

Basic information	
2018/0198(COD) COD - Ordinary legislative procedure (ex-codecision procedure) Regulation	Procedure completed
Border Regions' instrument for development and growth (BRIDGEforEU) Subject 2.80 Cooperation between administrations 4.70.05 Regional cooperation, cross-border cooperation 7.40.02 Judicial cooperation in civil and commercial matters	

Key players			
European Parliament	Committee responsible		Rapporteur
	REGI Regional Development		GOZI Sandro (Renew)
			Shadow rapporteur BUDA Daniel (EPP) ATTARD Daniel (S&D) BUDA Waldemar (ECR) MIRANDA PAZ Ana (Greens /EFA) PALMISANO Valentina (The Left) BOSSDORF Irmhild (ESN)
	Former committee responsible		Former rapporteur
	REGI Regional Development		TOLLERET Irène (Renew)
			GOZI Sandro (Renew)
			VAN MILTENBURG Matthijs (ALDE)
	REGI Regional Development		VAN MILTENBURG Matthijs (ALDE)
	Former committee for opinion		Former rapporteur for opinion
	ENVI Environment, Public Health and Food Safety		VĂLEAN Adina (PPE)

	JURI Legal Affairs	The committee decided not to give an opinion.	
Council of the European Union	Council configuration Agriculture and Fisheries	Meetings 4088	Date 2025-03-24
European Commission	Commission DG Regional and Urban Policy	Commissioner CREȚU Corina	
European Economic and Social Committee			
European Committee of the Regions			

Key events			
Date	Event	Reference	Summary
29/05/2018	Legislative proposal published	COM(2018)0373 	Summary
11/06/2018	Committee referral announced in Parliament, 1st reading		
22/11/2018	Vote in committee, 1st reading		
22/11/2018	Committee decision to open interinstitutional negotiations with report adopted in committee		
29/11/2018	Committee report tabled for plenary, 1st reading	A8-0414/2018	Summary
10/12/2018	Committee decision to enter into interinstitutional negotiations announced in plenary (Rule 72)		
12/12/2018	Committee decision to enter into interinstitutional negotiations confirmed by plenary (Rule 72)		
14/02/2019	Decision by Parliament, 1st reading	T8-0118/2019	Summary
14/02/2019	Results of vote in Parliament		
09/10/2019	Committee decision to enter into interinstitutional negotiations announced in plenary (Rule 73)		
13/11/2024	Resumption of business from the previous parliamentary term		
28/01/2025	Approval in committee of the text agreed at early 2nd reading interinstitutional negotiations		
27/03/2025	Council position published	17102/1/2024	Summary
03/04/2025	Committee referral announced in Parliament, 2nd reading		
09/04/2025	Vote in committee, 2nd reading		
09/04/2025	Committee recommendation tabled for plenary, 2nd reading	A10-0058/2025	
06/05/2025	Decision by Parliament, 2nd reading	T10-0070/2025	Summary
06/05/2025	Results of vote in Parliament		
07/05/2025	Final act signed		

19/05/2025	Final act published in Official Journal		
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Technical information	
Procedure reference	2018/0198(COD)
Procedure type	COD - Ordinary legislative procedure (ex-codecision procedure)
Procedure subtype	Legislation
Legislative instrument	Regulation
Legal basis	Treaty on the Functioning of the European Union TFEU 175-p3
Other legal basis	Rules of Procedure EP 165
Mandatory consultation of other institutions	European Economic and Social Committee European Committee of the Regions
Stage reached in procedure	Procedure completed
Committee dossier	REGI/10/01043

Documentation gateway

European Parliament

Document type	Committee	Reference	Date	Summary
Committee draft report		PE628.357	25/09/2018	
Amendments tabled in committee		PE629.379	23/10/2018	
Committee opinion	ENVI	PE629.597	26/10/2018	
Committee report tabled for plenary, 1st reading/single reading		A8-0414/2018	29/11/2018	Summary
Text adopted by Parliament, 1st reading/single reading		T8-0118/2019	14/02/2019	Summary
Committee recommendation tabled for plenary, 2nd reading		A10-0058/2025	09/04/2025	
Text adopted by Parliament, 2nd reading		T10-0070/2025	06/05/2025	Summary

