

CONFIDENTIAL

DOCUMENT IS THE PROPERTY OF HER BRITANNIC MAJESTY'S GOVERNMENT

C(80) 27

COPY NO

82

9 May 1980

CABINET

---

SUMMARY OF BILLS FOR LEGISLATIVE PROGRAMME 1980-81

Note by the Secretary of State for the Home Department

---

1. I attach a summary of the Bills which The Queen's Speeches and Future Legislation Committee (QL) recommend for the Legislative Programme 1980-81.
2. The summary describes the main provision of each Bill and the considerations affecting their timing and handling. It is based on notes contributed by the sponsoring Departments but also reflects subsequent correspondence and discussion with the Ministers concerned.
3. Colleagues may wish to refer to this summary in considering the recommendations set out in C(80) 26.

W W

Home Office

9 May 1980

CONFIDENTIAL

LEGISLATIVE PROGRAMME 1980-81

(i) Essential - Sheet 1

Department	Bill	Purpose	Length	Timing and Comment
MOD	Armed Forces	<p>(1) To continue the 3 Service Discipline Acts for a further 5 years from end 1981;</p> <p>(2) To amend Service disciplinary procedures.</p>	Medium	<p>Policy approval to be sought May 1980, instructions in June, introduction at beginning of session. The 3 Acts expire 31 December 1981: Royal Assent essential by that date. Uncontroversial, but will allow questions on trade unions in the services and on human rights. These Bills have in the past been referred to a Select Committee after Commons Second Reading. No expenditure or manpower implications.</p>

Department	Bill	Purpose	Length	Timing and Comment
Energy	Energy Conservation	<ol style="list-style-type: none"> <li>1. To enable the S of S to require certain gas and heating appliances to conform with performance and other standards;</li> <li>2. To provide for the labelling of domestic appliances with their energy consumption;</li> <li>3. To provide authority for Departmental energy conservation advisory schemes.</li> </ol>	Medium	<p>1 and 2 essential to implement 3 EEC directives - on 1 by 1 January 1981 and on 2 by 15 May 1981.</p> <p>Policy approved by E(EA) in July and October 1979; drafting authority given; first draft of bill prepared. Deferred from 1979/80, should be ready for introduction at beginning of session.</p> <p>Politically uncontroversial but may be some anti-EEC resistance and some reluctance to grant general powers. Conflicting industry/consumer pressures on details, but should be generally welcomed. Minor staffing implications and labelling publicity costs.</p>

Department	Bill	Purpose	Length	Timing and Comment
DOE	Wildlife and Countryside	<ol style="list-style-type: none"> <li>1. To make provision for the protection of certain species and of the habitat;</li> <li>2. To make provision for the countryside, including moorland protection;</li> <li>3. To recast and simplify the law on allotments.</li> </ol>	Long	<p>Essential to implement EEC Directives on species protection by April 1981. Policy approval for 1. and 2. given by H from July to October 1979; most of Bill likely to be drafted shortly; ready for introduction at beginning of Session; Royal Assent April 1981. Moorland protection controversial; differences on other measures not likely to be on party lines. Suitable for Lords introduction. Notifications under 2. could eventually lead to expenditure of £<math>\frac{3}{4}</math> m.p.a. by local authorities and by Nature Conservancy Council (no PESC provision yet made).</p>

Department	Bill	Purpose	Length	Timing and Comment
FCO	Anguilla	<p>To separate Anguilla from the Associated State of St Christopher-Nevis-Anguilla and to allow for its administration as a separate dependent territory.</p> <p>2. To provide for the payment of fees to be varied or reduced in appropriate circumstances;</p> <p>3. To abolish controls over local authorities;</p> <p>4. To simplify the constitution of the Central Council for Education and Training in Social Work;</p>	Short	<p>Essential to fulfil United Kingdom Government commitment to Anguilla Ministers by end 1980. Policy approved by OD April 1980; instructions prepared; ready for introduction at beginning of session.</p> <p>Uncontroversial.</p> <p>No expenditure or manpower implications.</p>
		<p>5. To register private and voluntary residential homes;</p> <p>6. To clarify the child care requirements on the social services, and reduce information required by central government;</p> <p>7. Possibly to phase out Community Health Councils;</p> <p>8. Possibly to extend motorists' responsibility for contributing to accident costs;</p> <p>9. Possibly to reduce social services functions of local authorities, particularly for the disabled;</p> <p>10. And other simplifying and clarifying amendments to existing legislation.</p>		<p>Will be controlled by interested groups but will be supported by local government interests; main provisions politically controversial. Should lead to financial savings for local government and the NHS. Will not include 7 unless local authorities press very hard. Will select provisions from 8 to keep length of overall bill to about 20-25 clauses.</p>

Department	Bill	Purpose	Length	Timing and Comment
DHSS	Health and Social Services (Miscellaneous Provisions)	<p>A. <u>Medicines</u></p> <ol style="list-style-type: none"> <li>1. To provide for the annual payment of fees for a licence or certificate and that revised fees apply to existing licences and certificates;</li> <li>2. To provide for the payment of fees to be varied or reduced in appropriate circumstances;</li> </ol> <p>B. <u>Other Provisions from the following:</u></p> <ol style="list-style-type: none"> <li>3. To abolish controls over local authorities;</li> <li>4. To simplify the constitution of the Central Council for Education and Training in Social Work;</li> <li>5. To strengthen local authorities functions to register private and voluntary residential homes;</li> <li>6. To clarify the child care requirements on the social services, and reduce information required by central government;</li> <li>7. Possibly to phase out Community Health Councils;</li> <li>8. Possibly to extend motorists' responsibility for contributing to accident costs;</li> <li>9. Possibly to reduce social services functions of local authorities, particularly for the disabled;</li> <li>10. And other simplifying and clarifying amendments to existing legislation.</li> </ol>	Medium	<p>A. Essential since the present practice of raising fees for existing licences and certificates is <u>ultra vires</u>. Without legislation DHSS cannot fully recoup costs as Licensing Authority. Operation of <u>ultra vires</u> powers may be sensitive but generally uncontroversial. No manpower implications.</p> <p>B. programme category: ready for introduction December 1980. Some social services provisions will be contested by interested groups but most will be supported by local government interests; main provisions politically controversial. Should lead to financial savings for local government and the NHS. Will not include 9 unless local authorities press very hard. Will select provisions from B to keep length of overall bill to about 20-24 clauses.</p>

