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NOTE

From: General Secretariat of the Council
To: Council

Subject: Proposal for a Regulation of the European Parliament and of the Council on digital networks, amending Regulation (EU) 2015/2120, Directive 2002/58/EC and Decision No 676/2002/EC and repealing Regulation (EU) 2018/1971, Directive (EU) 2018/1972 and Decision No 243/2012/EU (Digital Networks Act)
- Progress report

I. INTRODUCTION

1. The Commission adopted the proposal for a Regulation on digital networks, amending Regulation (EU) 2015/2120, Directive 2002/58/EC and Decision No 676/2002/EC and repealing Regulation (EU) 2018/1971, Directive (EU) 2018/1972 and Decision No 243/2012/EU (Digital Networks Act), on 21 January 2026¹.

¹ Doc. 5600/26 +ADD1

2. The Digital Networks Act (DNA) proposal, based on Article 114 TFEU, aims to support the Union’s digital transformation and connectivity objectives by simplifying and further harmonising the regulatory framework for electronic communications through a single Regulation. It seeks to foster robust, fast, secure and resilient digital network infrastructure, support a more integrated internal market for electronic communications, and reflect the increasing convergence between telecom, satellite, cloud and edge technologies, while maintaining the core scope of the electronic communications framework. The proposal covers, inter alia, the general authorisation regime and proposed Single Passport, radio spectrum and numbering resources, fibre transition and access regulation, resilience and preparedness, universal service, open internet access, end-user rights, governance, reporting, compliance and final provisions. It also aims to facilitate investment in advanced digital infrastructures, reinforce competitiveness, promote the availability and take-up of gigabit networks, and ensure high-quality, affordable and publicly available electronic communications services for end-users, while promoting citizens’ interests and consumer protection.
3. The “One Europe, One Market” roadmap, signed by the President of the Republic of Cyprus, representing the rotating Presidency of the Council of the European Union, and by the Presidents of the European Parliament and the European Commission on the sidelines of the informal meeting of Heads of State or Government held in Cyprus on 24 April 2026, includes this proposal among the priority deliverables.
4. In the European Parliament, the Committee for Industry, Research and Energy (ITRE) has been nominated as the committee responsible for the negotiations on the Digital Networks Act, with MEP Michał Kobosko (Renew, Poland) as Rapporteur. The Committee on the Internal Market and Consumer Protection (IMCO) and the Committee on Civil Liberties, Justice and Home Affairs (LIBE) are associated.

5. The European Economic and Social Committee and the European Committee of the Regions are expected to adopt their opinions on 17 June 2026 and on 13 October 2026, respectively.
6. On 18 March 2026 the European Data Protection Supervisor (EDPS) issued an opinion on the proposal².

II. STATE OF PLAY WITHIN THE COUNCIL

7. In the Council, the examination of the DNA proposal has been carried out in the Working Party on Telecommunications and Information Society (WP TELECOM). On 29 January and throughout February 2026 (3, 5 and 26 February), the Commission presented the main elements of the proposal, together with the findings of its review of the current framework, impact assessment and evaluation report. The presentations covered, in particular, the transition to fibre, the quality of wireless networks, pan-European satellite services, the general authorisation regime and proposed Single Passport, reporting obligations, radio spectrum and numbering resources, resilience and preparedness measures, and the updated governance structure, including the roles of BEREC, the Radio Spectrum Policy Body and the Office for Digital Networks. Delegations broadly supported the proposal's overall objectives and welcomed the preservation of key elements of the current framework, such as open internet principles, while stressing the need to carefully assess the balance between further harmonisation and national specificities, as well as the practical effects of the proposal on authorities, operators and end-users. Delegations also sought further clarifications on the proportionality of the proposed measures, Member States' competences, implementation costs, the role of secondary legislation, the interaction with existing Union instruments, and the expected contribution of certain measures to EU competitiveness, particularly where they considered that these measures could limit national flexibility.

