Basic information

2018/0258(COD) COD - Ordinary legislative procedure (ex-codecision procedure) Regulation	Procedure completed 19/03/2019: MFF 2021-2027/ Progress report - state of play in the Council
Integrated Border Management Fund: instrument for financial support for customs control equipment 2021–2027 See also 2018/0249(COD) **Subject** 2.10.01 Customs union, tax and duty-free, Community transit 6.20.02 Export/import control, trade defence, trade barriers 7.30.02 Customs cooperation	

Key players

European Parliament

Committee responsible	Rapporteur	Appointed
IMCO Internal Market and Consumer Protection	POSPÍŠIL Jiří (PPE)	19/06/2018
	Shadow rapporteur MALDONADO LÓPEZ Adriana (S&D) LØKKEGAARD Morten (Renew) CAVAZZINI Anna (Greens/EFA) FIDANZA Carlo (ECR) PELLETIER Anne-Sophie (GUE/NGL)	

Former committee responsible	Former rapporteur	Appointed
IMCO Internal Market and Consumer Protection	POSPÍŠIL Jiří (PPE)	19/06/2018

Former committee for opinion	Former rapporteur for opinion	Appointed
INTA International Trade	The committee decided not to give an opinion.	
BUDG Budgets	KYRTSOS Georgios (PPE)	28/06/2018
CONT Budgetary Control	ALI Nedzhmi (ALDE)	17/09/2018

	LIBE Civil Liberties, Justice and Home Affairs	LENAERS Jeroen (PPE)	09/07/2018
Council of the European Union			
European Commission	**Commission DG**	**Commissioner**	
	Taxation and Customs Union	MOSCOVICI Pierre	
European Economic and Social Committee			

Key events

Date	Event	Reference	Summary
12/06/2018	Legislative proposal published	COM(2018)0474	Summary
02/07/2018	Committee referral announced in Parliament, 1st reading		
06/12/2018	Vote in committee, 1st reading		
12/12/2018	Committee report tabled for plenary, 1st reading	A8-0460/2018	Summary
15/01/2019	Decision by Parliament, 1st reading	T8-0001/2019	Summary
15/01/2019	Results of vote in Parliament		
15/01/2019	Matter referred back to the committee responsible for interinstitutional negotiations		
03/04/2019	Debate in Parliament		
16/04/2019	Decision by Parliament, 1st reading	T8-0384/2019	Summary
16/04/2019	Results of vote in Parliament		
08/10/2019	Committee decision to open interinstitutional negotiations after 1st reading in Parliament		
09/10/2019	Committee decision to enter into interinstitutional negotiations announced in plenary (Rule 73)		
14/04/2021	Approval in committee of the text agreed at early 2nd reading interinstitutional negotiations	PE691.261 PE693.711	
28/05/2021	Council position published	07234/1/2021	
07/06/2021	Debate in Parliament		
07/06/2021	Committee referral announced in Parliament, 2nd reading		
07/06/2021	Vote in committee, 2nd reading		
07/06/2021	Committee recommendation tabled for plenary, 2nd reading	A9-0196/2021	
08/06/2021	Decision by Parliament, 2nd reading	T9-0271/2021	Summary
24/06/2021	Final act signed		

02/07/2021	Final act published in Official Journal		

Technical information

Procedure reference	2018/0258(COD)
Procedure type	COD - Ordinary legislative procedure (ex-codecision procedure)
Procedure subtype	Legislation
Legislative instrument	Regulation
Amendments and repeals	See also 2018/0249(COD)
Legal basis	Rules of Procedure EP 61 Treaty on the Functioning of the European Union TFEU 033 Treaty on the Functioning of the European Union TFEU 114 Treaty on the Functioning of the European Union TFEU 207
Other legal basis	Rules of Procedure EP 165
Mandatory consultation of other institutions	European Economic and Social Committee
Stage reached in procedure	Procedure completed
Committee dossier	IMCO/9/01387

