

Air Departure Tax (Scotland) Bill

[AS INTRODUCED]

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Schedule 1—Connected flight rules

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2014

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**THE FOLLOWING ACCOMPANYING DOCUMENTS ARE ALSO PUBLISHED:
Explanatory Notes (SP Bill 3-EN), a Financial Memorandum (SP Bill 3-FM), a Policy
Memorandum (SP Bill 3-PM) and statements on legislative competence (SP Bill 3-LC).**

Air Departure Tax (Scotland) Bill

[AS INTRODUCED]

An Act of the Scottish Parliament to make provision for a tax on the carriage of passengers by air from airports in Scotland.

PART 1

AIR DEPARTURE TAX

1 Air departure tax

- (1) A tax (to be known as air departure tax)—
- (a) is to be charged for the carriage of passengers on any flight that begins at an airport in Scotland (see section 11),
 - (b) is to apply only in relation to the carriage of chargeable passengers (see section 2) on chargeable aircraft (see section 3), and
 - (c) is to be payable by the aircraft operator (see section 12).
- (2) Revenue Scotland is responsible for the collection and management of the tax.

PART 2

KEY CONCEPTS

Chargeable passengers

2 Meaning of chargeable passenger

- (1) Every person carried on a flight that begins at an airport in Scotland is a chargeable passenger unless—
- (a) the person is working during the flight, or
 - (b) the person is a non-chargeable passenger in relation to the flight under regulations made under section 8.
- (2) A person is to be regarded as working during a flight only if the person is carried on the flight for the sole purpose of doing any of the following during the flight—
- (a) acting as a member of the flight crew or as a cabin attendant,

- (b) ensuring the hygienic preparation and handling of food and drink,
- (c) carrying out work relating to the safety or security of the aircraft or of passengers or goods carried on the aircraft (which includes escorting a passenger or goods),
- (d) carrying out repairs or maintenance on the aircraft.

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*Chargeable aircraft***3 Meaning of chargeable aircraft**

- (1) An aircraft is a chargeable aircraft in relation to a flight if it has the characteristics specified in subsection (2), unless the aircraft is a non-chargeable aircraft under regulations made under section 8.
- (2) The characteristics are that the aircraft—
 - (a) is a fixed-wing aircraft designed or adapted to carry persons in addition to the flight crew,
 - (b) has a maximum take-off weight of 5.7 tonnes or more, and
 - (c) is fuelled by kerosene.

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*Other key concepts***4 Meaning of flight**

- (1) In this Act, “flight”, in relation to a person, means the person’s carriage on an aircraft.
- (2) For the purpose of this Act, a person’s flight is to be regarded as—
 - (a) beginning when the person first boards the aircraft, and
 - (b) ending when the person finally disembarks from the aircraft.

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5 Meaning of carriage and agreement for carriage

- (1) In this Act—
 - “agreement for carriage”, in relation to a person, means any agreement or arrangement under which the person is carried, irrespective of—
 - (a) whether the carriage is by a single carrier or successive carriers,
 - (b) whether the agreement or arrangement was made by or on behalf of the person,
 - (c) whether the person is carried for reward,
 - (d) whether the agreement or arrangement is in writing, and
 - (e) whether a ticket is issued for any flights covered by the agreement or arrangement,
 - “carriage” means carriage wholly or partly by air, and “carried” has a corresponding meaning.
- (2) For the purpose of schedule 1 (connected flight rules), two or more flights are to be regarded as being covered by the same agreement for carriage only if—
 - (a) a ticket is issued for all the flights (whether a single ticket for all the flights or separate tickets), and

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(b) the departure time, departure airport and arrival airport for each flight are specified—

- (i) if a single ticket is issued, on the ticket, or
- (ii) if separate tickets are issued, on a written summary that forms part of the agreement for carriage.

6 Meaning of maximum passenger capacity and maximum take-off weight

(1) In this Act—

“maximum passenger capacity”, in relation to an aircraft, means the allowable maximum number of persons who may be seated on the aircraft, excluding members of the flight crew and cabin attendants,

“maximum take-off weight”, in relation to an aircraft, means the allowable maximum weight of the aircraft and its contents when taking off (assuming the most favourable circumstances for take-off).

(2) The allowable maximums referred to in subsection (1) must ordinarily be determined by reference to the certificate of airworthiness that is in force for the aircraft.

(3) However, if an allowable maximum referred to in subsection (1) is stated in a notice published by Revenue Scotland in relation to a class or description of aircraft, or in a notice issued by Revenue Scotland to an aircraft operator in relation to a particular aircraft, the allowable maximum is as stated in the notice.

7 Meaning of standard class travel

(1) For the purposes of this Act, carriage on a flight is to be regarded as standard class travel if—

(a) the seats for passengers whose agreement for carriage provides for that class of travel have a pitch no greater than 1.016 metres, and

(b) the class of travel is the only, or the most basic, class of travel available on the flight.

(2) The pitch of a seat (“seat A”)—

(a) is the distance between a fixed point on seat A and the same point on—

(i) the seat immediately in front of seat A, or

(ii) if there is no seat immediately in front of seat A, the seat immediately behind seat A, and

(b) if there is no seat immediately in front of or behind seat A, is to be determined with regard to any guidance issued by Revenue Scotland for that purpose.

(3) Whether a class of travel is the only, or the most basic, class of travel available on a flight is to be determined with regard to any guidance issued by Revenue Scotland for that purpose.

Modification of key concepts

8 Key concepts may be modified by regulations

(1) The Scottish Ministers may by regulations make provision concerning—

- (a) who is a chargeable passenger,
- (b) who is a non-chargeable passenger,
- (c) which aircraft are chargeable aircraft,
- (d) which aircraft are non-chargeable aircraft.

