

Agenda – External Affairs and Additional Legislation Committee

Meeting Venue:	For further information contact:
Committee Room 2 – Senedd	Alun Davidson
Meeting date: 14 January 2019	Committee Clerk
Meeting time: 14.00	0300 200 6565
	SeneddEAAL@assembly.wales

Private pre-meeting

(13.45–14.00)

1 Introductions, apologies, substitutions and declarations of interest

(14.00)

2 Expert panel discussion on the development of common UK policy frameworks and legislating for Brexit

(14.00–15.00)

(Pages 1 – 18)

Professor Jo Hunt, Cardiff University

Akash Paun, Institute for Government

3 Papers to note

(15.00–15.05)

3.1 Paper to note 1 – Correspondence from the Llywydd to the Chair regarding Wales' future relationship with the EU – 8 January 2019

(Pages 19 – 22)

3.2 Paper to note 2 – Correspondence from the Llywydd to the Chair regarding the Senedd and Elections (Wales) Bill – 8 January 2019

(Page 23)



- 3.3 Paper to note 3 – Correspondence from Lesley Griffiths, Minister for Environment, Energy and Rural Affairs regarding the UK Fisheries Bill: Supplementary Legislative Consent Memorandum – 8 January 2019**
(Pages 24 – 30)
- 4 Motion under Standing Order 17.42(vi) and (ix) to resolve to exclude the public from the remainder of the meeting**
(15.05)
- 5 Expert panel discussion on the development of common UK policy frameworks and legislating for Brexit – consideration of evidence**
(15.05–15.20)
- 6 Forward work programme**
(15.20–15.50) (Pages 31 – 40)

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Agenda Item 3.1

David Rees AM
Chair
External Affairs and Additional Legislation Committee
National Assembly for Wales
Cardiff Bay
CF99 1NA

8 January 2019

Dear David

Thank you for the opportunity to meet with you to discuss your Committee's inquiry into *Wales' future relationship with Europe and the World*. It is an inquiry I very much welcome. The terms of reference of your inquiry state the wish to explore the National Assembly for Wales's own relationships with European networks and institutions and make recommendations on how these can be taken forward after Brexit.

The principle network to which this applies is the [Conference of European Regional Legislative Assemblies - CALRE](#). CALRE is a network in which our Parliament has participated at various levels since the Third Assembly. Since becoming Llywydd, I have participated in the 2016 Plenary hosted by the Lombardy (Italy) parliament and more recently in a Working Group on Language and Cultural Diversity, in Valencia. I consider CALRE to be a valuable network which has presented the opportunity for us to discuss and exchange policy and best parliamentary practice with a range of European legislatures. CALRE has provided opportunities to develop relationships both at parliamentary and personal levels.

Our future relations with CALRE

I was, regrettably, unable to attend the recent CALRE Plenary meeting, hosted by the Azores Parliament in Horta. I did however ask that a statement be communicated to the Plenary audience of fellow European Speakers. That statement is self-explanatory and is attached in **Annex A**. I am pleased to report that initial feedback on this statement indicated that CALRE Members are in

Croesewir gohebiaeth yn Gymraeg neu Saesneg / We welcome correspondence in Welsh or English



Elin Jones AC, Llywydd

Cynulliad Cenedlaethol Cymru

Elin Jones AM, Presiding Officer

National Assembly for Wales

principle content, and indeed enthusiastic, to facilitate our continued participation in its work post-Brexit; with the exact details of the practicalities of this to be determined following March 2019. A subsequent document “**Reflection about the future of CALRE**” issued following the plenary confirmed this aspiration for continued cooperation and the relevant excerpt is attached in **Annex B**.

As you will be aware, our other participation in EU specific networks is through the **Committee of the Regions** (CoR) in which we are currently represented by Mick Antoniw AM, along with Bethan Sayed AM as the alternate member.

We will continue to participate in this, as well as the *Congress of Local and Regional Authorities of the Council of Europe*, on which Vikki Howells AM sits, until our exit from the EU.

I do not expect our engagement with the other international network in which we participate, namely the *Commonwealth Parliamentary Association* (CPA) and the *British-Irish Parliamentary Assembly* (BIPA), to be directly affected by Brexit; though they may take on an increased significance for our Members, in light of any restrictions which impede our participation in engagement dependent on EU membership.