Documentation gateway

European Parliament

Document type	Committee	Reference	Date	Summary
Committee draft report		PE628.634	15/10/2018	
Committee opinion	BUDG	PE626.954	06/11/2018	
Amendments tabled in committee		PE630.495	14/11/2018	
Committee opinion	CONT	PE627.870	21/11/2018	
Committee opinion	LIBE	PE627.838	22/11/2018	
Committee report tabled for plenary, 1st reading/single reading		A8-0460/2018	12/12/2018	Summary
Text adopted by Parliament, partial vote at 1st reading /single reading		T8-0001/2019	15/01/2019	Summary
Text adopted by Parliament, 1st reading/single reading		T8-0384/2019	16/04/2019	Summary
Text agreed during interinstitutional negotiations		PE691.261	31/03/2021	
Committee letter confirming interinstitutional agreement		PE693.711	16/04/2021	
Committee draft report		PE693.633	31/05/2021	
Committee recommendation tabled for plenary, 2nd reading		A9-0196/2021	07/06/2021	
Text adopted by Parliament, 2nd reading		T9-0271/2021	08/06/2021	Summary

Council of the EU

Document type	Reference	Date	Summary

Council position	07234/1/2021	28/05/2021	
Draft final act	00043/2021/LEX	24/06/2021	

European Commission

Document type	Reference	Date	Summary
Legislative proposal	COM(2018)0474	12/06/2018	Summary
Document attached to the procedure	SWD(2018)0347	13/06/2018	
Document attached to the procedure	SWD(2018)0348	13/06/2018	
Commission response to text adopted in plenary	SP(2019)440	08/08/2019	
Commission communication on Council's position	COM(2021)0256	28/05/2021	
Follow-up document	SWD(2023)0251	06/07/2023	
Follow-up document	SWD(2024)0131	06/05/2024	
Follow-up document	SWD(2025)0248	12/08/2025	
Follow-up document	COM(2025)0733	01/12/2025	
Follow-up document	SWD(2025)0385	01/12/2025	

National parliaments

Document type	Parliament /Chamber	Reference	Date	Summary
Contribution	PT_PARLIAMENT	COM(2018)0474	13/09/2018	
Contribution	ES_PARLIAMENT	COM(2018)0474	28/09/2018	
Contribution	FR_SENATE	COM(2018)0474	05/11/2018	

Other institutions and bodies

Institution/body	Document type	Reference	Date	Summary
EESC	Economic and Social Committee: opinion, report	CES4010/2018	17/10/2018	

Additional information

Source	Document	Date
European Commission	EUR-Lex	

Final act
Regulation 2021/1077 OJ L 234 02.07.2021, p. 0001

Delegated acts	
Reference	**Subject**
2022/2757(DEA)	Examination of delegated act

Integrated Border Management Fund: instrument for financial support for customs control equipment 2021–2027

2018/0258(COD) - 12/06/2018 - Legislative proposal

PURPOSE: to establish, as part of the integrated border management fund, the instrument for financial support for customs control equipment for the period 2021-2027.

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: in order to respond to increased migratory and security challenges, the Commission has proposed the establishment of a **new integrated border management fund** under the next multiannual financial framework for the period 2021-2027. This new fund aims to provide **enhanced support to Member States** with a view to securing the Union's common external borders.

Within this framework, it is proposed that the integrated border management fund shall consist of **two instruments**: a financial support instrument in the field of border and visa management and a financial support instrument for customs control equipment. This proposal only concerns customs control equipment. The Commission shall at the same time present a separate proposal on the instrument in the field of border management and visas.

The 2 140 customs offices that are present over the external borders of the European Union need to be properly equipped to ensure the operation of the customs union. In order to avoid the diversion of flows of goods towards the weakest points, it is essential to **ensure equivalence in the performance of customs controls** throughout the Customs Union.

