

# Civil Aviation (Consumer Protection and Regulatory Reform) Bill [HL]

---

---

SECOND MARSHALLED  
LIST OF AMENDMENTS  
TO BE MOVED  
IN GRAND COMMITTEE

---

*The amendments have been marshalled in accordance with the Instruction of 2nd June 2026, as follows –*

Clauses 1 and 2	Schedule 2
Schedule 1	Clauses 6 to 13
Clauses 3 to 5	Title

*[Amendments marked ★ are new or have been altered]*

**Amendment  
No.**

**Clause 4**

BARONESS GRENDER

- 60 Clause 4, page 4, line 27, at end insert –
- “(aa) after subsection (6) insert –
- “(6A) Where the Secretary of State makes a direction under this section, the Secretary of State must first –
- (a) consult persons likely to be affected by the direction, including communities in the vicinity of any airport or airspace affected,
  - (b) undertake an environmental impact assessment in respect of the proposed direction, and
  - (c) undertake a noise impact assessment in respect of the proposed direction.”;

***Member's explanatory statement***

*This amendment would require the Secretary of State to consult affected communities and complete environmental and noise impact assessments before making a direction under section 2 of the Air Traffic Management and Unmanned Aircraft Act 2021. It seeks to ensure that the exercise of the direction-making power is subject to scrutiny and community engagement.*

**After Clause 4**

LORD GRAYLING

61 After Clause 4, insert the following new Clause—

**“Directions about implementation: consultation**

Before issuing a direction relating to the redesign or management of airspace using the powers granted under section 4, the Secretary of State must undertake a targeted consultation, lasting not less than 28 days, with representatives of local communities, local authorities, and airport operators likely to be affected by the proposed changes to flight paths or noise distribution.”

***Member's explanatory statement***

*This amendment introduces a statutory requirement for the Secretary of State to conduct a brief, 28-day targeted consultation with affected local communities and authorities prior to directing flight path alterations or airspace redesigns via the UK Airspace Design Service.*

LORD TUNNICLIFFE

*As an amendment to Amendment 61*

62 After “authorities” insert “, representatives of the British Airline Pilots’ Association”

***Member's explanatory statement***

*This amendment would require the Secretary of State to consult the trade union for UK pilots as part of the consultation outlined in the amendment tabled by Lord Grayling.*

LORD HOLMES OF RICHMOND

63 After Clause 4, insert the following new Clause—

**“Blockchain-based audit trail for airspace change programmes**

- (1) The Secretary of State must by regulations require the CAA to establish and maintain an immutable distributed ledger record (“the airspace change audit trail”) in respect of every airspace change programme regarding which a direction is given under section 2 or section 3 of the Air Traffic Management and Unmanned Aircraft Act 2021.
- (2) The airspace change audit trail must record—
  - (a) the date on which each airspace change proposal was approved and the terms of that approval;
  - (b) each direction given under section 2 or section 3 of the Air Traffic Management and Unmanned Aircraft Act 2021, the date on which it was given, and the recipient;
  - (c) implementation milestones reached and the dates on which they were reached;

- (d) any compliance actions taken, including enforcement steps and their outcomes.
- (3) Records in the airspace change audit trail must be –
  - (a) cryptographically secured against retrospective alteration;
  - (b) accessible to the Secretary of State and to the CAA on request;
  - (c) retained for not less than 15 years from the date of each entry.
- (4) The regulations are to be made by statutory instrument.
- (5) A statutory instrument containing regulations under this section may not be made unless a draft of the instrument has been laid before, and approved by a resolution of, each House of Parliament.”

***Member's explanatory statement***

*This amendment seeks to require the CAA to establish a blockchain-based audit trail for airspace change programmes, recording approved changes, implementation milestones, direction notices, and compliance actions in a tamper-proof distributed ledger.*

**Clause 6**

LORD MOYLAN

64 Clause 6, page 6, line 14, leave out paragraph (c)

***Member's explanatory statement***

*This amendment probes the rationale for allowing charges to be imposed on persons who do not use, cannot use, do not benefit from, or cannot benefit from the air traffic and air navigation services concerned.*

LORD KIRKHOPE OF HARROGATE

65 Clause 6, page 6, line 28, at end insert –

“(4A) After section 80 (Secretary of State’s duties) insert –

**“80A Consideration of growth and sustainability of general aviation in relation to charges**

In exercising functions relating to charges for air traffic and air navigation services, the Secretary of State and the CAA must have regard to –

- (a) the desirability of promoting the growth and sustainability of general aviation, and
- (b) the desirability of ensuring that persons carrying out general aviation activities are not subject to charges which are disproportionate to the use made by such persons of air traffic and air navigation services.”

**Member's explanatory statement**

*This amendment requires the Secretary of State and the Civil Aviation Authority to have regard to the growth and sustainability of general aviation (i.e. civil aviation activities other than commercial air transport) and to the desirability of ensuring that charges imposed on persons carrying out general aviation activities are proportionate to the use made by such persons of air traffic and air navigation services.*

**After Clause 6**

LORD DAVIES OF GOWER

**65A** After Clause 6, insert the following new Clause –

**“Instrument flight training**

The Civil Aviation Authority, in authorising instrument approach procedures for a civil aviation airfield or for a military airfield where civil aviation use is permitted, must require that the airfield offers a facility for instrument flight training, examination and qualification renewal.”

