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NOTE

From:	Presidency
To:	Delegations
No. prev. doc.:	15282/25
Subject:	Overview of the current legislative proposals under the Cyprus Presidency

Delegations will find attached the state of play of ongoing legislative files in the area of Justice and Home Affairs in preparation for the meeting of the Justice and Home Affairs Council on 5 and 6 March 2026.

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ANNEX

INFORMATION FROM THE PRESIDENCY ON CURRENT LEGISLATIVE PROPOSALS

HOME AFFAIRS

Legislative proposals in the area of internal security

Regulation to prevent and combat child sexual abuse

On 11 May 2022, the Commission adopted a legislative proposal laying down rules to prevent and combat child sexual abuse (CSA) to establish certain obligations on providers of information society services and to set up a new decentralised EU agency, the EU Centre to prevent and combat child sexual abuse, together with a network of national Coordinating Authorities and other competent authorities. The proposal was examined at the Law Enforcement Working Party – Police. A partial mandate for negotiations with the European Parliament was agreed by the Permanent Representatives Committee on 26 November 2025. The partial mandate does not include the provisions on the seat of the future EU Centre, which are subject to a parallel interinstitutional procedure.

In the European Parliament, the Committee on Civil Liberties, Justice and Home Affairs (LIBE) has the lead responsibility for the negotiations on the proposal. The LIBE Committee adopted the report prepared by the rapporteur, MEP Javier Zarzalejos (EPP, ES) on 14 November 2023, and the decision to enter interinstitutional negotiations was confirmed on 22 November 2023.

The interinstitutional negotiations on the CSA Regulation were launched under the Danish Presidency with a first trilogue on 9 December 2025. Technical work has started under the Cyprus Presidency with six inter-institutional technical meetings (ITM) to prepare the second trilogue that took place on 26 February 2026. Delegations were kept informed by the Presidency in regular meetings of JHA counsellors on 27 January, 10 and 24 February 2026.

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Progress was made at the second trilogue on 26 February 2026. The technical teams were tasked to continue working on possible compromises in preparation of the third trilogue scheduled for May 2026.

Regulation amending Regulation (EU) 2021/1232 as regards the extension of its application

On 19 December 2025, the Commission adopted a legislative proposal aimed at extending the period of application of Regulation 2021/1232 on a temporary derogation from certain provisions of Directive 2002/58/EC ("the ePrivacy Directive") for the purpose of combating online child sexual abuse ("Interim Regulation") for a period of two years until 3 April 2028. The measure intends to introduce a further limited time extension of the interim derogation from the applicability of Articles 5(1) and 6 of the ePrivacy Directive to ensure that number-independent interpersonal communications service providers can continue to voluntarily use specific technologies to detect and report child sexual abuse online and to remove child sexual abuse material on their services, pending the adoption of the Regulation to prevent and combat child sexual abuse.

A mandate for negotiations with the European Parliament was agreed by the Permanent Representatives Committee on 28 January 2026, accepting the Commission's proposal. In the European Parliament, the Committee on Civil Liberties, Justice and Home Affairs (LIBE) has the responsibility for the negotiation on the proposal. The rapporteur, MEP Birgit Sippel (S&D, DE), presented her draft report to the LIBE committee on 23 February 2026, including several substantial amendments to the Commission proposal.

On 2 March 2026, the LIBE Committee voted on the report and the amendments. While amendments to reject the Commission proposal as a whole and amendments proposing different durations of the extension did not obtain a majority, amendments to reduce the scope of voluntary detection to known CSAM were supported. However, the report as a whole did not obtain the required simple majority and was therefore rejected.

Following the Parliament's rules of procedure, the European Parliament will table a proposal to reject the Commission proposal at the plenary meeting from 9 to 12 March 2026, to which amendments can be proposed. The vote on this proposal is expected to take place on 11 March 2026, with a deadline for amendments on 6 March 2026. The outcome of the plenary vote could be the basis for a mandate for interinstitutional negotiations.

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If the European Parliament decides to enter into interinstitutional negotiations, the Presidency is ready to act as swiftly as possible to avoid a legal gap that would occur if the extension does not enter into application before the expiration of the Interim Regulation on 3 April 2026.

