THE WITHDRAWAL AGREEMENT AND POLITICAL DECLARATION ON OUR FUTURE RELATIONSHIP WITH THE EU
The UK and the EU have jointly published an agreed Withdrawal Agreement and the Political Declaration.

**WITHDRAWAL AGREEMENT**

This will be an international treaty between the UK and the EU setting out the terms of the UK’s withdrawal.

**POLITICAL DECLARATION**

The political declaration (PD) sets out the scope and terms of the future relationship. It will be turned into an international treaty or treaties after we have left.

There will now be a vote on the final deal (the “meaningful vote”) in Parliament.
PART I
The Withdrawal Agreement
What is the Withdrawal Agreement?

The Withdrawal Agreement (WA) provides for the UK’s exit from the EU – but ensures that we do so in an orderly way.

<table>
<thead>
<tr>
<th>Category</th>
<th>Description</th>
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<tbody>
<tr>
<td>CITIZENS’ RIGHTS</td>
<td>Protecting EU citizens’ rights in the UK, and vice versa</td>
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<tr>
<td>SEPARATION ISSUES</td>
<td>Winding down provisions of Union law in the UK sensibly</td>
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<tr>
<td>IMPLEMENTATION PERIOD</td>
<td>Giving business and government time to prepare, so they only have to adjust to one set of changes</td>
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<tr>
<td>FINANCIAL SETTLEMENT</td>
<td>Resolving the UK’s financial rights and obligations to the EU</td>
</tr>
<tr>
<td>GOVERNANCE</td>
<td>Ensuring that the UK’s withdrawal is managed effectively</td>
</tr>
<tr>
<td>PROTOCOLS</td>
<td>Upholding our joint commitments in Northern Ireland and Ireland, and providing specific arrangements in Gibraltar and the SBAs</td>
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The WA has been agreed on behalf of the whole of the UK – the Devolved Administrations, the Crown Dependencies and the Overseas Territories.
Protecting citizens’ rights

The WA protects the rights of more than three million EU citizens living in the UK and nearly one million UK citizens in the EU.

| RESIDENCE | EU citizens in the UK and UK nationals in the EU, lawfully resident before the end of the Implementation Period (IP), will be able to stay. Once they have been resident for 5 years, they will have a permanent right to reside. Their family members will also be protected. |
| STATUS | In the UK, EU citizens and their family members need to apply for a new residence status through the EU Settlement Scheme. Member States have a choice whether to require UK nationals and their family members to apply for residence status or not. |
| APPLICATION PROCESS | The application process will be short and user-friendly. Residence status issued free of charge, or for a charge not exceeding that imposed for issuing similar documents. In the UK the fee will be in line with the current cost of obtaining permanent residence documentation. |
Equal rights and treatment for UK and EU citizens

The WA protects the **existing rights** to equal treatment & non-discrimination **for EU citizens residing in the UK before the end of the IP** - and **vice versa**. Their family members will also be protected.

### Recognition of Qualifications

EU professionals resident or frontier working in the UK, or vice versa, will continue to have their **professional qualifications** recognised, where they obtained or are obtaining a recognition decision before the end of the IP.

### Benefits and Public Services

EU citizens with a right to reside or work under the WA will have broadly the **same entitlements** to work, study and access public services and benefits as now. EU regulations on social security coordination apply to individuals in scope of the WA, so citizens who have moved between the UK and EU before the end of the IP are **not disadvantaged** accessing pensions, benefits & other forms of social security e.g. reciprocal healthcare.

### Protections

In the UK, the citizens’ rights part of the WA will be **fully incorporated** into UK law. An independent monitoring authority in the UK, and the Commission in the EU, will oversee its implementation and application.
To ensure that the UK’s exit from the EU can take place in an orderly way, certain provisions of EU law need to be wounded down after the end of the IP.

Arrangements for the UK's withdrawal from Euratom, clarifying responsibilities such as nuclear material and radioactive wastes

For goods placed on the market before the end of the IP, free circulation provisions between the UK and the EU will apply

For goods that are midway through a customs movement, ongoing customs procedures will apply

EU procurement rules will continue to apply to public procurement and similar procedures ongoing at the end of the IP

These issues were all provisionally agreed either in March or June.
Other separation issues

A number of other separation issues related to the UK’s exit that require a winding down of EU law in the UK have also been agreed since June.