LORD BERKELEY

**65B** After Clause 6, insert the following new Clause –

**“Air ambulance operations: regulations**

- (1) The Secretary of State may by regulations make provision for the purpose of supporting the operation of air ambulance services in civil aviation.
- (2) Regulations under this section may, in particular, make provision about –
  - (a) access to airport and aerodrome facilities;
  - (b) access to airspace and air navigation services;
  - (c) the treatment of air ambulance operations in aviation planning and operational decisions.
- (3) Before making regulations under this section, the Secretary of State must consult the CAA, air ambulance operators, airport operators and such other persons as the Secretary of State considers appropriate.
- (4) Regulations under this section are to be made by statutory instrument.
- (5) A statutory instrument containing regulations under this section may not be made unless a draft of the instrument has been laid before, and approved by a resolution of, each House of Parliament.”

**Member's explanatory statement**

*This amendment would allow the Secretary of State to make regulations supporting the operation of air ambulance services in civil aviation.*

LORD BERKELEY

65C After Clause 6, insert the following new Clause –

**“Satellite navigation services**

- (1) Within six months of the day on which this Act is passed, the Secretary of State must publish a report on the availability of satellite navigation services for civil aviation in the United Kingdom.
- (2) The report must include an assessment of the case for securing United Kingdom access to the European Geostationary Navigation Overlay Service or an equivalent service.
- (3) The Secretary of State must lay the report before Parliament.”

***Member's explanatory statement***

*This amendment would require the Secretary of State to report on satellite navigation services for civil aviation, including access to EGNOS or an equivalent service.*

**Clause 7**

LORD GRAYLING

66 Clause 7, page 7, leave out lines 18 to 27 and insert –

- “(a) allocating additional capacity created at an existing airport or a new airport where the affected air carriers have failed to reach a voluntary commercial agreement within a reasonable timeframe;
- (b) as to the circumstances in which, the terms on which and the procedure by which, slots may be transferred, exchanged or withdrawn where there is no agreement between the commercial parties about the slots;
- (c) determining the temporary reallocation or suspension of unused slots during a period of international crisis;”

***Member's explanatory statement***

*This amendment strictly limits the Secretary of State's power to intervene in airport slot allocation to distinct scenarios: managing unused slots during international crises, handling entirely new airports, or distributing newly created capacity where commercial airlines fail to reach an agreement, thereby preventing broader state intervention in functioning commercial slot markets.*

LORD EMPEY

67 Clause 7, page 8, line 2, at end insert –

- “(2A) The regulations must make provision to ensure adequate slots at hub airports are allocated to flights from regional airports in the United Kingdom.
- (2B) In subsection (2A) –

“hub airport” means an airport used as a transfer point for passengers from one flight to another in order to complete a route;

“adequate” means at such a level so as to maintain national air infrastructure and regional economic growth.”

***Member's explanatory statement***

*This amendment obliges the Secretary of State to regulate so that sufficient access to slots at hub airports such as Heathrow is allocated to flights from regional UK destinations.*

LORD GRAYLING

68 Clause 7, page 8, leave out lines 4 to 6

***Member's explanatory statement***

*This amendment removes the criminal and judicial provision in the enforcement of the slot regime.*

BARONESS GRENDER  
BARONESS PIDGEON

69 Clause 7, page 8, line 16, at end insert –

“(4A) The Secretary of State may not make regulations under this section that would have the effect of facilitating airport expansion unless the Secretary of State has first –

- (a) consulted persons likely to be affected by the proposed expansion, including communities in the vicinity of the airport,
- (b) undertaken an environmental impact assessment of the proposed expansion, and
- (c) undertaken a noise impact assessment of the proposed expansion.”

***Member's explanatory statement***

*This amendment would prevent the Secretary of State from making regulations that facilitate airport expansion unless they have first consulted affected communities, completed an environmental impact assessment, and completed a noise impact assessment. It ensures that proper scrutiny and community engagement take place before any expansion can be progressed through secondary legislation.*

LORD MOYLAN

70 Clause 7, page 8, line 19, at end insert –

“(6) Before making regulations under this section the Secretary of State must consult –

- (a) air carriers,
- (b) airport operators, and
- (c) such persons as the Secretary of State considers appropriate.”

***Member's explanatory statement***

*This amendment requires the Secretary of State to consult airlines, airport operators and other affected persons before making regulations under this section.*

LORD MOYLAN

71 Clause 7, page 8, line 24, leave out “, other than excluded regulations,”

***Member's explanatory statement***

*This amendment would ensure that all regulations made under new section 34A of the Airports Act 1986, including temporary regulations modifying or disapplying slot usage requirements, are subject to the affirmative procedure.*

LORD MOYLAN

72 Clause 7, page 8, leave out lines 28 to 31

***Member's explanatory statement***

*This amendment would ensure that all regulations made under new section 34A of the Airports Act 1986, including temporary regulations modifying or disapplying slot usage requirements, are subject to the affirmative procedure.*

**After Clause 7**

LORD HARPER

73 After Clause 7, insert the following new Clause –

**“Oversight of airport slot coordinator**

- (1) The CAA must exercise formal regulatory oversight over any person appointed as a slot coordinator under Article 4 of UK Regulation (EC) No 95/93 or exercising functions under the Airports Slot Allocation Regulations 2006 (S.I. 2006/2665).
- (2) For the purposes of subsection (1), the CAA is granted powers to audit and scrutinise the actions, allocation methodologies, and decision-making processes of the coordinator to ensure compliance with applicable regulations and statements of policies issued by the Secretary of State.
- (3) The CAA must monitor and oversee the governance of the coordinator, with particular reference to –
  - (a) the coordinator’s compliance with statements of policies issued by the Secretary of State and applicable regulations, and
  - (b) the transparency and independence of the coordinator's institutional structures.”

