

ACTION

CONFIDENTIAL

Mr. Petherson

Paulson 2

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QL(82) 2

25 February 1982

COPY NO **2**

We shall have to take more than 2 for pace & if the PM's Minister

QUEEN'S SPEECHES AND FUTURE LEGISLATION COMMITTEE

CABINET

In para 8, Mr. Pym sees room for only 2 Bills next session from a long list of desirable proposals.

Programme is to purpose of

LEGISLATIVE PROGRAMME 1982-83

Memorandum by the Lord President of the Council

1. The Secretariat have circulated (QL(82) 1) a summary of the 80 Bills put forward by Departments for possible inclusion in next Session's legislative programme. Excluding the 10 Scottish bids, these consist of 3 essential bills, 6 contingent Bills, 46 programme Bills and 15 other Bills.
2. In our consideration of the legislative programme for 1981-82 we were conscious of the need not to overload our supporters, bearing in mind that the programme in the first two Sessions of this Parliament was extremely heavy. This Session's comparatively lighter programme has been generally welcomed. We also had to bear in mind the possibility of a Bill on Canada, which duly materialised (together with another of the contingent Bills, the New Towns Bill), and the likelihood that a controversial Bill on industrial relations would not be ready for introduction until after the Christmas adjournment.

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We were anxious to leave ourselves room for late additions to the programme, of which there have already been two - the Social Security (Contributions) Bill and the Travel Concessions (London) Bill. The 1981-82 programme at the beginning of the Session therefore contained, out of the 50 put forward by Departments, 15 Bills (excluding Scottish) of which 6 were short essential ones mainly concerned with raising borrowing limits. We tried to give priority to Bills postponed from the 1980-81 programme; to take account of the timetable envisaged for the preparation of Bills by Departments, giving preference to those where policy work was well advanced; and, subject to these considerations, to forward our wider economic policies while giving some social policy content to the programme.

3. We need first to consider the length of the programme for 1982-83. This will be the last full Session of this Parliament, and it is essential to avoid a spillover in the autumn of 1983. We need to allow room for late additions to the programme and for any of the contingent Bills which may materialise, and it would be wise therefore for the programme to consist of not more than 15 Bills (excluding Scottish). Next, we must confine the programme to Bills which can be introduced at or near the start of the Session. Although the position was better this Session than in previous years, 10 Bills were not ready for introduction at the start of the Session, and it is already clear that the Lords are going to have a spillover this autumn. We ought not to include in our next programme any Bills which are not expected to be ready by the start of the Session unless there are overwhelming reasons for doing so: certainly there can be no question of introducing major Bills after the end of November. In some cases we shall have to ask colleagues to see whether the timetable proposed for a Bill can be improved. Finally, we need to ensure that there is a good stock of Bills which can be introduced in the House of Lords.

4. When the Cabinet considered our proposals for the current Session at their meeting on 14 May last year, some concern was expressed that the proposed programme did not place sufficient emphasis on the Government's main strategic objectives, and we were invited to review the programme we had put forward with the aim of including more major policy Bills, if necessary at the expense of some of the more technical measures we had recommended. The Cabinet will no doubt have the same considerations in mind this year. Three Bills are essential, so we need to decide which twelve of the other Bills proposed will best contribute to our strategic objectives.

5. The three essential Bills are:

1. Mobile Homes - essential because agreements under the Mobile Homes Act 1975 will start to run out in 1983.

2. Water - essential because the borrowing limits of the water authorities will be reached by April 1983. Legislation on water is, however, technically difficult and politically controversial, and I think this Bill should be limited to the borrowing limits provision and not make the other changes which the Secretary of State for the Environment is proposing.

I think the other changes are very important to our strategy

3. Carriage by Railway - essential because of international commitments.

6. Of the major economic policy Bills proposed (numbered as in the Annex to QL(82) 1), four would contribute to our strategic objectives and should be ready at the start of the Session:

22. Dock Work Regulation - a short Bill which is needed to remove an obligation to prepare a new Dock Labour Scheme;

24. Gas Safety - a virtual commitment, necessary before the provisions on gas appliance retailing, which will be enacted in the current Session's Oil and Gas (Enterprise) Bill, can be brought into effect;
25. Electricity and Nuclear Installations (Amendment) - to enable private concerns to supply electricity to others as a main business;
42. Shipbuilding Industry (Disposals) - which would fulfil a Manifesto commitment, and was dropped from the programme for the current Session to make way for the Employment Bill.
7. There are six other Bills which have strong claims for inclusion:
10. Agriculture - parts of which are vitually essential. There has been no major legislation on agriculture in this Parliament;
16. Further Education - because of an increasing risk of legal challenge, early legislation is indicated and may well become essential. There are in any case strong arguments on grounds of policy for a Bill which will put the provision of further education on a sound legal and financial footing;
26. Housing and Building Control - this Bill will have strong support; the housing part has been held in reserve for this Session, but it is unlikely that room can be found for it;
30. Commonwealth Development Corporation (Amendment) - a one-clause Bill to increase the Corporation's borrowing limit;

- 35. Police and Criminal Procedure - to enable us to implement the recommendations of the Philips Royal Commission and to follow up the Scarman Report;
- 55. Conwy Tunnel (Miscellaneous Provisions) - this seems essential for the roads programme and prima facie suitable for Welsh Grand Committee (but not for Lords introduction because of hybridity).

8. A programme on these lines would obviously mean that a number of major Bills, some highly desirable, could not be included. We would have room for only two more Bills. The major candidates are as follows:

- 11. Fisheries - which would make a number of highly desirable changes in the field of licensing, conservation and pollution. It would not, however, seem to assist the fishing industry directly, and Parliament passed a Fisheries Act in 1981. It is doubtful whether room could be found for this Bill in addition to the Agriculture Bill;
- 13. Royal Ordnance Factories - a privatisation measure; but the immediate prospects of disposal are very dim;
- 15. IMS (Financial Provisions) - the need for which hardly appears pressing;
- 17. Museums - which would take 1,100 people out of the Civil Service;
- 27. Ancient Monuments and Historic Buildings - which would take 1,000 people out of the Civil Service;

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32. Health and Social Services (Miscellaneous Provisions) - originally proposed for the 1980-81 Session;
- ✓ 33. Social Security - which would make changes to the industrial injuries scheme and, subject to consultations and policy decisions, to death grant. It would also be the most suitable vehicle for changes to the entitlement of 16-year-olds to supplementary benefit, which will be a necessary consequence of the new Youth Training Scheme;
- ✓ 36. Wireless Telegraphy (Amendment) - which the Government is committed to introducing;
- ✓ 37. Data Protection - for which there will be strong support so as to protect our overseas trading interests, but which will be complicated and highly controversial;
- ✓ 41. Telecommunications - a major privatisation Bill, central to our main economic strategy; but complex in drafting and unlikely to be ready in time;
43. Development of Inventions - presentationally useful but perhaps likely to have little real impact on the problems of introducing new technology into British industry;
44. Matrimonial Causes - which would implement recent recommendations of the Law Commission but which could be extremely controversial;
52. Duchy of Cornwall (Management) - the introduction of which must remain a matter of careful political judgment;

54. Pensions (Increase) - which would make substantial savings but on which policy agreement has not yet been reached.

9. Of the Scottish Bills, the Electricity (Financial Provisions) Bill is essential. The number of Scottish Bills which can be included largely depends on pressure in the House of Lords, since all are considered suitable for Second Reading in the Scottish Grand Committee. This might suggest that two more Scottish Bills could be included. The next three in the Secretary of State's order of priority are the Mental Health (Scotland) Bill, the Agricultural Holdings (Amendment) (Scotland) Bill and the Divorce (Jurisdiction) and Legal Aid (Scotland) Bill. The first and third of these seem the most attractive.

10. Of the 13 Bills I have proposed above for the programme, four seem suitable for starting in the House of Lords - Mobile Homes, Carriage by Railway, Agriculture and Further Education. The Mental Health (Scotland) Bill and the Divorce (Jurisdiction) and Legal Aid (Scotland) Bill would also be suitable for Lords introduction.

11. I am circulating a separate memorandum (QL(82) 3) about Second Reading Committee bills.

12. In summary I propose that -

- a. we should recommend to Cabinet a programme of 15 Bills (excluding Scottish and contingent) for next Session and suggest, subject to further consultation with Departmental Ministers, that the list should consist of the Bills listed in Annex A to this memorandum, plus two of the Bills listed in paragraph 8 above (a full list of Departmental programme bids other than those in Annex A is at Annex B);

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- b. any proposal for further additions should be met only by equivalent deletions;
- c. the programme should include the three Scottish Bills mentioned in paragraph 9;
- d. we should invite the Cabinet to take note of the possible need for the contingent Bills listed in Annex C.

F P

Privy Council Office
25 February 1982

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Annex A

BILLS PROPOSED FOR INCLUSION IN THE LEGISLATIVE PROGRAMME 1982-83 (EXCLUDING SCOTTISH AND CONTINGENT BILLS)

(The numbers are those used in the Annex to QL(82)1)

Essential (3)

1. Mobile Homes
2. Water
3. Carriage by Railway

Programme (10)

10. Agriculture
16. Further Education
22. Dock Work Regulation
24. Gas Safety
25. Electricity and Nuclear Installations (Amendment)
26. Housing and Building Control
30. Commonwealth Development Corporation (Amendment)
35. Police and Criminal Procedure
42. Shipbuilding Industry (Disposals)
55. Conwy Tunnel (Miscellaneous Provisions)

BILLS NOT PROPOSED FOR INCLUSION IN
THE LEGISLATIVE PROGRAMME 1982-83 (36)

11. Fisheries
12. Royal Botanic Gardens
13. Royal Ordnance Factories
14. Reserve Forces
15. IMS (Financial Provisions)
17. Museums
18. Social Science Research Council: Abolition
19. Teachers' Remuneration
20. Student Loans (Indemnity and Interest)
21. Education (Miscellaneous Provisions)
23. Disabled Persons Employment
- 27. Ancient Monuments and Historic Buildings
28. Local Authority Assistance to Industry
- *29. Derelict Land Grants
31. Territorial Sea
32. Health and Social Services (Miscellaneous Provisions)
33. Social Security
34. Broadcasting
36. Wireless Telegraphy (Amendment)
37. Data Protection
38. Animals (Scientific Procedures)
39. Riot (Compensation)
40. Firearms
41. Telecommunications
43. Development of Inventions
44. Matrimonial Causes
45. Nationalised Industries (Consumers' Councils and Committees)
46. Merchant Shipping (Liner Conferences)
47. Merchant Shipping
48. Civil Aviation
49. Transport
50. Highways (Tolls)
51. Minibus
52. Duchy of Cornwall Management
- *53. Currency and Banking
54. Pensions (Increase)

* Possible candidates for inclusion in the Second Reading Committee list
(see QL(82)3)

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Annex C

LEGISLATIVE PROGRAMME 1982-83: CONTINGENT BILLS (6)

4. Milk
5. Equal Pay Amendment
6. European Communities (Portuguese and Spanish Accession)
7. Law of the Sea Convention
8. Industry (Amendment)
9. Channel Link

"For Information"



CABINET OFFICE

70 Whitehall, London SW1A 2AS Telephone 01-233 7665

14 December 1981

Dear Private Secretary

LEGISLATIVE PROGRAMME 1982/83

I am writing to ask you for your Minister's proposals for legislation in the 1982/83 session of Parliament.

2. I should be grateful if you could let me have four copies of your Department's summary of proposals, set out in the pro forma at Annex A, together with four copies of the pro forma at Annex B for each Bill. I enclose notes of guidance on the completion of the pro forma. We should be grateful if you would follow these closely, and if we can give you any further elucidation we shall be glad to do so. A number of Departments last year failed to comply with the notes of guidance, which led to time-consuming supplementary enquiries. You should assume a session of normal length, starting in the autumn of 1982, and should include, if required, any Bills put forward for 1981/82 but not now likely to be enacted this session.

3. You will know of the pressures on the legislative programme in the previous sessions in this Parliament. As a result a number of Bills originally proposed for 1981/82 have had to be deferred and QL Committee has already noted them as candidates for 1982/83. You should include full details of such Bills in your return. Ministers may well aim for a programme about the same length as for the present session. The number of long or controversial bills that can find a place in the programme will therefore be very limited, and it would avoid unnecessary work, and raising false expectations, if Departments pruned their bids accordingly. (We have once again not asked for bids for a "reserve" list).

4. This note must end with the familiar point about the need for correct attention to timing. Bills which can be got ready at, or very near, the beginning of the session are likely to be preferred to others. Bills which are not ready early run the risk that insufficient time will be available for their enactment; furthermore, they tend to jeopardise the whole programme for the session. It is important that Departments should indicate the likely state of preparedness of the Bill and give the best realistic estimates of the dates when the Bill will have completed each of its preparatory stages (see paragraph 7 of the notes of guidance). Experience

Private Secretary to:
Prime Minister

has repeatedly shown that there is nothing to be gained by making unrealistic and over-optimistic estimates of when a Bill is likely to be ready. This leads to Parliamentary time being lost and can prejudice a Bill's place in the programme. Please assess carefully the time it will take to draft the Bill, a matter which is habitually under-estimated. We should be most grateful for the co-operation of Departments in this respect.

5. I should be grateful to receive replies not later than Friday 22 January 1982 (earlier than that if possible).

Yours sincerely

R.M. Whalley
R M WHALLEY

Encs

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ANNEX A

DEPARTMENT'S BILLS PROPOSED FOR THE
LEGISLATIVE PROGRAMME 1982-83

Please list each Bill in its proposed category and in its order of priority within that category.

CATEGORY

TITLE OF BILL

LENGTH

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ANNEX B

OUTLINE PRO FORMA FOR EACH BILL PROPOSED FOR 1982-83 LEGISLATIVE PROGRAMME

1. DEPARTMENT
2. TITLE OF BILL
3. LENGTH OF BILL
4. PURPOSE OF BILL
5. PROPOSED CATEGORY
6. DEPARTMENTAL PRIORITY
7. STATE OF READINESS
8. TIMING
9. PARLIAMENTARY PROCEDURE
10. THE POLITICAL DIMENSION
11. PUBLIC EXPENDITURE AND MANPOWER IMPLICATIONS
12. EUROPEAN COMMUNITY (EC) IMPLICATIONS

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NOTES ON COMPLETING THE PRO FORMA FOR EACH BILL PROPOSED FOR 1982-83 LEGISLATIVE PROGRAMME

1. DEPARTMENT

2. TITLE OF BILL

3. LENGTH OF BILL

An estimate of the length of the Bill is needed so that the demands on drafting capacity and Parliamentary time can be assessed at the earliest possible stage. An accurate forecast of the number of clauses and schedules will not normally be possible, but some indication such as "very short" (not more than 3-4 clauses), "short" (up to 12 clauses), "medium" (12-25 clauses), "substantial" (25-50 clauses), or "long" (over 50 clauses) would be useful.

4. PURPOSE OF BILL

Please list the various topics in the Bill (with a brief indication of the purpose of each). The list should cover all the topics likely to be included in the Bill. There is likely to be resistance by the business managers and other members of Legislation Committee to substantial additions at a later stage to the Bill as described in the pro forma.

5. PROPOSED CATEGORY

Where a Bill would cover more than one distinct topic, the appropriate category should be indicated separately for each topic.

The categories for proposed Bills are -

I Essential. Bills which must be enacted during the Session - eg because existing powers or finance would otherwise expire or because of treaty obligations. Please give the reason(s). This category should not be used simply to reflect a high political priority. Additional non-essential items can sometimes be included in an essential Bill, but consideration will need to be given to the length of the Bill and to the need to avoid controversial provisions which might affect the Bill's enactment by the required date.

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II Contingent. Bills which might during the Session become Essential as defined above.

III Programme. Bills which can already be identified as being desirable and likely to be ready for enactment during the 1982-83 Session. The reasons for enacting the Bill next Session should be stated and any specific disadvantage in delay made clear. (See also 10 below).

IV Other. Bills which do not have sufficient priority for the Programme category but which there would be advantage in enacting in 1982-83 if Parliamentary time could be found. Any which might be suitable for a Private Member should be separately identified.

6. DEPARTMENTAL PRIORITY

Please mark each of your bids for legislation with the strict order of priority within each category.

7. STATE OF READINESS

We need to have the best possible estimates of the date by which -

- a. Ministers' collective policy clearance will be sought (ie from the appropriate Ministerial Cabinet Committee). Indicate specifically those policy areas which remain to be settled or on which policy decisions may be protracted;
- b. complete instructions will be ready for Parliamentary Counsel;
- c. the Bill is expected to be ready for introduction.

It is important to have accurate estimates in order to plan for the best use of Parliamentary time in the coming session. Over-optimistic timetables are unhelpful all round. Please be specific - indicate "early", "mid" or "late" when naming a month. In cases of doubt, earliest and latest dates for each stage of the Bill's preparation should be given. Account should be taken of Parliamentary Counsel's absence on leave (normally the whole of August).

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8. TIMING

Please give, with reasons, the date by which Royal Assent is needed for Essential and Contingent Bills, and where appropriate, target dates for the enactment of Bills in other categories. It would be helpful to distinguish between Bills for which Royal Assent before the end of the session is desirable and those for which Royal Assent by a certain date is likely to be essential, eg because borrowing limits will otherwise be exceeded.

9. PARLIAMENTARY PROCEDURE

A Bill may be suitable for special forms of Parliamentary procedure. Please state whether it might be suitable for any of the following -

- a. Second Reading Committee procedure in the Commons - that is, the Bill is likely to be accepted on all sides of the House as uncontroversial and of little or no political significance;
- b. Special Standing Committee Procedure - that is, consideration by a Standing Committee empowered to hold up to three evidence-taking sessions within a limited period before detailed consideration of the Bill. Would the Bill be a suitable candidate for this procedure if last Session's experimental procedure were to be repeated? Bills for Special Standing Committee Procedure should be of some significance, but should not be controversial in a party political sense;
- c. Scottish or Welsh Grand Committee procedure in the Commons;
- d. Offering to a Private Member successful in the ballot - that is, short, simple, non-constitutional, non-controversial and without significant financial implications;
- e. Lords introduction.

10. POLITICAL ASPECTS

Please state whether the Bill arises from a Manifesto commitment or from established party policy and whether any firm public commitments have been given about its introduction or timing. Please also cover briefly -

- its likely reception in the House;
- whether there is pressure from groups representing particular interests;
- whether it will be controversial politically or for any other reasons;
- whether it will appeal to or be strongly opposed by any particular sections of the community;
- what the attitude of the official Opposition to it will be;
- whether it will arouse particular interest in the House of Lords.

11. PUBLIC EXPENDITURE AND MANPOWER IMPLICATIONS

Please indicate the effect on central and local government expenditure and manpower of the proposed Bill for the PESC period, and whether PESC provision has been made for any necessary expenditure. Any separate implications for the Public Sector Borrowing Requirement (PSBR) should also be mentioned, especially if they affect the date by which Royal Assent is required (see 8 above).

12. EUROPEAN COMMUNITY (EC) IMPLICATIONS

Please say whether the Bill is required to fulfil any European Community (EC) commitments. If so, any relevant timing considerations should be mentioned under 8 above.

 PRIME MINISTER

Statements Next Week

The two main issues for statements next week are the changes in the Local Government Finance Bill and the Rates Green Paper. There are some timing problems, and the best solution is for Mr. Heseltine to cover both points in a single statement on Wednesday. The reasoning, and the outstanding issues, are summarised in Mr. Heseltine's letter below, to which he attaches an outline of the statement. He makes it clear that this contains the substance, but that he has not yet gone through it with an eye to presentation.

There are problems yet to be resolved with the Treasury. At Cabinet, you made it clear that you supported Mr. Brittan's plea that these matters should be properly resolved, and that he should not be bounced by the demands of the Parliamentary timetable - as he felt happened last week over inner cities. Are you content that these matters should be handled in a single statement, on the lines of the attached skeleton, provided matters are resolved with the Treasury?

I understand that Mr. Jenkin still hopes to make a statement on Monday on private sector steel. We may not see a draft until Monday morning.

On Tuesday, Mr. Tebbit will make his industrial training statement, a draft of which is elsewhere in the box.

On Thursday, Mr. Jenkin is scheduled to make a statement about regional development grants.

Does this have to be made orally to the House?

MP

11 December 1981

GOVERNMENT LEGISLATION(i) Second Reading

Criminal Justice
 Currency
 Local Government and Planning (Scotland)
 Local Government Finance
 Social Security (Contributions)

(ii) Standing Committee

Civil Aviation (Amendment)
 Housing (Amendment) (Scotland)
 Local Government (Misc.Prov.)
 Social Security and Housing Benefits
 Transport (Finance)

(iii) Orders and Regulations

	<u>Date Laid</u>	<u>Whether Controversial</u>	<u>Date Required</u>
*Common Fund for Commodities	19/10	Maybe	By Xmas
Company and Business Names	25/11	Maybe	By Xmas
*Double Taxation Relief (4)	13/11	No	By 4/12
Education (Assisted Places)	2/12	Yes	By Xmas
Films	1/12	No	By Xmas
Hill Livestock	1/12	No	By Xmas
Industrial Relations (N.I.)	20/10	Yes	By PC.Mtg on 16/12
*International Natural Rubber Organisation	19/10	Maybe	By Xmas
Marine Fish Farming	27/11	No	By Xmas
Northern Ireland (Emergency Provisions)	2/12	Yes	By Xmas
*Rent Assessment Committees	10/11	Maybe	By Xmas
Scottish Special Housing Association	25/11	Yes	By Xmas
Transfer of Undertakings	26/11	No	For debate, 7/12
Welsh Water Authority	1/12	Yes	By Xmas

* S.I. Committee

Lords

∅Agricultural Training Board (L)
 Civic Government (Scotland) (L)
 Civil Jurisdiction and Judgments (L)

GOVERNMENT LEGISLATION (Cont.)

Lords

Fire Service College Board (Abolition) (L)

Harbours (Scotland) (L)

Hops Marketing (L)

Ø Industrial Training (L)

Mental Health (Amendment) (L)

Nuclear Industry (Finance)

Shipbuilding

Ø Consolidation


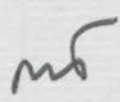
PRIME MINISTER

Statements Next Week

At present we have only two bids.

You have agreed already that Mr. King should make his Statement on Monday about the MMC Report on the Severn Trent Water Authority.

Mr. Heseltine hopes to make a Statement on Wednesday about resources for the Inner Cities. He is already in touch with the Home Secretary who is in favour. We will see a draft early next week.

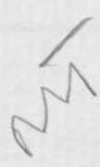
4 December 1981



10 DOWNING STREET

Prime Minister

In addition to the points
below,

- (i) The Lord President 
will raise the question
of Special Standing
Committees
- (ii) Under business, he
will give notice of
recess dates

Dec 23 - Jan 18

MA.

PRIME MINISTER

Parliamentary Affairs

I understand that the Lord Privy Seal (or possibly the Foreign and Commonwealth Secretary) will raise the question of the Bill on Patriation of the Canadian Constitution. He has been in correspondence with the Business managers about this recently.

There may be something of a postmortem on the Chancellor's Statement. The assumption at present is that the Chancellor and the Chief Secretary will speak in next Tuesday's debate but Ministers may want to consider whether the Secretary of State for Social Services should be involved at some stage.

2 December 1981



✓
MAD

Parliament
HOME OFFICE
QUEEN ANNE'S GATE
LONDON SW1H 9AT

26th November, 1981

CRIMINAL JUSTICE BILL

Legislation Committee agreed yesterday evening that this Bill should be introduced in the week beginning 30th November. I should be grateful if you would arrange for the Notice of Presentation to be tabled on Tuesday, 1st December for introduction of the Bill at the commencement of public business on Wednesday, 2nd December, and publication on Thursday, 3rd December.

The Bill should be presented by Mr. Secretary Whitelaw, supported by:

Mr. Secretary Younger
Mr. Secretary Edwards
Mr. Secretary Fowler
Mr. Attorney General
Mr. Patrick Mayhew

There will be no lobby conference but it would be helpful if you would arrange for 40 copies of the Bill addressed to the Home Secretary to be delivered to the Vote Office on the morning of 3rd December.

I am sending copies of this letter to Mike Pattison (Prime Minister's Office), Leonard Harris (Cabinet Office), Nick Huxtable (Lord President's Office), Murdo Maclean (Chief Whip's Office, Commons), Michael Pownall (Chief Whip's Office, Lords) and Brian Shillito.

T. C. MORRIS
Parliamentary Clerk

J. D. M. Rennie, Esq.



HOME OFFICE
QUEEN ANNE'S GATE
LONDON SW1H 9AT

25th November, 1981.

FIRE SERVICE COLLEGE BOARD (ABOLITION) BILL

I am writing to confirm that, as the Opposition have agreed that this Bill should be considered in due course under the Second Reading Committee Procedure in the House of Commons, the way is now clear for its introduction in the Lords.

Lord Belstead has agreed to introduce the Bill at the beginning of business on Tuesday, 1st December and I should be grateful if you would arrange for the Bill, backed by Lord Belstead to be handed in for introduction on that day and published on 2nd December.

I am copying this letter to
Mike Pattison (Prime Minister's Office)
Leonard Harris (Cabinet Office) Nick Huxtable
(Lord President's Office) Michael Pownall
(Chief Whip's Office; Lords) Murdo Maclean
(Chief Whip's Office; Commons) and
Brian Shillito.

T. C. MORRIS
Parliamentary Clerk

Stephen Mason, Esq.

PRIME MINISTER

Parliamentary Affairs

Cabinet will be discussing national insurance legislation, but this is perhaps best taken as part of the public expenditure item.

I am aware of only one other point which may be raised under Parliamentary Affairs. This is the question of speakers in Monday's debate about the PAC report on the C & AG. I mentioned to you last week that the Treasury and DOE had not resolved the question of speakers. Mr. Pym told Cabinet that he was sure this could be sorted out between Departments, but I understand that Environment are reluctant to put up anybody and, when pressed, have only offered Giles Shaw. They argue that Tom King is much preoccupied with RSG and other local authority finance issues. The Treasury are reluctant to put up two Ministers. I have not been able to find out Mr. Pym's personal view, but I think he will put this to Cabinet in the morning.

MD

Coal.
Lowland
Cannock.
Cheneller.
R.Dh.

25 November 1981

K 0234

My Patison MP Parliament

*You spoke to me some weeks ago about the
Legislative Programme. Having around here only
comparatively recently, I am not sure how
far you like to be kept in touch with progress.
But in case you are interested, this note
shows the present position.*

MR HEYHOE

LEGISLATIVE PROGRAMME 1981-82

*David Hilary
Cabinet Office**13.4.81*

1. I attach for information a note setting out progress on the Legislative Programme for this Session. It is based on the best estimates of Departments, and takes account of the advice of First Parliamentary Counsel. It brings up to date the note attached to my letter of 16 October to First Parliamentary Counsel.

2. I am sending copies to Mr MacLean (Chief Whip's Office), Mr Pownall (House of Lords), Mr Nursaw (Law Officers' Department), Mr Adamson (Lord Advocate's Department) and First Parliamentary Counsel.

D H J Hilary

(D H J HILARY)

12 November 1981.

LEGISLATIVE PROGRAMME 1981-82

1. ESSENTIAL

Nuclear Industry (Finance)	Introduced in the House of Commons, 5 November.
Hops Marketing	Introduced in the House of Lords, 5 November.
Coal Industry Finance	To be introduced in the House of Commons, 13 November (?) (see L(81) 20th Meeting, Minute 2).
Civil Aviation (Amendment)	Introduced in the House of Commons, 5 November.
Shipbuilding	Introduced in the House of Commons, 5 November.
Transport (Financial Provisions)	To be introduced in the House of Commons, 12 November.

2. PROGRAMME

Local Government Finance	Introduced in the House of Commons, 6 November
Criminal Justice.	Was due for Legislation Committee on 27 October. Now expected on 25 November.
Trade Union Immunities.	Unlikely to appear before January.
Mental Health (Amendment)	Introduced in the House of Lords, 10 November.
Civil Jurisdiction and Judgments	Introduced in the House of Lords, 10 November.
Transport	Was not expected at Legislation Committee before January. It is still doubtful whether it will reach L before the Christmas Recess.
Petroleum and Gas	Was not expected at Legislation Committee before January. May be ready for L in December, depending on when complete instructions reach Parliamentary Counsel.
Social Security and Housing Benefits	Introduced in the House of Commons, 9 November

3. SCOTTISH

Civic Government (Scotland)	Introduced in the House of Lords, 5 November.
Housing (Amendment) (Scotland)	Introduced in the House of Commons, 5 November.
Harbours (Scotland)	Introduced in the House of Lords, 10 November.
Local Government and Planning (Scotland)	Due to come to Legislation Committee on 25 November.

4. SECOND READING COMMITTEE

Superannuation Act 1972 (Amendment)	Not expected to come to Legislation Committee before February.
Convention Against the Taking of Hostages	Will not now come forward this session. Will be included in the bids for 1982-83.
Reserve Forces	Opposition spokesman has been consulted on possibility of Second Reading Committee procedure (see L(81) 18th Meeting, Minute 4) but has not yet replied.
Fire Service College Board (Abolition)	Opposition Spokesman to be consulted on possibility of Second Reading Committee procedure. Introduction in the House of Lords in about two weeks' time.
Merchant Shipping (Liner Conferences)	Was due for L on 11 or 18 November. Now expected on 1 December.
Currency	Introduced in the House of Commons on 5 November.
Stock and Bond Transactions	Was due for L on 25 November. Now expected for L on 16 December.
Administration of Justice	Was due for L in November. Doubtful whether it will be ready for L by the start of December.
Legal Aid	Some provisions may be included in the Criminal Justice Bill, and the rest may be dropped; if this happens, the Bill would disappear.
Duchy of Cornwall	Usual channels discussions on the possibility of taking it through the Second Reading Committee procedure.

5. CONTINGENT

Canada

Milk

New Towns Money

(Law of the Sea Conference

Will not come forward this session.)

6. LATE ADDITIONS TO PROGRAMME

Banking Mergers

It seems likely that this Bill will be added to the programme, although its scope has yet to be decided by E. Might be ready for L on 16 December if instructions reach Counsel soon.

PRIME MINISTER

Parliamentary affairs

The Supply Days will be used for:

Wednesday 18: Opposition motion on "the Government's destructive policy towards higher education in Britain"
Kinnock and Whitehead to speak

Thursday 19: Opposition motion on Scottish economy and industry.
Millan and Ewing to speak.

It appears that the threat of a tanker drivers' strike has declined. But if it is still live tomorrow, the business managers will want to warn of the possibility of a need to change the business to cope with a proclamation of a state of emergency.

There may also be further discussion of the local government finance position. You may want to invite the Secretary of State to tell colleagues how he proposes to handle the debate, following the discussion you had tonight. (I understand that the Opposition have been required to redraft their motion. We do not yet have the revision.)

MAP

11 November 1981

GOVERNMENT LEGISLATION(i) Second Reading

Civil Aviation (Amendment)
 Currency
 Housing (Amendment) (Scotland)
 Local Government Finance
 Local Government (Misc.Prov.)
 Nuclear Industry (Finance)
 Shipbuilding
 Social Security and Housing Benefits

(ii) <u>Orders and Regulations</u>	<u>Date Laid</u>	<u>Whether Controversial</u>	<u>Date Required</u>
Agriculture and Horticulture Development	4/11	Maybe	By 27/11
Agriculture and Horticulture Grant	4/11	Maybe	By 27/11
Common Fund for Commodities	19/10	Maybe	By Xmas
Farm and Horticulture Development	4/11	Maybe	By 27/11
Farm Structure	4/11	No	By 27/11
Grants by Local Authorities	23/10	No	By Xmas
Industrial Relations (N.I.)	20/10	Yes	By P.C.Mtg. on 16/12
International Natural Rubber Organisation	19/10	Maybe	By Xmas
Local Government (Wales)	5/11	No	Before Dec.
London Docklands Development Corporation (Vesting of Land) (GLC No.2)	10/7	Maybe	Subject to JCSI on 10/11
London Docklands Development Corporation (Vesting of Land) (Tower Hamlets)	10/7	Maybe	Subject to JCSI on 10/11
Motor Vehicles	19/10	No	By Xmas
Redundancy Fund	20/10	No	By 4/12
Scottish Seed Potato Development Council	19/10	No	By Xmas
Statement on the 'Young Workers Scheme'	5/11	Yes	By 20/11
Transfer of Undertakings	30/7	No	By Xmas [Debate not before early Dec)
Weights and Measures Act 1963 (3)	19/10	Maybe	A.S.A.P.

GOVERNMENT LEGISLATION

<u>Orders and Regulations</u>	<u>Date Laid</u>	<u>Whether Controversial</u>	<u>Date Required</u>
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Bills placed upon the Statute Book (56)

Acquisition of Land 1981
Anguilla 1980
Animal Health 1981
Appropriation 1981
Armed Forces 1981
Atomic Energy (Miscellaneous Provisions) 1981
Belize 1981
Betting and Gaming Duties 1981
British Nationality 1981
British Telecommunications 1981
Broadcasting 1981
Companies 1981
Compulsory Purchase (Vesting Declarations) 1981
Consolidated Fund (No 2) 1980
Consolidated Fund 1981
Contempt of Court 1981
Criminal Attempts 1981
Deep Sea Mining (Temporary Provisions) 1981
Education 1981
Education (Scotland) 1981
Employment and Training 1981
Energy Conservation 1981
English Industrial Estates Corporation 1981
European Assembly Elections 1981
Film Levy Finance 1981
Finance 1981
Fisheries 1981
Forestry 1981
Friendly Societies 1981
Gas Levy 1981
House of Commons Members' Fund and Parliamentary Pensions 1981
Industry 1981
Insurance Companies 1981
International Organisations 1981
Iron and Steel 1981
Iron and Steel (Borrowing Powers) 1981
Judicial Pensions 1981
Local Government (Miscellaneous Provisions) (Scotland) 1981

Bills placed upon the Statute Book

Matrimonial Homes (Family Protection) (Scotland) 1981

Merchant Shipping 1981

National Film Finance Corporation 1981

New Towns 1981

Parliamentary Commissioner (Consular Complaints) 1981

Ports (Financial Assistance) 1981

Public Passenger Vehicles 1981

Redundancy Fund 1981

Representation of the People 1981

Social Security 1981

Social Security (Contributions) 1981

Statute Law (Repeals) 1981

Supreme Court 1981

Town and Country Planning (Minerals) 1981

Transport 1981

Trustee Savings Banks 1981

Water 1981

Wildlife and Countryside 1981

PRIME MINISTER

Legislation
Parliament

Parliamentary Affairs

I set out below the tentative business for next week.
Mr. Whitelaw may want to mention to colleagues the decisions now reached about handling the Lords amendments to the Nationality Bill on Gibraltar.

Mr. Jenkin is also ready to report to colleagues how matters stand in relation to British Leyland. You may think that Parliamentary Affairs will be an appropriate moment for you to invite him to do so, before Cabinet gets stuck into public expenditure.

Monday 26 October

Supply Day

Supplementary Guillotine Motion on British Nationality Bill

Motion on the Shorthold Order

≡ 7 10

11 11.15

Tuesday 27 October

Lords amendments to the British Nationality Bill

Motion on National Docks Labour Board (Increase of Loans) Order

Motion on the Imprisonment (Temporary Provisions) Act 1980 continuance Order

=

Wednesday 28 October

?Lords message on Wildlife and Countryside Bill

Remaining stages of consolidation measures

Motion on the EC Mandate Order

=

Thursday 29 October

Prorogation

MA

19 October 1981

PRIME MINISTER

ms.

The Legislative Programme

I attach a minute from Mr. Pym summarising the present position.

I understand that he has this week reviewed progress on the Bills approved for the programme. This seems to be satisfactory, with four exceptions: the first is Canada, and the others are local government finance, transport, and petroleum/gas, all which always looked likely to be difficult.

At present, he is not intending to press for any further deletions from the programme but neither does he favour the addition of the Bank Mergers Bill.

In your absence there have been several exchanges about gas retailing. The conclusion is that primary legislation is unavoidable - see Mr. Lawson's minute at Flag A. Mr. Pym's minute recalls that Cabinet decided that such primary legislation could not be forecast in The Queen's Speech. Mrs Oppenheim (Flag B) has been pressing for some further stages towards action on the sale of appliances, but I think that Mr. Lawson's minute effectively closes the argument in relation to The Queen's Speech. This leaves us with an awkward question of how to announce that decision, which is raised in Mr. Tebbit's letter at Flag C.

There is no action for you on these papers at this stage, if you are prepared to accept the conclusions on appliance retailing in relation to The Queen's Speech. Yes ✓

MA

7 October 1981

CONFIDENTIAL



PRIVY COUNCIL OFFICE
WHITEHALL, LONDON SW1A 2AT

PRIME MINISTER

LEGISLATIVE PROGRAMME: 1981-82

Marked TAM

I have seen copies of the minutes of 16 and 28 September by the Chancellor of the Exchequer and the Secretary of State for Industry respectively about the possibility of adding a Bill on bank mergers and takeovers to next Session's legislative programme. I have also seen a copy of the letter which the Minister of State for Consumer Affairs wrote to you on 28 September about gas safety legislation. *attached*

I do not wish to comment at this stage on the substance of these exchanges, but I am extremely worried about the implications for next Session's programme. I was grateful to those colleagues who agreed at Cabinet last week to trim back some of their proposed legislation so as to give us a little more room for manoeuvre on the Local Government Finance Bill, but the decision to go ahead with legislation to break the monopsony of the British Gas Corporation - which was not in the programme which we agreed at the end of July - means that the net burden of legislation next Session has not been reduced as much as the Cabinet might have supposed after last week's decisions. The judgment of the Supreme Court of Canada on the constitutional issue is about the worst imaginable from the point of view of passing at Westminster any legislation which might be requested by the Federal Parliament, and the process, if and when a request arrives, will certainly take longer than we originally bargained for. Should the Canadian Government delay still further their request or decide not to proceed then the position will be materially altered. But it would be most unwise to anticipate such an eventuality.

.../In these

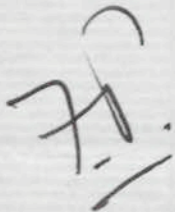
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In these circumstances, I would take a lot of persuading that the bank mergers bill should be a net addition to the programme. If it is to be included - and I recognise the force of the arguments which the Chancellor of the Exchequer deployed in proposing that it should be added to the programme - then something else will have to go, and The Queen's Speech will have to be amended accordingly.

The position on gas safety legislation is that Cabinet firmly decided that it should not have a place in the programme to be announced in The Queen's Speech. I do not think that we should now go back on that decision as far as primary legislation is concerned, even in the truncated form which Sally Oppenheim now envisages. It might be possible to find time for subordinate legislation on this subject if the Ministers concerned conclude that that is a satisfactory alternative, but I should not like to give any commitment even to that at this stage.

I am copying this letter to Cabinet colleagues, to the Chief Whip, to the Minister of State for Consumer Affairs, and to Sir Robert Armstrong.



FP

1 October 1981

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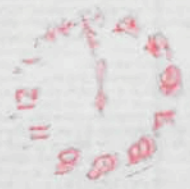


EXHIBIT 10



Parliament
Foreign and Commonwealth Office

London SW1A 2AH

27 August 1981

✓
MAD

Dear Bob,

GOVERNMENT BILLS SUITABLE FOR OFFERING TO PRIVATE MEMBERS IN
1981/82 PARLIAMENTARY SESSION

Thank you for your letter of 30 July. I am afraid that the Foreign and Commonwealth Office do not have any Bills suitable for offering to a Private Member in the 1981/82 Parliamentary Session.

I am copying this letter to David Heyhoe (Chancellor of the Duchy of Lancaster's Office), Murdo Maclean (Government Whip's Office), Brian Shillito (First Parliamentary Counsel's Office) and Michael Pownall (Lord President's Office).

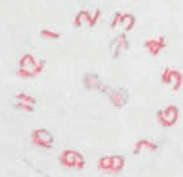
Lawson

Adair

A K C Wood
Assistant Private Secretary
to the Lord Privy Seal

R M Whalley Esq
Cabinet Office
Whitehall
London SW1A 2AS

128 A



28 AUG 1981



CONFIDENTIAL

Parliament



DEPARTMENT OF TRANSPORT
2 MARSHAM STREET LONDON SW1P 3EB

Nick Huxtable Esq
Private Secretary to
Chancellor of the Duchy of Lancaster
Privy Council Office
Whitehall
LONDON SW1

✓ MAF

5 August 1981

Dear Nick

LEGISLATIVE PROGRAMME 1981/82

Flag A
pt 7

In his letter of 27 July, the Chancellor of the Duchy asked for revised estimates of the date of introduction and Royal Assent of both my Secretary of State's Bills for the 1981/82 Session on the assumptions that they remained as originally proposed to QL and that they were amended as proposed by Mr Fowler in his letter of 22 July. We have now had Cabinet's and E's provisional decisions on my Secretary of State's proposals, but you should have the information, which I attach in the form requested. You will see in particular that the effect of moving the ports provisions into the Transport Bill would be that Royal Assent would be required for this Bill by July 1982.

I am copying this letter to Private Secretaries to other members of QL and to Sir Henry Rowe and Sir Robert Armstrong.

Yours sincerely

C R EDWARDS
Private Secretary

CONFIDENTIAL

Transport
(Financial
Provisions)

Transport

Bill as originally proposed		Present Proposal	
Introduction	Royal Assent	Introduction	Royal Assent
Beginning of Session*	July 1982	Beginning of Session	Required as soon as possible, and well before the end of 1981-82 financial year
Beginning of Session	No specific requirement	Beginning of Session*	July 1982

*Assuming no major restructuring of PLA or MDHC



CABINET OFFICE
70 WHITEHALL
LONDON SW1A 2AS

XXXXXXXXXXXXX

01-233 7665

30 July 1981

Dear Private Secretary

GOVERNMENT BILLS SUITABLE FOR OFFERING TO PRIVATE
MEMBERS IN 1981/82 PARLIAMENTARY SESSION

1. I am writing to invite Departments to suggest suitable Bills for offering to Private Members of the House of Commons who are successful in the ballot for Bills. The ballot will take place on the second Thursday of the new Session.
2. To be suitable for this purpose a Bill should normally be short, simple, non-financial and largely uncontroversial. I attach a list of the five Bills which were included in Departments' bids for the legislative programme 1981/82 and thought suitable for this procedure. We should be grateful to know from the responsible Department whether these Bills can be included in the list of Bills for offering to private Members, subject to their receiving policy clearance (see paragraph 4). We should also be grateful if Departments could suggest further possible private Members' Bills since it will be necessary to build up a longer list covering as wide a range of interests as possible.
3. While there can be no assurance that any of these Bills will be taken up by a private Member, the procedure does offer a useful way of securing the enactment of legislation which might not otherwise reach the Statute Book for some time. A full and reasonably attractive list of measures is also useful in that if Members, especially Government supporters, who are successful in the ballot, take up some of these Bills, the risk of too many other unwelcome and time-consuming measures being introduced (with the consequent extra work for Departments) is reduced. We should therefore be very grateful for your help in producing a suitable list of Bills.
4. No Bill in this list may be firmly offered to a private Member until Departments have obtained collective policy approval for it, and every effort should be made to obtain it in good time. Departments should indicate whether policy approval has been given; if it has not, they should indicate when it is likely to be forthcoming. Departments may include Bills which are likely to receive policy approval before the middle of October.
5. Negotiations with Members successful in the ballot - of whatever Party - are the responsibility of the Whips' Office. They are best placed to co-ordinate approaches to the various Members and requests from them; Departments should not contact individual Members themselves. If a Minister is approached by a Member successful in the ballot, the Whips' Office would be grateful to be told as soon as possible. The Bill need not be drafted before the Member gives notice of presentation, but the contents must be sufficiently clear to enable

Parliamentary Counsel to draft the long title in time for the Bill to be presented. Drafting authority for this and for the subsequent preparation of the Bill should be sought from the Chancellor of the Duchy of Lancaster in the normal way. The last day for presentation is the day before the fifth Wednesday of the Session. The Member may however need the final print of the Bill very shortly after that, if it is required for an early second reading.

6. I should be grateful if Departments would include in their replies a short description of each of the Bills proposed, including its likely length, in a form suitable for showing to private Members. Replies to this letter should be sent to me by FRIDAY 4 SEPTEMBER. If policy approval has not by then been secured for any of the Bills in the list, please let me know (by telephone if that is convenient) as soon as it is obtained. Please also let me know of any additional Bills which may be identified up to the Opening of the new Session.

7. I am sending this letter to the Private Secretaries to all Ministers responsible for Departments and copying it to David Heyhoe (Chancellor of the Duchy's Office), Murdo Maclean (Chief Whip's Office), Brian Shillito (Office of the First Parliamentary Counsel) and Michael Pownall (Lord President's Office).

Yours sincerely

R.M. Whalley

R M WHALLEY

Enc

Private Secretary to the
Prime Minister

RESTRICTED

SESSION 1981/82

BILLS WHICH MIGHT BE SUITABLE FOR HANDING
TO A MEMBER SUCCESSFUL IN THE BALLOT

<u>Department</u>	<u>Title</u>
DHSS	Private Children's Homes (Registration)
Home Office	Marriage (Invalids and Detained Persons)
Trade	Hotel Proprietors' Act Amendment
Lord Chancellor's Department	Matrimonial Homes and Property
Scottish Office	Deer (Scotland)

RESTRICTED