CONTENT: the proposal for a Regulation - presented for a Union of 27 Member States - seeks to create **the financial support instrument for customs control equipment** as part of integrated border management fund. It lays down the objectives of the Instrument, the budget for the period 2021 – 2027, the forms of Union funding and the rules for providing such funding.

Objective: the proposed instrument aims to ensure greater uniformity in the performance of customs controls at the external borders by addressing the current imbalances between Member States due to geographical differences and disparities in capacity and available resources. It shall complement the actions foreseen under the Customs programme.

The specific objective of this instrument is to contribute to adequate and equivalent customs control through the **purchase, maintenance and upgrade** of customs control equipment.

The instrument shall be implemented in direct management, by means of grants. The Commission shall set up a coordination mechanism ensuring efficiency and interoperability between all the equipment purchased with the support of Union programmes and instruments.

Eligible equipment: equipment shall be eligible only if it relates to at least one of the **six following purposes**: (i) non-intrusive inspection; (ii) indication of hidden objects on humans; (iii) radiation detection and nuclide identification; (iv) analysis of samples in laboratories; (v) sampling and field analysis of samples; (vi) handheld search.

Annex 1 lays down an indicative list of customs control equipment that may be used to achieve the customs control purposes. The Commission may amend this list by means of delegated acts.

In addition to the purchase, maintenance and upgrade of eligible equipment, and where appropriate, the instrument will also support the purchase or upgrade of customs control equipment for testing new pieces or new functionalities in operational conditions.

Proposed budget: the Commission's proposal for the next multi-annual framework includes a proposal of **EUR 9.31 billion** (in current prices) for the integrated border management fund for the period 2021-2027.

Within this global envelope, the financial resources available for the implementation of this specific Regulation amount to **EUR 1.3 billion** (in current prices).

Integrated Border Management Fund: instrument for financial support for customs control equipment 2021–2027

2018/0258(COD) - 15/01/2019 - Text adopted by Parliament, partial vote at 1st reading/single reading

The European Parliament adopted by 602 votes to 47, with 32 abstentions, amendments to the proposal for a regulation of the European Parliament and of the Council establishing, as part of the Integrated Border Management Fund, the instrument for financial support for customs control equipment.

The matter was referred back to the competent committee for interinstitutional negotiations.

The main amendments adopted in plenary concern the following issues:

Instrument's objectives

Parliament noted that the Instrument has the general objective to support the customs union and customs authorities to protect the financial and economic interests of the Union and its Member States to promote inter-agency cooperation at Union borders as regards controls of goods and persons. As part of the Integrated Border Management Fund and with a view to the long-term aim that all customs controls in the Union are standardised, the Instrument has the general objective to support the customs union and customs authorities to protect the financial and economic interests of the Union and its Member States.

The Instrument has the **specific objective** of contributing to adequate and equivalent customs controls through the fully transparent purchase, maintenance and upgrade of relevant, state-of-the-art, secure, cyber-resilient, safe, environmental-friendly and reliable customs control equipment. An additional objective is to improve the quality of customs controls throughout Member States to avoid the diversion of goods towards weaker points in the Union. It shall contribute to the implementation of the European Integrated Border Management by supporting interagency cooperation, co-sharing and interoperability of new equipment acquired through the Instrument.

Budget

The financial envelope for the implementation of the Instrument for the period 2021-2027 shall be **EUR 1 149 000 000** in current prices.

Implementation and forms of EU funding

When the action supported involves the purchase or upgrade of equipment, the Commission shall:

- set up adequate safeguards and contingency measures to ensure that all the equipment purchased with the support of Union programmes and instruments is put to use by the relevant customs authorities in all relevant cases;

- set up a coordination mechanism ensuring efficiency and interoperability between all the equipment purchased with the support of Union programmes and instruments, which shall allow for the consultation and participation of relevant Union agencies, in particular the European Border and Coast Guard Agency.

The coordination mechanism shall include the participation and consultation of the European Border and Coast Guard Agency to maximise the Union added value in the field of border management.