Council of the EU

Document type	Reference	Date	Summary
Council position	17102/1/2024	27/03/2025	Summary
Draft final act	00010/2025/LEX	28/04/2025	

European Commission

Document type	Reference	Date	Summary
Legislative proposal	COM(2018)0373 	29/05/2018	Summary
Commission response to text adopted in plenary	SP(2019)354	16/04/2019	
	COM(2023)0790		

Supplementary legislative basic document		12/12/2023	Summary
Commission communication on Council's position	COM(2025)0131 	25/03/2025	

National parliaments

Document type	Parliament /Chamber	Reference	Date	Summary
Contribution	PT_PARLIAMENT	COM(2018)0373	18/07/2018	
Contribution	IT_SENATE	COM(2018)0373	10/08/2018	
Reasoned opinion	SE_PARLIAMENT	PE623.874	13/09/2018	
Contribution	ES_PARLIAMENT	COM(2023)0790	18/03/2024	
Contribution	CZ_CHAMBER	COM(2023)0790	20/03/2024	
Contribution	IT_CHAMBER	COM(2023)0790	27/03/2024	
Contribution	RO_SENATE	COM(2023)0790	06/06/2024	

Other institutions and bodies

Institution/body	Document type	Reference	Date	Summary
EESC	Economic and Social Committee: opinion, report	CES2790/2018	19/09/2018	
CofR	Committee of the Regions: opinion	CDR3596/2018	05/12/2018	
CofR	Committee of the Regions: opinion	CDR1008/2024	17/04/2024	
EESC	Economic and Social Committee: opinion, report	CES0120/2024	24/04/2024	

Additional information

Source	Document	Date
European Parliament	Briefing	
European Commission	EUR-Lex	

Final act

[Regulation 2025/0925](#)
[OJ OJ L 19.05.2025](#)

[Summary](#)

Border Regions' instrument for development and growth (BRIDGEforEU)

2018/0198(COD) - 29/05/2018 - Legislative proposal

PURPOSE: to create a mechanism to resolve legal and administrative obstacles in a cross-border context.

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: since 1990, programmes under the 'European territorial cooperation' objective, better known as '**Interreg**', have supported cross-border cooperation programmes in EU border regions, including those with EFTA countries. Thousands of projects and initiatives that have helped to improve European integration have been funded.

In recent decades, the European integration process has helped internal border regions to transform themselves from mainly peripheral areas into areas of growth and opportunities.

However, the evidence gathered by the Commission shows that, in general, **border regions generally perform less well economically than other regions** within a Member State. Access to public services such as hospitals and universities is generally lower in border regions. Navigating between different administrative and legal systems is often still complex and costly. These programmes alone can hardly compensate for these differences.

In its [Communication](#) of 20 September 2017 on EU border regions, the Commission highlighted ways in which the EU and its Member States can reduce the complexity, length and costs of cross-border interaction and promoted the pooling of services along internal borders.

In 2015, the Luxembourg Presidency and several Member States studied the possibility of **creating a new instrument to simplify cross-border projects** by making it possible, on a voluntary basis and agreed by the competent authorities in charge, for the rules of one Member State to apply in the neighbouring Member State. This would apply to a specific project or action limited in time, located within a border region and initiated by local and/or regional public authorities. The Commission supports this idea and therefore proposes a voluntary mechanism to address legal obstacles in border regions.

IMPACT ASSESSMENT: the Commission considers that a voluntary mechanism to remove legal and administrative obstacles in all border regions would provide a cost-free legal framework in order to reduce the costs and time to complete certain cross-border projects. If 20% of existing legal and administrative obstacles found along internal borders were addressed, border regions would increase their GDP by 2%.

CONTENT: the proposal for a Regulation sets up a **mechanism** to allow for the application in one Member State, with regard to a cross-border region, of the legal provisions from another Member State, where the application of the legal provisions of the former would constitute a legal obstacle hampering the implementation of a joint project.

Characteristics of the mechanism: the mechanism shall consist of the conclusion of a European Cross-border Commitment, which is self-executing, or a European Cross-border Statement which requires a further legislative procedure in the Member State.

