Connecting Europe Facility 2021-2027
Financing key EU infrastructure networks

OVERVIEW

The EU supports the development of high-performing, sustainable and interconnected trans-European networks in the areas of transport, energy and digital infrastructure. It set up the Connecting Europe Facility (CEF) as a dedicated financing instrument for the 2014-2020 period, to channel EU funding into the development of infrastructure networks, help eliminate market failures and attract further investment from the public and private sectors. Following a mid-term evaluation, the European Commission proposed to renew the programme under the next long-term EU budget.

Negotiations between the Council and the European Parliament on the content of the proposal reached a partial provisional agreement, leaving aside the budget section and the questions relating to third countries. The agreement was approved by EU ambassadors and adopted by the Parliament at first reading on 17 April 2019. Discussions in the Council on the EU’s 2021-2027 budget resumed when the Finnish Presidency of the Council published its ‘negotiating box’ in December 2019 and then with the proposal put forward in February 2020 by the President of the European Council, Charles Michel. However, Member States have not yet reached an agreement.

In reaction to the coronavirus crisis and to the demand of the European Council, the Commission proposed an EU recovery fund and the adjusted Multiannual Financial Framework on 27 May 2020, also modifying the amounts to be allocated to the 2021-2027 CEF programme.


| Committees responsible: | Transport and Tourism (TRAN) |
| Industry, Research and Energy (ITRE) |
| (joint committee procedure, Rule 58) |
| Rapporteurs: | Marian-Jean Marinescu (EPP, Romania) |
| Henna Virkkunen (EPP, Finland) |
| Dominique Riquet (Renew, France) |
| Next steps expected: | Trilogue negotiations with a view to an early second-reading agreement |

COM(2018) 438
6.6.2018
2018/0228(COD)
Ordinary legislative procedure (COD)
(Parliament and Council on equal footing – formerly ‘co-decision’)

Trilogue
Second reading
Adoption

EPRS | European Parliamentary Research Service
Author: Marketa Pape
Members’ Research Service
PE 628.247 – June 2020
Introduction

To secure jobs, growth and competitiveness, the EU needs strong, modern and reliable infrastructure connecting all its regions. It therefore supports the development of trans-European networks (TENs) in the areas of transport, energy and digital infrastructure. The European Commission estimated in 2011 that some €970 billion of investment in the development of trans-European networks was needed. To address this need and complement other EU funding sources, it set up the Connecting Europe Facility (CEF), a financing instrument meant to channel EU funding towards the development and modernisation of infrastructure networks, help eliminate market failures and attract further investment from the public and private sectors. As the programme has proved its capacity to contribute effectively to EU objectives, the Commission proposed to renew it as part of the next long-term EU budget plan (multiannual financial framework (MFF) for 2021-2027).

Note: For the ongoing 2014-2020 CEF, current prices are used in the text (as in Commission documents) and they refer to EU-28 countries. In contrast, the proposed 2021-2027 CEF refers to EU-27 countries and amounts are indicated in constant prices, as requested by the European Parliament.

While current prices make no adjustments for inflation, constant prices adjust for the effects of inflation, as they are expressed in the price terms of a base period (normally a year – 2018 in this briefing). For an overview, the amounts proposed in current and constant 2018 prices are compared in Table 1.

Context

Efforts to support the European internal market by developing TENs date back to the 1990s. Twenty years and several enlargements later, with some steady progress achieved, the TEN policy was consolidated in 2013 with a new framework. It strengthened the governance at EU level with new sectoral guidelines and set up the CEF as an instrument to part-finance network deployment.

In transport (TEN-T), the 2013 guidelines replaced the previous approach of 30 priority projects with a network approach. The network consists of two layers. The core network of nine multimodal corridors and two horizontal priorities is to be completed by 2030. The comprehensive network of routes feeding into the core network is to be completed by 2050. The guidelines define projects of common interest for creating new or upgrading existing transport infrastructure, closing gaps, removing bottlenecks and eliminating technical barriers to transport flows between Member States.

The trans-European energy networks (TEN-E) seek to link the energy infrastructure of EU countries. The intervention logic laid out in the guidelines is based on nine priority corridors (covering at least two EU countries and developing electricity, gas or oil infrastructure) and three priority thematic areas. Every two years, the Commission draws up a new list of projects of common interest (PCIs), taking the envisaged project’s maturity into account. These key infrastructure projects help to connect national energy systems together and contribute to the EU’s climate and energy goals by integrating renewables more effectively into electricity markets.