- 5 (2) Regulations under this section—
- (a) may add, change or remove—
 - (i) any exemption from being a chargeable passenger or chargeable aircraft, and
 - (ii) any provision that defines or otherwise explains a term or expression, and
 - (b) may modify this Act.
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PART 3

TAX RATES

9 Tax structure

- 15 (1) The carriage of a chargeable passenger on a chargeable aircraft incurs tax at a rate that is determined by the passenger's final destination and class of travel.
- (2) The passenger's final destination determines which tax band applies (see section 10).
- (3) The passenger's class of travel determines which rate of tax applies within the applicable band, as follows—
- (a) the special rate applies if the aircraft is a special category aircraft,
 - (b) if the aircraft is not a special category aircraft—
 - (i) the standard rate applies if the passenger's agreement for carriage provides for standard class travel on every flight covered by the agreement,
 - (ii) the premium rate applies in any other case.
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- (4) The amount of each tax rate is the amount set for that rate by the Scottish Ministers by regulations under section 10.
- 25 (5) The final destination of a chargeable passenger carried on a flight—
- (a) is the place—
 - (i) where the flight ends, or
 - (ii) if the flight and one or more subsequent flights are connected flights, where the last connected flight ends, and
 - (b) is to be determined by reference to the passenger's ticket (if any) as it stands immediately before the flight takes off.
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- (6) In subsection (5)(a)(ii), “connected flights” means flights that are connected in terms of the rules that are set out in schedule 1.
- 35 (7) An aircraft is to be regarded as a special category aircraft if it has—
- (a) a maximum take-off weight of 20 tonnes or more, and
 - (b) a maximum passenger capacity of no more than 18 passengers.

10 Tax bands and rate amounts to be set by regulations

- (1) The Scottish Ministers must by regulations—
- (a) define one or more tax bands by reference to the final destination (as defined in section 9(5)) of a chargeable passenger carried on a chargeable aircraft, and
 - (b) for each band defined in accordance with paragraph (a), set the amount, or the method for calculating the amount, of each tax rate described in section 9(3).
- (2) The Scottish Ministers may by regulations make other provision concerning the structure of the tax.
- (3) Regulations under this section—
- (a) may add, change or remove the description of any tax band, tax rate or any provision that defines or otherwise explains a term or expression, and
 - (b) may modify this Act.

PART 4

PAYMENT, COLLECTION AND MANAGEMENT OF TAX

Liability for tax

11 Taxable activity

- (1) The carriage of a chargeable passenger on a chargeable aircraft, on any flight that begins at an airport in Scotland, is a taxable activity.
- (2) The tax is incurred when the aircraft first takes off on the passenger's flight.

12 Taxable persons

- (1) Every aircraft operator that carries out a taxable activity is a taxable person.
- (2) The taxable person is the taxpayer (for the purposes of the Revenue Scotland and Tax Powers Act 2014), irrespective of whether that person recovers from chargeable passengers all or any part of the cost of the tax.

Registration

13 Revenue Scotland to keep ADT register

- (1) Revenue Scotland must keep a register (to be known as the ADT register) for the purpose of collecting and managing the tax.
- (2) The register is to be kept in the form that Revenue Scotland thinks fit.
- (3) Revenue Scotland must promptly make any changes to the register that appear to Revenue Scotland to be required for the purpose of keeping the register up to date.
- (4) Revenue Scotland may publish, in the manner it thinks fit, any information derived from the register.

14 Duty to register for tax

- (1) This section applies to an aircraft operator if the operator—

- (a) is not registered for the tax, and
- (b) either—
 - (i) becomes a taxable person, or
 - (ii) forms an intention to do something, or to stop doing something, that will result in the operator becoming a taxable person.

- (2) If the aircraft operator intends to make occasional returns under section 18, the aircraft operator must, before or at the same time as making the first return under that section, apply to Revenue Scotland to register for the tax.
- (3) In every other case, the aircraft operator must, no later than 30 days after subsection (1) first applies to the operator, apply to Revenue Scotland to register for the tax.
- (4) An aircraft operator is registered for the tax if Revenue Scotland has included the operator's details in the ADT register.

15 Duty to deregister for tax

- (1) Subsection (2) applies to an aircraft operator if the operator—
 - (a) is registered for the tax,
 - (b) is required to make quarterly returns under section 17, and
 - (c) either—
 - (i) ceases to be a taxable person, or
 - (ii) forms an intention to do something, or to stop doing something, that will result in the operator ceasing to be a taxable person.
- (2) The aircraft operator must, no later than 30 days after the situation referred to in subsection (1)(c) arises, apply to Revenue Scotland to deregister for the tax.
- (3) An aircraft operator is deregistered for the tax if Revenue Scotland has removed the operator's details from the ADT register.

Tax returns

16 Duty to make returns and pay tax

- (1) A taxable person must make tax returns in accordance with—
 - (a) section 17 (quarterly returns), or
 - (b) section 18 (occasional returns).
- (2) Where a return is made under section 17 or 18, or amended under section 83 of the Revenue Scotland and Tax Powers Act 2014, any tax payable as a result of the return or amendment must be paid at the same time as the return or amendment is made.
- (3) For the purpose of subsection (2), tax is treated as paid if arrangements satisfactory to Revenue Scotland are made for payment of the tax.

17 Quarterly returns

- (1) Every taxable person that is not making occasional returns must make quarterly returns.
- (2) Quarterly returns are due no later than 30 days after the end of each accounting period.

- (3) In this section, “accounting period” means—
- (a) the period—
 - (i) beginning on the date on which the person becomes a taxable person, and
 - (ii) ending on whichever of the dates mentioned in paragraph (b) occurs next,
and
 - (b) each subsequent period of 3 months ending on 31 March, 30 June, 30 September,
or 31 December.
- (4) A taxable person that is making quarterly returns—
- (a) may notify Revenue Scotland that the person intends to make occasional returns
instead of quarterly returns, and
 - (b) unless subsection (5) applies, is entitled to start making occasional returns instead
of quarterly returns from the beginning of—
 - (i) the next accounting period to begin after the date on which Revenue
Scotland receives the notice, or
 - (ii) an alternative accounting period specified by Revenue Scotland by written
notice to the person.
- (5) If Revenue Scotland is not satisfied that a person giving notice under subsection (4)(a) is
eligible to make occasional returns, Revenue Scotland may, by written notice, require
the person to continue to make quarterly returns.

