

Contents

<i>List of Figures and Tables</i>	viii
-----------------------------------	------

<i>Preface</i>	xi
----------------	----

1 Parliament in Perspective	1
The decline of legislatures	2
The paradox of legislatures	7
The power of legislatures	12
The functions of legislatures	12
Explaining Parliament in Britain	13
2 The Development of Parliament	15
The House of Commons	16
The House of Lords	30
The changing constitutional environment	39
Conclusion	40

PART I PARLIAMENT AND GOVERNMENT

3 Recruiting ministers	43
Ministers in Parliament	43
The shift to the Commons	44
Growth in numbers	46
Consequences for ministers	47
Ministerial recruitment	47
A training ground	50
Wider consequences	52
Parliament	52
Government	56
Conclusion	59
4 Policy-making: The Early Stages	61
The policy-making process	62
Initiation	64
Formulation	67
The impact of Parliament: decision-making	69
The impact of Parliament: anticipated reaction	78
The impact of Parliament: institutional constraints	79
Conclusion	81

5	Legislation	82
	Legislative process	84
	The House of Commons	84
	The first and second readings	84
	Committee stage	85
	Report and third reading	87
	House of Lords	87
	Private members' bills	89
	Private legislation	90
	Secondary legislation	91
	The effect of Parliament	93
	Saying no to government	93
	Persuading the government	97
	Institutional constraints	101
	Conclusion	102
6	The Administration of Government	103
	Inside the chamber	104
	Outside the chamber	116
	Impact?	129
	Conclusion	136
7	Beyond Central Government: the European Union, Devolution and Human Rights	137
	The European Union	138
	The House of Commons	139
	The House of Lords	143
	Devolution	147
	Human Rights Act	149
	Parliamentary adaptation	152
	Conclusion	156
PART II PARLIAMENT AND CITIZEN		
8	Representing the People	159
	Acting on behalf of some individual or group	160
	Freely elected	166
	Socially typical	170
	Symbolic	174
	The challenge to legitimacy	175

9	The Voice of the Constituents	178
	The changing nature of constituency demands	178
	MP's responsiveness	183
	Effects	185
	Conclusion	194
10	The Voice of Organised Interests	197
	The role of party	197
	The impact of groups	199
	Explanations of change	203
	Consequences	206
	Conclusion	212
11	Other Voices, Other Interests	215
	The past century	216
	A growing voice	217
	Limitations	222
	Conclusion	223
12	Reaching the Public	227
	Lack of contact	228
	Developing links	229
	Consequences	236
	Conclusion	241
13	Conclusion: Parliament – The Power and the Future	242
	Perceptions of decline	242
	The wider picture	244
	The institutional impact	246
	Whither Parliament?	250
	Listening to the people	250
	Making the government hear	253
	Speaking to the people	255
	Achieving change	257
	Conclusion	259
	<i>Further Reading</i>	261
	<i>Bibliography</i>	264
	<i>Index</i>	280