



Council of the  
European Union

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**Interinstitutional File:**  
**2022/0418(NLE)**

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**AVIATION 321**  
**RELEX 1748**  
**ASIE 110**

**PROPOSAL**

From:	Secretary-General of the European Commission, signed by Ms Martine DEPREZ, Director
date of receipt:	15 December 2022
To:	Ms Thérèse BLANCHET, Secretary-General of the Council of the European Union
No. Cion doc.:	COM(2022) 726 final
Subject:	Proposal for a COUNCIL DECISION on the signing, on behalf of the European Union, of the Agreement between the European Union and Japan on certain aspects of air services

Delegations will find attached document COM(2022) 726 final.

Encl.: COM(2022) 726 final



EUROPEAN  
COMMISSION

Brussels, 15.12.2022  
COM(2022) 726 final

2022/0418 (NLE)

Proposal for a

**COUNCIL DECISION**

**on the signing, on behalf of the European Union, of the Agreement between the  
European Union and Japan on certain aspects of air services**

## **EXPLANATORY MEMORANDUM**

### **1. CONTEXT OF THE PROPOSAL**

- **Reasons for and objectives of the proposal**

Following the judgements of the Court of Justice in the so-called “Open Skies” cases, on 5 June 2003 the Council authorised the Commission to open negotiations with third countries on the replacement of certain provisions in existing bilateral air services agreements with an agreement at Union level (the “horizontal authorisation”). The objectives of such agreements are to give all EU air carriers non-discriminatory access to routes between the European Union and third countries, and hence to bring bilateral air services agreements between Member States and third countries in line with Union law.

- **Consistency with existing policy provisions in the policy area**

The provisions of the Agreement supersede the corresponding existing provisions in 13 bilateral air services agreements between Member States and Japan.

- **Consistency with other Union policies**

The Agreement will serve a fundamental objective of the external aviation policy of the Union by bringing existing bilateral air services agreements in line with Union law.

### **2. LEGAL BASIS, SUBSIDIARITY AND PROPORTIONALITY**

- **Legal basis**

Articles 100(2) and 218(5) TFEU.

- **Subsidiarity (for non-exclusive competence)**

The Union has exclusive external competence in the field of air transport agreements. Furthermore, the objectives of the Agreement cannot be adequately achieved by the Member States as the matters covered by the Agreement are of horizontal nature. Action at Union level is more effective as the Union has a greater negotiating power than individual Member States. This single agreement will cover the relevant provisions of all bilateral air services agreements between Member States and Japan. Lastly, the proposal is entirely based on the “horizontal authorisation” granted by the Council, taking into account the issues covered by Union law and bilateral air services agreements.

- **Proportionality**

The Agreement will amend or complement provisions in bilateral air services agreements only to the extent necessary to ensure compliance with Union law.

- **Choice of the instrument**

The Agreement between the Union and Japan is the most efficient instrument to bring all existing bilateral air services agreements between Member States and Japan into conformity with Union law.

### **3. RESULTS OF EX-POST EVALUATIONS, STAKEHOLDER CONSULTATIONS AND IMPACT ASSESSMENTS**

- **Ex-post evaluations/fitness checks of existing legislation**

Not applicable.

- **Stakeholder consultations**

In line with Article 218(4) TFEU, the Commission has conducted the negotiations in consultation with a special committee. Industry has equally been consulted during the negotiations. Comments made in this process have been taken into account. The Member States concerned verified the accuracy of the references to the bilateral air services agreements. Industry underlined the importance of a sound legal basis for their commercial operations.

- **Collection and use of expertise**

Not applicable.

- **Impact assessment**

Not applicable.

- **Regulatory fitness and simplification**

The proposal provides for simplification of legislation. The relevant provisions of bilateral air services agreements between Member States and Japan will be superseded by provisions in one single agreement.

- **Fundamental rights**

Not applicable.

### **4. BUDGETARY IMPLICATIONS**

The proposal has no implication for the budget of the Union.

### **5. OTHER ELEMENTS**

- **Implementation plans and monitoring, evaluation, and reporting arrangements**

The Parties to the Agreement shall notify each other in writing through diplomatic channels about the completion of their respective internal procedures necessary for the entry into force of the Agreement. The Agreement shall enter into force on the date of the later notification.

The Record of Consultations to the initialled Agreement includes commitments on both sides regarding the implementation and application of the Agreement to ensure that any future arrangements on air services between Japan and EU Member States will be fully consistent with Article 2 of the Agreement. Both parties have also expressed their intention to promote regular exchanges of views on aviation matters and issues related to the Agreement.

- **Explanatory documents (for directives)**

Not applicable.

- **Detailed explanation of the specific provisions of the proposal**

International aviation relations between Member States and third countries have traditionally been governed by bilateral air services agreements between Member States and third countries, the annexes to such agreements and other related bilateral or multilateral arrangements.

However, traditional designation clauses in Member States' bilateral air services agreements infringe Union law. They allow a third country to reject, withdraw or suspend the permissions or authorisations of an air carrier that has been designated by a Member State but that is not substantially owned and effectively controlled by that Member State or its nationals. This has been found to constitute discrimination against EU air carriers established in the territory of a Member State but owned and controlled by nationals of other Member States. This is contrary to Article 49 of the Treaty on the Functioning of the European Union which guarantees nationals of Member States who have exercised their freedom of establishment the same treatment in the host Member State as that accorded to nationals of that Member State.

In accordance with the mechanisms and directives in the Annex to the “horizontal authorisation”, the Commission has negotiated an Agreement with Japan that supersedes certain provisions in the existing bilateral air services agreements between Member States and Japan. Article 2 of the Agreement replaces the traditional designation clauses with an EU designation clause, permitting all EU carriers to benefit from the right of establishment.

The negotiations on the Agreement having been successfully concluded, it should be signed on behalf of the European Union. A decision to this effect is proposed herewith.

Proposal for a

## **COUNCIL DECISION**

**on the signing, on behalf of the European Union, of the Agreement between the European Union and Japan on certain aspects of air services**

THE COUNCIL OF THE EUROPEAN UNION,

Having regard to the Treaty on the Functioning of the European Union, and in particular Article 100(2), in conjunction with Article 218(5) thereof,

Having regard to the proposal from the European Commission,

Whereas:

- (1) On 5 June 2003, the Council authorised the Commission to open negotiations with third countries on the superseding of certain provisions in existing bilateral agreements with an agreement at Union level.
- (2) The Commission has negotiated, on behalf of the Union, an Agreement with Japan on certain aspects of air services ('the Agreement'). The negotiations were successfully concluded by the initialling of the Agreement on 21 September 2022.
- (3) The objective of the Agreement is to bring bilateral air services agreements between 13 Member States and Japan in line with Union law.
- (4) Therefore, the Agreement should be signed on behalf of the Union, subject to its conclusion at a later date,

HAS ADOPTED THIS DECISION:

### *Article 1*

The signing of the Agreement between the European Union and Japan on certain aspects of air services ('the Agreement') is hereby approved on behalf of the Union, subject to its conclusion<sup>1</sup>.

### *Article 2*

The Council Secretariat General shall establish the instrument of full powers to sign the Agreement, subject to its conclusion, for the person(s) indicated by the Commission.

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<sup>1</sup> The text of the Agreement will be published together with the decision on its conclusion.

*Article 3*

This Decision shall enter into force on the day of its adoption.

Done at Brussels,

*For the Council  
The President*