18 Occasional returns

- (1) A taxable person is eligible to make occasional returns instead of quarterly returns if, on
each day on which the person carries out a taxable activity, the person—
- (a) intends to carry out only infrequent or irregular taxable activities in the 12-month
period beginning on that day, and
 - (b) expects to incur liability, in that 12-month period, for no more than £5,000 of the
tax.
- (2) Occasional returns are due no later than 7 days after each day on which the taxable
person carries out a taxable activity.
- (3) If Revenue Scotland receives an occasional return and is not satisfied that the person
making the return is eligible to make occasional returns, Revenue Scotland may, by
written notice, require the person to make quarterly returns.
- (4) Despite subsection (1), a taxable person that is required under subsection (3) to make
quarterly returns—
- (a) is not eligible to make occasional returns until Revenue Scotland rescinds the
requirement by written notice, but
 - (b) may at any time apply to Revenue Scotland for the requirement to be rescinded.
- (5) A taxable person that is making occasional returns—
- (a) is not required to make quarterly returns unless Revenue Scotland requires the
person to do so under subsection (3), but

(b) may notify Revenue Scotland that the person intends to make quarterly returns instead of occasional returns, in which case the person may move to making quarterly returns from the beginning of—

- (i) the next accounting period to begin after the date on which Revenue Scotland receives the notice, or
- (ii) an alternative accounting period specified by Revenue Scotland by written notice to the person.

19 Form and content of returns

- (1) A return must include a declaration made by the taxable person that the return is, to the best of that person's knowledge, correct and complete.
- (2) If the taxable person has a fiscal tax representative (see section 21), the fiscal tax representative may make the return or the declaration, or both, on the taxable person's behalf.
- (3) The return must be in the form, contain the information and be made in the manner that is specified by Revenue Scotland.
- (4) Revenue Scotland may specify different forms, information, and manners of return for different purposes.
- (5) A return is treated as containing any information provided by the person making it for the purpose of completing the return.

20 Special accounting schemes

- (1) If a taxable person encounters or expects to encounter difficulties in obtaining and recording information about passengers and their agreements for carriage—
 - (a) the person may apply to Revenue Scotland for approval to use a special accounting scheme for the tax, and
 - (b) Revenue Scotland may approve the use of a special accounting scheme if it considers it appropriate to do so having regard to the difficulties that the person has encountered or expects to encounter.
- (2) A special accounting scheme is a scheme—
 - (a) whose details are agreed between Revenue Scotland and a taxable person, and
 - (b) that makes provision for methods of calculating how many passengers are to be regarded—
 - (i) as chargeable passengers carried on chargeable aircraft operated by the person, and
 - (ii) as chargeable at each tax rate.
- (3) Revenue Scotland—
 - (a) may set terms and conditions that apply generally to the use of a special accounting scheme, and
 - (b) must publish any such terms and conditions.

- (4) If a taxable person is using an approved special accounting scheme, the number of chargeable passengers carried by the person and the tax rate chargeable for the carriage of those passengers are to be regarded as the number and rate calculated in accordance with—
- 5 (a) the details of the special accounting scheme, and
- (b) any general terms and conditions published under subsection (3).
- (5) Revenue Scotland may, by written notice to a taxable person, withdraw its approval for the person's use of a special accounting scheme—
- (a) at any time, on Revenue Scotland's initiative, or
- 10 (b) on the application of the person.

Tax representatives

21 Duty to have tax representative

- (1) A taxable person that does not have a business establishment or other fixed establishment in an EEA State must have a tax representative, unless the person is making occasional returns under section 18.
- 15 (2) Any other taxable person may have a tax representative.
- (3) A tax representative—
- (a) must be a person eligible under section 25 to hold that position, and
- (b) may be a fiscal or an administrative tax representative (see section 22).
- 20 (4) A person that is required by subsection (1) to have a tax representative must—
- (a) appoint a tax representative by written notice no later than 7 days after—
- (i) the date on which the person becomes subject to the requirement, and
- (ii) each subsequent date (if any) on which an existing appointment of a tax representative by the person ceases to have effect (see section 26(3)), and
- 25 (b) notify Revenue Scotland of the details of the appointment no later than 7 days after the appointment is made.
- (5) An appointment notice must—
- (a) identify the powers, duties and liabilities of the tax representative, as set out in section 23 or 24 or regulations made under section 34 (as applicable),
- 30 (b) identify the duty on the parties to the appointment to notify Revenue Scotland if the appointment ceases to have effect, as set out in section 27,
- (c) be dated and signed by or on behalf of the taxable person and the tax representative, and
- (d) if the tax representative is to be an administrative tax representative, comply with section 22(2)(a).
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22 Fiscal and administrative tax representatives

- (1) Any tax representative not appointed in accordance with subsection (2) is a fiscal tax representative.

- (2) A tax representative is an administrative tax representative only if—
- (a) the tax representative’s notice of appointment contains a statement that the appointment is made for administrative purposes only,
 - (b) the taxable person making the appointment has provided to Revenue Scotland the amount of security (if any) that, at the time the appointment is made, is—
 - (i) specified in an individual direction issued by Revenue Scotland under section 28(1)(b), or
 - (ii) if sub-paragraph (i) does not apply, determined in accordance with a general direction issued by Revenue Scotland under section 29(1), and
 - (c) the taxable person has provided to Revenue Scotland any security or additional security that, at any time after the appointment is made, is—
 - (i) required under section 28(5)(b) (for compliance with an individual direction issued under 28(1)(b)), or
 - (ii) if sub-paragraph (i) does not apply, required under section 29(4) (for compliance with a general direction issued under section 29(1)).

23 Fiscal tax representatives: powers, duties and liabilities

- (1) The fiscal tax representative of a taxable person—
- (a) may act on the taxable person’s behalf in relation to the tax,
 - (b) must ensure (by acting on the taxable person’s behalf, where appropriate) that the taxable person complies with any duties relating to the tax, and discharges any liabilities relating to the tax, that arise under—
 - (i) this Act or any regulations made under this Act, or
 - (ii) the Revenue Scotland and Tax Powers Act 2014 or any orders or regulations made under that Act, and
 - (c) is liable to Revenue Scotland jointly and severally with the taxable person for the tax (including any penalty or interest that is recoverable as if it were an amount of the tax).
- (2) The joint and several liability of a fiscal tax representative under subsection (1)(c)—
- (a) continues after the tax representative’s appointment ceases to have effect, but
 - (b) applies only in relation to tax (including any penalty or interest that is recoverable as if it were an amount of the tax) that is incurred during the period for which the fiscal tax representative’s appointment has effect.

24 Administrative tax representatives: powers, duties and limits on liability

- (1) The administrative tax representative of a taxable person—
- (a) must ensure (by acting on the taxable person’s behalf, where appropriate) that the taxable person complies with duties that arise under section 74 of the Revenue Scotland and Tax Powers Act 2014 (duty to keep and preserve records) or any regulations made under that section, and
 - (b) may otherwise act on the taxable person’s behalf for any purpose agreed between the taxable person and the representative, subject to subsection (2).

