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EU-GNSS 18  
CSCGNSS 13  
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CYBER 177  
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**COVER NOTE**

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From: European Committee of the Regions  
date of receipt: 8 December 2025  
To: General Secretariat of the Council

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Subject: REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE  
COUNCIL on the safety, resilience and sustainability of space activities  
in the Union  
*- Opinion of the European Committee of the Regions*

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Delegations will find attached the opinion adopted by the European Committee of the Regions on the above proposal.



**European Committee  
of the Regions**

**ECON-VIII/011**

**169th plenary session, 10-11 December 2025**

## **URGENT OPINION**

### **EU Space Act**

THE EUROPEAN COMMITTEE OF THE REGIONS (CoR)

- welcomes the European Space Package and acknowledges that this first EU legislative act on space comes at a moment of heightened geopolitical uncertainty, which also marks an opportunity to deepen integration and to anchor the Union’s sovereignty in its territories. By empowering local and regional authorities, the EU equips itself with the territorial intelligence, democratic legitimacy and innovation capacity needed to defend its values and shape a secure, sustainable and globally competitive European space policy;
- warns that the European Space Package will fall short unless LRAs are structurally involved, as they operate at the heart of place-based innovation ecosystems where academic excellence, applied research and industrial capacities meet. Excluding them weakens Europe’s innovation potential and risks widening territorial disparities;
- emphasises that EU space policy must retain a strong civil mission. LRAs rely daily on satellite data to anticipate extreme events, protect communities, manage land, modernise public infrastructures and support resilient local economies. Ensuring continuous, secure and high-quality access to space services is essential for territorial resilience;
- calls on the Commission to protect EU-generated space data from free commercial exploitation by private actors in third countries. Stresses the need to value and monetise high-quality EU data appropriately, ensuring that European taxpayers and operators benefit from the datasets produced through EU investments in constellations.

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**EN**

**Rapporteur:**

Nadia PELLEFIGUE (FR/PES)  
Vice-President of the Region of Occitanie

**Reference document:**

Regulation of the European parliament and of the Council on the safety, resilience and sustainability of  
space activities in the Union  
COM(2025) 335 final

Urgent opinion of the European Committee of the Regions – EU Space Act

I. RECOMMENDATIONS FOR AMENDEMENTS

Amendment 1

Recital 2

<i>Text proposed by the European Commission</i>	<i>CoR amendment</i>
Space-based data and space services provide invaluable contributions to a vast range of domains, such as internet connectivity, satellite television, navigation management and environmental monitoring. They enable applications for scientific purposes or security and defence operations, like search and rescue missions, communications for command-and-control purposes and reconnaissance capabilities. Space-based data and space services increasingly support the implementation of public policies of Member States <i>and</i> advance the Union’s political agenda and its path to the digital and green transitions.	Space-based data and space services provide invaluable contributions to a vast range of domains, such as internet connectivity, satellite television, navigation management and environmental monitoring. They enable applications for scientific purposes or security and defence operations, like search and rescue missions, communications for command-and-control purposes and reconnaissance capabilities. Space-based data and space services increasingly support the implementation of public policies of Member States <i>and LRAs to</i> advance the Union’s political agenda and its path to the digital and green transitions. <i>Public procurers such as LRAs can provide targeted funding and support for the uptake of space applications through public procurements, thereby taking on the strategically important role of anchor customers.</i>

<i>Reason</i>
LRAs can play a strategic role in the funding of space-based applications through public procurements and therefore should be supported.

Amendment 2

Recital 3

<i>Text proposed by the European Commission</i>	<i>CoR amendment</i>
The space sector of the Union has been witnessing structural changes over the past decade. These were partly triggered by an increased demand for space services and access to space <i>becoming more accessible</i> due to technological advancements and reduction of costs. Space activities, previously concentrated in few Member States and dominated by large established industrial players, have	The space sector of the Union has been witnessing structural changes over the past decade. These were partly triggered by an increased demand for space services and <i>in part by the democratisation of</i> access to space <i>for private entities</i> due to technological advancements and reduction of costs. <i>At the same time, a progressive increase in the involvement of subnational actors has been</i>

