



Isle of Man

Ellan Vannin

ABORTION REFORM BILL 2018

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Explanatory Memorandum

1. This Bill is promoted by Dr. Allinson, MHK.
2. Part 1 (*clauses 1-3*) deals with introductory matters, *clause 1* giving the resulting Act its short title, *clause 2* providing for its commencement and *clause 3* defining terms used in the Bill.
3. Part 2 deals with the provision of abortion services.
4. *Clause 4* specifies the women to whom abortion services may be provided. Normally, these will be women ordinarily resident in the Island, although the Bill recognises that an emergency abortion may be provided in circumstances analogous to those which arose in *R. v. Bourne* [1939] 1 KB 687. That case recognised that an abortion was lawful in order to preserve the life of the mother, Such a provision is necessary in order to meet the Island's obligations under article 2 of the European Convention on Human Rights which guarantees the right to life.
5. *Clause 5* specifies where abortion services may be provided. Except where the services consist of advice about abortion, or of medicinal products to procure an abortion in the first trimester of pregnancy, they must be provided in an NHS hospital maintained by the Department or premises approved by it.
6. *Clause 6* specifies the conditions which must be satisfied before an abortion may take place.
7. *Clause 7* specifies who may provide abortion services.
8. *Clause 8* deals with the circumstances in which a healthcare professional may raise a conscientious objection to providing or participating in the provision of abortion services, and those where such a professional may not do so.
9. *Clause 9* deals with the requirement for informed consent either of the pregnant woman or of a person lawfully empowered to give consent on her behalf. This additional category of consent is required in the case of a woman who is under a legal disability or temporarily unable to make a decision (e.g. because she is in a coma) or that of a child who is not competent to give consent herself by reference to the tests set out in the decision in *Gillick .v West Norfolk and Wisbech Area Health Authority* [1986] AC 112.
10. *Clause 10* deals with the position of a healthcare professional undertaking the provision of abortion advice and *clause 11* with the provision of medicinal products to procure an abortion (for example Mifepristone and Misoprostol). That clause provide explicitly that a woman does not commit an offence by seeking such drugs for the purpose of procuring her own miscarriage.

11. *Clause 12* creates a new criminal offence, in place of that under section 71 of the Criminal Code 1872 to deal with “backstreet” abortions.
12. *Clause 13* imposes a duty on the Department to secure the provision to a woman who has had a termination under the Act of suitable and sufficient counselling and support. Counselling is to comply with the guidelines issued by the Department under clause 6 insofar as they are relevant in the particular circumstances.
13. *Clause 14* deals with the relationship of the provisions of Part 2 with other enactments.
14. *Clause 15* imposes a duty on the Department of Health and Social Care to make regulations in connection with the provision of abortion services.
15. *Clause 16* empowers the Department to make regulations and is in substantially the same terms as section 7 of the Termination of Pregnancy (Medical Defences) Act 1995.
16. *Part 3* comprises *clauses 17 and 18*. The former authorises the Department to incur expenditure in connection with the operation of the resulting Act, and the latter repeals provisions which are no longer necessary in the light of the provision which will be made by the Act if the Bill passes.
17. In the opinion of the member moving the Bill, its provisions are compatible with the Convention rights within the meaning of the Human Rights Act 2001.



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Index

Section	Page
PART 1 – INTRODUCTORY	7
1 Short title.....	7
2 Commencement.....	7
3 Interpretation.....	7
PART 2 – PROVISION OF ABORTION SERVICES	8
4 Abortion services – to whom provided.....	8
5 Abortion services – where provided.....	8
6 Abortion services – conditions for provision.....	9
7 Persons authorized to provide abortion services.....	10
8 Conscientious objection.....	11
9 Informed consent a condition of provision of abortion services.....	11
10 Healthcare professional providing abortion advice.....	12
11 Provision of medicinal products to procure abortion.....	12
12 Offence of procuring termination of a pregnancy.....	13
13 Post-termination counselling.....	13
14 Relationship with other provisions.....	14
15 Regulations.....	14
PART 3 – CLOSING PROVISIONS	14
16 Expenditure.....	14
17 Repeals.....	15



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ABORTION REFORM BILL 2018

A BILL to restate the law relating to abortion with amendments; and for connected purposes.

