

## **EXPLANATORY MEMORANDUM TO**

### **THE AIR TRAFFIC MANAGEMENT (AMENDMENT ETC.) (EU EXIT) (NO. 3) REGULATIONS 2020**

**2020 No. 1498**

#### **1. Introduction**

- 1.1 This explanatory memorandum has been prepared by the Department for Transport and is laid before Parliament by Command of Her Majesty.
- 1.2 This memorandum contains information for the Joint Committee on Statutory Instruments.

#### **2. Purpose of the instrument**

- 2.1 This instrument amends EU legislation in the field of Air Traffic Management (ATM) which will be retained into UK law at the end of the implementation period. It also amends the Air Traffic Management (Amendment etc.) (EU Exit) Regulations 2019 (the 2019 Regulations) to remove the requirement for manufacturers or their authorised representatives to be established in the UK for the purposes of making declarations of conformity or suitability for use in relation to their manufactured constituents.
- 2.2 Commission Implementing Regulation 2020/1627 amends the EU's system of performance and charging regulation for air navigation services to deal with the impacts of COVID-19. The 2019 Regulations and the Air Traffic Management (Amendment etc.) (EU Exit) Regulations 2020 both revoke previous versions of the EU performance and charging schemes as the EU regulations set out a top down EU scheme and the UK already has an effective regulatory framework for the performance of air navigation services under the Transport Act 2000. Revoking Commission Implementing Regulation (EU) 2020/1627 is consistent with the approach taken to the previous EU performance and charging scheme regulations.
- 2.3 Commission Implementing Regulation (EU) 2018/1048 mandates the implementation of Performance-Based Navigation (PBN) at all runways with instrument landing procedures. This Regulation will be retained EU law at the end of the implementation period and will need to be amended to ensure that it is legally operable in the UK. The implementation of PBN creates more precise navigation of aircraft creating more airspace capacity for traffic growth. As such it is a key part of the UK's airspace modernisation strategy so effective regulation is needed to ensure that it is implemented by operators.
- 2.4 Finally, NATS has identified an issue in the retained version of Regulation (EC) 552/2004, article 5, on manufacturers' self-certifications on the conformity of components for ATM systems which were dealt with in the 2019 Regulations. The 2019 Regulations require manufacturers, or their authorised representatives that self-certify their components, after the implementation period, to be UK-based. However, NATS currently relies on some EU-based manufacturers for specialised products which do not have UK-based agents, and has no alternative to this. This instrument therefore amends the 2019 Regulations to reflect this reality and ensure air navigation service providers are able to continue to source the technical equipment they need to

provide air navigation services. This is consistent with the approach taken in the transposition of other legislation such as the Rail Interoperability Directive.

### *Explanations*

#### What did any relevant EU law do before exit day?

- 2.5 The EU's Single European Sky (SES) legislation supports the EU initiative to enhance air traffic safety standards, contribute to the sustainable development of the ATM system, and improve the efficiency of Air Navigation Services (ANS) within the European ATM system. The SES legislation sets out a regulatory framework to deliver these ambitions as well as a programme to research, develop and deploy new operating concepts and technology, known as the SES ATM Research (SESAR) programme. The UK has actively contributed to the development of the SES and has implemented this legislation.
- 2.6 Commission Implementing Regulation (EU) 2020/1627 amends the EU's system of performance and charging regulation for air navigation services to deal with the impacts of COVID-19.
- 2.7 Commission Implementing Regulation (EU) 2018/1048 mandates the implementation of PBN at all runways with instrument landing procedures.
- 2.8 Commission Regulation (EC) 552/2004 sets out essential requirements to ensure interoperability between systems used by air navigation service providers. When procuring new systems or constituent parts a declaration of conformity with these requirements must be provided by the manufacturer or their authorised representative established in the Community. The 2019 Regulations amend this retained EU law.