All the costs related to actions referred to in Article 6 shall be eligible for funding under Instrument, with the exception of costs relating to training or the upgrading of skills necessary for the use of the equipment and costs associated with electronic systems, with the exception of software and software updates directly necessary to use the customs control equipment.

Evaluation

Evaluations of actions funded under the Instrument shall assess the Instrument's results, impact and effectiveness, and shall be carried out in a timely manner to ensure their efficient use in the decision-making process.

The interim evaluation of the Instrument shall be performed once there is sufficient information available about the implementation of the Instrument, but no later than **three years** (as opposed to four years as proposed by the Commission) after the start of the implementation of the Instrument.

The interim evaluation shall present findings necessary to make a decision about a follow-up to the Programme beyond 2027 and its objectives.

Work programme

The preparation of the work programmes shall be supported by an **individual** assessment of needs, which shall consist, among others, of the following: (a) an assessment of an optimal level of customs control equipment by reference to the category of border crossing points; and (b) a detailed estimate of financial needs depending on the size of customs operations and the relative workload.

Transparency

In order to ensure transparency, the Commission shall regularly provide information to the public relating to the Instrument, its actions and results, referring to, *inter alia*, the work programmes.

Monitoring and reporting

The reporting requirements shall include at least the annual communication to the Commission of the following information where the cost of a piece of customs control equipment exceeds EUR 10 000 exclusive of taxes:

- the presence and condition five years after commissioning of items of equipment funded from the Union budget;

- information on instances of maintenance of the customs control equipment;

- information on the procurement procedure;

- justification of the expenses.

The Commission shall present to the European Parliament and the Council information on the performance of the Programme. The Commission's reporting on performance shall include information on both progress and shortfalls.

The interim evaluation shall present findings necessary to make a decision about a follow-up to the Programme beyond 2027 and its objectives.

Integrated Border Management Fund: instrument for financial support for customs control equipment 2021–2027

2018/0258(COD) - 16/04/2019 - Text adopted by Parliament, 1st reading/single reading

The European Parliament adopted a legislative resolution on the proposal for a regulation of the European Parliament and of the Council establishing, as part of the Integrated Border Management Fund, the instrument for financial support for customs control equipment, thus concluding its first reading.

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

Instrument's objectives

Parliament noted that the Instrument has the general objective to support the customs union and customs authorities to protect the financial and economic interests of the Union and its Member States to promote inter-agency cooperation at Union borders as regards controls of goods and persons. As part of the Integrated Border Management Fund and with a view to the long-term aim that all customs controls in the Union are standardised, the Instrument has the general objective to support the customs union and customs authorities to protect the financial and economic interests of the Union and its Member States.

The Instrument shall make it possible to detect practices such as counterfeiting and other illegal commercial practices. It has the specific objective of contributing to adequate and equivalent customs controls through the fully transparent purchase, maintenance and upgrade of relevant, state-of-the-art, secure, cyber-resilient, safe, environmental-friendly and reliable customs control equipment. An additional objective is to improve the quality of customs controls throughout Member States to avoid the diversion of goods towards weaker points in the Union. It shall contribute to the implementation of the European Integrated Border Management by supporting interagency cooperation, co-sharing and interoperability of new equipment acquired through the Instrument.

Indicators to report on the progress of the Instrument in achieving the general and specific objectives have been defined in Annex 2 of the Regulation.

Budget

Parliament called for the financial envelope for the implementation of the Instrument for the period 2021-2027 to be EUR 1 149 175 000 in 2018 prices (EUR 1 300 000 000 in current prices).

Implementation and forms of EU funding

When the action supported involves the purchase or upgrade of equipment, the Commission shall:

- set up adequate safeguards and contingency measures to ensure that all the equipment purchased with the support of Union programmes and instruments is put to use by the relevant customs authorities in all relevant cases;

- set up a coordination mechanism ensuring efficiency and interoperability between all the equipment purchased with the support of Union programmes and instruments, which shall allow for the consultation and participation of relevant Union agencies, in particular the European Border and Coast Guard Agency.