BE IT ENACTED by the Queen’s Most Excellent Majesty, by and with the advice and consent of the Council and Keys in Tynwald assembled, and by the authority of the same, as follows:—

PART 1 – INTRODUCTORY

1 Short title

The short title of this Act is the Abortion Reform Act 2018.

2 Commencement

(1) This Act comes into operation on such day or days as the Council of Ministers may by order appoint.

(2) An order under subsection (1) may include such consequential, incidental, supplemental, transitional and transitory provision as the Council of Ministers considers appropriate.

3 Interpretation

In this Act—

“**abortion services**” means services (whether surgical or otherwise) whose purpose is to procure the miscarriage of a pregnant woman;

“**the Department**” means the Department of Health and Social Care;

“**gestation period**” means the period of pregnancy of a female calculated from the first day of the menstrual period which in relation to the pregnancy, is the last;

“**health**” means a state of complete physical, mental and social well-being and not merely the absence of disease or infirmity;

1 “**health care professional**” has the meaning given in section 3 of the *Health Care*
2 *Professionals Act 2014*, and “**registered**” in relation to such a professional
3 is to be construed in accordance with that section;

4 “**informed consent**” means consent by a woman of her own free will after
5 receiving information on the risks and benefits of termination of
6 pregnancy;

7 “**Isle of Man National Health and Care Service**” has the meaning given by
8 section 4 of the *National Health and Care Service Act 2016*;

9 “**national health service hospital**” means a hospital provided by the
10 Department for the purposes of the Isle of Man National Health and Care
11 Service;

12 “**treatment**” begins with the administration of a drug or the start of a surgical
13 procedure and ends with the expulsion of the products of conception
14 from the womb;

15 “**woman**” means a person of any age who is pregnant.

16 PART 2 — PROVISION OF ABORTION SERVICES

17 4 Abortion services — to whom provided

18 Abortion services shall be provided under this Part only to a woman —

- 19 (a) who is ordinarily resident on the Island; or
20 (b) who requires their provision in an emergency, in the opinion
21 formed in good faith, of the medical practitioner treating her.

22 5 Abortion services — where provided

23 Subs(1): drafting; subs (2) reflects P1967/87/1(3A).

- 24 (1) Abortion services may be provided under this Part only—
25 (a) under the Isle of Man National Health and Care Service (see the
26 *National Health and Care Service Act 2016*); and
27 (b) in a national health service hospital or in other premises approved
28 for the purpose by the Department.
29 (2) An approval under subsection (1)(b) may contain such conditions and
30 exceptions as the Department thinks fit.
31 (3) Despite subsection (1), services may be provided under section 10 or 11
32 in such manner, by such persons and in such places as may be approved
33 by the Department.

