House of Commons

Environment, Food and Rural Affairs Committee

Controlling dangerous dogs

Ninth Report of Session 2017–19

Report, together with formal minutes relating to the report

Ordered by the House of Commons to be printed 12 September 2018

EMBARGOED ADVANCE NOTICE: Not to be published in full, or in part, in any form before 00.01am on Wednesday 17 October 2018

HC 1040
Published on 17 October 2018
by authority of the House of Commons

The Environment, Food and Rural Affairs Committee

The Environment, Food and Rural Affairs Committee is appointed by the House of Commons to examine the expenditure, administration and policy of the Department for Environment, Food and Rural Affairs and associated public bodies.

Current membership

Neil Parish MP (*Conservative, Tiverton and Honiton*) (Chair)

Alan Brown MP (*Scottish National Party, Kilmarnock and Loudoun*)

Paul Flynn MP (*Labour, Newport West*)

John Grogan MP (*Labour, Keighley*)

Dr Caroline Johnson MP (*Conservative, Sleaford and North Hykeham*)

Kerry McCarthy MP (*Labour, Bristol East*)

Sandy Martin MP (*Labour, Ipswich*)

Mrs Sheryll Murray MP (*Conservative, South East Cornwall*)

David Simpson MP (*Democratic Unionist Party, Upper Bann*)

Angela Smith MP (*Labour, Penistone and Stocksbridge*)

Julian Sturdy MP (*Conservative, York Outer*)

Powers

The Committee is one of the departmental select committees, the powers of which are set out in House of Commons Standing Orders, principally in SO No 152. These are available on the Internet via www.parliament.uk.

Publications

Committee reports are published on the Committee's website at www.parliament.uk/efracom and in print by Order of the House.

Evidence relating to this report is published on the inquiry publications page of the Committee's website.

Committee staff

The current staff of the Committee are Sian Woodward (Clerk), Ben Street (Second Clerk), Andy French (Committee Specialist), Xameerah Malik (Senior Committee Specialist), Thomas Smallwood (Committee Researcher), James Hockaday (Senior Committee Assistant), Ian Blair (Committee Assistant) and Annabel Russell (Committee Assistant).

Eliot Barrass (Clerk) and Daniel Schlappa (Second Clerk) were also Committee staff during this inquiry.

Contacts

All correspondence should be addressed to the Clerk of the Environment, Food and Rural Affairs Committee, House of Commons, London SW1A 0AA. The telephone number for general enquiries is 020 7219 7341; the Committee's email address is efracom@parliament.uk.

EMBARGOED ADVANCE NOTICE: Not to be published in full, or in part, in any form before 00.01am on Wednesday 17 October 2018

Contents

Summary 3

1 Background 5

2 Current approach to dog control 6

The Dangerous Dogs Act 1991 6

Wider dog control legislation 7

Perspectives on Breed Specific Legislation 7

Effectiveness at protecting the public 9

3 Examining Section 1 of the Dangerous Dogs Act 12

Current Breed Specific Legislation 12

Identifying Pit Bull Terriers, and the prohibition on transferring Section 1 dogs 16

4 A different approach - education and enforcement 19

Education 19

Enforcement practices 21

5 A different approach - changing legislation and learning lessons from abroad 26

New powers for early intervention 26

Consolidating legislation 27

Learning lessons from abroad 28

Conclusions and recommendations 30

Formal minutes 34

Witnesses 35

Published written evidence 36

List of Reports from the Committee during the current Parliament 48

EMBARGOED ADVANCE NOTICE. Not to be published in full, or in part, in any form before 00.01am on Wednesday 17 October 2018

EMBARGOED ADVANCE NOTICE: Not to be published in full, or in part,
in any form before 00.01am on Wednesday 17 October 2018

Summary

The UK is a nation of dog lovers. Whilst the vast majority of dogs pose no threat to the public, concern is growing that the Government's current approach to dog control is failing to protect people adequately. In 1991 the Dangerous Dogs Act outlawed certain breeds/types of dog to protect the public from attacks, but since then the number of yearly fatalities has continued to rise. Hospital admissions for dog attacks have increased by 81 percent since 2005. An unacceptably high number of victims suffer horrific life-changing injuries in these incidents. Even where no physical injury occurs, dog aggression can cause significant psychological distress. At the same time, too many harmless dogs are being destroyed every year because they are banned and cannot be re-homed, even if they are well tempered and pose no risk to the public.

The Government has maintained that the breed ban is essential to public safety, arguing that these prohibited dogs pose an inherent risk. Our inquiry found insufficient evidence to substantiate this claim. We agree with the Government that it would be irresponsible to amend the breed ban immediately without adequate safeguards. That does not mean that the Government should continue to sit on its hands. Changing the law on Breed Specific Legislation is desirable, achievable, and would better protect the public. The Government's lack of action on this front shows a disregard for dog welfare.

The current approach to dog control is plagued with deep structural problems. Improvements to public safety that simultaneously safeguard animal welfare can only be achieved through an open-minded engagement with new strategies. This will require time, commitment and political courage. To this end, we call on the Government to:

- immediately remove the prohibition on transferring a banned dog if it has been behaviourally assessed by experts and found to be safe. This would prevent the needless destruction of friendly animals that could be safely re-homed;
- commission an independent evidence review to establish whether the banned breeds/types present an inherently greater risk than any legal breed or cross breed;
- commission a comprehensive review of existing dog control legislation and policy, with a view to developing an alternative model that focuses on prevention though education, early intervention, and consistently robust sanctions for offenders;
- ensure all future strategies are developed with a full and transparent commitment to evidence-based policy-making. If the independent evidence review concludes there is insufficient evidence to support the Government's position on Breed Specific Legislation, this aspect of the law should be revised;
- introduce mandatory training and education courses for minor dog offences, similar to speed awareness courses for drivers;
- support wider dog awareness training for schoolchildren, and run a targeted awareness campaign for dog owners and the general public on safe human-dog interaction;

EMBARGOED ADVANCE NOTICE: Not to be published in full, or in part, in any form before 00.01am on Wednesday 17 October 2018

- increase support for local authorities and police forces to ensure they have the capacity to fulfil their duties; and
- engage with international partners to learn lessons and best practice from abroad.

EMBARGOED ADVANCE NOTICE: Not to be published in full, or in part, in any form before 00.01am on Wednesday 17 October 2018

1 Background

1. The Environment, Food and Rural Affairs Committee has long been interested in dog welfare. Our predecessor Committee held inquiries into Dog Control and Welfare[1] and the sale of puppies and kittens,[2] while in the current Parliament we have examined issues around greyhound welfare.[3]

2. Each year thousands of dogs are seized under the Dangerous Dogs Act 1991, and hundreds are subsequently put down.[4] Since the Act was introduced, injury and fatality rates from dog attacks have increased.[5] We therefore launched an inquiry on 11 May 2018 into the adequacy of the Government's approach to tackling dangerous dogs. We focused on the effectiveness of the current breed ban, and examined the actions needed to improve public safety and safeguard animal welfare.

3. We received over 400 written evidence submissions to this inquiry and held three evidence sessions between June and July 2018. A full list of witnesses can be found at the end of this Report. We are grateful to all who gave us evidence in person or in writing, as well as to the substantial number of people who contacted the Committee in relation to this inquiry.

EMBARGOED ADVANCE NOTICE: Not to be published in full or in part, in any form before 00.01am on Wednesday 17 October 2018

1 Environment, Food and Rural Affairs Committee, Dog Control and Welfare, Seventh Report of Session 2012–13 (HC 575)
2 Environment, Food and Rural Affairs Committee, Animal welfare in England: domestic pets, Third Report of Session 2016–17 (HC 117)
3 See correspondence between Chair of the Environment, Food and Rural Affairs Committee and Tracey Crouch MP, published 14 March, 25 April, 18 May
4 BBC, Police seize 5,000 'dangerous dogs' over three years, 13 April 2016
5 Professor Claire Parkinson (DDL0200) paras 1–2

2 Current approach to dog control

The Dangerous Dogs Act 1991

4. Over 200,000 people are attacked every year by dogs in England alone.[6] Children under nine are statistically at most risk.[7] There are several pieces of legislation in place to protect the public and ensure proper dog control. Our inquiry focused on one of the main pieces of legislation, the Dangerous Dogs Act 1991.[8] The law was introduced to protect the public following a spate of high-profile attacks. Its stated aim is to:

> prohibit persons from having in their possession or custody dogs belonging to types bred for fighting [...] to enable restrictions to be imposed in relation to other types of dog which present a serious danger to the public; to make further provision for securing that dogs are kept under proper control; and for connected purposes.[9]

5. Our inquiry examined whether these aims were being achieved. We focused specifically on Section 1 of the Act. This section includes so-called 'Breed Specific Legislation' (BSL), as it makes it illegal to own, sell, breed, give away or abandon specific breeds/types of dog regardless of the animal's behaviour or temperament.[10] The following breeds/types are prohibited under Section 1:

- Dogo Argentino
- Fila Brasileiro
- Pit Bull Terrier
- Japanese Tosa

6. Dogs suspected of being of a prohibited type may be seized by the authorities and held in a police-appointed kennel pending examination by a qualified expert.[11] The majority of animals seized under Section 1 are suspected Pit Bull Terriers.[12] If the dog is found to be a banned Section 1 type, an owner wishing to keep the animal must go through court proceedings to determine that they are a fit and proper person and that the animal will not pose a risk to public safety. If the owner is successful, the dog is placed on the Index of Exempted Dogs and the owner must comply with certain conditions, including that:

- the dog is neutered and microchipped;
- the owner purchases third party insurance; and
- the dog is leashed and muzzled in public.[13]

EMBARGOED ADVANCE NOTICE: Not to be published in full or in part, in any form before 00.01 am on Wednesday 17 October 2018

6 GOV.UK, Clampdown on dangerous dogs, 23 April 2012
7 RSPCA (DDL0229) para 25
8 Dangerous Dogs Act 1991
9 Dangerous Dogs Act 1991
10 Because the Pit Bull Terrier is not a recognised breed in the UK, this Report generally refers to breeds/types when discussing the provisions of Section 1 of the Dangerous Dogs Act 1991.
11 Q66
12 NPCC (DDL0433) p.2
13 Dogs, England and Wales, The Dangerous Dogs Exemption Schemes (England and Wales) Order 2015

7. As of May 2018, there were 3,530 prohibited dogs on the Index:

- 3,514 pit bull terrier types
- 3 Japanese Tosas
- 13 Dogo Argentinos
- 0 Fila Brazilieros.[14]

8. The law does not provide for the dog's owner to be changed, unless the owner dies or is incapacitated.[15] If a Section 1 dog is stray, was abandoned and is being kept in a rescue centre, or if the owner is unable to care for it due to a change in circumstances, the dog cannot be re-homed and is liable to euthanasia.[16] Similarly, if the owner is not judged to be a fit and proper person, the dog would be destroyed.[17]

Wider dog control legislation

9. Section 3 of the Dangerous Dogs Act makes it an offence for any dog to be dangerously out of control, regardless of its breed/type. A dog may be considered dangerously out of control if it:

- injures someone or their animal; or
- if a person believes the dog might injure them; or
- if a person believes the dog would injure them if they tried to stop it attacking their animal.[18]

10. Additional dog control legislation includes the Dogs Act 1871, which provides civil sanctions, and the Dogs (Protection of Livestock) Act 1953 which covers livestock worrying.[19] More recently, the Anti-social Behaviour, Crime and Policing Act 2014 granted authorities greater powers to tackle anti-social behaviour, including incidents involving dogs.[20] At the same time, the maximum sentences for dog attacks resulting in injury or death were raised to five and 14 years respectively. The law was further extended to cover incidents on private property and attacks against assistance dogs.[21]

Perspectives on Breed Specific Legislation

11. The majority of public concern over the Dangerous Dogs Act has concentrated on the breed ban in Section 1, and there have been widespread calls for it to be repealed on animal welfare grounds.[22] We accordingly pressed our witnesses for their views on the ban's effectiveness. The National Police Chiefs Council (NPCC) told us that "the legislation

EMBARGOED ADVANCE NOTICE: Not to be published in full, or in part, in any form before 00.01am on Wednesday 17 October 2018

