

PREM 19/1794



Animal Welfare Matters

HOME AFFAIRS

PTI:

June 1979

Referred to	Date	Referred to	Date	Referred to	Date	Referred to	Date
<del>2.5.86</del>							
<del>12.5.86</del>							
<del>14.5.86</del>							
<del>16.5.86</del>							
<del>29.5.86</del>							
25.9.86							
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● PART 1 ends:-

PAB to HO. 25.9.86

PART 2 begins:-

S. PHIPPANO to AT. 15.6.90





## Published Papers

The following published paper(s) enclosed on this file have been removed and destroyed. Copies may be found elsewhere in The National Archives.

Cmnd. 8883 – SCIENTIFIC PROCEDURES ON LIVING ANIMALS. Presented to Parliament by the Secretary of State for the Home Department by Command of Her Majesty May 1983. Published by HMSO. ISBN 0 10 188830 9

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House of Commons HANSARD, 22 March 1979, column 718:  
Animal Welfare

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Signed

*J. Gray*

Date

*25/9/2014*

**PREM Records Team**





10 DOWNING STREET

LONDON SW1A 2AA

*From the Private Secretary*

25 September 1986

Thank you for your letter of  
19 September about the misuse of crossbows.  
The Prime Minister has noted the contents  
of this.

P.A. Bearpark

William Fittall, Esq.,  
Home Office.

sfw



C. R.  
**PRIME MINISTER**

**CROSSBOWS**

I gather that earlier this year you asked to be kept informed of progress on legislation bearing on the misuse of crossbows.

The attached letter sets it out in detail. In summary the Home Secretary has concluded that legislation on the misuse of crossbows is adequate, but further measures are required to control their sale. Some of these are non-statutory (issue of leaflets etc.) but he also proposes to introduce legislation to prevent sales to people under 17.

---

PSB

Thank you  
MT

(P.A. BEARPARK)

24 September 1986



526G



HOME OFFICE  
QUEEN ANNE'S GATE  
LONDON SW1H 9AT

19 September 1986

Dear Andy

at Foot

In his note of 12 March, Mark Addison indicated the Prime Minister's interest in the Home Secretary's review of the legislation bearing on the misuse of crossbows and asked to be kept informed.

The review was undertaken against a background of considerable public concern about the potential dangers of these items. Since Janet Fookes raised this subject early in February, media coverage of the campaign has increased and several incidents involving the misuse of crossbows have been highlighted in the popular press. An Early Day Motion calling for a ban on the unrestricted sale of crossbows to the public across the counter and by mail order, and the institution of a licensing system to cater for legitimate interests, has attracted over 160 signatories, with a further 8 in support of an amended Motion in effect calling for a total ban on sales. A Ten Minute Rule Bill (Crossbows (Restrictions) Bill) seeking to restrict and control the sale of crossbows and make their sale to minors a punishable offence was introduced by Don Dixon in June; it fell at second reading on 4 July. Since the beginning of the year, approximately 90 letters from Members and 75 from members of the public expressing concern about crossbows and calling for restrictions on their sale have been received.

In order that the Home Secretary might obtain a balanced view of the crossbow problem, consultations have taken place with the police, the RSPCA, the crossbow sporting and manufacturing interests and other interested parties. He is satisfied from these discussions that the legislation which can be brought to bear on cases of actual misuse, though not always widely known, is adequate. He considers however that there is some justification for the public concern about the unrestricted sale of crossbows to young people and proposes a number of statutory and non-statutory measures.

The non-statutory measures are these:

- (a) the issue of a guidance notice to all crossbow retail outlets advising traders not to sell to any person under a specific age and encouraging the recording of names and addresses of people who purchase crossbows;
- (b) the issue of an educational leaflet advising crossbow users on points of law and giving guidance on the safe use, carriage and storage of crossbows.

/In respect

P A Bearpark, Esq



In respect of statutory measures, we have considered the feasibility of introducing a full licensing system such as exists, for example, under section 2 of the 1968 Firearms Act in respect of shotguns. It has emerged from our study however, that, while crossbow vandalism can have very distressing results, the overall incidence of misuse is comparatively low. Statistics are not kept for the purpose of compiling the criminal statistics for England and Wales which are published annually, but the police and the RSPCA have gathered statistical information which indicates that the number of recorded incidents of crossbow misuse over a twelve month period is unlikely to exceed 200 compared with a possible 5,000 in respect of air weapons. It is estimated that there are between 100-200,000 crossbows already in private hands; there are probably several million air weapons. The police have confirmed that crossbow misuse is not at present a major problem, particularly when compared with misuse of other weapons such as air weapons and shotguns. For this reason, it would be hard to justify placing on the police the administrative burden of an expensive system of legislative controls on crossbows. Any movement towards a licensing system for crossbows would strengthen the call for similar measures in respect of air weapons and other potentially dangerous items.

The Home Secretary has looked closely at a number of alternatives, in particular a system of licensing based on a distinction between members of crossbow clubs and others. However, the concept of a licensing system based on club membership, while in principle less resource-demanding for the police, is fundamentally undermined by the unstructured nature of crossbow sport: very few crossbow users are club members, there are relatively few clubs affiliated to the national crossbow bodies, and those that do exist do not generally own their own premises.

While there is no evidence to link misuse to any particular category of person either by age or other social factor, crossbows are powerful weapons and the Home Secretary considers that they should not be in the hands of unsupervised juveniles. He proposes therefore that a handout Bill should be prepared which could be available for introduction in the next session. It would make it an offence to sell a crossbow to someone under the age of 17; for someone under the age of 17 to purchase a crossbow; and for someone under 17 to have with him a crossbow capable of discharging a missile unless supervised by a person over 21.

Introducing a ban on sales to and purchases by young people under 17 would bring crossbows into line with the rules governing the sale and purchase of firearms, including air weapons, under sections 22(1) and 24(1) of the 1968 Firearms Act. The 1968 Act also contains restrictions on the possession of shotguns and air weapons by young people, which are broadly similar to what I have in mind for crossbows. The penalties for the proposed crossbow offences could mirror those in the 1968 Act, which stand at a maximum of 6 months' imprisonment or a fine of £2,000 or both, in respect of the offences of selling and purchasing, and a fine of up to £400 in respect of unsupervised possession of a shotgun.



The Home Secretary believes that this package of limited measures would cover the main areas of purchase and possession by young people without unduly inhibiting legitimate use. They would go some way towards meeting the concerns which have been widely expressed since Janet Fookes' campaign to introduce controls on crossbows gained momentum in February; they would not fully satisfy the RSPCA and similar bodies, who support a full licensing system, but would be seen as a step in the right direction. The measures would be acceptable to the police and would have no significant resource implications. They are unlikely to find particular favour with the crossbow sportsmen or the manufacturers, although they would be regarded as less onerous than a licensing system.

The Home Secretary has today written to the Lord President, setting out these proposals, seeking the agreement of H Committee (and that of the Lord Privy Seal to a handout Bill).

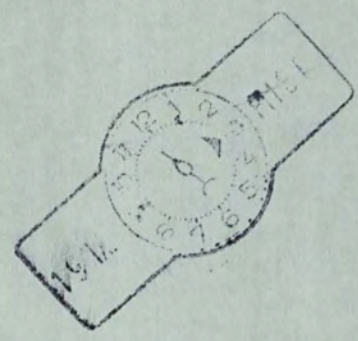
Yours ever  
W R Fittall

W R FITTALL



Home Affairs: Animal welfare June 1979

100.





PERSONAL



10 DOWNING STREET

THE PRIME MINISTER

29 May 1986

*Dear Douglas.*

Thank you for your letter of 21 May with which you enclosed one from Sir Robin Ibbs.

I have read Robin's letter with interest. His opinions are always to be valued and I therefore take particular note of his comments on the work of the Home Office in steering the Animal (Scientific Procedures) Bill through Parliament. It was a sensitive and potentially contentious piece of legislation and it is a great credit to all concerned that it had such a smooth passage. I hope that you will make sure that the officials concerned know about Sir Robin Ibbs' praise. *I am so pleased that he wrote. Letters of*

*justified appreciation are all too rare.*

I read what both you and Robin say about David Mellor. I will keep this in mind.

*Yours ever*

*Douglas*

The Rt. Hon. Douglas Hurd, C.B.E., M.P.

BM



Migel Wickes.



May 21.

Dear Prime Minister,

I should  
be grateful if you could cast an  
eye on the enclosed letter from  
Robin Ibbs.

I think that what he says  
about the Animals Bill, and  
the work of my officials, is well  
justified. We have deliberately not  
blown trumpets about this because  
we do not want to arouse all  
the familiar controversies about  
animal experiments. But this is a





major achievement of your Govt in  
an area of enormous difficulty.  
As Robin says, a large share  
of the credit must go to David  
Mellor, and I very much hope  
that this can be remembered —  
tho' I would hate to lose him from  
the H.C. bill we have  
secured the  
Criminal Justice  
Bill next session!

Douglas.



Imperial Chemical Industries PLC

Imperial Chemical House  
Millbank London SW1P 3JF

Telephone 01-834 4444

From Sir Robin Ibbs

The Rt Hon Douglas Hurd CBE, MP  
The Secretary of State  
Home Office  
50 Queen Anne's Gate  
London SW1H 9AT

19 May 1986

Now that the Animals (Scientific Procedures) Bill has completed all its Parliamentary stages, I should like to express our appreciation of the work of the Home Office in initiating this difficult piece of legislation and piloting it through.

I am very aware of the pressures on Parliamentary time and we well understood the Government's difficulties last summer when it seemed that it might not be possible to include this Bill in the legislative programme. As you may know, I wrote to your predecessor at the time expressing our concerns and we were very glad that the Cabinet decided to press ahead with the Bill.

It has not been an easy piece of legislation to put together, balancing as it must the legitimate needs of medical research and safety-testing in the interests of human health, against some equally understandable demands on behalf of animal welfare.

The considerable time and effort devoted by the Home Office to discussions with the numerous interested parties, doubtless helped to achieve a greater consensus of opinion. This in turn resulted in the isolation of the extremists and the emergence of legislation which, while much more rigorous in its control of animal experiments, is nevertheless still workable by all serious research departments in industry and academia.

The Minister most closely identified with the Bill is of course David Mellor and in ICI we believe a particular tribute is due to his energy and skill in pulling the legislation together - and not, it has to be said, without unpleasant personal exposure to him and his family. We have also been most impressed by the efforts of the officials in your Department.

I am aware that much detailed work remains to be done on the practical implementation of the new Statute and I can assure you of ICI's collaboration in this. Meanwhile I wanted to take this opportunity to express our appreciation.





cc ~~BA~~  
2 MARSHAM STREET  
LONDON SW1P 3EB  
01-212 3434

My ref: *EDD*

Your ref: *1910*

16 May 1986

*Mr Michael.*

WELFARE OF BATTERY HENS - PROPOSED CHALLENGE TO COUNCIL DIRECTIVE  
86/113/EEC

Thank you for copying to me your letter of 2 May to Geoffrey Howe. *at 11am.*

I fully support your proposal that the UK should institute proceedings before the European Court in respect of the Battery Hen Cages Directive. The case will be a useful complement to the challenge to the Hormones Directive which is already under way.

The Principle at issue in these two cases is of course more than passing interest to my Department. We anticipate that when the Single European Act is in force, the Commission will seek to base what are essentially environmental proposals on Article 100A with its provisions for qualified majority voting, despite the presence in the SEA of a special environmental chapter based on unanimity. Success for the UK on the battery hens and hormones cases would, I believe, help us greatly in forthcoming battles with the Commission over Article 100A.

I am copying this letter to the Prime Minister and to the other colleagues who received yours.

*Kenneth Baker*  
KENNETH BAKER

The Rt Hon Michael Jopling MP



HOMES AFFAIRS

Animal Welfare 6/19







RESTRICTED

CVBG

FCS/86/132

END  
14/5

MINISTER OF AGRICULTURE, FISHERIES AND FOOD

Welfare of Battery Hens - Proposed Challenge to Council Directive  
86/113/EEC

1. Thank you for your letter of 2<sup>nd</sup>/May seeking agreement that we should challenge in the European Court of Justice the recent Community directive on the welfare of battery hens.
2. Since the legal issues are, as you say, more clear cut than in the comparable hormones case which we are also challenging I agree that we should proceed as you propose. I think it would strengthen our case if we had support from other Member States. Since Denmark joined with us in voting against the measure and Germany and the Netherlands also had reservations on the substance you might consider seeking their support for our case in the Court.
3. So far as further legal challenges on other measures are concerned I think we shall need to consider each on its merits.
4. You mention the possibility of a hostile reaction by the animal welfare lobby. You will be better able to judge than I am whether they are open to reasoned argument. But you might want to try to make sure that it is clearly understood that our objections to the directive are based on legal grounds, not substance, and that if the Court found in our favour we would hope that the directive could be re-adopted but on the correct legal basis.

/5.

RESTRICTED



RESTRICTED



5. I am copying this letter to the Prime Minister, members of OD(E), the Secretaries of State for Wales, Northern Ireland, Scotland and the Environment, the Solicitor General and Sir Robert Armstrong.

A handwritten signature in dark ink, appearing to be 'G. Howe', written in a cursive style.

(GEOFFREY HOWE)

Foreign and Commonwealth Office  
14 May 1986

CONFIDENTIAL



Home Affairs Annual welfare 6/75





CCBA



Y SWYDDFA GYMREIG  
GWYDYR HOUSE  
WHITEHALL LONDON SW1A 2ER  
Tel. 01-233 3000 (Switsfwrdd)  
01-233 6106 (Llinell Union)

WELSH OFFICE  
GWYDYR HOUSE  
WHITEHALL LONDON SW1A 2ER  
Tel. 01-233 3000 (Switchboard)  
01-233 6106 (Direct Line)

*Oddi wrth Ysgrifennydd Gwladol Cymru* The Rt Hon Nicholas Edwards MP *From The Secretary of State for Wales*

*Nicholas Edwards*

12 May 1986

*col  
m/5*

WELFARE OF BATTERY HENS - COUNCIL DIRECTIVE 80/113/EEC

I have seen your letter of 2 May addressed to Geoffrey Howe.  
I agree with your proposed course of action on the recent  
directive on the welfare of battery hens.

Copies of this letter go to the recipients of yours.

*J. ...  
Nicholas*

The Rt Hon Michael Jopling  
Ministry of Agriculture, Fisheries and Food  
Whitehall Place  
LONDON  
SW1A 2HH





SCOTTISH OFFICE  
WHITEHALL, LONDON SW1A 2AU

The Rt Hon Sir Geoffrey Howe QC MP  
Secretary of State for Foreign and  
Commonwealth Affairs  
Foreign and Commonwealth Office  
Downing Street  
London  
SW1A 2AL

7 May 1986

Dear Geoffrey,

*attached*

Michael Jopling wrote to you on 2 May proposing that we mount a challenge in the European Court of Justice to the recent directive on the welfare of battery hens.

The counter arguments to a challenge which Michael outlines in paragraph 6 of his letter are, I agree, real but in my view these are outweighed by the fundamental issue of legal propriety which he explains. I am therefore content for us to proceed as he proposes.

I am copying this letter to the Prime Minister, to Michael Jopling and to the other recipients of his letter.