Department	Bill	Purpose	Length	Timing and Comment
Industry	Industry (No 2)	To increase the aggregate financial limit of the S of S and the NEB from £3,000 million to £4,000 million.	Very short	A consequential from the handling of the Industry Bill 1979/80. Should be ready for introduction at beginning of session. Increase of £1,000 million will cover both public and private expenditure.
Dept of Justice	Concept of Court	To clarify, and in places relax, the law of contempt as it affects the press and other media	Medium	The Bill would implement, with some modifications, the Phillimore Report of 1974. In the light of the judgment of the European Court of Human Rights in the Sunday Times case, presented in the Queen's Speech 1978/79. Policy approved at B in July 1979. Bill drafted ready for introduction at beginning of session. Not politically controversial, but will raise widespread constitutional, procedural and legal interests, and expenditure or manpower implications.

Department	Bill	Purpose	Length	Timing and Comment
Industry	Iron and Steel	<ol style="list-style-type: none"> <li>1. To reconstruct the British Steel Corporation's finances;</li> <li>2. To provide for future financing;</li> <li>3. Possibly to amend the responsibilities and structure of BSC, including provision for subsidiaries to become Companies Act companies.</li> </ol>	Short	Essential as BSC may reach borrowing limit during 1980/81. Timing dependent on state of finances and development of Government policy on steel, but Royal Assent needed by June 1981 or earlier. Controversial. Will involve writing off £2½-3 billion in past loans.
Lord Chancellor's Department	Contempt of Court	To clarify, and in places relax, the law of contempt as it affects the press and other media	Medium	The Bill would implement, with some modifications, the Phillimore Report of 1974, in the light of the judgment of the European Court of Human Rights in the Sunday Times case. Promised in The Queen's Speech 1979/80. Policy approval at H in July 1979; Bill drafted; ready for introduction at beginning of session. Not politically controversial, but will raise widespread Parliamentary, press and legal interest. No expenditure or manpower implications.

Department	Bill	Purpose	Length	Timing and Comment
Trade	Companies	<ol style="list-style-type: none"> <li>1. To implement the EEC Fourth Directive on Company Law, dealing with company accounts;</li> <li>2. To remove or modify certain requirements on the registration of companies;</li> <li>3. To strengthen the law on company fraud and misbehaviour;</li> <li>4. To allow companies to buy their own shares;</li> <li>5. To introduce technical amendments to facilitate consolidation of the Companies Acts.</li> </ol>	Long	<p>1. Should be implemented by July 1980.</p> <p>2-5. Programme provisions - 2 offers staff savings in Companies Registration Office. Green Paper published on 1. in September 1979. Consultative paper on 4. to be published shortly. Policy approval by July 1980; instructions shortly thereafter; introduction December for Second Reading before Christmas. Royal Assent desirable by July 1981. Lord President told Lords on 2 July 1979 that bill would be introduced in 1980-81 session. Bill will help small companies and allow staff and expenditure savings but may attract some Opposition criticism. Suitable for Lords introduction.</p>

Department	Bill	Purpose	Length	Timing and Comment
Trade	Insurance Companies	<ol style="list-style-type: none"> <li>1. To implement the EEC life establishment directive;</li> <li>2. To complete the implementation of the EEC non-life establishment directive;</li> <li>3. To consolidate regulations made under the European Communities Act 1972 without which the Insurance Companies Act 1974's coherence is substantially impaired;</li> <li>4. To extend the directives' arrangements to insurance companies operating in the UK which are excluded from the directives;</li> <li>5. To strengthen the protection of policy holders</li> </ol>	Substantial	<ol style="list-style-type: none"> <li>1. Should be implemented by September 1980 and in force by September 1981.</li> <li>2. Should have been fully implemented by January 1975. Policy approved in March 1980; instructions by June; introduction in November. Royal Assent by July 1981 to meet Community deadline on 1. Uncontroversial: recognised as necessary by the insurance industry. Suitable for Lords introduction. No expenditure or manpower implications.</li> </ol>

(ii) Programme - Sheet 1

Department	Bill	Purpose	Length	Timing and Comment
MAFF	Forestry (Sale of Land)	<p>To enable the Forestry Commission to dispose more freely of land held for forestry.</p> <p>1. To extend and clarify legislation on licensing and enforcement;</p> <p>2. To provide powers to set regional minimum landing sizes of fish;</p> <p>3. To take powers to regulate transshipment operations;</p> <p>4. To make certain provisions for compensation payments to trawlers not on a permanent register;</p> <p>5. To bring directly applicable EEC legislation on offences into line with those in national fisheries legislation;</p> <p>6. To provide powers to enforce conditions of EEC licences to fish in Member States and to bring associated offences into line;</p> <p>7. To give effect to possible commitments in EEC legislation on producer organisations and the marketing of fish;</p> <p>8. To implement if required EEC Directives on aid for restructuring the fishing industry and/or rationalising the infrastructure.</p>	Short	<p>Aim to finance forestry on more commercial basis. Currently being discussed with Forestry Commission; policy approval May; instructions in August; introduction at beginning of session. Desirable, but not essential, to have Royal Assent before end of financial year 1980-81. Will reduce public expenditure and encourage private enterprise; likely to be supported by would-be investors, but not by traditional forestry interests, wood processing industry or amenity groups. Could be controversial. As well as allowing Commission to raise funds itself, land sales could lead to PSBR and manpower savings.</p>