6 Abortion services – conditions for provision

- 1
- 2 (1) Abortion services may be provided only if such of the conditions in this
- 3 section as are relevant in the particular case are satisfied.
- 4 (2) During the first 14 weeks of the gestation period, abortion services may
- 5 be provided upon request by or on behalf of a pregnant woman.
- 6 (3) During the period commencing with the beginning of the 15th week and
- 7 ending at the end of the 23rd week of the gestation period, such services
- 8 may be provided, upon request by or on behalf of a pregnant woman if
- 9 the registered medical practitioner attending her is of the opinion,
- 10 formed in good faith that one or more of subsections (4) to (7) applies in
- 11 her case.
- 12 (4) This subsection applies if the continuation of the pregnancy would pose
- 13 a substantial risk of serious injury to the pregnant woman's life or health.
- 14 (5) This subsection applies if there is a substantial risk that the foetus is or
- 15 will be affected by a significant physical or mental impairment which –
- 16 (a) will have a seriously debilitating effect on the child; or
- 17 (b) will result in the death of the foetus *in utero*.
- 18 (6) This subsection applies if, according to the pregnant woman, the
- 19 pregnancy resulted from rape, incest or other unlawful intercourse.
- 20 (7) This subsection applies if, according to the pregnant woman, there are
- 21 serious social grounds justifying the termination of the pregnancy.
- 22 (8) From the start of the 24th week of the gestation period abortion services
- 23 may be provided upon the request by or on behalf of a pregnant woman
- 24 if the registered medical practitioner attending her is of the opinion,
- 25 formed in good faith, and after taking such specialist medical advice as
- 26 appears to the practitioner to be appropriate, that –
- 27 (a) the termination is necessary to prevent grave long-term injury to
- 28 her health;
- 29 (b) the continuance of the pregnancy would involve risk to her life,
- 30 greater than if the pregnancy were terminated;
- 31 (c) there is a substantial risk that because of its physical or mental
- 32 condition the foetus would die before or during labour;
- 33 (d) there is a substantial risk that, were the child born alive—
- 34 (i) the child would die shortly after birth because of severe
- 35 foetal developmental impairment; or
- 36 (ii) the child would suffer a significant impairment which is
- 37 likely to limit either the length or quality of the child's life.
- 38 (9) Before abortion services are provided to a pregnant woman, she must be
- 39 offered counselling if it is practicable to do so in all the circumstances
- 40 and without causing undue delay in the provision of those services.

- 1 (10) In determining whether the continuation of a pregnancy would involve a
2 risk to the health of the pregnant woman such as is mentioned in
3 subsection (4) or (8)(a) account may be taken of her actual or reasonably
4 foreseeable environment.
- 5 (11) The Department must issue guidelines about counselling for the
6 purposes of this section, and in the other provisions of this section
7 “counselling” means counselling provided by a person approved by the
8 Department in accordance with the guidelines.
- 9 (12) The Department may from time to time vary or replace guidelines issued
10 under subsection (11).
- 11 (13) Guidelines issued under subsection (11) must be framed so as to secure
12 that—
- 13 (a) counselling is balanced, impartial and non-judgmental;
- 14 (b) in the case of a prenatal diagnosis of foetal developmental
15 impairment, counselling includes information about the
16 possibility of continuing the pregnancy to term;
- 17 (c) counsellors have available to them, and are willing to discuss with
18 a pregnant woman, full and accurate information on the full range
19 of available options in relation to the pregnancy;
- 20 (d) there is available to a pregnant woman information in writing
21 from support groups and other organisations representing
22 disabled people.

23 7 Persons authorized to provide abortion services

- 24 (1) A person may participate in the provision of abortion services if, but only
25 if, that person is authorised by the Department, possesses the
26 appropriate skill in relation to the gestation period; and—
- 27 (a) in the case of a medical practitioner, he or she holds a current
28 licence to practise issued by the General Medical Council and is
29 on the list maintained by the Department under section 4 of the
30 *National Health Service Act 2001*;
- 31 (b) in the case of a nurse or a midwife, is registered by the Nursing
32 and Midwifery Council;
- 33 (c) in the case of a person supplying a medicinal product to cause the
34 termination of a pregnancy, is registered with the General
35 Medical Council, the Nursing and Midwifery Council or the
36 General Pharmaceutical Council¹.
- 37 (2) A person who participates in the provision of abortion services otherwise
38 than in accordance with subsection (1) commits an offence.

¹ SI 2010/300.

1 *Maximum penalty (on information) for subsection (2) — fine and 7 years'*
 2 *custody.*