The mechanism shall:

- **remain voluntary:** Member States may opt for the mechanism or use other effective mechanisms to resolve legal border barriers;
- **focus on intra-EU land borders**, while allowing Member States to also apply the mechanism to maritime and external borders;
- **cover joint projects** for any item of infrastructure with impact in a cross-border region or any service of general economic interest provided in a cross-border region.

Member States opting for the Mechanism set up under the proposed Regulation are obliged to establish a national or, in the case of federal states, regional **Cross-border Coordination Points**.

Procedure: the procedure for concluding a commitment or statement consists in:

- the preparation and submission of the initiative document, to be drafted by the 'initiator' (for example, the public or private body responsible for initiating or both initiating and implementing a joint project or one or more local or regional authority located in a given cross-border region or exercising public power in that cross-border region);
- a preliminary analysis by the Member State which is requested to 'pull over the border' the legal provisions of the neighbouring Member State;
- the drafting of the Commitment or Statement to be concluded;
- and finally the conclusion of the Commitment or Statement and its signing by the competent authorities of both Member States.

Implementation: the **Commitment** is implemented by, where relevant, amending existing administrative acts based on the 'normally' applicable law or adopting new administrative acts based on the law 'pulled over the border'.

The **Statement** must be implemented by one or more submissions of proposals to the competent legislative body in order to amend the national law to cover the necessary derogations.

In both cases, once all steps planned are implemented, the Cross-border Coordination Point must inform its counterpart in the other Member State and the EU coordination point.

Border Regions' instrument for development and growth (BRIDGEforEU)

The Committee on Regional Development adopted the report by Matthijs VAN MILTENBURG (ALDE, NL) on the proposal for a regulation of the European Parliament and of the Council on a mechanism to resolve legal and administrative obstacles in a cross-border context.

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

Voluntary mechanism: Members wanted to clarify certain aspects, in particular as regards the voluntary nature and scope of the mechanism, as well as the subsidiarity and proportionality of the proposal. They considered that the application of the mechanism shall be on a voluntary basis based on a case-by-case assessment by Member States of a specific joint project in a cross-border region.

To remove legal obstacles to the implementation of a joint project in cross-border regions on one of its borders with one or more neighbouring Member States, Member States may thus decide to activate the mechanism or use other means.

Cross-border coordination points: Members suggested that coordination points shall be required in all Member States. Since the application of the mechanism is voluntary, it shall be possible for Member States to choose using an instrument which they consider to be more beneficial. The Commission shall create a **database** of all national and regional cross-border coordination points. The implementation of the Regulation shall be accompanied by an **information campaign** providing clear and practical information that will facilitate its application by stakeholders.

Own-initiative document: if an initiator identifies a legal obstacle to the planning, development, financing, staffing and operation of a joint project, he should draw up an own-initiative document describing the joint project and its context, the legal obstacle or obstacles in the Member State of application and the decisive reasons for removing these legal obstacles. Within six months (rather than three months) of receipt of the initiative document, the competent cross-border coordination point in the implementing Member State shall send a written reply to the initiator.

Report: by the 1st of the month following the date of entry into force of the Regulation **plus three years**, the Commission shall report on the application of the Regulation. Prior to the preparation of this report, the Commission shall carry out a public consultation of the various stakeholders involved, including local and regional authorities and civil society organisations.

Border Regions' instrument for development and growth (BRIDGEforEU)

2018/0198(COD) - 14/02/2019 - Text adopted by Parliament, 1st reading/single reading

The European Parliament adopted by 489 votes to 55, with 82 abstentions, a legislative resolution on the proposal for a regulation of the European Parliament and of the Council on a mechanism to resolve legal and administrative obstacles in a cross-border context.

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

Voluntary mechanism

Parliament wanted to clarify certain aspects, in particular as regards the voluntary nature and scope of the mechanism, as well as the subsidiarity and proportionality of the proposal. It considered that the application of the mechanism shall be on a voluntary basis based on a case-by-case assessment by Member States of a specific joint project in a cross-border region. The Regulation shall not affect, by any means, the sovereignty of Member States nor contradict their constitutions.

To remove legal obstacles to the implementation of a joint project in cross-border regions on one of its borders with one or more neighbouring Member States, Member States may thus decide to activate the mechanism or use other means.