#### Why is it being changed?

- 2.9 Commission Implementing Regulations 2020/1627 and 2018/1048 were not included within the previous three Air Traffic Management statutory instruments, which were made on 27 February 2019, and 1 and 21 July 2020.
- 2.10 This instrument revokes Commission Implementing Regulation (EU) 2020/1627. Further, it incorporates the amendments needed to ensure Commission Implementing Regulation (EU) 2018/1048 will remain legally operable in the UK after the implementation period. Finally, it amends the 2019 Regulation to enable the retained version of Commission Regulation (EC) 552/2004 to address a practical issue raised by the UK's main provider of air traffic control services and ensure the procurement of new equipment is not unduly limited.

#### What will it now do?

- 2.11 This instrument will ensure that retained EU legislation applies appropriately within UK airspace and does not adversely affect the procurement of new equipment after the implementation period.

### **3. Matters of special interest to Parliament**

#### *Matters of special interest to the Joint Committee on Statutory Instruments.*

- 3.1 This instrument is made in exercise of the powers in section 8(1) (dealing with deficiencies arising from withdrawal) of, and paragraph 21 of Schedule 7 (regulations) to, the Withdrawal Act.

3.2 This instrument is required to ensure that the UK has a functioning statute book and will come into force at the end of the implementation period.

#### **4. Extent and Territorial Application**

4.1 The territorial extent of this instrument is the UK.

4.2 The territorial application of this instrument is the UK.

#### **5. European Convention on Human Rights**

5.1 The Parliamentary Under Secretary of State for Transport, Rachel Maclean MP, has made the following statement regarding Human Rights:

“In my view the provisions of the Air Traffic Management (Amendment etc.) (EU Exit) (No. 3) Regulations 2020 are compatible with the Convention rights.”

#### **6. Legislative Context**

6.1 This instrument is made in exercise of the powers in section 8(1) (dealing with deficiencies arising from withdrawal) of, and paragraph 21 of Schedule 7 (regulations) to, the Withdrawal Act 2018.

6.2 The Withdrawal Act makes provision for repealing the European Communities Act 1972 and will preserve EU law, as it stands at the end of the implementation period, in UK law. It enables the creation of a new body of domestic legislation by bringing the texts of directly applicable EU legislation into domestic legislation, as well as saving EU-derived domestic legislation which was made to implement the UK’s obligations as a member of the EU.

6.3 The Withdrawal Act also contains a temporary power to enable Ministers and the devolved administrations to make secondary legislation to amend retained EU legislation that would no longer operate appropriately once the UK has left the EU, so that the domestic legal system continues to function correctly outside the EU.

6.4 It is necessary to ensure that SES legislation in UK law is in an operable form in order to ensure that the UK’s ATM arrangements remain interoperable with the rest of Europe, as well as to ensure an effective regulatory framework for the UK ATM system and certainty for industry.

#### **7. Policy background**

##### *What is being done and why?*

7.1 Retained EU legislation addressing requirements for aircraft and air navigation service providers is being amended to ensure it only applies appropriately within UK airspace. This is being done as UK law cannot make requirements for operators outside UK territorial limits.

#### **8. European Union (Withdrawal) Act/Withdrawal of the United Kingdom from the European Union**

8.1 This instrument is being made using the powers in section 8 of, and paragraph 21 of Schedule 7 to, the European Union (Withdrawal) Act 2018 in order to address failures of retained EU law to operate effectively or other deficiencies arising from the withdrawal of the United Kingdom from the European Union. In accordance with the

requirements of that Act, the Minister has made the relevant statements as detailed in Part 2 of the Annex to this Explanatory Memorandum.

## **9. Consolidation**

9.1 There are no plans to consolidate the legislation covered by this instrument.

## **10. Consultation outcome**

10.1 The Department's Ministers and officials have regular engagement with the aviation industry, ANSPs and airspace users. The relevant stakeholders, the Civil Aviation Authority (CAA) and NATS (formerly known as National Air Traffic Services) have been consulted on this instrument. There was support amongst stakeholders for continuity in terms of the regulatory framework for ATM after the UK leaves the EU. The Department also works closely with the CAA on all aviation matters, including preparing for EU Exit.