3 **8 Conscientious objection**

4 P1967/87/4(1) and (2)

- 5 (1) Subject to subsections (3) and (4), no health care professional shall be
 6 under any legal duty, whether arising by contract or any statutory or
 7 other legal requirement, to participate in any treatment authorised by
 8 this Act if the health care professional has a conscientious objection to
 9 participating in such treatment.
- 10 (2) In any legal proceedings the burden of proof of a person's conscientious
 11 objection rests upon the person who claims to rely on it.
- 12 (3) Subsection (1) does not affect any duty to participate in a treatment
 13 which is necessary —
- 14 (a) to save the life of a pregnant woman; or
 15 (b) to prevent grave permanent injury to the health of a pregnant
 16 woman.
- 17 (4) A health care professional who has a conscientious objection referred to
 18 in subsection (1) must—
- 19 (a) inform the pregnant woman who requests abortion services that
 20 she has a right to see another healthcare professional; and
 21 (b) ensure she has sufficient information to enable her to exercise the
 22 right mentioned in paragraph (a).
- 23 (5) Any health care professional whose failure to act in accordance with
 24 subsection (3) or (4) results in the woman suffering injury or the loss of
 25 her life (or both) commits an offence.
- 26 *Maximum penalty —*
- 27 (a) *(on information): a fine or 2 years' custody; or*
 28 (b) *(summary) 12 months' custody, a fine not exceeding level 5 or both.*

29 **9 Informed consent a condition of provision of abortion services**

- 30 (1) Subject to subsections (2) and (3), a person must not provide or assist in
 31 the provision of abortion services to a woman unless the woman has
 32 given her informed consent.
- 33 (2) Where the pregnant woman—
- 34 (a) is below 16 years of age, and
 35 (b) in the opinion of the registered medical practitioner attending her
 36 she does not have sufficient maturity and intelligence to
 37 understand the nature and implications of the proposed
 38 treatment,

1 abortion services must not be provided unless subsection (3) is satisfied.

2 (3) This subsection is satisfied if, but only if the medical practitioner
3 attending the pregnant woman —

4 (a) obtains the consent of the parent or guardian of, or another person
5 acting *in loco parentis* in relation to, the pregnant woman; and

6 (b) is satisfied that the decision to consent to the termination of the
7 pregnancy is being taken in good faith and in the best interests of
8 the pregnant woman.

9 (4) Where the pregnant woman is unable to give informed consent due to a
10 mental, medical or physical incapacity, the registered medical
11 practitioner attending her must not provide abortion services unless the
12 practitioner —

13 (a) obtains the consent of the parent or guardian of the pregnant
14 woman, or another person lawfully empowered to give consent
15 on her behalf; or

16 (b) is of the view, formed in good faith, that because of the urgency of
17 the situation and the likely delay in obtaining such consent, it is
18 necessary, in order to protect the health or life of the woman, to
19 proceed without such consent.

20 (5) A person who contravenes subsection (1), (2) or (3) commits an offence.

21 *Maximum penalty (on information) — a fine or 5 years' custody.*

22 10 Healthcare professional providing abortion advice

23 (1) For clarity, a registered medical practitioner, nurse, midwife or
24 pharmacist or other healthcare professional does not commit an
25 offence —

26 (a) by providing a pregnant woman with advice or information about
27 the possibility of abortion (whether in the Island or outside it); or

28 (b) by referring the pregnant woman to another person (whether in
29 the Island or outside it) for further advice or treatment which may
30 result in a termination.

31 (2) In subsection (1) “advice” includes advice provided by means of
32 electronic communications (within the meaning of the *Electronic*
33 *Transactions Act 2000*).

34 11 Provision of medicinal products to procure abortion

35 (1) For the purposes of this section a “relevant product” is a medicinal
36 product which is —

37 (a) designed or intended to procure a woman’s miscarriage; and

- 1 (b) prescribed for or supplied to her with a view to her miscarrying
 2 otherwise than in a national health service hospital. (“a relevant
 3 product”).
- 4 (2) During the first 14 weeks of the gestation period, a registered medical
 5 practitioner, midwife, nurse or pharmacist may —
- 6 (a) prescribe a relevant product for a pregnant woman, or
 7 (b) supply a relevant product to a pregnant woman.
- 8 (3) A person who prescribes a relevant product for, or supplies a relevant
 9 product to, a pregnant woman intending thereby to procure her
 10 miscarriage otherwise than —
- 11 (a) in a national health service hospital or other premises approved
 12 by the Department under section 5(1)(b); or
- 13 (b) in compliance with this section;
 14 commits an offence.
- 15 *Maximum penalty (information) — a fine or 5 years’ custody.*
- 16 (4) For the sake of clarity, a pregnant woman does not commit an offence
 17 (under this or any other Act)—
- 18 (a) by soliciting or inciting another person to prescribe a relevant
 19 product for her, or to supply a relevant product to her, in order to
 20 procure her miscarriage; or
- 21 (b) taking a relevant product in order to do so.