**Member's explanatory statement**

*This amendment places the appointed airport slot coordinator under the formal regulatory oversight of the Civil Aviation Authority, requiring the coordinator to act in the interest of consumers and maintain transparent governance standards.*

## LORD HOLMES OF RICHMOND

74 After Clause 7, insert the following new Clause –

**“Slot audit trail**

- (1) The Secretary of State must by regulations require the person appointed or approved to exercise slot allocation functions to establish and maintain an immutable distributed ledger record (“the slot audit trail”) of all slot transactions at designated airports.
- (2) The slot audit trail must record –
  - (a) every allocation of a slot to an air carrier, including the basis on which the allocation was made;
  - (b) every transfer or exchange of a slot, including the identity of the transferring and receiving carriers and any consideration given;
  - (c) every withdrawal of a slot and the grounds for withdrawal;
  - (d) slot usage data for each allocated slot in each scheduling period.
- (3) The slot audit trail must be –
  - (a) cryptographically secured against retrospective alteration;
  - (b) accessible to the CAA and to the Secretary of State on request;
  - (c) published in anonymised, aggregated form annually.
- (4) The CAA may investigate any transaction recorded in the slot audit trail and may use the audit trail as evidence in enforcement proceedings.
- (5) Regulations under this section are to be made by statutory instrument.
- (6) A statutory instrument containing regulations under this section may not be made unless a draft of the instrument has been laid before, and approved by a resolution of, each House of Parliament.”

**Member's explanatory statement**

*This amendment seeks to require slot regulations to include a blockchain-based audit trail for all slot transactions at designated airports, recording allocations, transfers, withdrawals, and usage data in a tamper-proof ledger.*

LORD HOLMES OF RICHMOND

75 After Clause 7, insert the following new Clause –

**“Environmental conditions for use of slots**

- (1) The Secretary of State must by regulations make provision for environmental conditions to be attached to the holding and use of slots at designated airports.
- (2) The environmental conditions must include –
  - (a) a requirement that air carriers holding slots at designated airports demonstrate measurable progress against emissions reduction targets as a condition of retaining those slots in successive scheduling periods;
  - (b) a requirement that the slot co-ordinator weight allocation decisions, where all other criteria are equal, in favour of operations using more fuel-efficient aircraft or sustainable aviation fuel.
- (3) The Secretary of State must by regulations specify the emissions reduction targets applicable under subsection (2)(a), which must be consistent with the United Kingdom’s obligations under the Climate Change Act 2008.
- (4) Regulations under this section are to be made by statutory instrument.
- (5) A statutory instrument containing regulations under this section may not be made unless a draft of the instrument has been laid before, and approved by a resolution of, each House of Parliament.”

***Member's explanatory statement***

*This amendment seeks to build environmental conditions into slot regulations from the outset, requiring emissions performance as a condition of slot retention and favouring more fuel-efficient operations in allocation decisions.*

**Clause 8**

LORD MOYLAN

76 Clause 8, page 9, line 15, leave out “CAA may by rules (to be known as “CAA rules”)” and insert “Secretary of State may by regulations”

***Member's explanatory statement***

*This amendment would provide for CAA rules to be made by regulations by the Secretary of State.*

LORD MOYLAN

77 Clause 8, page 10, line 23, at end insert –

- “(7A) Before making regulations under subsection (7), the Secretary of State must publish a statement setting out the principles underlying the exceptions to the CAA’s power to make CAA rules.

- (7B) The statement under subsection (7A) must explain how those principles apply to the provision, matters or purposes specified in the regulations.”

***Member's explanatory statement***

*This amendment would require the Secretary of State to publish the principles underlying the exceptions to the CAA's delegated rule-making power, in line with the recommendation of the Delegated Powers and Regulatory Reform Committee.*

LORD TUNNICLIFFE

- 78 Clause 8, page 10, line 30, at end insert –

“(aa) representatives of the British Airline Pilots' Association, and”

***Member's explanatory statement***

*This amendment would require the CAA to consult the trade union for UK pilots when making CAA rules as provided for in Clause 8.*

LORD MOYLAN

- 79 Clause 8, page 10, line 31, at end insert “, or as the Secretary of State may direct.”

***Member's explanatory statement***

*This amendment would require the CAA to consult such persons as the Secretary of State may direct when making CAA rules, in addition to those the CAA itself considers appropriate.*

BARONESS GREY-THOMPSON  
BARONESS BRINTON

- 80 Clause 8, page 10, line 34, at end insert –

“(2A) If, after carrying out the consultation required by subsection (1), the CAA proposes to make CAA rules that would have a significant impact on the rights, the safety or the travel experience of disabled persons or persons with reduced mobility, the CAA must publish a disability impact assessment before publishing a notice of its intention to implement this new regulation.”

***Member's explanatory statement***

*This amendment requires the CAA to publish a wide disability impact assessment before implementing significant new regulations on the matter.*

LORD MOYLAN

- 81 Clause 8, page 12, line 9, leave out “a document” and insert “guidance”

***Member's explanatory statement***

*This amendment probes the Government's decision to describe the Secretary of State's priorities and objectives statement as a “document” rather than as guidance, and seeks clarity on the intended legal status and effect of that document.*

LORD MOYLAN

82 Clause 8, page 12, line 13, leave out “document” and insert “guidance”

***Member's explanatory statement***

*This amendment is consequential on Lord Moylan’s amendment to clause 8, page 12, line 9.*

LORD MOYLAN

83 Clause 8, page 12, line 26, at end insert –

- “(g) set out how the exercise of the CAA's rule-making functions will strengthen –
  - (i) air connectivity between all parts of the United Kingdom, and
  - (ii) connectivity between the nations and regions of the United Kingdom.”