## **11. Guidance**

11.1 The Department is not producing any specific guidance on the amendments provided for in this instrument.

11.2 The UK is compliant with or is working towards compliance with the SES legislation so there should be no unexpected actions for industry and stakeholders arising from the scope of this instrument. The Department has actively engaged with the CAA to ensure its views have been reflected in this instrument throughout the drafting process, and taken account of other representations from operational stakeholders including NATS.

## **12. Impact**

12.1 The impact on business, charities or voluntary bodies is limited to minor familiarisation costs as this instrument makes no changes to the policy intent of the EU's SES regulations.

12.2 There is no, or no significant impact on the public sector.

12.3 An Impact Assessment has not been prepared for this instrument because the costs and benefits to business are minor. As this instrument is not making any changes to technical requirements, the main costs arising from the instrument relate to the need for industry to familiarise themselves with the regulatory regime.

## **13. Regulating small business**

13.1 The legislation applies to activities that are undertaken by small businesses.

13.2 No specific action is proposed to minimise regulatory burdens on small businesses.

13.3 The basis for the final decision on what action to take to assist small businesses is that the impact on business, charities or voluntary bodies in respect of the changes to the retained SES Regulations are limited to minor familiarisation costs.

## **14. Monitoring & review**

14.1 As this instrument is made under the EU Withdrawal Act 2018, no review clause is required.

**15. Contact**

- 15.1 Elie Howe at the Department for Transport (Telephone: 07779 554719 or email: Elie.Howe@dft.gov.uk) can be contacted with any queries regarding the instrument.
- 15.2 Ian Elston, Deputy Director for Aviation Policy, at the Department for Transport can confirm that this Explanatory Memorandum meets the required standard.
- 15.3 Rachel Maclean MP, Parliamentary Under Secretary of State, at the Department for Transport can confirm that this Explanatory Memorandum meets the required standard.

# Annex

## Statements under the European Union (Withdrawal) Act 2018

### Part 1

#### Table of Statements under the 2018 Act

This table sets out the statements that may be required under the 2018 Act.

Statement	Where the requirement sits	To whom it applies	What it requires
Sifting	Paragraphs 3(3), 3(7) and 17(3) and 17(7) of Schedule 7	Ministers of the Crown exercising sections 8(1), 9 and 23(1) to make a Negative SI	Explain why the instrument should be subject to the negative procedure and, if applicable, why they disagree with the recommendation(s) of the SLSC/Sifting Committees
Appropriate-Ness	Sub-paragraph (2) of paragraph 28, Schedule 7	Ministers of the Crown exercising sections 8(1), 9 and 23(1) or jointly exercising powers in Schedule 2	A statement that the SI does no more than is appropriate.
Good Reasons	Sub-paragraph (3) of paragraph 28, Schedule 7	Ministers of the Crown exercising sections 8(1), 9 and 23(1) or jointly exercising powers in Schedule 2	Explain the good reasons for making the instrument and that what is being done is a reasonable course of action.
Equalities	Sub-paragraphs (4) and (5) of paragraph 28, Schedule 7	Ministers of the Crown exercising sections 8(1), 9 and 23(1) or jointly exercising powers in Schedule 2	Explain what, if any, amendment, repeals or revocations are being made to the Equalities Acts 2006 and 2010 and legislation made under them.  State that the Minister has had due regard to the need to eliminate discrimination and other conduct prohibited under the Equality Act 2010.
Explanations	Sub-paragraph (6) of paragraph 28, Schedule 7	Ministers of the Crown exercising sections 8(1), 9 and 23(1) or jointly exercising powers in Schedule 2 In addition to the statutory obligation the Government has made a political commitment to include these statements alongside all EUWA SIs	Explain the instrument, identify the relevant law before exit day, explain the instrument's effect on retained EU law and give information about the purpose of the instrument, e.g., whether minor or technical changes only are intended to the EU retained law.