Pending admin/judicial cases before the end of the IP will continue to resolution, with intervention rights for the UK at the CJEU.

Geographical indications will be protected as now, until the future relationship is in place.

Data and information exchanged between the UK and the EU will continue to be protected to a high standard.

Agreement on other issues - VAT and excise duties, police and judicial cooperation, and privileges/immunities.
The **IP** gives businesses and government time to prepare, so that individuals and businesses only have to prepare for one set of changes as the UK moves to its future relationship with the EU.

<table>
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<tr>
<th>TIME LIMITED</th>
<th>The period will be last until <strong>December 2020</strong> with the possibility of a time-limited extension for up to 1 or 2 years</th>
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<tbody>
<tr>
<td>PARTICIPATION</td>
<td>The UK can potentially participate in some meetings of <strong>EU bodies and agencies</strong>, including internationally, where necessary or relevant to the UK</td>
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<tr>
<td>INTERNATIONAL AGREEMENTS</td>
<td>The UK is treated as a Member State for the purposes of EU IAs. The UK will be able to <strong>negotiate, sign and ratify</strong> agreements which apply after the IP</td>
</tr>
<tr>
<td>FISHERIES</td>
<td>Access to waters and shares of catch remain the same to end 2020. During 2020 the UK will negotiate as an <strong>independent coastal state</strong>, with annual negotiations on access and fishing opportunities for 2021 and future years</td>
</tr>
<tr>
<td>FOREIGN POLICY AND SECURITY</td>
<td><strong>Specific arrangements</strong> reflect the unique nature of this policy area, including that the future relationship may come into effect during the period</td>
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A fair financial settlement

The WA resolves the UK's financial rights and obligations as a departing Member State based on a set of principles and shared commitments.

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<tr>
<th>PRINCIPLES</th>
<th>SHARED COMMITMENTS</th>
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<tr>
<td>Only financial commitments that require funding by Member States, with a corresponding share of financial benefits</td>
<td>UK participation in 2019-20 EU budgets, with protection against changes to budget rules after exit increasing our obligations</td>
</tr>
<tr>
<td>UK share of EU obligations will use existing rules for areas such as 2019 and 2020 budget contributions, and is fixed at the UK's average share 2014-20 otherwise</td>
<td>The UK will pay its share of outstanding EU budget commitments as at the end of 2020, receiving its share of corresponding receipts</td>
</tr>
<tr>
<td>Payments required no earlier than they would have been had the UK remained a Member State</td>
<td>The UK will pay its share of the EU’s liabilities as at the end of 2020, taking account of EU assets</td>
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The definitive value of this will depend on uncertain future events. The Government has set out a central estimate of £35-39bn, which has been verified as reasonable by the National Audit Office.
The governance arrangements are required to ensure that the issues set out in the previous slides, and the Protocols, can be managed in an orderly way.

Consistent interpretation of the WA through a commitment that UK courts will pay due regard to relevant decisions of the CJEU with respect to Union law after the end of the IP, without voluntary preliminary references as the EU proposed, apart from for 8 years for citizens’ rights and two specific elements of the financial settlement.

Protection of rights established during our membership will be upheld. Businesses and individuals will be treated equally in the UK and the EU by being able to rely directly on the provisions of the WA and of the Union law made applicable by the WA in UK courts.

Resolution of disputes through a Joint Committee and independent arbitration, rather than the CJEU as the EU originally proposed, with references to the CJEU only about questions of interpretation of EU law from the panel at its own discretion, and non-compliance measures that include fines and suspension.
PART II
The Protocols
As the only part of the UK sharing a land border with an EU member state, **the livelihoods of the people of NI and Ireland are linked.**

**THE PROTOCOL IS THEREFORE ABOUT MORE THAN JUST THE BACKSTOP – IT IS ABOUT PROTECTING LIVELIHOODS IN BOTH NORTHERN IRELAND AND IRELAND**

The continuation of the **Common Travel Area**

Continued legal underpinning of the **Single Electricity Market** in Northern Ireland and Ireland

UK commitment not to diminish rights, safeguards and equality of opportunity as guaranteed under the **Belfast (Good Friday) Agreement**

Commitment to **protect North-South and East-West cooperation** across political, economic, security, societal and agricultural contexts
Neither side wishes to see the backstop enter into force – the PD sets out our determination to establish alternative arrangements for ensuring there is no hard border on a permanent footing.