I should add that whilst your inquiry looks specifically at European networks and institutions, our Framework for International Engagement specifies that we will, in light of the EU referendum result, pursue proactive bilateral relations with other European parliaments. This is something I am keen to take forward as the figurehead of our Parliament.

I hope that this is helpful and of interest to the work of your inquiry.

Yours sincerely

Elin Jones AM
Llywydd



Elin Jones AC, Llywydd

Cynulliad Cenedlaethol Cymru

Elin Jones AM, Presiding Officer

National Assembly for Wales

ANNEX A

Dear President Ana Luís and fellow CALRE Members

May I firstly extend my warmest greetings to you all from the Welsh Parliament and apologies that I am unable to be with you in person at, what I am sure, is a very special Plenary meeting in the Azores. Can I also put on record my thanks and congratulations to President Ana Luis for her successful chairing of this year's CALRE Presidency.

The United Kingdom is leaving the European Union but we are not leaving Europe.

We in Wales very much value the friendship of our European neighbours and recognise the value of our continued cooperation as parliaments, to impart and exchange best practice between our democracies. I saw this, first hand, when I had the pleasure of attending the 2016 Plenary in Lombardy and, more recently, when I participated in CALRE's Working Group on Language and Cultural Diversity, hosted by the Valencian Parliament.

It is a priority for the National Assembly for Wales to enable a strong institutional response to constitutional change, including the outcome of the EU referendum. We will strive to do this through strengthening inter-parliamentary relations. Our parliamentary committees are actively examining these important matters in great detail.

We as a parliament remain interested in the work of CALRE and wherever possible will gladly contribute to its work in whatever way we can, including sharing best practice and experiences to help inform this work. Whilst recognising that this will no longer be possible as full Members, the fact remains that as a Welsh Parliament, we will continue to be an open and outward facing institution, promoting Wales on the international stage and opening our doors to the world.

Should CALRE be minded to examine ways to formally recognise this offer of continued engagement, I, on behalf of the Welsh Parliament would be willing to examine alternative membership options or formalised relations, which could facilitate our continued relationship and participation in the work of CALRE.

With a heavy heart but in the hope that we will continue to maintain inter-parliamentary relations I, on behalf of the National Assembly for Wales, thank you for the friendship and wish CALRE well in your future endeavours.

ELIN JONES AM, LLYWYDD
NATIONAL ASSEMBLY FOR WALES



ANNEX B

Excerpt from “Presidency of CALRE 2018 “Reflection about the future of CALRE” paper

1.3 Members

The future of Wales, Scotland and Northern Ireland participation in CALRE, in the context of the exit of the United Kingdom off the European Union, is, naturally, a matter of special importance, and it should be found the better regulatory perspective and solution to keep its inclusion in CALRE.

The challenge to CALRE, in this context, is to guarantee the continuity of the presence and contribution of those members, assuming that CALRE would be clearly weakened in the case of the withdrawal of Wales, Scotland and Northern Ireland, from a quantitative perspective, seeing the number of its members reduced and, in a significant way, the total populational weight of CALRE, and from a qualitative point of view, the lost of the contribution and proactivity of those members.

The members of CALRE welcome the stay of the United Kingdom regions after the Brexit as members of full right and through an exception to the rule that the members of CALRE should be from Member-States of the European Union, although they understand that the matter should be approached only after the exit of the United Kingdom and taking into account the content of its agreement, in the way that only then will be possible to have a clear and extensive view of the future relation, in general, of the United Kingdom with the EU and, particularly, in the scope of the regional and territorial cooperation.

David Rees AM
Chair, External Affairs and Additional Legislation
Committee
National Assembly for Wales
Cardiff Bay

8 January 2019

Dear David

Senedd and Elections (Wales) Bill

At its meeting this week, with the Deputy Presiding Officer in the chair, the Business Committee considered a paper from the Llywydd on the Senedd and Elections (Wales) Bill.

The Business Committee agreed to consult with both the Constitutional and Legislative Affairs Committee and the External Affairs and Additional Legislation Committee before reaching a decision on which committee to refer the Bill to for Stage 1 scrutiny.

Business Managers also decided to defer a decision on the proposed timetable for the Bill to allow the Committees time to consider the proposed timetable.

I enclose the Llywydd's paper for your consideration – please be aware that it is a private paper not for publication or circulation other than to committee members. I would be grateful if you could respond to me outlining your views on the potential for your committee to consider the general principles of the Bill and the proposed timetable for the Bill by Monday 14 January 2019.