14 Defra (DDL0043) para 11
15 Exceptions are discussed in Chapter 3
16 UK Centre for Animal Law (DDL0355) paras 11–12
17 The Kennel Club (DDL0288) p.7
18 GOV.UK, Controlling your dog in public
19 For the Dogs Act 1871 see http://www.legislation.gov.uk/ukpga/Vict/34–35/56, for the Dogs (Protection of Livestock) Act 1953 Act see http://www.legislation.gov.uk/ukpga/Eliz2/1–2/28
20 Anti-social Behaviour, Crime and Policing Act 2014
21 Defra (DDL0043) para 4
22 See for example Blue Cross, If looks couldn't kill

is essential to keeping the public safe" and Section 1 of the Act should not be repealed.[23] The police acknowledged difficulties with legislation, however, noting that "traditional fighting dog lines had been diluted" to the degree that such dogs were often now found to be 'near types' that fell outside the Section 1 classifications.[24]

12. During our evidence session, Deputy Chief Constable Pritchard representing the NPCC stated that he would support a review of the Dangerous Dogs Act, and that "we would like to move away from a specific list".[25] He noted that the police would "welcome further research to understand what would be best practice" and "look for a long-term plan to change the legislation. That would be welcomed in communities and by forces".[26] Deputy Chief Constable Pritchard stressed that the Government should "not just repeal it and leave it. There are still issues of risk in our society and our communities".[27]

13. The British Veterinary Association and British Small Animal Veterinary Association (hereafter BVA), the RSPCA, Dogs Trust, Blue Cross, Battersea Dogs & Cats Home, the Kennel Club, and David Ryan, former Chair of the Association of Pet Behaviour Counsellors, were unanimous in their condemnation of the breed specific provisions in Section 1.[28]

14. Dogs Trust told us there was "no evidence that there has been any effect on the number of bites",[29] and there was a "catalogue of research that tells us that breed is not a predictor" of risk.[30] The RSPCA highlighted that the conditions of seizure and kennelling could be stressful for the animal and negatively affect its behaviour.[31] Battersea Dogs & Cats Home told us it was "heart-breaking" to put down dogs they believed could be safely re-homed.[32] The organisation has said that over 70 percent of the banned Pit Bull types in its care could have gone to new owners, but were instead required to be put down.[33]

15. The UK Centre for Animal Law raised additional concerns that the current focus on prohibiting certain breeds had offered false reassurances to policymakers, and distracted attention from investigating alternative and potentially more effective methods of dog control.[34] The Animal Behaviour, Cognition & Welfare Group further noted that:

> … the stigmatisation of certain breeds through the legislation may have inadvertently increased the value of dogs as weapons in general, or particular breeds, and thus increased the problem.

EMBARGOED ADVANCE NOTICE: Not to be published in full, or in part, in any form before 00.01am on Wednesday 17 October 2018

23 NPCC (DDL0433) p.4
24 NPCC (DDL0433) p.3
25 Q119
26 Q121
27 Q119
28 Qq1–8, 75–80
29 Q2
30 Q14
31 Q67
32 Q69
33 Battersea Dogs & Cats Home, new Battersea research provides damning verdict on the Dangerous Dogs Act 25 years on, 25 July 2016
34 UK Centre for Animal Law (DDL0355) para 16

> Secondly the labelling of some dogs as "dangerous" carries with it an implicit suggestion that other breeds are "not dangerous", which might lead to individuals abandoning normal risk management around these latter types, and an increased risk as a result.[35]

16. We put these concerns to Lord Gardiner of Kimble, Parliamentary Under Secretary of State for Rural Affairs and Biosecurity. He disagreed with the assessment that Breed Specific Legislation was an inappropriate response, arguing that there was an "overriding paramount interest in making sure that the public is safe".[36] Defra's Deputy Director, Animal Welfare and Exotic Disease Control maintained that the rising number of bite incidents was not indicative of a failing system, and that the question was rather "what would have been the case without our protections and restrictions in place? That is what we do not know".[37] Lord Gardiner further highlighted the moral force of prohibiting certain activities and reassuring the public that their concerns were being met:

> What if … people decided that the green light was on and we could have those breeds… What if we then found that there were an increase in fatalities? Everyone in this room, and particularly people outside, would say, "What on earth have you done?"[38]

17. He further criticised the "fixation" on Section 1 of the Act, noting that even without it, Section 3 of the Act empowered authorities to tackle dogs of any breed/type.[39]

Effectiveness at protecting the public

18. Despite the fairly comprehensive legislative framework aimed at preventing dog attacks, the number of bite and strike incidents has steadily increased over the years. An initial review of the Dangerous Dogs Act, published five years after the law's introduction, showed no significant reduction in dog bites.[40] NHS data shows that between 2005 and 2017, the number of recorded hospitalisations rose from 4,110 up to 7,461, representing an 81 percent increase.[41] The RSPCA told us that there was no evidence suggesting that prohibited breeds were a significant factor behind the rise.[42] Figures from the Metropolitan Police for 2015–16 indicated that legal breeds accounted for around 80 percent of incidents involving Section 3 'dangerously out of control' offences.[43] The annual cost to the NHS of treating dog attack victims has been estimated at £3 million.[44]

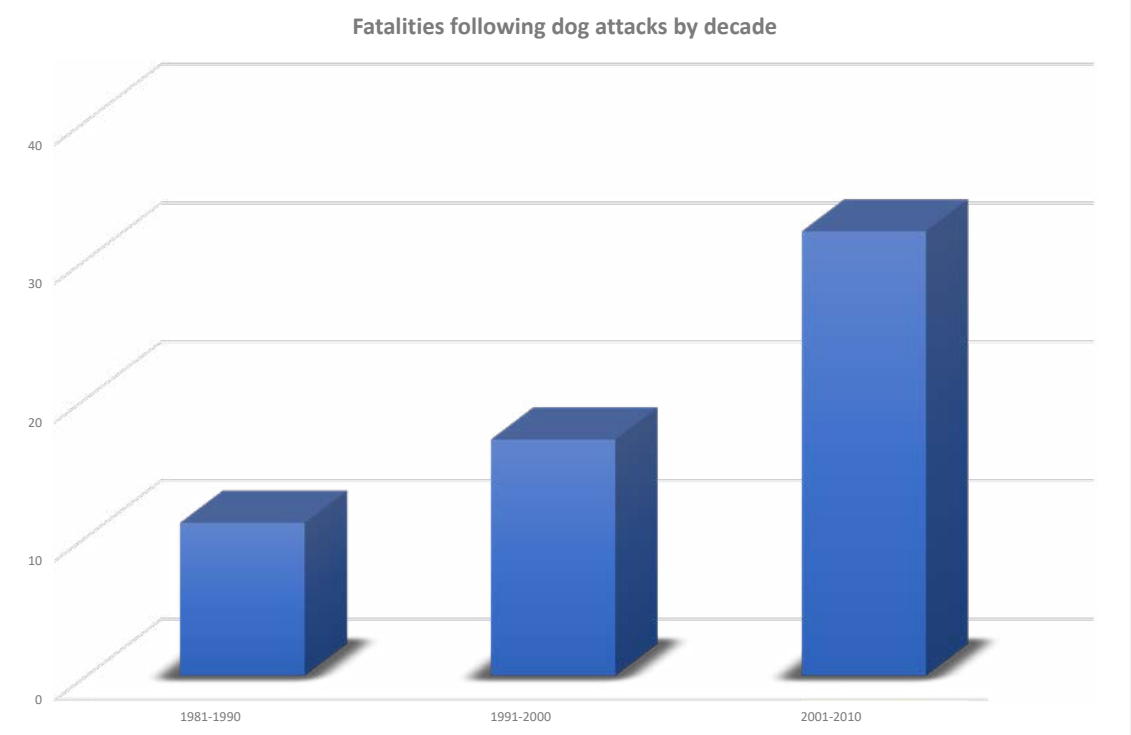
19. The total number of bites is likely to be substantially higher than the NHS hospital admission figures suggest. Recent research has estimated that only a third of those suffering a dog bite subsequently sought medical treatment.[45] We also heard that only overnight

EMBARGOED ADVANCE NOTICE. Not to be published in full, or in part, in any form before 00.01am on Wednesday 17 October 2018

35 The Animal Behaviour, Cognition & Welfare Group, University of Lincoln (DDL0289) para 6
36 Q242
37 Q258
38 Q246
39 Q242
40 Klassen et al, Does the dangerous dogs act protect against animal attacks: a prospective study of mammalian bites in the accident and emergency department, 1996
41 2016–17 figures obtained from NHS Digital data, available at: https://digital.nhs.uk/. 2005 figures obtained from BBC, Rise in dog bite admissions, 28 May 2015
42 RSPCA (DDL0229) p.2
43 NPCC (DDL0433) Appendix 1
44 University of Lincoln, Pets could save NHS up to £2.45 billion a year: new report quantifies economic benefits of UK pets, 6 December 2016
45 Westgarth et al, How many people have been bitten by dogs? Epidemiol Community Health, February 2018

stays would be recorded in the commonly cited hospital records; victims returning home after treatment at an accident and emergency department may not be included in these figures.[46] In 2012 the Government estimated that over 200,000 people a year suffer dog bites.[47]

20. Dog attack fatalities have also increased. The exact figures are not clear due to different reporting metrics and sources. Defra's submission stated that there had been 31 fatalities since 2005 involving dog attacks in England and Wales.[48] Data from the Office for National Statistics (ONS) recorded a total of 67 fatalities following dog attack incidents between 1991 and 2015, with 37 fatalities occurring between 2005 and 2015.[49]



Source: Data collated from the Office for National Statistics

21. We put it to Lord Gardiner that the increase in deaths and injuries caused by dog attacks indicated that the current approach was not protecting the public adequately. The Minister stressed that there had been a number of legislative improvements over the years, but agreed that "no one is satisfied with an increase" in incidents, and that "even if there was a decrease, it is still not enough".[50] He insisted however that maintaining Breed Specific Legislation was essential to public safety.[51]

22. **We were concerned to hear that the Government considered the Dangerous Dogs Act to be successful on the grounds that it was impossible to tell how many attacks would have occurred without the law. This is not convincing. Children and adults are suffering catastrophic injuries. The increase in attacks - most of them from legal breeds - clearly indicates that the current approach is failing to protect the public adequately.**

46 Qq21–26
47 GOV.UK, Clampdown on dangerous dogs, 23 April 2012
48 Defra (DDL0043) para 13
49 Office for National Statistics, Deaths from dog bites, England and Wales, 1981 to 2015, September 2016
50 Q256
51 Q242

EMBARGOED ADVANCE COPY in any form before 00.01a... r in part,

23. ***To ensure the public receives the best possible protection, the Government should commission an independent review of the effectiveness of the Dangerous Dogs Act 1991 and wider dog control legislation. This review should begin no later than January 2019. We expect this review to take account of the concerns and recommendations raised throughout this Report.***

EMBARGOED ADVANCE NOTICE: Not to be published in full, or in part, in any form before 00.01am on Wednesday 17 October 2018

3 Examining Section 1 of the Dangerous Dogs Act

24. It is clear to us that a full independent review of the efficacy of present dog control legislation is needed. We expect that this review would, at its heart, examine the issue of Breed Specific Legislation (BSL) and whether this represents an appropriate response to the problem of dog attacks. Key to this would be a comprehensive assessment of the evidence base and studies supporting the arguments for and against BSL. Below, we set out an indicative summary of the main issues on which we took evidence.

Current Breed Specific Legislation

Representation of Section 1 dogs in attacks

25. Defra told us the BSL provisions of Section 1 "remain important because of the heightened risk [certain breeds/types] pose".[52] In support of this claim, the Department referred to data from the Metropolitan Police Service, which provided a breakdown of the types of dogs involved in 'dangerously out of control' incidents across London.[53] These figures were also supplied to us by the NPCC.[54] According to the 2015–16 data, of the 468 recorded cases in which a dog was seized, prohibited Pit Bull Terriers accounted for 19.3 percent of offences, followed by legal Staffordshire Bull Terriers (17.6 percent) and other bull breeds (15.5 percent).[55] These figures could be interpreted in two ways; either that the current legislation is right to prohibit Pit Bull Terriers given the level of representation in incidents from a comparatively small population size, or that the ban on four breeds is misguided because around 80 percent of incidents involved legal types of dog.[56]

26. Defra said the figures indicated "a large number of serious cases from a very small population of dogs in circulation, and that is striking evidence that there is an issue with this particular type of dog".[57] The Department further highlighted its evidence on the 31 dog attack fatalities since 2005, in which seven Pit Bull types were involved in six of the cases: "seven pit bull terriers represents a far higher proportion involved in fatal attacks than would be expected from the proportion of such dogs in the dog population as a whole, which underlines the heightened risk these types of fighting dog pose".[58]

27. This argument was challenged by some of our witnesses. The RSPCA argued that there were no accurate demographic data on dog numbers or the Pit Bull population size, and therefore Defra's claim that Pit Bull Terriers were over-represented "simply cannot be substantiated and it is both misleading and erroneous to do so".[59] The British Veterinary Association similarly cautioned that there were no accurate data on bite rates and dog population sizes, which would be required to determine which breeds or cross-breeds presented the greatest public risk.[60]

EMBARGOED ADVANCE NOTICE: Not to be published in full, or in part, in any form before 00.01am on Wednesday 17 October 2018

52 Defra (DDL0043) para 27
53 Q250
54 NPCC (DDL0433) p.3
55 NPCC (DDL0433) p.3
56 Q245
57 Q244
58 Defra (DDL0043) para 13
59 RSPCA (DDL0466) p.7
60 British Veterinary Association and British Small Animal Veterinary Association (DDL0235) para 7

28. The RSPCA also drew attention to low correlations between offences under Section 1 (for possessing a banned dog) and Section 3 offences (for incidents involving an injury or risk of injury).[61] Evidence provided by one expert assessor indicated that between 2007 and 2018, only 13 percent of 198 dogs alleged to be Pit Bull Terrier types were also under a Section 3 charge for being dangerously out of control.[62] Figures provided by the Chair of the London Police and Crime Committee showed similarly low correlations: out of 1,031 dog seizures by the Metropolitan Police in 2016–17, only 56–or 5.4 percent of the total–were seized under both Section 1 and Section 3.[63] These figures suggest that only a small minority of dogs were seized for being both banned and involved in incidents posing a risk to public safety.

Aggression causes and breed as a predictor of risk

29. The Government's contention that the four prohibited breeds were inherently dangerous because they had originally been bred for "their fighting attributes" was also repeatedly challenged.[64] The RSPCA said that "such selection cannot infer inherent aggression in these types of dogs or guarantee that these attributes will be expressed", and that the Government's contention was not supported by scientific evidence or data.[65] Evidence submitted to our inquiry cited a wide variety of studies concluding that breed was not a good predictor of risk.[66]

30. The British Veterinary Association told us that a dog's behaviour is complex, arising "partly as a result of its inherited characteristics, but more importantly is a result of the socialisation, rearing and training provided by its owner, the environment in which the dog is kept and a given set of circumstances".[67] Blue Cross said the notion that Section 1 dogs were inherently more risky was "fundamentally flawed", as "any dog has the potential to be dangerous and pose a risk to the public regardless of their breed".[68] According to the Association of Pet Behaviour Counsellors, risk levels can vary more within a particular breed than between different breeds.[69] In a survey of professional canine behaviourists conducted by Battersea Dogs & Cats Home, almost three quarters of respondents viewed breed as either not at all important or only slightly important in determining dog aggression levels. Socialisation and upbringing of the dog were instead considered critical factors.[70]

Defra's evidence base

31. A 2009 Defra-funded evidence review found that "despite considerable speculation of a role for breed as a risk factor for human-directed dog aggression, insufficient evidence exists to draw firm conclusions". It noted that there was "some evidence" that human

EMBARGOED ADVANCE NOTICE. Not to be published in full, or in part, in any form before 00.01am on Wednesday 17 October 2018

61 RSPCA (DDL0229) para 6
62 Dr Kendal Shepherd (DDL0181) para 4.i
63 Mr Steve O'Connell (DDL0287) p.2
64 Q266
65 RSPCA (DDL0229) para 6
66 See for example Dogs Trust (DDL0293) p.3
67 British Veterinary Association and British Small Animal Veterinary Association (DDL0235) para 10
68 Blue Cross (DDL0264) p.1
69 Association of Pet Behaviour Counsellors (DDL00184) para 2
70 Battersea Dogs & Cats Home (DDL0257) p.3

directed aggression could be inherited. The review highlighted however "the absence of high quality evidence relating to risk factors" and cautioned that available data "does not provide firm evidence of causal relationships and, in a number of cases, the results are contradictory".[71]

32. We questioned Defra on this and whether the evidence base in support of Breed Specific Legislation was sufficiently robust. We were told "that was almost 10 years ago, so there has been fresh evidence since then".[72] We were keen to see this fresh evidence and requested a copy of the data held by the Department. Following communications with the Department it transpired that no further reviews or formal studies had been conducted since 2009.[73]

33. During our evidence session we became increasingly concerned that the Department was ignoring the weight of scientific evidence, and relying solely on a piece of data from the Metropolitan Police which was being extrapolated to apply to the whole of England and Wales.[74] We questioned Defra on whether this was a credible, evidence-based approach.[75] We were told that "you could say this relates to London and it is a particular year" but that "these Met statistics, in isolation, set the alarm bells ringing".[76] Defra's Deputy Director for Animal Welfare and Exotic Disease Control insisted that "it is credible to look at these figures and to form a conclusion that it is justified in retaining the controls we have on pit bulls".[77]

34. **We are concerned that Defra's arguments in favour of maintaining Breed Specific Legislation are not substantiated by robust evidence. It is even more worrying that non-existent evidence appears to have been cited before a Parliamentary Committee in support of current Government policy. This lack of clarity indicates a disturbing disregard for evidence-based policy-making. *Defra should commission a comprehensive independent evidence review into the factors behind canine aggression, the determinants of risk, and whether the banned breeds pose an inherently greater threat. We expect to receive regular progress updates on the evidence review, and to be provided with the results no later than Easter 2019. These results must then be used to inform the Government's future dog control strategy.***

Damage potential and extending the banned list

35. In our evidence session, Defra argued that the ferocity and damage potential of prohibited breeds/types justified the ban and measures to limit the population size.[78] Many members of the public wrote to us highlighting concerns about the potential of banned breeds, specifically Pit Bull Terriers.[79] According to the BVA and RSPCA, however, hospital data show that attacks from large Mastiffs or Rottweilers can be just as

EMBARGOED ADVANCE NOTICE: Not to be published in full, or in part, in any form before 00.01am on Wednesday 17 October 2018

71 Defra, Meta analytical study to investigate the risk factors for aggressive dog-human interactions - AW1405 pp.3–4
72 Q258
73 Defra (DDL0470), and communications with Defra dated 20 August 2018
74 Qq318–320
75 Qq318–320
76 Qq318–319
77 Q320
78 Q245
79 See for example Ms Karen Porreca (DDL0275) and DogsBite.org (DDL0316)

damaging as bites from Pit Bull types.[80] David Ryan told us that legal large bull or Mastiff types had substantial jaw pressure, physical body strength and the gameness of a dog type previously bred for fighting or guarding, and could be even more powerful than banned types.[81] This would seem to suggest that more breeds should be included on the banned list for public safety.

36. We explored with witnesses whether the Government's 'risk-based approach' required such a move. We heard there were myriad problems with this. First, owners desiring a strong and aggressive dog could easily switch to another legal cross-breed and avoid the ban.[82] Second, as David Ryan highlighted, banning breeds and crossbreeds based on risk level would generate a snowball effect:

> you would never stop [...] If you then add American bulldogs to it, for example, you would then need to add crosses of American bulldogs. If you added Akitas to it you would need to add Akita crosses. You end up encompassing everything.[83]

37. Third, because breed popularity waxes and wanes, prohibitions on the most prolific biters today would become outdated as fashions and preferences changed.[84] Finally, studies conducted abroad where dog population and bite rate data are available indicated that an impractically large number of dogs would need to be eradicated to prevent just a single bite incident.[85]

38. Lord Gardiner told us that the Government did not intend to increase the number of banned breeds/types.[86] We queried whether this was logically consistent with a risk-based approach, given that the majority of bites came from legal breeds and some legal breeds possessed just as much damage potential as banned ones.[87] Lord Gardiner denied Defra's position was illogical:

> I do not think so, because the overwhelming amount of what we are talking about in terms of numbers is dealing with it through Section 3, which is that we need to deal with dangerous dogs. It has been a position, and the Government are not moving from that position, that there are four prohibited breeds.[88]

39. **Defra says it has adopted a risk-based approach, but its justification for maintaining the breed ban in its current form is incoherent. Some legal breeds can pose just as great a risk to public safety as illegal breeds, and yet there are no legislative restrictions on their ownership. This inconsistency undermines the logic of the entire Act. We do not support extending the breed ban, as we do not believe it to be effective. However, if the**

EMBARGOED IN ADVANCE NOTICE: Not to be published in full, or in part, in any form before 00.01 am on Wednesday 17 October 2018

80 British Veterinary Association and British Small Animal Veterinary Association (DDL0235) p.2, and RSPCA (DDL0229) para 8
81 David Ryan (DDL0415) para 13
82 Q47
83 Q8
84 Dogs Trust (DDL0293) section 3.3
85 Australian Veterinary Association, Dangerous dogs – a sensible solution, p.11
86 Q273
87 Qq273–275
88 Q274

Government feels the ban is a valuable tool in reducing numbers of dangerous dogs, it must clarify why other dogs which can be just as dangerous should not be prohibited. ***We recommend that such a statement be provided in the response to this Report.***

Identifying Pit Bull Terriers, and the prohibition on transferring Section 1 dogs

40. There is no recognised 'Pit Bull Terrier' breed in the UK, under Kennel Club classifications.[89] Dogs suspected of being a banned Pit Bull Terrier are therefore assessed according to the 1977 American Dog Breeders Association standard.[90] Parentage and DNA are not taken into account.[91] Dogs are assessed instead on their physical characteristics, measured against a 100-point scale, of which 10 points are allocated to the dog's attitude and behaviour. Defra guidelines state that there need only be a "substantial number of characteristics present so that it can be considered 'more' PBT [Pit Bull Terrier] than any other type of dog".[92]

41. Battersea Dogs & Cats Home said this approach "failed miserably" as it targeted a dog based on "the way that it looks rather than its propensity to cause harm".[93] Battersea further highlighted that:

> the Courts can regard a dog to be as a Pit Bull Terrier 'type' even if the dog does not have Pit Bull Terrier genetics in its ancestry [...] This makes no sense, given that these dogs were outlawed as Parliament believed they were genetically dangerous.[94]

42. The RSPCA, Kennel Club, Blue Cross and the BVA similarly said the focus on appearance rather than temperament or aggression did little to protect the public.[95] The RSPCA noted that it had cared for Section 1 dogs that gave birth to three separate litters. In two of the litters, none of the dogs was subsequently identified as being Section 1 upon reaching adulthood. In the other litter, only half were determined to be Section 1.[96]

43. The prohibition on transferring Section 1 dogs prevents the re-homing of banned dogs found by rescue centres; they are instead euthanised.[97] Owners who are no longer able to care for their Section 1 dog due to a change in circumstance also may not transfer the animal to a new keeper, even though the animal had previously been found to pose no threat.[98] We asked Defra whether this provision was necessary given that it led to the euthanasia of so many dogs:

EMBARGOED ADVANCE NOTICE: Not to be published in full or in part, in any form before 00.01am on Wednesday 17 October 2018

89 The Kennel Club (DDL0288) p.4
90 See Pit Bull Gazette, Vol 1, Issue 3, 1977
91 RSPCA (DDL0229) para 7
92 Defra, Dangerous Dogs: guidance for enforcers, 2009, p.14
93 Battersea Dogs and Cats Home (DDL0257) p.3
94 Battersea Dogs and Cats Home (DDL0257) p.3
95 RSPCA (DDL0229), British Veterinary Association and British Small Animal Veterinary Association (DDL0235), Blue Cross (DDL0264), The Kennel Club (DDL0288), see also Environment, Food and Rural Affairs Committee, oral evidence: Dangerous Dogs: Breed Specific Legislation, Wednesday 13 June 2018, HC 1040
96 RSPCA (DDL0229)
97 Blue Cross (DDL0264) p.2
98 Q91

> **Chair**: to get to the point about the Battersea dog that was put down, as far as you are concerned, that is just collateral damage. It was a pit bull type and it may have been good-tempered, but as far as you are concerned, just put it down. Is that where you are?
>
> **Lord Gardiner**: Yes.[99]

44. A series of court rulings have allowed a degree of latitude over the prohibition on transfers. In one case, an owner was unlikely to pass the fit and proper person test but the Crown Court allowed the dog to be registered to a kennel carer. In another case, a dog that had previously been on the Index of Exempted Dogs had its exemption invalidated because the owner emigrated. A dog walker at the kennel was however allowed by the High Court to re-register the animal.[100]

45. Battersea Dogs & Cats Home said these cases demonstrated "confusion and contradiction" over how Section 1 should be applied, and called for the prohibition on transferring Section 1 dogs to be revoked.[101] This call was echoed by a number of other organisations.[102] When we raised the issue of re-homing with the police, Inspector O'Hara told us that:

> On a point of principle, we would go by the view: nice dog, nice person, no problem. We would be reasonably happy, with some degree of relaxation, about whether a home could be found for that particular dog that did not cause us a problem.[103]

46. While agreeing that increased re-homing would be desirable, witnesses highlighted that adequate regulatory controls would be necessary to ensure public protection,[104] for example clearly defining or accrediting suitable animal sanctuaries and re-homing centres.[105] Inspector O'Hara said that greater regulation of animal centres was desirable in any case, to ensure appropriate due diligence checks were being conducted on re-homing suitability.[106]

47. If animal centres were allowed to re-home Section 1 dogs, prospective owners would likely be subjected to the provisions and procedures currently required to obtain a certificate of exemption and register the animal on the Index of Exempted Dogs. According to Defra's evidence submission, these provisions have been highly effective at ensuring exempted Section 1 dogs did not pose a risk to public safety:

> No dog on the Index has been involved in a significant incident such as a major dog attack or fatality, suggesting that the scheme has achieved its objective of protecting public safety.[107]

EMBARGOED ADVANCE NOTICE: Not to be published in full, or in part, in any form before 00.01am on Wednesday 17 October 2018

99 Q248
100 Battersea Dogs and Cats Home (DDL0257) p.4
101 Battersea Dogs and Cats Home (DDL0257) p.3
102 See for example RSPCA (DDL0229), Blue Cross (DDL0264), and The Kennel Club (DDL0288)
103 Q132
104 Blue Cross (DDL0264)
105 Q95
106 Q123
107 Defra (DDL0043) para 12

48. Given this successful record, we questioned Defra on the logic behind the transfer ban in cases where the dog was good-tempered and had been determined by experts to pose no risk. The Department maintained there was a "non-zero risk" attached to Pit Bull types,[108] and that the prohibition on transfers was "part of restricting the number of these dogs in circulation" to minimise the "aggregate risk".[109] Lord Gardiner subsequently wrote to us expressing concern that relaxing the prohibition would encourage the "casual transfer" of Section 1 dogs and signal that "the dangers associated with prohibited dogs are not as great as before".[110]

49. **The prohibition on transferring Section 1 dogs has resulted in the unnecessary destruction of good-tempered dogs that could have been safely re-homed. Defra's position is both illogical and inherently unfair. Whether a dog is euthanised or not can depend entirely on whether it 'looks like' a Pit Bull Terrier. It is unnecessarily cruel to forbid good-tempered dogs from being transferred to responsible owners willing to comply with the stringent provisions attached to keeping a Section 1 dog.**

50. **We do not accept Defra's position that the destruction of dogs without owners is a necessary part of reducing risk. The Department told us that no dog on the Index of Exempted Dogs has been involved in an attack. This is a 100 percent success record. We are not clear why these conditions would become ineffective if extended to dogs in re-homing centres.**

51. ***To avoid imposing an unnecessary death sentence on good-tempered animals, the Government should remove the ban on transferring Section 1 dogs to new owners. This should be accompanied by adequate regulation of animal centres and appropriate safeguards to ensure the re-homing of Section 1 dogs is conducted responsibly and safely.***

EMBARGOED ADVANCE NOTICE: Not to be published in full, or in part, in any form before 00.01am on Wednesday 17 October 2018

108 Q278
109 Q293
110 Defra (DDL0470)

4 A different approach - education and enforcement

52. A common theme throughout our inquiry was the need for a fundamental shift towards a more holistic approach to dog control that prioritised prevention through education, responsible ownership, and early intervention. Defra said it recognised dog control required "an element of prevention", and highlighted its work on microchipping, updating guidance, and dialogue with the police.[111] Witnesses from animal welfare charities felt existing efforts fell far short of what was required, however, and called for the Government to develop a new approach.[112]

53. We focused on the four areas that witnesses identified as being crucial to effective prevention, namely improvements to education; changes to enforcement practices; new legislation and powers; and learning lessons from abroad. Our inquiry did not attempt to develop exhaustive proposals for an alternative dog control model; this would need to be explored in the wide-ranging Government review we have called for. Our aim was rather to draw the Government's attention to issues of particular concern, and suggest measures that could be implemented either immediately or as part of a wider overhaul of dog control strategy.

Education

54. Our evidence was clear that human factors played a prominent role prior to the majority of dog attacks, and that any systematic attempt to reduce the number of incidents needed to place a greater emphasis on education.[113] Hospital data indicate that children under nine are statistically at most risk of being bitten,[114] and are more likely to suffer serious and disfiguring injuries on the face and head.[115] There is however no requirement for schools to make use of the readily available materials on dog safety.[116] Neither does routine national information provided to new parents include specific information on staying safe around dogs.[117]

55. Witnesses told us that targeted initiatives to educate children on safe human-dog interactions were therefore key.[118] Some advocated adding this information to mandatory childhood education.[119] The RSPCA said this would avoid the "piecemeal and sometimes duplicated approach" currently being delivered by the charity sector.[120]

EMBARGOED ADVANCE NOTICE: Not to be published in full, or in part, in any form before 00.01am on Wednesday 17 October 2018

111 Defra (DDL0043) paras 17–26
112 Qq86–89
113 Q61
114 NHS Digital, Provisional Monthly Hospital Episode Statistics for Admitted Patient Care, Outpatients and Accident and Emergency Data - April 2012, 9 August 2012
115 Australian Veterinary Association, Dangerous dogs – a sensible solution, p.3
116 The Kennel Club (DDL0288) p.6
117 Public Health Wales NHS Trust (DDL0136) para 3
118 Q47
119 RSPCA (DDL0229), British Veterinary Association and British Small Animal Veterinary Association (DDL0235)
120 RSPCA (DDL0229) para 31

56. Defra told us however that the national curriculum was "already broad enough to allow other subjects to be included", and that the Secretary of State for Education had announced in March 2018 that he would make no further changes to the national curriculum during the remainder of this Parliament (2022).[121]

57. **Young children are at most risk of dog attacks, and many suffer horrific injuries. Better childhood education on staying safe around dogs is needed to reduce the high number of avoidable incidents. A consistent approach is needed across the country to avoid the current post-code lottery of intervention. *Defra should commission a childhood education plan from experts and charities to determine the most effective education measures and how these could be implemented consistently across the country. The Department should then support the roll-out of this plan.***

58. Dogs Trust highlighted that wider education of dog owners and the general public was also crucial to reducing incidents.[122] Defra said it was making "efforts to encourage more responsible dog ownership and target the owners of dogs through advice",[123] but witnesses felt this was not enough.[124] The BVA advocated national awareness campaigns and much greater provision of standardised information resources to promote safe interactions between dogs and owners, family members, and the general public.[125]

59. We heard that stricter regulation of the dog-training and behaviour industry would be important to ensuring that any efforts to encourage attendance at educational courses produced the desired results.[126] David Ryan told us that currently

> anyone can set themselves up as a dog-trainer [...] There are some horrendous examples of dogs being made worse by bad training practices".[127]

Dogs Trust similarly argued that regulation of training was "absolutely fundamental.[128]

60. Education initiatives would likely have to contend with 'hard to reach' dog owners. David Ryan raised concerns over the difficulties in reaching this demographic and the "complacency" among some owners:

> Many people believe they know all there is to know and that they are doing it right. Many people are wrong; otherwise there would not be so many incidents.[129]

61. There were differing views on how education of dog owners should be best achieved. Battersea Dogs & Cats Home argued against proposals to enforce education through dog licensing, maintaining that such licenses would be an ineffective "tax on dog owners".[130] The organisation highlighted instead the benefits of collaborative initiatives between charities and local authorities.[131]

EMBARGOED ADVANCE NOTICE: Not to be published in full, or in part, in any form before 00.01am on Wednesday 17 October 2018

121 Defra (DDL0470)
122 Q35
123 Defra (DDL0043) para 16
124 Q20
125 British Veterinary Association and British Small Animal Veterinary Association (DDL0235) p.4
126 Q57
127 Q57
128 Q57
129 David Ryan (DDL0415) para 17
130 Q98
131 Battersea Dogs & Cats Home (DDL0257) p.5

62. Others argued however that an 'owner education scheme' would have to be compulsory, otherwise conscientious owners would attend but the main target groups would simply opt out.[132] One of the options discussed involved the introduction of compulsory third party liability insurance for dog owners, which would be linked to education or training classes.[133] The Communication Workers Union said compulsory third party liability insurance–which could be as low as 50p per week–was desirable in any case as many attack victims were currently inadequately compensated.[134] The police acknowledged the potential benefits of both mandatory training and insurance, but highlighted that the current legislative framework lacked sufficient sanctions to ensure such requirements could be adequately enforced.[135]

63. **Greater awareness of responsible ownership and dog behaviour would reduce attack incidents. It would also help alleviate the financial burden on the health services and enforcement agencies that have to deal with the consequences of attacks.** ***Defra should introduce a targeted awareness campaign to inform dog owners and the general public about responsible ownership and safe interactions. Defra should further develop proposals to help local enforcement bodies increase engagement among hard to reach demographics. This should involve a thorough assessment of the merits of mandatory third party liability insurance and training classes for dog owners.***

64. **It is important that any efforts to encourage attendance at educational training courses are not undermined by bad practices in the private industry.** ***As part of the review we have called for, the Government should investigate the impact of poor dog training practices in the private industry, and the merits of stricter regulations to ensure all trainers are properly accredited according to a standardised framework.***

Enforcement practices

65. Both local authorities and the police have responsibility for dog control. Our evidence was clear that reductions to attack rates and improvements to animal welfare would require changes to local enforcement practices, and police and court processes.

Effective local enforcement

66. Our inquiries into local enforcement indicated that individual instances of good practice needed to be scaled up across the country. The Local Environmental Awareness on Dogs (LEAD) initiative provided a good example.[136] This local police-led initiative had substantially reduced dog bites by bringing together a range of enforcement and stakeholder bodies.[137] Although the initiative was widely praised, we heard that there was no appropriate national framework to ensure this and similar approaches were replicated across the country, and that the "current postcode lottery" of collaborative intervention would therefore continue.[138]

EMBARGOED ADVANCE NOTICE: Not to be published in full, or in part, in any form before 00.01hrs on Wednesday 17 October 2018

132 David Ryan (DDL0415) para 18
133 Q57
134 Q220
135 Qq163, 164, 185, 195
136 See Defra (DDL0043) para 22
137 Blue Cross (DDL0264) p.4
138 National Companion Animal Focus Group (DDL0405) p.3

67. Both the police and Local Government Association (LGA) acknowledged that local-level collaboration could be improved, but highlighted the significant obstacles presented by resource constraints and competing priorities.[139] The LGA said cutbacks had substantially eroded the capacity of councils to take a proactive approach to dog control, and that there was also a "lack of clarity" from central government to support joint working.[140]

68. Dogs Trust raised additional concerns that many dog incidents went unrecorded by local authorities and police, preventing authorities from building a case log of evidence that could be used to trigger early interventions.[141] The wider lack of data recorded on the circumstances surrounding dog bites was also seen as problematic, as it hampered research into potential trigger factors that could be used to inform effective prevention strategies.[142]

69. The Kennel Club believed that the current system offered little incentive to collect useful data on dog bites, which were simply catalogued numerically rather than being treated as a public health issue meriting further information logs.[143] These points were echoed by the RSPCA and BVA, who called for a centralised reporting database with a mandatory requirement for information on bite incidences to be recorded.[144]

70. We questioned the Minister on how the Government could better support local enforcement. Lord Gardiner told us that he recognised collaborative projects "as a positive way forward", but that "a lot of the remedies of this have to be at local level".[145] The Minister acknowledged that there was no budget to roll out collaborative schemes across the country.[146] Defra's Deputy Director Animal Welfare and Exotic Disease Control noted that better data on dog attacks would be welcome.[147]

71. **Whilst we appreciate the challenging financial landscape, it is clear that more support is needed for local-level collaboration. We are also concerned that joint working is overly reliant on the dedication of individual officers and enforcement bodies.** ***The Government should commit more resources to supporting collaborative dog control initiatives, and facilitate the upscaling of successful pilot projects across the country. Initially it would seem sensible to concentrate resources in areas with the highest rates of dog attacks.***

72. **Better data is needed to support bite prevention strategies.** ***Defra should engage with the relevant Departments, local authorities and police forces to ensure local staff record all incidents appropriately. We further recommend that the Government introduces a centralised database to record information on dog bites, level of severity, and the circumstances of the incident. This is key to improving understanding of the most effective ways to protect the public.***

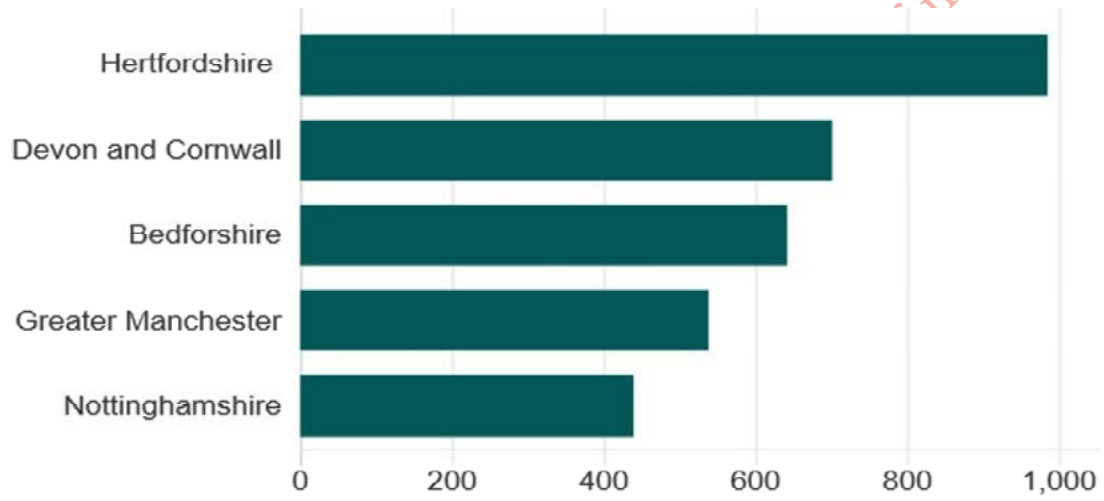
EMBARGOED ADVANCE NOTICE: Not to be published in full, or in part, in any form before 00.01am on Wednesday 17 October 2018

139 The Local Government Association (DDL0260) para 2.4, Qq133, 139
140 The Local Government Association (DDL0260) para 3.2
141 Dogs Trust (DDL0293) p.8
142 The Kennel Club (DDL0288) p.5
143 The Kennel Club (DDL0288) p.5
144 British Veterinary Association and British Small Animal Veterinary Association (DDL0235) p.1, RSPCA (DDL0229) para 26
145 Qq326–328
146 Q329
147 Q254

Police and court processes

73. Our evidence highlighted a range of issues with Section 1 case processing times, the Interim Exemption Scheme, and legal penalties. Processing times for dog cases, and the kennelling costs, were described by Deputy Chief Constable Pritchard as "excessive".[148] The police noted that some cases took over 18 months to resolve, and called for timescales to be placed on court proceedings to speed matters up.[149] The RSPCA agreed with the need for swifter processing and supported wider take-up of practices operated in London and Manchester, where police forces had arranged designated days for dog case hearings with the local courts.[150]

Longest stay in kennel by an individual dog in days



Source: BBC FOI[151]

74. Our evidence also highlighted the lack of consistency in the application of the Interim Exemption Scheme (IES). To avoid prolonged kennelling, the IES–also known as 'dog bail'–allows police to return a suspected Section 1 dog to its owners during the exemption process.[152] Battersea Dogs & Cats Home described the bail process as a "postcode lottery", with many police forces refusing to grant it.[153]

75. Similarly, the sanctions handed down by courts were condemned as being improperly or inconsistently implemented.[154] The Communication Workers Union said existing sanctions were sufficient in theory, but that there was a "a huge disparity" in the penalties handed out. The organisation called for greater consistency across cases and for the full range of sentencing powers to be utilised to deter and punish offenders.[155]

EMBARGOED ADVANCE NOT... in any form before 00.01am on Wed... ...ll, or in part,

148 Q116
149 NPCC (DDL0433) p.5
150 Q95
151 BBC, The Dangerous Dogs Act 25 years on: How effective has it been?, 13 August 2016
152 See The Dangerous Dogs Exemption Schemes (England and Wales) Order 2015
153 Q76
154 Communication Workers Union (DDL0463)
155 Q216, Communication Workers Union (DDL0463)

76. We asked Lord Gardiner if he had any concerns about the police and court enforcement processes. He said that "if there were areas that the police had problems with, I would want to know of them",[156] and agreed that "in court cases, expedition in all matters is the optimum".[157]

77. **Prolonged kennelling, lengthy court processing times and inconsistent sentencing are not conducive to effective dog control.** ***Defra should work with the Home Office and Ministry of Justice to develop proposals for speeding up Section 1 case processing times. This could involve encouraging framework agreements between local courts and enforcement bodies to ensure cases are heard within pre-agreed timescales. The Government should also review the use of the Interim Exemption Scheme across the country and issue targeted guidance to forces that are not employing it consistently. We further recommend that Defra engages with the Ministry of Justice to ensure sentencing guidelines are being properly observed and that consistently robust sanctions are being applied across the country.***

Rural policing

78. The National Farmers' Union (NFU) told us that more action was needed to tackle livestock worrying, which remained a serious concern for rural communities.[158] We could not form a complete assessment of the scale and impact of livestock attacks, as they are not required to be formally recorded. According to estimates from SheepWatch UK, up to 15,000 sheep were killed in 2016.[159] NFU Mutual estimated that the direct impacts of livestock attacks cost the agricultural industry £1.6 million per year.[160] Deputy Chief Constable Pritchard told us owners were not present in the majority of cases, often because the dog had escaped.[161]

79. Guy Smith, Deputy President of the NFU, highlighted that education was key to tackling this issue:

> You talk to dog walkers and say, "'Why did you let that animal off the lead?' They say, 'Well, it is not one of those dangerous dogs. It is a Labrador'. They think it has gone and played with livestock.[162]

80. He further noted that, because the majority of attacks occurred without the owner present, it was crucial to get the message through to people who might not even be aware of their dog's actions. He suggested that tougher penalties for repeat offenders and an increased rate of court prosecution and fines would be beneficial, as these would increase deterrence and likely reach the target audience through local media coverage.[163] He also suggested the Government could do more to support initiatives to raise awareness of appropriate dog handling in rural areas.[164]

EMBARGOED ADVANCE NOTICE. Not to be published in full, or in part, in any form before 00.01am on Wednesday 17 October 2018

156 Q321
157 Q323
158 Q210
159 SheepWatch UK, Understanding the law
160 NFU Mutual, How to prevent dog attacks on livestock
161 Q121
162 Q230
163 Qq227–229
164 Q233

81. ***Defra should work closely with the National Police Chiefs' Council to support closer collaboration across rural police forces, and encourage robust action to be taken against the owners of dogs involved in livestock worrying.***

EMBARGOED ADVANCE NOTICE: Not to be published in full, or in part, in any form before 00.01am on Wednesday 17 October 2018

5 A different approach - changing legislation and learning lessons from abroad

New powers for early intervention

82. Our evidence indicated that future progress in prevention and early intervention would require new powers. A system of dedicated Dog Control Notices was cited by welfare charities as being a particularly promising alternative to current Community Protection Notices (CPNs).[165] CPNs were introduced in 2014 as a general mechanism to tackle anti-social behaviour, allowing authorities to require the recipient to do certain things. Authorities could therefore send owners of nuisance dogs to a training class, for example.[166] According to a 2017 BBC survey, however, around 77 percent of councils were failing to use them. Of the 18 police forces that provided information to the survey, only four said they had issued one.[167]

83. The Communication Workers Union criticised CPNs as being "too complex, cumbersome, unspecific, slow, resource intensive and not often used because of this".[168] Battersea Dogs & Cats Home said the CPN's threshold for taking action was too high, as the trigger for issuing an initial warning letter required 'persistent or continuing' poor behaviour.[169] We also heard that there was no national database for recording CPNs, meaning that if an owner moved to a different jurisdiction, the new local authority and police force would be unlikely to be aware of their history.[170]

84. Dog Control Notices were implemented in Scotland as an early intervention measure, under which a trained council officer would assess the dog and situation, and impose suitable restrictions or requirements on the owner.[171] We heard this system was preferable as it had a lower threshold for action, facilitated easier early intervention to address problem behaviours, and would be administered by an officer with appropriate dog control skills.[172] Evidence from Scotland suggested however that such new powers would only be effective if accompanied with commensurate resource increases and thorough training for officers.[173]

85. We asked the Minister whether he would consider introducing Dog Control Notices. He said that he would be interested to see if there were lessons to be learned and promised to look into the matter.[174] In a follow-up letter, the Minister stated that CPNs "do the same thing as Dog Control Notices" and that he believed the powers under CPNs were "being used to good effect".[175]

EMBARGOED ADVANCE NOTICE: Not to be published in full or in part, in any form before 00.01am on Wednesday 17 October 2018

165 Q98
166 Defra, Guidance on Dog Control and Welfare for Police and Local Authorities, January 2018
167 BBC, Dog attack powers 'not being used', 24 July 2017
168 Communication Workers Union (DDL0463) p.1
169 Battersea Dogs and Cats Home (DDL0257) p.5
170 Deed not Breed (DDL0319) para 18
171 See Control of Dogs (Scotland) Act 2010
172 Battersea Dogs and Cats Home (DDL0257) p.5, RSPCA (DDL0229) para 24
173 Scottish SPCA (DDL0056) p.3
174 Q339
175 Defra (DDL0470)

86. **Community Protection Notices (CPNs) are not delivering the desired results. They are not tailored to tackling dog control, there is no central system for recording an individual's history, and they are not being used by the majority of local authorities and police forces.** ***We recommend that the Government reviews the use of CPNs across the country, and issues targeted guidance to authorities that are not using them effectively. A centralised system for tracking CPNs must also be developed to ensure authorities have access to an individual's case history.***

87. ***We urge the Government to introduce specific Dog Control Notices, which would support more targeted early intervention. This must be accompanied by commensurate resource increases to ensure that officers receive the necessary training on dog behaviour.***

88. Another form of early intervention involved 'speed awareness courses for dog owners'. The Kennel Club advocated compulsory attendance on such courses for owners whose dogs had been involved in a low- or mid-level offence. These courses could be geared towards a particular problem, focusing on responsible ownership for lower-level offences, and on dog training or dealing with aggression for more serious issues.[176] Deputy Chief Constable Pritchard also supported introducing such restorative schemes, saying that "we should mandate it. We do it for other types of offence; we could do it for this".[177] There is limited provision for such a scheme under the Anti-social Behaviour, Crime and Policing Act 2014, though it is unclear whether this Act is being used to such effect, and whether it provides for a tiered range of formal, targeted courses.[178]

89. ***The Government should introduce regulations requiring dog owners involved in low- to mid-level offences to attend a compulsory dog awareness and training course, similar to speed awareness courses for drivers.***

Consolidating legislation

90. Dog control is covered by many pieces of legislation, some dating back almost 150 years.[179] Blue Cross said that the patchwork of laws caused confusion among enforcers over their responsibilities and powers, and uncertainty among owners about their liabilities.[180] We heard that this lack of clarity was hampering efforts to improve dog control. For example, many local authorities reportedly advise dog owners that the police are the correct point of contact, while police advise the opposite.[181]

91. Defra told us it had issued guidance to enforcement bodies regarding their respective roles.[182] Mark Berry, Chair of the National Animal Companion Forum, noted however that some enforcement staff remained unclear on their powers and that consolidating legislation would bring clarity to both dog owners and enforcers.[183] The LGA said that

EMBARGOED ADVANCE NOTICE: Not to be published in full, or in part, in any form before 00.01am on Wednesday 17 October 2015

176 The Kennel Club (DDL0288) p.6
177 Q122
178 The Kennel Club (DDL0288) p.6
179 See for example Dogs Act 1871
180 Blue Cross (DDL0264)
181 Q98
182 Defra (DDL0043) para 21
183 Qq155–157

whilst the various pieces of legislation provided useful tools,[184] the disparate laws should be consolidated into a single Act "fit for modern day purposes" which would "also support more strategic and future-proofed approach".[185]

92. **The current patchwork of dog control legislation is causing unnecessary confusion amongst enforcement bodies and dog owners. *The Government should consolidate the disparate pieces of legislation into a single coherent Dog Control Act. We expect proposals for this Act to be introduced following the conclusion of the Government review we have called for.***

Learning lessons from abroad

93. Across the evidence on all of the foregoing points in this Report, we consistently heard that the Government should explore models operated abroad so that it could benefit from lessons learned when developing and implementing improvements.[186] The RSPCA pointed out that other places across the world had achieved substantial reductions in bite incidences by channelling resources into targeted prevention and responsible ownership strategies rather than focusing on Breed Specific Legislation.[187] The 'Calgary model' for example was widely cited as an effective approach which had achieved substantial bite reductions.[188] This focused on widespread education programmes targeting owners and schoolchildren, community-level working to encourage responsible ownership, ensuring a high number of dog registrations, and enforcing strict penalties for owners of dogs involved in attacks.[189]

94. Other stakeholders highlighted the risks posed by some non-banned breeds and noted the possibility of a framework that replaced BSL with precautionary conditions of ownership.[190] This could involve requiring certain breeds/types to be registered and behaviourally assessed, and making prospective owners attend a training course. Similar schemes are operated in France and Austria.[191]

95. We asked the police and Defra whether they had explored alternative dog control models operated abroad. The police told us that "there are plenty of examples across the world, although we have not looked at them in detail", and that they would support Defra-led research on alternative risk-management approaches.[192] During our evidence session with Defra officials, however, we were told that "you could look at evidence from the Netherlands and say, 'Look at what they are doing or what we are doing'. What we need to look at is what is happening in our country".[193] We were concerned that this attitude suggested a lack of interest in learning lessons from elsewhere. Indeed, the witnesses' responses to our questions indicated their awareness of alternative approaches was

EMBARGOED ADVANCE NOTICE: Not to be published in full, or in part, in any form before 00.01am on Wednesday 17 October 2018

184 The Local Government Association (DDL0260) para 4.2
185 The Local Government Association (DDL0260) para 4.7
186 See for example Q80
187 RSPCA (DDL0229) para 34
188 See for example RSPCA (DDL0229) para 34, Blue Cross (DDL0264) p.5, and Battersea Dogs and Cats Home (DDL0257) p.6
189 Retired Bill Bruce (DDL0063)
190 National Companion Animal Focus Group (DDL0405) p.2, James McNally (DDL0286)
191 RSPCA (DDL0466) p.2
192 Q118
193 Q276

based largely on evidence submitted recently to our inquiry, rather than any initiatives undertaken by Defra itself.[194] Lord Gardiner assured us that he "would be interested in seeing what other countries have done and what the results of that have been".[195]

96. **We were concerned at Defra's apparent lack of interest in learning from experiences abroad. Whilst the Government obviously should not 'copy and paste' initiatives from other countries, it is important to investigate successful programmes elsewhere to ensure the UK's future strategy benefits from a wide variety of evidence and lessons learned.** ***In line with Lord Gardiner's support for learning lessons from abroad, the Department should engage with foreign governments, local authorities and police forces to develop a deeper understanding of different dog control models and successful approaches that could be used in the UK.***

EMBARGOED ADVANCE NOTICE: Not to be published in full, or in part, in any form before 00.01am on Wednesday 17 October 2018

194 Qq263–267
195 Q263

Conclusions and recommendations

Current approach to dog control

1. We were concerned to hear that the Government considered the Dangerous Dogs Act to be successful on the grounds that it was impossible to tell how many attacks would have occurred without the law. This is not convincing. Children and adults are suffering catastrophic injuries. The increase in attacks - most of them from legal breeds - clearly indicates that the current approach is failing to protect the public adequately. (Paragraph 22)

2. *To ensure the public receives the best possible protection, the Government should commission an independent review of the effectiveness of the Dangerous Dogs Act 1991 and wider dog control legislation. This review should begin no later than January 2019. We expect this review to take account of the concerns and recommendations raised throughout this Report.* (Paragraph 23)

Examining Section 1 of the Dangerous Dogs Act

3. We are concerned that Defra's arguments in favour of maintaining Breed Specific Legislation are not substantiated by robust evidence. It is even more worrying that non-existent evidence appears to have been cited before a Parliamentary Committee in support of current Government policy. This lack of clarity indicates a disturbing disregard for evidence-based policy-making. *Defra should commission a comprehensive independent evidence review into the factors behind canine aggression, the determinants of risk, and whether the banned breeds pose an inherently greater threat. We expect to receive regular progress updates on the evidence review, and to be provided with the results no later than Easter 2019. These results must then be used to inform the Government's future dog control strategy.* (Paragraph 34)

4. Defra says it has adopted a risk-based approach, but its justification for maintaining the breed ban in its current form is incoherent. Some legal breeds can pose just as great a risk to public safety as illegal breeds, and yet there are no legislative restrictions on their ownership. This inconsistency undermines the logic of the entire Act. We do not support extending the breed ban, as we do not believe it to be effective. However, if the Government feels the ban is a valuable tool in reducing numbers of dangerous dogs, it must clarify why other dogs which can be just as dangerous should not be prohibited. *We recommend that such a statement be provided in the response to this Report.* (Paragraph 39)

5. The prohibition on transferring Section 1 dogs has resulted in the unnecessary destruction of good-tempered dogs that could have been safely re-homed. Defra's position is both illogical and inherently unfair. Whether a dog is euthanised or not can depend entirely on whether it 'looks like' a Pit Bull Terrier. It is unnecessarily cruel to forbid good-tempered dogs from being transferred to responsible owners willing to comply with the stringent provisions attached to keeping a Section 1 dog. (Paragraph 49)

EMBARGOED ADVANCE NOTICE. Not to be published in full, or in part, in any form before 00.01am on Wednesday 17 October 2018

6. We do not accept Defra's position that the destruction of dogs without owners is a necessary part of reducing risk. The Department told us that no dog on the Index of Exempted Dogs has been involved in an attack. This is a 100 percent success record. We are not clear why these conditions would become ineffective if extended to dogs in re-homing centres. (Paragraph 50)

7. *To avoid imposing an unnecessary death sentence on good-tempered animals, the Government should remove the ban on transferring Section 1 dogs to new owners. This should be accompanied by adequate regulation of animal centres and appropriate safeguards to ensure the re-homing of Section 1 dogs is conducted responsibly and safely.* (Paragraph 51)

A different approach - education and enforcement

8. Young children are at most risk of dog attacks, and many suffer horrific injuries. Better childhood education on staying safe around dogs is needed to reduce the high number of avoidable incidents. A consistent approach is needed across the country to avoid the current postcode lottery of intervention. *Defra should commission a childhood education plan from experts and charities to determine the most effective education measures and how these could be implemented consistently across the country. The Department should then support the roll-out of this plan.* (Paragraph 57)

9. Greater awareness of responsible ownership and dog behaviour would reduce attack incidents. It would also help alleviate the financial burden on the health services and enforcement agencies that have to deal with the consequences of attacks. *Defra should introduce a targeted awareness campaign to inform dog owners and the general public about responsible ownership and safe interactions. Defra should further develop proposals to help local enforcement bodies increase engagement among hard to reach demographics. This should involve a thorough assessment of the merits of mandatory third party liability insurance and training classes for dog owners.* (Paragraph 63)

10. It is important that any efforts to encourage attendance at educational training courses are not undermined by bad practices in the private industry. *As part of the review we have called for, the Government should investigate the impact of poor dog training practices in the private industry, and the merits of stricter regulations to ensure all trainers are properly accredited according to a standardised framework.* (Paragraph 64)

11. Whilst we appreciate the challenging financial landscape, it is clear that more support is needed for local-level collaboration. We are also concerned that joint working is overly reliant on the dedication of individual officers and enforcement bodies. *The Government should commit more resources to supporting collaborative dog control initiatives, and facilitate the upscaling of successful pilot projects across the country. Initially it would seem sensible to concentrate resources in areas with the highest rates of dog attacks.* (Paragraph 71)

12. Better data is needed to support bite prevention strategies. *Defra should engage with the relevant Departments, local authorities and police forces to ensure local staff record all incidents appropriately. We further recommend that the Government introduces*

EMBARGOED ADVANCE NOTICE. Not to be published in full, or in part, in any form before 00.01am on Wednesday 17 October 2018

a centralised database to record information on dog bites, level of severity, and the circumstances of the incident. This is key to improving understanding of the most effective ways to protect the public. (Paragraph 72)

13. Prolonged kennelling, lengthy court processing times and inconsistent sentencing are not conducive to effective dog control. *Defra should work with the Home Office and Ministry of Justice to develop proposals for speeding up Section 1 case processing times. This could involve encouraging framework agreements between local courts and enforcement bodies to ensure cases are heard within pre-agreed timescales. The Government should also review the use of the Interim Exemption Scheme across the country and issue targeted guidance to forces that are not employing it consistently. We further recommend that Defra engages with the Ministry of Justice to ensure sentencing guidelines are being properly observed and that consistently robust sanctions are being applied across the country.* (Paragraph 77)

14. *Defra should work closely with the National Police Chiefs' Council to support closer collaboration across rural police forces, and encourage robust action to be taken against the owners of dogs involved in livestock worrying.* (Paragraph 81)

A different approach - changing legislation and learning lessons from abroad

15. Community Protection Notices (CPNs) are not delivering the desired results. They are not tailored to tackling dog control, there is no central system for recording an individual's history, and they are not being used by the majority of local authorities and police forces. *We recommend that the Government reviews the use of CPNs across the country, and issues targeted guidance to authorities that are not using them effectively. A centralised system for tracking CPNs must also be developed to ensure authorities have access to an individual's case history.* (Paragraph 86)

16. *We urge the Government to introduce specific Dog Control Notices, which would support more targeted early intervention. This must be accompanied by commensurate resource increases to ensure that officers receive the necessary training on dog behaviour.* (Paragraph 87)

17. *The Government should introduce regulations requiring dog owners involved in low- to mid-level offences to attend a compulsory dog awareness and training course, similar to speed awareness courses for drivers.* (Paragraph 89)

18. The current patchwork of dog control legislation is causing unnecessary confusion amongst enforcement bodies and dog owners. *The Government should consolidate the disparate pieces of legislation into a single coherent Dog Control Act. We expect proposals for this Act to be introduced following the conclusion of the Government review we have called for.* (Paragraph 92)

19. We were concerned at Defra's apparent lack of interest in learning from experiences abroad. Whilst the Government obviously should not 'copy and paste' initiatives from other countries, it is important to investigate successful programmes elsewhere to ensure the UK's future strategy benefits from a wide variety of evidence and lessons learned. *In line with Lord Gardiner's support for learning lessons from*

EMBARGOED ADVANCE NOTICE. Not to be published in full, or in part, in any form before 00.01am on Wednesday 17 October 2018

abroad, the Department should engage with foreign governments, local authorities and police forces to develop a deeper understanding of different dog control models and successful approaches that could be used in the UK. (Paragraph 96)

EMBARGOED ADVANCE NOTICE: Not to be published in full, or in part, in any form before 00.01am on Wednesday 17 October 2018

Formal minutes

Wednesday 12 September 2018

Members present:

Neil Parish, in the Chair

Alan Brown	Mrs Sheryll Murray
John Grogan	David Simpson
Sandy Martin	Angela Smith
Kerry McCarthy	

Draft Report (*Controlling dangerous dogs*) proposed by the Chair, brought up and read.

Ordered, That the draft Report be read a second time, paragraph by paragraph.

Paragraphs 1 to 96 read and agreed to.

Summary agreed to.

Resolved, That the Report be the Ninth Report of the Committee to the House.

Ordered, That the Chair make the Report to the House.

Ordered, That embargoed copies of the Report be made available, in accordance with the provisions of Standing Order No. 134.

[Adjourned till Wednesday 10 October 9.15 am

EMBARGOED ADVANCE NOTICE: Not to be published in full, or in part, in any form before 00.01am on Wednesday 17 October 2018

Witnesses

The following witnesses gave evidence. Transcripts can be viewed on the inquiry publications page of the Committee's website.

	Question number
Wednesday 13 June 2018	
Dr Rachel Casey, Director of Canine Behaviour and Research, Dogs Trust; **Robin Hargreaves**, former President, British Veterinary Association; **Bill Lambert**, Health and Breeder Services Manager, Kennel Club; **David Ryan**, former Chair, Association of Pet Behaviour Counsellors	Q1–64
Trevor Cooper, Dog Law Consultant, Battersea Dogs and Cats Home; **Dr Samantha Gaines**, Head of Companion Animals Department, RPSCA; **Steve Goody**, Deputy Chief Executive, Blue Cross	Q65–107
Wednesday 27 June 2018	
Deputy Chief Constable Gareth Pritchard, Lead for Dangerous Dogs, National Police Chiefs Council; **Inspector Patrick O'Hara**, Dog Training School and Status Dog Unit, Metropolitan Police Service; and **Mark Berry**, Chairman, National Companion Animal Forums	Q108–208
David Joyce, National Health, Safety and Environment Officer, Communication Workers Union; and **Guy Smith**, Deputy President, National Farmers Union	Q209–239
Wednesday 4 July 2018	
Lord Gardiner of Kimble, Parliamentary Under Secretary of State for Rural Affairs and Biosecurity; and **Marc Casale**, Deputy Director, Animal Welfare and Exotic Disease Control, Department for Environment, Food and Rural Affairs	Q240–352

EMBARGOED ADVANCE NOTICE: Not to be published in full, or in part, in any form before 00.01am on Wednesday 17 October 2018

Published written evidence

The following written evidence was received and can be viewed on the inquiry publications page of the Committee's website.

DDL numbers are generated by the evidence processing system and so may not be complete.

1 Alison Flanagan (DDL0423)
2 Allana Thompson (DDL0215)
3 Alexandra Colasacco (DDL0197)
4 Alison Green (DDL0416)
5 Amy B (DDL0424)
6 Angela Smith (DDL0216)
7 Angels 4 Dogs (DDL0282)
8 Animal Behaviour, Cognition & Welfare Group, University of Lincoln (DDL0289)
9 Anne Adams (DDL0294)
10 Anne de Goede (DDL0395)
11 Ann Sewell (DDL0425)
12 Anthea Oliver (DDL0426)
13 Association of Pet Behaviour Counsellors (DDL0184)
14 Aubrey Ayala (DDL0376)
15 BADRAP (DDL0398)
16 Battersea Dogs and cats Home (DDL0257)
17 Becky Campion (DDL0469)
18 Behind BSL (DDL0022)
19 Beth Golding (DDL0427)
20 Blue Cross (DDL0264)
21 Bounce 'n' Pounce (DDL0161)
22 Brenda Long (DDL0428)
23 Brenda Virgin (DDL0429)
24 British Veterinary Association and British Small Animal Veterinary Assocation (DDL0235)
25 Caitlin Andrews (DDL0062)
26 Canine & Feline Sector Group (DDL0361)
27 Care Dog Rescue Alton Matherne (DDL0108)
28 Caroline Blower (DDL0159)
29 Carol Knowles (DDL0195)
30 Carol Louise Bell (DDL0353)
31 Catherine Brookes (DDL0430)
32 Catherine Burton (DDL0431)
33 Catherine Mcdonagh (DDL0104)

EMBARGOED ADVANCE NOTICE: Not to be published in full, or in part, in any form before 00.01am on Wednesday 17 October 2018

34 Catherine Parker (DDL0358)
35 Cats Protection (DDL0178)
36 C Booth (DDL0418)
37 Celia Bourne (DDL0343)
38 Christine Berti (DDL0173)
39 Claire Asher (DDL0365)
40 Claire Lines (DDL0432)
41 Claudia Giannini (DDL0073)
42 Claudia Purchase (DDL0333)
43 Cohen Cramer Solicitors (DDL0180)
44 Communication Workers Union (DDL0463)
45 Communication Workers Union (DDL0468)
46 Countryside Alliance (DDL0231)
47 Daniela Mertens (DDL0347)
48 David Colebrooke (DDL0218)
49 David Ryan (DDL0415)
50 Dawn Peckett (DDL0419)
51 DDA Watch Ltd (DDL0214)
52 Deborah Etches (DDL0156)
53 Deed Not Breed (DDL0319)
54 Defra (DDL0043)
55 Della Thompson (DDL0410)
56 Dog Breeding Reform Group (DBRG) (DDL0163)
57 DogsBite.org - USA (DDL0316)
58 Dogs Trust (DDL0293)
59 Donna Gibson (DDL0071)
60 Dr (Ph.D) Roger Mugford (DDL0377)
61 Dr Anke Franz (DDL0291)
62 Dr John Dudley (DDL0065)
63 Dr Kendal Shepherd (DDL0181)
64 Dr Naomi Harvey (DDL0057)
65 East Anglian Staffordshire Bull Terrier Club (DDL0133)
66 Edwina Biss (DDL0434)
67 Eileen Duce (DDL0084)
68 Elizabeth Cameron (DDL0311)
69 Elizabeth Kidd (DDL0111)
70 Emma Fairall (DDL0118)
71 Emma Gowler (DDL0302)

EMBARGOED ADVANCE NOTICE: Not to be published in full, or in part, in any form before 00.01am on Wednesday 17 October 2018

72 Emma Hindson (DDL0233)
73 Emma Kelly (DDL0103)
74 Emma Walkam (DDL0338)
75 Endangered Dogs Defence & Rescue Ltd (DDL0236)
76 Essex Animal Welfare Forum (DDL0318)
77 Fiona Robson (DDL0435)
78 Francesca Upton (DDL0402)
79 Frankie Robins (DDL0322)
80 Gill Henderson (DDL0436)
81 gkk animal rescue (DDL0224)
82 Guide Dogs (DDL0346)
83 Hayley Bridgman (DDL0087)
84 Hazel Rhind (DDL0134)
85 Heather Barnett (DDL0011)
86 Heather Bates (DDL0206)
87 Hidden-in-Sight (DDL0194)
88 Hilary Dobbinson (DDL0437)
89 Hilary Merton (DDL0210)
90 Ian Warner (DDL0242)
91 Jaclene Quint (DDL0007)
92 Janette Cunningham (DDL0439)
93 Jan Green (DDL0438)
94 Jaqueline Pen (DDL0440)
95 Jason Firkins (DDL0018)
96 Jayne Dendle (DDL0230)
97 Jemma Whitford (DDL0400)
98 Jennifer Kelly (DDL0177)
99 Jennifer Poland (DDL0441)
100 Jessica Ramsden (DDL0172)
101 Jessica Twaddell (DDL0320)
102 Jess Sloan (DDL0012)
103 Jill Coffey (DDL0066)
104 Jodie Shardcastle (DDL0442)
105 John Donno (DDL0125)
106 Jorgie Bain (DDL0238)
107 Joy Yeates (DDL0450)
108 Julie Kelk (DDL0330)
109 Julie Robinson (DDL0120)

EMBARGOED ADVANCE NOTICE: Not to be published in full, or in part, in any form before 00.01am on Wednesday 17 October 2018

110 Julie Wall (DDL0246)
111 Justice for Bullies Canine Society of Alberta (DDL0142)
112 Karen Gillian (DDL0443)
113 Karen Porreca (DDL0275)
114 Kat Gusarova (DDL0212)
115 Kathlynn Ireland (DDL0444)
116 Kayleigh Whelan (DDL0445)
117 Kelly Brown (DDL0446)
118 Kerri Melero (DDL0097)
119 Kerry Cupit (DDL0364)
120 Kerry Milton (DDL0297)
121 Kym Griffin (DDL0272)
122 Lady Marie Kendall (DDL0077)
123 Laura Cornwall (DDL0447)
124 Laura Falen (DDL0326)
125 Laura Kendall (DDL0312)
126 League Against Cruel Sports (DDL0158)
127 Leslye Jourdan-Whittaker (DDL0025)
128 Leticia Molera (DDL0420)
129 Lisa Bradburn (DDL0329)
130 Lisa Clarke (DDL0448)
131 Lisa Peterson (DDL0304)
132 Lorraine King (DDL0369)
133 Louise Ashfiord (DDL0174)
134 Louise Telfer (DDL0449)
135 Lucy Wade (DDL0324)
136 Lucy's Trust (DDL0334)
137 Marc Warne (DDL0004)
138 Margit Herbath (DDL0123)
139 Maria Babiak (DDL0005)
140 Mayhew (DDL0225)
141 Meryl Grainger (DDL0367)
142 Michelle Garcia (DDL0348)
143 Mike Radford (DDL0380)
144 Miss Abigail Ryan (DDL0299)
145 Miss Alexandra Jones (DDL0399)
146 Miss Angela Byrne (DDL0175)
147 Miss Annamaria Quinn (DDL0321)

EMBARGOED ADVANCE NOTICE: Not to be published in full, or in part, in any form before 00.01am on Wednesday 17 October 2018

148 Miss Anne Gater (DDL0109)
149 Miss Anne Ni Liam (DDL0105)
150 Miss Briony Houghton (DDL0378)
151 Miss Candida Rogers (DDL0298)
152 Miss Cerys Lavine (DDL0121)
153 Miss Charlotte Bridgwater (DDL0139)
154 Miss Charlotte Hall (DDL0261)
155 Miss Charlotte Mills (DDL0271)
156 Miss Claire Edwards (DDL0015)
157 Miss Clover Baker (DDL0020)
158 Miss Corrine Sinclair (DDL0213)
159 Miss Deborah Cunliffe (DDL0157)
160 Miss Eleanor Jinks (DDL0079)
161 Miss Ellie Taylor-Jones (DDL0226)
162 Miss Emma Poolton (DDL0306)
163 Miss Fiona Hutchings (DDL0013)
164 Miss Francine Quinn (DDL0292)
165 Miss Genevieve Abranson (DDL0381)
166 Miss Georgina Murray (DDL0149)
167 Miss Hannah Findlow (DDL0045)
168 Miss Helen Knight (DDL0335)
169 Miss Helen Paul (DDL0221)
170 Miss Jacky Birch (DDL0114)
171 Miss Janet Brennan (DDL0303)
172 Miss Jan Sherman (DDL0247)
173 Miss Joy Gowland (DDL0088)
174 Miss Julie Wright (DDL0047)
175 Miss Katie Lings (DDL0237)
176 Miss Kelli Hart (DDL0332)
177 Miss Kirsty Donaldson (DDL0107)
178 Miss Lauren Bell (DDL0116)
179 Miss leigh-catherine salway (DDL0074)
180 Miss Lindsey Hare (DDL0049)
181 Miss Lisa Sinnott (DDL0368)
182 Miss Lorna McCole (DDL0095)
183 Miss Lucy Berresford (DDL0371)
184 Miss Lydia Nycz (DDL0131)
185 Miss Maria Peters (DDL0014)

EMBARGOED ADVANCE NOTICE: Not to be published in full, or in part, in any form before 00.01am on Wednesday 17 October 2018

186 Miss Melinda Ashby (DDL0396)
187 Miss Naomi Alder (DDL0017)
188 Miss Nikki Hampton (DDL0141)
189 Miss Paula Morgan (DDL0359)
190 Miss Rebecca Powell (DDL0189)
191 Miss Rhiannon Owen (DDL0168)
192 Miss Rita Nemes (DDL0374)
193 Miss Robyn Wright (DDL0186)
194 Miss Samantha Greenhill (DDL0207)
195 Miss Sarah anderson (DDL0055)
196 Miss Sarah Dunse (DDL0093)
197 Miss Sarah Moran (DDL0317)
198 Miss Sarah Worboys (DDL0403)
199 Miss Stephanie Chadwick (DDL0164)
200 Miss Stephanie Harlock (DDL0301)
201 Miss Sue Titchmarsh (DDL0166)
202 Miss Susan Dannan (DDL0373)
203 Miss Susan Jenkins (DDL0126)
204 Miss Tracy Jones (DDL0009)
205 Mr & Mrs Gaye & Peter Fisher (DDL0274)
206 Mr & Mrs Peter and Gaye Fisher (DDL0256)
207 Mr Adam Barrett (DDL0296)
208 Mr Adrian Saunders (DDL0078)
209 Mr Brandon Ramirez (DDL0252)
210 Mr Colin Goff (DDL0182)
211 Mr David Greenhill (DDL0138)
212 Mr David Ward (DDL0222)
213 Mr Gary belcher (DDL0392)
214 Mr Ian Blake (DDL0129)
215 Mr Ian Whittaker (DDL0041)
216 Mr James Gunn (DDL0190)
217 Mr James McNally (DDL0286)
218 Mr Ken Turner (DDL0090)
219 Mr Kye Williams (DDL0030)
220 Mr Mark Shepherdson (DDL0099)
221 Mr Michael Wilson (DDL0058)
222 Mr Peter Tallack (DDL0278)
223 Mr Philip Hall (DDL0280)

EMBARGOED ADVANCE NOTICE: Not to be published in full, or in part, in any form before 00.01am on Wednesday 17 October 2018

224 Mr Richard Zakss (DDL0356)
225 Mrs Alexandra Beach (DDL0075)
226 Mrs Andrea Morton (DDL0401)
227 Mrs Angela Joynson (DDL0250)
228 Mrs Anna Mowthorpe (DDL0341)
229 Mrs Anne Graham (DDL0094)
230 Mrs Bev Clarkson (DDL0048)
231 Mrs Beverley Fox-Pearson (DDL0124)
232 Mrs Brigitta MacMillan (DDL0002)
233 Mrs Carol Fitzallen (DDL0258)
234 Miss Caroline Iser (DDL0366)
235 Mrs Carolyn Hughes (DDL0137)
236 Mrs Carolyn Shires (DDL0270)
237 Mrs Caryn Sobey (DDL0262)
238 Mrs Catherine Harris (DDL0010)
239 Mrs Catherine Lee (DDL0351)
240 Mrs Catherine Smith (DDL0085)
241 Mrs Cathryn Hawkins (DDL0102)
242 Mrs Cheryl Thomson (DDL0187)
243 Mrs Christine McLean (DDL0290)
244 Mrs Claire Farr (DDL0148)
245 Mrs Debbi-Jayne Challenger (DDL0339)
246 Mrs Deborah Worton (DDL0154)
247 Mrs Delyth Davies (DDL0269)
248 Mrs Dorota Walid (DDL0232)
249 Mrs Elizabeth Storey (DDL0342)
250 Mrs Elizabeth Storey (DDL0349)
251 Mrs Fiona Berry (DDL0388)
252 Mrs Gail Wright (DDL0153)
253 Mrs Gemma Ellis (DDL0160)
254 Mrs Helen Benney (DDL0132)
255 Mrs Jacqueline Boston (DDL0092)
256 Mrs Jane Beaumont (DDL0089)
257 Mrs Janet Deery (DDL0305)
258 Mrs Janet Jenkinson (DDL0165)
259 Mrs Janet Silvester (DDL0096)
260 Mrs Jane Walton (DDL0068)
261 Mrs Jodie Mallier-Ridley (DDL0060)

EMBARGOED ADVANCE NOTICE: Not to be published in full, or in part, in any form before 00.01 on Wednesday 17 October 2018

262 Mrs Judith Hall (DDL0263)
263 Mrs Julia Blanchflower (DDL0308)
264 Mrs Julie Cornell (DDL0076)
265 Mrs Julie Williams (DDL0144)
266 Mrs Karen Mckenzie (DDL0191)
267 Mrs Kathryn Bowerman (DDL0193)
268 Mrs Kay Webb (DDL0052)
269 Mrs Laura Ruthven (DDL0209)
270 Mrs Laura Sullivan (DDL0279)
271 Mrs Lesley Brown (DDL0151)
272 Mrs Linda Noble (DDL0044)
273 Mrs Lindsey Vairy (DDL0152)
274 Mrs Lisa Goulding (DDL0117)
275 Mrs Lorraine Greenhill (DDL0192)
276 Mrs Maaria Cooper (DDL0203)
277 Mrs Margaret Parsons (DDL0273)
278 Mrs Maxine Dale (DDL0370)
279 Mrs Michele Lees (DDL0244)
280 Mrs Morna Hassan (DDL0032)
281 Mrs Natasha Smkins-Belcher (DDL0385)
282 Mrs Nicola Moore (DDL0327)
283 Mrs Paula Mulgrew (DDL0183)
284 Mrs Sally Jordan (DDL0112)
285 Mrs Sarah Cloete (DDL0277)
286 Mrs Sarah Hurley (DDL0340)
287 Mrs Sarah Monaghan (DDL0091)
288 Mrs Sara Wickenden (DDL0307)
289 Mrs Sharon Cawthorne (DDL0188)
290 Mrs Sheila Cripwell (DDL0127)
291 Mrs Shell Aldous (DDL0245)
292 Mrs Sian Kelly (DDL0140)
293 Mrs Sonia Johanna Page (DDL0027)
294 Mrs Sue Coulter (DDL0019)
295 Mrs Sue surgenor (DDL0391)
296 Mrs Sue Wright (DDL0050)
297 Mrs Susan Harris (DDL0083)
298 Mrs Tanya Shepherd (DDL0310)
299 Mr Stephen Austin (DDL0080)

EMBARGOED ADVANCE NOTICE: Not to be published in full, or in part, in any form before 00.01am on Wednesday 17 October 2018

300 Mr Steve O'Connell (DDL0287)
301 Mrs Tina Wagon (DDL0314)
302 Mrs Vivienne Forbes (DDL0328)
303 Mr Tommy Millar (DDL0006)
304 Mr Wayne Sutton (DDL0313)
305 Ms. (DDL0382)
306 Ms Agnes Brown (DDL0086)
307 Ms Belinda Lee (DDL0372)
308 Ms Bonnie Baker (DDL0248)
309 Ms Cathryn McGahey (DDL0394)
310 Ms Claire Wheeler (DDL0128)
311 Ms Cynthia Gurry (DDL0167)
312 Ms Danielle Cooper (DDL0042)
313 Ms Debbie Channing (DDL0150)
314 Ms Diane Coles (DDL0040)
315 Ms Francesca Favaretto (DDL0228)
316 Ms Georgina Armstrong (DDL0199)
317 Ms Helen Ditchburn (DDL0024)
318 Ms Janet Standring (DDL0375)
319 Ms Jane Wade (DDL0081)
320 Ms Jennifer Billington (DDL0147)
321 Ms Julia Burch (DDL0354)
322 Ms Julia Kaminski (DDL0211)
323 Ms Julia Lewis (DDL0198)
324 Ms Katie Rogers (DDL0031)
325 Ms Kymmie Linklater (DDL0352)
326 Ms Lily Klopsch (DDL0143)
327 Ms Lisa Clarke (DDL0408)
328 Ms Lisa Johnston (DDL0169)
329 Ms Lynda Thompson (DDL0135)
330 Ms Marcia Short (DDL0390)
331 Ms Maura Ruane (DDL0281)
332 Ms Melinda Janki (DDL0295)
333 Ms Meryl Grainger (DDL0309)
334 Ms Pamela Rose (DDL0254)
335 Ms Rachel Bermingham (DDL0386)
336 Ms Sarah Cribb (DDL0379)
337 Ms Sonja Breuer (DDL0064)

EMBARGOED ADVANCE NOTICE: Not to be published in full, or in part, in any form before 00.01am on Wednesday 17 October 2018

338 Ms Susan Walton (DDL0113)
339 Ms Tara Bostick (DDL0054)
340 Ms Tracy Blackmore (DDL0345)
341 Ms Wendy James (DDL0146)
342 Naomi Beard (DDL0337)
343 National Animal Welfare Trust (DDL0176)
344 National Companion Animal Focus Group (DDL0405)
345 National Pit Bull Victim Awareness (DDL0331)
346 Nellie Burroughes (DDL0452)
347 Nicholette Healey (DDL0414)
348 Nickola Engel (DDL0421)
349 Nicola Armstrong (DDL0185)
350 Nicole Bresley (DDL0453)
351 Nicole Hollier (DDL0454)
352 Noel Sweeney (DDL0455)
353 NPCC (DDL0433)
354 Pamela Wakefield (DDL0196)
355 Patricia Barclay (DDL0323)
356 Pat Webb (DDL0456)
357 Paul McGuinness (DDL0016)
358 Paul Warner (DDL0106)
359 PDSA (DDL0389)
360 Pen Mehmet (DDL0457)
361 PETA Foundation (DDL0240)
362 Pet Education, Training and Education Council (DDL0119)
363 PhD Student Sara Owczarczak-Garstecka (DDL0205)
364 Professor Claire Parkinson (DDL0200)
365 Professor Malcolm Cowburn (DDL0069)
366 Professor Sally Munt (DDL0070)
367 Public Health Wales NHS Trust (DDL0136)
368 Rachael Warne (DDL0458)
369 Rachel Davis (DDL0360)
370 Rachel Tait (DDL0459)
371 Retired Bill Bruce (DDL0063)
372 Robert Grant (DDL0171)
373 Rose Ward (DDL0460)
374 Royal Mail (DDL0407)
375 Royal Mail Group (DDL0406)

EMBARGOED ADVANCE NOTICE: Not to be published in full, or in part, in any form before 00.01am on Wednesday 17 October 2018

376 RSPCA (DDL0229)
377 RSPCA (DDL0466)
378 SafePets UK Debra Connolly (DDL0038)
379 Sally Kidd (DDL0008)
380 Samantha Watts (DDL0170)
381 Sandra McKevitt (DDL0461)
382 Sarah Collington (DDL0451)
383 School of Canine Science (DDL0409)
384 Scottish SPCA (DDL0056)
385 Shannon Eggerton (DDL0300)
386 Shelagh Savage (et al) (DDL0397)
387 Silvia Benelli (DDL0268)
388 Stacey Anderson (DDL0067)
389 Steven Fielding (DDL0023)
390 Suzanne Harris (DDL0021)
391 Suzy Ray (DDL0393)
392 TAG PET RESCUE Registered Charity (DDL0155)
393 Tania Gill (DDL0462)
394 Tanya Finnie (DDL0072)
395 Teac Sarah Moynihan (DDL0259)
396 Thames Valley Police (DDL0046)
397 The association of Intodogs (DDL0208)
398 The Canine Consultants (DDL0130)
399 The Department for Environment, Food and Rural Affairs (DDL0470)
400 The East Midlands SBT Club (DDL0315)
401 The Kennel Club (DDL0288)
402 The Local Government Association (DDL0260)
403 Theresa Snell (DDL0100)
404 The SaveABulls (DDL0383)
405 The Self Help Group for Farmers, Pet Owners and Others experiencing difficulties with the RSPCA (The SHG) (DDL0234)
406 Tina Balmer (DDL0162)
407 Tracey James (DDL0464)
408 UK Centre for Animal Law (DDL0355)
409 Universities Federation for Animal Welfare (DDL0039)
410 Victoria Thomas (DDL0413)
411 Wendy James (DDL0417)
412 Wendy Leason (DDL0465)

EMBARGOED ADVANCE NOTICE: Not to be published in full, or in part, in any form before 00.01am on Wednesday 17 October 2018

413 West Midlands END BSL awareness group (DDL0098)

414 Why The Dangerous Dogs Act Needs To Change Amy Hearne (DDL0276)

415 Winchester City Council (DDL0110)

416 Wood Green, The Animals Charity (DDL0285)

417 Zoe Newport (DDL0051)

418 1956 Ruth Bonner (DDL0053)

EMBARGOED ADVANCE NOTICE: Not to be published in full, or in part, in any form before 00.01am on Wednesday 17 October 2018

List of Reports from the Committee during the current Parliament

All publications from the Committee are available on the publications page of the Committee's website. The reference number of the Government's response to each Report is printed in brackets after the HC printing number.

Session 2017–19

First Report	2 Sisters and Standards in Poultry Processing	HC 490
Second Report	Pre-Legislative Scrutiny of the draft Animal Welfare (Sentencing and Recognition of Sentience) Bill 2017	HC 709
Third Report	Brexit: Trade in Food	HC 348
Fourth Report	Improving air quality	HC 433
Fifth Report	Performance of the Rural Payments Agency	HC 887
Sixth Report	The future for food, farming and the environment	HC 870
Seventh Report	Fur trade in the UK	HC 823
Eighth Report	Regulation of the water industry	HC 1041
First Special Report	Food waste in England: Government Response to the Committee's Eighth Report of Session 2016–17	HC 444
Second Special Report	Forestry in England: Seeing the wood for the trees: Government Response to the Committee's Fifth Report of Session 2016–17	HC 445
Third Special Report	Feeding the nation: labour constraints: Government Response to the Committee's Seventh Report of Session 2016–17	HC 446
Fourth Special Report	Post-legislative scrutiny: Flood and Water Management Act 2010: Government Response to the Committee's Sixth Report of Session 2016–17	HC 447
Fifth Special Report	2 Sisters and Standards in Poultry Processing: Government Response to the Committee's First Report	HC 772
Sixth Special Report	2 Sisters and Standards in Poultry Processing: Food Standards Agency Response to the Committee's First Report	HC 861
Seventh Special Report	Pre-Legislative Scrutiny of the draft Animal Welfare (Sentencing and Recognition of Sentience) Bill 2017: Government Response to the Committee's Second Report	HC 984
Eighth Special Report	Brexit: Trade in Food: Government Response to the Committee's Third Report	HC 1021
Ninth Special Report	2 Sisters and Standards in Poultry Processing: Food Standards Agency Response to the Committee's First Report	HC 1070
Tenth Special Report	Improving air quality: Government Response to the Committee's Fourth Report	HC 1149

EMBARGOED ADVANCE COPY. NOT to be published in full, or in part, in any form before 00.01 on Wednesday 17 October 2018

Eleventh Special Report	Performance of the Rural Payments Agency: Government Response to the Committee's Fifth Report	HC 1448

EMBARGOED ADVANCE NOTICE: Not to be published in full, or in part, in any form before 00.01am on Wednesday 17 October 2018