<p>gradually opened towards new market entrants. The emergence, across most Member States, of the so-called ‘New Space’ market actors, most of which private companies, has allowed an expansion of the Union space market, while revealing at the same time the inherently cross-border nature of space activities.</p>	<p><i>observed, acting both as co-financiers of industrial and research activities, and as promoters of territorial strategies for attracting investments in the space sector. The transition to multi-level governance of space policies is supported by the emergence of local innovation ecosystems and, above all, by the influence of European policies geared towards regional development.</i> Space activities, previously concentrated in few Member States and dominated by large established industrial players, have gradually opened towards new market entrants, <i>among whom particularly important are small and medium-sized enterprises, for which local authorities are often the first point of contact and support, and whose emergence has often been supported by local authorities using European funds such as the ERDF. The space sector plays also a key role for innovation and employment in a large number of regions in the EU<sup>1</sup>.</i> The emergence, across most Member States, of the so-called ‘New Space’ market actors, most of which private companies, has allowed an expansion of the Union space market, while revealing at the same time the inherently cross-border nature of space activities.</p> <p>---</p> <p><i>(1) <a href="https://www.nereus-regions.eu">https://www.nereus-regions.eu</a></i></p>
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<b>Reason</b>
<p>The subnational aspect of space policy needs to be highlighted also. Local and regional authorities support the development of spatial policies by promoting innovation and jobs. They are the only reference linking regional development strategies/cohesion and initiatives with space.</p>

**Amendment 3**  
Recital 4

<b><i>Text proposed by the European Commission</i></b>	<b><i>CoR amendment</i></b>
<p>Such cross-border dimension of space activities is reflected by the transnational procurement of assets of space infrastructure, whereby products, components and systems of different segments of space infrastructure, as well as the relevant technology and expertise are pooled together by,</p>	<p>Such cross-border dimension of space activities is reflected by the transnational procurement of assets of space infrastructure, whereby products, components and systems of different segments of space infrastructure, as well as the relevant technology and expertise are pooled together by,</p>

or from, several Member States. At the same time, Member States rely on each other's capabilities when carrying out spacecraft launches. In the same vein, the launch and re-entry operations expose the innate transboundary dimension through the impact which space activities have on the airspace of several Member States.	or from, several Member States <b>and regions</b> . At the same time, Member States rely on each other's capabilities when carrying out spacecraft launches. <b>Major infrastructures for space activities are hosted by European regions</b> . In the same vein, the launch and re-entry operations expose the innate transboundary dimension through the impact which space activities have on the airspace of several Member States.
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<b>Reason</b>
Regional authorities are involved in hosting and coordinating space activities. They also play a vital role in transborder and interregional procurement of space services (e.g. for alpine purposes, Baltic Sea, etc.).

**Amendment 4**  
Recital 5

<b><i>Text proposed by the European Commission</i></b>	<b><i>CoR amendment</i></b>
The structural changes witnessed by the Union space sector, the growth of the space activities and the increased role of private actors in carrying out space activities have in turn expanded the national regulatory interventions. 13 Member States have already enacted legislations regulating the space activities while several others carry out preparations to enact similar legislations.	The structural changes witnessed by the Union space sector, the growth of the space activities and the increased role of private actors in carrying out space activities have in turn expanded the national regulatory interventions. <b>Several regions have also adopted regional space strategies (through a specific strategy or the inclusion in the smart specialisation strategy)</b> . 13 Member States have already enacted legislations regulating the space activities while several others carry out preparations to enact similar legislations.

<b>Reason</b>
The adoption of regional space strategies demonstrates the importance of considering regions within the landscape of space activities.

**Amendment 5**  
Recital 24

<b><i>Text proposed by the European Commission</i></b>	<b><i>CoR amendment</i></b>
Therefore, to ensure that no space operator is given an advantage by not being subject to the rules laid down by this Regulation, it is appropriate to ensure a uniform treatment of all space operators, including third-country space	Therefore, to ensure that no space operator is given an advantage by not being subject to the rules laid down by this Regulation, it is appropriate to ensure a uniform treatment of all space operators, including third-country space

services providers, such as third- country spacecraft operators, third-country launch providers, third-country primary providers of space-based data, if they are providing space-based data or space services in the Union.	services providers, such as third- country spacecraft operators, third-country launch providers, third-country primary providers of space-based data, if they are providing space-based data or space services in the Union. <i>The Commission should monitor how third countries use space data produced by European primary providers. Measures to safeguard against the provision of paid services using this data could be considered.</i>
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<i>Reason</i>
European flagship programmes such as Copernicus are funded by the EU budget and should therefore primarily benefit the EU economy. Safeguarding measures would allow the monitoring and limitation of the provision of paid services by entities in third countries based on space data produced in the EU.