Cross-border coordination points

Members suggested that coordination points shall be required in all Member States. Since the application of the mechanism is voluntary, it shall be possible for Member States to choose using an instrument which they consider to be more beneficial. The Commission shall create a database of all national and regional cross-border coordination points. The implementation of the Regulation shall be accompanied by a supporting communication strategy with the aim of promoting the exchange of best practices; providing practical information and interpretation of the subject area and the thematic focus of this Regulation; and clarifying the precise procedure for concluding a Commitment or Statement.

Own-initiative document

If an initiator identifies a legal obstacle to the planning, development, financing, staffing and operation of a joint project, he should draw up an own-initiative document describing the joint project and its context, the legal obstacle or obstacles in the Member State of application and the decisive reasons for removing these legal obstacles.

Within six months (rather than three months) of receipt of the initiative document, the competent cross-border coordination point in the implementing Member State shall send a written reply to the initiator in which it may: (i) redirect the initiator to opt for an existing mechanism to resolve one or more legal obstacles hampering the implementation of the joint project or to directly transmit the initiative document to the competent body under the corresponding mechanism; (ii) inform the initiator that one or more of the Member States concerned have decided not to resolve one or more of the legal obstacles identified by the initiator while setting out the reasons for that decision in writing.

Report

By the 1st of the month following the date of entry into force of the Regulation plus three years, the Commission shall report on the application of the Regulation. Prior to the preparation of this report, the Commission shall carry out a public consultation of the various stakeholders involved, including local and regional authorities and civil society organisations.

Border Regions' instrument for development and growth (BRIDGEforEU)

2018/0198(COD) - 19/05/2025 - Final act

PURPOSE: to support the development of cross-border regions by making it easier to find solutions to their challenges, such as infrastructure development and the management of cross-border public services.

LEGISLATIVE ACT: Regulation (EU) 2025/925 of the European Parliament and of the Council on a Border Regions' instrument for development and growth (**BRIDGEforEU**).

CONTENT: this Regulation establishes a **framework to facilitate identifying and resolving cross-border obstacles** that hamper the establishment and functioning of any infrastructure necessary for public or private cross-border activities, or of any cross-border public service that is provided in a given cross-border region and that fosters economic, social and territorial cohesion in that cross-border region.

The framework provides for the possibility to initiate a procedure with regard to a cross-border obstacle in a Member State which decides to establish a cross-border coordination point in accordance with this Regulation.

Scope

The Regulation applies to **cross-border obstacles in land or maritime border regions of neighbouring Member States**. It does not apply to cross-border obstacles in border regions between Member States and third countries. However, it provides Member States with the possibility to establish equivalent procedural frameworks under national law to address cross-border issues in their cooperation with third countries.

Establishment of cross-border coordination points

Member States will be **free to decide** whether to set up cross-border coordination points to handle cross-border cases, as well as how to remove cross-border obstacles. The regulation specifies the list of tasks of the cross-border coordination points, as well as possible transfers of cases between cross-border coordination points.

Member States **that do not wish** to establish cross-border coordination points will have to provide the Commission with information on the relevant authority. This relevant authority must be able to be contacted and receive information from a cross-border coordination point in a neighbouring Member State that is handling a cross-border case.

Where a Member State has both land and maritime borders with other Member States and decides to establish one or more cross-border coordination points, that Member State will not be required to establish a cross-border coordination point for a maritime border shared with another Member State. Two or more neighbouring Member States may decide to establish a joint cross-border coordination point competent for one or more of their cross-border regions.

Member States that **only have maritime borders** with other Member States will not be required to set up a cross-border coordination point.

Cross-border files

The initiator shall prepare a cross-border file and submit it to the cross-border coordination point in one of the Member States in the territory of which the geographical area concerned by the alleged cross-border obstacle is located. Where cross-border files concerning the same cross-border obstacle are submitted in two or more neighbouring Member States, the respective cross-border coordination points shall liaise with each other to determine which one of them shall handle the cross-border file. The other cross-border coordination points shall transfer their cross-border files accordingly.

Only **public or private law entities** would be able to initiate cross-border files, while natural persons would not be able to do so.

The obligation to provide detailed information on each cross-border file is limited exclusively to Member States that set up cross-border coordination points. A **single register** will be maintained at EU level and populated with data that Member States must transmit. A new annex clarifies the structured information to be provided.