Legislative proposals in the area of MFF (JHA) financial instruments

Proposal for a Regulation of the European Parliament and of the Council establishing the Union support for asylum, migration and integration for the period from 2028 to 2034

On 16 July 2025, the Commission presented its proposal for a Regulation of the European Parliament and of the Council establishing the Union support for asylum, migration and integration for the period from 2028 to 2034. The proposal was presented at the Ad hoc Working Party on JHA Financial Instruments (AHWP JHA) on 2 September 2025. The article-by-article examination started on 3 October 2025 under the Danish Presidency and the first compromise text concerning the non-bracketed provisions that are not directly linked to the NRP proposal was discussed on 15-16 December 2025. Under the Cyprus Presidency, revised compromise texts have been discussed at the AHWP JHA on 23 January 2026 and on 20 February 2026. In the European Parliament, the committee responsible for the file is LIBE (Civil Liberties, Justice and Home Affairs). The rapporteur for this file is Ms Ana Catarina MENDES (S&D, PT).

Proposal for a Regulation of the European Parliament and of the Council establishing the Union support for the Schengen area, for European integrated border management and for the common policy on visas for the period from 2028 to 2034

On 16 July 2025, the Commission presented its proposal for a Regulation establishing the Union support for the Schengen area, for European integrated border management and for the common policy on visas for the period from 2028 to 2034. The proposal was presented at the Ad hoc Working Party on JHA Financial Instruments (AHWP JHA) on 2 September 2025. The article-by-article examination started on 3 October 2025 under the Danish Presidency and the first compromise text concerning the non-bracketed provisions that are not directly linked to the NRP proposal was discussed on 15-16 December 2025. Under the Cyprus Presidency, revised compromise texts have been discussed at the AHWP JHA on 23 January 2026 and on 20 February 2026. In the European Parliament, the committee responsible for the file is LIBE (Civil Liberties, Justice and Home Affairs). The rapporteur for this file is M Karlo RESSLER (EPP, HR).

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Proposal for a Regulation of the European Parliament and of the Council establishing the Union support for internal security for the period from 2028 to 2034

On 16 July 2025, the Commission presented its proposal for a Regulation of the European Parliament and of the Council establishing the Union support for internal security for the period from 2028 to 2034. The proposal was presented at the Ad hoc Working Party on JHA Financial Instruments (AHWP JHA) on 2 September 2025. The article-by-article examination started on 3 October 2025 under the Danish Presidency and the first compromise text concerning the non-bracketed provisions that are not directly linked to the NRP proposal was discussed on 15-16 December 2025. Under the Cyprus Presidency, revised compromise texts have been discussed at the AHWP JHA on 23 January 2026 and on 20 February 2026. In the European Parliament, the committee responsible for the file is LIBE (Civil Liberties, Justice and Home Affairs). The rapporteur for this file is Ms Assita KANKO (ECR, BE).

Proposal for a Regulation of the European Parliament and of the Council on the Union Civil Protection Mechanism and Union support for health emergency preparedness and response, and repealing Decision No 1313/2013/EU

On 16 July 2025, the Commission presented its proposal for a Regulation of the European Parliament and of the Council on the Union Civil Protection Mechanism and Union support for health emergency preparedness and response. The proposal was presented at the Working Party on Civil Protection (PROCIV) on 18 July 2025 and the article-by-article examination started on 1 September 2025. Compromise texts concerning the non-bracketed provisions were discussed from November 2025 onwards. Under the Cyprus Presidency, further revised compromise texts have been discussed in the PROCIV Working Party. The delegates of the Working Party on Public Health have been invited to the PROCIV WP meetings which touched more directly on the Union support to health emergencies. The delegates from the Ad hoc Working Party on preparedness, response capability and resilience to future crises have also been invited to PROCIV WP meetings. In the European Parliament, the committees responsible for the file are ENVI (Environment, Climate and Food Safety) and SANT (Public Health). The rapporteurs for this file are Ms Leire PAJÍN (S&D, ES) for ENVI and Mr Aurelijus VERYGA (ECR, LT) for SANT.