The main objective in the telecommunications sector is to remove digital barriers hindering the completion of the digital single market and to achieve the EU objectives for connecting European households to the internet. The relevant guidelines focus on two types of projects: digital service infrastructures (DSIs) and broadband networks for high-speed internet access. Several basic DSIs, bundled together, create reusable ‘building blocks’, which can be combined with each other and integrated into larger projects (for instance e-Signature, e-Identification and automated translation).

Existing situation

The Connecting Europe Facility (Regulation 1316/2013) is a common, centrally-managed programme funding targeted transport, energy and telecommunications infrastructures.
Established in 2013 as part of the Europe 2020 strategy, it helps finance the development of trans-European networks, improve cohesion in the internal market and the EU’s competitiveness in the global market. It seeks to bring high European added value and stimulate further investments.

Initially, the programme was given a budget of €33 billion for the 2014-2020 period. The amount of €11.3 billion was transferred from the Cohesion Fund, to be spent only on transport projects in countries eligible for cohesion funding. In 2015, however, the CEF budget was reduced to about €30 billion, in order to establish the European Fund for Strategic Investments (EFSI).

CEF financing takes the form of grants, procurement, financial instruments and support actions helping to prepare quality projects. Most of the CEF budget is implemented by the Innovation and Networks Executive Agency (INEA) on the basis of open and competitive calls for proposal. INEA can optimise budget use by applying the ‘use it or lose it’ principle. As most of the financing needed for the three TEN sectors is expected to come from public and private funds at the national level, the CEF mainly focuses on cross-border projects where financial markets have little or no interest in investing, but which are important in terms of EU economic, social and territorial cohesion.

The transport budget of about €24.1 billion (consisting of the general envelope of €12.8 billion plus the Cohesion Fund contribution of €11.3 billion) can only fund measures contributing to projects of common interest, as identified in the guidelines and programme support actions. Priority is given to creating or improving cross-border connections, completing missing links and removing bottlenecks. The programme also promotes rail interoperability, efficient and sustainable transport systems, enhancing interconnections among transport modes, as well as safety and security. Several co-financing rates are applicable for infrastructure works and telematic systems. The total amount of grants allocated to each Member State is limited by the number of corridors running through its territory. The programme funded, for example, the Rail Baltica project connecting four countries, and the traffic management systems ERTMS (rail) and SESAR (air traffic).

The CEF energy budget of about €4.8 billion supports projects advancing integration of the internal energy market and network interoperability. It focuses on improving security of the EU supply as well as the resilience and security of the system through infrastructure. To apply for CEF funding, projects must fulfil requirements specified in the guidelines: bring significant benefits to at least two EU countries, contribute to market integration and further competition, enhance security of supply, and reduce CO₂ emissions. As well as a number of studies and preparatory actions, the programme financed, for instance, the gas interconnector between Lithuania and Poland, the Biscay Bay High Voltage Direct Current (HVDC), and coordinated management of renewable energies Sincogrid.

The CEF telecom has a budget of about €1 billion, out of which €870 million goes to DSIs, and the rest to broadband networks. Examples in different sectors include the Europeana cultural heritage platform, a platform for voluntary cooperation strengthening preparedness for cyber-attacks, solutions in e-health, and online dispute resolution.

A 2016 in-depth analysis conducted for the European Parliament and based on a stakeholder survey considered CEF funding insufficient to achieve the infrastructure network objectives and the budget allocation not aligned with the volume of technically eligible proposals. It also highlighted possible bias for large-scale corridor projects, leaving aside smaller projects offering high added value.

The European Court of Auditors highlighted, in its 2018 special report, that the take up of ultra-fast broadband connections is significantly slower than expected and the target of bringing it to half of EU households by 2020 will not be met, in particular in rural areas. To give more support to broadband network infrastructures, the Commission and the European Investment Bank (EIB) launched a Connecting Europe Broadband Fund in 2016, with the aim of receiving €100 million from the CEF to fund high-capacity networks in underserved areas. In June 2018, the Commission, EIB and three other banks announced they have already pooled €420 million and aim to mobilise at least €1 billion in investment over five years.
For the years 2021-2030, the Commission estimates TEN transport investment needs as between €550 billion for the core network only and €1.5 trillion when the comprehensive network and urban transport are included. In energy, €179 billion is needed for projects of common interest, mostly related to electricity. The digital sector would need about €500 billion beyond the current levels of funding to reach the EU connectivity targets for institutions, households and partial 5G coverage.