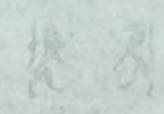
*Yours ever,  
Malcolm*

MALCOLM RIFKIND



Home Affairs, Annual Warrant: June 79

POSTAL OFFICE  
UNITED KINGDOM



The British Air Services House  
Secretary of State for Foreign and  
Commonwealth Affairs  
Foreign and Commonwealth Office  
Downing Street  
London W1A 3AB  
ENGLAND

July 1988

...that we should be  
...the recent directive of  
...with Michael Smith in  
...in my view these are  
...legal property which the  
...proposed as he proposed  
...to the Prime Minister, to Michael Jopling and to  
...the other recipients of the letter



MAJ. COLM RYLAND

11/12/88





From the Minister

MINISTRY OF AGRICULTURE, FISHERIES AND FOOD  
WHITEHALL PLACE, LONDON SW1A 2HH

*NB PM*

The Rt Hon Sir Geoffrey Howe QC MP  
Secretary of State for Foreign and  
Commonwealth Affairs  
Foreign & Commonwealth Office  
Downing Street  
London SW1A 2AL

2 May 1986

WELFARE OF BATTERY HENS - PROPOSED CHALLENGE TO COUNCIL DIRECTIVE  
86/113/EEC

1. I am writing to seek colleagues' formal agreement to our challenging the recent directive on the welfare of battery hens in the European Court of Justice.
2. This directive, which was published in the Official Journal on 10 April and notified on 15 April, lays down minimum space allowances and other welfare standards for hens kept in battery cages. It also authorises national aids for adaptation of buildings to meet these requirements. It was adopted on the basis of Articles 42 and 43 despite repeated requests - notably from the United Kingdom and Denmark - that Article 100 should also be mentioned. Accordingly at the Council on 25 March we and the Danes voted against the proposal. As regards the substance of the directive, we support the objectives and indeed were disappointed that it did not go further to protect the welfare of hens. We, Germany, Netherlands and Denmark entered a statement in the minutes to this effect.
3. I believe we should challenge this directive in order to maintain the protection included in Article 100 which requires unanimity for measures demanding harmonisation of national laws. The reason for challenging the directive is therefore of legal and constitutional importance. We need to check the recent trend of the Council to adopt by qualified majority under Article 43 directives which demand a significant measure of harmonisation of national laws outside the objectives of Article 39; in such cases the Council has, until recently, amended the Commission's proposal to add a reference to Article 100 to the powers relied on. This is the more important because, after the entry into force of the Single European Act, Article 100 will be superseded by the new Article 100A. While this substitutes adoption by qualified majority for unanimity, it also contains important safeguards which you and the Prime Minister devoted much effort to negotiating

/at last December's



at last December's European Council. If the precedent is set of adopting all harmonisation measures concerning agriculture under Article 43 alone, those safeguards, which were designed to protect our high animal and plant health standards, will be shown to be useless.

4. You will recall that we have already taken action against the hormones directive because of the same question of Article 43 and Article 100, and because of various procedural irregularities in its adoption. There is a risk that the Court might decide the case on other grounds than that of the basis of the directive in the Treaty; there is also a danger that our well known opposition to the ban on hormones might tell against us in the Court. A further challenge on the Article 43/Article 100 issue in a case where we supported the policy would show the Court and the rest of the Community that we are serious about it. The directive on the welfare of battery hens does not suffer from comparable procedural complications so there should be a good chance of getting a ruling on this important legal point in one or both cases.

5. Although the battery hens directive contains some provisions which are correctly based on Articles 42 and 43, eg the authorisation of national aids, there is little doubt that its main thrust concerns animal welfare, a subject which falls out with the scope of those Articles.

6. I have also considered the arguments against mounting a challenge. There is bound to be criticism from the animal welfare lobby, who take a very close interest in battery hens, that we have obstructed even the limited progress made in this area. In the absence of Community rules they may press for national standards supported by import restrictions which would contravene the Treaty. The egg industry may also complain that no sooner had the uncertainty of several years' negotiation been resolved than the issue was thrown open again. We shall have to be ready to respond to such points and I am giving thought as to how the news of our challenge should be announced. But I do not consider that these arguments outweigh the legal and political reasons for going ahead.

7. My proposed course of action has already been agreed at official level. The Solicitor General has also approved it, taking the view that the arguments in favour of a challenge clearly outweigh those against.

8. I should mention that further measures are already under discussion at working level on which we shall similarly need to argue for the addition of Article 100 to the legal base. If these are nevertheless adopted under Article 43 alone, it may be appropriate to consider bringing further legal challenges.

/9. I am copying ...

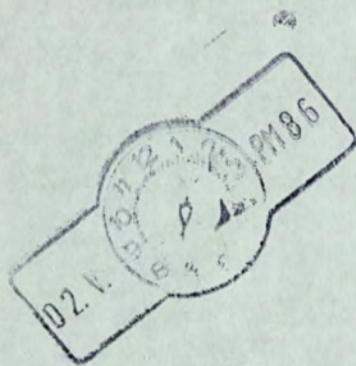


9. I am copying this letter to the Prime Minister, members of OD(E), the Secretaries of State for Wales, Northern Ireland, Scotland and the Environment, the Solicitor General and to Sir Robert Armstrong. In view of the shortness of time for making our application, I should be grateful to receive any comments by 9 May.

*John Evans*  
*Michael*

MICHAEL JOPLING







FILE

DA



10 DOWNING STREET

*From the Private Secretary*

12 March 1986

**CROSSBOWS**

Following our conversation earlier today, this is to confirm the Prime Minister has expressed an interest in the Home Secretary's review of the legislation bearing on the misuse of crossbows, and I should be grateful to be kept informed.

I am copying this to Michael Stark (Cabinet Office).

(Mark Addison)

William Fittall, Esq.,  
Home Office.

ECU



**BRIEFING FOR THE PRIME MINISTER'S INTERVIEW ON RADIO 4: CROSSBOWS**General line to take

*2/2  
on  
down  
the  
line*

I can well understand the concerns that many people have expressed about the misuse of crossbows. Of course legislation already exists which has a bearing on such misuse but Douglas Hurd is at present looking at all aspects of the problem to see whether any further special measures are necessary.

Supplementary note

Miss Fookes tabled a Parliamentary Question in early February 1986 calling for a ban on the sale of crossbows following a poaching incident in Devon in which a young stag sustained severe injuries from a crossbow bolt. There has since been a growing campaign by certain sections of the press for some action, such as a licensing system, to be taken. Copies of a selection of such articles are behind.

## BACKGROUND NOTE

The Protection of Animals Act 1911 makes it an offence to cause or, being the owner, permit to be caused any unnecessary suffering to any domestic or captive animal. It is also an offence under the Wildlife and Countryside Act 1981 to kill any wild animal with a bow or crossbow. Moreover the Prevention of Crime Act makes it an offence to possess any offensive weapon in a public place without lawful authority or reasonable excuse. There are other Acts and bye-laws which prohibit the wanton discharge of missiles in any street or public place. Depending on the circumstances, the misuse of a crossbow could also be an offence against the person and could attract very severe penalties.

Most crossbows are used responsibly for archery shooting at stationery targets. Two major organisations, the Grand National Archery Society and the National Field Crossbow Federation have a combined membership of some 3,200 crossbow shooters. The sport is



a valued recreational and therapeutic activity for many handicapped people. Our considerations will also need to take into account that any form of licensing system based for example on club membership would involve the police in additional work.

Home Office .

11 . 3 . 86,



**Poor quality  
text due to the  
nature of the  
material.**

**Image quality is  
best available.**



# EXPRESS



Friday February 14 1986 • 30p • TV Pages 26 and 27

THE VOICE OF BRITAIN

# Killer

**THE EXPRESS SAYS: LICENSE THESE ENGINES OF DEATH**

# crossbows

**T**HE modern crossbow is a savage and sophisticated engine of death. You can be bought over the counter as easily as a fishing rod.

It can kill a human being at 100 yards. It has a stock like a rifle butt and the precision of an Exocet. Its high velocity, steel-tipped bolts are deadlier than a 9mm bullet, and as quiet as the knife.

This is the weapon that the law treats like a toy. Despite mounting evidence that the crossbow is being used by thugs and

## PAGE ONE OPINION

criminals, it remains absurdly beyond legal controls.

Because it is not a barralled weapon, it is easier to buy than a shotgun. Yet in trained hands it is even deadlier.

The arguments of law-abiding archery enthusiasts that restrictive legislation will

cripple an innocuous sport are being swamped week by week by incidents of crossbow crime and thuggery.

Innocent people are being robbed and held to ransom at the point of a 70p steel bolt. The Rambo-inspired craze for crossbows cannot be allowed to run its course unchecked.

It is futile to argue that there are no dangerous weapons, only dangerous people. In any hands, a crossbow is a horrific instrument.

Strict licensing controls must be introduced. And quickly.

## Crossbow fear

From Page One

that schoolchildren come to him to buy trigger mechanisms for crossbows they are making as CSE projects, either in woodwork or metal-work classes.

He said: "To me, this is silly and irresponsible."

Miss Pookes's campaign is supported by police, the Magistrates' Association, the RSPCA and the National Farmers' Union, whose members have suffered from crossbow raids on sheep.

### CONTROLLED

The Home Office pointed out that although there were no restrictions on the sale of cross bows, there was "an extensive panoply of legislation" to restrict their use.

Crossbows are offensive weapons. They are not legal hunting weapons—and some local by-laws forbid their "wanton discharge."

Tony Judge of the Police Federation said: "The sale and use of crossbows should be controlled at least in the same way as shotguns."

Examples of crossbow terror:

TWO policemen were

attacked as they were getting out of their patrol car at Bracknell police station in Berkshire. One of two bolts they dodged was fired with such force that it penetrated the station's concrete wall.

A BOLT was fired at an airliner. It happened at Leeds airport when a two-engined Dan-Air plane with 44 passengers was about 100ft off the ground. The bolt penetrated a wing and ripped part of the fuselage.

A CAT was shot through the head with a 10in bolt at Warrington, Cheshire, but survived. The culprit was given a two-month suspended jail sentence.

A CROSSBOW maniac peppered a housing estate at St Helena, Merseyside, with 15-in spikes.

ON THE outskirts of Belfast, a 14-year-old boy angler was chased and fired at twice by a hooded man with a crossbow.

A FAMILY in South Wales were terrorised by two men who first killed their Doberman guard dogs with a crossbow.

A WOMAN brandishing a crossbow took three people hostage in North London. A 70p bolt had to be destroyed after poachers left it wandering in agony for two days with a bolt through its neck. A woodcutter in Kent was terrorised by a crossbow attack.

## Rambo weapons are on open sale

BY ELIZABETH GRICE

**CHILDREN caught up in a Rambo-style craze are buying and using deadly crossbows.**

Some youngsters even make crossbows as school projects.

Because of crossbow terror,

with a new spate of animal maimings, Tory MP Janet Pookes has stepped up a campaign to have the weapons licensed.

But the Home Office said last night there was still not enough evidence for a review.

Crossbows are as deadly as guns but can be bought across the counter in sports shops, fishing tackle stores and even second-hand shops with no questions asked.

Specialist archery shops are more particular about who buys crossbows, but even they can be deceived.

I found a Barnett Whitcat II in the front window of a specialist shop at Reigate, Surrey, suspended by pieces of garden wire. There was no grille on the window and no burglar alarm.

Proprietor Philip van Buren, a master bowman, had his shop raided by crossbow thieves and police advised him never to stock more than one crossbow.

### COMPLAINED

He said: "You get the wrong sort of people after them. Don't mention Rambo to me. I'm sick of Rambo."

Mr Van Buren complained the sport was being brought into disrepute by crossbow thugs. They can even obtain them by mail order.

Considering their terrible power, crossbows are cheap. The Whitcat, with its draw power of 125lb, was middle-range at £29. But the one-handed pistol model is £29.99, the Trisul £29.99.

Mr Van Buren is checked

JAILED: PAGE 17



010

From: THE PRIVATE SECRETARY

TF  
cc Blup



HOME OFFICE  
QUEEN ANNE'S GATE  
LONDON SW1H 9AT

27 February 1985

Dear Tim,

ANIMALS (SCIENTIFIC PROCEDURES)  
LEGISLATION

As I mentioned to you on the telephone, we thought the Prime Minister might find it helpful to see before Cabinet tomorrow the

.... attached note which summarises the background to the proposal to include this Bill in the 1985/86 legislative programme.

I am sending a copy of this letter and its enclosure to Janet Lewis-Jones (Lord President's Office).

Yours  
Nigel

N A PANTLING

Tim Flesher, Esq.



ow  
From: THE PRIVATE SECRETARY



TF  
cc Blup  
HOME OFFICE  
QUEEN ANNE'S GATE  
LONDON SW1H 9AT

27 February 1985

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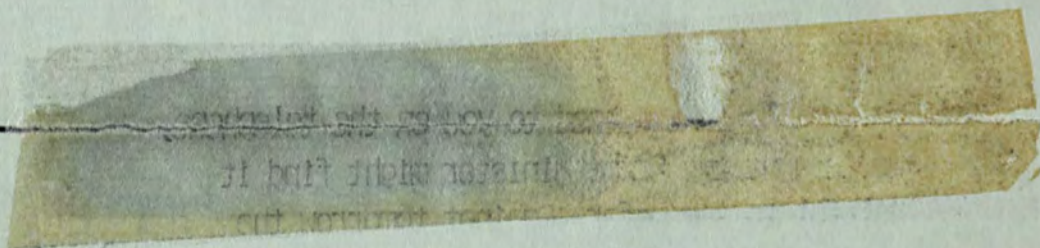
Yours  
Nigel

N A PANTLING

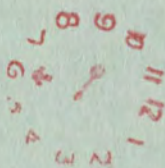
Tim Flesher, Esq.



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27 FEB 1794



## ANIMALS (SCIENTIFIC PROCEDURES) LEGISLATION

This note sets out the background to the plan to include Animals (Scientific Procedures) Bill in the 1985/86 legislative programme. Although it is bound to be quite controversial (although not on party lines), Home Office Ministers are convinced that it is a politically sensible initiative.

First, because it is a commitment from two successive Manifestos.

Second, because it is widely expected.

2. The May 1983 White Paper "Scientific Procedures on Living Animals", which committed the Government to legislation, was widely welcomed by moderate animal welfarists, by the veterinary profession and by science and industry. Although the Cruelty to Animals Act 1876 still works surprisingly well, it does not provide a very satisfactory basis for regulating science over a century later. And the need to replace it now with modern legislation is in the view of Home Office Ministers irresistible. Public confidence must be restored in the Government's desire and ability to protect animals from abuse, and to enable scientists to get on with their work in peace. The legislation can't satisfy the extremists, but it can go a long way to satisfying the middle ground in the animal welfare movement.

3. The Government had worked very closely with the British Veterinary Association, with Lord Houghton's Committee for the Reform of Animal Experimentation, and with the Fund for the Replacement of Animals in Medical Experiments. In addition, the Government has kept



step by step in touch with science and industry. The proposed supplementary White Paper modifies the proposals in a few details to make them less difficult for scientists to comply with. There have been consultations throughout with the Advisory Committee, of which Lady Warnock is Chairman, and Lord Adrian and Sir William Paton of the Royal Society are leading members. Sir John Vane of the Wellcome Foundation has given most helpful advice. Above all, there has been unstinted co-operation from the President of the Royal Society, Sir Andrew Huxley, who has been determined to make the new legislation a success.

4. The proposed legislation would clip the wings of the increasingly violent extreme anti-vivisectionist movement by isolating them from moderate opinion. By satisfying moderate opinion it would lay to rest a politically difficult issue which has led to considerable criticism of the Government, much from its own supporters. In short, given the expectations which have been raised by successive Manifestos and given the evidence of support for the proposals from moderate groups, to decide not to legislate now would leave the Government in the worst possible situation, facing criticism from all those who have taken an active part in the debate.



070



Prime Minister  
9/10  
24

Prime Minister

Your officials received a large volume of correspondence in recent weeks exhorting you to "Save our Swans" by legislating to ban the use of lead by anglers. These have been forwarded to this Department.

To date around 1700 letters and 30,000 postcards have been received, many from the USA and Europe. The campaign has been organised by the Fund for Animal Welfare who have mounted similar projects on seals and kangaroos in recent years.

Since the publication of a report by the Nature Conservancy Council in 1981, which showed that significant numbers of swans die of lead poisoning due to the ingestion of discarded anglers' shot, it has been our objective to phase out the use of lead in angling by the end of 1986, if possible by voluntary means. However, we have said that we will legislate if necessary.

The Nature Conservancy Council, together with officials from this Department, have been encouraging the use of the non-toxic alternatives to lead which are now available and continue to monitor the position closely. NCC will be advising early in the new year whether a voluntary ban is likely to be





successful. We have nothing to apologise for in our response to this problem, and William Waldegrave has written to IFAW to say so.

*JH Galley*

f

P J

9 October 1984

Agreed by the Secretary of State and  
signed in his absence



TO BE ISSUED AT ...4:30.....

[Joint Announcement by the Agriculture Departments in the United Kingdom]

July 12, 1984

ANIMAL HEALTH

NEWCASTLE DISEASE POLICY

The Newcastle Disease slaughter policy will end on September 28, 1984 when the present insurance arrangements undertaken by the industry expire. At the request of the industry and to prepare for the change of policy, the use of inactivated vaccine and of one type of live vaccine (Hitchner B1) will be permitted from July 16, 1984. This change in Government policy on Newcastle Disease was announced by the Rt Hon Michael Jopling, MP, Minister of Agriculture, Fisheries and Food, in the House of Commons today, when in a Written Reply to a Question by Mrs Marion Roe, MP, the Minister said:

" I have held urgent discussions with representatives of the poultry industry on future policy for the control of Newcastle Disease in the light of their announcement on 25 June, that they were unable in future to finance the present slaughter policy. Although present veterinary evidence indicates that the disease is under control, I can understand the fears of the industry that problems might recur.