Department	Bill	Purpose	Length	Timing and Comment
MAFF	Fisheries (Miscellaneous Provisions)	<ol style="list-style-type: none"> <li>1. To establish a Sea Fish Industry Authority;</li> <li>2. To take powers to collect statistical information;</li> <li>3. To extend and clarify legislation on licensing and enforcement;</li> <li>4. To provide powers to set regional minimum landing sizes of sea fish;</li> <li>5. To take powers to regulate transshipment operations;</li> <li>6. To make reserve provision for compensation payments to trawlermen not on a decasualisation register;</li> <li>7. To bring directly applicable EEC legislation on offences into line with those in national fisheries legislation;</li> <li>8. To provide powers to enforce conditions of EEC licences to fish in Members' waters; and to bring associated offences into line;</li> <li>9. To give effect to possible amendments to EEC legislation on producer organisations and the marketing of fish;</li> <li>10. To implement if required EEC Directives on aid for restructuring the fishing industry and/or rationalising its infrastructure.</li> </ol>	Medium	<p>1.-5 highly desirable; unless 1. enacted by end-1981 the two existing bodies which it replaces will require new legislation to extend their financing powers.</p> <p>7.-10. contingent provisions - will become essential if agreement reached on Common Fisheries Policy and other EEC Legislation. Policy approved on 1. by II in January 1980. Policy approval on 2.-6. by May; instructions by June; introduction at beginning of session. Should be generally uncontroversial; but 7.-10. will depend on the reception to any agreement on CFP, on which there are different views among the interests affected. £45 million over 5 years required for 1.-6., and small staff increases.</p>

Department	Bill	Purpose	Length	Timing and Comment
Chancellor of the Duchy	House of Commons Members Fund and Parliamentary Pensions (Transfers)	<p>1. To provide a grant to former Members and their dependents who left the House before 16 October 1964 and are not entitled to a pension from the Parliamentary Contributory Pension Fund;</p> <p>2. To provide greater flexibility for transferring pension entitlements from previous employment into the Parliamentary Contributory Pension Fund.</p>	Short	<p>Would implement Report No 13 of the Top Salaries Review Body. Instructions by early autumn; introduction December 1980. The Government is committed to legislation. Will be welcomed in the House; unlikely to be controversial outside it. Cost up to £200,000 p a; no PESC provision yet made. No manpower implications.</p>

Department	Bill	Purpose	Length	Timing and Comment
DES	Education (Special Educational Needs)	<p>To establish a new framework of provision for children with special educational needs to replace the current arrangements for special education for handicapped pupils.</p>	Short	<p>Would implement the agreed recommendations of the Warnock Committee on the Education of Handicapped Children and Young People. Policy approved by H in February 1980; White Paper in July; instructions in the summer; introduction in November. Failure to take action on report would be politically damaging. Politically uncontroversial and will be widely welcomed, but may be difficulty from pressure groups wanting compulsory integration of handicapped with other pupils. Probably suitable for Lords introduction. No expenditure or manpower implications.</p>

Programme - Sheet 5

Department	Bill	Purpose	Length	Timing and Comment
Employment	Employment and Training Act 1973 (Amendment)	<ol style="list-style-type: none"> <li>1. To amend arrangements for industrial training by Industrial Training Boards</li> <li>2. To give authority for the Manpower Services Commission (MSC) the Health and Safety Commission and the Advisory Conciliation and Arbitration Service to retain their receipts.</li> <li>3. To give the MSC statutory responsibility for employment services for disabled people;</li> <li>4. To abolish the Employment and Training Services Agencies and to integrate their functions with the MSC;</li> <li>5. To put the Scottish and Welsh Committees of the MSC on a statutory basis;</li> <li>6. To clarify the position of the MSC on land-holding and conveyancing.</li> </ol>	Medium	<p>1. would result from a review by the MSC expected in July 1980. High priority as agreed PESC savings of £10m in 1980/81 and £40m pa thereafter. Could be controversial, depending on outcome of review.</p> <p>3-6. Reserve matters listed in order of priority. Non-controversial. Some may be dropped in order to shorten Bill. Policy approval in July/August; instructions soon after; introduction before Christmas.</p>

Department	Bill	Purpose	Length	Timing and Comment
Energy	Petroleum and Continental Shelf	<ol style="list-style-type: none"> <li>1. To restructure the British National Oil Corporation;</li> <li>2. To separate BNOC's finances from those of the National Oil Account;</li> <li>3. To amend the Petroleum and Submarine Pipelines Act 1975 affecting production licences, pipelines, offshore installations, and offshore gas storage.</li> </ol>	Substantial	<p>Most policy approved by E end 1979; authority given; introduction in 1979/80 deferred, but should be ready for introduction November 1980. 1 in particular will be highly controversial. Substantial benefits to Exchequer from introduction of private capital into BNOC.</p>
Energy	Gas Rental Levy	<p>To provide for a rental levy to be imposed on the British Gas Corporation for supplies from contracts not subject to Petroleum Revenue Tax.</p>	Short	<p>Policy approved by E in February 1980; instructions by end-summer: Royal Assent required by March 1981 so that the levy can apply in financial year 1980/81. Desirable to reduce BGC's profits; may not be politically controversial. Money at present deposited with Exchequer so no PSBR implications; public expenditure may rise.</p>

Department	Bill	Purpose	Length	Timing and Comment
Energy	Radiochemical Centre	To provide for the sale of 100 per cent of the shares in The Radiochemical Centre Ltd (TRC).	Very short	Policy approval to be sought shortly; instructions in summer; introduction early in the session. Royal Assent required in time for proceeds from the sale of TRC (£30m if all the holding is sold) to be realised in 1980/81. Bill may be hybrid since TRC and BNFL used to be part of the AEA and BNFL assets are not to be sold. If so, employees may petition against Bill. Otherwise not thought to be controversial. PESC provision of £100,000 for merchant banking advice; sale costs from proceeds.