Parliament's starting position

In June 2017, welcoming the Broadband Fund, the Parliament called on the Commission to ensure the long-term financing needed for the network modernisation in the next MFF.

In March 2018, the Parliament stressed the importance of an updated and more effective CEF programme for the sustainable transport sector and called for continued CEF support for digital service infrastructures and high-speed broadband networks, as well as for energy security, independence, efficiency and the use of renewable energy.

In May 2018, the Parliament urged the Commission to raise the proposed funding in the transport pillar of the new CEF, arguing that an insufficient budget would put the completion of the TEN-T network at risk and depreciate the investments already made. Parliament urged the Commission to preserve the integrity of the CEF, considering any cut in favour of other programmes unacceptable.

Council starting position

In its 2017 conclusions on the progress of TEN-T and CEF, the Council recognised the importance of transport infrastructure and services in delivering on the single European transport area, the energy union and digital single market. Noting that the demand for CEF funding considerably exceeded the available resources, it called for CEF to be reinforced, and for better synergies between the three sectors to address the shortcomings identified. Recognising the complementarity with other EU funds and instruments, it reaffirmed the key role of grants for timely TEN-T implementation.

Preparation of the proposal

On 13 February 2018, the Commission presented a mid-term evaluation report assessing the programme's progress. It is based on an online public consultation and interviews with high-level stakeholders. Overall, CEF is considered an effective and targeted instrument, bringing a real EU added value. After three and a half years of implementation, the programme distributed €25 billion, resulting in an estimated €50 billion of overall infrastructure investment in the EU.

The direct management of grants, based on a competitive selection process, proved efficient. INEA allocated grants swiftly and has flexibly redirected money unspent in some areas to new actions. The use of financial instruments, however, has been limited, partly due to parallel opportunities offered by EFSI. By mid-term, 91% from the transport budget available for grants had already been awarded. In the energy budget, 34% has been allocated, through grants only. A number of digital services has been funded, notably in healthcare. Broadband deployment has been limited, due to budget constraints.

The Commission concluded that both the sectoral policy guidelines and the CEF programme need more flexibility to address new technological developments such as digitalisation, decarbonisation and cybersecurity. Concerning climate-related spending, about 80% of the transport envelope had supported lower emission modes (in particular rail and inland waterways), while 40% of the energy budget went to climate-friendly actions (mainly electricity generation), but most to gas projects.

The legislative proposal is accompanied by an impact assessment, building on data collected during the mid-term evaluation. The document also analysed the results of another eight week online public consultation (spring 2018). Overall, stakeholders confirmed the importance of the CEF for infrastructure funding, asked for more flexibility for synergies in the three sectors, and for more money, in particular for connectivity and 5G.
The changes the proposal would bring

Note: The amounts in this section are those proposed initially by the Commission. In reaction to the coronavirus crisis, the Commission proposed adapted amounts (see Legislative process section below).

The new CEF (based on Articles 171, 172 and 194 of the Treaty on the Functioning of the EU) seeks to speed up the decarbonisation and digitalisation of the EU economy by better integrating the transport, energy and digital sectors. It should contribute to EU climate objectives (60% of its envelope) and support economic growth, jobs and the use of new technologies. The Commission estimates that completing the TEN-T core network by 2030 would generate 7.5 million job-years and an additional GDP increase of 1.6% by 2030.

The programme targets synergies among the three sectors, for instance in the areas of connected and autonomous mobility, clean mobility based on alternative fuels, energy storage and smart grids. This should be done by joint work programmes addressing at least two sectors, specifying award criteria and budget contributions from the sectors involved. Moreover, projects funded within each of the sectors could include ‘ancillary elements’ beyond the specified eligible actions, for instance a transport project including a renewable energy generation element. However, these ancillary elements would have to relate to the transport, energy or digital sector and ‘significantly’ improve the project’s impact without exceeding 20% of its total eligible costs. The new CEF should have ‘simpler but more robust’ monitoring. Project beneficiaries would have to provide data to the overall monitoring carried out by INEA. Administrative requirements for small grants would be reduced. The Commission would perform an interim and an ex-post evaluation.