The Regulation sets the frequency at which data and information must be transmitted to the Commission at **once a year**.

By 9 June 2030, the Commission will review the implementation of the Regulation and submit a report to the European Parliament, the Council, the Committee of the Regions and the European Economic and Social Committee.

ENTRY INTO FORCE: 8.6.2025.

Border Regions' instrument for development and growth (BRIDGEforEU)

2018/0198(COD) - 06/05/2025 - Text adopted by Parliament, 2nd reading

The European Parliament adopted a legislative resolution **approving** without amendment the Council's position at first reading with a view to the adoption of a regulation of the European Parliament and of the Council on a Border Regions' instrument for development and growth (BRIDGEforEU).

The main objective of the Regulation is to provide a legal framework applicable to all Member States in order to help find solutions to legal and administrative obstacles that may hamper cross-border interaction and the development of cross-border regions.

The Council's position:

- provides for the establishment, on a voluntary basis, of cross-border coordination points in each Member State. Member States which choose not to establish at least one coordination point, and Member States which need time to establish a coordination point, must designate a competent authority;
- excludes natural persons from the definition of initiators;
- exempts island Member States from the obligation to designate a competent authority;
- provides for the voluntary use of a similar coordination framework for EU border regions to cooperate with candidate or associated countries;
- removes the obligation to set up national public registers of cross-border cases in each Member State. Instead, a single register will be maintained at EU level and fed by the data that Member States must transmit;
- specifies (i) that there will be no impact on the right of Member States to use existing international procedures or agreements to remove cross-border obstacles, or to create new such procedures or agreements; (ii) the list of tasks of the cross-border coordination points; (iii) possible transfers of cases between cross-border coordination points; (iv) the scope of remedies; (v) possible sources of EU financial support; and (vi) the applicable deadlines for responding to initiators.

Border Regions' instrument for development and growth (BRIDGEforEU)

2018/0198(COD) - 27/03/2025 - Council position

The Council adopted its **position at first reading** with a view to the adoption of a regulation of the European Parliament and of the Council on a Border Regions' instrument for development and growth (BRIDGEforEU).

The proposed regulation establishes a framework to **facilitate identifying and resolving cross-border obstacles** that hamper the establishment and functioning of any infrastructure necessary for public or private cross-border activities, or of any cross-border public service that is provided in a given cross-border region and that fosters economic, social and territorial cohesion in that cross-border region.

The framework provides for the possibility to initiate a procedure with regard to a cross-border obstacle in a Member State which decides to establish a cross-border coordination point in accordance with this Regulation.

Scope of application

The Regulation should apply to cross-border obstacles in **land and maritime border regions** of neighbouring Member States. Where a Member State has both land and maritime borders with other Member States and decides to establish one or more cross-border coordination points, that Member State should not be required to establish a cross-border coordination point for a maritime border shared with another Member State. Member States which only have maritime borders with other Member States should not be required to establish a cross-border coordination point.

The Council's position **excludes third countries** from the scope, but the regulation is without prejudice to the possibility for Member States to establish equivalent procedural frameworks in accordance with national law to identify and resolve cross-border legal and administrative obstacles in their cooperation with third countries.

Cross-border coordination points

The establishment of cross-border coordination points would be voluntary, and Member States would have the freedom to choose how to resolve cross-border obstacles, including whether to resolve them at all. The Council's position specifies the list of tasks of the cross-border coordination points, as well as possible transfers of cases between cross-border coordination points.

The obligations of Member States that do not establish cross-border contact points are limited to (i) providing information on a relevant authority that can be contacted and receive information from a cross-border coordination point of a neighbouring Member State handling a cross-border case, and (ii) providing information on voluntary follow-up, where applicable, only in relation to cross-border obstacles also handled by a cross-border coordination point of another Member State.

Cross-border files

The initiator will submit the cross-border file to the cross-border coordination point in one of the Member States in the territory of which the geographical area concerned by the alleged cross-border obstacle is located. Natural persons are deprived of the possibility of being initiators of cross-border dossiers. The Council's position specifies the applicable deadlines for responding to initiators.