"Agriculture Ministers have decided that the slaughter policy will end on 28 September when the present insurance arrangements undertaken by the industry expire. At the specific request of the industry and to prepare for this change of policy, the use of inactivated vaccine and of one type of live vaccine (Hitchner B1) will be permitted from July 16. If there is any outbreak of disease between now and September 28 when the slaughter policy ends, the affected poultry will be slaughtered, together with any contacts directly exposed to infection, and compensation will be paid. In conjunction with this action appropriate vaccination of any poultry which are left on the premises involved will be undertaken. The flock will be monitored until it is considered safe to lift



restrictions from the holding. Any necessary tracing and other investigation and advisory work will continue.

"Existing research work on the pigeon virus will continue, as will monitoring of the disease position in pigeons. Newcastle Disease will of course remain a notifiable disease after September 28.

"It will be necessary to change the existing regime applied to imports once sufficient time has elapsed to permit an adequate level of vaccinal protection to be established in the national flock."

#### NOTES FOR EDITORS

1. A slaughter policy with compensation was reintroduced in Great Britain and vaccination banned on September 1, 1981. Press Notice No 278 of August 27, 1981 refers.
2. Under an agreement with British Poultry Health Schemes Ltd (BPHIS) the Government's costs of compensation under the present slaughter policy are reimbursed by BPHIS through insurance.



[Joint Announcement by the Agriculture Departments in England and Wales]

June 25, 1984

FOR ISSUE AT 12.00

*Mr. Fletcher*  
*To be aware.*

MINISTERS TO STUDY SLAUGHTER REPORT

The Rt Hon Michael Jopling, MP, Minister of Agriculture, Fisheries and Food, thanked the Farm Animal Welfare Council for its hard work in producing the Report on the Welfare of Livestock (Red Meat Animals) at the Time of Slaughter, which was published today. Mr Jopling said:

"I would like to express my appreciation for the hard work and diligent study which have gone into the preparation of the Farm Animal Welfare Council's Report on the welfare of red meat animals at the time of slaughter, which is published today.

"We shall of course study the report carefully and, in order that this work should proceed as quickly as possible, we have arranged for intensive consultations with interested parties."

Comments on the Report's recommendations should be forwarded to Mr O C Hockaday, Ministry of Agriculture, Fisheries and Food, 11th Floor, Tolworth Tower, Surbiton, Surrey KT6 7DX, to Mr N R Stewart, Department of Agriculture and Fisheries for Scotland, Chesser House, 500 Gorgie Road, Edinburgh EH11 3AW, or Mr D R Davies, Welsh Office Agriculture Department, Cathays Park, Cardiff CF1 3NQ, as appropriate.

NOTES FOR EDITORS

1. The Farm Animal Welfare Council's Report, which is published today, is entitled "Report on the Welfare of Livestock (Red Meat Animals) at the Time of Slaughter" and is available through HM Stationery Office, price £4.95.
2. The Council was set up by the Government in July 1979 under the Chairmanship of Professor Sir R J Harrison, MD, DSc, FRS, to keep under review the welfare of farm animals on agricultural land, at markets, in transit and at the place of slaughter and to advise the Agriculture Ministers of any legislative or other changes that may be necessary. Its Report on the welfare of poultry at the time of slaughter was published in January 1982 (Press Notice No 18).
3. Press Notice FAWC 2/84, also issued today, refers.



TO BE ISSUED AT ..... Noon



FARM ANIMAL WELFARE COUNCIL  
BLOCK B GOVERNMENT BUILDINGS  
HOOK RISE SOUTH TOLWORTH SURBITON SURREY KT6 7NF

Chairman: Professor Sir Richard Harrison M.D., D.Sc., F.R.S.

Secretariat: Telephone 01-337 6611 Ext

Council reference

Your reference

PRESS NOTICE

June 25, 1984

REPORT ON THE WELFARE OF LIVESTOCK AT SLAUGHTER PUBLISHED

The Farm Animal Welfare Council has today published a Report on the welfare of livestock at slaughter. The Report, which is on red meat animals, examines all aspects of the welfare of livestock from the time of arrival at the place of slaughter until the moment of death. The Report has been submitted to Agriculture Ministers in Great Britain for them to consider.

The Report contains over 100 recommendations which call for better enforcement of, and changes to the existing legislation, suggest the need for further research work into certain aspects of slaughter and seek improvements in the design of slaughter premises and equipment. Among the Council's findings are recommendations which would:

- require the local authorities to make greater use of their enforcement powers and to designate an official for each slaughterhouse to be responsible for ensuring that animal welfare requirements are fully met
- improve standards of stunning equipment and its use
- require improved training and licensing requirements for slaughtermen
- introduce better safeguards to ensure the humane handling of injured or sick animals
- prohibit the use of sticks for driving animals within slaughterhouses and limit the use of electric goads
- require further research work into the identification of animals' unconsciousness and insensibility to pain during slaughter.



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The Council's Chairman, Professor Sir Richard Harrison, who was speaking in London at the launch of the Report, said:

"The large number of recommendations we have made should not be interpreted as a general indictment of those engaged in the difficult and often uncongenial work of slaughtering livestock. They are an indication of the thorough way in which the Council has carried out this review and reflect our genuine concern to see improvements in the care of animals at slaughter. We have seen slaughterhouses where care and understanding for the well-being of the stock is evident but it has to be said that we have also observed slaughter operations which left much to be desired.

"I very much hope that Agriculture Ministers will feel able to accept our proposals and to initiate early action which will lead to the legislative and other changes needed to bring about the improvements we believe to be in the interests of all."

The publication of this Report completes the second stage of the Council's major review of slaughter practices. The first stage was completed with the publication of the Report on poultry slaughter in January 1982 and the third and final stage will be the publication of the Council's findings on religious slaughter practices.

#### NOTES FOR EDITORS

1. The Council's Report on 'The Welfare of Livestock (Red Meat Animals) at the Time of Slaughter', which is published by HM Stationery Office, price £4.95, is available from Government Bookshops.
2. The Council announced its review on 'The Welfare of Livestock at the Time of Slaughter' in September 1981 (FAWC Press Notice 4/81) and invited the submission of comments from any organisations or individuals with an interest in the subject.
3. The Council's Report on 'The Welfare of Poultry at the Time of Slaughter' was published in January 1982 (FAWC Press Notice 1/82). Many of the recommendations contained in that Report have been accepted by Agriculture Ministers and some of the resultant legislative changes are being provided for in the Animal Health and Welfare Bill now proceeding through Parliament.
4. A small Working Group of Council Members is currently reviewing religious slaughter practices; this aspect of slaughter is not therefore dealt with in this Report. The Council's findings on religious slaughter practices will be published later.
5. The Farm Animal Welfare Council was set up by Agriculture Ministers in 1979 to keep under review the welfare of farm animals on agricultural land, at markets, in transit, and at the place of slaughter, and to advise them of any legislative or other changes it considers necessary.





file 888

10 DOWNING STREET

bc cq

*From the Private Secretary*

25 June 1984

Bovine Tuberculosis and Badgers -  
Review of Policy

Thank you for your letter of 20 June about appointments to the Policy Review on Bovine Tuberculosis and Badgers. The Prime Minister is content with your Minister's proposals as set out in the final paragraph of your letter.

David Barclay

Ivor Llewelyn Esq  
Ministry of Agriculture, Fisheries and Food

JK





Ministry of Agriculture, Fisheries and Food  
Whitehall Place London SW1A 2HH

From the Minister's Private Office

David Barclay Esq  
No 10 Downing Street  
LONDON  
SW1

Prime Minister (1)

Agree these proposals? 20 June 1984

DMS  
22/6

Dear David

YWS.

**BOVINE TUBERCULOSIS AND BADGERS - REVIEW OF POLICY**

I refer to my Minister's minute of 3 April to the Prime Minister in which he sought approval to set up a review of the policy on bovine tuberculosis and badgers and for the membership of the review and to your response of 9 April.

An approach was made to the prospective chairman Sir James Beament but not to the two prospective members, Mr D M Jones and Professor J P McInerney.

After some consideration Sir James Beament finds that he is unable to chair the review because of new commitments which have arisen in connection with his university responsibilities.

We therefore need to look to our second string who is Professor George Dunnett (55), Regius Professor of Natural History, University of Aberdeen, since 1974. His name has been put forward by three members of the Consultative Panel on Badgers and Tuberculosis, one of whom represents the Nature Conservancy Council. His interests in the protection of the environment and his contributions to ecological studies appear to fit him well for the post.

As a fall back if Professor Dunnett cannot accept would be Professor John L Jinks (53), Pro Vice-Chancellor and Professor of Genetics at the University of Birmingham. He is a member of the Agricultural Research Council and has made distinguished contributions to the Science of Genetics. His name was put forward by the Public Appointments Unit.

/At this ....



At this stage also we should seek approval for the second strings for the veterinary member (first string Mr D M Jones) and the agricultural economist member (first string, Professor McInerney). We have in mind:-

Veterinarian - Professor P M Biggs (57) Director of the Houghton Poultry Station and member of the Veterinary Products Committee. He has written with distinction on viruses and infectious diseases. His name has been put forward by the State Veterinary Service;

agricultural economist - Professor J Nix (about 50), Wye College, University of London. He specialises in farm management type economics. His name was submitted by a member of the Consultative Panel on Badgers and Tuberculosis.

To summarise, we seek approval for first and second strings for the chairman and members of the Review Body as follows:-

Chairman 1st Professor Dunnett  
2nd Professor Jinks

Veterinarian 1st Mr D M Jones (already approved)  
2nd Professor P M Biggs

Agricultural Economist 1st Professor J P McInerney  
(already approved)  
2nd Professor J Nix

*Yours ever*

*lvd*

C I LLEWELYN  
Private Secretary

*Agreed me*



Home Affairs June 29

Annual welfare Matters



CONFIDENTIAL

FILE

84



cc: HMT  
WO  
CWO  
CO  
LPO

10 DOWNING STREET

*From the Private Secretary*

9 April, 1984

Bovine Tuberculosis and Badgers

The Prime Minister considered over the weekend your Minister's minute of 30 April proposing the announcement of a review of policy on bovine tuberculosis and badgers.

The Prime Minister is content for your Minister to proceed with such an announcement. She agrees the draft terms of reference included in his letter; that Sir James Beament should be invited to chair the review; and that Mr. Jones and Professor McInerney should be approached about membership.

I am sending copies of this letter to the Private Secretaries to the recipients of yours, and also to Janet Lewis-Jones (Lord President's Office).

DAVID BARCLAY

Ivor Llewelyn, Esq.,  
Ministry of Agriculture, Fisheries and Food

CONFIDENTIAL

CST





CF  
Please keep  
on file.

DMS  
5/4

10 DOWNING STREET

Copy sent to  
Janet Lewis Jones  
4/4/84  
RP

Mr. Ingham

We spoke.

The Lord President may  
like to interest himself  
in this.

The BABELAN

I have discussed with the Lord  
President. We see no reason to hold  
this up. It seems to be an  
entirely reasonable and  
necessary move, but we shall  
need to explain the background  
and purpose fully

DMS  
4/4

John Ho





From the Minister

CONFIDENTIAL

PRIME MINISTER

MINISTRY OF AGRICULTURE, FISHERIES AND FOOD  
WHITEHALL PLACE, LONDON SW1A 2HH

Prime Minister:<sup>(1)</sup> The Lord President has been consulted and is also content.

Agree that the Minister should announce a review with the terms of reference at X and the 3 April 1984

Yes. no membership at Y? DMS 5/4

BOVINE TUBERCULOSIS AND BADGERS - REVIEW OF POLICY

We need to agree on the timing, nature and scope of a review of the policy on bovine tuberculosis and badgers and the membership of the review team.

The current policy for the control of bovine tuberculosis in cattle includes the control of the disease in badgers which form a wildlife reservoir in certain areas. This policy has been a focus of public controversy since its inception in 1975. The level of controversy has been much lower since trapping replaced gassing as the main method of badger control in 1982.

In September 1979 Peter Walker asked Lord Zuckerman as President of the Zoological Society of London to take an objective look at the problem and to advise about the way it should be tackled in the future. Lord Zuckerman's findings (which endorsed the policy) and his recommendations were made public at the end of October 1980. Peter Walker accepted all his recommendations and one of these was that an overall review of the policy should be conducted at the end of three years and its results published with its focus on the changes in the prevalence rate of tuberculosis in badgers as well as on the numbers of herd breakdowns.

Although it could be argued that the change in the main method of badger control signalled a new phase in the policy and that the three year period should start again from that change - ie mid-1982 - I favour the more straightforward approach that the calendar years 1981, 1982 and 1983 should be taken as the three years after which the recommended review should take place. While the change in method of control led to some revision of the detailed arrangements for badger removal operations the fundamental policy is unchanged. It is also the case that the public would expect a review in 1984 and might draw the wrong conclusions if it were postponed. Preliminary soundings indicate that the Consultative Panel on Badgers and Tuberculosis, an advisory panel comprised of

/representatives ....



representatives of scientific, veterinary and conservation societies and individual experts would not support delaying the review.

As far as the scope of the review is concerned the simplest approach would be to frame the terms of reference on the basis of Lord Zuckerman's recommendation for such a review. This would have the merit of following his advice closely and of avoiding the controversy which more detailed terms of reference would risk arousing in one quarter or another; and it might also help to avoid duplication of much of Lord Zuckerman's report. However, there could be criticism that in focusing on changes in the situation since Lord Zuckerman's review, this review was being restricted in a way that Lord Zuckerman's was not.

I therefore propose that the review should have the following terms of reference -

X | "To conduct an overall review of the problem of dealing with badgers infected with bovine tuberculosis insofar as it affects the eradication of the disease in cattle, taking into account changes in field and research work since Lord Zuckerman reported on the problem in 1980."

On this occasion I consider that a three man team should be appointed to conduct the review. Neither a group of officials from the Agriculture Departments nor members of the Consultative Panel would meet the need for a fresh independent look at the problem and would be attacked by critics of our present policy. A single appointment could lead to criticism on the lines of that which followed Lord Zuckerman's review, for example that the single person conducting the review did not have an open mind on the subject and that equal weight was not given to all interests. Moreover, the individual concerned could well become the target of personal abuse as Lord Zuckerman was.

Given the nature of the subject, I believe that the Chairman should be an eminent scientist, preferably a biologist. One member should be a veterinary surgeon, able to appreciate the problems of disease eradication. The third member should both understand agriculture and be able to weigh up the costs and benefits of the various policy options that may be exposed. Hence an agricultural economist is indicated. All members should be able to tolerate some hostile criticism given that the subject is one raising considerable emotion in some quarters. I have the following in mind:-

Chairman - Sir James Beament (62) Drapers' Professor of Agriculture and Head of the Department of Applied Biology, University of Cambridge;

Veterinary member - Mr D M Jones - Director (Zoos), Zoological Society of London;



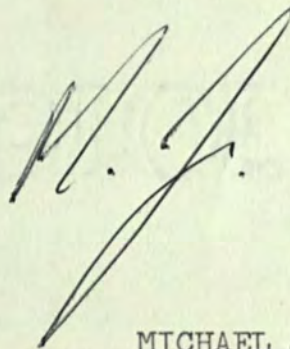
Agricultural Economist member - Professor J P McInerney  
(42), Professor of Agricultural Economics, University  
of Exeter.

None of these has been approached.

Not only will this enquiry be delicate, involving the exploration between economic and conservation interests but its recommendations as to future policy on the issue could have substantial financial implications for the Government and possibly also for trade in live cattle with other EC Member States. It is hoped that the period from the beginning of the enquiry to the submission of the report will be less than twelve months. It is certain that the conduct of the review and the publication of the report will excite further public and media interest in the subject but my judgement is that we have no alternative but to proceed with the plan which I have outlined above.

Subject to your approval I propose to announce the terms of reference and the composition of the review team to Parliament. The announcement would be made jointly with the Secretary of State for Wales as the problem of TB badgers extends to Wales.