Criminal offences	Sub-paragraphs (3) and (7) of paragraph 28, Schedule 7	Ministers of the Crown exercising sections 8(1), 9, and 23(1) or jointly exercising powers in Schedule 2 to create a criminal offence	Set out the 'good reasons' for creating a criminal offence, and the penalty attached.
Sub-delegation	Paragraph 30, Schedule 7	Ministers of the Crown exercising sections 10(1), 12 and part 1 of Schedule 4 to create a legislative power exercisable not by a Minister of the Crown or a Devolved Authority by Statutory Instrument.	State why it is appropriate to create such a sub-delegated power.
Urgency	Paragraph 34, Schedule 7	Ministers of the Crown using the urgent procedure in paragraphs 4 or 14, Schedule 7.	Statement of the reasons for the Minister's opinion that the SI is urgent.
Explanations where amending regulations under 2(2) ECA 1972	Paragraph 14, Schedule 8	Anybody making an SI after exit day under powers outside the European Union (Withdrawal) Act 2018 which modifies subordinate legislation made under s. 2(2) ECA	Statement explaining the good reasons for modifying the instrument made under s. 2(2) ECA, identifying the relevant law before exit day, and explaining the instrument's effect on retained EU law.
Scrutiny statement where amending regulations under 2(2) ECA 1972	Paragraph 15, Schedule 8	Anybody making an SI after exit day under powers outside the European Union (Withdrawal) Act 2018 which modifies subordinate legislation made under s. 2(2) ECA	Statement setting out: a) the steps which the relevant authority has taken to make the draft instrument published in accordance with paragraph 16(2), Schedule 8 available to each House of Parliament, b) containing information about the relevant authority's response to— (i) any recommendations made by a committee of either House of Parliament about the published draft instrument, and (ii) any other representations made to the relevant authority about the published draft instrument, and, c) containing any other information that the relevant authority considers appropriate in relation to the scrutiny of the instrument or draft instrument which is to be laid.

## **Part 2**

### **Statements required when using enabling powers under the European Union (Withdrawal) 2018 Act**

#### **1. Sifting statement(s)**

- 1.1 The Parliamentary Under Secretary of State, Rachel Maclean MP has made the following statement regarding use of legislative powers in the European Union (Withdrawal) Act 2018:

“In my view the Air Traffic Management (Amendment etc.) (EU Exit) (No. 3) Regulations 2020 should be subject to annulment in pursuance of a resolution of either House of Parliament (i.e. the negative procedure).”.

- 1.2 This is the case because the amendments being made are no more than those necessary to maintain the operability of retained EU law at the end of the implementation period, are minor, and are consistent with the amendments made in the Air Traffic Management (Amendment etc.) (EU Exit) Regulations 2019. No new offences or public bodies are being established as a consequence of this instrument.

#### **2. Appropriateness statement**

- 2.1 The Parliamentary Under Secretary of State, Rachel Maclean MP has made the following statement regarding use of legislative powers in the European Union (Withdrawal) Act 2018:

“In my view the Air Traffic Management (Amendment etc.) (EU Exit) (No. 3) Regulations 2020 do no more than is appropriate.”.

- 2.2 This is the case because the purpose of this instrument is simply to ensure that the legislation functions correctly after the implementation period. The changes this instrument makes, revoking EU legislation, are minor and do no more than is strictly necessary to ensure that the legislation functions correctly once the UK has left the EU.

#### **3. Good reasons**

- 3.1 The Parliamentary Under Secretary of State, Rachel Maclean MP has made the following statement regarding use of legislative powers in the European Union (Withdrawal) Act 2018:

“In my view there are good reasons for the provisions in this instrument, and I have concluded they are a reasonable course of action.”.

- 3.2 This will ensure the continuity of a functioning regulatory framework for the ATM system after the UK leaves the EU.

#### **4. Equalities**

- 4.1 The Parliamentary Under Secretary of State, Rachel Maclean MP has made the following statement(s):



“The instrument does not amend, repeal or revoke a provision or provisions in the Equality Act 2006 or the Equality Act 2010 or subordinate legislation made under those Acts.”.

- 4.2 The Parliamentary Under Secretary of State, Rachel Maclean MP has made the following statement regarding use of legislative powers in the European Union (Withdrawal) Act 2018:

“In relation to the instrument, I, Parliamentary Under Secretary of State, Rachel Maclean MP have had due regard to the need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010.”.

## **5. Explanations**

- 5.1 The explanations statement has been made in section 2 of the main body of this explanatory memorandum.