Department	Bill	Purpose	Length	Timing and Comment
DOE	Local Government and Planning	<ol style="list-style-type: none"> <li>1. To reduce bureaucracy in local government, new towns and the water industry by regrading duties, abolishing quangos and changing status of District Audit;</li> <li>2. To alter the system of building control and make other modifications in the law;</li> <li>3. To streamline the planning system.</li> </ol>	Long	<p>Policy approved for 3. by H in July 1979; approval to be sought for 1. and 2.; some parts drafted: ready for introduction at beginning of the session. Royal Assent desirable June 1981. District Audit likely to be controversial unless agreement reached with local authorities; otherwise generally uncontroversial. Some parts of Bill may be dropped to keep it to manageable length. Possibly suitable for Lords introduction. Most of the Bill will reduce public spending and manpower: Audit neutral.</p>
Home Office	European Assembly Elections (Amendment)	To relieve the Parliamentary Boundary Commissions of the duty imposed by the European Assembly Elections Act 1978 of presenting supplementary reports to European Assembly constituencies with the reports of their reviews on Parliamentary constituencies.	Very short	<p>Parliamentary constituencies are to be implemented by all-UK in time for next General Election. Policy approved in May 1980; instructions in support ready for introduction at beginning of session. Potentially controversial. No expenditure implications.</p>

Department	Bill	Purpose	Length	Timing and Comment
DHSS	Social Security	<ol style="list-style-type: none"> <li>1. To require employers to provide sick-pay during the early weeks of incapacity from work;</li> <li>2. To make miscellaneous changes in social security provisions.</li> </ol>	Medium	<p>Substantial savings in expenditure and manpower - £450m and 5,000 staff from 1. already allowed for in PESC estimate for 1982/83. Policy approval by September 1980; instructions by October; introduction in January 1981. Royal Assent essential by July 1981 if employers are to be ready to introduce scheme under 1. in April 1982 and earlier enactment desirable.</p> <p>Provisions under 2 will be kept to a minimum. 1. highly controversial.</p>
Home Office	European Assembly Elections (Amendment)	To relieve the 3 Parliamentary Boundary Commissions of the duty imposed by the European Assembly Elections Act 1978 of presenting supplementary reports on European Assembly constituencies with the reports of their reviews on Parliamentary constituencies.	Very short	Essential if the Commissions' proposals for Parliamentary constituencies are to be implemented by mid-1982 in time for next General Election. Policy approval in May 1980; instructions in summer; ready for introduction at beginning of session. Extremely controversial. No expenditure implications.

Department	Bill	Purpose	Length	Timing and Comment
Home Office	Nationality	To replace the British Nationality Acts 1948-1965	Long	<p>Manifesto commitment: promised in The Queen's Speech 1979/80. Policy discussed in H in July 1979</p> <p>some policy issues outstanding. Possible White Paper in May 1980; instructions August; introduction by January 1981</p> <p>Need for Bill recognised by Opposition, but could be disagreement on important details across party lines. Require renegotiation of definition of UK national for EEC purposes. Some additional manpower for transitional period.</p>
				<p>... strong but ...</p> <p>... the Opposition ...</p> <p>... strong ...</p> <p>... reported ...</p> <p>... will ...</p> <p>... it will be possible to ...</p> <p>... before ...</p> <p>... financial year 80/81 ...</p> <p>... no other financial or manpower implications.</p>

Department	Bill	Purpose	Length	Timing and Comment
Industry	Telecommunications	<ol style="list-style-type: none"> <li>1. To establish PO telecommunications as a separate corporation;</li> <li>2. To change the operation of the postal and telecommunications monopolies;</li> <li>3. To enable the sale of part of the Government shareholding in Cable and Wireless (a separate bill may be required for this).</li> </ol>	Substantial	<ol style="list-style-type: none"> <li>1. Policy approval in June 1980 instructions in July;</li> <li>2. Policy approval in June; instructions in July.</li> <li>3. Policy approval summer 1980 (need first to consult Chairman appointed in Spring and overseas Governments); instructions late Summer.</li> </ol> <p>Introduction at beginning of Session. 1. promised publicly as soon as possible; review of 2. announced in 1979. Controversial; strong but opposing views on 1 and 2 among the Opposition and the unions; strong opposition expected on 3.</p> <p>3. will become a separate Bill if it seems it will be possible to complete sale before end financial year 80/81. PSBR benefit from 3: no other financial or manpower implications.</p>

Department	Bill	Purpose	Length	Timing and Comment
<p>NIO</p>	<p>Northern Ireland (Emergency Provisions) (Amendment)</p>	<p>To fill gaps in emergency legislation to deal with terrorism.</p>	<p>Short</p>	<p>If NIO Ministers decide to proceed, policy approval would be sought by June 1980; instructions by August; ready for introduction at beginning of the session. Controversial; will be strongly opposed by some members of the Opposition. No significant expenditure or manpower implications.</p>

Department	Bill	Purpose	Length	Timing and Comment
Scottish Office	Education (Scotland)	<ol style="list-style-type: none"> <li>1. To increase parental choice of schools;</li> <li>2. To provide for an Assisted Places Scheme;</li> <li>3. To establish new negotiating machinery for pay and conditions of service of teaching staff;</li> <li>4. To revise expenditure provisions and composition of SCE Examination Board;</li> <li>5. To abolish the Educational Panel for the Independent School Tribunal;</li> <li>6. To discontinue S of S's educational endowment functions;</li> <li>7. To transfer from the Crown to the relevant University Courts the power to appoint the Principals of Aberdeen, Glasgow and St Andrew's;</li> <li>8. And minor matters.</li> </ol>	Medium	<p>Programme Bill. .</p> <p>1. desirable to give effect to Manifesto commitment.</p> <p>Policy approval by June 1980; Instructions by July; introduction at beginning of Session. Royal Assent desirable by Easter 1981 so 1. can be implemented at start of new school year.</p> <p>Some provisions may be controversial, including charging independent and grant-aided schools for exams under 4.</p> <p>4. would lead to small savings in local authority expenditure. 3., 4. and 6. small staff savings already promised.</p>

