













Procedure file

Basic information	
COD - Ordinary legislative procedure (ex-codecision procedure) Regulation	2022/0039(COD) Procedure completed
Union Secure Connectivity Programme 2023-2027	
Subject 3.30.03.06 Communications by satellite	
Legislative priorities Joint Declaration 2022 Joint Declaration 2023-24	

Key players				
European Parliament	Committee responsible	Rapporteur	Appointed	
	 Industry, Research and Energy	 GRUDLER Christophe Shadow rapporteur  SALINI Massimiliano  HRISTOV Ivo  NIENASS Niklas  ADINOLFI Matteo  TOŠENOVSKÝ Evžen  BOTENGA Marc		08/04/2022
	Committee for opinion	Rapporteur for opinion	Appointed	
	 Budgets	 FERNANDES José Manuel		11/03/2022
Council of the European Union	Council configuration	Meeting	Date	
	Education, Youth, Culture and Sport	6785	07/03/2023	

Key events			
15/02/2022	Legislative proposal published	COM(2022)0057	Summary
07/03/2022	Committee referral announced in Parliament, 1st reading		
13/10/2022	Vote in committee, 1st reading		
13/10/2022	Committee report tabled for plenary, 1st	A9-0249/2022	Summary

	reading		
13/10/2022	Committee decision to open interinstitutional negotiations with report adopted in committee		
17/10/2022	Committee decision to enter into interinstitutional negotiations announced in plenary (Rule 71)		
19/10/2022	Committee decision to enter into interinstitutional negotiations confirmed by plenary (Rule 71)		
28/11/2022	Approval in committee of the text agreed at 1st reading interinstitutional negotiations	PE742.556 GEDA/A/(2022)007197	
13/02/2023	Debate in Parliament		
14/02/2023	Results of vote in Parliament		
14/02/2023	Decision by Parliament, 1st reading	T9-0033/2023	Summary
07/03/2023	Act adopted by Council after Parliament's 1st reading		
15/03/2023	Final act signed		
17/03/2023	Final act published in Official Journal		

Technical information

Procedure reference	2022/0039(COD)
Procedure type	COD - Ordinary legislative procedure (ex-codecision procedure)
Procedure subtype	Legislation
Legislative instrument	Regulation
Legal basis	Treaty on the Functioning of the EU TFEU 189
Other legal basis	Rules of Procedure EP 159
Stage reached in procedure	Procedure completed
Committee dossier	ITRE/9/08400

Documentation gateway

Legislative proposal		COM(2022)0057	15/02/2022	EC	Summary
Document attached to the procedure		SEC(2022)0077	16/02/2022	EC	
Document attached to the procedure		SWD(2022)0030	16/02/2022	EC	
Document attached to the procedure		SWD(2022)0031	16/02/2022	EC	
Committee draft report		PE732.693	30/05/2022	EP	
Amendments tabled in committee		PE734.111	21/06/2022	EP	
Amendments tabled in committee		PE734.185	22/06/2022	EP	
Committee opinion	BUDG	PE731.667	12/07/2022	EP	
Committee report tabled for plenary, 1st reading/single reading		A9-0249/2022	13/10/2022	EP	Summary

Text agreed during interinstitutional negotiations		PE742.556	23/11/2022	EP	
Coreper letter confirming interinstitutional agreement		GEDA/A/(2022)007197	23/11/2022	CSL	
Text adopted by Parliament, 1st reading/single reading		T9-0033/2023	14/02/2023	EP	Summary
Draft final act		00065/2022/LEX	15/03/2023	CSL	
Commission response to text adopted in plenary		SP(2023)154	12/04/2023	EC	

Additional information		
Research document	Briefing	23/05/2022

Final act
Regulation 2023/588 OJ L 079 17.03.2023, p. 0001 Summary

Union Secure Connectivity Programme 2023-2027

PURPOSE: to establish the Union Secure Connectivity Programme for the period 2023-2027 ensuring the provision of secure, flexible and resilient global satellite communications services to the Union and Member States' government entities.

PROPOSED ACT: Regulation of the European Parliament and of the Council.

ROLE OF THE EUROPEAN PARLIAMENT: the European Parliament decides in accordance with the ordinary legislative procedure and on an equal footing with the Council.

BACKGROUND: there is a growing demand by the Union governmental actors for secure and reliable satellite communication services, particularly because they are the only viable option in situations where ground-based communication systems are non-existent, disrupted or unreliable. Affordable and cost-effective access to satellite-based communication is also indispensable in remote regions and in the high seas and airspace.

