, enter in the register maintained under section 89 (register of notifications) –
- (a) the fact that the registered party has given the authorisation, and 10
- (b) the information specified in it.
- (5) A registered party may at any time withdraw an authorisation already given.
- (6) A withdrawal of an authorisation – 15
- (a) must be in writing, and
- (b) must be signed by a relevant officer.
- (7) A withdrawal of an authorisation is of no effect until a copy of it has been given to the Commission by the registered party or the recognised third party.
- (8) The Commission must, as soon as is reasonably practicable after receiving a copy of a withdrawal of an authorisation, update the register maintained under section 89. 20
- (9) For the purposes of this section “relevant officer”, in relation to a registered party, means – 25
- (a) the treasurer of the party, or
- (b) a deputy treasurer of the party.
- 94F Expenditure that “exceeds” a targeted expenditure limit or cap**
- (1) Controlled expenditure incurred by or on behalf of a recognised third party during a qualifying regulated period in any part of the United Kingdom that is targeted at a particular registered party “exceeds” – 30
- (a) a targeted expenditure limit, or
- (b) a cap specified by the registered party in its authorisation of the third party,
- if and to the extent that the relevant cumulative total is in excess of that limit or cap. 35
- (2) For this purpose “the relevant cumulative total” is the total of –
- (a) the controlled expenditure incurred as mentioned in subsection (1), and
- (b) the total of any controlled expenditure targeted at the same registered party which has already been incurred by or on behalf of the third party during the qualifying regulated period in that part of the United Kingdom.” 40
- (9) In Schedule 20 to that Act (penalties) insert the following entries in the

appropriate places –

<p>“Section 94C(2) or (3) (exceeding limits on targeted controlled expenditure when not authorised)</p>	<p>On summary conviction: statutory maximum</p> <p>On indictment: fine”;</p>	<p>5</p>
<p>“Section 94D(6) (making false declaration about amount of expenditure incurred by or on behalf of third party and targeted at the registered party)</p>	<p>On summary conviction: statutory maximum or 6 months</p> <p>On indictment: fine or 1 year”.</p>	<p>10</p>
<p>(10) If section 85(1) of the Legal Aid, Sentencing and Punishment of Offenders Act 2012 comes into force before the day on which this Act is passed –</p>		
<p>(a) section 85 of that Act (removal of limit on certain fines on conviction by magistrates’ court) applies in relation to the offences in sections 94C(2) and (3) and 94D(6) of the Political Parties, Elections and Referendums Act 2000 (as inserted by this section) on and after that day as if they were relevant offences (as defined in section 85(3) of that Act), and</p>	<p>(b) regulations described in section 85(11) of that Act may amend, repeal or otherwise modify amendments made by this section.</p>	<p>15</p>
<p>30 Extension of power to vary specified sums</p>		<p>20</p>
<p>(1) Section 155 of the Political Parties, Elections and Referendums Act 2000 (power to vary specified sums) is amended as follows.</p>		
<p>(2) In the heading, at the end insert “or percentages”.</p>		
<p>(3) After subsection (4) insert –</p>		
<p>“(5) The Secretary of State may by order vary any percentage for the time being specified in –</p> <p>(a) section 94B(4), or</p> <p>(b) paragraph 3(2), (2A) or (2B) of Schedule 10.</p>	<p>(6) The Secretary of State may make an order under subsection (5) only if it gives effect to a recommendation of the Commission.”</p>	<p>25</p> <p>30</p>

Information and reports

<p>31 Notification requirements for recognised third parties</p>		
<p>(1) Section 88 of the Political Parties, Elections and Referendums Act 2000 (recognised third parties) is amended as follows.</p>		
<p>(2) In subsection (3)(c), after sub-paragraph (i) (before the “and” at the end) insert –</p>	<p>“(ia) the names of the relevant participators in relation to the body (see subsection (3B)),”.</p>	<p>35</p>

(3) After subsection (3A) insert—

- “(3B) The “relevant participators” in relation to a body are—
- (a) in the case of a body falling with section 54(2)(b) (companies), the body’s directors;
 - (b) in the case of a body falling within section 54(2)(d) (trade unions), the body’s officers (within the meaning of the Trade Union and Labour Relations (Consolidation) Act 1992: see section 119 of that Act);
 - (c) in the case of a body falling within section 54(2)(e) (building societies), the body’s directors;
 - (d) in the case of a body falling within section 54(2)(f) (limited liability companies), the body’s members;
 - (e) in the case of a body falling within section 54(2)(g) (friendly societies etc)—
 - (i) where the body is a friendly society, the members of the body’s committee of management;
 - (ii) otherwise, the members of the body’s committee of management or other directing body;
 - (f) in the case of a body falling within section 54(2)(h) (unincorporated associations)—
 - (i) where the body has more than 15 members and has officers or a governing body, those officers or the members of that governing body;
 - (ii) otherwise, the body’s members.”

32 Reporting of donations to recognised third parties 25

- (1) The Political Parties, Elections and Referendums Act 2000 is amended in accordance with subsections (2) to (10).
- (2) After section 95 (control of donations to recognised third parties) insert—

“Quarterly and weekly reports of donations to recognised third parties

95A Quarterly donation reports 30

- (1) Subject to section 95B, the responsible person in relation to a recognised third party must, in respect of each reporting period that falls within a qualifying regulated period, prepare a report about reportable donations (“a quarterly report”).
- (2) The reporting periods are—
 - (a) the period of 3 months beginning with the first day of the qualifying regulated period,
 - (b) each succeeding period of 3 months falling within the qualifying regulated period, and
 - (c) any final period of less than 3 months falling within that period.
- (3) A “qualifying regulated period” is a period in relation to which any limit is imposed by paragraph 3, 9, 10 or 11 of Schedule 10 (periods involving parliamentary general elections).
- (4) A quarterly report must comply with the requirements of Schedule 11A. 45

- (5) A “reportable donation” means a relevant donation (within the meaning of Schedule 11) which –
- (a) is received by the recognised third party in respect of the relevant election or elections the poll or polls for which take place during the qualifying regulated period, and 5
 - (b) is accepted, or is dealt with in accordance with section 56(2) (as applied by paragraph 7 of Schedule 11), by the recognised third party during the reporting period.
- (6) A quarterly report must be delivered to the Commission by the responsible person within the period of 30 days beginning with the end of the reporting period to which it relates. 10
- (7) The report must be accompanied by a declaration signed by the responsible person stating that, to the best of that person’s knowledge and belief –
- (a) all reportable donations (if any) recorded in the report as having been accepted by the recognised third party are from permissible donors, 15
 - (b) there are no reportable donations which are required to be recorded in the report in accordance with Schedule 11A which are not so recorded, and 20
 - (c) each statement (if any) given under paragraph 3(3) or 5(4) of Schedule 11A (nil statements) is accurate.
- (8) This section does not require the preparation of separate quarterly reports in the case of the qualifying regulated period in relation to which a limit is imposed by paragraph 3(2B), 9(3C) or (5C), 10(3C) or 11(4C) of Schedule 10 (post-dissolution constituency limit). 25
- (9) This section does not apply in relation to –
- (a) a recognised third party which is a registered party other than a minor party, or
 - (b) a recognised Gibraltar third party. 30
- 95B Exemption from section 95A**
- (1) Section 95A does not apply in relation to a recognised third party in the case of a qualifying regulated period if –
- (a) the third party has made an exemption declaration covering that period, and 35
 - (b) that declaration has not been withdrawn.
- (2) A recognised third party is to be taken to have made an exemption declaration covering a qualifying regulated period if a declaration that the third party does not intend that controlled expenditure is to be incurred by or on behalf of the third party in the United Kingdom during that period –
- (a) is signed by the responsible person in relation to the third party, and
 - (b) is sent to the Commission within the period of 30 days beginning with the start of the qualifying regulated period. 40 45
- (3) An exemption declaration covering a qualifying regulated period may be withdrawn by a notice which –

- (a) is signed by the responsible person in relation to the third party, and
- (b) is sent to the Commission before the end of that period.
- (4) An exemption declaration covering a qualifying regulated period is to be treated as withdrawn if controlled expenditure is incurred by or on behalf of the third party in the United Kingdom during that period. 5
- (5) Where an exemption declaration covering a qualifying regulated period is withdrawn, section 95A applies in relation to the recognised third party in the case of that period –
- (a) in respect of the reporting period in which the withdrawal occurred and subsequent reporting periods falling within the qualifying regulated period, and 10
- (b) with the modification specified in subsection (6), in respect of each reporting period (if any) which preceded the reporting period in which the withdrawal occurred and falls within the qualifying regulated period. 15
- (6) Where a quarterly report is required to be prepared under section 95A by virtue of subsection (5)(b), that section applies in relation to that report as if the time limit in subsection (6) of that section were the period of 30 days beginning with the end of the reporting period in which the withdrawal occurred. 20
- (7) Where an exemption declaration covering a qualifying regulated period is withdrawn, the third party may not make another exemption declaration under this section covering that period.
- (8) In this section “qualifying regulated period” and “reporting period” have the same meaning as in section 95A. 25
- 95C Weekly donation reports during general election periods**
- (1) Subject to section 95D, the responsible person in relation to a recognised third party must, in respect of each reporting period that falls within a general election period, prepare a report about substantial donations (“a weekly report”). 30
- (2) The reporting periods are –
- (a) the period of 7 days beginning with the first day of the general election period,
- (b) each succeeding period of 7 days falling within the general election period, and 35
- (c) any final period of less than 7 days falling within that period.
- (3) A “general election period” means the period –
- (a) beginning with the day during a qualifying regulatory period on which Parliament is dissolved, and 40
- (b) ending with the date of the poll for the parliamentary general election.
- (4) A weekly report must comply with the requirements of Schedule 11A.
- (5) A “substantial donation” means a relevant donation of a substantial value which is received by the recognised third party during the 45