Department	Bill	Purpose	Length	Timing and Comment
Transport	Transport	<ol style="list-style-type: none"> <li>1. To provide for the sale of shares in certain British Railways Board subsidiaries;</li> <li>2. To provide for the sale of shares in the British Transport Docks Board;</li> <li>3. To abolish the National Ports Council;</li> <li>4. To strengthen the law on drinking and driving;</li> <li>5. To amend the law on motorcycle safety;</li> <li>6. To allow HGV testing to be carried out by the private sector;</li> <li>7. To change the basis of VED on goods vehicles to reflect more closely each categories' road damage.</li> </ol>	Long	<p>7 approved by E(EA) in July 1979. Policy approval for 1-5 by June 1980; by mid-Summer for 6. Instructions by July (later for 6). Introduction November 1980.</p> <p>1 and 2 in accordance with government policy on asset sales. Controversial: may be union opposition. Total value of 2 £70-£100m but substantial initial Government holding likely. Cash from sales under 1; but may lead to increased expenditure in later years.</p> <p>Minister has announced intention to legislate on 3: Part of quango exercise. Strong pressure in favour from parts of industry. Unlikely to be controversial. May be some expenditure increase from transferred functions.</p> <p>4 and 5 main priorities to reduce road casualties. Capital costs from 4 of £3-£4m (on Home Office Vote) - offset by cheaper running costs.</p>

Department	Bill	Purpose	Length	Timing and Comment
<p>Transport</p> <p>Cancellor's Department</p>	<p>Transport (Continued)</p>	<p>1. To regulate the civil jurisdiction of courts in the 3 parts of the UK of persons and corporations in other parts and in other member states of the European Community;</p> <p>2. To provide for recognition and enforcement of judgments in proceedings thereof;</p> <p>3. To enable the UK to accede to the 1968 Convention on jurisdiction and enforcement of judgments;</p> <p>4. To amend the exercise of jurisdiction by British courts in relation to the rest of the world.</p>	<p>Substantive</p>	<p>6 in accordance with Government policy to hive off functions to private sector. Required to secure staff savings of 1,000. No expenditure implications.</p> <p>Controversial: will be opposed by Civil Service unions.</p> <p>Government committed to legislate on 7 at earliest convenient opportunity. Public interest likely to be revived by Report of Armitage Inquiry into Lorries, People and the Environment (expected summer 1980). No significant expenditure or manpower implications.</p> <p>Total length of Bill will be kept to just over 80 clauses.</p>
<p>Cancellor's Department</p>	<p>Supreme Court</p>	<p>1. To consolidate with certain modifications the basic legislation governing the constitution, jurisdiction, practice and procedure of the Supreme Court;</p> <p>2. To make minor pre-constitutional amendments to the County Courts Act 1958.</p>	<p>Long</p>	<p>Controversial: will be opposed by Civil Service unions.</p> <p>Government committed to legislate on 7 at earliest convenient opportunity. Public interest likely to be revived by Report of Armitage Inquiry into Lorries, People and the Environment (expected summer 1980). No significant expenditure or manpower implications.</p>

Department	Bill	Purpose	Length	Timing and Comment
Lord Chancellor's Department	Jurisdiction and Foreign Judgments	<ol style="list-style-type: none"> <li>1. To regulate the civil jurisdiction of courts in the 3 parts of the UK over persons and corporations in other parts and in other member states of the European Community;</li> <li>2. To provide for recognition and enforcement of judgments in pursuance thereof;</li> <li>3. To enable the UK to accede to the EEC Convention on Jurisdiction and Enforcement of Judgments;</li> <li>4. To amend the exercise of jurisdiction by British courts in relation to the rest of the world.</li> </ol>	Substantial	<p>UK obliged to accede to Convention as soon as it can. Policy approved by H in February 1980; instructions soon after; ready for introduction at beginning of session. Unlikely to be politically controversial. No expenditure or manpower implications. Possibly suitable for Second Reading Committee.</p>
Lord Chancellor's Department	Supreme Court	<ol style="list-style-type: none"> <li>1. To consolidate with certain modifications the basic legislation governing the constitution, jurisdiction, practice and procedure of the Supreme Court;</li> <li>2. To make minor pre-consolidation amendments to the County Courts Act 1959.</li> </ol>	Long	<p>Bill required to ease the strain on the higher courts and to make some minor expenditure savings. Policy approved by H in May 1979; instructions sent; Bill in advanced stage of drafting; ready for introduction at beginning of session. Uncontroversial; probably suitable for Second Reading Committee procedure. Some savings, but no significant expenditure or manpower implications.</p>

Department	Bill	Purpose	Length	Timing and Comment
DOE	Town and Country Planning (Minerals)	To make further provision for the restoration of land when mineral working finishes.	Medium	<p>Would implement main recommendations of the Stevens Committee on Planning Control over Mineral Working. Policy approved by H in July 1979; clauses drafted; ready for introduction at beginning of session. Early legislation desirable since Stevens Committee was appointed by previous Conservative Administration in 1972. Clauses were included in Local Government, Planning and Land Bill introduced in the House of Lords in 1979, but not proceeded with. Supporters of measure have been promised early reintroduction. Relatively uncontroversial: suitable for Second Reading Committee procedure. No significant expenditure or manpower implications.</p>