I have consulted the Chancellor of the Exchequer, the Secretary of State for Wales and the Chief Whip and I am copying this minute to them, and to Sir Robert Armstrong. All would be content for such an announcement to be made.



MICHAEL JOPLING





# Home Office

## NEWS RELEASE

50 Queen Anne's Gate London SW1H 9AT  
Telephone 01-213 3030/4050/5050  
(Night line 01-213 3000)

May 11, 1983

### SCIENTIFIC PROCEDURES ON LIVING ANIMALS

The Government's proposals for new legislation to replace the outdated Cruelty to Animals Act 1876 are set out in a White Paper "Scientific Procedures on Living Animals" published today\*.

They represent a strengthening of the existing law which will ensure better protection for animals used in scientific procedures while permitting work essential in the interests of man and animal to continue.

The White Paper recognises that experiments upon living animals have to continue in the foreseeable future in order to protect man, animals and the environment. But animals must only be used in strictly defined circumstances and where there are no reasonable alternatives. They must have the best possible care and attention before and during their period in the laboratory. They must be spared all avoidable pain or distress. In no circumstances must they suffer severe and enduring pain. And the smallest practicable number of animals must be used.

The new legislation will enable the Government, in due course, to ratify a new Council of Europe Convention for the protection of animals used for scientific purposes which is nearing completion. The Convention allows member States to adopt stricter controls than those it contains and the White Paper's proposals are stricter in a number of respects, particularly in relation to the 'pain condition', to which no exception will be permitted in this country.

---

\* Scientific Procedures on Living Animals Command 8883  
HMSO £3.60.



There will be special measures to control the testing of cosmetics upon animals and to ensure that stray dogs and cats are not used in laboratories.

The White Paper proposes ten major changes in legislation:

- (i) Establishment of an Animal Procedures Committee. A new Committee will be established by statute to replace the existing non-statutory Advisory Committee on Animal Experiments. It will have wide powers to advise on questions of policy and procedure, including the development of alternatives to animals in experiments. It will also advise on applications which the Home Secretary refers to it as giving rise to special concern. It will advise on all applications for the testing of cosmetics. The Committee will make an annual report which will be presented to Parliament.
- (ii) Inclusion of additional procedures. The present legislation only covers experiments. Animals used for procedures such as breeding for physical defects, the production of antisera, passaging of tumours and interference with the embryo or foetus are excluded from control. The new legislation will be based on 'procedures' rather than 'experiments' and will protect animals used for such work.
- (iii) Extension of controls to animals being bred and supplied. The new controls will extend to establishments which breed and supply animals to laboratories. In most cases purpose-bred animals must be obtained from registered suppliers in scientific procedures. The use of stray dogs or cats will be prohibited.
- (iv) Care of animals in laboratories. Statutory protection will be given to animals at all times while they are in a laboratory and not just during an experiment, as at present. The advice of a veterinary surgeon must be available.
- (v) All work to require specific authorisation. New legislation will provide for rigorous examination of every proposed project using animals in order to satisfy certain criteria. Before the use of animals is permitted, the Home Secretary will have to be satisfied, among other things, that the work is justifiable; that no satisfactory alternative to the use of animals can be found; that the minimum possible number is used and that the least possible suffering is caused.



- (vi) Anaesthetics and analgesics. These must be used wherever possible.
- (vii) Use of animals for instructional purposes. Demonstrations will be permitted for a range of approved professional training but not in the education of school children or others at the same level.
- (viii) Procedures for the acquisition of manual skills. Surgeons seeking to acquire manual skill in microsurgery will be allowed to do so. But only under anaesthetic and with a requirement to use analgesia wherever necessary.
- (ix) Survival of animals after procedures. Animals will be allowed to survive after a procedure if they are fit to do so.
- (x) The Inspectorate. The Inspectorate has had a vital part to play in raising standards and spreading the best practice since its creation in 1876. It will be strengthened and have new and enhanced duties in operating the new controls over project and personal licences, laboratories and breeding and supplying establishments.



062  
From: THE PRIVATE SECRETARY



HOME OFFICE  
QUEEN ANNE'S GATE  
LONDON SW1H 9AT

Dear Tim

T/S  
12/5  
MAY 1983

...  
The Home Secretary thought the Prime Minister would like to have the enclosed copy of the White Paper on Scientific Procedures on Living Animals which will be published at 3.30 pm tomorrow.

I am sending copies of this letter to the Private Secretaries of all members of the Cabinet, the Attorney General, the Chief Whip and Sir Robert Armstrong.

Yours ever

Kain

MRS K PAPPAS

T Flesher Esq





John

10 DOWNING STREET

*From the Private Secretary*

10 May 1983

The Prime Minister has now seen the Home Secretary's minute of 9 May about the proposed White Paper on Scientific Procedures on Living Animals. She has agreed that this should be published on Thursday 12 May.

(TIM FLESHER)

Colin Walters, Esq.,  
Home Office.



CONFIDENTIAL

2



Prime Minister

JF

9/5

PRIME MINISTER

SCIENTIFIC PROCEDURES ON LIVING ANIMALS

Home Affairs Committee considered on 26 April my proposals for modernising the Cruelty to Animals Act 1876 and agreed that a White Paper setting out our proposals should be published, subject to further interdepartmental consultations on certain points of detail. These consultations have now been completed and I attach a text of the agreed draft of the White Paper.

There has been pressure for many years to modernise this legislation and improve the existing controls. We undertook to do so in our manifesto and I have been persistently questioned as to when we shall be in a position to honour this commitment. While the Council of Europe was drafting a Convention on this subject - in which we played a leading role - it would have been premature to come forward with proposals which might not have complied in all respects with the ultimate requirements of the European Convention. The drafting of the Convention has, however, now been completed and the way is clear for us to announce our own proposals.

These will in certain respects - notably in allowing no exception to the pain condition - go further than the minimum standards required by the European Convention (the Convention itself recognises that Member States may wish to adopt stricter controls). The proposals are not, however, likely to satisfy fully the more extreme opinion in the animal welfare movement. They would like to prevent animals used for research and testing suffering more than trivial pain except in relatively exceptional circumstances. I am satisfied, however, that such a restriction would impose unacceptable limitations on important research and safety testing.

The proposals mark an important and substantial step forward in the safeguards we provide for animals used in this work and I believe they will command general support from all but the more extreme sections of public opinion.

In the light of your decision on the date of the General Election, I have arranged, subject to your agreement, that the White Paper should be published this Thursday, 12 May.

I am copying this minute to the other members of the Cabinet, Sir Robert Armstrong and John Sparrow.

How  
9  
May 1983

CONFIDENTIAL



## DRAFT WHITE PAPER

## SCIENTIFIC PROCEDURES ON LIVING ANIMALS

## INTRODUCTION AND SUMMARY

In its Manifesto, the Government undertook to "update the legislation on experiments on living animals". This White Paper sets out the Government's proposals for new legislation which will be introduced as soon as Parliamentary time permits.

of its kind

2. This will be the first legislation of its kind this century. It will repeal the Cruelty to Animals Act 1876 and bring in completely new controls which will give better protection to animals used in scientific procedures without prejudicing the benefits, to man and animal, which flow from the use of animals by scientists. Many of our proposals are modelled on the recommendations of the Home Secretary's Advisory Committee on Animal Experiments (reproduced at Appendix A).

3. We are determined to maintain and improve the protection of animals which has been applied in this country for over a century. Our proposals are also all consistent with the Council of Europe Convention (Appendix B) now nearing completion. Article 4 of the Convention allows member States to adopt measures for the protection of animals going further than the minimum which the Convention requires. The Government's proposals do go further. But we are very glad to see agreement in Europe on common minimum standards. Not only will this provide protection to animals throughout Europe, it will also help to ensure that work we would not allow in this country is not simply undertaken abroad. The United Kingdom has a large pharmaceutical industry which makes a big contribution to



our balance of payments and employs 67,500 people. In devising new controls it is very important not to put industry at risk unnecessarily. One benefit of the European agreement, when it becomes effective, will be to minimise such a risk.

4. When the 1876 Act was passed, animals were used mainly in surgical experiments. During the last century the biological sciences have greatly developed. The great majority of the experiments now controlled under the 1876 Act involve no operative procedure more severe than<sup>a</sup> simple inoculation or taking a blood sample. The 1876 Act controls have been adapted to meet needs which nobody could have foreseen a hundred years ago. This has been possible because from the outset successive Home Secretaries have interpreted the requirements of the legislation widely, and the scientific community has readily co-operated with them. But now we need a modern system to protect animals used in today's circumstances.

5. The Government has a duty to safeguard the community from avoidable harm - and indeed tragedies - and to enable

science to continue to make progress in saving life and alleviating suffering. This duty obliges us to permit the use of animals in research and testing to continue. But the controls which have operated since 1876 to prevent animals so used from being exposed to avoidable or excessive suffering must be modernised so as to serve their purpose more effectively.

6. The general principles which underlie the Council of Europe Convention and which the Government's proposals follow are:

- (1) The purpose for which experiments should be permitted should be clearly defined and limited;



- (2) Non-sentient alternatives to animals should be used whenever practicable;
- (3) The minimum number of animals should be used consistent with the objective;
- (4) Animals bred, supplied and used for experimental procedures should be cared for in accordance with the best standards of modern animal husbandry;
- (5) In the application of the controls the concept of pain should be applied in a wide sense;
- (6) The infliction of unnecessary pain should be avoided;
- (7) Appropriate measures should be taken to reduce pain and suffering;
- (8) There should continue to be control over the severity and duration of any pain which is unavoidable if the object of the procedure is to be achieved.

which are

7. The main changes from existing controls (summarised in Appendix C) to be made by the Government's proposals will be:

(1) Animal Procedures Committee

A new Committee, the Animal Procedures Committee, will be established by statute. It will replace the Home Secretary's present, non-statutory, Advisory Committee on Animal Experiments and will have wide powers to advise on questions of policy and procedure and on applications which the Home Secretary refers to it as giving rise to special concern. It will make an annual report which will be presented to Parliament.



## (2) Inclusion of additional procedures

The basis of the 1876 Act is an experiment. This excludes a number of procedures such as

- (i) breeding for physical defects
- (ii) production of antisera
- (iii) passaging of tumours
- (iv) interference with the embryo and foetus

These will be brought under the new controls which will relate to procedures, a wider concept, and not as hitherto to experiments.

## (3) Extension to animals being bred and supplied

Animals being bred for and supplied to laboratories do not at present benefit from any special control. The Government's proposals would extend appropriate controls to these animals. For the animals most commonly used in laboratories licensees will be required to use purpose-bred animals from registered suppliers only.

## (4) Care of animals outside the period of the experiment

Strictly, the 1876 Act applies only to animals while they are under experiment. In practice the Home Secretary's inspectors have always been concerned with all aspects of laboratory accommodation and the care of animals in laboratories. The Government's proposals will give statutory effect to this practice.

## (5) All work to require specific authorisation

Among the requirements of the European Convention, procedures will be permissible only if certain criteria are satisfied. For example there must be no other scientifically satisfactory method, not involving the



use of an animal, reasonably and practicably available; where there is a choice between procedures, those chosen should use the minimum number of animals, cause the least suffering and be most likely to provide satisfactory results. To give effect to these requirements it will be necessary for all work done under the new legislation to be specifically approved. The existing controls do not achieve that. We shall accordingly introduce a new system of project licensing which will provide a specific and positive control over the procedures that are undertaken. This will make it possible to apply extra stringent controls to procedures giving rise to special concern and such controls will be applied, for example, to applications for licences to test cosmetics.

(6) Anaesthetics and analgesics

The controls will implement the provisions of the Convention which draw attention to the desirability of the use of anaesthetics and analgesics where appropriate.

(7) Use of animals for instructional purposes

Demonstrations are at present permitted under the 1876 Act only on fully anaesthetised animals - which are not allowed to recover - and only for students of medicine and allied sciences, including agriculture, at undergraduate level and above. We shall, in addition, allow demonstrations in other approved professional training courses, e.g. for potential technician licensees, but not in the education of schoolchildren or others at the same level.

Demonstrations on animals allowed to recover from anaesthesia may be allowed but only in exceptional circumstances and then only when the animal would not suffer more than trivial pain. Filmed material should be used whenever possible. Undergraduate students would be licensed



direct  
to use animals only under/ supervision and only when  
essential for them to acquire necessary knowledge.

- (8) Procedures for the acquisition of manual skills for  
microsurgery

The effect of the 1876 Act is to make it unlawful to  
use living animals for the purpose of acquiring manual  
skills for microsurgery. Surgeons seeking such skill  
must complete their training abroad, or undertake  
cumbersome work on decerebrate animals which may  
result in the use, and death, of a greater number of  
animals. Under our proposals such procedures would  
in future be permissible but only under anaesthetic and  
with a requirement to use analgesia whenever necessary.

- after a procedure has been completed  
(9) Animals will be allowed to survive/if they are  
fit to do so.

- (10) The Inspectorate, which since 1876 has had a vital  
part to play in raising standards and spreading the  
best practice throughout the country, will continue in

/operation



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operation, will be strengthened, and will have new  
and enhanced duties/<sup>in</sup>operating the new controls.

8. The new controls will be a radical tightening up of existing protection for animals used in procedures. To go further, however, and prohibit entirely the use of animals if pain and suffering or lasting harm of more than a trivial kind is likely to result, would not be in the interest of man or animal. The advance of knowledge in medicine, veterinary science and agriculture, has often only been possible and may only be possible through the use of animals for the purpose of research. Similarly, the public can only be protected from hazards, sometimes lethal, /<sup>associated with</sup> products of all kinds, not only those which may be latent in modern drugs and medicines otherwise of great value and efficacy, by tests which may involve the use of animals. If we had not used animals in research in the past, the advances we have been able to make in understanding disease and improving methods of prevention and cure would have been slower and fewer. If we were not able to use animals for these purposes in the future, there is no doubt that this would put a brake on progress. The position is similar with the safety testing of medicines, vaccines and other products. If we could not use animals for these purposes we would either have to accept that the damage caused to individuals by the use of untested or inadequately tested substances would be likely to increase, or that somehow we would have to do without these substances. But they may often be of very great use and value; in human and veterinary medicine they may promise substantial improvements in the prevention and cure of diseases - some <sup>or fatal</sup> crippling/- in man and animal. But our new controls will ensure that the greatest possible protection is given to the animals used.



9. In particular the pain condition, which prevents animals under experiment being subjected to pain which is both severe and enduring, will be continued and will not permit any exception. In this respect our controls will be stricter than those in the European Convention. It will also be a feature of the new controls that no animal should be subjected to a level of pain greater than is appropriate to the procedure in question.

10. The rest of this White Paper describes the Government's proposals in more detail.

#### Background to Government's proposals

11. The 1876 Act became law following the report of a Royal Commission (C.1397 of 1875). At that time the main use of animals for scientific work was surgical; the study of physiology and experimental sciences was progressing rapidly; and there was public apprehension about the course of these developments. A second Royal Commission, appointed in 1906, reported in 1912 (Cd 6114). Its majority recommendations were accepted and implemented administratively. In the next 50 years the biological sciences developed more rapidly and on a broader front than ever before. In 1963 the Departmental Committee on Experiments on Animals, under the chairmanship of Sir Sydney Littlewood, was appointed. The Committee which reported in 1965 (Cmnd 2641) concluded that the 1876 Act had been generally effective but drew attention to the need to adapt it to modern scientific and technological requirements and made a number of recommendations for this purpose. Some of these have been adopted administratively. Those requiring legislation have not yet been implemented.



12. Since the Littlewood report a number of Bills on the subject of animal experimentation has been introduced in Parliament by Private Members and Private Peers. The most recent were Mr Peter Fry's Protection of Animals (Scientific Purposes) Bill, introduced in 1979 but withdrawn before it completed its passage through the House of Commons Standing Committee, and the Earl of Halsbury's Laboratory Animals Protection Bill, also introduced in 1979, and referred to a Select Committee of the House of Lords. The Select Committee's valuable report (246 of 1980) includes a revised draft Bill which was passed by the House of Lords on two occasions but failed to make progress in the Commons. The Select Committee concluded (paragraph 43) that "There is no doubt that the Act has, by and large, been successfully applied by the Home Office Inspectorate to meet modern needs ..... However, all our witnesses consider the law to be in some ways unsatisfactory".