The coordination mechanism shall include the participation and consultation of the European Border and Coast Guard Agency to maximise the Union added value in the field of border management.

All the costs related to actions referred to in Article 6 shall be eligible for funding under Instrument, with the exception of costs relating to training or the upgrading of skills necessary for the use of the equipment and costs associated with electronic systems, with the exception of software and software updates directly necessary to use the customs control equipment.

Evaluation

Evaluations of actions funded under the Instrument shall assess the Instrument's results, impact and effectiveness, and shall be carried out in a timely manner to ensure their efficient use in the decision-making process.

The interim evaluation of the Instrument shall be performed once there is sufficient information available about the implementation of the Instrument, but no later than three years (as opposed to four years as proposed by the Commission) after the start of the implementation of the Instrument.

The interim evaluation shall present findings necessary to make a decision about a follow-up to the Programme beyond 2027 and its objectives.

Work programme

The preparation of the work programmes shall be supported by an individual assessment of needs, which shall consist, among others, of the following: (a) an assessment of an optimal level of customs control equipment by reference to the category of border crossing points; and (b) a detailed estimate of financial needs depending on the size of customs operations and the relative workload.

Transparency

In order to ensure transparency, the Commission shall regularly provide information to the public relating to the Instrument, its actions and results, referring to, inter alia, the work programmes.

Monitoring and reporting

The reporting requirements shall include at least the annual communication to the Commission of the following information where the cost of a piece of customs control equipment exceeds EUR 10 000 exclusive of taxes:

- the presence and condition five years after commissioning of items of equipment funded from the Union budget;

- information on instances of maintenance of the customs control equipment;

- information on the procurement procedure;

- justification of the expenses.

The Commission shall present to the European Parliament and the Council information on the performance of the Programme. The Commission’s reporting on performance shall include information on both progress and shortfalls.

Integrated Border Management Fund: instrument for financial support for customs control equipment 2021–2027

2018/0258(COD) - 12/12/2018 - Committee report tabled for plenary, 1st reading/single reading

The Committee on the Internal Market and Consumer Protection adopted the report by Jiří POSPÍŠIL (EPP, CZ) on the proposal for a regulation of the European Parliament and of the Council establishing, as part of the Integrated Border Management Fund, the instrument for financial support for customs control equipment.

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.

Subject matter

This Regulation establishes the Instrument for financial support for customs control equipment, as part of the Integrated Border Management Fund ('the Fund') to provide financial support for the purchase, maintenance and upgrade of customs control equipment. It lays down the objectives of the Instrument, the budget for the period 2021-2027, the forms of Union funding and the rules for providing such funding.

Instrument objectives

The Instrument has the specific objective of contributing to adequate and equivalent customs controls through the fully transparent purchase, maintenance and upgrade of relevant, state-of-the-art, secure, cyber-resilient, safe, environmental-friendly and reliable customs control equipment. An additional objective is to improve the quality of customs controls throughout Member States to avoid the diversion of goods towards weaker points in the Union. It shall contribute to the implementation of the European Integrated Border Management by supporting interagency cooperation, co-sharing and interoperability of new equipment acquired through the Instrument.

Budget

The financial envelope for the implementation of the Instrument for the period 2021-2027 shall be **EUR 1 149 000 000** in current prices.

Implementation and forms of EU funding

When the action supported involves the purchase or upgrade of equipment, the Commission shall set up adequate safeguards and contingency measures to ensure that all the equipment purchased with the support of Union programmes and instruments is put to use by the relevant customs authorities in all relevant cases.

When the action supported involves the purchase or upgrade of equipment, the Commission shall set up a coordination mechanism ensuring efficiency and interoperability between all the equipment purchased with the support of Union programmes and instruments, which shall allow for the consultation and participation of relevant Union agencies, in particular the European Border and Coast Guard Agency. The coordination mechanism shall include the participation and consultation of the European Border and Coast Guard Agency to maximise the Union added value in the field of border management.