- reporting period in respect of the relevant election or elections the poll or polls for which take place during the general election period.
- (6) A relevant donation is “of a substantial value” if its value (as determined in accordance with paragraph 5 of Schedule 11) is more than £7,500. 5
- (7) A weekly report must be delivered to the Commission by the responsible person within the period of 7 days beginning with the end of the reporting period to which it relates.
- (8) The report must be accompanied by a declaration signed by the responsible person stating that, to the best of that person’s knowledge and belief, no substantial donations have been received by the recognised third party during the reporting period which are required to be recorded in the report in accordance with Schedule 11A and are not so recorded. 10
- (9) In this section – 15
 “qualifying regulated period” has the same meaning as in section 95A;
 “relevant donation” has the same meaning as in Schedule 11.
- (10) This section does not apply in relation to – 20
 (a) a recognised third party which is a registered party other than a minor party, or
 (b) a recognised Gibraltar third party.
- 95D Exemption from section 95C**
- (1) Section 95C does not apply in relation to a recognised third party in the case of a general election period if – 25
 (a) the third party has made an exemption declaration covering that period, and
 (b) that declaration has not been withdrawn.
- (2) A recognised third party is to be taken to have made an exemption declaration covering a general election period if a declaration that the third party does not intend that controlled expenditure is to be incurred by or on behalf of the third party in the United Kingdom during that period – 30
 (a) is signed by the responsible person in relation to the third party, and 35
 (b) is sent to the Commission within the period of 7 days beginning with the start of the general election period.
- (3) An exemption declaration covering a general election period may be withdrawn by a notice which – 40
 (a) is signed by the responsible person in relation to the third party, and
 (b) is sent to the Commission before the end of that period.
- (4) An exemption declaration covering a general election period is to be treated as withdrawn if controlled expenditure is incurred by or on behalf of the third party in the United Kingdom during that period. 45

- (5) Where an exemption declaration covering a general election period is withdrawn, section 95C applies in relation to the recognised third party in the case of that period –
- (a) in respect of the reporting period in which the withdrawal occurred and subsequent reporting periods falling within the general election period, and 5
 - (b) with the modification specified in subsection (6), in respect of each reporting period (if any) which preceded the reporting period in which the withdrawal occurred and falls within the general election period. 10
- (6) Where a weekly report is required to be prepared under section 95C by virtue of subsection (5)(b), that section applies in relation to that report as if the time limit in subsection (7) of that section were the period of 7 days beginning with the end of the reporting period in which the withdrawal occurred. 15
- (7) Where an exemption declaration covering a general election period is withdrawn, the third party may not make another exemption declaration under this section covering that period.
- (8) In this section “general election period” and “reporting period” have the same meaning as in section 95C. 20
- 95E Related offences**
- (1) The responsible person in relation to a recognised third party commits an offence if, without reasonable excuse, the responsible person –
- (a) fails to deliver a quarterly or weekly report in accordance with section 95A(6) or 95C(7), 25
 - (b) delivers a quarterly or weekly report to the Commission without the accompanying declaration required under section 95A(7) or 95C(8), or
 - (c) delivers a quarterly or weekly report to the Commission which does not comply with the requirements of Schedule 11A. 30
- (2) The responsible person in relation to a recognised third party commits an offence if the person knowingly or recklessly makes a false declaration under section 95A(7) or 95C(8).
- 95F Forfeiture**
- (1) The court may, on an application made by the Commission, order the forfeiture by a recognised third party of an amount equal to the value of a relevant donation where the court is satisfied that – 35
- (a) a failure by the responsible person to deliver a quarterly or weekly report in accordance with section 95A(6) or 95C(7), or
 - (b) the delivery by the responsible person of a quarterly or weekly report which fails to comply with a requirement of Schedule 11A, 40
- was attributable to an intention on the part of any person to conceal the existence or true amount of the donation.
- (2) The standard of proof in proceedings on an application under this section is that applicable to civil proceedings. 45

- (3) A forfeiture order may be made under this section whether or not proceedings are brought against any person for an offence connected with the donation.
 - (4) In this section “the court” means –
 - (a) in relation to England and Wales, a magistrates’ court; 5
 - (b) in relation to Scotland, the sheriff;
 - (c) in relation to Northern Ireland, a court of summary jurisdiction.
 - (5) Proceedings on an application under this section to the sheriff are civil proceedings.
 - (6) *Sections 59 and 60 (appeals against forfeiture orders) apply for the purposes, or in connection with the operation, of this section as they apply for the purposes, or in connection with the operation, of section 58.* 10
 - (7) In this section “relevant donation” has the same meaning as in Schedule 11.
- 95G Sections 95A to 95F: supplementary** 15
- (1) This section applies where the requirements in section 95A or 95C to prepare quarterly or weekly reports in the case of a qualifying regulated period or a general election period have effect in relation to a recognised third party.
 - (2) If the third party’s notification under section 88(1) lapses during the qualifying regulated period or the general election period, the requirements in section 95A or 95C (as the case may be) continue to have effect in relation to the party –
 - (a) in respect of the reporting period in which the notification lapses, and 25
 - (b) in respect of each reporting period (if any) which preceded that period and which falls within the qualifying regulated period or the general election period.
 - (3) If the third party’s notification under section 88(1) lapses at or after the end of the qualifying regulated period or the general election period, the requirements in section 95A or 95C (as the case may be) continue to have effect in relation to the party in the case of that period. 30
 - (4) In a case where subsection (2) or (3) applies, references in sections 95A to 95F to the responsible person are to be read, for the purposes of, or in connection with, the discharge of obligations of the responsible person under those sections, as references to the person who was the responsible person in relation to the recognised third party immediately before the notification lapsed. 35
 - (5) In this section –
 - (a) “qualifying regulated period” and “reporting period”, in relation to a quarterly report, have the same meaning as in section 95A, and 40
 - (b) “general election period” and “reporting period”, in relation to a weekly report, have the same meaning as in section 95C.

95H Public inspection of reports

- (1) Where the Commission receive a quarterly or weekly report under section 95A or 95C, they must –
- (a) as soon as reasonably practicable after receiving the report, make a copy of the report, and of any documents accompanying it, available for public inspection, and 5
 - (b) keep any such copy available for public inspection for the period for which the report or other document is kept by them.
- (2) The Commission must secure that the copy of the report made available for public inspection does not include, in the case of any donation by an individual, the donor’s address. 10
- (3) At the end of the period of 2 years beginning with the date when any report or other document mentioned in subsection (1) is received by the Commission –
- (a) they may cause the report or other document to be destroyed, but 15
 - (b) if requested to do so by the responsible person in relation to the third party concerned, they must arrange for the report or other document to be returned to that person.”
- (3) In section 96 (returns as to controlled expenditure) – 20
- (a) in subsection (2)(d), for “either is not a registered party or is a minor party” substitute “falls within subsection (2A)”;
 - (b) after subsection (2) insert –
- “(2A) A recognised third party falls within this subsection if –
- (a) it either is not a registered party or is a minor party, and 25
 - (b) no quarterly report was required to be prepared in relation to it under section 95A in the case of the regulated period in question.”
- (4) In section 99(3) (declaration by responsible person as to section 96 return), for “third party either is not a registered party or is a minor party” substitute “statement mentioned in section 96(2)(d) is required to be included in the return”. 30
- (5) In section 149(6) (inspection of Commission’s registers etc), after paragraph (b) insert –
- “(ba) section 95H.”. 35
- (6) In section 155(3) (power to vary specified sums), after paragraph (c) insert –
- “(ca) section 95C(6);
 - (cb) Schedule 11A;”.
- (7) In Schedule 1 (the Commission), in paragraph 3(3), for the words from “the register” to the end substitute “ – 40
- (i) the register of donations reported under Chapter 3 or 5 of Part 4,
 - (ii) any quarterly or weekly report delivered to the Commission under section 95A or 95C, or
 - (iii) any statement of donations included in a return delivered to the Commission under section 98 or 122;”.
- 45

- (8) In Schedule 11 (control of donations to recognised third parties), in the heading to Part 3, after “REPORTING OF DONATIONS” insert “IN SECTION 96 RETURN”.
- (9) Schedule 4 inserts a new Schedule 11A into that Act.
- (10) In Schedule 20 (penalties) insert the following entries in the appropriate places –

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“Section 95E(1)(a) (failure of responsible person to deliver quarterly or weekly report to Commission)

On summary conviction: Level 5”;

“Section 95E(1)(b) (failure to deliver signed declaration with quarterly or weekly report to the Commission)

On summary conviction: statutory maximum or 6 months

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On indictment: fine or 1 year”;

“Section 95E(1)(c) (failure to comply with requirements for quarterly or weekly reports)

On summary conviction: statutory maximum or 6 months

15

On indictment: fine or 1 year”;

“Section 95E(2) (making a false declaration to Commission when delivering quarterly or weekly report)

On summary conviction: statutory maximum or 6 months

20

On indictment: fine or 1 year”

- (11) If section 85(1) of the Legal Aid, Sentencing and Punishment of Offenders Act 2012 comes into force before the day on which this Act is passed –

25

(a) section 85 of that Act (removal of limit on certain fines on conviction by magistrates’ court) applies in relation to the offences in section 95E(1) and (2) of the Political Parties, Elections and Referendums Act 2000 (as inserted by this section) on and after that day as if they were relevant offences (as defined in section 85(3) of that Act), and

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(b) regulations described in section 85(11) of that Act may amend, repeal or otherwise modify amendments made by this section.