Kind regards



Elin Jones AM
Y Llywydd and Chair of the Business Committee



Lesley Griffiths AC/AM
Gweinidog yr Amgylchedd, Ynni a Materion Gwledig
Minister for Environment, Energy and Rural Affairs

Llywodraeth Cymru
Welsh Government

Ein cyf/Our ref LG/0859/18

Mr David Rees AM
Chair of External Affairs and Additional Legislation Committee
National Assembly for Wales
Cardiff Bay
Cardiff
CF99 1NA

SeneddEAAL@assembly.wales

8 January 2019

Dear David,

UK Fisheries Bill – Supplementary Legislative Consent Memorandum

As the External Affairs and Additional Legislation Committee is scrutinising the Legislative Consent Memorandum for the Fisheries Bill, I would like to draw your attention to a Supplementary Legislative Consent Memorandum which has been laid today. I have attached a copy for your reference.

We have secured an amendment during the House of Commons Committee stage which makes provision to extend the National Assembly's legislative competence in relation to fishing, fisheries and fish health matters in relation to the Welsh Zone. This is a significant constitutional step forward and will enable the National Assembly for Wales to bring forward an Assembly Fisheries Bill in relation to Wales and the Welsh zone. The Welsh Government is of the view the National Assembly for Wales can already (and will continue to be able to) legislate in relation to Welsh fishing boats beyond Wales on the basis such legislation would be "in relation to Wales" for the purposes of section 108A(2)(b) of the 2006 Act.

The new clause 39 amends section 108A (legislative competence) of the Government of Wales Act 2006 ("2006 Act") and makes a number of further consequential changes to the 2006 Act.

The latest version of Bill is here:

<https://publications.parliament.uk/pa/bills/cbill/2017-2019/0278/18278.pdf>

Canolfan Cyswllt Cyntaf / First Point of Contact Centre:
0300 0604400

Bae Caerdydd • Cardiff Bay
Caerdydd • Cardiff
CF99 1NA

Gohebiaeth.Lesley.Griffiths@llyw.cymru
Correspondence.Lesley.Griffiths@gov.wales

Rydym yn croesawu derbyn gohebiaeth yn Gymraeg. Byddwn yn ateb gohebiaeth a dderbynnir yn Gymraeg yn Gymraeg ac ni fydd gohebu yn Gymraeg yn arwain at oedi.

We welcome receiving correspondence in Welsh. Any correspondence received in Welsh will be answered in Welsh and corresponding in Welsh will not lead to a delay in responding.

The Supplementary Memorandum also sets out an updated position on Clause 18, following concerns we raised in the Legislative Consent Memorandum laid on 15 November, and notes Welsh Government continues to work with UK Government to ensure we have the most appropriate and widest toolkit for the management of our Welsh fisheries as we exit the European Union.

I expect to lay a further Supplementary Memorandum at a later stage in the Bill process, following discussions with the UK Government about further amendments and prior to tabling a debate for the Assembly to consider consent to the LCM.

Regards,

A handwritten signature in black ink that reads "Lesley". The signature is written in a cursive style with a large, sweeping flourish at the end.

Lesley Griffiths AC/AM

Gweinidog yr Amgylchedd, Ynni a Materion Gwledig
Minister for Environment, Energy and Rural Affairs

SUPPLEMENTARY LEGISLATIVE CONSENT MEMORANDUM (MEMORANDUM NO 2)

Fisheries Bill

1. This Legislative Consent Memorandum is laid under Standing Order (“SO”) 29.2. SO29 prescribes that a Legislative Consent Memorandum must be laid, and a Legislative Consent Motion may be tabled, before the National Assembly for Wales if a UK Parliamentary Bill makes provision in relation to Wales for any purpose within, or which modifies the legislative competence of the National Assembly.
2. The Fisheries Bill (the “Bill”) was introduced in the House of Commons on 25 October 2018. The most recent version of the Bill (following House of Commons Committee consideration) was published on 17 December 2018 and can be found at:

[Bill documents — Fisheries Bill 2017-19 — UK Parliament](#)

Policy Objective

3. The UK Government’s stated policy objectives are to take back control of UK seas following the UKs exit from the European Union, providing a replacement to the Common Fisheries Policy.