In transport, the focus shifts to decarbonisation, and making transport connected, sustainable, inclusive, safe and secure. The proposed budget reflects this rebalancing: 60% of transport resources would go to the development of basic infrastructure and 40% to modernising the existing network. Co-financing rates would be simplified and priority given to cross-border sections. To reflect growing transport flows and improve connectivity, the core network corridors would be adapted. Several core maritime ports, cross-border and inland waterway sections would be integrated into the core network corridors, which are further aligned with rail freight corridors.

The proposed transport budget consists of three parts. As in the current CEF, a general transport envelope of €11.4 billion and a Cohesion Fund contribution of €10 billion would be implemented under the CEF. An additional €5.8 billion, earmarked in the security and defence budget, would also be implemented under the CEF, on projects adapting parts of the transport network to enable dual civilian-military use. The aim is to facilitate potential movement of military personnel and equipment, while improving civilian transport conditions. For instance, by increasing the weight capacity of a particular bridge, a shorter itinerary could be made available to standard trucks. Based on the action plan on military mobility published by the Commission in March 2018 and the identified requirements for military transport, these projects would have to follow the CEF eligibility and procedural rules.

The energy budget of €7.7 billion should help the transition towards clean energy and complete the energy union, making EU energy systems more interconnected, digitalised, and smarter. Through projects of common interest, the proposed CEF seeks to make networks more interoperable and further integrate the internal energy market (90% of its budget), helping to decarbonise the economy. The remaining 10% would support cross-border renewable energy projects, either between Member States or with a third country, seeking to lower the cost of renewables and stimulating their uptake. Co-financing rates would remain the same as under the current CEF.

Following the strategic objectives set out in the 2016 gigabit society strategy, the digital envelope of €2.7 billion would now support only infrastructure development. Repealing the relevant sectoral telecommunications guidelines, the regulation would set new criteria for projects of common
interest. The focus shifts to improving digital connectivity, increasing resilience and the capacity of backbone networks, and enhancing digitalisation of transport and energy networks.

The programme would finance projects in six areas: providing gigabit connectivity to socio-economic drivers (institutions like hospitals, schools and research centres); wireless connectivity to local communities; 5G coverage on important transport axes; very high capacity networks to households; key international links (such as submarine cables); and digital operational platforms. Co-financing rates would depend on the area and be complemented by financial instruments.

Advisory committees

Given the legal basis, consultation of both committees is mandatory. The European Economic and Social Committee (EESC) in its opinion of 19 September 2018 (rapporteur: Aurel Laurențiu Plosceanu, Group I – Employers, Romania; co-rapporteur Graham Watson, Group III – Diversity Europe, United Kingdom) advocates a stronger budget for the post-2020 CEF, with grants as the main component. The EESC recommends encouraging synergies at project level between the three sectors, further simplifying administrative requirements and maintaining the focus of the energy budget on electricity projects, and asks the Commission to continue providing technical support to projects.

The European Committee of the Regions (CoR) in its opinion of 10 October 2018 (rapporteur: Isabelle Boudineau, PES, France) suggests using European Groupings of Territorial Cooperation (EGTCs) in cross-border projects, and stresses the connectivity needs of peripheral, outermost and island as well as demographically challenged regions.

National parliaments

No reasoned opinion on subsidiarity issues was submitted by the 13 September 2018 deadline. The Czech Senate, in its contribution, disagreed with the proposed transfer of resources from the Cohesion Fund to the CEF, convinced that they would bring better results under the cohesion policy.

Stakeholder views

As for the transport sector, more than 40 European associations representing transport stakeholders adopted a common declaration on 24 April 2018, calling on the Commission to increase the budget for the new CEF to facilitate the completion of the core network. Considering investments into better and more innovative transport as key to the EU remaining competitive, mobile and an attractive place to live, they urged the Commission to continue providing grants as the conventional tool for funding transport projects.

In the energy sector, the Electrification Alliance, representing the electricity industry, suggested in an open letter to the Commission published in March 2018, a revision of the TEN-E regulatory framework. In particular, the letter claimed that synergy projects between transport and energy should get better financing and eligibility conditions, and called for improvements in project selection through defining clear objectives for projects of common interest. Arguing for better use of financial instruments to help meet the EU 2030 renewable energy target across Europe, they urged the Commission to allocate public money only to projects supporting EU climate and energy goals.