13. In 1980 the Home Secretary invited his Advisory Committee on Animal Experiments to study the framework of legislation to replace the 1876 Act, with particular reference to the proposals before the Houses of Parliament and the Council of Europe. The Advisory Committee's report was published in 1981 and was welcomed by the Home Secretary as an especially important and informed contribution to discussion of the issues. The report agreed with the Select Committee's criticisms of the present law. In our view the Report has admirably achieved its objective and we have modelled many of our proposals on those of the Advisory Committee.

14. A Council of Europe committee of experts began work in January 1978 on a draft Convention for the protection of animals used for experimental and other scientific purposes. That committee has now completed its work. It is hoped that the complete text of the Convention will shortly be submitted to the Committee of



Ministers for approval, which would open the Convention for signature and ratification. The Government intends to sign and, when Parliamentary time can be found to implement the proposals in this White Paper, to ratify the Convention.

15. In March 1983 the British Veterinary Association, the Committee for the Reform of Animal Experimentation, and the Fund for the Replacement of Animals in Medical Experiments, jointly published proposals for new legislation. There is a large measure of agreement between their proposals and the Government's. The Government welcomes the contribution these bodies have made to this important public debate.

#### THE GOVERNMENT'S PROPOSALS

##### The Animal Procedures Committee

16. The Committee will be composed of a Chairman and not more than 12 members, two-thirds of whom will be drawn from medicine, veterinary science and other biological sciences. They will all be appointed in a personal capacity. The new Committee will continue to perform the general advisory function of the present Advisory Committee, considering such matters as may be referred to it by the Home Secretary including questions of policy, practice and procedure, trends in experimental and scientific work, the development of alternatives to animals in experiments and proposals for revision in the law. It will also have an enhanced role in advising on the administration of the new controls. The Home Secretary will be required to consult the Committee before prescribing the standard conditions to which all licences will be subject and before

/granting



granting project licences in specified areas of work he regards as giving rise to special concern. He will specify proposals for testing cosmetics as such an area. In any application in such a specified area in which, exceptionally, the Home Secretary felt unable to accept the recommendation of the Committee he will be required, while observing considerations of confidentiality, to make public his reasons.

17. The Home Secretary will make available to the Committee information about the administration of the legislation, and such other facilities, as it needs to carry out its functions. Information provided to the Committee will be subject to the ordinary controls concerning disclosure. The Committee will make an annual report of its work to the Home Secretary, which will be presented to Parliament together with the annual statistics.

18. The functions of the Committee may make it necessary from time to time for it to seek additional expert advice. The Committee will be given power to seek such advice and, where necessary, to carry out its work through sub-committees.

#### The Inspectorate

19. The Home Secretary's Inspectorate, which is central to the present system of control and supervision of the use of animals in experiments, will be retained and strengthened. The inspectors will also assume the additional responsibilities necessary for regulating breeding and supplying establishments. Their duties will be:

- (1) to advise the Home Secretary on all applications for personal and project licences; and for the registration of user, breeding and supplying establishments;



- (2) to visit registered user establishments and other places at which the performance of procedures has been authorised, and registered breeding and supplying establishments, in order to ensure that the requirements of the legislation and of licences issued under it are being properly observed; that the animals are properly cared for; and that the conditions of registration of the establishments are being complied with; and
- (3) to report irregularities to the Home Secretary.

20. The 1876 Act prescribes no qualifications for inspectors; it has been the practice <sup>since 1965</sup> to appoint only persons with appropriate medical or veterinary qualifications. Under the new legislation the Home Secretary will continue this practice.

#### The Scope of the New Legislation

21. In accordance with Article 1.2(c) of the draft Convention, the new legislation will apply to any experimental or other scientific procedure which may cause the animal pain, suffering, distress or lasting harm, including any course of action intended to, or liable to, result in the birth <sup>(or hatching)</sup> of an animal in any such condition. Its scope will therefore be wider than that of the 1876 Act and will embrace some uses of animals such as the preparation of known anti-sera and the maintenance in animals of infectious organisms or tumours, which are not at present formally controlled but which may involve as much pain or discomfort as others at present subject to control. Decerebration of an animal (ie destruction of its brain) will be regarded as a procedure requiring authority in respect of all vertebrates, not solely as at present in mammals. Consequently,



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as the performance of procedures in schools is to be prohibited (see paragraph 4a below), the decerebration of frogs (including pithing) for teaching purposes in schools will no longer be permitted. The administration of <sup>an</sup> anaesthetic to an animal with a view to carrying out a procedure under the Bill will be regarded as part of that procedure. Non-experimental clinical veterinary or agricultural practice will be specifically excluded. In accordance with the draft Convention, methods accepted as humane for in modern practice / killing or marking an animal will be outside the scope of control.

#### Animals to be Protected

22. The new legislation will apply to all living non-human vertebrates (ie all living animals of the Sub-phylum Vertebrata of the Phylum Chordata, excluding man, including the foetuses of mammals whether or not within the maternal tract; and including also, from the moment at which they are capable of leading an independent existence outside the egg or the maternal tract, as the case may be, the embryonic or larval young of members of other classes of the Sub-phylum Vertebrata). The protection afforded under the new legislation will be wider in scope than that afforded under the 1876 Act or by the draft Convention. It is, however, intended to continue to limit protection for the time being to vertebrate animals. This is in accordance with the scope of the 1876 Act and of the draft Convention. The Home Secretary will be empowered, however, to extend protection to other kinds of animals which he may consider at some future time should be brought within its scope in the light of new scientific knowledge about the degree to which they may experience pain.



23. The Government agrees with the Advisory Committee that the recent administrative practice of requiring special authority for the use of non-human primates should continue. The aim must be as high a level of protection as possible for all animals used for experimental and other scientific purposes. The choice of species of animal to be used in a procedure is an important consideration and is recognised as such in the draft Convention (Article 7). Applicants for licences will therefore be required to justify their choice. These provisions will extend to all species safeguards comparable to the special protection which is conferred in the existing legislation only on cats, dogs and equidae (horses, asses and mules).

#### Pain

24. The 1876 Act applies only to experiments likely to cause "pain". There is, and can be, no definition of the term; nor has it been interpreted by the courts. For the purpose of deciding what experiments require licences, the Home Secretary's practice has been to interpret the concept of pain in animals in its widest possible sense as including disease, other disturbance of normal health, adverse change in physiology, discomfort and distress. The draft European Convention extends, subject to specific exceptions, to any experimental or other scientific procedure which "may cause pain, suffering, distress or lasting harm". New legislation will apply to all such procedures.

25. A standard condition placing an upper limit on the degree or duration of pain which may be caused in experiments on live animals has been imposed in all licences issued under the 1876 Act since 1887; and has been applied in its present form without exception since 1929. This, among its other provisions, requires the



painless killing of the animal if it is suffering severe pain which is likely to endure. Article 9 of the draft European Convention provides that any procedure under which an animal may experience severe pain which is likely to endure may be permitted if it is specifically authorised and is of exceptional importance for meeting the essential needs of man or animal. The Convention also allows us, however, to adopt stricter controls than the minimum it requires. In all licences in the United Kingdom we intend to continue unchanged the requirement that, if at any time an animal is found to be suffering severe pain which is likely to endure, it shall at once be painlessly killed. In addition inspectors will continue to be empowered to direct the painless killing of any animal which appears to the inspector to be suffering considerable pain.

26. Moreover, the new system of control will ensure that in no procedure will the level of pain be permitted to exceed what is unavoidable to achieve the intended results. For this purpose licenses will be required to use <sup>anaesthetics and</sup> analgesics wherever appropriate.

#### Permissible Purposes

27. Under Article 2 of the draft European Convention a procedure may be performed on an animal for one or more of the following purposes only:

- (a) i. the avoidance or prevention of disease, ill-health or other abnormality, or their effects, in man, vertebrate or invertebrate animals or plants, including the production and the quality, efficacy and safety testing of drugs substances or products;
- ii. the diagnosis or treatment of disease, ill-health or other abnormality, or their effects in man, vertebrate or invertebrate animals or plants;



- (b) the assessment, detection, regulation or modification of physiological conditions in man, vertebrate and invertebrate animals or plants;
- (c) the prolongation or saving of life of man, vertebrate or invertebrate animals or plants;
- (d) the protection of the environment;
- (e) the production and quality control of foodstuffs;
- (f) the breeding of vertebrate or invertebrate animals;
- (g) scientific research;
- (h) education and training;
- (i) forensic inquiries.

28. There is a good deal of overlap between these categories. The object in new United Kingdom legislation must be to achieve a proper balance between two public interests; on the one hand avoiding prejudice to work which is essential to the prevention or cure of human or animal disease, or important in extending knowledge, and on the other responding to public concern for the welfare of experimental animals. We believe that this can be done, on the basis of the permissible purposes listed above, modified where appropriate.

29. Procedures may be performed on animals for the purpose of testing substances and products for their potential to cause harm to man or the natural environment. Whilst recognising public concern over the use of animals in such tests, the Government has to take fully into account the equally valid concern of others that potentially harmful substances or products are recognised before

/they



they are placed on the market. Tests to evaluate these products will continue to be permissible and controlled. Similarly, suitable provision will be made for procedures to be permitted in accordance with the purposes specified in paragraph 27 (b) (c)(e) (f) and (i) above. As regards 27 (d), it is proposed to provide that experiments intended for the protection of the natural environment, in circumstances where otherwise the health or welfare of man or animal would suffer - e.g. testing rivers for pollution - should be permitted.

30. The testing of cosmetics on animals is a particularly controversial area and, in the Government's view, should be subject to specially stringent controls. The new proposals<sup>will</sup>, therefore, require that all applications for project licences for the testing of cosmetics should be referred to the new Animal Procedures Committee. The Government will also seek to ensure in international negotiations that no such testing is required beyond what is absolutely essential.

31. Although the number of tests of cosmetics is relatively very small (in 1981 there were fewer than 25,000 experiments to test cosmetics and toiletries, or around half of one per cent of the total number) many members of the public are understandably concerned that animals should be used for the safety testing of a new lipstick or deodorant. The Government has, therefore, considered whether it should go further and prohibit the use of animals for testing of cosmetics altogether or, alternatively, restrict the types of tests which should be permitted. It considers neither to be feasible. It is difficult to define what is strictly a cosmetic when substances may simultaneously be of medical or other therapeutic value. Such testing may also be required to comply with statutory or other requirements to protect both users and those concerned with their production. 17



32. Scientific research is included in the Convention's list of permissible purposes (paragraph 27 (g) above) to cover research which may not fall under any of the other headings but ought to be undertaken. Research with no immediately clear application has led to many of the greatest practical advances. Such research will be allowed but it will be subject to all the safeguards we shall provide for the protection of animals used in procedures, and in particular those concerned with the purpose which it is hoped to achieve.

33. Demonstrations will be allowed, as at present, for students of medical and allied sciences, <sup>including agriculture,</sup> at undergraduate level and above. In addition, such demonstrations will be allowed in future in other approved professional training courses, but not in the education of schoolchildren or others at the same level. It is not proposed to retain the present restriction allowing only demonstrations on fully anaesthetised animals which are not allowed to recover. There may <sup>be</sup> occasions when particular demonstrations might be justifiably performed on animals which might subsequently be allowed to recover from anaesthesia, but only when they would not suffer more than trivial pain.

34. The present total prohibition on the experimental use of animals for the acquisition of manual skill has resulted in some surgeons seeking skill in the important field of micro-surgery having to go abroad to complete their training. The prohibition will be modified to meet this and future developments by empowering the Home Secretary to authorise procedures to acquire a special and specific skill in which, in his view, it is necessary to use animals. Provision will also be made, subject to appropriate restrictions, for the performance of procedures for the purposes of making films for educational purposes. Such films may often permit the further



use of animals to be avoided.

### The Licensing System

35. The system of licensing is a fundamental feature of the control of the use of animals. Whilst the existing arrangements are satisfactory as regards the persons licensed, they are less so as regards the work undertaken. Under the existing law a licence, without more, is valid only for work on fully anaesthetised animals. In relation to such work, however, unless the licensee is subject to a limiting condition\*, the licensee needs no further authority and may move on from project to project, provided anaesthesia is used throughout. Work in which the animals are not under anaesthetic for part or all of the time is allowed only if appropriate certificates are issued, signed both by professors of medicine and by presidents of learned institutions, to the effect that the purpose of the experiment could not be achieved if the animals had to be anaesthetised throughout. The Home Secretary has power to disallow certificates in whole or in part. In practice certificates are rarely disallowed except for technical reasons and the Advisory Committee is consulted before work is disallowed on the merits. Moreover, those certificates are usually drafted in terms which are capable of permitting a series of projects to be undertaken without further authority having to be obtained. This system of control is no longer satisfactory. We accordingly propose to introduce a substantially improved system of licensing which will enable the various objectives of the new controls to be effectively achieved. Our proposals have much in common with those of one of the two schemes proposed by the Advisory Committee (Appendix A, paragraphs 5 to 7). Provision will be made for two kinds of licence: personal licences and project licences. The Home Secretary will be empowered to attach to these licences any

\*such a condition is normally imposed to restrict work of this kind to licensees who are experienced and highly qualified



conditions which he may think expedient.

#### Personal Licences

36. Each person performing a procedure on an animal will continue to need to be individually licensed. It will not be lawful to grant a personal licence to a person under the age of 18. Otherwise the qualifications required of an applicant will, as now, be a matter for the discretion of the Home Secretary who will be empowered to license persons whom he considers suitable and competent. In granting licences he will exercise his power to attach conditions to them to limit the kind of work the particular licensee is authorised to undertake to that which the Home Secretary considers is within the competence and experience of the applicant. In appropriate cases a personal licence will be granted subject to the requirement that the holder works only under the general or direct supervision of another licensee. Direct supervision will always be required when undergraduate students are licensed.

#### Project Licences

37. Project licences will be a new feature of the system. It will not be necessary for every licensee to be granted a project licence for the work on which he is engaged. Such licences will be needed only by the licensee who has overall responsibility for the project and will cover all other licensees engaged on it. It will not, however, be lawful for a licensee to undertake work involving the use of living animals unless a valid project licence is in existence authorising that work. The definition of a project will vary considerably according to the kind of work in question. The work carried out by an individual research student designed to obtain the answer to a specific question and lasting for only a few months could constitute a project. Equally, toxicity evaluation



of more or less broadly defined types of substances carried out over a period of years could also constitute a single project, even if the substance being tested varies throughout the period. Applicants for project licences will be required to provide sufficient information about the nature of the project and its purposes as will enable the Home Secretary to judge whether it satisfies the criteria of purpose and other requirements.

#### Sponsorship

38. An application for a personal licence will have to be supported by a senior licensee with personal knowledge of the applicant. An application for a project licence will have to be countersigned by a professor in a relevant discipline or some other person in authority knowledgeable in the proposed area of work and acceptable to the Home Secretary. This sponsor will be asked to express his opinion as to whether:

- a. the project is likely to achieve the declared purpose;
- b. any alternative non-sentient method would satisfactorily and reliably achieve the purpose:

/c



- c. the type of animals which it is proposed to use is appropriate; and
- d. the applicant's proposed use of anaesthesia or analgesia is adequate.

39. Licences will be valid for a fixed period which will either be stated on their face or determined by regulations.

#### Student Licensing

40. The Government has considered proposals, including those by the Advisory Committee, that students should not be required to hold an individual licence for work under the direct supervision of a senior licensee if limited, for example, to the performance of procedures on animals which are anaesthetised throughout and killed before recovering consciousness. We do not consider that the administrative advantages are a sufficient reason for departing from the general principle that each person should be individually licensed and should bear personal responsibility for the animals he uses.

#### Applications for Project Licences for Education and Training

41. Article 25.3 of the draft European Convention provides that procedures for the purpose of education and training should be permitted only if their objective cannot be achieved by effective audio-visual or any other suitable methods or combination of methods. This will be met by requiring applicants for project licences for this purpose to certify that the objective could not effectively be achieved by such means.



41a. At present such procedures, when they involve pain or distress to the animal, are permissible, insofar as they are permissible at all, only in registered places. It is not proposed that any significant extension of the categories of registered places should be made. Since decerebration will in future be a controlled procedure, permissible only in a registered place, and since licences will be issued only to persons aged 18 or over, it will not be possible under the new proposals for living animals to be used in schools, in potentially painful scientific procedures for educational purposes, whether in demonstrations - for which project licences would in any event not be issued in such circumstances - or by schoolchildren themselves.