**Amendment 6**  
Recital 129

<i>Text proposed by the European Commission</i>	<i>CoR amendment</i>
Following such a request, the Agency should prepare candidate schemes for the specified scope and subject matter, without undue delay. The Agency, through public consultations, should evaluate any likely impact of the Commission request on the market, especially any potential impacts on SMEs and small mid-caps, on innovation, barriers to entry to market, or entailing costs.	Following such a request, the Agency should prepare candidate schemes for the specified scope and subject matter, without undue delay. The Agency, through public consultations, should evaluate any likely impact of the Commission request on the market, especially any potential impacts on SMEs and small mid-caps, on innovation, barriers to entry to market, or entailing costs. <i>Representatives of local and regional authorities that have adopted a strategy to support the space sector — particularly SMEs and research laboratories — should be involved where appropriate.</i>

<i>Reason</i>
European flagship programmes such as Copernicus are funded by the EU budget and should therefore primarily benefit the EU economy. Safeguarding measures would allow the monitoring and limitation of the provision of paid services by entities in third countries based on space data produced in the EU.

**Amendment 7**  
Recital 130

<i>Text proposed by the European Commission</i>	<i>CoR amendment</i>
A pool of experts should be selected to evaluate the technical requirements for each individual Labelling Scheme. The pool of experts should be composed of representatives from academia and from the Union collision avoidance space services provider designated by this Regulation, ensuring the absence of conflict of interest between the experts, the labelling scheme content, and the applicants.	A pool of experts should be selected to evaluate the technical requirements for each individual Labelling Scheme. The pool of experts should be composed of representatives from academia and from the Union collision avoidance space services provider designated by this Regulation, ensuring the absence of conflict of interest between the experts, the labelling scheme content, and the applicants. <b><i>In addition, representatives of local and regional authorities that have adopted a regional strategy supporting the space ecosystem, and that accompany SMEs or research laboratories involved in the missions concerned, should be associated where relevant given their knowledge of the actors and infrastructures within their territories.</i></b>

<i>Reason</i>
Local and regional authorities play a key role in supporting SMEs and research laboratories in their territories with their space-related activities. When these actors participate in missions evaluated under a Labelling Scheme, involving the relevant authorities enhances transparency, strengthens the assessment process and ensures consistency with regional innovation strategies.

**Amendment 8**  
Recital 134

<i>Text proposed by the European Commission</i>	<i>CoR amendment</i>
[...] It is of particular importance that the Commission carry out appropriate consultations during its preparatory work, including at expert level, and that those consultations be conducted in accordance with the principles laid down in the Interinstitutional Agreement on Better Law-Making of 13 April 2016. In particular, to ensure equal participation in the preparation of delegated acts, the European Parliament and the Council receive all documents at the same time as Member States' experts, and their experts systematically have access to meetings of Commission expert groups dealing with the preparation of delegated acts.	[...] It is of particular importance that the Commission carry out appropriate consultations <b><i>at all territorial levels</i></b> during its preparatory work, including at expert level, and that those consultations be conducted in accordance with the principles laid down in the Interinstitutional Agreement on Better Law-Making of 13 April 2016. <b><i>This also includes engagement at the local and regional level to assess potential asymmetric territorial impacts.</i></b> In particular, to ensure equal participation in the preparation of delegated acts, the European Parliament and the Council receive all documents at the same time as Member States' experts, and their experts

	systematically have access to meetings of Commission expert groups dealing with the preparation of delegated acts.
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<b>Reason</b>
Space activities may have a substantial impact on territories where ground-based infrastructure is directly located, as well as on adjacent areas.

**Amendment 9**  
Article 5 (13) point d

<i>Text proposed by the European Commission</i>	<i>CoR amendment</i>
'space activities' means a set of operations when carrying out activities in outer space, in particular: [...] (d) activities in relation to the exploration of outer space, such as human spaceflight, space transport and conducting experiments, including of scientific nature, in outer space; [...]	'space activities' means a set of operations when carrying out activities in outer space, in particular: [...] (d) activities in relation to the exploration of outer space, such as human spaceflight <b>for which the regions provide an integrated testing environment</b> , space transport and conducting experiments, including of scientific nature, in outer space; [...]

<b>Reason</b>
The regions are best placed to understand their capabilities and invest in research and innovation activities within their territories, including testbed facilities.

**Amendment 10**  
Article 5 (76)

<i>Text proposed by the European Commission</i>	<i>CoR amendment</i>
	<b>(76) 'Local or Regional authority (LRA)' a public authority at a local or regional level that supports providers of space services or infrastructure, whether public or private, located within its territory.</b>

<b>Reason</b>
Adding the definition will provide a clear definition as LRAs are mentioned several times in the text.