The obligation to provide detailed information on each cross-border file is limited exclusively to Member States that establish cross-border coordination points. Therefore, the Council removes the requirement to set up national public registers of cross-border files in each Member State. Instead, a **single register** will be maintained at EU level, and will be fed with the data that the Member States have to send. A new annex clarifies the structured information to be provided.

Communication of information

The Council's position sets the frequency at which data and information must be transmitted to the Commission at once a year. The Annex sets out the reporting requirements to be met by Member States with and without cross-border coordination points.

Border Regions' instrument for development and growth (BRIDGEforEU)

2018/0198(COD) - 12/12/2023 - Supplementary legislative basic document

This proposal amends the Commission's proposal for a Regulation of the European Parliament and of the Council on a mechanism to resolve legal and administrative obstacles in a cross-border context ('the ECBM proposal') including amending the title for a Regulation on Facilitating Cross-Border Solutions.

On 14 September 2023, Parliament adopted an [own-initiative legislative resolution](#) with recommendations to the Commission on amending the ECBM proposal.

This amended proposal combines elements of the initial Commission proposal with new elements brought in following the own initiative legislative resolution of the Parliament.

Subject

The amended proposal therefore provides a legal framework applicable to all Member States to help find solutions to legal and administrative obstacles that potentially undermine cross-border interaction and the development of cross-border regions.

The proposed regulation establishes a procedure to **facilitate the resolution of cross-border obstacles** that hamper the establishment and functioning of any item of infrastructure necessary for public or private cross-border activities or of any cross-border public service provided in a given cross-border region and provided it fosters economic, social and territorial cohesion in the cross-border region.

Setting up cross-border coordination points (CBCPs)

The amended proposal requires setting up cross-border coordination points in all Member States for reporting cross-border obstacles and assessing files submitted by 'initiators'. Initiators are public law or private law entities or natural persons who prepare a cross-border file by setting out the cross-border interaction and describing the obstacles for the consideration of coordination points.

Member States may identify current or new bodies and they may choose to set up one or several coordination points, including joint bodies with neighbouring Member States, in line with their institutional framework and preferences.

Cross-border coordination points should act as '**one-stop shops**' for the initiators and be their privileged contact point in the respective Member State. If a given Member State sets up several CBCPs, one should take the role of the main CBCP and the others should support its tasks and transmit the necessary information.

The cross-border coordination point is tasked with assessing the cross-border obstacle described by the initiator. If it concludes that there is an obstacle, it looks at what cooperation structures are available to resolve the identified obstacle. If there is no institutional structure for cross-border cooperation to resolve the obstacle or if the existing ones are not sufficient to solve it, Member States may opt to use the Cross-Border Facilitation Tool set up under this Regulation.

At any procedural step, the cross-border coordination point may choose not to resolve the obstacle, even if it concludes that the obstacle exists. If so, it will inform the initiator accordingly and explain why the obstacle described in the file will not be addressed. After assessing a cross-border file, the cross-border coordination point must forward the conclusion of the assessment to the initiator within a reasonable timeframe.

The Cross-Border Facilitation Tool

The Cross-Border Facilitation Tool consists of a **single procedure** to tackle obstacles of a legislative or administrative nature. After assessing the obstacle and identifying the nature of the provision at the origin of the obstacle, the cross-border coordination point is responsible for contacting the competent authority to first verify the interest and feasibility of resolving the obstacle through the identified administrative or legal provision(s) and for informing the initiator and the cross-border coordination point of the neighbouring Member State accordingly.

If a decision is taken to resolve the identified obstacle, the procedure may vary depending on the nature of the provision at the origin of the cross-border obstacle:

- in the context of an administrative provision, the authority contacted by the CBCP may decide to change the provision or practice, including its interpretation. In this case, the CBCP notifies the initiator in writing;
- in the context of a legislative provision, the authority contacted by the CBCP may only suggest adapting the legislative framework to resolve the obstacle. In this case, the CBCP should inform the initiator in writing of the steps of the legislative procedure that might be envisaged.

If two or more neighbouring Member States conclude that they each want to launch a legislative procedure or change an administrative provision on practice to resolve the same obstacle, they will need to do so in close coordination, possibly including parallel timing and the setting up of a joint committee, in accordance with their respective legislative frameworks.

The decision as to whether to resolve an administrative or legal obstacle remains **voluntary**.