- (12) The Minister may by order made by statutory instrument make, in relation to the content of quarterly or weekly reports under section 95A or 95C of the Political Parties, Elections and Referendums Act 2000 (as inserted by this section), such provision as the Minister thinks appropriate which corresponds or is similar to any of the amendments made to Part 3 of Schedule 11 to that Act by the Political Parties and Elections Act 2009.

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- (13) An order under subsection (12) may –

(a) make provision amending this section or the Political Parties, Elections and Referendums Act 2000;

40

(b) make such consequential, supplementary, incidental, transitional or saving provision as the Minister thinks appropriate;

(c) make difference provision for different purposes.

- (14) A statutory instrument containing an order under subsection (12) may not be made unless a draft of the instrument has been laid before, and approved by a resolution of, each House of Parliament.
- (15) In subsection (12) “the Minister” means the Secretary of State or the Lord President of the Council. 5

33 Statements of accounts by recognised third parties

- (1) Part 6 of the Political Parties, Elections and Referendums Act 2000 (controls relating to third party national election campaigns) is amended as follows.
- (2) After section 96 (returns as to controlled expenditure) insert –

“96A Statement of accounts to accompany return 10

- (1) Where –
- (a) a return falls to be prepared under section 96 in respect of controlled expenditure incurred by or on behalf of a recognised third party during a regulated period, and
 - (b) the period is one in relation to which any limit is imposed by paragraph 3, 9, 10 or 11 of Schedule 10 (periods involving parliamentary general elections),
- the responsible person must, subject to subsections (8) and (9), also prepare a statement of accounts in respect of the regulated period.
- (2) A statement of accounts under this section must – 20
- (a) give a true and fair view of the income and expenditure of the third party, and
 - (b) include a statement of its assets and liabilities.
- (3) A statement of accounts under this section must comply with such requirements as to the form and contents of the statement as may be prescribed by regulations made by the Commission. 25
- (4) Regulations under subsection (3) may in particular –
- (a) require any statement of accounts to be prepared in accordance with such methods and principles as are specified or referred to in the regulations; 30
 - (b) specify information which is to be provided by way of notes to the accounts.
- (5) Without prejudice to the generality of paragraph 22(7) of Schedule 1 (power to make different provision for different cases), regulations under subsection (3) may impose different requirements according to which of the following bands the gross income or total expenditure of a third party falls within – 35
- (a) not exceeding £25,000;
 - (b) exceeding £25,000 but not £100,000;
 - (c) exceeding £100,000 but not £250,000; 40
 - (d) exceeding £250,000.
- (6) The Secretary of State may by order amend subsection (5) by varying the number of bands set out in it.

- (7) The Secretary of State may not make an order under subsection (6) except to give effect to a recommendation of the Commission.
- (8) This section does not apply if the third party is –
- (a) an individual, or
 - (b) a recognised Gibraltar third party. 5
- (9) This section does not apply to a third party in relation to a regulated period if the Commission are satisfied on an application by the third party –
- (a) that anything that subsection (2) would require to be included in a statement of accounts in respect of the period is or will be contained in a statement or statements published or to be published by the third party under any enactment, and 10
 - (b) that the Commission are (or, on publication, will be) able to inspect that statement or those statements.
- (10) Where section 96(7) (lapse of notification) applies to the preparation of a return – 15
- (a) the reference to the responsible person in subsection (1) of this section is to be read as a reference to the person described in section 96(7)(b), and
 - (b) for the purposes of, or in connection with, the discharge of obligations of the responsible person under sections 98 and 99A in relation to a statement of accounts under this section, references to the responsible person are to be read as references to that person. 20
- (11) In this section and section 97 “gross income” means gross recorded income from all sources.” 25
- (3) In section 97 (auditor’s report on return) –
- (a) after subsection (1) insert –
- “(1A) A report must be prepared by a qualified auditor on any statement of accounts prepared under section 96A in respect of a regulated period, if – 30
- (a) a report falls to be prepared under subsection (1) on the return mentioned in section 96A(1)(a), or
 - (b) during the regulated period the gross income or total expenditure of the third party exceeds £250,000.”; 35
- (b) in subsection (2), after “subsection (1)” insert “or (1A)”; 35
 - (c) in the heading, at the end insert “**or statement of accounts**”.
- (4) In section 98 (delivery of returns to the Commission), after subsection (2) insert –
- “(2A) Where – 40
- (a) subsection (2) applies,
 - (b) under section 96A a statement of accounts also falls to be prepared, and
 - (c) an auditor’s report on that statement falls to be prepared under section 97(1A), 45

- the responsible person must deliver a copy of the statement to the Commission, together with a copy of the auditor’s report, within six months of the end of the regulated period.
- (2B) In the case of any other statement of accounts falling to be prepared under section 96A, the responsible person must, when delivering the return to the Commission under subsection (1) or (2), deliver with it a copy of the statement of accounts, and of any auditor’s report on it that falls to be prepared under section 97(1A).” 5
- (5) In section 98(4) (offences) – 10
- (a) after paragraph (a) insert –
- “(aa) fails to comply with the requirements of subsection (2A) or (2B) in relation to any statement or report to which that subsection applies; or”;
- (b) after paragraph (b) insert – 15
- “(ba) delivers a statement which does not comply with the requirements of section 96A(2) or (3); or”.
- (6) After section 99 (declaration by responsible person as to return under section 96) insert –
- “99A Declaration by responsible person as to statement of accounts under section 96A** 20
- (1) Each statement of accounts prepared under section 96A must, when delivered to the Commission, be accompanied by a declaration which complies with subsection (2) and is signed by the responsible person.
- (2) The declaration must state – 25
- (a) that the responsible person has examined the statement in question; and
- (b) that to the best of that person’s knowledge and belief it is a complete and correct statement of accounts as required by law.
- (3) A person commits an offence if – 30
- (a) that person knowingly or recklessly makes a false declaration under this section; or
- (b) subsection (1) is contravened without reasonable excuse at a time when that person is the responsible person in the case of the recognised third party to which the statement of accounts relates.” 35
- (7) In section 100 (public inspection of returns under section 96), after subsection (3) insert –
- “(4) Where a return is delivered under section 98(2) and a statement of accounts is delivered under section 98(2A), this section applies as if the statement and any documents accompanying it – 40
- (a) were documents accompanying the return, and
- (b) (for the purposes of subsection (3)) were received by the Commission when the return was received.”

(8) In Schedule 20 (penalties) insert these entries in the appropriate places –

“Section 98(4)(aa) (failure of responsible person to deliver statement of accounts and auditor’s report to Commission)	On summary conviction: Level 5”;	5
“Section 98(4)(ba) (failure to comply with requirements for statements of accounts)	On summary conviction: statutory maximum or 6 months On indictment: fine or 1 year”;	10
“Section 99A(3)(a) (making a false declaration to Commission when delivering statement of accounts)	On summary conviction: statutory maximum or 6 months On indictment: fine or 1 year	15
Section 99A(3)(b) (failure to deliver signed declaration with statement of accounts to Commission)	On summary conviction: statutory maximum or 6 months On indictment: fine or 1 year”.	20

(9) If section 85(1) of the Legal Aid, Sentencing and Punishment of Offenders Act 2012 comes into force before the day on which this Act is passed –

- (a) section 85 of that Act (removal of limit on certain fines on conviction by magistrates’ court) applies in relation to the offences in section 98(4)(aa) and (ba) and 99A(3) of the Political Parties, Elections and Referendums Act 2000 (as inserted by this section) on and after that day as if they were relevant offences (as defined in section 85(3) of that Act), and
- (b) regulations described in section 85(11) of that Act may amend, repeal or otherwise modify amendments made by this section.

Miscellaneous 30

34 Third party expenditure in respect of candidates

- (1) In section 75 of the Representation of the People Act 1983 (prohibition of expenses not authorised by election agent), in subsection (1ZA)(a) (limit on third party expenditure on candidate at parliamentary election), for “£500” substitute “£700”. 35

(2) After that section insert –

“75ZA Return of permitted expenditure: power to require return

- (1) The returning officer or the Electoral Commission may, at any time during the period of 6 months beginning with the date of the poll at a parliamentary election, request a relevant person to deliver to the officer or Commission a return of permitted expenditure in relation to a candidate at the election who is specified in the request. 40

- (2) “Relevant person” means a person who –
- (a) is not required to deliver a return under section 75(2) in relation to the candidate, and
 - (b) is not the candidate, the candidate’s election agent, or a person engaged or employed for payment or promise of payment by the candidate or the candidate’s election agent. 5
- (3) “Return of permitted expenditure” means a return –
- (a) showing all permitted expenses incurred by the person in relation to the candidate, or
 - (b) stating that the person incurred no such expenses or that the total such expenses incurred by the person was £200 or less. 10
- (4) “Permitted expense”, in relation to a candidate, means an expense incurred by the person in respect of the candidate which, if the person had been required to deliver a return under section 75(2) in relation to the candidate, would have been required to be included in that return. 15

75ZB Return of permitted expenditure: compliance and sanctions

- (1) A person must comply with a request under section 75ZA(1) within the period of 21 days beginning with the day on which the request is received.
- (2) A return of permitted expenditure must be accompanied by a declaration made by the person (or in the case of an association or body of persons, by a director, general manager, secretary or other similar officer of the association or body) –
- (a) verifying the return, and
 - (b) in the case of a return of the kind mentioned in section 75ZA(3)(a), giving particulars of the matters for which the expenses were incurred. 20
- (3) A person who fails to deliver a return or declaration in accordance with this section is guilty of an illegal practice.
- (4) A person who knowingly makes a false declaration under subsection (2) is guilty of a corrupt practice. 30
- (5) The court before whom a person is convicted under subsection (3) or (4) may, if they think it just in the special circumstances of the case, mitigate or entirely remit any incapacity imposed by virtue of section 173. 35
- (6) Where any act or omission of an association or body of persons, corporate or unincorporate, is an offence declared to be a corrupt or illegal practice by this section, any person who at the time of the act or omission was a director, general manager, secretary or other similar officer of the association or body, or was purporting to act in any such capacity, shall be deemed to be guilty of that offence, unless he proves –
- (a) that the act or omission took place without his consent or connivance, and
 - (b) that he exercised all such diligence to prevent the commission of the offence as he ought to have exercised having regard to the nature of his functions in that capacity and to all the circumstances.” 40