Because of the scale and complexity of required investments, and the synergies that a common capability could bring, Govsatcom has been identified as early as 2013 as a promising field for Union initiatives, with the possibility of tangibly contributing to the objectives for a strong, secure and resilient European Union. It is now an integral part of the Space Strategy for Europe, the European Defence Action Plan and the European Union Global Strategy.

Until now, satellite communications have relied mainly on geosynchronous spacecraft (GEO), but technical progress has allowed the emergence of non-geostationary satellite constellations (NGSO) - satellites in low earth orbit (LEO) and medium earth orbit (MEO) - whose performance meets new user needs.

To date, the EU has no operational or planned satellites in low earth orbit (LEO) or medium earth orbit (MEO). Driven by technological progress, various non-European mega-constellations supported or subsidised by the State are emerging in the USA, China and Russia, among others. At the same time, the geopolitical context and cyber and hybrid threats continue to raise security and resilience concerns. The rise of quantum computers poses an additional threat.

There is therefore a mismatch between the rapidly evolving governmental needs and the available European solutions, both at national and European level, for secure, reliable and diverse satellite communications services, based in particular on technological advances in medium and low earth orbits. This makes it urgent to set up a space-based system for secure connectivity in the Union.

CONTENT: the proposed Regulation establishes the Union Secure Connectivity Programme for the period 2023-2027.

Objectives

The general objective of the Programme is to establish a secure and autonomous space-based connectivity system for the provision of guaranteed and resilient satellite communication services, in particular to:

- ensure the long-term availability of worldwide uninterrupted access to secure and cost-effective satellite communication services to governmental users, which supports protection of critical infrastructures, surveillance, external actions, crisis management and applications that are critical for the economy, environment, security and defence, thereby increasing the resilience of Member States;
- allow for the provision of commercial services by the private sector.

The Programme has the following specific objectives:

- improve the resilience of the Union communication services by developing, building and operating a multi-orbital connectivity infrastructure, continuously adapted to evolution of demand for satellite communications, while taking into account the existing and future assets of the Member States used in the frame of the GOVSATCOM component of the Union Space Programme established by [Regulation \(EU\) 2021/696](#);

- contribute to cyber resilience by proactive and reactive defence against cyber and electromagnetic threats and operational cybersecurity, and integrate the space and related ground segment of the European Quantum Communication Infrastructure to enable secure transmission of cryptographic keys;
- improve and expand the capabilities and services of other components of the Union Space Programme;
- incentivise the deployment of innovative and disruptive technologies, in particular by leveraging the New Space industry; and
- allow further development of high-speed broadband and seamless connectivity throughout the Union, removing communication dead zones and increasing cohesion across Member State territories, and allow connectivity over geographical areas of strategic interest outside of the Union, such as in Africa and the Arctic region.

A public-private partnership is the most appropriate scheme to ensure that the objectives of the Programme could be pursued. This partnership will foster the participation of start-ups and SMEs along the whole value chain of the concession and across Member States, hereby incentivising the development of innovative and disruptive technologies.

The programme will provide guaranteed access to secure satellite communications. It will therefore indirectly contribute to the EU's security interests. In the Member States, it will support, for example, civil protection forces and national police, public security agencies, border guards and maritime communities. At EU level, it will facilitate the work of EU agencies, such as Frontex and the European Maritime Safety Agency (EMSA) and enhance the effectiveness of civil protection and humanitarian aid interventions in the European Union and worldwide.

Budgetary impact

The EU contribution from 2021 to 2027 would amount to EUR 2 400 million at current prices, of which EUR 1 600 million will be implemented under the new EU programme for Secure Connectivity from 2023 to 2027 and EUR 800 million under three other programmes: (i) EUR 430 million under Horizon Europe, (ii) EUR 220 million under the Union Space Programme and (iii) EUR 150 million under the Neighbourhood, Development and International Cooperation Instrument (NDICI).

Union Secure Connectivity Programme 2023-2027

The Committee on Industry, Research and Energy adopted the report by Christophe GRUDLER (Renew Europe, FR) on the proposal for a regulation of the European Parliament and of the Council establishing the Union Secure Connectivity Programme for the period 2023-2027.