**Amendment 11**  
Article 90(1) point (d)

<i>Text proposed by the European Commission</i>	<i>CoR amendment</i>
<p>Union space operators shall put in place a crisis communication strategy which shall enable responsible disclosure of significant incidents and shall be targeted to, and tailored for, each of the following categories:</p> <p>(a) staff involved in the execution of risk management tasks, notably response and response and recovery measures;</p> <p>(b) staff, other than that staff referred to in point (a), to the extent that communication to such staff is deemed appropriate for ensuring general corporate awareness, based on the need-to-know principle;</p> <p>(c) clients, to alert them of, and raise awareness of, significant cyber threats;</p> <p>(d) in the case of satellites hosting third-party payloads, where an incident has adverse impact on the satellite platform operations, the concerned third-party entity, according to a pre-defined agreement and following instructions set out in its response and disaster recovery plan.</p>	<p>Union space operators shall put in place a crisis communication strategy which shall enable responsible disclosure of significant incidents and shall be targeted to, and tailored for, each of the following categories:</p> <p>(a) staff involved in the execution of risk management tasks, notably response and response and recovery measures;</p> <p>(b) staff, other than that staff referred to in point (a), to the extent that communication to such staff is deemed appropriate for ensuring general corporate awareness, based on the need-to-know principle;</p> <p>(c) clients, to alert them of, and raise awareness of, significant cyber threats;</p> <p><b><i>(c.2) public authorities in which a space operator is conducting activities in their territory, or whose territory is in any way affected by these activities;</i></b></p> <p>(d) in the case of satellites hosting third-party payloads, where an incident has adverse impact on the satellite platform operations, the concerned third-party entity, according to a pre-defined agreement and following instructions set out in its response and disaster recovery plan.</p>

<i>Reason</i>
LRAs are at the forefront of crisis management in their territory and should therefore be included in all communication processes.

**Amendment 12**  
Article 95(1) point (c)

<i>Text proposed by the European Commission</i>	<i>CoR amendment</i>
takes places within trusted communities of Union space operators;	takes places within trusted communities of Union space operators <b><i>at all relevant territorial levels;</i></b>

<i>Reason</i>
Information on cybersecurity must be shared at all levels, including the subnational level. Local and regional authorities play a vital role in preventive measures. They often run important awareness campaigns to educate citizens and companies about risks.

**Amendment 13**  
Article 109(1)(2)

<i>Text proposed by the European Commission</i>	<i>CoR amendment</i>
<p>The Commission shall support space operators, competent authorities and qualified technical bodies for space activities in the implementation of this Regulation, [...]</p> <p>The Commission shall support capacity-building, as well as research and innovation activities, by co-funding joint research and development projects to enable industry uptake of technological solutions facilitating compliance with the requirements laid down in this Regulation in the following areas:</p>	<p>The Commission shall support space operators, competent authorities <b><i>at national and regional level</i></b> and qualified technical bodies for space activities in the implementation of this Regulation, by [...]</p> <p>The Commission shall support capacity-building, as well as research and innovation activities, <b><i>when appropriate with the involvement of LRAs to support activities such as technology transfer and building bridges between laboratories and SMEs and start-ups,</i></b> by co-funding joint research and development projects to enable industry uptake of technological solutions facilitating compliance with the requirements laid down in this Regulation in the following areas:</p>

<i>Reason</i>
Sufficient administrative capacities are needed at all administrative levels, including at the subnational.

## II. POLICY RECOMMENDATIONS

### THE EUROPEAN COMMITTEE OF THE REGIONS (CoR)

1. welcomes the European Space Package and acknowledges that this first EU legislative act on space comes at a moment of heightened geopolitical uncertainty, when Europe must simultaneously strengthen safety, sustainability and strategic resilience. It also marks an opportunity to deepen integration and to anchor the Union's sovereignty in its territories. By empowering local and regional authorities (LRAs), the EU equips itself with the territorial intelligence, democratic legitimacy and innovation capacity needed to defend its values and shape a secure, sustainable and globally competitive European space policy.
2. warns that the European Space Package will fall short unless LRAs are structurally involved, as they host the key infrastructures, innovation clusters and testing facilities that translate EU space investments into real services for citizens. LRAs operate at the heart of place-based innovation ecosystems where academic excellence, applied research and industrial capacities meet. Excluding them weakens Europe's innovation potential and risks widening territorial disparities.
3. affirms that multi-level governance is essential. Regions co-invest with industry, coordinate R&D infrastructures, maintain universities and non-university state research institutes, run incubators and accelerators, and build the specialised workforce needed for the Union's technological autonomy. LRAs are uniquely positioned to identify emerging excellence communities, promising start-ups and research projects that require targeted support and may grow into national or European champions. Calls for permanent LRA representation—via the CoR—in Space Team Europe, oversight boards and all bodies shaping implementation, standards and risk assessment;
4. In the current context, in which the European Union considers space a strategic area to strengthen its cohesion, defend its interests and increase its autonomy, the outermost regions offer the EU a privileged geostrategic dimension and added value in this field, demonstrating the important role that they can play for the benefit of the EU as a whole, while at the same time seizing opportunities to diversify their economies.
5. stresses the need to leverage experience from advanced regions such as Occitanie, Piedmont, Catalonia, the Azores, Bavaria, Hessen, Emilia-Romagna and others in NEREUS that have already built mature space strategies or integrated space into their smart specialisation strategy, dedicated funding instruments and robust industrial-academic interfaces. Their experience in technology transfer, transforming 'science to act' and moving from research to application provides operational models that should inspire EU-level approaches.
6. calls for full alignment between the Space Act and the Green Deal. Orbital sustainability, launcher reusability and strategies for avoiding and mitigating debris must be linked with the climate, biodiversity and land-use responsibilities of LRAs. Regions are the institutional level that makes the green and digital transitions real, turning EU objectives into concrete territorial action and infrastructure planning.