- (3) If section 85(1) of the Legal Aid, Sentencing and Punishment of Offenders Act 2012 comes into force before the day on which this Act is passed –
- (a) section 85 of that Act (removal of limit on certain fines on conviction by magistrates’ court) applies in relation to the offences in section 75ZB(3) and (4) of the Representation of the People Act 1983 (as inserted by this section) on and after that day as if they were relevant offences (as defined in section 85(3) of that Act), and 5
 - (b) regulations described in section 85(11) of that Act may amend, repeal or otherwise modify amendments made by this section.
- 35 Functions of Electoral Commission with respect to compliance 10**
- (1) Section 145 of Political Parties, Elections and Referendums Act 2000 (general function of Commission with respect to compliance with controls imposed by the Act etc) is amended in accordance with subsections (2) to (4).
- (2) In the heading, for “**General function**” substitute “**Duties**”.
- (3) In subsection (1) – 15
- (a) for the words before paragraph (a) substitute “The Commission must monitor, and take all reasonable steps to secure, compliance with –”;
 - (b) in paragraph (a), for “Parts III to VII” substitute “ –
 - (i) sections 24, 31 and 34,
 - (ii) Parts 3 to 7, and 20
 - (iii) sections 143 and 148”.
- (4) After subsection (6A) insert –
- “(6B) Each report by the Commission under paragraph 20 of Schedule 1 shall set out the steps the Commission have taken during the year in question to secure compliance with the restrictions and other requirements mentioned in subsection (1).” 25
- (5) In consequence of the amendment made by subsection (3)(a), omit section 1(2) of the Political Parties and Elections Act 2009.

PART 3

TRADE UNIONS’ REGISTERS OF MEMBERS 30

36 Duty to provide membership audit certificate

- (1) The Trade Union and Labour Relations (Consolidation) Act 1992 is amended as follows.
- (2) After section 24 (duty to maintain register of members’ names and addresses), insert – 35
- “24ZA Duty to provide membership audit certificate**
- (1) A trade union required to maintain a register of the names and addresses of its members by section 24 must send to the Certification Officer a membership audit certificate in relation to each reporting period. 40

- (2) In this section and in sections 24ZB to 24ZF, a “reporting period” means a period in relation to which the union is required by section 32 to send an annual return to the Certification Officer.
- (3) The union must send the membership audit certificate in relation to a reporting period to the Certification Officer at the same time as it sends to the Officer its annual return under section 32 in relation to that period. 5
- (4) In the case of a trade union required by section 24ZB to appoint an assurer in relation to a reporting period, the “membership audit certificate” in relation to that period is the certificate which the assurer is required to provide to the union in relation to that period pursuant to that appointment. 10
- (5) In any other case, the “membership audit certificate” in relation to a reporting period is a certificate which –
- (a) must be signed by an officer of the trade union who is authorised to sign on its behalf, 15
 - (b) must state the officer’s name, and
 - (c) must state whether, to the best of the officer’s knowledge and belief, the union has complied with its duties under section 24(1) throughout the reporting period. 20
- (6) A trade union must, at a person’s request, supply the person with a copy of its most recent membership audit certificate either free of charge or on payment of a reasonable charge.
- (7) The Certification Officer must at all reasonable hours keep available for public inspection, either free of charge or on payment of a reasonable charge, copies of all membership audit certificates sent to the Officer under this section.” 25
- (3) In section 44(4) (discharge of duties in case of union having branches or sections), at the appropriate place in the list insert –
- “section 24ZA (duty to provide membership audit certificate),”. 30
- (4) In section 118 (federated trade unions), after subsection (4) insert –
- “(4A) In the case of a federated trade union which, by virtue of subsection (4), is not required to send an annual return to the Certification Officer under section 32, section 24ZA applies as if section 32 does apply to the union.” 35

37 Duty to appoint an assurer etc

- (1) The Trade Union and Labour Relations (Consolidation) Act 1992 is amended as follows.
- (2) After section 24ZA (which is inserted by section 36), insert –
- “24ZB Duty to appoint an assurer** 40
- (1) A trade union required to maintain a register of the names and addresses of its members by section 24 must, in relation to each reporting period, appoint a qualified independent person to be an assurer in relation to that period.

- (2) There is incorporated in the assurer’s appointment a duty which the assurer owes to the trade union –
 - (a) to provide to the union a membership audit certificate in relation to the reporting period which accords with the requirements of section 24ZD, and 5
 - (b) to carry out such enquiries as the assurer considers necessary to enable the assurer to provide that certificate.
- (3) A person is a “qualified independent person” if –
 - (a) the person either satisfies such conditions as may be specified for the purposes of this section by order of the Secretary of State or is specified by name in such an order, and 10
 - (b) the trade union has no grounds for believing that –
 - (i) the person will carry out an assurer’s functions otherwise than competently, or
 - (ii) the person’s independence in relation to the union might reasonably be called into question. 15
- (4) None of the following may act as an assurer –
 - (a) an officer or employee of the trade union or of any of its branches or sections;
 - (b) a person who is a partner of, or in the employment of, or who employs, such an officer or employee. 20
- (5) This section does not apply to a trade union in relation to a reporting period if the number of its members at the end of the preceding reporting period did not exceed 10,000.
- (6) Any order under this section is to be made by statutory instrument and is to be subject to annulment in pursuance of a resolution of either House of Parliament. 25

24ZC Appointment and removal of an assurer

- (1) The rules of every trade union to which section 24ZB applies must contain provision for the appointment and removal of an assurer. 30
But the following provisions have effect notwithstanding anything in the rules.
- (2) An assurer must not be removed from office except by resolution passed at a general meeting of the members of the union or of delegates of its members. 35
- (3) A person duly appointed as an assurer in relation to a reporting period must be reappointed as assurer in relation to the following reporting period, unless –
 - (a) a resolution has been passed at a general meeting of the trade union appointing somebody else instead or providing expressly that the person is not to be re-appointed, 40
 - (b) the person has given notice to the union in writing of the person’s unwillingness to be re-appointed,
 - (c) the person is not qualified for the appointment in accordance with section 24ZB, or 45
 - (d) the person has ceased to act as assurer by reason of incapacity.
- (4) But a person need not automatically be re-appointed where –

- (a) the person is retiring,
- (b) notice has been given of an intended resolution to appoint somebody else instead, and
- (c) that resolution cannot be proceeded with at the meeting because of the death or incapacity of the proposed replacement. 5

24ZD Requirements of assurer's membership audit certificate

- (1) For the purposes of section 24ZB(2)(a) the requirements of a membership audit certificate in relation to a reporting period provided by an assurer are as follows.
- (2) The certificate must state the name of, and be signed by, the assurer. 10
- (3) The certificate must state –
 - (a) whether, in the assurer's opinion, the trade union's system for compiling and maintaining the register of the names and addresses of its members was satisfactory for the purposes of complying with the union's duties under section 24(1) throughout the reporting period, and 15
 - (b) whether, in the assurer's opinion, the assurer has obtained the information and explanations which the assurer considers necessary for the performance of the assurer's functions.
- (4) If the certificate states that – 20
 - (a) in the assurer's opinion, the trade union's system for compiling and maintaining the register was not satisfactory for the purposes of complying with the union's duties under section 24(1) throughout the reporting period, or
 - (b) in the assurer's opinion, the assurer has failed to obtain the information and explanations which the assurer considers necessary for the performance of the assurer's functions, 25
 the certificate must state the assurer's reasons for making that statement.
- (5) In the case of a failure to obtain information or explanations as described in subsection (4)(b), the certificate must also – 30
 - (a) provide a description of the information or explanations requested or required which have not been obtained, and
 - (b) state whether the assurer required that information or those explanations from the union's officers, or officers of any of its branches or sections, under section 24ZE. 35
- (6) The reference in subsection (2) to signature by the assurer is, where that office is held by a body corporate or partnership, to signature in the name of the body corporate or partnership by an individual authorised to sign on its behalf. 40

24ZE Rights of assurer

- (1) An assurer appointed by a trade union under section 24ZB –
 - (a) has a right of access at all reasonable times to the register of the names and addresses of the union's members and to all other documents which the assurer considers may be relevant to whether the union has complied with any of the requirements of section 24(1), and 45

- (b) is entitled to require from the union’s officers, or the officers of any of its branches or sections, such information and explanations as the assurer considers necessary for the performance of the assurer’s functions.

- (2) In subsection (1) references to documents include information recorded in any form. 5

24ZF Duty to inform the Certification Officer

If an assurer provides a membership audit certificate in relation to a reporting period to a trade union which states that, in the assurer’s opinion— 10

- (a) the union’s system for compiling and maintaining the register was not satisfactory for the purposes of complying with the union’s duties under section 24(1) throughout that period, or
- (b) the assurer has failed to obtain the information and explanations which the assurer considers necessary for the performance of the assurer’s functions, 15

the assurer must send a copy of the certificate to the Certification Officer as soon as is reasonably practicable after it is provided to the union.

24ZG Duty of confidentiality 20

- (1) The duty of confidentiality as respects the register is incorporated in an assurer’s appointment by a trade union under section 24ZB.