Legislative process

In the Parliament, the Committee on Transport and Tourism (TRAN) and the Committee on Industry, Research and Energy (ITRE) are jointly responsible for the file under Rule 58 (formerly Rule 55), while the committees on Foreign Affairs (AFET), Budgets (BUDG), Environment, Public Health and Energy (ENVI), and Regional Development (REGI) have given opinions.

In their draft report published on 13 July 2018, the rapporteurs regretted the reductions in the general and cohesion envelopes. After the Parliament had agreed its position on the overall EU
Connecting Europe Facility 2021-2027

multiannual financial framework, the TRAN and ITRE committees adopted the joint legislative report on CEF on 22 November 2018. Based on this report, the Parliament adopted its position for negotiations with the Council on 12 December 2018, with 433 votes in favour, 134 against and 37 abstentions. Parliament called for an increase in the overall CEF budget to €43.85 billion (constant 2018 prices), with €33.51 billion for transport, including the envisaged transfer from the Cohesion Fund. CEF transport funds should go towards the completion of the TEN-T corridors, to improve connectivity and accessibility for EU citizens. The report also spells out the conditions for the adaptation of TEN-T networks to civilian-defence dual use, and measures facilitating coordination among Member States on cross-border projects. Furthermore, it calls for higher financing rates for projects of inter-sectoral synergies and those in outermost regions. Members also call on the Commission to present a framework programme for the entire 2021-2027 period, including a timetable for work programmes and calls for proposals, to provide predictability and transparency, so that Member States can prepare mature project proposals.

The Transport Council of 3 December 2018 agreed a partial general approach, excluding for the time being financial and horizontal issues, still under discussion as part of the next multiannual financial framework.

Interinstitutional negotiations (trilogues) concluded on 8 March 2019 with a partial provisional agreement (not covering the budget section), which also left aside the questions relating to third countries.

It was agreed that in transport, while the EU can in general support projects with grants up to 30% of costs, cross-border links could be co-financed up to 50% in certain cases (mostly on inland waterways and railways), and actions in outermost regions up to 70%. Projects promoting synergies in at least two of the three areas (transport, energy, digital) can obtain a higher co-financing rate, as well as cross-border projects managed by a joint undertaking. Blending operations may not exceed 10% of the transport envelope. As for military mobility, the programme can only support dual-use infrastructure, not infrastructure used solely for military purposes.

As regards energy, if there are not enough cross-border projects in the field of renewable energy, the unused budget is to be used on other projects on the trans-European energy network. Among the criteria for allocating funds is the consistency of the projects with national and EU plans on energy and climate, including the ’energy efficiency first’ principle.

The CEF programme is to be implemented by work programmes adopted by the Commission.

This partial provisional agreement was approved by Coreper on 14 March 2019 and endorsed by Parliament’s TRAN and ITRE committees (meeting jointly) on 25 March 2019. The Parliament then adopted a legislative resolution at first reading on 17 April 2019 by 430 votes to 146, with 31 abstentions. All remaining issues were to be agreed at the second-reading stage. On 4 December 2019, the EP TRAN and ITRE Committees voted jointly in favour of further interinstitutional negotiations with the Council on the basis of the first-reading position.

Discussions in the Council on the EU’s 2021-2027 budget resumed after the Finnish Presidency of the Council published its ‘negotiating box’ in December 2019 and again with the proposal put forward in February 2020 by the President of the European Council Charles Michel. However, Member States had not been able to reach an agreement when the coronavirus pandemic broke out.

In reaction to the coronavirus crisis and to the demand of the European Council of 23 April 2020, the Commission adopted an adjusted Multiannual Financial Framework proposal on 27 May 2020, which also modifies the CEF budget. The Commission has increased its proposal for CEF-Transport, but still for a lower amount than the EP demanded. This increase is accompanied by larger cuts to CEF-military mobility, CEF-Energy and CEF-Digital. The adjusted amounts proposed are as follows: transport €12.9 billion (+ €1.5 billion more than the original Commission proposal), energy
€5.2 billion (- €2.5 billion), digital €1.8 billion (- €0.9 billion), military mobility €1.5 billion (- €4.3 billion), while the contribution from the Cohesion Fund remains at €10 billion (see Table 1 below). The Commission has specified that the increase in the transport envelope should be used to finance high-performance transport infrastructure to facilitate cross-border connections.