***Member's explanatory statement***

*This amendment requires the document setting out the Secretary of State's priorities and objectives for the CAA's rule-making functions to address how those functions will strengthen air connectivity and union connectivity between all parts and all nations and regions of the United Kingdom.*

LORD HARPER

84 Clause 8, page 12, line 26, at end insert –

- “(g) set out how the CAA will have regard to the seventh carbon budget in exercising its functions under this Act, including any implications for aviation demand and consumer access to air travel.”

***Member's explanatory statement***

*This amendment probes whether the CAA will be required to have regard to the seventh carbon budget in exercising its functions and what that would mean for aviation demand and consumer access to air travel.*

LORD MOYLAN

85 Clause 8, page 12, line 27, leave out “document” and insert “guidance”

***Member's explanatory statement***

*This amendment is consequential on Lord Moylan’s amendment to clause 8, page 12, line 9.*

LORD MOYLAN

86 Clause 8, page 12, line 29, leave out “document” and insert “guidance”

**Member's explanatory statement**

*This amendment is consequential on Lord Moylan's amendment to clause 8, page 12, line 9.*

LORD MOYLAN

87 Clause 8, page 12, line 32, leave out "document" and insert "guidance"

**Member's explanatory statement**

*This amendment is consequential on Lord Moylan's amendment to clause 8, page 12, line 9.*

LORD MOYLAN

88 Clause 8, page 12, line 33, leave out "a revised document" and insert "revised guidance"

**Member's explanatory statement**

*This amendment is consequential on Lord Moylan's amendment to clause 8, page 12, line 9.*

LORD BARBER OF AINSDALE  
LORD KIRKHOPE OF HARROGATE

89 Clause 8, page 12, leave out lines 34 to 38 and insert –

- “(6) The Secretary of State –
- (a) must consult the CAA and such other persons appearing to the Secretary of State to represent the interests of users and other persons affected by the exercise of the CAA's rule-making functions as the Secretary of State considers appropriate in preparing or revising the document, and
  - (b) may not issue the document unless the consultation required by paragraph (a) has been carried out.”

**Member's explanatory statement**

*This amendment removes the requirement for the agreement of the Civil Aviation Authority before the statement of priorities and objectives may be issued, and requires consultation with representative bodies and other persons affected by the exercise of the CAA's rule-making functions.*

LORD MOYLAN

90 Clause 8, page 12, line 35, leave out "document" and insert "guidance"

**Member's explanatory statement**

*This amendment is consequential on Lord Moylan's amendment to clause 8, page 12, line 9.*

LORD MOYLAN

91 Clause 8, page 12, leave out lines 37 and 38

***Member's explanatory statement***

*This amendment and another to clause 8 in the name of Lord Moylan would prevent the CAA from having a veto over the Secretary of State's priorities and objectives document.*

LORD MOYLAN

- 92 Clause 8, page 12, line 37, leave out “document” and insert “guidance”

***Member's explanatory statement***

*This amendment is consequential on Lord Moylan's amendment to clause 8, page 12, line 9.*

LORD MOYLAN

- 93 Clause 8, page 12, line 38, leave out “document” and insert “guidance”

***Member's explanatory statement***

*This amendment is consequential on Lord Moylan's amendment to clause 8, page 12, line 9.*

LORD MOYLAN

- 94 Clause 8, page 12, line 40, leave out “document” and insert “guidance”

***Member's explanatory statement***

*This amendment is consequential on Lord Moylan's amendment to Clause 8, page 12, line 9.*

LORD BARBER OF AINSDALE  
LORD KIRKHOPE OF HARROGATE

- 95 Clause 8, page 13, leave out lines 17 to 19 and insert—

“(5) The Secretary of State must—

- (a) publish any direction given under this section and any variation or revocation of such a direction, and
- (b) lay before Parliament a copy of any such direction, variation or revocation.”

***Member's explanatory statement***

*This amendment would require the Secretary of State to lay before Parliament any direction, as well any variation or revocation of a direction, made under new section 61G.*

## LORD HOLMES OF RICHMOND

96 Clause 8, page 13, line 19, at end insert –

**“61GA AI aviation standards**

- (1) CAA rules must include provision establishing technical standards applicable to artificial intelligence systems used in regulated civil aviation functions (“AI aviation standards”).
- (2) The AI aviation standards must include requirements relating to –
  - (a) transparency and explainability of artificial intelligence systems used in or to assist air traffic management,
  - (b) human oversight obligations applying to every safety-critical civil aviation decision informed by an artificial intelligence system,
  - (c) certification standards for artificial intelligence systems used in autonomous or remotely piloted civil aircraft operating in UK-managed airspace, and
  - (d) bias audit requirements for artificial intelligence systems used in regulated civil aviation functions.
- (3) The CAA must review the AI aviation standards at intervals of not more than two years and must update them to reflect developments in aviation technology and practice.”