² EDPS Opinion [08/2026](#)

8. Given the size and complexity of the proposed Regulation, and the fact that translations into the 24 official EU languages were available only as of 17 April, the Cyprus Presidency responded positively to Member States' request for dedicated technical workshops. In addition to the discussions in WP TELECOM, four online workshops were held in March (4, 11, 18 and 25) on copper switch-off and access, spectrum and satellite authorisation, general authorisation, Single Passport and numbering, and governance. These workshops allowed delegations, including capital-based experts, to raise specific questions and seek further clarifications directly from the Commission.
9. The article-by-article examination started on 5 March 2026, when WP TELECOM examined Part I, on scope, objectives and definitions, together with Part II, on resilience. Delegations broadly acknowledged the relevance of strengthening the resilience and preparedness of digital networks and services, while requesting clarifications on the scope of the obligations, the treatment of confidential or sensitive information, the relationship with NIS2, the CER Directive and other relevant frameworks, the respective roles of the Commission, BEREC, the Radio Spectrum Policy Body, the Office for Digital Networks and national authorities, and the need to respect Member States' responsibilities in areas such as national security, defence and crisis management.
10. On 12 March 2026, WP TELECOM examined Part VI of the Digital Networks Act, focusing on Title I, on universal service obligations, and Title II, on open internet access. Delegations largely supported maintaining the current universal service safety net, while also raising questions on the proposed reliance on Commission implementing acts for affordability methodologies and open internet rules, in particular as regards the possible impact on national flexibility. On open internet access, delegations welcomed the preservation of core net neutrality principles.
11. On 26 March, 16 April and 23 April 2026, WP TELECOM examined Part VI, Title III, of the Digital Networks Act, focusing on end-user rights. Delegations underlined the importance of ensuring a high level of consumer protection across the Union. While welcoming the Commission's ambition to simplify the framework, delegations raised questions and sought clarification on how best to balance the proposed maximum harmonisation with the flexibility needed to preserve proven, high-quality national safeguards.

12. On 7 May 2026, WP TELECOM discussed Part VIII, on general and final provisions. While welcoming the objective of simplification, some delegations also questioned the proposal's reliance on implementing acts and BEREC guidelines, noting that this could affect legal predictability and create risks of parallel regulatory frameworks. Some delegations also questioned the added value of the newly proposed voluntary conciliation mechanism for ecosystem cooperation, while others raised practical concerns about possible overlaps with existing national data-collection obligations.
13. On 21 May 2026, WP TELECOM examined Part III, on general authorisation and the proposed Single Passport, as well as Part IV, Title III, on numbering resources. Delegations broadly acknowledged the objective of simplifying cross-border operations and reducing administrative burdens, while raising questions on the design and practical operation of the proposed Single Passport regime. Concerns focused on the risk of additional administrative complexity, legal uncertainty, possible regulatory forum shopping, and the allocation of supervisory and enforcement responsibilities between Member States. On numbering resources, delegations discussed the proposed Union-level elements, including strategic planning, a possible Union numbering plan and pan-European numbering resources. Several delegations questioned the added value of these elements, stressing the importance of avoiding unnecessary centralisation and preserving the existing balance of national competences.
14. Across the discussions, delegations recognised the importance of secure, resilient and high-capacity connectivity for the Union's competitiveness and digital transformation. Following the availability of the official translations into all Union languages, and while continuing the examination of the text, the Presidency invited delegations on 27 April 2026 to provide initial written comments and drafting suggestions on the parts of the proposal already examined by WP TELECOM.

15. The Cyprus Presidency devoted significant time to the article-by-article examination, which, together with the Commission's engagement and delegations' active participation, allowed for a substantive first analysis of key parts of the text and helped identify the main issues requiring further work. The WP TELECOM will continue its work on the proposal with a view to completing the first reading of the full text.

III. CONCLUSION

In light of the above, the Council is invited to take note of the progress made in the examination of the proposal.