- (2) The duty of confidentiality as respects the register is a duty which the assurer owes to the union—

- (a) not to disclose any name or address in the register of the names and addresses of the union’s members except in permitted circumstances, and 25
- (b) to take all reasonable steps to secure that there is no disclosure of any such name or address by another person except in permitted circumstances. 30

- (3) The circumstances in which disclosure of a member’s name or address is permitted are—

- (a) where the member consents,
- (b) where it is required or requested by the Certification Officer for the purposes of the discharge of any of the Officer’s functions, 35
- (c) where it is required for the purposes of the discharge of any of the functions of an inspector appointed by the Officer,
- (d) where it is required for the purposes of the discharge of any of the functions of the assurer, or
- (e) where it is required for the purposes of the investigation of crime or criminal proceedings.” 40

- (3) In section 24A(3) (securing confidentiality of register during ballots), after “duty of confidentiality” insert “, in the context of a scrutineer or independent person,”.

- (4) In section 44(4) (discharge of duties in case of union having branches or sections), at the appropriate place in the list insert— 45
“sections 24ZB and 24ZC (duty to appoint an assurer etc),”.

- (5) In section 299 (index of defined expressions), in the entry for “the duty of confidentiality”, after “confidentiality” insert “, in the context of a scrutineer or independent person”.

38 Investigatory powers

- (1) The Trade Union and Labour Relations (Consolidation) Act 1992 is amended as follows. 5
- (2) After section 24ZG (which is inserted by section 37), insert –
- “24ZH Power of Certification Officer to require production of documents etc**
- (1) If the Certification Officer thinks there is good reason to do so, the Officer – 10
- (a) may give directions to a trade union, or a branch or section of a trade union, requiring it to produce such relevant documents as are specified in the directions;
- (b) may authorise a member of the Officer’s staff or any other person (“an authorised person”), on producing (if so required) evidence of that authority, to require a trade union, or a branch or section of a trade union, to produce immediately to the authorised person such relevant documents as that person specifies. 15
- (2) “Relevant documents”, in relation to a trade union or a branch or section of a trade union, means – 20
- (a) the register of the names and addresses of the trade union’s members, and
- (b) documents of any other description which the Certification Officer or authorised person considers may be relevant to whether the union has failed to comply with any of the requirements of section 24(1) (duties regarding the register of members). 25
- (3) Directions under subsection (1)(a) must specify the time and place at which the documents are to be produced. 30
- (4) Where the Certification Officer, or an authorised person, has power to require the production of documents by virtue of subsection (1), the Officer or authorised person has the like power to require production of those documents from any person who appears to the Officer or authorised person to be in possession of them. 35
- (5) The power under this section to require the production of documents includes the power –
- (a) if the documents are produced –
- (i) to take copies of them or extracts from them;
- (ii) to require the person by whom they are produced to provide an explanation of any of them; 40
- (iii) to require any person who is or has been an official or agent of the trade union to provide an explanation of any of them;
- (b) if the documents are not produced, to require the person who was required to produce them to state, to the best of the person’s knowledge and belief, where they are. 45

- (6) For the purposes of subsection (5)(a)(iii), “agent” includes an assurer appointed by the trade union under section 24ZB.
- (7) For supplementary provision, see section 24ZK.

24ZI Investigations by inspectors

- (1) The Certification Officer may appoint one or more members of the Officer’s staff or other persons as an inspector or inspectors to –
 - (a) investigate whether a trade union has failed to comply with any of the requirements of section 24(1) (duties regarding the register of members), and
 - (b) report to the Officer in such manner as the Officer may direct. 10
- (2) The Certification Officer may only make such an appointment if it appears to the Officer that there are circumstances suggesting that the union has failed to comply with a requirement of section 24(1), 24ZA or 24ZB (duties etc relating to the register of members).
- (3) Where any person appears to the inspector or inspectors to be in possession of information relating to a matter considered by the inspector or inspectors to be relevant to the investigation, the inspector or inspectors may require the person –
 - (a) to produce to the inspector or inspectors any relevant documents relating to that matter, 20
 - (b) to attend before the inspector or inspectors, and
 - (c) otherwise to give the inspector or inspectors all assistance in connection with the investigation which the person is reasonably able to give.
- (4) “Relevant documents” means –
 - (a) the register of the names and addresses of the trade union’s members, and
 - (b) documents of any other description which the inspector or inspectors consider may be relevant to whether the union has failed to comply with any of the requirements of section 24(1). 30
- (5) Where a person who is not a member of the Certification Officer’s staff is appointed as an inspector under this section, there is incorporated in the appointment the duty of confidentiality as respects the register of the names and addresses of the trade union’s members.
- (6) The duty of confidentiality as respects that register is a duty which the inspector owes to the Certification Officer –
 - (a) not to disclose any name or address in the register of the names and addresses of the union’s members except in permitted circumstances, and
 - (b) to take all reasonable steps to secure that there is no disclosure of any such name or address by another person except in permitted circumstances. 40
- (7) The circumstances in which disclosure of a member’s name or address is permitted are –
 - (a) where the member consents, 45
 - (b) where it is required or requested by the Certification Officer for the purposes of the discharge of any of the Officer’s functions,

- (c) where it is required for the purposes of the discharge of any of the functions of the inspector or any other inspector appointed by the Officer,
- (d) where it is required for the purposes of the discharge of any of the functions of an assurer appointed under section 24ZB, or 5
- (e) where it is required for the purposes of the investigation of crime or criminal proceedings.
- (8) For supplementary provision, see section 24ZK.
- 24ZJ Inspectors’ reports etc**
- (1) An inspector or inspectors appointed under section 24ZI – 10
- (a) may make interim reports to the Certification Officer,
- (b) must make such reports if so directed by the Officer, and
- (c) on the conclusion of the investigation, must make a final report to the Officer.
- (2) A report under subsection (1) must be in writing. 15
- (3) An inspector or inspectors –
- (a) may at any time inform the Certification Officer of any matters coming to their knowledge as a result of the investigation, and
- (b) must do so if the Officer so directs.
- (4) The Certification Officer may direct an inspector or inspectors – 20
- (a) to take no further steps in the investigation, or
- (b) to take only such further steps as are specified in the direction.
- (5) Where such a direction is made, the inspector or inspectors are not required under subsection (1)(c) to make a final report to the Certification Officer unless the Officer so directs. 25
- 24ZK Sections 24ZH and 24ZI: supplementary**
- (1) Nothing in section 24ZH or 24ZI requires or authorises anyone to require –
- (a) the disclosure by a person of information which the person would in an action in the court be entitled to refuse to disclose on grounds of legal professional privilege, or 30
- (b) the production by a person of a document which the person would in such an action be entitled to refuse to produce on such grounds.
- (2) But a lawyer may be required under section 24ZH or 24ZI to disclose the name and address of the lawyer’s client. 35
- (3) A person is not excused from providing an explanation or making a statement in compliance with a requirement imposed under section 24ZH(5) or 24ZI(3) on the ground that to do so would tend to expose the person to proceedings for an offence. 40
- (4) But an explanation so provided or a statement so made may only be used in evidence against the person by whom it is provided or made on a prosecution for an offence where, in giving evidence, the person makes a statement inconsistent with it.
- (5) In this section and in sections 24ZH and 24ZI – 45

- (a) references to documents include information recorded in any form, and
 - (b) in relation to information recorded otherwise than in legible form, references to its production are to the production of a copy of the information in legible form.” 5
- (3) In section 24A(4)(b) (securing confidentiality of register during ballots), after “where it is” insert “required or”.

39 Enforcement

- (1) The Trade Union and Labour Relations (Consolidation) Act 1992 is amended as follows. 10
- (2) After section 24A (securing confidentiality of register during ballots), insert –
- “24B Enforcement of sections 24 to 24ZC by Certification Officer**
- (1) Where the Certification Officer is satisfied that a trade union has failed to comply with any of the requirements of section 24, 24ZA, 24ZB or 24ZC (duties etc relating to the register of members’ names and addresses), the Officer may make a declaration to that effect. 15
- (2) Before making such a declaration, the Certification Officer –
- (a) may make such enquiries as the Officer thinks fit,
 - (b) must give the union an opportunity to make written representations, and 20
 - (c) may give the union an opportunity to make oral representations.
- (3) If the Certification Officer makes a declaration it must specify the provisions with which the union has failed to comply.
- (4) Where the Certification Officer makes a declaration and is satisfied – 25
- (a) that steps have been taken by the union with a view to remedying the declared failure or securing that a failure of the same or any similar kind does not occur in future, or
 - (b) that the union has agreed to take such steps,
- the Officer must specify those steps in the declaration. 30
- (5) Where a declaration is made, the Certification Officer must give reasons in writing for making the declaration.
- (6) Where a declaration is made, the Certification Officer must also make an enforcement order unless the Officer considers that to do so would be inappropriate. 35
- (7) An “enforcement order” is an order imposing on the union one or both of the following requirements –
- (a) to take such steps to remedy the declared failure, within such period, as may be specified in the order;
 - (b) to abstain from such acts as may be so specified with a view to securing that a failure of the same or a similar kind does not occur in the future. 40
- (8) Where, having given the union an opportunity to make written representations under subsection (2)(b), the Certification Officer

determines not to make a declaration under subsection (1), the Officer must give the union notice in writing of that determination.