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Legislative proposals in the area of asylum, migration, borders and visa

Regulation on measures against transport operators that facilitate or engage in trafficking in persons or smuggling of migrants in relation to illegal entry into the territory of the European Union

On 23 November 2021, the Commission presented a proposal for a Regulation on measures against transport operators that facilitate or engage in trafficking in persons or smuggling of migrants in relation to illegal entry into the territory of the European Union. The proposal is based on Article 91 and Article 100(2) of the Treaty on the Functioning of the European Union.

The proposal was initially examined by the Working Party of Foreign Relations Counsellors as lead preparatory body. On 9 January 2025, the Polish Presidency announced in Coreper that the file would be reattributed to the Justice and Home Affairs Counsellors, reinforced by other experts where appropriate. Six JHA Counsellors meetings took place from January to June 2025 to examine the proposal and discuss three versions of a Presidency compromise text. On 12 May 2025, Coreper held an exchange of views on the state of play and provided guidance for further work on the proposal. On 27 June 2025, a progress report was presented to Coreper by the Polish Presidency.

The European Parliament has not adopted a negotiating mandate during the last Parliament term. Under the new Parliament, the proposal has been referred to the Joint Committee procedure on 13 November 2024, with the LIBE and TRAN committees to present a single report. Each committee appointed a rapporteur: Mr Tomas Tobé (EPP, SE) for LIBE and Mr Sérgio Gonçalves (S&D, PT) for TRAN.

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Long-Term Residents Directive

On 27 April 2022, the Commission presented a recast of the Directive concerning the status of third-country nationals who are long-term residents (known as the LTR Directive). The current Long-Term Residents Directive dates back to 2003 (Council Directive 2003/109/EC of 25 November 2003).

After several discussions in the Council's Working Party on Integration, Migration and Expulsion – Admission (IMEX Admission) and by the JHA Counsellors (IMEX – Admission), Coreper adopted a negotiating mandate on 23 November 2023. Two political trilogues took place (30 November 2023 and 16 January 2024). In early March 2024, the interinstitutional negotiations were halted.

In the European Parliament, the LIBE Committee voted for the report by rapporteur Mr Damian Boeselager (Greens/EFA, DE) on 28 March 2023, a result confirmed by the Plenary on 20 April 2023. In the new Parliament, Ms Anna Strolenberg (Greens/EFA, NL) has been appointed as the new Rapporteur for this file. At the meeting on 18 March 2025 the JHA Counsellors did not support the resumption of interinstitutional negotiations with the European Parliament given the significantly different positions between the co-legislators**.**

Regulation establishing an EU Talent Pool

The proposal for a Regulation establishing an EU Talent Pool was presented by the Commission on 15 November 2023 as part of the Skills and Talent Mobility package. Under the Spanish and Belgian Presidencies, the Working Party on Integration, Migration and Expulsion (Admission) discussed the proposal from December 2023 until May 2024. JHA Counsellors (IMEX Admission) discussed the proposal on 30 May 2024 and expressed broad support to the Presidency compromise text. On 13 June 2024, the Council reached a General Approach.

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In the European Parliament, Ms Abir Al-Sahlani (Renew, SE) was re-appointed as rapporteur in 2024 and the LIBE Committee is the lead committee. The European Parliament adopted its mandate on 3 April 2025, and the interinstitutional negotiations began on 7 April 2025. Several technical meetings were held between April and July under the Polish and Danish Presidency. The second political trilogue was held on 15 July. After further technical meetings in September, the third political trilogue was held on 24 September where all the remaining political issues were discussed. Following technical meetings in October and November, the fourth final political trilogue took place on 18 November 2025 where a provisional agreement was reached. On 28 November 2025 Coreper confirmed the final compromise text with a view to agreement. The LIBE Committee voted on the compromise text on 3 December 2025. Following the lawyer-linguist revision, the EP Plenary is expected to vote the Regulation on 10 March 2026 after which it will be submitted to the Council for adoption.

Regulation establishing an application for the electronic submission of travel data ("EU Digital Travel application") and amending Regulations (EU) 2016/399 and (EU) 2018/1726 of the European Parliament and of the Council and Council Regulation (EC) No 2252/2004, as regards the use of digital travel credentials

On 8 October 2024, the Commission submitted its proposal for a Regulation establishing an application for the electronic submission of travel data ("EU Digital Travel application") and amending Regulations (EU) 2016/399 and (EU) 2018/1726 of the European Parliament and of the Council and Council Regulation (EC) No 2252/2004, as regards the use of digital travel credentials.