Department	Bill	Purpose	Length	Timing and Comment
FCO	International Organisations (Amendment)	<ol style="list-style-type: none"> <li>1. To enable appropriate privileges and immunities to be granted to international organisations of purely Commonwealth membership and to similarly constituted conferences;</li> <li>2. To enable additional privileges to be granted to international commodity organisations of which the UK is not a member;</li> <li>3. To rectify minor anomalies in the 1968 Act.</li> </ol>		<p>Policy approved by H in September 1979; drafting authority at same time. Instructions sent in October 1979. Ready for introduction at the beginning of the session. Early legislation needed to conclude HQ agreement with Commonwealth Telecommunications Organisation. Would remove discrimination against Commonwealth countries and bring financial and political benefits to UK. Slightly controversial because of extension of privileges and immunities; but suitable for Second Reading Committee procedure. Slight revenue loss, no manpower implications.</p>

Department	Bill	Purpose	Length	Timing and Comment
FCO	Parliamentary Commissioner (Consular Complaints)	<p>1. To extend the jurisdiction of the Parliamentary Commissioner to complaints by UK citizens resident abroad, if action complained of was taken in respect of citizen with right of abode in UK;</p> <p>2. To make minor drafting amendments consequent on the enactment of the Immigration Act 1971.</p>	Very short	<p>The Bill would implement a recommendation in the 4th Report from the Select Committee on the PCA published in September 1978. Policy approved by H in September 1979; Bill drafted. Ready for introduction at beginning of session. Bill associated with the main recommendations of the SC Report to extend the PCA's remit to actions by a career consular officer overseas which was implemented by Order in 1979. Uncontroversial: suitable for Second Reading Committee procedure. May be some small expenditure and manpower increases - no PESC provision made.</p>

Department	Bill	Purpose	Length	Timing and Comment
FCO	Law of the Sea Convention	<ol style="list-style-type: none"> <li>1. To reform and revise the law of the sea;</li> <li>2. To introduce a 200 mile economic zone;</li> <li>3. To introduce an international regime for deep seabed mining outside national jurisdiction;</li> <li>4. Perhaps to amend provisions on offences at sea.</li> </ol>	Substantial	<p>1.-3., would permit ratification of a Law of the Sea Convention currently being drafted.</p> <p>4. would implement Law Commission proposals. Convention may be signed late 1980; urgent implementation may be needed to ensure United Kingdom is a party when the Convention comes into force (perhaps in November 1981). The size of the Bill will be much reduced if the interim Deep Sea Mining Bill (Department of Industry) has been enacted. The Bill should be generally uncontroversial. Large sums likely to be required: £20 million in interest-free loans and £20 million in guarantees and £½ million per annum for 10 years to help establish International Seabed Authority. No PESC provision yet made. No significant manpower implications.</p>

Department	Bill	Purpose	Length	Timing and Comment
FCO	Comprehensive Test Ban	<ol style="list-style-type: none"> <li>1. To make necessary provisions for verifying British compliance with a test ban;</li> <li>2. To provide for the establishment in the United Kingdom of seismic stations.</li> </ol>	Short	<p>The Bill would make the necessary changes in the United Kingdom law to enable ratification of a Comprehensive Test Ban Treaty and associated Verification Agreement currently being negotiated. No timetable set. Unlikely to be politically controversial, but it will generate interest since it would cover diplomatic privileges and immunities and limited intrusions on private property. No direct expenditure implications, although the Test Ban itself has.</p>
FCO	British North America Acts 1867-1964 (Amendment)	To terminate the United Kingdom Parliament's powers of amendment to the Acts (the "Canadian constitution") and to confer powers of amendment on the Canadian authorities.	Not known	<p>Timing cannot be assessed; could be controversial if the Federal Government were to exercise its alleged right to request enactment without the agreement of all the Provinces and if it dealt with the secession of Quebec. Delay in meeting a request would cause ill-feeling against the United Kingdom in Canada. No expenditure or manpower implications.</p>

Department	Bill	Purpose	Length	Timing and Comment
FCO	Belize Independence	To make necessary provisions if there were a settlement of the Belize-Guatemala question.	Short	Timing cannot be assessed. The Bill is unlikely to be controversial. Expenditure and manpower implications dependent on conditions of independence which have yet to be established.
Home Office	Criminal Justice	<ol style="list-style-type: none"> <li>1. To make provisions to reduce pressure on the prison system eg by making new provision for early conditional release;</li> <li>2. To remove restrictions as the sentencing powers of the courts in relation to young adults (17-21);</li> <li>3. To enable the courts to order juvenile offenders (under 17) into residential care, and to make other changes in the law relating to juveniles.</li> </ol>	Substantial	<ol style="list-style-type: none"> <li>1. May become essential to prevent deterioration in prisons.</li> <li>2 and 3 would balance otherwise "soft" provisions, but they will be contested by the Opposition with support from academic and professional opinion.</li> </ol> <p>Policy on 1 will depend on events and cannot be presented before the autumn.</p> <p>Initial Policy approval on 2 and 3 before summer recess and final approval after consultation by October. Instructions by November; introduction after Christmas.</p> <p>Significant expenditure implications from 3, both central and local: no PESC provision yet made.</p>

CONFIDENTIAL

Department	Bill	Purpose	Length	Timing and Comment
Industry	Deep Seabed Mining	To promote the orderly development of the mineral resources of the deep sea pending the adoption of an international regime.	Medium	United Kingdom in discussions of deep sea mining at the UN Law of the Sea Conference since 1971. No solution has been reached and some other countries are preparing unilateral legislation. A Bill has passed US Senate and one is also before House of Representatives. If, as seems likely, little progress is made with the Conference, the US could enact their Bill in June 1980: if so immediate United Kingdom legislation needed, in 1979-80 session. If US Bill held over until after Conference in August, but then enacted, United Kingdom legislation should be introduced at beginning of session and enacted as soon as possible. Even if final treaty is agreed at Conference, interim legislation likely to be needed. Highly desirable for United Kingdom companies to engage in deep sea mining in order to secure supplies and help