- (9) Where the Certification Officer requests a person to provide information to the Officer in connection with enquiries under this section, the Officer must specify the date by which that information is to be provided. 5
- (10) Where the information is not provided by the specified date, the Certification Officer must proceed with determining whether to make a declaration under subsection (1) unless the Officer considers that it would be inappropriate to do so. 10
- (11) A declaration made by the Certification Officer under this section may be relied on as if it were a declaration made by the court.
- (12) An enforcement order made by the Certification Officer under this section may be enforced in the same way as an order of the court.
- (13) Where an enforcement order has been made, a person who is a member of the union and was a member at the time it was made is entitled to enforce obedience to the order as if the order had been made on an application by that person. 15

24C Enforcement of sections 24ZH and 24ZI by Certification Officer

- (1) Where the Certification Officer is satisfied that a trade union or any other person has failed to comply with any requirement imposed under –
 - (a) section 24ZH (power of Certification Officer to require production of documents etc), or
 - (b) section 24ZI (investigations by inspectors),
 the Officer may make an order requiring the trade union or person to comply with the requirement. 20
- (2) Before making such an order, the Certification Officer must give the trade union or person an opportunity to be heard. 25
- (3) In the case of a failure to comply with a requirement imposed under section 24ZH or 24ZI to produce a document, the Certification Officer may make an order only if the Officer is satisfied that –
 - (a) the document is in the possession of the union or person, and
 - (b) it is reasonably practicable for the union or person to comply with the requirement. 30
- (4) In the case of a failure to comply with any other requirement imposed under section 24ZH or 24ZI, the Certification Officer may make an order only if the Officer is satisfied that it is reasonably practicable for the union or person to comply with the requirement. 35
- (5) The order must specify –
 - (a) the requirement with which the trade union or person has failed to comply, and
 - (b) the date by which the trade union or person must comply. 40
- (6) An order made by the Certification Officer under this section may be enforced in the same way as an order of the court.” 45

- (3) In section 24(6) (remedies for failure to comply with that section), after “court” insert “; see also the powers of the Certification Officer under section 24B to make a declaration and an enforcement order”.
- (4) In section 25 (remedy for failure: application to the Certification Officer), after subsection (6) insert – 5
- “(6A) For the purposes of subsection (6) the circumstances in which it is not reasonably practicable to determine an application within that time frame may include, in particular, where delay is caused by the exercise of the powers under section 24ZH or 24ZI (powers to require production of documents etc and to appoint inspectors).” 10
- (5) In section 26 (remedy for failure: application to the court), after subsection (8) insert –
- “(9) Where a person applies under this section in relation to an alleged failure and the Certification Officer has made a declaration regarding that failure under section 24B, the court must have due regard to the declaration and any order, observations or reasons made or given by the Officer under that section regarding that failure and brought to the court’s notice.” 15
- (6) In section 45D (appeals from Certification Officer), after “section” insert “24B, 24C”. 20
- (7) In section 256(1) (procedure before the Certification Officer) –
- (a) omit the “or” at the end of paragraph (a), and
- (b) in paragraph (b) after “matter” insert “, or
- (c) determining whether to make a declaration or enforcement order under section 24B or an order under section 24C.” 25

PART 4

SUPPLEMENTARY

40 Financial provision

- There is to be paid out of money provided by Parliament –* 30
- (a) *any expenditure incurred by a Minister of the Crown under or by virtue of this Act, and*
- (b) *any increase attributable to this Act in the sums payable under any other Act out of money so provided.*

41 Commencement

- (1) The following provisions of this Act come into force on such day as the Minister may appoint by order made by statutory instrument – 35
- (a) Part 1, except as mentioned in subsection (3)(a);
- (b) in Part 2 –
- (i) section 30 (extension of power to vary specify sums); 40
- (ii) section 31 (notification requirements for recognised third parties);
- (iii) section 34 (third party expenditure in respect of candidates);

- (iv) section 35 (functions of Electoral Commission with respect to compliance);
- (c) Part 3, except as mentioned in subsection (3)(c).
- (2) An order under subsection (1) –
 - (a) may appoint different days for different purposes, and 5
 - (b) may make transitional, transitory or saving provision.
- (3) The following provisions of this Act come into force on the day on which the Act is passed –
 - (a) any provision of Part 1 which confers power to make regulations, for the purposes of the exercise of that power; 10
 - (b) the provisions of Part 2 not mentioned in subsection (1)(b);
 - (c) section 37, for the purposes of the exercise of the power to make subordinate legislation conferred by section 24ZB(3) of the Trade Union and Labour Relations (Consolidation) Act 1992 (which is inserted by that section); 15
 - (d) Part 4.
- (4) Section 42 contains transitional provision relating to the commencement of the provisions to which subsection (3)(b) applies.
- (5) “The Minister” means –
 - (a) for the purposes of subsection (1)(a) and (b), the Secretary of State or the Lord President of the Council; 20
 - (b) for the purposes of subsection (1)(c), the Secretary of State.

42 Transitional provision

- (1) The amendments made by Part 2 which in accordance with section 41(3)(b) come into force on the day on which this Act is passed have effect only in relation to regulated periods beginning after that day. 25
- (2) In this section “regulated period” means a period in relation to which any limit is imposed by –
 - (a) Schedule 9 to PPERA 2000 (limits on campaign expenditure), or
 - (b) Schedule 10 to that Act (limits on controlled expenditure). 30
- (3) Subsection (4) applies if, apart from that subsection, the day on which this Act is passed would fall within a period in relation to which one or more limits are imposed by –
 - (a) paragraph 11 of Schedule 9 to PPERA 2000 (limit on campaign expenditure where combination of parliamentary election and other election), or 35
 - (b) paragraph 11 of Schedule 10 to that Act (limit on controlled expenditure where combination of parliamentary election and other election).
- (4) Where this subsection applies, the provision mentioned in subsection (3)(a) or (b) has effect (and is treated as always having had effect) as if –
 - (a) it did not impose the limit or limits mentioned in subsection (3), and
 - (b) instead, it imposed the parliamentary general election limits in relation to the transitional period. 40

- (5) In subsection (4) “the parliamentary general election limits” means the limit or limits that would, but for the provision mentioned in subsection (3)(a) or (b), have been imposed by paragraph 3 of Schedule 9 or paragraph 3 of Schedule 10 to PPERA 2000 in relation to expenditure incurred in the relevant period for the purposes of that paragraph. 5
- (6) In subsection (4) “the transitional period” means the period –
- (a) beginning with the day after –
 - (i) the day on which this Act is passed, or
 - (ii) if later, the latest day before the date of the poll for the parliamentary general election on which there is a poll for a relevant election, and
 - (b) ending with the date of the poll for the parliamentary general election.
- (7) The Minister may by order made by statutory instrument make provision disapplying the preceding provisions of this section, and applying alternative transitional, transitory or saving provision, where a poll for an extraordinary general election to the Scottish Parliament, the National Assembly for Wales or the Northern Ireland Assembly takes place in the period –
- (a) beginning with the day after that on which this Act is passed, and
 - (b) ending with the date of the poll for the next parliamentary general election. 15
- (8) A statutory instrument containing an order under subsection (7) may not be made unless a draft of the instrument has been laid before, and approved by a resolution of, each House of Parliament. 20
- (9) In this section –
- “the Minister” means the Secretary of State or the Lord President of the Council; 25
 - “PPERA 2000” means the Political Parties, Elections and Referendums Act 2000;
 - “relevant election” means –
 - (a) a general election to the European Parliament, 30
 - (b) an ordinary or extraordinary general election to the Scottish Parliament,
 - (c) an ordinary or extraordinary general election to the National Assembly for Wales, or
 - (d) an ordinary or extraordinary general election to the Northern Ireland Assembly. 35

43 Extent

- (1) Part 1 of this Act extends to the United Kingdom.
- (2) Any amendment or repeal made by Part 2 or 3 of this Act has the same extent as the enactment amended or repealed. 40
- (3) Part 4 of this Act extends to the United Kingdom and Gibraltar.

44 Short title

This Act may be cited as the Transparency of Lobbying, Non-Party Campaigning and Trade Union Administration Act 2013.

SCHEDULES

SCHEDULE 1

Section 2

CARRYING ON THE BUSINESS OF CONSULTANT LOBBYING

PART 1

EXCEPTIONS

- | | | |
|---|---|----|
| | | 5 |
| 1 | Nothing in this Act— | |
| | (a) affects the application of any enactment or rule of law preventing the freedom of speech and debates or proceedings in Parliament being impeached or questioned in any court or place out of Parliament, or | |
| | (b) otherwise affects the scope of the exclusive cognisance of Parliament. | 10 |
| 2 | (1) A Member of Parliament who makes communications within section 2(3) on behalf of a person or persons resident in his or her constituency does not, by reason of those communications, carry on the business of consultant lobbying. | |
| | (2) In sub-paragraph (1) “resident” has the meaning which it has for the purposes of section 4 of the Representation of the People Act 1983 (entitlement to be registered as a parliamentary elector). | 15 |
| 3 | (1) A person does not carry on the business of consultant lobbying if— | |
| | (a) the person (or, where the person is an employee, the person’s employer) carries on a business which is mainly a non-lobbying business, and | 20 |
| | (b) the making of communications within section 2(3) on behalf of another person or persons in return for payment is an insubstantial proportion of that business. | |
| | (2) In sub-paragraph (1)(a) a business is mainly a “non-lobbying business” if it consists mainly of activities other than making, on behalf of another person or persons, communications which— | 25 |
| | (a) relate to any of the matters mentioned in section 2(3)(a) to (d), and | |
| | (b) are made to any of the persons within sub-paragraph (3). | |
| | (3) The persons are— | 30 |
| | (a) members of, and office-holders in, government, and | |
| | (b) officials and members of staff of government. | |
| | (4) For the purposes of this paragraph, “government” includes— | |
| | (a) Her Majesty’s Government in the United Kingdom, | |
| | (b) the Scottish Administration, | 35 |
| | (c) the Welsh Assembly Government, | |