The committee responsible recommended that the European Parliament's position adopted at first reading under the ordinary legislative procedure should amend the proposal as follows:

Programme objectives

Members proposed to clarify the general objective of the Programme. It aims to establish a secure, autonomous and multi-services space-based system under civil control, integrating and complementing the capacities of the GOVSATCOM component of the Union Space Programme.

The Programmes specific objectives have also been expanded. They aim to:

- improve the quality, resilience and autonomy of the Union and Member States satellite services;
- increase the cyber resilience of the Union by developing redundancy, passive and reactive cyber protection and operational cybersecurity;
- develop and integrate the space and related ground segment of the EuroQCI to enable secure transmission of cryptographic keys;
- enable, where possible, the development of communication and other services, by improving, creating synergies between and expanding capabilities and services of components of the Union Space Programme, as well as services that are not components of the Union Space Programme, by hosting additional satellite subsystems, including payloads;
- further develop broadband and seamless connectivity across the Union, thus eliminating communication dead zones while bridging the digital divide and enabling affordable access to the Internet;
- to improve the Union's strategic and technological autonomy in terms of space technologies, assets, operations and services.

Implementation activities of the Programme

Members proposed that the provision of the governmental services should be based on, integrated into and complemented by the GOVSATCOM component of the Union Space Programme. They should be ensured through the following activities:

- by 2024, the design, development, validation and related deployment activities of the space and ground infrastructure required to provide first governmental services 6 months after the deployment;
- development and gradual integration of the space and related ground segment of the European Quantum Communication Infrastructure into the space and ground infrastructure of the secure connectivity system;
- deployment activities to complete the space and ground infrastructure required to provide governmental services, leading to full operational capability by 2027.

Environmental and space sustainability

According to Members, the implementation of the Programme should be carried out with a view to ensuring the environmental and space sustainability. To ensure environmental and space sustainability, the contracts and procedures should include provisions on:

- the minimisation of greenhouse gas emissions generated by the development, production and deployment of the infrastructure;
- the establishment of a scheme to offset the remaining greenhouse gas emissions;

- appropriate measures to reduce visible and invisible radiation pollution caused by the spacecraft, and that can hamper astronomical observations or any other type of research and observations;

- the use of appropriate collision-avoidance technologies for spacecraft;

- the submission and implementation of a comprehensive debris mitigation plan before the deployment phase.

The committee proposed that the Commission should ensure that a comprehensive database of the Programmes space assets, in particular with data relating to environmental and space sustainability aspects, is maintained.

Budget

The report noted that the financial envelope for the implementation of the Programme for the period from 1 January 2023 to 31 December 2027 and for covering the associated risks relating to the governmental infrastructure only shall be EUR 1.750 billion in current prices.

That amount should be drawn from the unallocated margins under the MFF 2021-2027 ceilings or mobilised through the non-thematic MFF special instruments.

The Programme should be complemented by funding implemented by relevant activities under the Horizon Europe Programme and the GOVSATCOM component of the Union Space Programme for a maximum indicative amount of EUR 0.430 billion and EUR 0.220 billion respectively.

Principles of procurement

The report lays down specific measures concerning public contracts to encourage new entrants, SMEs and start-ups across the EU and their cross-border participation, and to offer the widest possible geographical coverage while protecting the EUs strategic autonomy.

For contracts above EUR 10 million, the contracting authority should ensure that large portions and at least 30% of the value of the contract is subcontracted by competitive tendering at various levels of subcontracting to companies outside the group of the prime tenderer, particularly in order to enable the cross-border participation of SMEs in the space ecosystem.

Evaluation and review

By 2 years after the entry into force of the Regulation and in any event by the 30 June 2026, and every two years thereafter, the Commission should evaluate the implementation of the Programme.

Union Secure Connectivity Programme 2023-2027

The European Parliament adopted by 603 votes to 6, with 39 abstentions, a legislative resolution on the proposal for a regulation of the European Parliament and of the Council establishing the Union Secure Connectivity Programme for the period 2023-2027.

The regulation establishes the Union Programme for Secure Connectivity for the remaining period of the Multiannual Financial Framework (MFF) 2021-2027.