Table 1 – CEF budgets comparison (in commitments; € billion)

<table>
<thead>
<tr>
<th></th>
<th>2018 constant prices</th>
<th>Current prices</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>CEF 2014-2020 (EU-27, estimated)</td>
<td>CEF 2021-2027 (EU-27, proposal)</td>
</tr>
<tr>
<td>CEF Transport</td>
<td>12 393</td>
<td>11 384</td>
</tr>
<tr>
<td>CEF Energy</td>
<td>4 185</td>
<td>7 675</td>
</tr>
<tr>
<td>CEF Telecom/Digital</td>
<td>1 001</td>
<td>2 662</td>
</tr>
<tr>
<td><strong>Total CEF headings</strong></td>
<td><strong>17 579</strong></td>
<td><strong>21 721</strong></td>
</tr>
<tr>
<td>Cohesion Fund contribution to CEF transport</td>
<td>11 487</td>
<td>10 000</td>
</tr>
<tr>
<td>Military mobility (security and defence)</td>
<td>-</td>
<td>5 767</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>29 066</strong></td>
<td><strong>31 721</strong></td>
</tr>
</tbody>
</table>


The TRAN committee discussed the EU recovery plan, the long-term EU budget for 2021-2027 and the amended CEF proposal with Henrik Hololei, Director-General of DG MOVE of the European Commission, on 8 June 2020. The following day, 45 MEPs sent a letter to the Commission asking for adequate funding for post-2020 military mobility, which they see as a flagship area of EU-NATO cooperation.

**EP SUPPORTING ANALYSIS**


**OTHER SOURCES**


*Connecting Europe facility 2021–2027*, European Parliament, Legislative Observatory (OEL).


**ENDNOTES**

1 TEN-T horizontal priorities: the European rail traffic management system and the Motorways of the sea.

2 TEN-E priority thematic areas: grids deployment, electricity highways, and a cross-border CO₂ network.

3 The Cohesion Fund is aimed at Member States whose gross national income (GNI) per inhabitant is less than 90 % of the EU average. For the 2014–2020 period, the cohesion funding concerns Bulgaria, Czechia, Estonia, Greece, Croatia, Cyprus, Latvia, Lithuania, Hungary, Malta, Poland, Portugal, Romania, Slovenia and Slovakia.

4 INEA is the successor of the Trans-European Transport Network Executive Agency (TEN-T EA) and also manages the Horizon 2020 programme and two legacy programmes from the 2007-2013 financing period.

5 INEA may close a grant agreement if the action has not begun by an agreed date (study: one year, works: two years).

6 Amounts in this and the following sections are expressed in constant 2018 prices.

7 Transport grants: general envelope and military mobility projects in all modes funded up to 30 % (or up to 50 % in case of studies, cross-border links, telematic applications systems, new technology and innovation, safety and outermost regions), cohesion envelope projects funded as under the Cohesion Fund 2021-2027 (proposed level 70 %, cross-border projects up to 85 %) of the eligible costs.

8 Energy grants: up to 50 % for studies and works, or up to 75 % in exceptional cases for projects that bring a high degree of security of supply, strengthen EU solidarity or include highly innovative solutions.

9 Digital grants: socio-economic drivers (schools, medical centres etc.) up to 75 %, wireless connectivity to local communities up to 100 %, 5G corridors along important transport axes up to 50 %, very high capacity networks to households up to 30 %, key international networks up to 50 %; while with digital operational platforms, the co-funding depends on the synergy regime.

10 This section aims to provide a flavour of the debate and is not intended to be an exhaustive account of all different views on the proposal. Additional information can be found in related publications listed under ‘EP supporting analysis’.

11 In parallel, on 11 December 2018, the Parliament adopted a resolution on military mobility, prepared by the AFET committee (rapporteur: Tunne Kelam, EPP, Estonia) an issue which is part of the proposed CEF.

**DISCLAIMER AND COPYRIGHT**

This document is prepared for, and addressed to, the Members and staff of the European Parliament as background material to assist them in their parliamentary work. The content of the document is the sole responsibility of its author(s) and any opinions expressed herein should not be taken to represent an official position of the Parliament.

Reproduction and translation for non-commercial purposes are authorised, provided the source is acknowledged and the European Parliament is given prior notice and sent a copy.


*eprs@ep.europa.eu* (contact)
*www.eprs.ep.parl.union.eu* (intranet)
*www.europarl.europa.eu/thinktank* (internet)
*http://epthinktank.eu* (blog)

Fourth edition. The 'EU Legislation in Progress' briefings are updated at key stages throughout the legislative procedure.