Evaluation

Evaluations of actions funded under the Instrument shall assess the Instrument's results, impact and effectiveness, and shall be carried out in a timely manner to ensure their efficient use in the decision-making process.

The interim evaluation of the Instrument shall be performed once there is sufficient information available about the implementation of the Instrument, but no later than **three years** (as opposed to four years as proposed by the Commission) after the start of the implementation of the Instrument.

The interim evaluation shall present findings necessary to make a decision about a follow-up to the Programme beyond 2027 and its objectives.

Work programme

The preparation of the work programmes shall be supported by an **individual** assessment of needs, which shall consist, among others, of the following: (a) an assessment of an optimal level of customs control equipment by reference to the category of border crossing points; and (b) a detailed estimate of financial needs depending on the size of customs operations and the relative workload.

Transparency

In order to ensure transparency, the Commission shall regularly provide information to the public relating to the Instrument, its actions and results, referring to, *inter alia*, the work programmes.

Monitoring and reporting

The reporting requirements shall include at least the annual communication to the Commission of the following information where the cost of a piece of customs control equipment exceeds EUR 10 000 exclusive of taxes:

- the presence and condition five years after commissioning of items of equipment funded from the Union budget;

- information on instances of maintenance of the customs control equipment;

- information on the procurement procedure;

- justification of the expenses.

The Commission shall present to the European Parliament and the Council information on the performance of the Programme. The Commission’s reporting on performance shall include information on both progress and shortfalls.

The interim evaluation shall present findings necessary to make a decision about a follow-up to the Programme beyond 2027 and its objectives.

Integrated Border Management Fund: instrument for financial support for customs control equipment 2021–2027

2018/0258(COD) - 08/06/2021 - Text adopted by Parliament, 2nd reading

The European Parliament adopted a legislative resolution **approving** the Council's position at first reading with a view to the adoption of a regulation of the European Parliament and of the Council establishing, under the Integrated Border Management Fund, the Instrument for Financial Support for Customs Control Equipment.

Under the Integrated Border Management Fund, the proposed regulation establishes an instrument to provide financial support for the **purchase, maintenance and upgrading of customs control equipment** for the period corresponding to that of the Multiannual Financial Framework (MFF) from 1 January 2021 to 31 December 2027.

Objectives of the Instrument

The objective of the instrument is to **support the Customs Union and the customs authorities** in order to protect the financial and economic interests of the Union and its Member States, to ensure security and safety within the Union and to protect the Union from unfair and illegal trade while facilitating legitimate economic activities.

The specific objective of the instrument is to contribute to adequate and equivalent levels of customs control performance through the transparent purchase, maintenance and upgrading of relevant, modern and reliable customs control equipment, which should also be secure, safe and environmentally friendly.

The customs control equipment financed under the instrument should be used primarily for customs control purposes, but may also be used for other purposes, including the control of persons in support of national border management authorities and for investigations. Such customs control equipment will not be systematically shared between customs and other border authorities.

The Commission should encourage joint procurement and testing of customs control equipment by several Member States.

Budget

The financial envelope for the implementation of the Instrument for the period 2021-2027 is set at **EUR 1 006 407 000** in current prices. The instrument may finance up to 80% of the total eligible costs of an action.

Implementation and monitoring

The Regulation lays down the forms of Union funding and the rules for granting such funding.

The instrument should be implemented through work programmes adopted by means of implementing acts.

Monitoring and regular reporting will be based on quantitative and qualitative indicators measuring the effects of the actions carried out under the Instrument. The reporting obligations include an obligation to provide the Commission with information on customs control equipment where the cost of customs control equipment exceeds EUR 10 000 exclusive of taxes.

An interim evaluation of the instrument should be carried out by the Commission at the latest four years after the start of its implementation. The Commission should communicate the conclusions of the evaluations, together with its observations and lessons learned, to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions.