Welsh Assembly Government

Consultation Document

Bovine TB Eradication Programme:
Consultation on Badger Control in the Intensive Action Area

Date of issue: 20 September 2010
Action required: Responses by 17 December 2010
Overview:
Bovine tuberculosis (TB) is a chronic, debilitating, infectious disease of cattle, badgers and many other mammals, including humans. In parts of Wales the disease has escalated over the past 25 years to unsustainable levels, placing a huge financial burden on government, taxpayers and farmers. The Welsh Assembly Government is committed to eradicating bovine TB in Wales by tackling all sources of the disease.

“In the British Isles, control of cattle tuberculosis (TB) is hindered by persistent infection of wild badger (Meles meles) populations” (Jenkins et al, February 2010).

In this consultation we want your views on proposed legislation for badger culling as part of a programme to eradicate bovine TB in cattle. The draft Badger (Control Area) (Wales) Order 2010 would allow for a Government-managed cull of badgers, alongside additional cattle measures, in an Intensive Action Area in a defined part of west Wales.

How to respond:
Please submit your comments using the online form for this consultation at www.wales.gov.uk/bovinetb by 17 December 2010.

You may also send your comments to the address below.

Further information and related documents:
Large print, Braille and alternative language versions of this document are available on request.
This consultation document can be found on the Welsh Assembly Government website at: www.wales.gov.uk/bovinetb

The proposals in this consultation document form part of the Welsh Assembly Government’s TB Eradication Programme for Wales. Further information on the TB Eradication Programme can also be found on this website.

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Data Protection:
How the views and information you give us will be used
Any response you send us will be seen in full by Welsh Assembly Government staff dealing with the issues which this consultation is about. It may also be seen by other Welsh Assembly Government staff to help them plan future consultations.

The Welsh Assembly Government intends to publish a summary of the responses to this document. We may also publish responses in full. Normally, the name and address (or part of the address) of the person or organisation who sent the response are published with the response. This helps to show that the consultation was carried out properly. If you do not want your name or address published, please tell us this in writing when you send your response. We will then blank them out.

Names or addresses we blank out might still get published later, though we do not think this would happen very often. The Freedom of Information Act 2000 and the Environmental Information Regulations 2004 allow the public to ask to see information held by many public bodies, including the Welsh Assembly Government. This includes information which has not been published. However, the law also allows us to withhold information in some circumstances. If anyone asks to see information we have withheld, we will have to decide whether to release it or not. If someone has asked for their name and address not to be published, please tell us this in writing when you send your response. We will then blank them out.

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Bovine TB Eradication Programme: Consultation on Badger Control in the Intensive Action Area

1. Introduction

Bovine tuberculosis (TB) is one of the biggest threats to cattle farming in Wales. In 2009 over 11,500 cattle were slaughtered because of this debilitating disease that impacts on thousands of Welsh farms and farming families. Many have lost entire herds built up over a lifetime and a recent survey by Farm Crisis Network suggests that farmers affected by bovine TB can suffer high levels of stress. The emotional impact of a bovine TB outbreak can spread throughout the farming family resulting in strained relationships.

Since 2000, almost £120m has been spent on compensating farmers for cattle slaughtered because of bovine TB in Wales. Compensation does not cover all the costs and the consequential losses associated with undergoing a bovine TB breakdown\(^1\), which are met by the cattle keepers. Maintaining a control and testing regime, research and enforcement add to this further.

The consequences of bovine TB in Wales are recognised by the Welsh Assembly Government as unacceptable and unsustainable and as such the One Wales Coalition Government is committed to vigorously pursue a programme of TB eradication. This programme, which was introduced by the Minister for Rural Affairs on 8 April 2008, takes a comprehensive approach to disease eradication nationally, regionally and locally; affecting change down to an individual farm level.

The Welsh Assembly Government has put in place a comprehensive programme aimed at tackling all sources of the infection. The measures implemented as part of the programme have been, and will continue to be, introduced progressively to address the known routes of bovine TB transmission. The majority of the measures introduced so far are aimed at tackling the disease in cattle. Cattle are now being tested more often and we have stricter movement rules in place. We are also consulting on proposed legislative arrangements for managing and preventing incidents of bovine TB in non-bovine animals, specifically camels, goats and deer. The TB Eradication Programme Annual Report 2010, which reviews the programme’s progress over the past year, is available on the bovine TB pages of the Welsh Assembly Government’s website: www.wales.gov.uk/bovinetb.

In this consultation we seek views on legislation under the Animal Health Act 1981. The draft Badger (Control Area) (Wales) Order 2010 would allow for a Government-managed cull of badgers, alongside additional cattle measures, in an Intensive Action Area in west Wales.

The Minister for Rural Affairs has read and carefully considered the science and evidence of culling and other strategies before coming to her provisional view that a cull of badgers in the Intensive Action Area is needed. This document is a summary of that evidence, which is available online (www.wales.gov.uk/bovinetb) and where all information sources are fully referenced. We hope that you will consider carefully the evidence we have made available as we suggest that this will help you in your response to this consultation.

2. Transmission of Bovine TB

Bovine tuberculosis (TB) is a chronic, debilitating, infectious disease of cattle, badgers and many other mammals, including humans. Infected animals may shed Mycobacterium bovis (the bacterium that causes bovine TB) in many ways including aerosol, respiratory secretions (e.g. mucus), faeces, urine and milk.

Direct cattle to cattle transmission is recognised as an important factor in the spread of this disease. There is also clear evidence that the transmission of M. bovis between cattle and wildlife species has become an important part of the epidemiology of the disease in the UK and in parts of Wales. The evidence is that badgers not only act as a reservoir for M. bovis, but also contribute significantly to the disease in cattle.

In areas where TB is endemic, there is a cycle of infection and re-infection between cattle and badgers. While the original source of the disease may be through the introduction of infected cattle it can spill over into the local badger population. Testing and slaughter of reactor cattle will fail to clear up infection in a herd if re-infection occurs from badgers and this makes control increasingly difficult and eradication impossible. This re-infection scenario is reported frequently in areas of Wales where bovine TB is endemic.

In order to achieve the policy of eradicating bovine TB from cattle in Wales the problem of transmission of the disease from badgers to cattle in these endemic areas must be dealt with.

3. Why we think Badger Culling is suitable in certain areas

One of the key objectives of the TB Eradication Programme is to reduce the opportunity for transmission of bovine TB in cattle in Wales. However, the severity and spread of bovine TB in Wales is still unacceptable, particularly in endemic areas where we are not having a significant impact on the incidence of disease despite considerable effort.

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2 Where “endemic” means that the disease is constantly present and circulating to a greater or lesser degree and maintained in and by the population or populations.

If eradication of bovine TB is to be achieved, then these areas where disease is endemic, and which are responsible for the majority of cattle slaughtered in Wales and consequently a significant proportion of the total compensation costs, need to be addressed. Stringent cattle controls by themselves will not achieve eradication and need to be implemented in conjunction with some form of effective badger intervention to deal with that source of infection.

The Minister considered three options for badger intervention to address the infection that exists within the population and specifically its transmission to cattle herds:

- Badger vaccination.
- Combined test, vaccination and cull strategy.
- Non-selective culling.

These interventions, which are described in more detail below, were considered as part of an overall comprehensive approach, as they would not in themselves eradicate bovine TB from the cattle population.

### 3.1 Badger Vaccination

An injectable Bacille Calmette Guérin (BCG) badger vaccine, ‘BadgerBCG’, has now received a Limited Market Authorisation. BCG vaccine has been demonstrated experimentally to generate an immune response in some badgers (which is associated with protective immunity from bovine TB).

Vaccinating badgers is seen as a potential intervention which may contribute to the control of bovine TB. The principle of badger vaccination is to raise immunity against bovine TB within the badger population to decrease the prevalence and weight of infection, therefore reducing opportunities for badger to cattle transmission.

Although there is data on the effect of vaccination in badgers from laboratory and clinical field trials, it is still not known how deployment of vaccine in the field would affect bovine TB incidence in cattle. This is further complicated by the fact that a significant proportion of the badger population in endemic areas, such as the Intensive Action Area, is already infected. As far as we know, vaccination does not benefit animals that are already infected.

Disease control benefits in badgers would be expected to accrue incrementally during a vaccination campaign as the number of successfully immunised badgers increase and as infected animals die off. The main benefits of vaccination would take time to develop, especially where the weight of infection is greatest, and are only achieved through the longer term build up of immunity in the badger population. Vaccination of uninfected badgers does not provide complete protection against infection; rather it reduces the risk of infection, the progression of disease in badgers vaccinated prior to infection, and onward transmission of disease.
Widespread vaccination of badgers is unproven to have an effect on bovine TB in cattle. Any benefits in reducing the number of confirmed cattle herd bovine TB breakdowns from vaccinating badgers would take longer than widespread, effective and efficient culling of badgers.

It is our view that a strategy of vaccinating badgers for bovine TB is not suitable as the principle intervention to deal with the weight of infection that is expected to exist in badgers in endemic areas of Wales, and the transmission of that infection to cattle.

**Why we can't vaccinate cattle:** Despite recent progress on vaccine research and development, a vaccine for cattle is not yet available. Furthermore, European Union (EU) legislation currently prohibits the vaccination of cattle against bovine TB, so authorisation by the EU for the use of a cattle vaccine would be needed. The Welsh Assembly Government continues to monitor the progress of cattle vaccine development.

### 3.2 Combined Test, Vaccination and Cull Strategy

Selective culling of infected badgers in combination with vaccination of healthy badgers appears, at first glance, to have the potential to contribute to bovine TB eradication whilst minimising the impact of any negative effects associated with non-selective culling. However, the success of such an approach would depend on the use of a sufficiently accurate and practical test, the ability to capture and test a sufficient proportion of the badger population and an effective vaccine.

There are currently a number of tests for bovine TB in live badgers. Most can take up to three days for results to be available making them unsuitable for use in this context as badgers would either have to be housed until the results were available or recaptured. There is another test, which allows for results within 20-30 minutes, but unfortunately we do not consider this test sufficiently accurate in identifying infected badgers.

There is no evidence of the effects of this strategy in the field as it has never been implemented. Therefore, the only information available on the potential effects of a combined strategy is from modelling exercises commissioned by the Welsh Assembly Government. Unfortunately, the effect of this approach on perturbation, and the potential scale of the perturbation, which are key parameters for the modelling work, are not available. The modelling indicated this to be a high

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risk strategy with potential to increase disease incidence. This is compounded by the low sensitivity of the available trap side test. We therefore don’t consider this strategy as being suitable.

3.3 Non-Selective Culling

A non-selective cull of badgers involves reducing the local badger population in a specific area for a required time period to reduce the overall number of badgers infected with bovine TB. This in turn would reduce opportunities for transmission of infection from badgers to cattle.

Based on previous experience and studies of badger culling strategies, including the latest published results of the Randomised Badger Culling Trial (RBCT), reducing the reservoir of infection in this way is expected to reduce the number of confirmed cattle herd breakdowns in the area. There is evidence from the RBCT that 40-50% of confirmed herd breakdowns in high incidence areas can be attributed to a local badger source.

Although the RBCT differs considerably from the approach we are proposing for the Intensive Action Area, the analysis of its results suggests that a sustained reduction in confirmed herd breakdowns within the area following culling can be achieved.

4. The Intensive Action Area

In the Intensive Action Area we seek to address all main reservoirs of bovine TB infection, whether in cattle, other domesticated livestock or wildlife, with measures that are additional to the national cattle controls.

In the Intensive Action Area we believe that the culling of badgers will achieve an estimated 23.2% reduction by the end of five years of culling with a continuation of benefits (34.1% reduction) likely for five years from the end of culling. This is based on culling alone and does not take into account additional cattle surveillance and control interventions already established in the Intensive Action Area (see section 4.7).

The data from the RBCT shows that there was a benefit in the cull area but there was a short term increase in bovine TB in cattle in the surrounding area. Accounting for this, at the end of a cull and post cull period of 10 years, we expect to have reduced bovine TB by approximately 22%, overall preventing an estimated 83 confirmed herd breakdowns that would otherwise have occurred in the absence of culling badgers in the area.

However, we are confident that the design of the Intensive Action Area will result in the observed benefits being greater than predicted above. This will be achieved through:

- the choice of location (see section 4.2);
- operational controls on delivery;
- simultaneous cattle controls (see section 4.7); and
• the protection of benefits, for example through improved biosecurity on farms.

The Welsh Assembly Government is currently not in a position to implement a badger culling strategy across all endemic areas in Wales. This is mainly due to the availability of the resources required to ensure that a coordinated cull could be delivered efficiently and effectively. We currently have the capability and equipment to deliver initially a cull in one area for five years. Expanding above this at this time would have a significant impact on our ability to deliver an effective cull.

4.1 The draft Badger (Control Area) (Wales) Order 2010

After having considered the information and advice presented to her, the Minister for Rural Affairs is satisfied that, in the Intensive Action Area, bovine TB exists in badgers; it is being transmitted to cattle and that it is necessary to cull badgers to achieve the elimination of, or a substantial reduction in, the incidence of bovine TB in cattle in the area.

The Minister has come to the view that a Government-managed cull of badgers is appropriate for the Intensive Action Area. To enable this strategy an Order under the Animal Health Act 1981 is needed so as to confer the necessary powers on Welsh Ministers. The draft Order provides that Welsh Ministers may destroy badgers in the Intensive Action Area. A copy of the draft Order can be seen at Annex A.

The draft Order provides that the destruction of badgers must be accomplished by trapping and either shooting or giving a lethal injection, or by shooting without trapping.

4.2 Location of the Intensive Action Area

The Minister has come to the view that the Intensive Action Area should be located in an area of west Wales. A map of the Intensive Action Area can be seen at Annex B.

The Intensive Action Area is 288km² with a boundary of approximately 97.6km. Although primarily in North Pembrokeshire, it also includes an area of the county of Ceredigion, to the south of the River Teifi, near the village of St Dogmaels, and a small area of the county of Carmarthenshire, to the south of the village of Llanfynach.

In defining the boundary of the Intensive Action Area officials have taken the following criteria into consideration:

• Level of disease in cattle.
• Making best use of geographic and natural boundaries.
• Inclusion of whole farms where land is contiguous.
• Land usage e.g. cattle, sheep, arable, forestry.
The boundary is principally made up of coast, estuaries, rivers and upland open hill, to reduce the risks associated with badger perturbation. Where possible, whole holdings have been included, or at least contiguous areas of land under the same ownership.

4.3 Level of infection in Cattle in the Intensive Action Area

There are currently 321 cattle herds located within the Intensive Action Area. While accounting for just 2.5% of the total number of herds in Wales, the amount of compensation paid for cattle slaughtered within the area between 2005 and 2009 accounted for 14.6% of the total compensation paid in Wales for the same period.

Since 2004 over half of the herds in the Intensive Action Area have experienced a confirmed herd breakdown, compared to 41% for the wider area. As of 2 August 2010 25% (73) of the herds in the Intensive Action Area were under movement restrictions as a result of bovine TB; over half of these restrictions were applied within the last 12 months, the oldest was disclosed more than 8 years ago on 22 October 2001.

Farms in the Intensive Action Area are suffering repeated breakdowns consistent with infection being sustained in a wildlife reservoir. A third of farms that have experienced a breakdown do not have any reported movements of cattle onto their farm in the 12 months prior to the breakdown starting.

4.4 Level of infection in Badgers in the Intensive Action Area

A survey of badgers found dead in Wales in 2006 demonstrated that the type of *M. bovis* in badgers in the Intensive Action Area was the same as that found in cattle. The final report on the Badger Found Dead Survey is available on the bovine TB pages of the Welsh Assembly Government website.

It is difficult to determine the precise prevalence of bovine TB in badgers in an area without culling large numbers and examining them post-mortem. However, previous studies of other endemic areas suggests that the prevalence of *M. bovis* in badgers in the Intensive Action Area will be 30% or greater.

4.5 Access to land within the Intensive Action Area

It is important that we have access to land within the Intensive Action Area so that culling is undertaken efficiently to remove infection, which could result in continual re-infection of cattle. We would hope to gain voluntary cooperation from all landowners in the Intensive Action Area. However, Section 22 of the Animal Health Act 1981 confers power on the authorised officer to enter land to destroy wildlife for the purposes of disease prevention.

4.6 Ecological impacts of Badger Culling in the Intensive Action Area

Badgers are not an endangered species but are protected by UK and European legislation. A badger sett survey and population assessment of the Intensive Action Area estimated the badger population, for the land surveyed, to be between 1500 and 2100 animals (based on 6 to 8 badgers on average per social group and 262 main setts).
An Ecological Impact Assessment (EcIA) and Habitats Directive Assessment (Screening Report) have been undertaken to assess the potential ecological impacts of badger culling, both in the Intensive Action Area and the surrounding area. Both reports are available on the bovine TB pages of the Welsh Assembly Government website.

We do not anticipate ecological consequences as a result of a badger cull that would contravene the Habitats Directive, article 6(3), or that would breach obligations under section 40 of the Natural Environment and Rural Communities Act 2006 (NERC). We do not anticipate that the destruction of badgers in the Intensive Action Area would threaten the population of badgers in Wales or breach our obligations under the Bern Convention.

The recovery of badger populations to pre-cull levels is dependent on a number of factors. In the EcIA it has been estimated that badger numbers would be likely to recover to pre-culling levels within approximately 5 to 10 years.

**4.7 Cattle Surveillance and Controls in the Intensive Action Area**

Cattle surveillance and control interventions additional to national policy have been developed to minimise the risk of disease spread into the Intensive Action Area and between herds within the area. They are all interventions that in themselves are expected to have an impact on disease incidence, although they cannot, alone, address all sources of infection.

The additional cattle interventions were introduced from 1 May 2010 and apply to cattle farms with land or cattle in and around the area.

Further information on the Intensive Action Area specific cattle measures can be seen in the publication ‘Pilot Area – Cattle Controls Guidance’ which is available on the bovine TB pages of the Welsh Assembly Government website.

In addition, cattle farmers in, and outside, the Intensive Action Area have received detailed, structured and individual biosecurity advice from their local veterinarians. The advice includes a tailored action plan to allow farmers to make informed decisions on improvements to reduce the risks of bovine TB being introduced and spread within the herd.

**4.8 Goat and Camelid Interventions**

Current national policy is that goats and camels (for this purpose, llamas, alpacas, vicunas and guanacos) are not routinely tested for bovine TB, although there is some surveillance as a consequence of bovine TB being a notifiable disease.

All goat herds in the Intensive Action Area are going to be tested to assess the level of disease within the goat population. Future surveillance policy of goats within the Intensive Action Area would then depend on the test results. All goat keepers will also be offered a biosecurity visit similar to those received by cattle keepers.

Preparatory investigations have identified no camelid keepers in the area.
4.9 Prohibitions under the draft Badger (Control Area) (Wales) Order 2010

In addition to the provisions set out in section 4.1, the draft Order prohibits the:

(a) taking into captivity, harbouring, concealing or otherwise protecting wild badgers with intent to prevent their destruction;
(b) in any other way obstructing or interfering with anything which has been, is being or is to be done or used in connection with that destruction; or
(c) aiding, abetting, counselling or procuring another person to commit such an act.

5. Specific questions for you to consider

Question 1: Do you object to the culling of any wildlife for the purposes of controlling disease in farm animals? If yes, please explain why?

Question 2: In view of the fact that a licence for an injectable vaccine for badgers is now available, do you think that vaccination of badgers in bovine TB endemic areas is a viable alternative to culling to prevent disease transmission? If yes, please explain why?

Question 3: Do you believe that culling badgers can achieve a reduction in bovine TB incidence in cattle, to justify its use? If no, please explain why?

Question 4: Do you agree that the Intensive Action Area has a high incidence of bovine TB in cattle which needs to be dealt with? If no, please explain why?

Question 5: Do you believe that access to land for culling badgers should be enforced? If not, why not? Please give reasons for your answer.

Question 6: On balance, do you think the benefits of culling outweigh the harm caused to the badger population in the Intensive Action Area? Please give reasons for your answer. Would you include other factors in the balance of harm and benefits? If so why?

Question 7: Do you agree with the prohibitions under the draft Badger (Control Area) (Wales) Order 2010? If not, why not?

We have asked a number of specific questions. If you have any related issues which we have not specifically addressed, please report them separately in your response.
The Welsh Ministers—

being satisfied that tuberculosis exists among the wild members of the badger species in the control area which has been or is being transmitted from badgers to animals of any kind in that area;

being satisfied that destruction of wild members of the badger species in that area is necessary in order to eliminate or substantially reduce the incidence of tuberculosis in animals of any kind in that area; and

after consultation with the Countryside Council for Wales in accordance with section 21(3) of the Animal Health Act 1981(6),

in exercise of the powers conferred by sections 1, 21(2), (4) and (5) and 86(1) of the Animal Health Act 1981(7), make the following Order:

**Title, commencement and interpretation**

1.—a) The title of this Order is the Badger (Control Area) (Wales) Order 2010 and it comes into force on 2010.

(1) In this Order—

“the Act” (“y Ddeddf”) means the Animal Health Act 1981;

“badger” (“mochyn daear”) means an animal belonging to the species *Meles meles* of the order Carnivore;

“carcase” (“carcas”) includes part of a carcase; and

“control area” means the area coloured in red on the map signed on behalf of the Welsh Ministers and marked “Badger Control Area 2010”(8).

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(6) 1981 c.22.
(7) Section 86(1) is cited for the meaning given to “the Minister”. Functions under the Act are exercisable by the Welsh Ministers (in relation to Wales), by virtue of the National Assembly for Wales (Transfer of Functions) Order 1999 (S.I. 1999/672); the National Assembly for Wales (Transfer of Functions) Order 2004 (S.I. 2004/3044); and section 162 of and paragraph 30 of schedule 11 to the Government of Wales Act 2006 (c.32).
Application of Order

2. This Order—
   (a) applies to the control area;
   (b) applies to tuberculosis; and
   (c) relates to the species of badger.

Destruction of badgers

3. —b) An authorised officer may destroy badgers in the control area using one of the methods set out in paragraph (2).
   (1) The badgers must be—
      (a) trapped in a cage and either—
          (i) shot; or
          (ii) given a lethal injection; or
      (b) shot without being trapped in a cage.
   (2) The carcase of any badger destroyed under this Order is the property of the Welsh Ministers and must not be removed from the land or premises on which it was destroyed or in any way disposed of without the authority of the Welsh Ministers.

Prohibitions

4. No person may —
   (a) take into captivity, harbour, conceal or otherwise protect wild badgers with intent to prevent their destruction;
   (b) in any other way obstruct or interfere with anything which has been, is being or is to be done or used in connection with that destruction; or
   (c) aid, abet, counsel or procure another person to commit such an act.

Revocation

5. The Tuberculosis Eradication (Wales) Order 2009(9) is revoked.

Elin Jones
Minister for Rural Affairs, one of the Welsh Ministers
[date]

(8) The map is deposited and available for inspection at the office of the chief Veterinary Officer for Wales, Welsh Assembly Government, Government Buildings, Cathays Park, Cardiff CF10 3NQ.
(9) S.I. 2009/2614 (W 212).
Figure 1: Map showing the Intensive Action Area
Annex C

Consultation List

ADAS (Wales)
Wales Animal Health and Welfare Strategy (AHWS) Steering Group (Wales)
Badger Trust (Cymru)
Baha'i Council for Wales
Brecon Beacons National Park Authority
British Alpaca Society
British Camelids Trust (BCT)
British Cattle Veterinary Association (BCVA)
British Deer Society
British Goat Society
British Llama Society
British Veterinary Association (BVA)
British Veterinary Camelid Society (BVCS)
Buddhist Council for Wales
Cattle Breed Societies
Central Association of Agricultural Valuers (CAAV)
Centre for Business Relationships, Accountability, Sustainability and Society (BRASS)
Church Liaison Office
Country Land and Business Association (CLA) (Wales)
Countryside Alliance
Countryside Council for Wales
Deer Initiative Wales
Evangelical Alliance Wales
Farm Animal Welfare Council (FAWC)
Farm Assured Welsh Livestock (FAWL)
Farm Crisis Network
Farmers’ Union of Wales (FUW)
Free Church Council for Wales
Friends of Animals Under Abuse
Gelli Aur College Farm
Institute of Biological, Environmental and Rural Sciences (IBERS)
Institute of Rural Health
Llama Owners in Wales
Lord Lieutenants (Clwyd, Dyfed, Gwent, Gwynedd, Mid Glamorgan, Powys, South Glamorgan and West Glamorgan)
Meat Promotion Wales
Milking Development Council (MDC)
Muslim Council for Wales
National Assembly for Wales All Party Group for Animal Welfare
National Assembly for Wales Rural Development Sub-Committee
National Beef Association (NBA)
National Farmers’ Union (NFU) Wales
National Public Health Service for Wales
National Sheep Association (NSA) Wales
Older People’s Commissioner for Wales