Department	Bill	Purpose	Length	Timing and Comment
Industry	Deep Seabed Mining (Continued)	<p>To enable the United Kingdom to carry out its obligations under the Convention on the High Seas.</p> <p>To enable the United Kingdom to contribute financially to the Fund.</p>		<p>balance of payments, but may be opposed by the development lobby due to international repercussions on North/South dialogue. Policy approved by OD in August 1979; instructions when required; introduction if required at beginning of session. No substantial public expenditure implications, but small staff increases.</p>
NIO	Northern Ireland	To establish a new elected body in Northern Ireland and to transfer executive (and legislative) powers to that body.	Substantial	<p>Timing and content dependent on Ministerial decisions following political Conference. If the Bill were to proceed it would be introduced in November. Degree of controversy dependent on content, but will raise considerable interest. A Constitutional bill requiring all stages on the floor of the House. Significant additional public expenditure unlikely.</p>

Department	Bill	Purpose	Length	Timing and Comment
Trade	Common Fund (Scotland)	<ol style="list-style-type: none"> <li>1. To enable the United Kingdom to ratify a treaty establishing the Common Fund;</li> <li>2. To enable the United Kingdom to contribute financially to the Fund.</li> <li>3. To allow S of S to regulate publication of local authority financial statistics.</li> <li>4. Other minor matters.</li> </ol>	Short	<p>Contingent on conclusion of Treaty - perhaps some time in 1980. Policy approval would be sought at time of conclusion; instructions shortly thereafter and introduction soon after that. Royal Assent likely to be needed within a year of signature. Politically uncontroversial.</p> <p>2. will require about £7-8 million for Fund's buffer stocking facility, plus a contribution to the aid facility.</p>
Scottish Office	Civil Government (Scotland)	To replace the non-1980 provisions of the Burgh Police (Scotland) Act and related local legislation.	Very long (200 clauses)	<p>Programme Bill; local legislation expires end 1980; Bill desirable to avoid obsolete legislation being re-enacted. Policy approved by S in June 1979; Bill ready for publication as committee document Spring 1980; introduction at beginning of session. Uncontroversial, except for a few provisions (eg. on public prosecutions). No expenditure on support implications.</p>

Department	Bill	Purpose	Length	Timing and Comment
Scottish Office	Local Government (Miscellaneous Provisions) (Scotland)	<ol style="list-style-type: none"> <li>1. To enact provisions on the local Ombudsman;</li> <li>2. To relax controls over local government;</li> <li>3. To amend Rate Support Grant;</li> <li>4. To defer date of rating revaluation, and other rating matters;</li> <li>5. To allow S of S to regulate publication of local authority financial statistics.</li> <li>6. Other minor matters.</li> </ol>	Substantial	<p>Programme Bill. Policy approval by June 1980; instructions by July; introduction November. 4. desirable by 31 March 1981, rest by 31 July.</p> <p>2. follows White Paper on Central Government Controls over Local Authorities. 4. linked with announcement in England and Wales.</p> <p>Largely non-controversial, although a block grant under 3. (as in England and Wales) would be contentious. Some manpower savings unless block grant introduced.</p>
Scottish Office	Civic Government (Scotland)	To replace the non-road provisions of the Burgh Police (Scotland) Acts and related local legislation.	Very long (200 clauses)	<p>Programme Bill. Local legislation expires end 1982; Bill desirable to avoid obsolete legislation being re-enacted. Policy approved by H in June 1979; Bill ready for publication as consultation document Spring 1980; introduction at beginning of Session. Uncontroversial, except for a few provisions (eg. on public processions). Lords introduction. No expenditure on manpower implications.</p>

Department	Bill	Purpose	Length	Timing and Comment
Scottish Office	Matrimonial Homes (Rights of Occupancy) (Scotland)	<ol style="list-style-type: none"> <li>1. To confer rights of occupancy on wives in the matrimonial home;</li> <li>2. To provide more effective safeguards for a spouse threatened with violence by the other.</li> </ol>	Medium	<p>Programme Bill. Would implement Report by the Scottish Law Commission who are expected to report with draft bill by autumn 1980. All-party pressure in Scotland for Bill; early enactment desirable. No expenditure or manpower implications.</p>
Scottish Office	Town and Country Planning (Scotland)	<ol style="list-style-type: none"> <li>1. To amend Countryside (Scotland) Act 1967;</li> <li>2. To relax Ministerial control over some planning orders and over development control;</li> <li>3. To amend procedures on amalgamating structure and local plans;</li> <li>4. To make minor changes in the planning code.</li> </ol>	Substantial	<p>Programme Bill. Policy approved by H for 1. in December 1979. Approval for 2.-4. by end June 1980; instructions by July; introduction in autumn. Only mildly controversial. Lords introduction. Some staff and cost savings in central and local government.</p>

CONFIDENTIAL

Department	Bill	Purpose	Length	Timing and Comment
Scottish Office	Social Work (Amendment) (Scotland)	To amend the powers and procedures of Children's Hearings	Medium	Reserve Bill. Would implement Govt. law and order policies. Review promised in Manifesto. Policy approval June 1980; instructions November 1980; introduction January 1981; Royal Assent by Whitsun desirable. Moderately controversial: But suitable for Grand Committee. Small central Government savings, increased local expenditure of £0.5m: no PESC provision made.
Scottish Office	Police (Scotland)	<ol style="list-style-type: none"> <li>1. To remove restrictions on the use of special constables;</li> <li>2. to clarify S of S regulation making powers;</li> <li>3. to create the rank of Deputy Chief Constable;</li> <li>4. to make minor amendments to the law on disciplinary hearing and appeals.</li> </ol>	Short	Reserve Bill. Policy approval May 1980; instructions end August; introduction November. Enactment desirable, particularly for 1. which reflects Government policy but which could be objected to by the police representative bodies. 4. may generate amendments to establish a complaints machinery in Scotland. No expenditure of manpower implications.