Summary of the Bill

4. The Bill is sponsored by the Department for Environment, Food and Rural Affairs.
5. The Bill makes provision for:
 - policy objectives in relation to fisheries, fishing and aquaculture;
 - access to British fisheries;
 - the licensing of fishing boats;
 - the determination and distribution of fishing opportunities;
 - schemes to be established for charging for unauthorised catches of sea fish;
 - grants in connection with fishing, aquaculture or marine conservation;
 - the recovery of costs in respect of the exercise of public functions relating to fish or fishing;
 - to confer powers to make further provision in connection with fisheries, aquaculture or aquatic animals;
 - to make provision about byelaws and orders relating to the exploitation of sea fisheries; and for connected purposes.
6. The Bill also, at the request of Welsh Government, includes powers for Welsh Ministers.

Update on position since the publication of the first Legislative Consent Memorandum

7. The Welsh Government laid a Legislative Consent Memorandum in respect of the Bill on 15 November 2018, based on the version of the Bill as introduced to Parliament on 25 October 2018.
8. The Memorandum confirmed the Welsh Government was generally supportive of the Bill as drafted, other than Clause 18 (Power of Secretary of State to determine fishing opportunities). However, there were also two areas which had not been sufficiently addressed.
9. Firstly, the Bill did not address our concerns regarding the National Assembly's lack of Legislative Competence for fisheries matters beyond Wales (i.e. the National Assembly's legislative competence was not equivalent to the Welsh Ministers' executive competence in relation to fisheries matters). On 17 December, to address this issue, new clause 39 was agreed for inclusion in the Bill at Commons Committee stage and an explanation on this is covered in paragraphs 17 – 19 below.
10. Secondly, the Welsh Government wanted to see amendments to the Marine and Coastal Access Act 2009 ("2009 Act") included in the Bill which would allow Welsh Ministers to vary from time to time the conditions attached to any fishing permits issued by the Welsh Ministers pursuant to the 2009 Act. This will allow the Welsh Ministers to manage Welsh fisheries in a much more flexible and responsive way.
11. Welsh Government is in discussion with UK Government, with a view to securing an amendment on this matter at a later stage in the Bill process.
12. Clause 18 provides that the Secretary of State will set the total UK fishing opportunities (in terms of both the maximum quantity of sea fish and the maximum numbers of days that British fishing boats may spend at sea) only for the purposes of complying with international obligations in the UK. Whilst it is appropriate that the Secretary of State sets the overall total of fishing opportunities derived from coastal state negotiations when we leave the European Union, we noted we were not content with the drafting of clause 18 in the first Legislative Consent Memorandum relating to this Bill.
13. The UK Government view is clause 18 relates to international obligations which are reserved functions and a consent requirement is not therefore appropriate. Welsh Government remains of the view that it is appropriate for the UK Government to develop, refine and enter into international agreements, as it is a reserved matter. However, the implementation of international agreements in areas of devolved competence is not reserved, and falls within the Legislative Competence of the National Assembly for Wales. This was confirmed by the Supreme Court in *Reference of the UK Withdrawal from the EU (Legal Continuity) (Scotland) Bill* [2018] UKSC 64. As the term "International Obligations" (used in the Bill) is broad and may

cover the implementation of such an agreement, the Clause does impact on devolved competence and as such Assembly consent is required.

14. The exercise of this function will be subject (pursuant to clause 19) to a requirement to consult with the Welsh Ministers (and other UK fisheries administrations) and we also expect the exercise of this function to be subject to the Fisheries Management Framework Agreement which all of the UK fisheries administrations intend to agree as we exit the European Union.
15. Further amendments to the Bill are being discussed with UK Government. These include an amendment to the interim order making power set out in section 136 of the 2009 Act which would enable interim orders to be made by the Welsh Ministers for fisheries management purposes in situations that are not solely connected to protection of a Marine Conservation Zone (or a zone that may be designated as a Marine Conservation Zone). These no procedure Orders would allow Welsh Ministers to act quickly and responsively to prevent potential damage to our marine environment while more appropriate measures are developed in the usual way. This need to act quickly will be more acute once we exit the European Union and the Common Fisheries Policy no longer applies in Welsh waters.

Changes to the Bill since the publication of the first Legislative Consent Memorandum for which consent is required.