- (d) any Northern Ireland department,
 - (e) the Government of any sovereign Power other than the United Kingdom,
 - (f) local government in any part of the United Kingdom, and
 - (g) any institution of the European Union; 5
- (and the references to “the government” in section 2(3)(a) to (d) as applied by sub-paragraph (2)(a) are to be read accordingly).
- 4 A person does not carry on the business of consultant lobbying if –
- (a) the person (or, where the person is an employee, the person’s employer) acts generally as a representative of persons of a particular class or description, 10
 - (b) the income of the person (or employer) derives wholly or mainly from persons of that class or description, and
 - (c) the making of communications within section 2(3) on behalf of those persons is no more than an incidental part of that general activity. 15
- 5 (1) A person who, as an official or member of staff of –
- (a) a sovereign Power other than the United Kingdom, or the Government of such a Power, or
 - (b) an international organisation,
- makes communications within section 2(3) on its behalf does not, by reason of those communications, carry on the business of consultant lobbying. 20
- (2) An “international organisation” is any organisation which, for the purposes of section 1 of the International Organisations Act 1968, is declared to be (or is treated as being) an organisation of which –
- (a) the United Kingdom, or Her Majesty’s Government in the United Kingdom, and 25
 - (b) at least one other sovereign Power, or the Government of such a Power,
- are members.
- (3) Regulations may specify other organisations which are to be “international organisations” for the purposes of this paragraph. 30

PART 2

MEANING OF TERMS USED IN SECTION 2(1)

In return for payment

- 6 (1) “Payment” includes payment of any kind. 35
- (2) Communications may be made “in return for payment” whether the payment is made directly or indirectly.
- (3) In particular, it does not matter –
- (a) whether the person or persons making the payments are the person or persons on behalf of whom the communications are made, or 40
 - (b) whether a particular payment relates to any particular communication or communications.
- 7 (1) But a communication is not made in return for payment if –

- (a) a person makes the communication on behalf of persons of a particular class or description,
- (b) the income of the person making the communications derives wholly or mainly from persons who are not of that class or description, and
- (c) the person does not receive payment, from persons of that class or description, in return for making that communication. 5
- (2) If the person making the communication is an employee, the references in sub-paragraph (1)(b) and (c) to the person are to be read as references to the person's employer.
- 8 References in this Part of this Act to receiving payment to engage in lobbying are to be read in accordance with paragraphs 6 and 7. 10
- Communications*
- 9 A communication is not within section 2(3) if it is required to be made by or under any statutory provision or other rule of law.
- On behalf of another person* 15
- 10 An individual does not make communications on behalf of another person if the individual is an employee of that person.

PART 3

POSITIONS EQUIVALENT TO PERMANENT SECRETARY

- 11 (1) The positions mentioned in section 2(5) are – 20
- Cabinet Secretary;
- Chief Executive of Her Majesty's Revenue and Customs;
- Chief Medical Officer;
- Director of Public Prosecutions;
- First Parliamentary Counsel; 25
- Government Chief Scientific Adviser;
- Head of the Civil Service;
- Prime Minister's Adviser for Europe and Global Issues.
- (2) Regulations may amend sub-paragraph (1) by adding or removing a position. 30

SCHEDULE 2

Section 3

THE REGISTRAR OF CONSULTANT LOBBYISTS

Status

- 1 The Registrar is a corporation sole.
- 2 The Registrar exercises the functions of that office on behalf of the Crown. 35

Appointment

- 3 (1) The Registrar is to be appointed by the Minister.
- (2) The Registrar holds office in accordance with the terms and conditions of that appointment; but this is subject to sub-paragraphs (3) to (6).
- (3) The term of office for which the Registrar is appointed must not be more than 4 years. 5
- (4) A person may be appointed for a second or third term; but a re-appointment must not be for more than 3 years.
- (5) The Registrar may resign by giving written notice to the Minister.
- (6) The Minister may dismiss the Registrar if the Minister is satisfied that the Registrar is unable, unwilling or unfit to perform the functions of the office. 10
- 4 (1) A person is ineligible for appointment as the Registrar if, at any time in the previous 5 years, the person –
- (a) was a Minister of the Crown or a permanent secretary, or
- (b) carried on the business of consultant lobbying. 15
- (2) “Minister of the Crown” and “permanent secretary” have the meaning given by section 2(5).
- 5 A defect in the Registrar’s appointment does not affect the validity of anything done by the Registrar.

Remuneration and staffing 20

- 6 Service as the Registrar is not service in the civil service of the State.
- 7 (1) The Registrar may make arrangements for sums in respect of the following to be paid to or in respect of the person holding office as the Registrar –
- (a) remuneration;
- (b) allowances; 25
- (c) pension.
- (2) The sums paid under sub-paragraph (1) are to be determined by the Minister.
- 8 (1) The Registrar may make –
- (a) arrangements with the Minister or other persons for staff to be seconded to the Registrar; 30
- (b) arrangements with the Minister or other persons for accommodation or services to be provided to the Registrar.
- (2) The arrangements may include provision for payments by the Registrar to the staff or to the Minister. 35

Accounts

- 9 (1) The Registrar must keep proper accounts and proper records in relation to the accounts.
- (2) The Registrar must prepare a statement of accounts in respect of each financial year. 40

- (3) The Registrar must send a copy of the statement, within a period specified by the Minister, to the Comptroller and Auditor General.
- (4) After the Registrar has sent a copy of a statement of accounts to the Comptroller and Auditor General, the Comptroller and Auditor General must – 5
- (a) examine, certify and report on the statement, and
 - (b) arrange for a copy of the certified statement and the report to be laid before Parliament as soon as possible.
- (5) In this paragraph “financial year” means – 10
- (a) the period beginning on the day on which section 3 comes into force and ending on the following 31 March, and
 - (b) each successive period of 12 months.

Funding

- 10 (1) *The Minister may make grants or loans to the Registrar.*
- (2) *The grants or loans may be subject to conditions (including conditions as to repayment with or without interest).* 15

Amendment of other enactments

- 11 In Schedule 1 to the Public Records Act 1958 (definition of public records) at the appropriate place in Part 2 of the Table at the end of paragraph 3 insert – 20
- “The Registrar of Consultant Lobbyists”.
- 12 In Schedule 2 to the Parliamentary Commissioner Act 1967 (departments and authorities subject to investigation) before the entry for the “Registrar General for England and Wales” insert –
- “The Registrar of Consultant Lobbyists”.
- 13 In Part 6 of Schedule 1 to the Freedom of Information Act 2000 (other public bodies and offices which are public authorities) at the appropriate place insert – 25
- “The Registrar of Consultant Lobbyists”.

SCHEDULE 3

Section 26

CONTROLLED EXPENDITURE: QUALIFYING EXPENSES 30

After Schedule 8 to the Political Parties, Elections and Referendums Act 2000

insert –

“SCHEDULE 8A

Section 85

CONTROLLED EXPENDITURE: QUALIFYING EXPENSES

PART 1

QUALIFYING EXPENSES

5

Expenses qualifying where incurred for election purposes

- 1 For the purposes of section 85(2) the expenses falling within this Part of this Schedule are expenses incurred in respect of any of the matters set out in the following list.

List of matters

10

- (1) Advertising of any nature (whatever the medium used).
Expenses in respect of such advertising include agency fees, design costs and other costs in connection with preparing, producing, distributing or otherwise disseminating such advertising or anything incorporating such advertising and intended to be distributed for the purpose of disseminating it. 15
- (2) Unsolicited material addressed to electors (whether addressed to them by name or intended for delivery to households within any particular area or areas).
Expenses in respect of such material include design costs and other costs in connection with preparing, producing or distributing such material (including the cost of postage). 20
- (3) Any manifesto or other document setting out the policies (or the third party’s view on the policies) of one or more registered parties or of any category of registered parties or candidates.
Expenses in respect of such a document include design costs and other costs in connection with preparing, producing or distributing or otherwise disseminating any such document. 25
- (4) Market research or canvassing conducted for the purpose of ascertaining polling intentions. 30
- (5) The provision of any services or facilities in connection with press conferences or other dealings with the media.
- (6) Transport (by any means) of persons to any place or places with a view to obtaining publicity in connection with an election campaign.
Expenses in respect of the transport of such persons include the costs of hiring a particular means of transport for the whole or part of the period during which the election campaign is being conducted. 35
- (7) Rallies and other events, including public meetings organised so as to obtain publicity in connection with an election campaign or for other purposes connected with an election campaign. 40

Expenses in respect of such events include costs incurred in connection with the attendance of persons at such events, the hire of premises for the purposes of such events or the provision of goods, services or facilities at them.

Exclusions

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- 2 (1) Nothing in paragraph 1 extends to expenses incurred –
- (a) in respect of newsletters or similar publications issued by or on behalf of the third party with a view to giving electors in a particular electoral area information about the opinions or activities of, or other personal information relating to, their elected representatives or existing or prospective candidates, or 10
 - (b) in respect of unsolicited material that is –
 - (i) about the third party’s activities or objectives, and
 - (ii) addressed to the third party’s relevant supporters. 15
- (2) Sub-paragraph (1)(a) does not apply to expenses incurred –
- (a) in respect of newsletters or similar publications issued by or on behalf of a third party with a view to giving electors in a particular electoral area information about the opinions or activities of, or other personal information relating to, a member of the European Parliament elected in Great Britain (including the combined region) or existing or prospective candidates for such election, and 20
 - (b) within the period of four months ending with the date of the poll for an election to the European Parliament. 25
- (3) For the purposes of sub-paragraph (1)(b), a person is a “relevant supporter” of a third party if the person –
- (a) makes donations to the third party by way of a standing order or direct debit,
 - (b) pays subscriptions to the third party, or 30
 - (c) participates in the activities of the third party.