7. requests stronger EU support for territorial uptake, including reinforced Copernicus4Regions, technical assistance, peer learning, skills programmes and funding instruments enabling LRAs to fully deploy satellite-based solutions in crisis management, environmental monitoring, mobility planning and energy transition.
8. warns that SMEs and start-ups face disproportionate compliance burdens. Calls for phased, realistic and innovation-friendly pathways, including regulatory sandboxes, simplified authorisations for low-risk missions and shared certification and testing tools to avoid undermining Europe's industrial base or slowing down innovation cycles.
9. emphasises that EU space policy must retain a strong civil mission. LRAs rely daily on satellite data to anticipate extreme events, protect communities, manage land, modernise public infrastructures and support resilient local economies. Ensuring continuous, secure and high-quality access to space services is essential for territorial resilience.
10. calls for the full involvement of LRAs and networks such as NEREUS in the operational governance of EU space data services. LRAs, as first responders and public planners, must be associated with service design, user requirements, resilience protocols and long-term infrastructure planning to ensure that services reflect real operational needs.
11. proposes a Territorial Space Adoption Plan with regional demonstrators, cross-border pilots using Copernicus and Galileo, multi-region procurement models and technology-transfer programmes delivered through regional RTOs, universities and innovation centres.
12. warns that the Space Package requires a predictable, ring-fenced budget within MFF 2028–2034. Strong synergies must be ensured with cohesion policy, the European Green Deal and place-based innovation strategies. Dedicated civil budget lines for Copernicus, Galileo/EGNOS and IRIS<sup>2</sup> must be safeguarded, and more support must be given to research and technological development via Horizon Europe.
13. calls on the Commission to protect EU-generated space data from free commercial exploitation by private actors in third countries. Stresses the need to value and monetise high-quality EU data appropriately, ensuring that European taxpayers and operators benefit from the datasets produced through EU investments in constellations.

14. concludes that the credibility of the Space Act depends on recognising LRAs as strategic co-governors of Europe's space ambition. Their involvement is essential for talent retention, industrial leadership, technology transfer, territorial uptake and Europe's strategic autonomy in the global space race.

Brussels, 11 December 2025.

*The President  
of the European Committee of the Regions*

Kata TÜTTŐ

*The Secretary-General  
of the European Committee of the Regions*

Petr BLÍŽKOVSKÝ

### III. PROCEDURE

<b>Title</b>	Opinion on Proposal for a Regulation of the European Parliament and of the Council on the safety, resilience and sustainability of space activities in the Union
<b>Reference(s)</b>	COM(2025) 335 final
<b>Legal basis</b>	Optional referral, Art. 307(1) TFEU
<b>Procedural basis</b>	Rule 41, b) (i) Rule 44
<b>Date of Council/EP referral/Date of Commission letter</b>	Date of the Council referral: 17 October 2025
<b>Date of Bureau/President's decision</b>	9 December 2025
<b>Commission responsible</b>	Commission for Economic policy (ECON)
<b>Rapporteur</b>	Nadia PELLEFIGUE (FR/PES)
<b>Discussed in commission</b>	N/A
<b>Date adopted by commission</b>	N/A
<b>Result of the vote in commission</b>	N/A
<b>Date adopted in plenary</b>	11 December 2025
<b>Previous Committee opinions</b>	<ul style="list-style-type: none"><li>• <a href="#">The space programme of the Union and the European Union Agency for the Space Programme</a></li><li>• <a href="#">Space Strategy for Europe</a></li></ul>
<b>Subsidiarity reference</b>	Subsidiarity check - No Subsidiarity compliance - N/A