***Member's explanatory statement***

*This amendment seeks to require CAA rules to include AI-specific technical standards for regulated civil aviation functions, covering transparency and explainability requirements for AI-assisted air traffic management, mandatory human oversight for safety-critical decisions, autonomous aircraft certification standards, and bias auditing.*

## LORD MOYLAN

97 Clause 8, page 13, line 21, leave out “may” and insert “must”

***Member's explanatory statement***

*This amendment, and another amendment to clause 8 in the name of Lord Moylan, would require the CAA to prepare and publish up-to-date consolidated versions of CAA rules, rather than leaving publication to the CAA’s discretion.*

## LORD MOYLAN

98 Clause 8, page 13, line 22, leave out “, or any part of, the”

***Member's explanatory statement***

*This amendment would require the CAA to prepare and publish up-to-date consolidated versions of CAA rules, rather than leaving publication to the CAA’s discretion.*

LORD MOYLAN

99 Clause 8, page 13, line 25, after “may” insert “not”

*Member's explanatory statement*

*This amendment would prohibit the CAA from charging a fee for providing a person with a paper copy of text published under this section.*

LORD MOYLAN

100 Clause 8, page 13, line 25, leave out “reasonable”

*Member's explanatory statement*

*This amendment, and another amendment to clause 8 in the name of Lord Moylan, would prohibit the CAA from charging a fee for providing a person with a paper copy of text published under this section.*

LORD MOYLAN

101 Clause 8, page 14, leave out lines 1 to 11

*Member's explanatory statement*

*This amendment deletes a Henry VIII provision.*

LORD BARBER OF AINSDALE

101A Clause 8, page 14, line 11, at end insert –

**“61K Flight crew and safe operation of commercial air transport**

- (1) In making CAA rules under sections 61A to 61J, the CAA must have regard to the need to ensure that the aviation sector has access to a sufficient number of appropriately trained flight crew, in particular pilots engaged in commercial air transport operations, to support the safe and efficient operation of such services in the United Kingdom.
- (2) The CAA must publish an annual report of the workforce capacity considerations made under subsection (1), including –
  - (a) the availability of appropriately trained pilots,
  - (b) the capacity of training provision to meet operational requirements for pilots, and
  - (c) factors affecting entry into the profession of pilot, including cost.
- (3) The first report under subsection (2) must be published within the period of six months beginning with the day on which this section comes into force.
- (4) The CAA must provide the Secretary of State with a copy of the report in subsection (2), and the Secretary of State must lay it before Parliament.’

BARONESS GRENDER  
LORD MOYLAN

102 Clause 8, page 14, line 31, leave out “negative” and insert “affirmative”

***Member's explanatory statement***

*This amendment changes the power in section 61A(7) of the Civil Aviation Act 1982 to an affirmative procedure, in the light of the recommendations from the DPPRC.*

**After Clause 8**

LORD BERKELEY

102A After Clause 8, insert the following new Clause –

**“Airfield advisory team**

- (1) The Civil Aviation Authority must establish or designate an airfield advisory team to advise the Civil Aviation Authority on matters affecting civil licensed aerodromes and general aviation airfields which it considers should be taken into account when the Civil Aviation Authority discharges its regulatory functions.
- (2) The airfield advisory team must meet at least once every six months.
- (3) The Civil Aviation Authority must consult such stakeholders as it considers appropriate on the membership and functions of the airfield advisory team.”

***Member's explanatory statement***

*This amendment would require the CAA to establish or designate an airfield advisory team to advise on matters affecting aerodromes and general aviation airfields.*

**After Clause 9**

BARONESS GRENDER

103 After Clause 9, insert the following new Clause –

**“Report on commercial pilot licence holders**

- (1) The CAA must annually prepare and publish a report on holders of licences issued or recognised by the CAA which authorise the holder to act as a pilot in commercial air transport operations.
- (2) A report under subsection (1) must include anonymised statistical information and an analysis of trends in relation to –
  - (a) age,
  - (b) sex,
  - (c) ethnicity, and
  - (d) such other demographic characteristics as the CAA considers appropriate.
- (3) The analysis under subsection (2) must, in particular, consider –

- (a) changes over time in the composition of the commercial pilot workforce,
  - (b) risks relating to workforce sustainability and future pilot supply, and
  - (c) any implications for the safety, efficiency or resilience of commercial air transport operations.
- (4) Information published under this section must not identify any individual licence holder.”

***Member's explanatory statement***

*This amendment would require the CAA to publish an annual report containing both anonymised statistical information and analysis of demographic trends relating to holders of licences authorising commercial air transport operations.*

BARONESS GRENDER

104 After Clause 9, insert the following new Clause –

**“UK-EU mutual recognition in aviation and aerospace**

- (1) The Secretary of State must, in exercising functions under this Act and the Civil Aviation Act 1982, have regard to the importance of achieving mutual recognition between the United Kingdom and the European Union in relation to –
- (a) pilot licences and pilot training approvals,
  - (b) aircraft maintenance engineer licences, including Part 66 licences,
  - (c) aircraft parts certification and maintenance organisation approvals, including under Part 145, and
  - (d) such other aviation and aerospace regulatory matters as the Secretary of State considers appropriate.
- (2) In carrying out the duty in subsection (1), the Secretary of State must have regard to the importance of –
- (a) securing arrangements that reflect the extent to which United Kingdom and European Union regulatory requirements in civil aviation remain aligned, and
  - (b) continued engagement through the Specialised Committee on Aviation Safety established under the UK-EU Trade and Cooperation Agreement.
- (3) Within six months of this section coming into force, and annually thereafter, the Secretary of State must lay before Parliament a report on progress made towards achieving mutual recognition in the matters referred to in subsection (1).”

***Member's explanatory statement***

*This amendment confers a duty on the Secretary of State to pursue UK-EU mutual recognition across pilot licences and training approvals, aircraft maintenance engineer licences, and aircraft parts certifications, and requires a report on progress in achieving mutual recognition to be laid before Parliament within six months of Royal Assent, and annually thereafter.*

BARONESS GRENDER  
BARONESS PIDGEON

105 After Clause 9, insert the following new Clause—

**“Limitation on powers for the purposes of airport expansion**

No power in this Act may be for the purposes of, or in connection with, the facilitation of airport expansion.”

*Member's explanatory statement*

*This amendment prohibits powers in this Bill from being used for the purposes of airport expansion.*

EARL RUSSELL

106 After Clause 9, insert the following new Clause—

**“Report on the impact of this Act on passenger information and low-carbon travel choices**

- (1) The Secretary of State must, within 12 months of the day on which this Act is passed, lay before Parliament a report assessing the impact of this Act on—
  - (a) the provision of information to consumers about the carbon emissions associated with air travel,
  - (b) the availability and transparency of information enabling consumers to compare aviation and international rail travel options,
  - (c) consumer awareness of lower-carbon alternatives to short-haul flights, and
  - (d) emissions arising from civil aviation.
- (2) In preparing the report, the Secretary of State must consult such persons as the Secretary of State considers appropriate, including representatives of the aviation and rail sectors and consumer groups.
- (3) The report must include any recommendations the Secretary of State considers appropriate.”

*Member's explanatory statement*

*This amendment requires the Secretary of State to undertake a review of the impact of this Act on low-carbon travel choices.*

EARL RUSSELL

107 After Clause 9, insert the following new Clause—

**“Civil Aviation Authority: environmental duty and annual report to Parliament**

- (1) In exercising its functions under this Act, the CAA must have regard to the desirability of contributing to the achievement of the targets and duties set out in the Climate Change Act 2008 and the Environment Act 2021.

- (2) In particular, the CAA must have regard to—
  - (a) the desirability of reducing greenhouse gas emissions and other environmental impacts arising from civil aviation and associated activities,
  - (b) the desirability of supporting the conservation and enhancement of biodiversity and the natural environment, and
  - (c) the desirability of improving the resilience of civil aviation to the effects of climate change.
- (3) The CAA must, in respect of each financial year, prepare an annual report setting out—
  - (a) how it has complied with subsection (1),
  - (b) the environmental effects of the exercise of its functions under this Act,
  - (c) the steps it has taken during the reporting period to assess, avoid, reduce or mitigate adverse environmental effects, and
  - (d) the further steps it proposes to take during the next reporting period.
- (4) The first report under subsection (3) must be laid before Parliament within 12 months of the day on which this Act is passed.”

***Member's explanatory statement***

*This amendment would impose a duty on the Civil Aviation Authority to have regard to the desirability of contributing to the achievement of the targets and duties in the Climate Change Act 2008 and the Environment Act 2021. It would also require the CAA to prepare and lay before Parliament an annual report setting out how it has complied with that duty.*

LORD HARPER

108 After Clause 9, insert the following new Clause—

**“Assessment of impact of business rates revaluation on airport services and consumer protection**

- (1) The Secretary of State must, within three months of the day on which this Act is passed, publish an assessment of the impact of the 2026 business rates revaluation on the provision and regulation of airport services and consumer protection measures.
- (2) The assessment under subsection (1) must include an assessment of the impact of the revaluation on—
  - (a) the cost, quality and resilience of airport services provided to passengers and other users,
  - (b) airports’ ability to meet consumer protection obligations and service standards,
  - (c) airport investment in facilities and infrastructure used for the provision of airport services to consumers,
  - (d) airport expansion and infrastructure development in order to meet regulatory requirements,
  - (e) the financial sustainability of airports and the effects of that on consumers,
  - (e) regional air connectivity, and

(f) the regulatory stability of the airport sector.

(3) The Secretary of State must lay the assessment before Parliament.”

***Member's explanatory statement***

*This amendment would require the Secretary of State to publish an assessment of the impact of the 2026 business rates revaluation on the provision and regulation of airport services and consumer protection, including its effect on passenger outcomes, service standards, investment, infrastructure, financial sustainability, regional connectivity and regulatory stability.*

LORD YOUNG OF COOKHAM

109 After Clause 9, insert the following new Clause—

**“Compensation reimbursement scheme for airlines**

After section 9 (power to exclude services from effect of section 8) of the Transport Act 2000 insert—

**“9A Reimbursement of passenger compensation payments**

- (1) A licence holder must establish and maintain a scheme for the reimbursement of the costs incurred by airlines in paying compensation to passengers in consequence of a qualifying disruption.
- (2) For the purposes of this section, a “qualifying disruption” means a cancellation caused by the fault or failure of the licence holder.””

LORD HARPER

110 After Clause 9, insert the following new Clause—

**“Heathrow Airport: third runway**

- (1) The Government may not approve the construction of a third runway at Heathrow Airport, or any associated works, unless the Secretary of State has published an assessment of the impact of that construction on—
  - (a) airspace use,
  - (b) airport slots,
  - (c) airspace design,
  - (d) schedules, and
  - (e) air traffic services.
- (2) The Secretary of State must lay a copy of the assessment before Parliament.”

***Member's explanatory statement***

*This amendment would prevent the Government from approving the construction of a third runway at Heathrow Airport unless a Minister has published an assessment of the impact of that construction on aspects of civil aviation regulation.*

LORD MOYLAN

111 After Clause 9, insert the following new Clause—

**“Impact of sustainable aviation fuel mandate**

Within two years of the day on which this Act is passed, the Secretary of State must publish an assessment of the impact of the sustainable aviation fuel mandate on—

- (a) the cost of air fares to passengers;
- (b) the operational and compliance costs to air transport service providers;
- (c) the competitiveness of United Kingdom aviation in international markets.”

*Member's explanatory statement*

*This amendment requires the Secretary of State to publish and lay before Parliament, within two years of the Act passing, an assessment of the impact of the sustainable aviation fuel mandate on passenger fares, airline costs and the competitiveness of United Kingdom aviation in international markets.*

LORD TUNNICLIFFE

112 After Clause 9, insert the following new Clause—

**“Civil Aviation Authority: future aviation workforce**

In exercising their functions under this Act, the Secretary of State and the CAA must have regard to future aviation workforce requirements, in particular for commercial pilots, including how emerging pressures, such as retirements and sector growth, can be identified and addressed.”

*Member's explanatory statement*

*This amendment requires the Secretary of State and the CAA to consider pilot recruitment and training when carrying out their new functions under this Act.*

LORD DAVIES OF GOWER

113 After Clause 9, insert the following new Clause—

**“General aviation: consultation and promotion**

- (1) The Secretary of State and the Civil Aviation Authority must, when exercising functions under this Act, have regard to the need to promote and encourage general aviation.
- (2) In exercising functions under this Act which may affect general aviation, the Secretary of State and the Civil Aviation Authority must consult such persons representing general aviation as they consider appropriate.”

*Member's explanatory statement*

*This amendment would require the Secretary of State and the CAA to have regard to general aviation and to consult general aviation stakeholders.*

## BARONESS BENNETT OF MANOR CASTLE

114 After Clause 9, insert the following new Clause –

**“CAA: climate duty**

- (1) In exercising functions under this Act, the Civil Aviation Authority must have regard to the target established by section 1 of the Climate Change Act 2008, the carbon budgets established under that Act, and the need to reduce greenhouse gas emissions from civil aviation.
- (2) The Secretary of State must –
  - (a) have regard to the need to reduce greenhouse gas emissions from civil aviation when exercising powers granted by this Act;
  - (b) not use any powers granted by this Act for the purpose of airport capacity expansion;
  - (c) use powers granted by this Act to pursue a strategy aimed at the reduction of airport capacity.”

## BARONESS BENNETT OF MANOR CASTLE

115 After Clause 9, insert the following new Clause –

**“Regulation of private aviation**

- (1) The Secretary of State must by regulations made by statutory instrument make provision for the purpose of reducing carbon emissions arising from private aviation.
- (2) Regulations under this section may –
  - (a) impose restrictions on the operation of private aircraft in the United Kingdom;
  - (b) impose charges in respect of private aircraft movements;
  - (c) prohibit specified categories of private aircraft movements;
  - (d) make different provision for different classes of aircraft.
- (3) A statutory instrument containing regulations under this section is subject to annulment in pursuance of a resolution of either House of Parliament.”

## LORD HARPER

116 After Clause 9, insert the following new Clause –

**“CAA duty to promote effective competition at major airports**

- (1) The CAA shall, in exercising its functions in relation to the economic regulation of major airports, have a primary duty to promote effective competitive in airport operation services and infrastructure markets, where such competition is capable of delivering benefits to passengers, airlines and operators.

- (2) The CAA must publish a report about how it is supporting competition in the provision of airport operation services at intervals not exceeding five years.”

***Member's explanatory statement***

*This amendment would put the promotion of effective competition on a stronger statutory footing by making it a primary duty of the Civil Aviation Authority, alongside safety, consumer protection and enforcement. It would create a regular mechanism for reviewing competition conditions at major airports.*

LORD HARPER

- 117 After Clause 9, insert the following new Clause –

**“CAA power to impose pro-competition remedies at Heathrow**

Where the CAA determines that a lack of effective competition in the provision of airport operation services is adversely affecting users of Heathrow Airport, it may impose such remedies as are reasonable and proportionate, including –

- (a) requirements relating to the operation of airport facilities;
- (b) requirements relating to the separation of airport functions;
- (c) requirements relating to the governance of capital investment;
- (d) other measures.”

***Member's explanatory statement***

*This amendment would allow the CAA to consider structural or operational remedies, including terminal competition at Heathrow, if a lack of competition in the provision of airport operation services is found to be harming users.*

LORD EMPEY

- 118 After Clause 9, insert the following new Clause –

**“Flight time limitations: enforcement**

- (1) Within 12 months of the day on which this Act is passed, the Secretary of State must conduct a review of the enforcement of flight time limitations for civil aviation pilots and crew.
- (2) The review must –
  - (a) make suggestions for which organisation should be responsible the enforcement of civil aviation flight time regulations, and
  - (b) provide guidance for implementing a strategy for enforcement.”

## LORD HOLMES OF RICHMOND

119 After Clause 9, insert the following new Clause –

**“Technology horizon scanning**

- (1) The CAA must establish a technology horizon scanning function for the purpose of identifying emerging technologies that may require new or amended CAA rules.
- (2) The technology horizon scanning function must –
  - (a) assess, at intervals of not more than 12 months, emerging technologies including autonomous aircraft, Advanced Air Mobility, uncrewed aircraft systems, and quantum and artificial intelligence systems used in civil aviation;
  - (b) publish an annual horizon scanning report setting out –
    - (i) technologies assessed during the period;
    - (ii) any regulatory gaps identified;
    - (iii) recommendations for new or amended CAA rules.
- (3) The CAA must lay each annual horizon scanning report before Parliament.
- (4) Where a horizon scanning report recommends new or amended CAA rules, the CAA must, within six months of publication of the report, either make those rules or publish a statement explaining why it has decided not to do so.”

***Member's explanatory statement***

*This amendment seeks to create a statutory technology horizon scanning obligation for the CAA, requiring annual assessment of emerging aviation technologies and mandatory response to identified regulatory gaps within six months.*

## LORD HOLMES OF RICHMOND

120 After Clause 9, insert the following new Clause –

**“Technology governance framework**

- (1) The CAA must publish a technology governance framework (“the Technology Governance Framework”) within 12 months of the day on which this Act is passed.
- (2) The Technology Governance Framework must provide guidance on –
  - (a) the responsible procurement, deployment, and oversight of artificial intelligence systems across the CAA’s regulatory functions under this Act;
  - (b) cybersecurity risk management for systems used in the CAA’s enforcement, slot, and airspace functions;
  - (c) the use of distributed ledger technology in regulated civil aviation functions.
- (3) The Secretary of State must ensure that the CAA is adequately resourced to implement the Technology Governance Framework, having regard to the expanded regulatory functions this Act confers on the CAA.

- (4) The Technology Governance Framework must be reviewed at intervals of not more than two years and must be laid before both Houses of Parliament.”

***Member's explanatory statement***

*This amendment seeks to require the CAA to publish a Technology Governance Framework providing guidance on responsible AI procurement, cybersecurity risk management, and blockchain deployment across its expanded regulatory functions.*

LORD HOLMES OF RICHMOND

**121** After Clause 9, insert the following new Clause—

**“Equalities impact assessment**

- (1) The Secretary of State must commission and publish an equalities impact assessment of this Act (“the EIA”) in accordance with this section.
- (2) The EIA must assess the likely impact of each provision of the Act on persons who share a protected characteristic within the meaning of the Equality Act 2010, including in respect of—
  - (a) access to consumer redress mechanisms;
  - (b) the exercise of passenger rights under regulations made under section 1;
  - (c) access to routes and services affected by slot allocation decisions.
- (3) The EIA must be conducted by a person independent of the Secretary of State and must be laid before both Houses of Parliament.”

***Member's explanatory statement***

*This amendment seeks to require the Secretary of State to publish an equalities impact assessment on the Act coming into force. The EIA must be conducted by an independent person and laid before Parliament. It must assess the impact of each provision on persons sharing protected characteristics, including access to redress, passenger rights, and routes.*

LORD HOLMES OF RICHMOND

**122** After Clause 9, insert the following new Clause—

**“Aviation environmental, social, and governance reporting standard**

- (1) The Secretary of State must by regulations establish a mandatory aviation environmental, social, and governance reporting standard (“the Aviation ESG Standard”) applicable to air transport service providers and airport operators above a size threshold specified in regulations.
- (2) The Aviation ESG Standard must require annual reporting on—
  - (a) total greenhouse gas emissions and emissions per passenger kilometre;
  - (b) sustainable aviation fuel uptake as a proportion of total fuel use;
  - (c) board diversity, including by reference to protected characteristics within the meaning of the Equality Act 2010.

- (3) Reports under the Aviation ESG Standard must be published in a format specified by the Secretary of State enabling comparison across providers.
- (4) The CAA must have regard to compliance with the Aviation ESG Standard in exercising its enforcement functions under this Act.
- (5) Regulations under this section are to be made by statutory instrument.
- (6) A statutory instrument containing regulations under this section may not be made unless a draft of the instrument has been laid before, and approved by a resolution of, each House of Parliament.”

***Member's explanatory statement***

*This amendment seeks to establish a mandatory aviation-specific ESG reporting standard covering emissions per passenger kilometre, sustainable aviation fuel uptake and board diversity.*

LORD HOLMES OF RICHMOND

123 After Clause 9, insert the following new Clause –

**“Passenger representation in CAA governance**

- (1) The Secretary of State must by regulations make provision for passenger representation in the governance of the Civil Aviation Authority.
- (2) The regulations must require that the CAA’s governing body includes members appointed to represent –
  - (a) disabled passengers and passengers with reduced mobility, and
  - (b) older passengers.
- (3) The regulations must also require the CAA to establish a Passenger Advisory Council with functions that include –
  - (a) advising the CAA on the exercise of its consumer enforcement functions;
  - (b) reviewing and commenting on proposed consumer rights regulations and CAA rules before they are finalised;
  - (c) publishing an annual report on passenger experience of the regulatory framework.
- (4) Regulations under this section are to be made by statutory instrument.
- (5) A statutory instrument containing regulations under this section may not be made unless a draft of the instrument has been laid before, and approved by a resolution of, each House of Parliament.”

***Member's explanatory statement***

*This amendment seeks to require the Secretary of State to make provision for passenger representation in CAA governance, including disabled and older passengers, and establishes a Passenger Advisory Council with advisory functions over enforcement and consumer rights regulations.*

**Clause 10**

LORD MOYLAN

*Lord Moylan gives notice of his intention to oppose the Question that Clause 10 stand part of the Bill.*

***Member's explanatory statement***

*Opposition to this clause standing part is intended to delete a Henry VIII provision.*

**Clause 12**

LORD HOLMES OF RICHMOND

**124** Clause 12, page 16, line 15, after “9” insert “and (*Offboarding waiting times for disabled passengers*)”

LORD HOLMES OF RICHMOND

**125** Clause 12, page 16, line 15, after “9” insert “and (*Staff training and accreditation for interacting with disabled passengers*)”

LORD HOLMES OF RICHMOND

**126** Clause 12, page 16, line 15, after “9” insert “and (*Sighted-guide training and accreditation*)”

LORD HOLMES OF RICHMOND

**127** Clause 12, page 16, line 15, after “9” insert “and (*Audible and tactile wayfinding standards*)”

LORD HOLMES OF RICHMOND

**128** Clause 12, page 16, line 15, after “9” insert “and (*Equalities impact assessment*)”

# Civil Aviation (Consumer Protection and Regulatory Reform) Bill [HL]

---

---

SECOND MARSHALLED  
LIST OF AMENDMENTS  
TO BE MOVED  
IN GRAND COMMITTEE

---

*17 June 2026*

---

PUBLISHED BY AUTHORITY OF THE HOUSE OF LORDS