The European Parliament's position adopted at first reading under the ordinary legislative procedure amends the Commission's proposal as follows:

General objectives of the programme

The programme will:

- ensure the provision and long-term availability within the Unions territory and worldwide uninterrupted access to secure, autonomous, high-quality, reliable and cost-effective satellite governmental communication services to government-authorised users, by establishing a multi-orbital, secure connectivity system under civil control and by supporting the protection of critical infrastructures;

- contribute to strengthening the resilience and autonomy of the EU and the Member States, and reinforcing their technological and industrial base in satellite communications, while avoiding excessive dependence on non-EU based solutions, in particular for critical infrastructure and access to space;

- enable the provision of commercial services, or services offered to government-authorised users based on commercial infrastructure at market conditions, by the private sector in accordance with the Unions applicable competition law. The objective will be to facilitate, inter alia, the further development of worldwide high-speed broadband and seamless connectivity as well as removing communication dead zones and increasing cohesion across Member States territories, while bridging the digital divide.

Programme activities

The provision of the governmental services should be ensured through the following phased activities, which should complement and integrate the GOVSATCOM component into the secure connectivity system:

- the definition, design, development, validation and related deployment activities for the construction of the space and ground infrastructure required for the provision of the first governmental services by 2024;

- the gradual deployment activities to complete the space and ground infrastructure required for the provision of advanced governmental services, to meet the needs of government-authorised users as soon as possible, aiming to achieve full operational capability by 2027;

- the development and deployment of EuroQCI for the purpose of its gradual integration into the secure connectivity system;

- exploitation activities providing governmental services, comprising the operation, maintenance, continuous improvement and protection of the space and ground infrastructure, including replenishment and obsolescence management.

Budgetary contribution

The financial envelope for the implementation of the Programme for the period from 1 January 2023 to 31 December 2027 and for covering

the associated risks shall be EUR 1.65 billion in current prices.

The amount should be distributed indicatively from the MFF 2021-2027 as follows: (i) EUR 1 billion from Heading 1 (Single Market, Innovation and Digital); (ii) EUR 0.5 billion from Heading 5 (Security and Defence); (iii) EUR 0.15 billion from Heading 6 (Neighbourhood and the World).

The Programme should be complemented by an amount of EUR 0.75 billion implemented under the Horizon Europe Programme, the GOVSATCOM component and the Neighbourhood, Development and International Cooperation Instrument (NDICI) for a maximum indicative amount of EUR 0.38 billion, EUR 0.22 billion and EUR 0.15 billion, respectively.

Environmental and space sustainability

The Programme should be implemented with a view to ensuring environmental and space sustainability. To that end, the contracts and procedures should include provisions on:

- the minimisation of greenhouse gas emissions generated by the development, production and deployment of the infrastructure;
- the establishment of a scheme to offset the remaining greenhouse gas emissions;
- appropriate measures to reduce visible and invisible radiation pollution caused by spacecraft, and that can hamper astronomical observations or any other type of research and observations;
- the use of appropriate collision-avoidance technologies for spacecraft;
- the submission and implementation of a comprehensive mitigation plan regarding space debris before the deployment phase, including orbital positioning data, to ensure the avoidance of space debris by the satellites of the constellation.

The Commission should ensure that a comprehensive database of the Programmes space assets, containing, in particular, data relating to environmental and space sustainability aspects, is maintained.

Principles of procurement

In public procurement procedures for the purpose of the Programme, the contracting authority should:

- promote the widest and most open participation possible by economic operators, in particular new entrants, start-ups and SMEs, including in the case of subcontracting by the tenderers;
- ensure effective competition in the tendering process, and where possible, to avoid reliance on a single provider, in particular for critical equipment and services;
- protect the security and public interest of the Union and its Member States, including through a reinforcement of the strategic autonomy of the Union, in particular in technological terms, by performing risk assessments, for instance when only one supplier is available;
- enhance the safety and sustainability of outer space activities.

For contracts above EUR 10 million, the contracting authority should ensure that at least 30 % of the value of the contract is subcontracted by competitive tendering at various levels of subcontracting to companies outside the group of the prime tenderer, in particular in order to enable the cross-border participation of SMEs in the space ecosystem.

Union Secure Connectivity Programme 2023-2027

PURPOSE: to establish the Union Secure Connectivity Programme for the period 2023-2027.

LEGISLATIVE ACT: Regulation (EU) 2023/588 of the European Parliament and of the Council establishing the Union Secure Connectivity Programme for the period 2023-2027.

CONTENT: this Regulation establishes the Union Secure Connectivity Programme for the period 2023-2027 in order to provide a multi-orbital Union infrastructure for satellite communications for governmental use, while integrating and complementing existing and future national and European capabilities under the GOVSATCOM component, as well as further developing the European Quantum Communication Infrastructure (EuroQCI) initiative and progressively integrating it into the secure connectivity system.