But the Protocol provides for a legally operative backstop that guarantees that there will be no hard border if the future relationship is not ready by the end of the IP.

The backstop has been driven by three key objectives:

- **NO HARD BORDER ON THE ISLAND OF IRELAND**
- **CONTINUED NORTH-SOUTH AND EAST-WEST COOPERATION**
- **PROTECTING THE BELFAST (GOOD FRIDAY) AGREEMENT**

The backstop is an uncomfortable arrangement which is why both Parties are committed to a future relationship that means that it either does not come into effect or is superseded quickly.

If the future relationship is not going to be ready by 1 January 2021, the UK has two choices: request an extension of the IP or activate the backstop.
The Protocol maintains the **constitutional and economic integrity of the UK**, in part through UK-wide customs arrangements.

### UK-WIDE CUSTOMS ARRANGEMENTS

| This means that there can be **no separation of the UK’s customs territory** | No **tariffs, quotas or checks on rules of origin** between the UK and the EU |
| UK will harmonise on **state aid**, maintain existing **environmental, social & employment standards, and some tax practices**, and maintain a robust **competition** regime | There are **no commitments to pay budgetary contributions** of any kind to the EU |

The backstop delivers a **basic set of trading arrangements**. But both sides are clear these would represent a suboptimal outcome compared to those envisaged in the PD.
NI will be subject to parts of the EU acquis, but **only those that are strictly necessary to avoid a hard border** between NI and Ireland, including with respect to VAT and SPS rules.

**The protocol also protects the integrity of the UK**

Legal recognition of NI’s place in the UK’s internal market and a guarantee of full access to GB market for NI goods.

The Government could **temporarily maintain** applicable rules UK-wide to minimise checks required prior to the future relationship starting. Checks always carried out by UK or NI authorities.

The Government will bring forward proposals on the **role for the NI Assembly** before commencing any backstop powers.
**The backstop will be temporary**

We have secured a number of important changes that mean, if the backstop is ever needed, it will be a **temporary arrangement**.

<table>
<thead>
<tr>
<th><strong>A legal duty</strong> to use best endeavours to avoid the backstop coming into force (Article 2(1))</th>
<th><strong>Temporariness is explicit</strong> in the legal text (Article 1(4))</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>An alternative to the backstop</strong> – a choice between the backstop and an extension to the IP</td>
<td>The <strong>Article 50 legal base cannot establish a permanent relationship</strong> – which is clear in a recital in the WA itself</td>
</tr>
<tr>
<td><strong>Incentives for the EU to move to future arrangements</strong> – limited level playing field provisions and no guaranteed access to waters</td>
<td>Flexibility in what can replace the backstop – a recital recognises that it could be “alternative arrangements” not just the future relationship</td>
</tr>
<tr>
<td><strong>A provision to review and ultimately terminate the backstop</strong> by mutual consent – with both sides bound to act in good faith</td>
<td>The legal text says that <strong>once the backstop has been superseded</strong>, it will “cease to apply”</td>
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</table>
The WA includes **Protocols on Gibraltar and the Sovereign Base Areas (SBAs)** in Cyprus, which set out how arrangements will function in this respect.

**GIBRALTAR**

The **Protocol on Gibraltar** will be underpinned by arrangements setting out the Parties’ commitments to cooperation in areas such as citizens’ rights, the environment, tobacco and police and customs cooperation. These are important issues for citizens in Gibraltar and Spain and reflect the aim to work together in support of the shared prosperity of the area.

**SBAs**

The **Protocol on the SBAs** preserves the existing unique arrangements to reflect the UK’s international commitments and ensure the continued effective operation of the SBAs for military purposes in the context of the UK’s withdrawal from the EU. The arrangements will ensure that the laws applicable to Cypriots in the SBAs are, as far as possible, the same as the laws of the Republic of Cyprus.

The WA applies to Gibraltar and the SBAs in full.
PART III
The Political Declaration
The PD marks a decisive step forward in the UK’s exit from the EU, **signaling the ambition of both sides to embark on a new deep and special partnership.**

<table>
<thead>
<tr>
<th>PART I: INITIAL PROVISIONS</th>
<th>“an ambitious, broad, deep and flexible partnership across trade and economic cooperation” and a “broad, comprehensive and balanced security partnership”</th>
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<tbody>
<tr>
<td>PART II: ECONOMIC PARTNERSHIP</td>
<td>“intent of both Parties to <strong>develop in good faith agreements</strong> giving effect to this relationship and to begin the formal process of negotiations as soon as possible after the UK’s withdrawal from the Union”</td>
</tr>
<tr>
<td>PART III: SECURITY PARTNERSHIP</td>
<td><strong>Determination to reach an agreement</strong> to establish “alternative arrangements for ensuring the absence of a hard border on the island of Ireland on a permanent footing”</td>
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<tr>
<td>PART IV: INSTITUTIONAL AND HORIZONTAL ARRANGEMENTS</td>
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<td>PART V: FORWARD PROCESS</td>
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We have agreed that the future relationship should be underpinned by a set of core values and rights, data protection arrangements and other areas of shared interest.

Shared values including respect for human rights, democracy and the rule of law. UK commitment to the ECHR, and EU and Member States’ commitment to the Charter of Fundamental Rights.

A commitment from the EU to provide an assessment of the UK’s data protection standards through its adequacy framework – vital for the economic and security partnerships – by the end of 2020, and comparable facilitation provided by the UK. Agreement to cooperation between regulators.

Agreement to set the terms and conditions for potential UK participation in Union programmes, including in areas such as science and innovation, culture and education, development, defence capabilities, civil protection and space, as well as related dialogue and exchanges.
We have agreed to a trading relationship in goods that is as close as possible, facilitating the ease of trade between the UK and the EU, and taking into account a set of principles and objectives.

The agreement should protect the integrity of the UK’s internal market, and the EU’s Single Market and Customs Union, on an equal basis.

A balance of rights and obligations to ensure our commitments are commensurate to the economic relationship.

There is explicit reference to the development of the UK’s independent trade policy beyond its economic partnership with the EU.
Economic Partnership - Goods

This means a free trade area for goods, combining deep regulatory and customs cooperation and underpinned by provisions ensuring open and fair competition.

**Regulatory arrangements:** with provision for the UK to align with relevant EU rules if it chooses to do so, and to cooperate with EU agencies - including chemicals, medicines and aviation - reflecting proposals made by the UK.

**Customs arrangements:** no tariffs or quotas – a first for a major economy - with ambitious arrangements that develop the single customs territory provided for in the WA which obviates the need for checks on rules of origin, in line with the objectives and principles of the partnership, including the development of the UK’s independent trade policy beyond it. Use of facilitations and technologies - including to develop alternative arrangements to avoid a hard border in NI.

There is confirmation that there is a sliding scale on commitments that leads to a spectrum of outcomes for checks and controls. Both sides have agreed to be as ambitious as possible - our ambition is to push this as far as it can go, including avoiding specific checks and controls where possible.
Economic Partnership – Services and investment, and digital

**Services and investment** arrangements covering market access and non-discrimination, regulatory aspects, and recognition of professional qualifications – with separate **digital** provisions.

Ambitious, comprehensive and balanced **services and investment** relationship that goes well beyond WTO commitments, and builds on recent EU FTAs

**Broad sectoral coverage** on market access and national treatment, non-discrimination and transparent regulatory approaches

Provisions to facilitate **electronic commerce** and cross-border data flows, including by addressing unjustified barriers to trade by electronic means

There will also be appropriate arrangements to **recognise professional qualifications**
Economic Partnership – Financial services

Arrangements for **financial services**, covering equivalence decisions and regulatory and supervisory cooperation.

**PRINCIPLES**
Commitments to preserving financial stability, market integrity, investor protection and fair competition, while respecting regulatory autonomy.

**EQUIVALENCE**
Endeavouring to conclude equivalence assessments before the end of June 2020.

**COOPERATION**
Close and structured regulatory and supervisory cooperation, grounded in the economic partnership, recognising that this is in the mutual interests of both sides.
Economic Partnership – Transport, energy and fishing

Arrangements for **transport**, including aviation, road, rail and maritime; **energy**, including electricity and gas, carbon pricing and civil nuclear; and **fishing opportunities**.

- Comprehensive air transport agreement
- Comparable market access for road hauliers, buses and coaches
- Bilateral arrangements for cross-border rail services
- Arrangements for cooperation on maritime safety and security

- Mechanisms to ensure efficient trade over interconnectors
- Technical cooperation between electricity and gas operators and organisations
- Consideration of cooperation on carbon pricing
- Nuclear Cooperation Agreement between the UK and Euratom

A new fisheries agreement, reflecting the UK’s status as an independent coastal state
Economic Partnership – wider cooperation

Other aspects of economic cooperation related to global cooperation, open and fair competition, intellectual property and public procurement, and mobility.

Cooperation in international fora in areas such as climate change, sustainable development, cross-border pollution, trade protectionism and financial stability.

Protection and enforcement of intellectual property rights beyond multilateral treaties. Mutual opportunities in public procurement markets beyond commitments under the GPA.

Open and fair competition commitments commensurate to the overall relationship, covering state aid, competition, social & employment, environment, climate change & relevant tax matters - not including tax rates.

Arrangements on temporary entry and stay of natural persons for business purposes and mobility provisions based on non-discrimination between EU Member States and reciprocity, including visa free travel for short-term visits.
Arrangements on law enforcement and judicial cooperation in criminal matters, based on a shared set of principles and objectives, and the nature of the UK’s commitments.

**LAW ENFORCEMENT AND JUDICIAL COOPERATION**

**Principles:** Comprehensive and reciprocal arrangements to deliver operational capabilities for prevention, investigation, detection and prosecution of criminal offences – noting the nature of shared threats and benefits of shared cooperation.

**Commitments:** Recognition that the scale and scope of future arrangements will reflect the UK’s commitments that respect the Union’s legal order, such as alignment with rules, governance, adherence to the ECHR, and protection of the personal data.

These principles and commitments will help to deliver strong operational capabilities – outlined in the next slide.
Operational capabilities that include data exchange, practical cooperation between law enforcement and judicial authorities, and anti-money laundering and tackling terrorist financing.

On **data exchange**, reciprocal arrangements for exchanges of passenger name record (PNR) data and of DNA, fingerprints and vehicle registration data (Prüm). Exploration of additional arrangements including exchange of information on wanted or missing persons and criminal records, aiming to deliver capabilities where possible that approximate those enabled by relevant Union mechanisms.

On **operational capabilities**, provision for practical cooperation between law enforcement authorities including, again with the view to delivering capabilities that, where possible, approximate those enabled by relevant Union mechanisms.

Specific provisions for swift and effective extradition.

On **agencies**, terms for the UK’s cooperation via Europol and Eurojust.

Support of international efforts to prevent and fight against **money laundering and terrorist financing** e.g. through compliance with Financial Action Task Force standards, going beyond this with regard to beneficial ownership transparency.
Security Partnership – Foreign policy, security and defence

An independent foreign policy, with arrangements for consultation and cooperation – for instance on sanctions, operations and missions, and defence capability development.

Close, flexible and scalable cooperation on external action at the bilateral and international level, including in times of crisis

Structured consultation and regular thematic dialogue; possibility for UK participation in informal Council meetings

Cooperation in third countries and international organisations; possibility for shared statements, demarches and positions

Consultation on sanctions, intensified exchange of information where objectives aligned, and possibility to adopt mutually reinforcing sanctions

Case-by-case participation in missions and operations, with interaction in planning, proportionate to UK contribution

Potential collaboration in European Defence Agency projects, and participation of UK entities in European Defence Fund projects
Security Partnership – Thematic cooperation

It will also include thematic cooperation, for instance in relation to cyber security, counter-terrorism, health security, civil protection and illegal migration.

Promotion of security and stability in cyberspace through cooperation and info exchange

Cooperation on counter-terrorism, countering violent extremism and emerging threats

Cooperation on health security, including in international fora

Cooperation on civil protection in respect of natural or manmade disasters

Tackling illegal migration through operational cooperation, dialogue and in international fora

Provisions that allow for cooperation on space and development

Security Partnership underpinned by a Security of Information Agreement, with guarantees on the handling and protection of classified information, alongside provisions on sensitive non-classified information.
The future relationship will be underpinned by robust institutional arrangements, including in relation to the structure of the agreements, and how it will be governed.

**STRUCTURE**

Future relationship based on an overarching institutional framework, with the possibility for specific governance arrangements in individual areas. Possibility to review the relationship.

**GOVERNANCE**

Mechanisms for dialogue at summit, ministerial, technical and parliamentary levels. Governance arrangements based on those provided for in the WA, including management, supervision, implementation, the resolution of disputes and enforcement, and safeguard provisions, in full respect of the Parties’ own legal orders.
The UK will negotiate the future agreements implementing the Political Declaration on behalf of all territories for whose external relations the UK is responsible.

This will ensure an appropriate and beneficial future relationship across the UK family, taking into account the Crown Dependencies’ and Overseas Territories’ existing relationships with the EU, while upholding their British sovereignty.

“Her Majesty’s Government of Gibraltar welcomes the unwavering commitment of the United Kingdom that it will negotiate future trade and other arrangements with the EU that work for all of the British family of nations, including Gibraltar”

Chief Minister of Gibraltar
Saturday 24 November 2018
PART IV

Conclusion and next steps
What does this mean?

Taken together, this package would mean that the future relationship will deliver benefits across a range of areas.

Free trade area for goods

Flexibility on services and digital

No border NI / Ireland or NI / GB

Out of the CAP and the CFP

End to the jurisdiction of CJEU in the UK

Freedom to sign trade deals with others

End to free movement of people in UK

No more vast contributions to the EU budget

Continued security cooperation

An end to the direct effect of EU law
Both sides have compromised in the negotiations

In a number of important areas the **outcome is different to the original EU position** – including with respect to the WA and in the PD.

- **Not binary choice** between Norway and Canada. PD concedes that there is a spectrum.

- **PD grants access to security capabilities**, despite not having free movement and bring outside Schengen.

- **PD preserves the invisible border** between NI and Ireland without splitting the UK’s customs territory.

- **WA is overseen by a Joint Committee and an independent arbitration panel**, rather than the CJEU.

- **WA offers no tariffs, quotas or checks on ROOs without heavy obligations** the EU were insisting on.

- The WA **settles our obligations in full**, with a financial settlement less than original sums quoted.
Next steps with the EU

The Withdrawal Agreement now needs to be **approved by the UK and EU Parliaments**.

There are also important provisions for the formal translation of the PD into **legally binding agreements**.

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<th>Step</th>
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<td>1</td>
<td>Preparatory organisational work <strong>before exit day</strong> with the aim of enabling rapid commencement of negotiations</td>
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<tr>
<td>2</td>
<td><strong>Start of negotiations as soon as possible</strong> after the WA comes into force, to ensure the future relationship can take effect by the end 2020</td>
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<tr>
<td>3</td>
<td>Development of a <strong>clear programme to deliver this timetable</strong>, with regular review points and progress stock takes</td>
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There is also a **legally binding commitment** on the Parties to use best endeavours to take the necessary steps to ensure that the future relationship comes into force by the end of the IP.
Following conclusion of the special European Council and with the political declaration finalised, the **following process** will need to be followed in the UK.

### House of Commons must vote to approve the WA and political declaration
Before the WA can be ratified and come into effect, with a ‘take note’ motion in the Lords.

### The WA requires domestic legislation to be implemented. **The EU (Withdrawal Agreement) Bill**
will only be introduced once Parliament has approved the final deal.

### The Bill must pass before 29 March 2019 in order for the WA to have legal effect in the UK
and for the Government to ratify the WA. The WA will also be subject to the Constitutional Reform and Governance Act (CRaG) 2010.

### The future relationship will be implemented as necessary in separate legislation
which will not be finalised until after the UK’s exit from the EU.

Without agreeing this deal in Parliament, the legal default is the UK leaving the EU without a deal.