Department	Bill	Purpose	Length	Timing and Comment
Scottish Office	Salmon and Freshwater Fisheries (Scotland)	<ol style="list-style-type: none"> <li>1. To create Area Boards to administer river and coastal fisheries;</li> <li>2. To introduce a system of licensing for fishing by rod, net and a new legal trap system;</li> <li>3. To make other provisions on river fisheries.</li> </ol>	Substantial	<p>Reserve Bill. It would implement Government proposals made in 1971 and deal with difficulties following 1976 Act. Policy approval by July 1980; instructions soon after; introduction November 1980; Royal Assent desirable by Spring 1981. Pressure from fishing rights owners and fishermen. Not likely to be controversial, although may be demands for public ownership of fishing rights. Only minor staff increases, initial provision made in PESC for Boards of £0.1m, but more may be needed before they become self-supporting.</p>
Scottish Office	Roads (Scotland)	<ol style="list-style-type: none"> <li>1. To re-enact necessary road provisions in the Burgh Police (Scotland) Acts;</li> <li>2. To enact additional measures available in England and Wales;</li> <li>3. To make minor amendments to existing legislation.</li> </ol>	Long	<p>Reserve Bill. Policy approval by August 1980; instructions autumn; introduction January 1981. Enactment desirable since Burgh Acts lapse after end 1982. Uncontroversial. Minor expenditure implications; no manpower ones.</p>

CONFIDENTIAL

Department	Bill	Purpose	Length	Timing and Comment
Scottish Office	National Library of Scotland (Amendment) (Scotland)	<p>To revise the constitution of the Board of Trustees</p> <p>2. To substitute publication of monthly average prices for statutory weekly prices;</p> <p>3. And other matters, including increasing the level of fines and repealing powers to make regulations.</p>	Very short	<p>Reserve Bill. Policy approval September 1980; instructions soon after; ready for introduction at beginning of Session. Uncontroversial. No expenditure or manpower implications.</p> <p>Instructions shortly thereafter introduced November 1980.</p>
				<p>by June 1981 so as to introduce at beginning of crop year in August, in accordance with Government policy. Fines would be reduced from 25,000 per acre to 15,000.</p> <p>It might be criticised by some, but welcomed by some merchants. Suitable for Second Reading Committee procedure. Public sector saving of 120,000 a year, greater if whole survey used.</p>

CONFIDENTIAL

Department	Bill	Purpose	Length	Timing and Comment
MAFF	Corn Returns (Amendment)	<ol style="list-style-type: none"> <li>1. To substitute monthly for statutory weekly returns from merchants, and to allow for sampling;</li> <li>2. To substitute publication of monthly average prices for statutory weekly prices;</li> <li>3. And other matters, including increasing the level of fines and repealing powers to make regulations.</li> </ol>	Short	<p>Desirable to reduce form filling for traders, to reduce administration in MAFF and to produce more reliable statistics.</p> <p>Policy approval by June 1980; instructions shortly thereafter; introduction November 1980. Royal Assent desirable by June 1981 so as to introduce at beginning of crop year in August. In accordance with Government policy: Forms would be reduced from 55,000 per annum to 15,000.</p> <p>2. might be criticised by users, but welcomed by corn merchants. Suitable for Second Reading Committee procedure. Public sector saving of £20,000 a year, greater if sample survey used.</p>

CONFIDENTIAL

Department	Bill	Purpose	Length	Timing and Comment
CSD	Superannuation (Miscellaneous Provisions)	<p>(1) To remove statutory requirements that the pension and compensation arrangements of Public Board Members and the staff of fringe bodies should be subject to the consent of the Minister for the Civil Service - sponsoring Ministers would instead exercise the detailed control;</p> <p>(2) To remedy deficiencies in the statutory provisions governing payment of pensions and compensation to Board Members</p>	Short	<p>Policy approval in early June; instructions by the summer; introduction at beginning of Session. 1. will produce CSD staff saving of £45,000 a year from 1981/82. Could be criticised for losing co-ordination of Board pensions. Tight ambit needed to avoid amendments on wider more controversial pension matters. Might, however, be acceptable for Second Reading Committee procedure.</p>
				<p>... already ... ... approval still to ... ... relevant only</p> <p>... of ... would ... ... enable ... to ... ... a ... ... interpretation of ... ... provisions and would ... ... avoid ... and ... ... politically embarrassing ... ... incidents ... ... (eg ... aircraft) ... ... slightly controversial ... ... due to ... ... committee and ... ... privileged but ... ... for Second Reading ... ... Committee procedure ... ... slight ... ... support ...</p>

Department	Bill	Purpose	Length	Timing and Comment
FCO	Disposal of Former Russian Assets	To take over Tsarist assets in the UK and to provide for their distribution as compensation to UK nationals having claims arising out of the Russian Revolution	Very short	Agreement was sought with USSR in March 1976 but still no sign of an acceptable settlement. The UK may now decide to proceed unilaterally. Bill drafted but policy approval required. Not expected to be controversial possibly suitable for Second Reading Committee procedure. No significant expenditure or manpower implications.
FCO	Diplomatic Privileges (Special Missions)	To give effect to UN Convention of 1969 governing the status, privileges and immunities of special missions.	Short	The Bill is already drafted: policy approval still to be sought. Enactment early 1981 desirable: ratification of Convention would enable HMG to press for a restrictive interpretation of its provisions and would avoid costly and politically embarrassing incidents (eg Yemeni PM's aircraft). Slightly controversial due to extension of immunities and privileges: but suitable for Second Reading Committee procedure. Slight revenue loss, no manpower implications.

CONFIDENTIAL

Department	Bill	Purpose	Length	Timing and Comment
Trade	Merchant Shipping	To enable the UK to ratify and implement the Protocols of two international shipping conventions restating the present gold-based limits of liability in terms of the IMF's Special Drawing Rights.	Very Short	Early enactment would help bring the Protocols into force early, helping financially UK shipowners and insurers. Policy approved by E(EA) April 1980; instructions soon; introduction at beginning of the Session. Uncontroversial (similar to Merchant Shipping Act 1979); suitable for Second Reading Committee procedure. No expenditure or manpower implications.

CONFIDENTIAL