PART 2

SUPPLEMENTAL

Guidance by the Commission

- 3 (1) The Commission may prepare, and from time to time revise, a code of practice giving guidance as to the kinds of expenses which do, or do not, fall within Part 1 of this Schedule. 35
- (2) Once the Commission have prepared a draft code under this paragraph, they shall submit it to the Secretary of State for his approval. 40
- (3) The Secretary of State may approve a draft code either without modification or with such modifications as he may determine.
- (4) Once the Secretary of State has approved a draft code he shall lay a copy of the draft, whether –

- (a) in its original form, or
 - (b) in a form which incorporates any modifications determined under sub-paragraph (3),
before each House of Parliament.
- (5) If the draft incorporates any such modifications, the Secretary of State shall at the same time lay before each House a statement of his reasons for making them. 5
- (6) If, within the 40-day period, either House resolves not to approve the draft, the Secretary of State shall take no further steps in relation to the draft code. 10
- (7) If no such resolution is made within the 40-day period –
- (a) the Secretary of State shall issue the code in the form of the draft laid before Parliament, and
 - (b) the code shall come into force on such date as the Secretary of State may by order appoint,
and the Commission shall arrange for it to be published in such manner as they consider appropriate. 15
- (8) Sub-paragraph (6) does not prevent a new draft code from being laid before Parliament.
- (9) In this paragraph “40-day period”, in relation to a draft code, means – 20
- (a) if the draft is laid before one House on a day later than the day on which it is laid before the other House, the period of 40 days beginning with the later of the two days, and
 - (b) in any other case, the period of 40 days beginning with the day on which the draft is laid before each House,
no account being taken of any period during which Parliament is dissolved or prorogued or during which both Houses are adjourned for more than four days. 25
- (10) In this paragraph references to a draft code include a draft revised code. 30

Power to amend Part 1

- 4 (1) The Secretary of State may by order make such amendments of Part 1 of this Schedule as he considers appropriate.
- (2) The Secretary of State may make such an order either – 35
- (a) where the order gives effect to a recommendation of the Commission, or
 - (b) after consultation with the Commission.”

SCHEDULE 4

Section 32

REQUIREMENTS OF QUARTERLY AND WEEKLY DONATION REPORTS

40

After Schedule 11 to the Political Parties, Elections and Referendums Act

2000 insert –

“SCHEDULE 11A Sections 95A and 95C

REQUIREMENTS OF QUARTERLY AND WEEKLY DONATION REPORTS

PART 1

PRELIMINARY 5

- 1 (1) In this Schedule –
- (a) “quarterly report” means a report required to be prepared under section 95A;
 - (b) “reportable donation”, in relation to a quarterly report, has the same meaning as in that section; 10
 - (c) “weekly report” means a report required to be prepared under section 95C;
 - (d) “substantial donation”, in relation to a weekly report, has the same meaning as in that section;
 - (e) “reporting period”, in relation to a report, means the reporting period within the meaning of section 95A or 95C in respect of which the report is made. 15
- (2) References in this Schedule to the value of a donation are to its value as determined in accordance with paragraph 5 of Schedule 11. 20
- (3) References in this Schedule to section 56 are to that section as applied by paragraph 7 of Schedule 11.

PART 2

QUARTERLY REPORTS

Requirements of quarterly reports 25

- 2 (1) A quarterly report in respect of a reporting period –
- (a) must contain the statement mentioned in paragraph 3(1) (reportable donations accepted during reporting period), and
 - (b) must contain the statement mentioned in paragraph 5 (reportable donations from impermissible or unidentifiable donors dealt with during reporting period). 30
- (2) Where, because of the application of paragraph 2(3B) of Schedule 6 by virtue of paragraph 3(2)(a), the information required in the statement mentioned in paragraph 3(1) is a statement that the recognised third party has seen certain evidence that an individual has an anonymous entry in an electoral register (within the meaning of the Representation of the People Act 1983), the quarterly report must be accompanied by that evidence. 35

Statement etc relating to reportable donations accepted during reporting period

- 3 (1) The statement required by paragraph 2(1)(a) to be contained in a quarterly report is a statement recording –
- (a) the appropriate details in relation to each reportable donation accepted by the recognised third party during the reporting period which is of a substantial value in the context of that period, 5
 - (b) the total value of all other reportable donations which are accepted by the recognised third party during the reporting period, and 10
 - (c) such other information as may be required by regulations made by the Commission.
- (2) In relation to a reportable donation of the kind mentioned in sub-paragraph (1)(a), the “appropriate details” means –
- (a) the information about the donor which is, in connection with recordable donations to registered parties, required to be recorded in donation reports by virtue of paragraph 2 of Schedule 6, 15
 - (b) where the donation is of money, the amount of the donation, 20
 - (c) where the donation is not of money, the nature of the donation and its value,
 - (d) the date the donation was accepted by the recognised third party, and
 - (e) such other information as may be required by regulations made by the Commission. 25
- (3) Where the recognised third party did not accept any reportable donations during the reporting period, the statement must record that fact.
- 4 (1) For the purposes of paragraph 3(1)(a), a reportable donation is of a substantial value in the context of a reporting period (“the reporting period”) if – 30
- (a) in a case where there are no reportable donations made by the donor which have been recordable in any previous relevant quarterly report, condition A is met; 35
 - (b) in any other case, condition B is met.
- (2) Condition A is met if –
- (a) the value of the donation is more than £7,500, or
 - (b) its value, when added to the value of all other reportable donations (if any) made by the same donor which are accepted by the recognised third party in the relevant qualifying regulated period, is more than £7,500. 40
- (3) Condition B is met if –
- (a) the value of the donation is more than £1,500, or
 - (b) its value, when added to the value of all other reportable donations (if any) made by the same donor which fall within sub-paragraph (4), is more than £1,500. 45
- (4) A reportable donation falls within this sub-paragraph if –

- (a) it is accepted by the recognised third party in the relevant qualifying regulated period, and
 - (b) it was not recordable in any previous relevant quarterly report.
- (5) If a reportable donation which is aggregated under sub-paragraph (2)(b) or (3)(b) was accepted by the recognised third party in a previous reporting period, the donation is to be treated for the purposes of paragraph 3(1)(a) as accepted by the third party during the reporting period. 5
- (6) For the purposes of this paragraph a donation is “recordable in any previous relevant quarterly report” if details of the donation were required to be recorded under paragraph 3(1)(a) in any previous quarterly report in relation to the recognised third party in the case of the relevant qualifying regulated period. 10
- (7) In this paragraph, “the relevant qualifying regulated period” means the qualifying regulated period (within the meaning of section 95A) within which the reporting period falls. 15

Statement of reportable donations dealt with during reporting period

- 5 (1) The statement required by paragraph 2(1)(b) to be contained in a quarterly report is a statement recording the appropriate details in relation to each reportable donation which – 20
- (a) the recognised third party is prohibited from accepting by virtue of –
 - (i) paragraph 6(1)(a) of Schedule 11, or
 - (ii) paragraph 6(1)(b) of that Schedule, and 25
 - (b) is dealt with by the recognised third party during the reporting period in accordance with section 56(2).
- (2) In relation to a reportable donation of the kind mentioned in sub-paragraph (1)(a)(i), the “appropriate details” means – 30
- (a) the name and address of the donor,
 - (b) where the donation is of money, the amount of the donation,
 - (c) where the donation is not of money, the nature of the donation and its value,
 - (d) the date the donation was received by the recognised third party, 35
 - (e) the date and manner in which the donation was dealt with in accordance with section 56(2)(a), and
 - (f) such other information as may be required by regulations made by the Commission. 40
- (3) In relation to a reportable donation of the kind mentioned in sub-paragraph (1)(a)(ii), the “appropriate details” means – 45
- (a) details of the manner in which the donation was made,
 - (b) where the donation is of money, the amount of the donation,
 - (c) where the donation is not of money, the nature of the donation and its value,

- (d) the date the donation was received by the recognised third party,
 - (e) the date and manner in which the donation was dealt with in accordance with section 56(2)(b), and
 - (f) such other information as may be required by regulations made by the Commission. 5
- (4) Where the recognised third party did not deal with any reportable donations of the kind mentioned in sub-paragraph (1) in accordance with section 56(2) during the reporting period, the statement must record that fact. 10

Supplementary

- 6 Where reference is made in this Part to a donation being accepted, or dealt with in accordance with section 56(2), by a recognised third party during a reporting period, it is irrelevant whether the donation was also received by that party in that period. 15

PART 3

WEEKLY REPORTS

- 7 (1) A weekly report in respect of a reporting period must contain –
- (a) a statement recording the appropriate details in relation to each substantial donation received by the recognised third party during that period, or 20
 - (b) if the recognised third party did not receive any substantial donations during that period, a statement to that effect.
- (2) The “appropriate details” means –
- (a) the information about the donor which is, in connection with recordable donations to registered parties, required to be recorded in donation reports by virtue of paragraph 3 of Schedule 6, 25
 - (b) where the donation is of money, the amount of the donation, 30
 - (c) where the donation is not of money, the nature of the donation and its value,
 - (d) the date the donation was received by the recognised third party, and
 - (e) such other information as may be required by regulations made by the Commission.” 35

Transparency of Lobbying, Non-Party Campaigning and Trade Union Administration Bill

A

B I L L

To make provision for establishing and maintaining a register of persons carrying on the business of consultant lobbying and to require those persons to be entered in the register; to make provision about expenditure and donations for political purposes; to make provision about the Electoral Commission's functions with respect to compliance with requirements imposed by or by virtue of enactments; to make provision relating to a trade union's duty to maintain a register of members under section 24 of the Trade Union and Labour Relations (Consolidation) Act 1992; and for connected purposes.

*Presented by Mr Andrew Lansley
supported by the Prime Minister,
the Deputy Prime Minister,
Mr Chancellor of the Exchequer,
Secretary Vince Cable, Oliver Letwin,
Miss Chloe Smith, Tom Brake,
Jo Swinson and Joseph Johnson.*

*Ordered, by The House of Commons,
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