/Requirement



#### Requirement to Kill Animals after Use

42. The requirement of the 1876 Act to kill all animals used in experiments in which the animal recovers from anaesthesia has proved unsatisfactory. When the Act was passed, and most experiments involved major surgery, this may have been necessary. Today many surgical experiments are of such a kind that an animal can make a complete and satisfactory recovery. In other experiments, anaesthesia may be used not because it was necessary to prevent pain but to assist the experimenter by immobilising the animal. It will be a requirement in new legislation that an animal should be humanely killed at the end of a procedure only if it is likely to suffer adverse effects or has suffered lasting harm. It will sometimes be clear at the outset that it is appropriate to make it a specific requirement of the project licence that the animals must be killed when the procedure is completed.

#### Curare and Other Muscle Relaxants

43. The use of curare and agents having similar effects will be prohibited except with the consent of the Home Secretary.

#### User Establishments

44. Except with the specific authority of the Home Secretary (which is intended to cover necessary field work - see paragraph 45) authorised procedures will be permitted to be performed only at establishments which he considers suitable for approval and registration. He will be empowered to attach conditions, whether general or particular, to certificates of registration. Conditions will be attached in all cases to secure that:



- (1) a named person or persons will have day to day responsibility for ensuring that the conditions are fulfilled;
- (2) a veterinary surgeon, either from the staff of the establishment, retained part time, or available to be called in at all necessary times, will be responsible for advice on animal health and welfare;
- (3) adequate staff must be available for the care of the animals used, or kept for use, in procedures;
- (4) adequate care and accommodation must be maintained appropriate to the particular animals; and
- (5) environmental conditions must be checked daily.

44a. It is not expected that there will be any significant increase in the number of establishments registered for the performance of controlled procedures. Those establishments where procedures are carried out which are not covered by the 1876 Act but will be covered by the new proposals (see paragraphs 7(2) and 21 above) will need to be registered if they are not registered already. The additional number, however, is likely to be small. Other than in exceptional circumstances, e.g. where a building may be used for more than one purpose, the Home Secretary will not be prepared to register buildings such as, for example, schools for the purpose of the new proposals.

45. The Home Secretary will have power to authorise the performance of procedures other than at a registered establishment, for example, in a field or wood, where necessary.

#### Breeding and Supplying Establishments

46. There are at present no controls over the breeding and supply



of animals for use in experiments, except for the prohibition in the Dogs Act 1906 on the disposal by the police of stray dogs for use in experiments. The Government intends to introduce such controls in accordance with the provisions of the draft European Convention. This will require the registration and inspection of all establishments which breed and supply animals intended for use in experimental and other scientific procedures; for such establishments to provide their animals with certain standards of care and accommodation; and for recording various details of all such animals, particularly in respect of cats and dogs.

#### Source of animals

47. There will be a requirement that all animals used in procedures must be obtained from a registered breeding or supplying establishment. The Home Secretary will be empowered to make general or specific exemptions from this requirement. General exemptions will be made by means of regulations in the case of animals such as horses, asses, mules, cows, sheep and goats which are at present usually obtained from farms. General exemptions for the use of poultry and fish obtained from commercial breeders may also be necessary. Particular exemptions will be allowed administratively, for example, to cover the use of animals taken from the wild when such animals and their environment are the subject of the experiment. In all cases, however, in which animals are supplied under the terms of a general or specific exemption the conditions imposed on the user establishment will require records to be kept enabling the precise source of the animal to be identified. The use of dogs or cats found straying will not be permitted.

#### Other Provisions

##### Statistics



48. The Home Secretary will publish annual statistics about the use of live animals in procedures which are subject to the provisions of the Bill. These will include information about the number and species of animals used, the purpose of their use, and the extent to which it was required by national or foreign legislation.

#### Offences and Penalties

49. It will be an offence to perform or take part, without authority, in performing a procedure on a live animal which may cause pain, suffering, distress or lasting harm; knowingly to aid and abet the performance of an unauthorised procedure; and knowingly to provide false information in an application for a licence or for registration. Provision would be included to make unlawful unauthorised disclosure of confidential information. Other offences might be needed to provide appropriate sanctions to make aspects of the controls, e.g. in respect of establishments breeding and supplying animals, effective. All offences will be triable summarily but the 6 months time-limit on their institution will be modified to provide that proceedings may be taken within 6 months from the date on which the evidence comes to light but not later than 3 years from the commission of the offence. Penalties for offences will be in line with those available for offences under the Protection of Animals Act 1911.

50. To safeguard licensees from vexatious prosecutions, the consent of the Director of Public Prosecutions will be required for the prosecution of a licensee. At present the Home Secretary's consent to such prosecutions is necessary but it is no longer considered appropriate to involve the Home Secretary in any aspect of the prosecution process.



### Territorial Extent

51. The proposals will apply to Great Britain and, with appropriate modifications, to Northern Ireland.

### Financial and Manpower Implications

52. In accordance with the Government's objective of keeping the burden on resources to a minimum, the aim will be to ensure that the new arrangements can be introduced without unnecessary cost. Since the introduction of controls over the breeding and supply of animals for use in procedures is likely to lead to some increase in costs, consideration will be given to the feasibility of introducing these controls over a period of time. A small increase in the Home Office staff involved, mainly to strengthen the Inspectorate, will be necessary. Fees

will be payable for licences and for registration.

### CONCLUSION

53. The Government believes that the proposals in this White Paper will provide continued and extended protection of animals from avoidable suffering while permitting their use in the proper interests of man and animal. They will enable the Government to ratify the European Convention. The Government intends to introduce legislation on these lines as soon as the Parliamentary timetable allows.

54. The Government would welcome any written comments on the proposals which should be sent to the Home Office, E4 Division, Queen Anne's Gate, London SW1H 9AT by [ 3 months from the date of publication ].



*and*

# COUNTRY SPORTS

Do you really know the facts?





# COUNTRY SPORTS

Do you really know the facts?

There is a lot of "information" around about country sports. Some is true. Some is mistaken. And some is deliberately intended to mislead.

In this folder, we attempt to give you solid facts and untampered statistics.

They are not intended to change your view or your personal way of life. But at a time when country sports have become a matter for open discussion we believe it is important that there is a firm foundation of fact on which to build any opinion.





With the run up to the General Election, a small but vociferous body is intensifying a long-running campaign to persuade major parties to include in their manifestos the abolition of country sports.

In a nation with a reputation for its affection for animals, this is understandably an extremely emotive subject – but one where issues can easily become obscured.

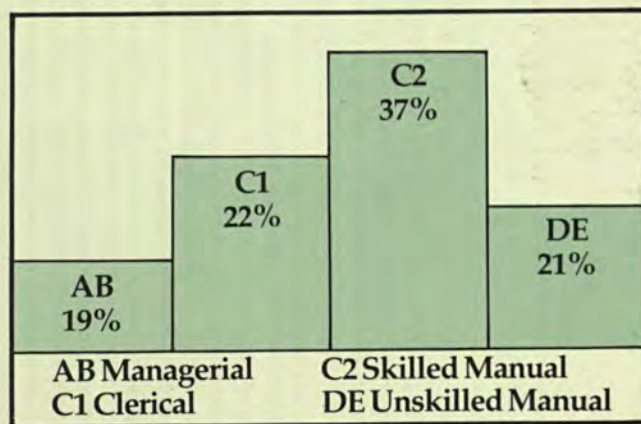
We ask you, as a leader of public opinion, to ensure that you are well informed on the issues and make a decision on the basis of the facts, which are often hidden behind the shouting.

## VITAL STATISTICS

Country sports, far from being the privilege of a few, involve up to six million people from all walks of life who take part, or are actively concerned in them.

The largest sport, fishing, is supported by 3.6 million anglers, and the smallest, falconry, by up to 2,000 enthusiasts. Between these extremes are sizeable numbers supporting, hunting, shooting, and hare coursing. Over one million for instance are licensed to own a gun or rifle.

- \* There are:
  - 293,000 people who hunt regularly, either mounted or on foot
  - 2,500 people who take part in coursing
  - 4,000 people involved with Highland stalking
  - 3,600,000 people who fish (either game, coarse or sea)
  - 2,000 falconers
- \* In Great Britain in 1981 there were 867,000 holders of shotgun certificates worth £2¼ million to the Exchequer. A recent survey undertaken by NOP Limited on behalf of the British Association for Shooting and Conservation shows that the majority of users of shotguns are skilled manual workers.



- \* The annual turnover in relation to hunting, coursing and ancillary trades is £160 million attracting tax valued at £22 million.
- \* Gameshooting is worth £100 million annually in taxes, sporting rates, rearing, wages and goods sold – much of it in foreign currency. At least a further £100 million is spent in other forms of shooting such as wild fowling, rough shooting, stalking and clay pigeon shooting. £10.75 million of game meat were exported in 1980.
- \* £420 million a year is spent on angling and equipment.
- \* Some 62,500 jobs are dependent on country sports (not including the thousands who assist in driven game shooting as paid beaters and as pickers-up).

## 2 GREEN & PLEASANT LAND



In a time when conservation of species and environment is increasingly important to all of us, it might seem a paradox that to hunt an animal is to ensure its survival. This however is true.

### ...A changing landscape? Your choice.

Far from seeking to exterminate an animal species, those involved in country sports are actively involved in preserving its habitat, and in ensuring that the animal itself is not exploited. For example:

- \* Farmers and landowners who support hunting plant and preserve hedgerows and coverts – benefiting all wildlife, plants, trees, insects and birds.

Already, in areas where there are few sporting or conservation interests to moderate changing farming fashions, it is noticeable that trees and hedges have often been uprooted for access, and many fields are open or with wire mesh fencing. The habitat for wildlife is gone.

- \* Farmers and landowners who support shooting plant and preserve mixed woodlands, hedgerows and game crops. Wetland habitats – which would otherwise be drained – are maintained, and chemicals used sparingly. All wildlife benefits.

- \* Fishermen have long led the fight against pollution, and the canalisation of rivers. All aquatic life benefits.
- \* Falconers co-operate with the Authorities and the protectionist bodies to prevent the theft of birds from nests. Falconers discovered how to breed birds in captivity which has reduced the need to take birds from the wild; this expertise has assisted conservationists in breeding birds of prey which have been released into the wild.
- \* Hare hunting and coursing enthusiasts maintain the habitat of the hare.

### ...Exmoor. No hunting. No deer.

Only once in many centuries has properly organized hunting ever stopped in Britain – and that was on Exmoor in 1825-1855.

The result, far from an abundant increase in Red Deer as could perhaps be expected, was an unprecedented carnage as local people took the control of the deer into their own hands. (Crop damage apart, grass on Exmoor's marginal land is expensive to grow and one deer can eat as much as a yearling bullock.)

In a few years, the herd had dropped from several hundred to under 50. And, without the selected culling of old and degenerated strains provided by hunting, many of those surviving were weakened by genetic defects and inbreeding.

With the cessation of hunting the deer on Exmoor were facing extinction. Today, with hunting, they number about one thousand.



Neither is this the only case of country sports helping to ensure wildlife survival. The Red Grouse, for example, survives in plentiful numbers today largely because of the conservation of its habitat through shooting interests.

## 3 PUBLIC OPINION

Those campaigning to abolish country sports continually claim that the large majority of the electorate would wish to see them banned.

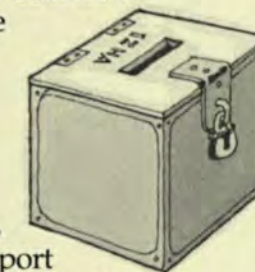
We would draw your attention that up to six million active participants could well withdraw support from any party advocating the abolition of their leisure activity.

And, as importantly, the results of the only official free vote on the subject were as follows:

### The Redbourne Referendum.

The Aldenham Harriers have for 25 years been allowed by the Parish Council to meet on Redbourne Village Common, Hertfordshire.

In 1980, the council was split over this permission and instigated a referendum of villagers. Despite a leaflet campaign, public meetings, and transport to the polls provided by a national body wishing to see country sports banned, the results of those voting were: 56.3% in favour of the hunt 43.7% against



Admittedly only a small village referendum, but the only free vote, and a result which does not in any way match the figures provided by campaigners against country sports.

### What others say:

#### Master of the Ystrad hunt in South Wales (November 1982)

"The entire following of my hunt work locally in collieries, factories, schools, farming and forestry, and consider hunting to be their main form of outside recreation. We are allowed and often specifically requested by farmers to hunt across their land because the hunt provides essential fox control."

#### The Jockey Club (November 1982)

"Any ban on hunting would jeopardise the future of this type of horse, (steeplechasers) and of the Point-to-Points in which their talents and those of the riders are developed. This, in turn, would have a serious effect on the future of a considerable section of the racing industry, the employment it provides and the revenue it produces, as well as the entertainment it gives to several million people."



### National Anglers' Council (July 1982)

"The NAC is firmly opposed to any interference with legitimate rural or urban recreational activities including field sports which are open to participation by the general public. Where such activities are carried out within the law it is imperative that the freedom of the individual to choose to take part or not is preserved."

## 4 WHAT IS HUMANE?

The argument against country sports where feelings run most high and issues become most clouded, is that of humanity – the allegation that country sports, and in particular hunting, are both cruel and unnecessary.



Again, it's worth looking at facts . . .

1. The Ministry of Agriculture, Fisheries and Food (Agriculture Act 1947) state that the fox and deer are pests to agriculture and forestry. The Wildlife and Countryside Act 1981 similarly lists various pest birds. Country sports make a valuable contribution to their control.

*Hunting and shooting are not purely for sport.*

2. Hunting (except for mink hunting) does not seek to exterminate quarry, but seeks a balanced population for the habitat through culling surplus numbers. It is strictly controlled by season and, in the case of deer, by age of quarry. There is no ground for belief that the hare is dying-out. The Game Conservancy say . . . "We see nothing to suggest that hares will not be widespread in the future, or, indeed, anything to suggest that they will become a rare or uncommon animal."

*Hunting is not irresponsible random extermination.*

3. Foxes and hares can be controlled in a number of ways. Poisoning, indiscriminate snaring and unskilled shooting can all risk lingering painful death. With hunting, the hare or fox either escapes, or is killed instantly. It is *not* killed by being ripped apart by hounds.

*Hunting is the humane method of control.*

4. Deer are either snared (illegally), shot, or, where shooting is unsafe to the population, hunted. With hunting and stalking, only one deer is selected and is killed by a marksman with a single shot, or by a humane killer. It is not killed by hounds. When stag hunting stopped, the deer vanished to near extinction.

*Selective stalking and hunting conserve deer.*

5. The last enquiry into practices or activities which might involve cruelty to wild mammals was the Report of the Committee on Cruelty to Wild Animals 1951 (the Scott-Henderson enquiry) set up by a Labour Government. After looking at the facts it decided conclusively that hunting and coursing should not be stopped as being cruel.

*The last Government enquiry found that hunting and coursing should not be stopped as being cruel.*

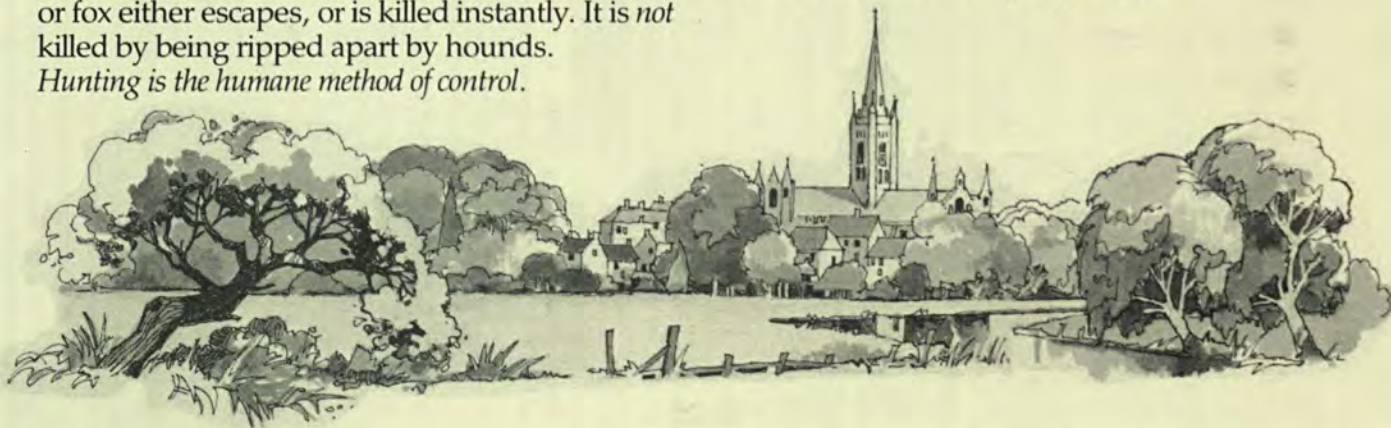
## 5 FREEDOM OF CHOICE

Country sports have been carried out in Britain for hundreds of years. In that time they have caused no damage to society or the environment.

There is a completely free choice by farmers and land owners of all sizes of property as to whether they wish to permit or prevent country sports on their land.

Having considered these facts, we would ask you whether these sports, in which nobody is forced to participate, should really take a place among the raging political arguments of today in forming part of a manifesto for future government.

And, more importantly, we would ask that on this issue there should be freedom of choice – that sports popular with people from all walks of life, taking place on land only where they are welcomed, and performing a useful conservation role, should not be abolished merely as a result of vociferous minority opposition.





# Remember...

- \* Up to six million people from all walks of life take part in country sports and could withdraw support from any party proposing their abolition.
- \* All country sports provide employment, recreation and trade throughout the community.
- \* Parliament has classified foxes, deer, and certain birds as pests. Without country sports the Government would have to deploy game wardens, and an expensive pest control service.
- \* The last impartial enquiry into practices or activities which might involve cruelty to animals was set up by a Labour Government. It found hunting and hare coursing should not be stopped as cruel.
- \* The only time stag hunting stopped on Exmoor, the deer population became nearly extinct. This could happen again.
- \* All country sports bodies actively help conserve the habitats most suited to wildlife. If country sports are abolished our countryside will inevitably suffer.
- \* Country sports should remain a matter for free choice.



**Poor quality  
text due to the  
nature of the  
material.**

**Image quality is  
best available.**



# The Campaign for Country Sports

ORGANISATIONS REPRESENTED ON THE MAIN COMMITTEE - AS AT 18 APRIL 1983

Amateur Riders Association of Great Britain  
Anglers' Co-operative Association  
Angling Trade  
British Association for Shooting and Conservation  
British Bloodstock Agency Ltd  
British Equestrian Trade Association  
British Falconers Club  
British Field Sports Society  
British Horse Society  
British Show Jumping Association  
Central Council for Physical Recreation  
Country Landowners' Association  
Deer Hunting  
Farmers' Union of Wales  
Farming and Wildlife Advisory Group  
Farriers, Blacksmiths & Agricultural Engineers  
Federation of Deer Management Societies  
Fell & Moorland Working Terrier Club  
Fly Dressers Guild  
Fox Hunting  
Game Fair  
Game Farmers Association  
Gun Trade Association  
Hare Coursing: National Coursing Club  
Coursing Supporters' Club  
National Whippet Coursing Club  
Hare Hunting  
Horse Trials  
Kennel Club  
Lurchers  
Mink Hunting  
Muzzle Loaders Association of Great Britain  
National Anglers Council  
National Federation of Anglers - London & South East Region  
National Trainers Federation

Chairman: Rt Hon Humphrey Atkins M.P.

Secretary: H. J. B. Rice, Welbeck House, High Street, Guildford, Surrey GU1 3JF. Tel: 0483-33448



Pony Club  
Racecourse Association Ltd  
St Hubert Club  
Shooting Sports Trust  
Standing Conference on Countryside Sports  
Thames Fisheries Council  
Thoroughbred Breeders Association  
Timber Growers Organisation  
Water Authorities

Individual Members of the Main Committee

The Rev. J.M. Ashley, Chairman of the Belvoir Hunt Supporters Club  
Ian Balding, Racehorse Trainer  
Bill Benyon, MP (Conservative)  
Christopher Brocklebank-Fowler, MP (SDP)  
Raymond Carr, Warden of St Antony's College, Oxford  
Willie Carson, Four Times Champion Jockey  
Jack Charlton, Manager, Sheffield Wednesday FC  
Gareth Edwards, Former Welsh Rugby Union International  
Jimmy Edwards, MFH  
John Farr, MP (Conservative, Chairman British Shooting Sports Council)  
Robert Hardy, Stage and Television Actor  
Dick Hern, Racehorse Trainer  
Jimmy Hill, Television Football Presenter  
Barry Hills, Racehorse Trainer  
The Rev. Graeme Longmuir, Minister of United Reform Church  
Sir Hector Monro, MP (Conservative)  
John Oaksey, Racing Correspondent  
Sir Hector Monro, MP (Conservative)  
Brian Pheasey, Kennel Huntsman, Bicester and Warden Hill Hunt  
John Ryman, MP (Labour)  
Dick Saunders, Winner of 1982 Grand National, Joint Master Pytchley Hunt  
Ken Storer, Miner, Member NUM  
Peter Walwyn, Racehorse Trainer  
George Woodrow, Member AITW



Observers

British Deer Society  
Countryside Commission  
Game Conservancy  
Jockey Club  
National Farmers Union  
Salmon and Trout Association  
The Tote



# The Campaign for Country Sports

EMBARGO

Not for release till 12 Noon Thursday 27th January 1983

Statement by the Chairman, Rt Hon Humphrey Atkins, MP

at the launch of the Campaign on 27th January 1983

Good morning, ladies and gentlemen. I'm very glad that so many of you have come and what I want to do is to tell you who we are and what we are setting out to do, to answer your questions and then to offer you a drink. I shan't be very long - how long the rest of the proceedings will take will depend largely on you.

First of all - we are the Main Committee of the Campaign for Country Sports. The original idea for the Campaign came from the British Association for Shooting and Conservation and the British Field Sports Society who both felt that action was needed - I shall describe that action in a minute - conceived the idea of this Campaign and invited the other organisations and individuals to join in. Therefore we now have the Campaign and its Main Committee before you. They have asked me to be Chairman.

We have given you a list of the names of the Committee and (where appropriate) the organisations they represent. For the benefit of those of you who may not know all the faces, may I just run around the table, starting over there.

In addition, there are the others whose names are on your list but who could not manage to come to this Press Conference today.

So you will see that we represent a wide cross section of country sports and the people who take part in them for recreation plus those in the supporting trades. We cannot, and do not, claim that every organisation is represented on our Committee - they are not, yet. In some cases there hasn't been time for the organisation to take the formal decision its constitution requires - in others they want to know a bit more about what we are doing before committing themselves, which is why some people here today are here as observers.

What I believe I can claim is that every organisation and indeed every individual who takes part in country sports - and there are well in excess of 5 million of us - that is 1 in 10 of the population - agree with our basic belief which is that country sports should not be a political issue and that the freedom of the individual to choose to take part or not must be preserved.

I hardly need to tell this audience why it has become important to mount a campaign in support of this simple but long held belief.

For a number of years now there has been a sustained attempt by a number of organisations to prevent the sports that we enjoy, to harass those who take part in them and to persuade political parties to undertake to ban them by law.

MF



Violence and even criminal action have been employed against those engaged in all of them. These organisations have few members but by misrepresentation, by the misuse of the Media, by persistent entryism and penetration of various institutions, most notably local Government, they seek to give a false impression of support for their point of view and thus to persuade political parties to commit themselves to legislate against country sports.

We are united in our determination to resist this. In country sports - fishing, shooting, hunting, coursing, falconry, stalking - more people take part than in all but a handful of other outdoor activities. Note, please, that I said 'take part'. There are plenty of spectator sports. Football is the biggest draw on a Saturday afternoon, but the vast majority only watch, they don't play. Millions watch racing, but how many ride a horse? In no way do I decry spectator sports - all of us round this table are spectators of one sport or another - but we do object to those who tell us that we should not take part in the sport of our choice, which we enjoy, which has been enjoyed by mankind for thousands of years, which is rooted in the natural environment and forms a vital part of the fabric and pattern of country life.

Let me deal immediately with our opponents' point that country sports are cruel, because they involve killing, and therefore should be banned.

In the first place, every quarry is either edible or classified by the Ministry of Agriculture, Fisheries and Food as a pest. As a nation, we consume a great deal of meat and fish and it is our contention that our lawful activities cause considerably less suffering than a great many other things we do today to produce meat and fish for us to eat.

Pests, of course, have to be controlled. There is plenty of evidence that any other methods, for example poisoning or gassing are cruel - indeed it was the Scott-Henderson Report, instigated by a Labour Government, that said so originally. More recently the Ministry of Agriculture stopped the gassing of badgers on scientific advice because it was considered cruel and ineffective.

I have respect - we all have respect - for vegetarians although we may not agree with them, and I think most of us can dimly understand the misguided thinking of those who maintain that even pests should be left alone, regardless of the harm that they will do to the rest of nature. But we are all well aware that many of those who lead the movement against country sports are motivated not by compassion for animals but by hopes of conflict between people. There is a wealth of difference between genuine care for the welfare of animals and the manipulation of animals for political ends.

Country people may be slow to react, but they recognise a cynical attempt, led by groups on the extreme political left, to poison public opinion about these matters. In a population which is now 83% urban, it is a ready field in which to mislead.

We are here to say that followers of country sports and country traditions have had enough of this and serve notice to that effect on all political parties and all those who seek political office.

Our message is that far from seeking to exterminate an animal species, those involved in field sports are actively involved in preserving its habitat, and in ensuring that the animal itself is not exploited. For example, farmers and landowners who support hunting & shooting plant and preserve hedgerows and coverts - benefitting all wildlife, plants, trees, insects and birds. Already in areas where there are few sporting or conservation interests to moderate changing farming fashions, it is noticeable that trees and hedges have often been uprooted for access, and many fields are open or with wire mesh fencing. The habitat for wildlife is gone.



Fishermen have long led the fight against pollution, and the canalisation of rivers. All aquatic life benefits.

We intend that this shall continue and we shall seek to ensure that it does by giving publicity to our point of view, by making known the true facts about country sports, by drawing attention to the numbers of people - from all walks of life - who take part in them either voluntarily or professionally, by publicising the economic importance of country sports and, not least important, by pointing out the consequences of a ban as I have just done.

We shall do this with your help, ladies and gentlemen, we hope, by producing and distributing information leaflets, such as the one you have in your folders - there will be others to follow - and, most important, by mobilising those who partake in country sports to be active in their own areas, pressing our case upon all those who have or seek political office, either national or local. We on the Committee can do some of the work, but in the end it is the voices of the five million and more followers of country sports which will count for most.

E N D S



Home Ass  
ms

PRIME MINISTER

Experiments on Living Animals: H Committee

At H Committee's discussion of the Home Office Paper on Experiments on Living Animals, the major conclusions which were reached were:-

i) That the proposal for an Animal Procedures Board should be dropped in favour of an advisory body more demonstrably independent of the Home Office than the existing Advisory Committee on Animal Experiments.

ii) That a White Paper along the lines proposed by Mr. Mellor (minus Animal Procedures Board) should be published as soon as possible.

The Home Secretary said that he would report the outcome to you and to Cabinet.

You will recall that you thought that the proposed White Paper would cause more problems than it solved. No doubt you will want to consider the question of the timing of its publication when the Home Secretary reports to you as promised.

12.

27 April 1983



PRIME MINISTER

Experiments on Living Animals

I fear this  
would raise more  
problems than it  
would solve  
M

Attached is an H paper from the Home Office covering a draft White Paper on Experiments on Living Animals which will be discussed at H Committee next Tuesday. The White Paper is in fulfilment of a Manifesto pledge to update the Cruelty to Animals Act 1876 which at present governs animal experiments.

The principal feature of Mr. Mellor's proposals is that the licensing of experimenters and experiments would be transferred from the Home Office to a new Quango called the Animal Procedures Board. The advantage of this, according to the H paper, is that it takes the Home Secretary out of the scientific and ethical judgments which are required in organising animal experiments. On the other hand, the Board would employ about twice as many staff (60) as are currently employed in the Home Office to do the same job. It is clear from the draft White Paper that the Board was a relatively late development and has not yet been cleared with other Ministers.

Mr. Mellor presents the White Paper (and the proposed legislation) as a tightening up of the law on animal experiments. Apart from the proposal for a Board, it is a vast improvement over the old law. There are, however, important areas where the animal lobby would regard it as loosening control. For example, under the proposed new legislation experiments on living animals for the acquisition of manual skill and for teaching are allowed whereas under the old law they were not. Moreover, under the new law there <sup>would be</sup> is no special protection for cats and dogs whereas there <sup>is</sup> ~~was~~ under the existing law; however rational this might be, it will raise howls of protest. - agreed

This is a small but undoubtedly sensitive area, as you will know from your constituency post-bag. My feeling, having worked on this subject, is that there is virtually no credit at all to be gained from legislation on animal experiments. Any rational

/bill



bill will fail to satisfy the animal lobby, which is, of course, becoming increasingly vocal, and the publication of the White Paper will simply open the whole issue up.

TF.

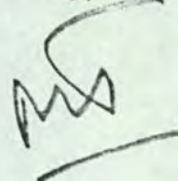
TIM FLESHER

21 April, 1983



PRIME MINISTER

H COMMITTEE MINUTES

*Typo copy filed on Home Affairs, Rights of Entry, Pt 2*  
*Home Affs*  


You may be interested to see the attached copy of the minutes of the H Committee held on Tuesday 29 June. The main item of business was the Police and Criminal Procedures Bill and you have already seen the major papers produced, one on the introduction of an independent element into the investigation of complaints against police, and on consultation between the police and the community, about which I have given you an additional note from the Home Office. The Committee also discussed a number of relatively minor changes in the law of criminal evidence, including changes in the status of spouses as witnesses in criminal cases, and in the admissibility of computer evidence. For the most part the Committee accepted the proposals set out in the papers before it, although there was some discussion about whether complainants against the police ought to have direct access to the independent assessor rather than, as proposed, going through the Home Secretary which would expose the latter to continuous political pressure (I understand this is a point made by the CPRS). It was also noted that the issues both of complaints and consultation would raise particularly difficult issues in Northern Ireland and that consideration of legislation to apply them there should await the passage of the England and Wales Bill.

The Home Secretary's major point is that the Bill as a whole should be presented as a balanced package containing on the one hand measures to increase the powers of police along the lines proposed by the Royal Commission on Criminal Procedure while on the other hand improving police relations with their local communities and increasing confidence in the investigation of complaints.

The Committee also considered that perennial hot potato experiments on animals. The position is that the Government's election manifesto included a commitment to replace the Cruelty to Animals Act 1876 which regulates animal experiments.

/This



This commitment has been reaffirmed on several occasions recently but has been placed in the context of the Council of Europe Convention on animal experimentation which has now been concluded. The Committee proposed, therefore, a White Paper well before the next General Election; such a White Paper would have to tackle ahead on the disagreement between this country and the other participants in the Convention on the so-called "pain condition". This essentially comes down to, whether there is an inviolable prohibition on the causing of severe pain in experiments (of which we are in favour) or whether there should be certain exemptions. As I know from my Home Office days, animal experiments are a highly emotive subject and the Government will receive small thanks for tackling a long overdue task.

Tim Healy

30 June 1982



Home Affairs



Ministry of Agriculture, Fisheries and Food  
Whitehall Place London SW1A 2HH

From the Minister's Private Office

Michael Alexander Esq  
Private Secretary to the Prime Minister  
10 Downing Street  
London SW1

19 September 1979

Dear Mr Alexander, <sup>NBPM</sup> MS

Thank you for confirming that the Prime Minister would have no objection to my Minister asking Lord Zuckerman to advise on our policy for dealing with tuberculous badgers. As I explained, Sir Ian Bancroft and Murdo MacLean similarly raised no objections on their own account, providing of course that you were content.

I attach a copy of the letter which was sent from our Permanent Secretary's Private Secretary to David Laughrin so that you have the full details of the Minister's proposal.

He is hoping to be able to make an announcement on Tuesday of next week.

Yours sincerely  
Frances Thompson

Miss F Thompson  
Private Secretary



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20 SEP 1979

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5 6 7 8 9 10



A P P O I N T M E N T S - I N C O N F I D E N C E

18 September 1979

The Ministry's duty of keeping the country's cattle free of bovine tuberculosis has been complicated in recent years by the presence of the disease in badgers. The problem has been virtually confined to some parts of South West England and we have been dealing with it, with increasing success, by gassing badger setts on or near the affected farms.

Until recently, we were able to conduct our operations without too much opposition, in part by keeping a panel of conservation, animal welfare and other representatives informed of our activities. But in the last couple of months there has been mounting criticism of our policy in the local press and on television and the Minister considers that some additional source of authoritative and independent advice is needed.

He therefore has it in mind to invite Lord Zuckerman to advise him on the appropriateness of the policy, in particular whether infected badgers are rightly being blamed for passing on tuberculosis to cattle and, if so, whether gassing is the most effective way of dealing with them. The review, which would take about 3 months, would be announced publicly and the eventual report would probably be published; but the Minister wishes to proceed on as personal and informal a basis as possible and to avoid the full committee of enquiry treatment. We would expect the cost to be confined to providing some secretarial help for Lord Zuckerman.



May we have the authority of the Head of Civil Service to proceed on these lines please?

Miss V A Heathorn

David Laughrin Esq  
PS/Sir Ian Bancroft GCB  
Civil Service Department  
Old Admiralty Building  
Whitehall  
LONDON  
SW1



Mr Walker's office informed. They  
will confirm in  
writing. h.g. And 1915



(1)

10 DOWNING STREET

Prime Minister.

The Minister of Agriculture's office have  
just rung to say that Mr Walker has it  
in mind to ask Lord Zuckerman to head  
an enquiry into the passing of badgers.

He would like to issue the invitation  
to-morrow evening. The Chief Whip's office  
are content as is Sir Ian Bancroft.

Would you see any objection to Mr  
Walker proceeding as he proposes?

Go ahead

Ans.

And





10 DOWNING STREET

THE PRIME MINISTER

10 September 1979

*Original in G/Rom*  
cc: HO  
MAFF  
SO  
NIO  
Press office  
*Have affairs*

*Dear Tam,*

Thank you for your letter of 23 August about the Cruelty to Animals Act 1876.

The Government is already pledged to introduce its own legislation to update the 1876 Act. The Home Secretary, who has departmental responsibility for the matter, made clear in a written reply on 14 June (Official Report, Col. 267) that in doing so the Government will have regard to the progress in the Council of Europe on a convention for the protection of laboratory animals. In consultation both with the animal welfare organisations and with research and professional interests the Government is playing a full part in the Council's discussions and the legislation will take the provisions of the convention into account in due course. No doubt the Bill which has been introduced by Lord Halsbury and the alternative Private Member's Bill to be introduced by Peter Fry will provide a useful opportunity for Members to give preliminary consideration to some of the issues which will arise when the Government's own legislation is prepared.

Meanwhile, the Home Secretary is reconstituting his Advisory Committee on the Administration of the Act. It will be renamed the Advisory Committee on Animal Experiments, it will have wider terms of reference, including the duty to consider proposals for revision of the law, and new members will be appointed. In considering matters referred to them the Committee will have regard on the one hand to the legitimate requirements of science and industry and on the other to the protection of animals against avoidable suffering.

*Thank you very much for writing as you did.  
Yours sincerely  
Margaret Thatcher*

Tam Dalyell, Esq., M.P.

*726*



RESTRICTED



Home Affairs <sup>to</sup>

10 DOWNING STREET

*From the Private Secretary*

23 July 1979

The Prime Minister has seen your Minister's minute of 20 July about the Government's attitude to animal welfare. She is pleased to note that Ministers have concluded that there is no need to create a new body with very broad powers.

The Prime Minister approves the proposal to invite Professor R.J. Harrison to chair the Farm Animal Welfare Council and she is content that this should be announced through the written question and answer enclosed with Mr. Walker's minute.

I am sending a copy of this letter to John Chilcot (Home Office), Kenneth MacKenzie (Scottish Office), George Craig (Welsh Office), Mike Hopkins (Northern Ireland Office), Murdo Maclean (Chief Whip's Office), Martin Vile (Cabinet Office) and David Laughrin (Civil Service Department).

MAP.

Miss F.H. Thompson,  
Ministry of Agriculture, Fisheries and Food.

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GB



PRIME MINISTER

Good ✓  
Mr. Whitelaw and Mr. Walker have been considering the Government's attitude to animal welfare. This minute from Mr. Walker reports their conclusions. They do not propose to adopt the previous Government's policy of appointing an animal welfare council with very broad powers. Instead they propose to strengthen the existing advisory bodies and to extend the coverage to include the transport of farm animals.

Mr. Walker proposes to invite Professor R. J. Harrison, Professor of Anatomy at Cambridge, to chair the Farm Animal Welfare Council, replacing the Farm Animal Advisory Committee.

Do you agree:

1. With the policy decision; Yes
2. With the appointment of Professor Harrison; Yes
3. With the proposal to announce this through the Written Answer enclosed with Mr. Walker's minute? Yes

MAP

Ans

20 July 1979





MINISTRY OF AGRICULTURE, FISHERIES AND FOOD  
WHITEHALL PLACE, LONDON SW1A 2HH

From the Minister

Prime Minister

ANIMAL WELFARE

The Home Secretary and I have been giving detailed consideration to the Government's attitude to animal welfare, bearing in mind the previous administration's proposals and the undertakings given in our election manifesto.

We are agreed that we should not adopt the previous Government's proposal to appoint an Animal Welfare Council with power to consider any welfare issue it thought fit. A QUANGO of that type would not accord with our policy. Instead, we propose to strengthen the existing advisory bodies and to extend the coverage to include the transport of farm animals (a subject about which there has been some public concern).

A draft of the statement, which the Home Secretary agrees that I should make, is attached. It meets all of our manifesto undertakings and should receive a welcome from the agricultural industry and from responsible opinion in animal welfare circles. I propose to issue the statement in reply to a written question on Wednesday, 25 July and to hold a press conference.

As you will see, I propose to invite Professor R J Harrison, Professor of Anatomy at Cambridge University, to chair the Farm Animal Welfare Council. The Head of the Civil Service and the Chief Whip have been informed and are content. The appointment calls for a person of high intellectual capability and firmness who will command the respect both of the animal welfare interests and of the farmers and the trade. As chairman of the Farm Animal Welfare Advisory Committee (which the new Council is to replace) Professor Harrison has already demonstrated that he possesses all of the required qualities.

We should be grateful if you would approve the statement and the proposal to make it in reply to a written question.

Copies of this minute go to the Home Secretary, the Secretaries of State for Scotland, Wales and Northern Ireland, the Chief Whip and to Sir Ian Bancroft and Sir John Hunt.

PETER WALKER  
20 July 1979



DRAFT STATEMENT TO BE MADE BY THE MINISTER OF AGRICULTURE, FISHERIES  
AND FOOD

Miss Janet Fookes:

To ask the Minister of Agriculture, Fisheries and Food what progress has been made with the Government's review of its animal welfare policy, and if he will make a statement.

Minister:

The Government is anxious to increase its impact on matters concerning the welfare of animals.

For this purpose we have decided to appoint a Farm Animal Welfare Council which will have the broadest possible remit. Its terms of reference will be "to keep under review the welfare of farm animals

- (a) on agricultural land;
- (b) at markets;
- (c) in transit,

and to advise the Minister of Agriculture, Fisheries and Food and the Secretaries of State for Scotland and Wales of any legislative or other changes that may be necessary".

I am pleased that Professor R J Harrison, who has since May 1974 been Chairman of the Farm Animal Welfare Advisory Committee, has agreed to chair the Council. I will be announcing the full membership of the Council within the next few days but I am pleased to announce already that amongst other members will be Mr R J Hopkins, the Executive Director of the RSPCA; Mr P L Brown, Chief Veterinary Officer of the RSPCA; Mr S Burgess, a Director



of a firm prominent in livestock exports who will be able to provide the Council with considerable knowledge as to the welfare problems involved in sending animals abroad; Professor J O L King, Professor of Animal Husbandry at the University of Liverpool and Mr D McCaskie, past President of the Institute of Auctioneers and Appraisers in Scotland, who will be able to provide the Council with specialist knowledge of livestock markets. Members of the Farm Animal Welfare Advisory Committee who have given valuable advice in the past will also be invited to serve on the Council. Organisations and members of the public will, of course, be free to provide the Council with information or views that they believe the Council should consider.

The Government have also decided to introduce added legal safeguards for animals being exported and to update some of the legislation for the protection of farm animals.

We intend to press vigorously for the introduction of an EEC requirement that the actual journey of farm animals to the slaughterhouse should not last more than 12 hours and for this requirement to apply domestically in each country as well as in intra-Community trade. We shall amend our legislation specifically to prohibit the export of farm animals that have given birth in the previous 48 hours.

We intend to see that the revision of the welfare codes which was being undertaken by the Farm Animal Welfare Advisory Committee will now be conducted as speedily as possible by the new Council. We intend to see that these revised codes will reflect advances of knowledge since the Brambell Committee reported in 1965.



We are already pledged to bring up to date legislation on experiments on live animals. In consultation both with the animal welfare organisations and with research and professional interests we are playing a full part in the current preparation of a Council of Europe convention on the protection of laboratory animals. We intend that our legislation should take account of the provisions of the convention in due course. Meanwhile my rt hon Friend the Home Secretary is reconstituting his Advisory Committee on the Administration of the Cruelty to Animals Act 1876 on the retirement of the present chairman, Lord Cross. It will be renamed the Advisory Committee on Animal Experiments and will have the following terms of reference:

- "1. It shall be the duty of the Committee to consider from time to time, in consultation with such bodies or after hearing such witnesses as they may think appropriate, such matters arising out of the administration of the Cruelty to Animals Act 1876 as may be referred to them by the Secretary of State, including in particular -
  - (a) specific proposals for experiments on living animals intended to be carried out under the authority of the Act;
  - (b) trends in such experimental work;
  - (c) questions of policy, procedure or practice;
  - (d) proposals for revision of the law.
2. It shall be open to the Committee to propose to the Secretary of State at their discretion matters arising under (b), (c) or (d) above which in their opinion might usefully be referred to them for their consideration.



3. In considering the matters referred to them the Committee shall have regard on the one hand to the legitimate requirements of science and industry and on the other to the protection of animals against avoidable suffering."

[We are pleased that Mrs Warnock, who has been a member of the existing Committee since 1975, has agreed to chair the new Committee.] Consultations are taking place about the appointment of the other members to be drawn from scientific, professional, animal welfare and lay backgrounds and my rt hon Friend will announce the full membership as soon as possible.

The Government believes that the Farm Animal Welfare Council and the Advisory Committee on Animal Experiments will be more effective in tackling the problems of animal welfare than a super-imposed all-purpose body which could be cumbersome and wasteful of resources. The actions the Government intends to take will provide a more efficient and effective means of furthering the interests of Animal Welfare.





Home Affairs  
JL B

10 DOWNING STREET

*From the Private Secretary*

18 June 1979

We spoke last week about the work which the Home Office has in hand on animal welfare. You told me that the Home Secretary would be reporting to the Prime Minister on this shortly.

The Prime Minister has now received a letter from Robin Corbett in his capacity of Chairman of the Farm Animal Welfare Co-ordinating Executive. Mr. Corbett urges the Government to go ahead with the establishment of a Council for Animal Welfare.

The Prime Minister would be grateful if the Home Secretary would reply to this letter on her behalf.

I am sending a copy of this letter and enclosure to Francis Thompson (Ministry of Agriculture, Fisheries and Food).

M. A. PATTISON

Alan Cogbill, Esq.,  
Home Office.



PRIME MINISTER

Robin Corbett writes to ask you to take a sympathetic attitude to the proposed Council for Animal Welfare. As an MP in the last Parliament, he was a leading figure in the pressure that led to the proposal.

The Home Secretary and the Minister for Agriculture have this matter under careful review. I understand that they will not propose to go ahead with the Council but will aim to obtain the same results without creating a new quango. They will be consulting you before taking a firm decision but, in the meantime, should we ask Mr. Whitelaw to reply to this letter on your behalf?

*MAD* *Yes please*  
*mf*

15 June 1979





**FAWCE**

**Farm Animal Welfare Co-ordinating Executive**

the body which links caring societies

Chairman: Robin Corbett

Hon. Secretary: ~~David Luetchford~~

Damaris Hayman

C/o The Causeway, Horsham, Sussex RH12 1HG

Telephone: Horsham 64181

R15/0

Dear Prime Minister,

6 June 1978

You may remember that your predecessor was kind enough to tell me in a Written Reply on March 22 ( Hansard Col. 718) of that government's decision to establish a Council for Animal Welfare. Its purpose was to review existing legislation and recommend legislative and other action on any animal welfare matter and to propose improvements in the existing advisory machinery.

This announcement was widely welcomed on all sides of the House, by this committee, the RSPCA and all of the other caring societies and did represent a significant development in official attitudes over animal protection.

I write to ask whether you will now give sympathetic consideration to this proposed Council, which is a logical extension to the welcome section in the Conservative election manifesto on animal welfare. I appreciate that it does go somewhat further than that, but do want to stress how widespread and sustained is public concern over animal protection in all of its aspects.

The establishment of such a Council, or some similar body, with an independent chairman and having a majority of animal welfare interests on it, would do much to show that your Government acknowledges this concern and believes it right to respond in this way to it.

I do hope, on behalf of FAWCE and the other societies, that you will now feel able to come to the conclusion that it would be right to go ahead on this.

Thank you for your consideration.

Yours sincerely

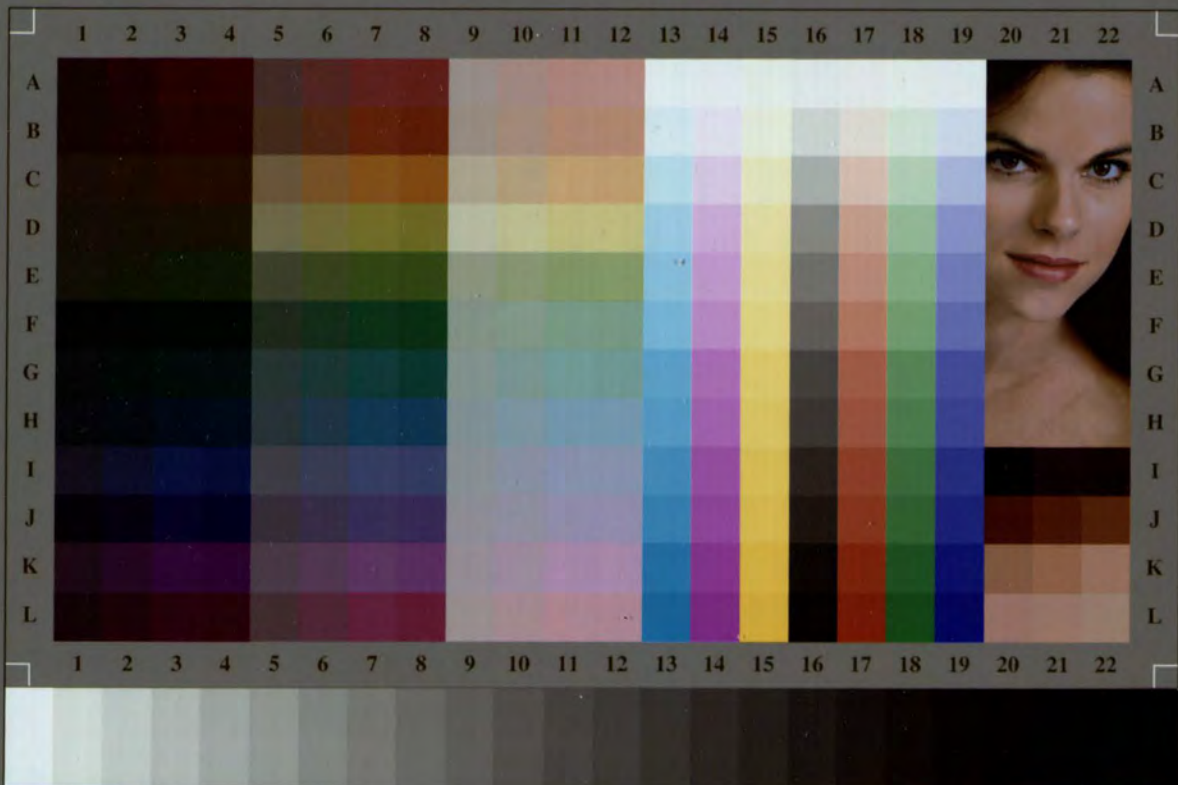
Robin Corbett  
Chairman.

Rt. Hon Margaret Thatcher, MP,  
Prime Minister.



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