- (2) An administrative tax representative—
- (a) is not authorised to make a tax return or amend a tax return on behalf of the taxable person,
 - (b) is not required to ensure that the taxable person pays any amount of the tax which is or may become due from the taxable person,
 - (c) is not personally liable to pay an amount of the tax (including any penalty or interest that is recoverable as if it were an amount of the tax) or for a failure by the taxable person to pay that amount, and
 - (d) is not required to provide any security that may be required under section 22(2)(b), section 28(5)(b) or section 29(4).

25 Eligibility to be tax representative

- (1) A person is eligible to be a tax representative if—
- (a) the person has a business establishment or other fixed establishment in an EEA State, and
 - (b) none of the disqualifications in subsection (2) apply to the person.
- (2) The following persons may not be appointed as a tax representative—
- (a) a body corporate—
 - (i) that is in liquidation,
 - (ii) that is in administration under Part 2 of the Insolvency Act 1986 or Part 3 of the Insolvency (Northern Ireland) Order 1989,
 - (iii) for which an administrative receiver (as defined in section 251 of the Insolvency Act 1986) has been appointed,
 - (b) an individual—
 - (i) who is subject to a bankruptcy restrictions order under section 155 of the Bankruptcy (Scotland) Act 2016,
 - (ii) who is incapacitated (within the meaning of the Adults with Incapacity (Scotland) Act 2000),
 - (iii) who is serving a sentence of imprisonment (including any period of early release in relation to that sentence) or remanded in custody in the United Kingdom,
 - (iv) who is detained in hospital under the Mental Health (Care and Treatment) (Scotland) Act 2003,
 - (c) an individual or partnership—
 - (i) whose estate is sequestrated under the Bankruptcy (Scotland) Act 2016,
 - (ii) whose estate is subject to a protected trust deed (see section 163 of the Bankruptcy (Scotland) Act 2016),
 - (d) a body corporate, individual or partnership to which circumstances in any jurisdiction apply that are analogous to any of the circumstances described in paragraphs (a) to (c).

26 Duration of tax representative appointments

- (1) The appointment of a tax representative by a taxable person has effect from the beginning of—
- 5 (a) the day on which the notice of appointment is signed and dated by or on behalf of the taxable person and the person being appointed, or
- (b) any later date specified in the notice of appointment.
- (2) The appointment may be terminated by either party to the appointment giving to the other party at least 7 days' written notice of the termination.
- (3) The appointment ceases to have effect on whichever of the following dates occurs first—
- 10 (a) the termination date notified to a party to the appointment under subsection (2),
- (b) the date on which the tax representative ceases to be eligible under section 25 to hold that position,
- 15 (c) the date immediately before the date on which an appointment by the taxable person of another tax representative takes effect,
- (d) in the case of an administrative tax representative, the date on which the taxable person ceases to comply with section 22(2)(b) or (c) (requirement to provide security to Revenue Scotland),
- 20 (e) if the tax representative is a company, a partnership or an unincorporated body, the date on which the company, partnership or body—
- (i) ceases to carry on business, or
- (ii) is dissolved,
- (f) if the tax representative is an individual, the date on which the individual dies.

27 Duty to notify Revenue Scotland if appointment ceases to have effect

- 25 (1) This section applies if a person that is a party to the appointment of a tax representative becomes aware that the appointment is to cease to have effect for any of the reasons set out in section 26(3).
- (2) The person must, within 7 days after becoming aware of that fact, notify Revenue Scotland of—
- 30 (a) the reason that the appointment will cease to have effect, and
- (b) the date on which the appointment ceases to have effect.
- (3) A person notifying Revenue Scotland under subsection (2) must at the same time notify the other party to the appointment, in writing, of the reason and the date.

Provision of security

28 Security required by individual directions

- 35 (1) Revenue Scotland may issue a direction—
- (a) requiring a taxable person or a fiscal tax representative to provide any security that Revenue Scotland considers appropriate,

(b) specifying the amount of security that a taxable person is required to provide to validate the appointment of an administrative tax representative (see section 22(2)(b)(i) and (c)(i)).

(2) Revenue Scotland—

(a) may attach to a direction under this section any conditions it thinks fit, and

(b) may vary or revoke an earlier direction or the conditions attached to it.

(3) A person is not required to comply with a direction under this section unless Revenue Scotland has—

(a) served notice of the direction on the person, or

(b) taken all such other steps as appear to Revenue Scotland to be reasonable for bringing the direction to the person's attention.

(4) If Revenue Scotland issues a direction to a taxable person under subsection (1)(a), the taxable person must provide the required security to Revenue Scotland by the date specified by Revenue Scotland.

(5) If Revenue Scotland issues a direction to a taxable person under subsection (1)(b)—

(a) if the direction specifies an amount of security that is different to the amount that the taxable person would be required to provide according to a general direction under section 29, the direction under this section prevails, and

(b) if the effect of the direction is that the taxable person must provide security or additional security to ensure that the appointment of an administrative tax representative continues to be valid, the person must provide the security or additional security to Revenue Scotland by the date specified by Revenue Scotland (which may be specified in the direction or by notice to the taxable person).

(6) In this Act, “security” means security for the payment of any amount of the tax which is or may become due from a taxable person (including any penalty or interest that is recoverable as if it were an amount of the tax).

29 Security required by general directions

(1) Revenue Scotland may issue a direction specifying the amount of security (as defined in section 28(6)), or a method for determining the amount of security, that taxable persons must provide to Revenue Scotland to validate the appointment of an administrative tax representative (see section 22(2)(b)(ii) and (c)(ii)).

(2) A direction under this section—

(a) applies to taxable persons generally,

(b) may specify any conditions for the provision of security that Revenue Scotland thinks fit,

(c) may vary or revoke an earlier direction, and

(d) must be published by Revenue Scotland.

(3) Subsection (4) applies if—

(a) a taxable person has appointed an administrative tax representative, and

- (b) a direction issued under this section has the effect of requiring the taxable person to provide security or additional security to ensure that the appointment continues to be valid.
- (4) The taxable person must provide the security or additional security to Revenue Scotland by the date specified by Revenue Scotland (which may be specified in the direction or by notice to the taxable person).