Programme objectives

The Programme will address emerging governmental needs for solutions offering higher security, low latency and global coverage.

The Programme will:

- ensure the provision and long-term availability within the Unions territory and worldwide uninterrupted access to secure, autonomous, high-quality, reliable and cost-effective satellite governmental communication services to government-authorised users, by establishing a multi-orbital, secure connectivity system under civil control and by supporting the protection of critical infrastructures, situational awareness, external actions, crisis management and applications that are critical for the economy, the environment, security and defence;
- increase the resilience and the autonomy of the Union and the Member States, and reinforcing their satellite communication technological and industrial base, while avoiding excessive reliance on non-Union based solutions, in particular for critical infrastructure and access to space;
- enable the provision of commercial services, or services offered to government-authorised users based on commercial infrastructure at market conditions, by the private sector in accordance with the Unions applicable competition law.

The objective is to facilitate, inter alia, the further development of worldwide high-speed broadband and seamless connectivity as well as removing communication dead zones and increasing cohesion across Member States territories, while bridging the digital divide.

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- the development and deployment of EuroQCI for the purpose of its gradual integration into the secure connectivity system;
- exploitation activities providing governmental services, comprising the operation, maintenance, continuous improvement and protection of the space and ground infrastructure, including replenishment and obsolescence management.

Environmental sustainability

The Programme will minimise its impact on the environment as far as possible. Procurement for the programme should include principles and measures on sustainability, such as provisions to minimise and offset the greenhouse gas emissions generated by the development, production and deployment of the infrastructure, and measures to prevent light pollution, such as the impact on ground-based astronomical observations.

The new European constellation should also satisfy space sustainability criteria and be an example of good practices in space traffic management and in space surveillance and tracking (SST), in order to reduce the amount of space debris produced, prevent on-orbit break-ups and on-orbit collision, and provide appropriate end-of-life spacecraft measures.

Budgetary contribution

The financial envelope for the implementation of the Programme for the period from 1 January 2023 to 31 December 2027 and for covering the associated risks is EUR 1.65 billion in current prices.

The Programme will be complemented by an amount of EUR 0.75 billion implemented under the Horizon Europe Programme, the GOVSATCOM component and the Neighbourhood, Development and International Cooperation Instrument (NDICI) for a maximum indicative amount of EUR 0.38 billion, EUR 0.22 billion and EUR 0.15 billion, respectively.

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- ensure effective competition in the tendering process, and where possible, to avoid reliance on a single provider, in particular for critical equipment and services;
- protect the security and public interest of the Union and its Member States, including through a reinforcement of the strategic autonomy of the Union, in particular in technological terms, by performing risk assessments, for instance when only one supplier is available;
- enhance the safety and sustainability of outer space activities.

The European Space Agency (ESA) will be able to provide expertise to the Commission, including in the preparation of the specifications and the implementation of the technical aspects of the programme. To this end, ESA will be entrusted with the supervision of the programme's development and validation activities and will support the evaluation of contracts concluded under the programme.

ENTRY INTO FORCE: 18.3.2023.

Transparency					
GRUDLER Christophe	Rapporteur	ITRE	29/09/2022	Eutelsat	
NIENASS Niklas	Shadow rapporteur	ITRE	19/09/2022	Deutsches Zentrum für Luft- und Raumfahrt e.V.	
NIENASS Niklas	Shadow rapporteur	ITRE	19/09/2022	Norwegian Space Agency	
NIENASS Niklas	Shadow rapporteur	ITRE	19/09/2022	Bundesverband der Deutschen Luft- und Raumfahrtindustrie e. V.	
NIENASS Niklas	Shadow rapporteur	ITRE	19/09/2022	Centre National d'Etudes Spatiales	
NIENASS Niklas	Shadow rapporteur	ITRE	17/09/2022	European Union Space Agency	
NIENASS Niklas	Shadow rapporteur	ITRE	08/09/2022	Luxembourg Space Agency	
NIENASS	Shadow	ITRE	08/09/2022	Advisor to the Prime Minister of Luxembourg	

Niklas	rapporteur			SES Luxembourg Representatives of the Ministry of State of Luxembourg Representative of the Ministry of Media and Telecommunications in Luxembourg
NIENASS Niklas	Shadow rapporteur	ITRE	07/09/2022	Coordinator for Aerospace in Hessen, Germany
GRUDLER Christophe	Rapporteur	ITRE	06/09/2022	Thales Alenia Space