22 **12 Offence of procuring termination of a pregnancy**

- 23 (1) A person who, by any means, intentionally procures the miscarriage of a
 24 woman, otherwise than in accordance with this Part, commits an offence.
- 25 But this subsection —
- 26 (a) is subject to subsection (2); and
 27 (b) does not apply if the conduct constitutes an offence under
 28 subsection 11(3).
- 29 *Maximum penalty (on information) — a fine or 14 years’ custody.*
- 30 (2) A person is not guilty of an offence under subsection (1) if he or she
 31 proves that the act which caused the miscarriage was done in good faith
 32 for the purpose only of preserving the health or life of the woman.

33 **13 Post-termination counselling**

- 34 (1) The Department must secure the availability, to any woman who has
 35 undergone a termination of a pregnancy in accordance with this Act, of
 36 suitable and sufficient post-termination counselling and support.

- 1 (2) Counselling under this section must comply with guidelines under
2 section 6(11) insofar as those guidelines are relevant.

3 **14 Relationship with other provisions**

4 A person who —

- 5 (a) participates in the termination of a pregnancy, or
6 (b) prescribes a relevant product for, or supplies such a product to, a
7 pregnant woman with a view to procuring her miscarriage,

8 in accordance with this Part does not commit an offence under the *Infanticide*
9 *and Infant Life (Preservation) Act 1938*.

10 **15 Regulations**

11 (1) The Department must make regulations —

- 12 (a) requiring any registered medical practitioner or other healthcare
13 professional who terminates a pregnancy —

14 (i) to record the reasons for the termination and its
15 circumstances (including which of subsections (4) to (8) of
16 section 6 apply); and

17 (ii) to give notice of the termination and such other
18 information relating to the termination

19 as may be prescribed;

- 20 (b) for prohibiting the disclosure, except to such persons or for such
21 purposes as may be so prescribed, of notices given or information
22 furnished in accordance with the regulations.

23 *Tynwald procedure — approval required.*

24 (2) The information furnished in accordance with regulations made by
25 virtue of subsection (1)(b) is to be notified solely to the Director of Public
26 Health.

27 (3) Any person who wilfully contravenes or wilfully fails to comply with the
28 requirements of regulations under subsection (1) commits an offence.

29 *Maximum penalty (summary) — £5,000.*

30 **PART 3 – CLOSING PROVISIONS**

31 **16 Expenditure**

32 Any expenses of the Department which are attributable to this Act shall be paid
33 out of monies provided by Tynwald.



1 **17 Repeals**

2 The following are repealed—

- 3 (a) sections 71 and 72 of *the Criminal Code 1872* (and the cross-heading
4 preceding section 71);
- 5 (b) in section 4 of the *Infanticide and Infant Life Preservation Act 1938*—
- 6 (i) in subsection (1) the words “or for an offence under section
7 71 of the Criminal Code 1872” and “ , or of an offence under
8 the said section 71 ”; and
- 9 (ii) subsection (2);
- 10 (c) the *Termination of Pregnancy (Medical Defences) Act 1995*; and
- 11 (d) in the Schedule to the *National Health and Care Service Act 2016*, the
12 entries relating to provisions of the *Termination of Pregnancy*
13 *(Medical Defences) Act 1995*.

IN THE KEYS

ABORTION REFORM BILL 2018

A **BILL** to restate the law relating to abortion with amendments; and for connected purposes.

Introduced pursuant to leave granted by the Keys under Standing Order 4.4 on 24th January 2017.

DR ALLINSON

JANUARY 2018