Handling agents

30 Meaning of handle and handling agent

In this Act—

“handle”, in relation to passengers carried on an aircraft, means to make arrangements for—

- (a) the allocation of seats to the passengers, or
- (b) the supervision of the boarding of the passengers,

“handling agent”, in relation to a taxable person, means a person who, under an agreement with the taxable person, handles passengers carried on aircraft operated by the taxable person.

31 Liability of handling agents

- (1) A handling agent of a taxable person is jointly and severally liable with the taxable person for the payment of tax that is incurred by the taxable person—
- (a) during the period that a notice under this section has effect, and
 - (b) for the carriage of passengers handled by the handling agent.
- (2) Revenue Scotland may give notice to a handling agent of a taxable person only if—
- (a) an amount of the tax which is due from the taxable person is not paid within the period of 90 days beginning with the earliest time at which any part of that amount became due, or
 - (b) the taxable person, if required to have a tax representative, fails to appoint one within the period specified in section 21(4).
- (3) However, Revenue Scotland—
- (a) must not give notice under this section to a handling agent who is an individual, and
 - (b) must not give notice on the ground referred to in subsection (2)(a) unless Revenue Scotland considers it necessary for the protection of the revenue.
- (4) A notice under this section—
- (a) has effect on the later of the date specified in the notice and the time when the notice is received by the handling agent,
 - (b) continues to have effect until withdrawn, and
 - (c) may at any time be withdrawn by Revenue Scotland.
- (5) In subsection (1), the reference to tax incurred during a period includes any penalty or interest—

- (a) to which the taxable person becomes liable during that period,
- (b) that relates to the tax incurred during that period, and
- (c) that is recoverable as if it were an amount of the tax.

Communications with Revenue Scotland

32 Communications with Revenue Scotland

- (1) If a person is required or permitted by or under this Act to communicate with Revenue Scotland, whether by way of a notice, application or any other means of communication, the communication must be in the form, contain the information and be made in the manner that is specified by Revenue Scotland.
- (2) Subsection (1) is subject to any different provision made in or under this Act.
- (3) Revenue Scotland may specify different forms, information and manners of communication for different purposes.

33 Inaccuracies in information notified to Revenue Scotland

- (1) This section applies if a person, whether a taxable person or a tax representative, becomes aware of a material inaccuracy in information that the taxable person or tax representative has notified to Revenue Scotland under section 14(2) or (3) (registering for tax), 21(4)(b) (details of tax representative appointments) or 27(2) (changes to tax representative appointments).
- (2) The person must give Revenue Scotland written notice of the inaccuracy no later than 30 days after the date on which the person becomes aware of it.

Modification of administrative provisions

34 Administrative provisions may be modified by regulations

- (1) The Scottish Ministers may by regulations make other provision concerning the payment, collection and management of the tax.
- (2) Regulations under this section—
 - (a) may add, change or remove any provision concerning the payment, collection and management of the tax or any provision that defines or otherwise explains a term or expression, and
 - (b) may modify this Act.
- (3) However, regulations under this section must not modify section 11 or 12.

PART 5

FINAL PROVISIONS

35 Regulations

- (1) Regulations under the following provisions are subject to the affirmative procedure—
 - (a) section 8 (modifying key concepts),
 - (b) section 10 (setting tax bands and tax rate amounts),

(c) section 34 (modifying administrative provisions), if the regulations add to, replace or omit any part of the text of an Act,

(d) section 36 (dealing with ancillary matters), if the regulations add to, replace or omit any part of the text of an Act.

5 (2) Regulations under the following provisions are subject to the negative procedure—

(a) section 34 (modifying administrative provisions), unless the regulations add to, replace or omit any part of the text of an Act,

(b) section 36 (dealing with ancillary matters), unless the regulations add to, replace or omit any part of the text of an Act,

10 (c) section 37(2) (updating references in this Act to other enactments).

(3) Any power conferred by this Act on the Scottish Ministers to make regulations includes the power to make—

(a) different provision for different cases or descriptions of case or for different purposes, and

15 (b) such incidental, supplementary, consequential, transitional, transitory or saving provision as the Scottish Ministers consider necessary or expedient.

(4) Subsection (3) does not apply to regulations made under section 41 (commencement).

36 Ancillary provision

20 (1) The Scottish Ministers may by regulations make any incidental, supplementary, consequential, transitional, transitory or saving provision they consider appropriate for the purposes of, in connection with or for giving full effect to this Act or any provision made under it.

(2) Regulations under this section may modify any enactment (including this Act).

37 Interpretation

25 (1) In this Act—

“administrative tax representative” means a tax representative that is appointed as described in section 22(2),

“ADT register” means the register kept under section 13,

30 “airport” means an aerodrome as defined in section 105(1) of the Civil Aviation Act 1982,

“certificate of airworthiness” has the same meaning as in the Air Navigation Order 2016 (S.I. 2016/765),

35 “EEA agreement” means the agreement on the European Economic Area signed at Oporto on 2 May 1992, together with the Protocol adjusting that Agreement signed at Brussels on 17 March 1993, as modified or supplemented from time to time,

“EEA State” means—

(a) a member State of the EU, or

(b) any other State that is a party to the EEA agreement,

40 “exemption” means any provision for—

(a) a passenger carried on an aircraft to be a non-chargeable passenger (see section 8), or

(b) an aircraft to be a non-chargeable aircraft (see section 8),

“fiscal tax representative” means a tax representative that is not an administrative tax representative,

“flight crew” includes the pilot, flight navigator, flight engineer and flight radiotelephony operator for a flight, but does not include a cabin attendant,

“kerosene” has the meaning given in section 1(8) of the Hydrocarbon Oil Duties Act 1979,

“non-chargeable aircraft” means an aircraft on which the aircraft operator may carry passengers without incurring tax,

“non-chargeable passenger” means a passenger whom the aircraft operator may carry on an aircraft without incurring tax,

“occasional return” means a tax return made under section 18,

“operator”, in relation to an aircraft, means the person having the management of the aircraft,

“passenger” means a person who—

(a) is carried on a flight, and

(b) is not working during the flight (as defined in section 2(2)),

“quarterly return” means a tax return made under section 17,

“tax” means air departure tax,

“tax representative” means a tax representative appointed under section 21 (which may be a fiscal tax representative or an administrative tax representative),

“ticket” means a document which—

(a) is issued to a passenger for one or more flights, and

(b) specifies the departure airport, date and time, and the arrival airport, for each flight.

(2) If an enactment referred to in a definition in this section, or in any other provision of this Act, is repealed and re-enacted (with or without modification)—

(a) the reference to the enactment must be construed as a reference to the re-enacted enactment unless the Scottish Ministers by regulations provide otherwise, and

(b) the Scottish Ministers may by regulations amend the definition so that it refers to the re-enacted enactment.

38 Minor and consequential modifications

Schedule 2 makes minor and consequential modifications to the Revenue Scotland and Tax Powers Act 2014.

39 Crown application

Her Majesty in Her private capacity is not a taxable person.

40 Index of defined expressions

Schedule 3 contains an index of expressions defined or otherwise explained in this Act.

41 Commencement

- 5 (1) This section and sections 35, 36, 37, 39, 40 and 42 come into force on the day after Royal Assent.
- (2) The rest of this Act comes into force on such day as the Scottish Ministers may by regulations appoint.
- (3) Regulations under this section may—
- 10 (a) include transitional, transitory or saving provision,
- (b) make different provision for different purposes.

42 Short title

The short title of this Act is the Air Departure Tax (Scotland) Act 2017.

SCHEDULE 1
(introduced by section 9(6))

CONNECTED FLIGHT RULES

Rules determining when domestic flight is connected flight

- 5 1 (1) This paragraph applies if—
- (a) a passenger is carried on consecutive flights, “flight A” and “flight B”,
 - (b) flight A and flight B are covered by the same agreement for carriage,
 - (c) the passenger has a ticket for flight A and flight B that shows the departure airport, date and time, and the arrival airport, for each flight, and
 - 10 (d) flight B begins and ends in the United Kingdom.
- (2) Flight A and flight B are connected flights if the scheduled arrival time of flight A and the ticketed departure time of flight B are in the same category, as set out below—

Category	Scheduled arrival time of flight A	Ticketed departure time of flight B
15 1	In the period beginning after midnight and ending at 0400 hours	No later than 1000 hours on the scheduled day of arrival of flight A
2	In the period beginning after 0400 hours and ending at 1700 hours	No later than 6 hours after the scheduled arrival time of flight A
20 3	In the period beginning after 1700 hours and ending at midnight	No later than 1000 hours on the day following the scheduled day of arrival of flight A

- (3) Despite sub-paragraph (2), flight A and flight B are not connected flights if the ticketed departure airport of flight A is the same as the ticketed arrival airport of flight B (in other words, if flight B is a return flight in relation to flight A).
- (4) In this paragraph—
- 25 “scheduled”, in relation to the arrival time or day of arrival of a passenger’s flight, means the arrival time or day of arrival that is indicated in the operator’s timetable for the flight at the time the passenger’s ticket for the flight is issued or last amended,
- 30 “ticketed”, in relation to the departure time, departure airport or arrival airport of a passenger’s flight, means the departure time, departure airport or arrival airport that is specified on the passenger’s ticket for the flight at the time the ticket is issued or last amended.

Rules determining when international flight is connected flight

- 2 (1) This paragraph applies if—
- 35 (a) a passenger is carried on consecutive flights, “flight A” and “flight B”, and
 - (b) flight A and flight B are covered by the same agreement for carriage,
 - (c) the passenger has a ticket for flight A and flight B that shows the departure airport, date and time, and the arrival airport, for each flight, and
 - 40 (d) flight B begins at an airport in one country and ends at an airport in another country.

- (2) Flight A and flight B are connected flights if the ticketed departure time of flight B is no later than 24 hours after the scheduled arrival time of flight A.
- (3) Despite sub-paragraph (2), flight A and flight B are not connected flights if—
- (a) the passenger first boards the flight A aircraft in one country, and
 - (b) the passenger finally disembarks from the flight B aircraft in the same country.
- (4) For the purpose of this paragraph—
- (a) “scheduled” and “ticketed” have the meanings given in paragraph 1(4), and
 - (b) the United Kingdom is a single country.

Application of connected flight rules in case of error on ticket

- 3 (1) This paragraph applies if—
- (a) there is an error on a passenger’s ticket at the time it is issued or last amended, and
 - (b) the error is an incorrectly specified time or airport.
- (2) If Revenue Scotland is satisfied that two flights would be connected flights under paragraph 1 or 2 if the time or airport had been correctly specified on the ticket, the flights are connected flights.
- (3) If Revenue Scotland is satisfied that two flights would not be connected flights under paragraph 1 or 2 if the time or airport had been correctly specified on the ticket, the flights are not connected flights.

SCHEDULE 2

(introduced by section 38)

MINOR AND CONSEQUENTIAL MODIFICATIONS TO REVENUE SCOTLAND AND TAX POWERS ACT 2014

1 This schedule amends the Revenue Scotland and Tax Powers Act 2014.

2 (1) Section 141 (power to inspect business premises) is amended as follows.

25 (2) After subsection (3) insert—

“(3A) In this Chapter, “business premises”—

(a) in relation to a person, means premises (or any part of premises) that a designated officer has reason to believe are (or is) used in connection with the carrying on of a business by or on behalf of the person, but

(b) in relation to a taxable person under the ADT(S) Act 2017, does not include the premises of any tax representative or handling agent of the person, within the meaning of that Act.

(3B) Subsection (3A)(b) does not prevent tax representatives or handling agents, or any category of tax representatives or handling agents, from being specified under section 142 as involved third parties for the purposes of that section.”.

(3) In subsection (4), repeal the definition of “business premises”.

3 (1) Section 159 (penalty for failure to make returns) is amended as follows.

(2) In subsection (1), at the end of the table add—

“3.	Air departure tax	Return under section 17 or 18 of the ADT(S) Act 2017”.
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(3) In subsection (6), after “item 2” insert “or 3”.

5 4 In the italic heading before section 164, after “*Scottish landfill tax*” insert “*and air departure tax*”.

5 (1) Section 164 (Scottish landfill tax: first penalty for failure to make return) is amended as follows.

(2) In the section title, after “**Scottish landfill tax**” insert “**and air departure tax**”.

10 (3) In subsection (1), after “item 2” insert “or 3”.

6 In section 165 (Scottish landfill tax: multiple failures to make return), in the section title, after “**Scottish landfill tax**” insert “**and air departure tax**”.

7 In section 166 (Scottish landfill tax: 6 month penalty for failure to make return), in the section title, after “**Scottish landfill tax**” insert “**and air departure tax**”.

15 8 In section 167 (Scottish landfill tax: 12 month penalty for failure to make return), in the section title, after “**Scottish landfill tax**” insert “**and air departure tax**”.

9 (1) Section 168 (penalty for failure to pay tax) is amended as follows.

(2) In subsection (1), for the table substitute—

“	Taxes to which payment relates	Amount of tax payable	Date after which penalty incurred
20	1. Land and buildings transaction tax	Amount payable under section 40 of the LBTT(S) Act 2013. (See also item 4, below)	The date falling 30 days after the date by which the amount must be paid.
25	2. Scottish landfill tax	Amount payable under regulations made under section 25 of the LT(S) Act 2014. (See also item 4, below)	The date by which the amount must be paid.
30	3. Air departure tax	Amount payable under section 16(2) of the ADT(S) Act 2017 as a result of a return under section 17 or 18 of that Act. (See also item 4, below)	The date by which the amount must be paid.
35			
40	4. Land and buildings transaction tax, Scottish landfill tax and air departure tax	(a) Additional amount payable as a result of an adjustment under section 66 of this Act.	(a) The date by which the amount must be paid.

5		(b) Additional amount payable as a result of an amendment under section 83 of this Act.	(b) The date by which the amount must be paid.
10		(c) Additional amount payable as a result of an amendment under section 87 of this Act.	(c) The date falling 30 days after the date by which the amount must be paid.
15		(d) Additional amount payable as a result of an amendment under section 93 of this Act.	(d) The date by which the amount must be paid.
20		(e) Amount assessed under section 95 of this Act in the absence of a return.	(e) The date falling 30 days after the date by which the amount must be paid.
25		(f) Amount payable as a result of an assessment under section 98 of this Act.	(f) The date by which the amount must be paid.”.

(3) In subsection (4), for “payment falling within item 1 of the table” substitute “payment relating to land and buildings transaction tax”.

(4) In subsection (5), for “payment falling within item 2 of the table” substitute “payment relating to Scottish landfill tax or air departure tax”.

30 10 In section 169 (land and buildings transaction tax: amounts of penalties for failure to pay tax), in subsection (1), for “payment of tax falling within item 1 of the table in section 168” substitute “payment referred to in section 168(1) and relating to land and buildings transaction tax”.

35 11 In the italic heading before section 170, after “*Scottish landfill tax*” add “*and air departure tax*”.

12 (1) Section 170 (Scottish landfill tax: first penalty for failure to pay tax) is amended as follows.

(2) In the section title, after “**Scottish landfill tax**” insert “**and air departure tax**”.

40 (3) In subsection (1), for “payment of tax falling within item 2 of the table in section 168” substitute “payment referred to in section 168(1) and relating to Scottish landfill tax or air departure tax”.

13 (1) Section 171 (Scottish landfill tax: penalties for multiple failures to pay tax) is amended as follows.

(2) In the section title, after “**Scottish landfill tax**” insert “**and air departure tax**”.

- (3) In subsection (1)(b), for “payment (“payment B”) falling within the same item in the table in section 168 as payment A” substitute “payment referred to in section 168(1) (“payment B”) that relates to the same type of tax as payment A”.

14 In section 172 (Scottish landfill tax: 6 month penalty for failure to pay tax), in the
5 section title, after “**Scottish landfill tax**” insert “**and air departure tax**”.

15 In section 173 (Scottish landfill tax: 12 month penalty for failure to pay tax), in the section title, after “**Scottish landfill tax**” insert “**and air departure tax**”.

16 (1) Section 182 (penalty for inaccuracy in taxpayer document) is amended as follows.

- (2) In subsection (6), at the end of the table add—

10	“3.	Air departure tax	(a) Return under section 17 or 18 of the ADT(S) Act 2017.
			(b) Application to use special accounting scheme under section 20 of the ADT(S) Act 2017.
15			(c) Amended return under section 83 of this Act.
			(d) Claim under section 106, 107 or 108 of this Act.”.

- (3) In subsection (7), for “item 1 or 2” substitute “any item”.

20 17 In the italic heading before section 209, for “*register for tax etc.*” substitute “*comply with relevant requirement*”.

18 (1) Section 209 (penalty for failure to register for tax etc.) is amended as follows.

- (2) In the section title, for “**register for tax etc.**” substitute “**comply with relevant requirement**”.

- 25 (3) In subsection (1), for paragraph (a) substitute—

“(a) P fails to comply with a requirement imposed by or under any of the following provisions (“a relevant requirement”)—

(i) section 22 or 23 of the LT(S) Act 2014 (registration and information required to keep register up to date),

30 (ii) section 14(2) or (3) of the ADT(S) Act 2017 (registration),

(iii) section 21(4)(a) of the ADT(S) Act 2017 (tax representatives), or

(iv) section 28(4) of the ADT(S) Act 2017 (security for payment of air departure tax), and”.

19 (1) Section 210 (amount of penalty for failure to register for tax etc.) is amended as follows.

- 35 (2) In the section title, for “**failure to register for tax etc.**” substitute “**failure to comply with relevant requirement**”.

- (3) For subsection (4) substitute—

“(4) The potential lost revenue is the amount of tax (if any) for which P is liable for the following period—

- (a) in the case of the relevant requirement specified in section 209(1)(a)(i) or (ii) (relating to registration), the period—
- (i) beginning on the date with effect from which P is required in accordance with that requirement to be registered, and
- (ii) ending on the date on which Revenue Scotland received notification of, or otherwise became fully aware of, P's liability to be registered,
- (b) in the case of the relevant requirement specified in section 209(1)(a)(iii) (relating to tax representatives for air departure tax), the period—
- (i) beginning on the date with effect from which P is required in accordance with that requirement to appoint a tax representative, and
- (ii) ending on the date on which Revenue Scotland received notification, or otherwise became fully aware, that P had appointed a tax representative, and
- (c) in the case of the relevant requirement specified in section 209(1)(a)(iv) (security for air departure tax), the period—
- (i) beginning on the date with effect from which P is required in accordance with that requirement to provide security, and
- (ii) ending on the date on which Revenue Scotland received the security.”.

20 In the italic heading before section 211, for “*Chapter 5*” substitute “*section 209*”.

21 After section 215 (assessment of penalties under section 209), insert—

“Tax-related penalty: air departure tax

215A Tax-related penalty

- (1) This section applies if—
- (a) a person becomes liable to a penalty under section 209(1)(a)(iii) or (iv) (tax representatives or security for the payment of air departure tax),
- (b) the failure continues after a penalty is imposed under that section,
- (c) a designated officer has reason to believe that, as a result of the failure, the amount of tax that the person has paid, or is likely to pay, is significantly less than it would otherwise have been,
- (d) before the end of the period of 12 months beginning with the date on which the person became liable to the penalty under section 209(1)(a)(iii) or (iv), a designated officer makes an application to the Upper Tribunal for an additional penalty to be imposed on the person, and
- (e) the Upper Tribunal decides that it is appropriate for an additional penalty to be imposed.
- (2) The person is liable to a penalty of an amount decided by the Upper Tribunal.
- (3) In deciding the amount of the penalty, the Upper Tribunal must have regard to the amount of tax which has not been, or is not likely to be, paid by the person.

- (4) If a person becomes liable to a penalty under this section, Revenue Scotland must notify the person.
- (5) Any penalty under this section is in addition to the penalty or penalties under section 209.

5 **215B Enforcement of tax-related penalty**

- (1) A penalty under section 215A must be paid before the end of the period of 30 days beginning with the date on which the notification of the penalty is issued.
- (2) A penalty under section 215A is to be treated for enforcement purposes as an assessment to tax.

10 *Penalties for failures to notify Revenue Scotland: air departure tax*

215C Penalties for failures to notify Revenue Scotland

- (1) This section applies to a person who fails to comply with any of the following provisions of the ADT(S) Act 2017—
 - 15 (a) section 15(2) (requirement to deregister on ceasing to be a taxable person under that Act),
 - (b) section 21(4)(b) (requirement to notify Revenue Scotland of details of tax representative appointment),
 - (c) section 27(2) (requirement to notify Revenue Scotland if appointment of tax representative is to cease to have effect),
 - 20 (d) section 33(2) (requirement to notify Revenue Scotland of inaccuracies in information notified to Revenue Scotland).
- (2) The person is liable to a penalty of £300.

215D Failure to comply with time limit

25 A failure by a person to do anything required to be done within a limited period of time does not give rise to liability to a penalty under section 215C if the person did it within such further time (if any) that a designated officer may have allowed.

Penalties under section 215C: general

215E Reasonable excuse for failure to comply

- 30 (1) Liability to a penalty under section 215C does not arise if the person satisfies Revenue Scotland or (on appeal) the tribunal that there is a reasonable excuse for the failure to comply.
- (2) For the purposes of this section—
 - 35 (a) an insufficiency of funds is not a reasonable excuse unless attributable to events outside the person's control,
 - (b) if the person relies on another person to do anything, that is not a reasonable excuse unless the first person took reasonable care to avoid the failure to comply, and

- (c) if the person had a reasonable excuse for the failure to comply but the excuse has ceased, the person is to be treated as having continued to have the excuse if the failure is remedied without unreasonable delay after the excuse ceased.

5 **215F Assessment of penalties under section 215C**

- (1) If a person becomes liable to a penalty under section 215C, Revenue Scotland must—

- (a) assess the penalty, and
(b) notify the person.

- 10 (2) An assessment of a penalty under section 215C must be made no later than 12 months after the date on which the person became liable to the penalty.

215G Enforcement of penalties under sections 215C

- (1) A penalty under section 215C must be paid—

- 15 (a) before the end of the period of 30 days beginning with the date on which the notification under section 215F was issued,

- (b) if a notice of review against the penalty is given, before the end of the period of 30 days beginning with the date on which the review is concluded,

- 20 (c) if, following review, mediation is entered into, before the end of the period of 30 days beginning with the date on which either Revenue Scotland or the person who gave the notice of review gave notice of withdrawal from mediation, or

- 25 (d) if a notice of an appeal against the penalty is given, before the end of the period of 30 days beginning with the date on which the appeal is determined or withdrawn.

- (2) A penalty under section 215C is to be treated for enforcement purposes as an assessment to tax.”.

22 Before section 216, insert—

 “Power to change penalty provisions in Chapter 5”.

30 23 In section 216 (power to change penalty provisions in Chapter 5), at the end of subsection (1) insert “(other than penalties under section 215A)”.

24 24 In section 223 (certification of matters by Revenue Scotland), in subsection (1), after paragraph (c) insert—

35 “(d) that an aircraft is or is not, in relation to a specified flight, a chargeable aircraft for the purposes of the ADT(S) Act 2017,

(e) that a passenger on an aircraft is or is not, in relation to a specified flight, a chargeable passenger for the purposes of the ADT(S) Act 2017.”.

25 (1) Section 233 (appealable decisions) is amended as follows.

(2) In subsection (1), after paragraph (i) insert—

- “(j) subject to subsection (3A), a decision which affects—
- (i) whether a person is required to provide security for the payment of air departure tax,
 - (ii) the amount of security a person is required to provide for the payment of air departure tax,
 - (iii) any other matter relating to the provision of security for the payment of air departure tax.”.

(3) After subsection (3), insert—

“(3A) Subsection (1)(j)—

- (a) does not entitle a person to appeal a decision of Revenue Scotland to issue a direction under section 29 of the ADT(S) Act 2017 (relating to the security required to validate the appointment of an administrative tax representative), or the contents of such a direction, but
- (b) does entitle a person to appeal any decision of Revenue Scotland about how a direction is applied in a particular case.”.

In section 252 (general interpretation), before the definition of “the LBTT(S) Act 2013” insert—

“the ADT(S) Act 2017” means the Air Departure Tax (Scotland) Act 2017.”.

Schedule 5 (index of defined expressions) is amended as follows.

(2) Before the item relating to the LBTTS(S) Act 2013, insert—

“ADT(S) Act 2017	section 252”.
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(3) In the entry relating to the expression “business premises”, in the second column, for “section 141(4)” substitute “section 141(3A)”.

SCHEDULE 3
(introduced by section 40)

INDEX OF DEFINED EXPRESSIONS

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Air Departure Tax (Scotland) Bill

[AS INTRODUCED]

An Act of the Scottish Parliament to make provision for a tax on the carriage of passengers by air from airports in Scotland.

Introduced by: Derek Mackay
On: 19 December 2016
Bill type: Government Bill

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