16. The following amendments which are relevant to Wales and are within the Legislative Competence of the National Assembly for Wales have been made to the Bill during Commons Committee consideration:
17. New clause 39 amends section 108A (legislative competence) of the Government of Wales Act 2006 (“2006 Act”) and makes a number of further consequential changes to the 2006 Act. A new section 108A(4A) is inserted which provides that references in subsections (2)(b) and (3) of section 108A to Wales includes the area of the Welsh zone in relation to fishing, fisheries or fish health. The effect is that, in relation to fishing, fisheries and fish health, the legislative competence of the National Assembly for Wales is extended to Wales and the Welsh zone.
18. The Welsh Government is of the view that the National Assembly for Wales can already (and will continue to be able to) legislate in relation to Welsh fishing boats beyond Wales on the basis that such legislation would be “in relation to Wales” for the purposes of section 108A(2)(b) of the 2006 Act.
19. Securing this amendment in the Bill is a significant constitutional step forward and will enable the National Assembly for Wales to bring forward an Assembly Fisheries Bill in relation to Wales, the Welsh zone and Welsh fishing boats beyond that zone in future.

20. Amendments to Clause 17 have been made so as to properly introduce the amended (and extended) provisions set out in Schedule 3 to the Bill.
21. New clause 41 makes a technical addition to the Bill by providing that any amendments to secondary legislation made by the Bill, and which could have been made under another enactment, have effect as if made under that enactment. The purpose of this provision is to ensure the amendment of statutory instruments by the Bill does not limit what can be done under the powers under which the instruments were originally made.
22. Paragraph 5 of Schedule 3 to the Bill (which makes consequential amendments to the Sea Fisheries (Conservation) Act 1967 (“1967 Act”) has been amended to make further changes to section 22 of the 1967 Act which provide that references to “British Fishing Boat” in that Act and subordinate legislation made under that Act will include a “foreign fishing boat”. This will ensure that the 1967 Act and any legislation already made pursuant to the same will apply equally to both domestic UK and foreign fishing boats.
23. New paragraphs 6 to 10 have also been added to Schedule 3 to the Bill in order to make consequential amendments (as a result of the repeal of section 4 of the 1967 Act by the Bill) to the Fishery Limits Act 1976, the Fisheries Act 1981, the Sea fish (Conservation) Act 1992, the Government of Wales Act 2006 and the Marine and Coastal Access Act 2009.
24. At the request of Welsh Government, a new paragraph 12 has been inserted into Schedule 3 to the Bill which amends the Sea Fishing (Licences and Notices) Regulations 1994 (S.I. 1994/2813) (“the 1994 Regulations”). The 1994 Regulations still apply in Wales but do not, presently, allow for changes in licences and notices to be notified to licence holders by publication on a website. The equivalent English, Scottish and Northern Irish Licences and Notices legislation has already been amended to this effect. This change is essential to the operation of the new fisheries management regime immediately following the coming into force of the relevant Bill provisions. The only practical way to ensure that the amendments to the 1994 Regulations come into force at the necessary time are to include these changes in the Bill. These and other essential changes (to ensure operability post coming into force of the new fisheries management regime) to the 1994 Regulations and the Regulations applying in England, Scotland and Northern Irish Licences and Notices are brought forward (following amendment) by Schedule 3 to the Fisheries Bill. Given the essential nature of both the proposed amendments to the 1994 Regulations and the timing of those amendments, the Welsh Government recommends that these changes are made in the UK Government’s Fisheries Bill.

25. Consent is required for the provisions because they modify the Assembly's legislative competence or because they fall within the Assembly's legislative competence.

Welsh Government position on the Bill as amended

26. Welsh Government welcomes the amendments made to the Bill during the House of Commons Committee consideration. Discussions continue with UK Government on some areas of the Bill, and if required, a further Supplementary Legislative Consent Memorandum will be laid.

Reasons for making these provisions for Wales in the Fisheries Bill

27. The Bill creates the primary legislative elements of the UK Framework for fisheries management and support post EU Exit. These provisions could only appropriately be applied through a UK Bill, providing a uniform set of powers, obligations and objectives.

Financial implications

28. There are no direct financial implications for Wales as a result of taking these provisions in this Bill.

Conclusion

29. It is the view of the Welsh Government that it is appropriate to deal with these provisions in this UK Bill as there needs to be a UK wide approach to create the Fisheries Framework which can only be done in a UK bill.

30. The amendments made to the Bill to date and the expected positive outcome from ongoing discussions with UK Government, are expected to address the remaining concerns set out above and in the first Legislative Consent Memorandum.

Lesley Griffiths AM
Minister for Environment, Energy and Rural Affairs
January 2019

Agenda Item 6

By virtue of paragraph(s) ix of Standing Order 17.42

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