The objective is establishing a uniform standard for digital travel credentials and a common EU application (EU Digital Travel application) for using them.

The proposal was presented at the meeting of the Frontiers Working Party on 22 November 2024 and to the LIBE Committee in the European Parliament on February 20th. Mr Juan Fernando Lopez Aguilar (S&D, ES) was appointed rapporteur.

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Between February and October 2025, the proposed regulation and various compromise proposals were discussed by the Frontiers Working Party.

After further discussing compromise proposals with JHA Counsellors in September, October and November, a negotiating mandate was presented to Coreper on 19 November, and subsequently approved.

On 3 December 2025, the LIBE Committee adopted the report on the Digital Travel applicationtogether with a mandate to open negotiations. The mandate was presented at the plenary on 15 December 2025.

A kick-off trilogue was held in Strasbourg on 18 December 2025.

Interinstitutional technical meetings were held on 28 January, 4 February and 25 February 2026. A second political trilogue is planned for 24 March 2026.

Council Regulation on the issuance of and technical standards for digital travel credentials based on identity cards

The proposal for a Regulation on the issuance of and technical standards for digital travel credentials) based on identity cards was submitted by the Commission on 8 October 2024. The proposal is closely linked to the aforementioned *Regulation establishing an application for the electronic submission of travel data as regards the use of digital travel credentials* but must be treated separately as different legal bases apply.

The Commission presented the proposal to the meeting of the Frontiers Working Party on 22 November 2024. On 21 October 2024, the Council decided to consult the EP on the proposal and asked the EP to submit its opinion as soon as possible.

The proposal was presented to the LIBE Committee in the European Parliament on 20 February 2025. Ms Marieke Ehlers (PfE, NL) was appointed rapporteur.

Given the close link with the *Regulation establishing an application for the electronic submission of travel data as regards the use of digital travel credentials*, it was agreed to await the outcome of the negotiations on the aforementioned regulation before moving on with this file.

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Regulation on establishing a common system for the return of third-country nationals staying illegally in the EU (Return Regulation)

On 12 March 2025, the Commission presented a proposal for a Regulation establishing a common system for the return of third-country nationals staying illegally in the Union, replacing the proposal for a recast of the Return Directive. This proposal has been is discussed in the Council's Working Party on Integration, Migration and Expulsion (IMEX Expulsion). After a detailed presentation and general exchange of views on the proposal, in May the IMEX Expulsion Working Party started the examination of the draft Regulation. Presidency compromise proposals were examined in meetings of the Working Party on 25 September and 30-31 October and in JHA Counsellors meetings on 10 November, 1 December and 4 December, as well as in Coreper meetings on 3 December and 5 December. At the JHA Council on 8-9 December 2025, the general approach was reached.

In the European Parliament, Mr Malik Azmani (Renew, NL) has been appointed as a rapporteur for the file, and LIBE is the lead committee. The European Parliament is expected to vote on the draft report in the second week of March. The inter-institutional negotiations on the proposal will start right thereafter.

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JUSTICE

Regulation on the cross-border recognition of parenthood

On 7 December 2022, the Commission submitted a proposal for a Regulation on jurisdiction, applicable law, recognition of decisions and acceptance of authentic instruments in matters of parenthood and on the creation of a European Certificate of Parenthood. The objective of the proposal is to facilitate the cross-border recognition of parenthood within the EU. The proposal is being dealt with by the Working Party on Civil Law Matters. The Council held an exchange of view on some aspects of the proposal during its meeting of 14 June 2024. Discussions are continuing in the Working Party.

Directive harmonising certain aspects of insolvency law

On 7 December 2022, the Commission submitted a proposal for a Directive harmonising certain aspects of insolvency law. The objective of the proposal is to harmonise targeted aspects of Member States' insolvency laws to improve the recovery of assets from the liquidated insolvency estate, ensure their fair and predictable distribution and improve the overall efficiency of insolvency proceedings. This should facilitate cross-border investments within the EU. The proposal was dealt with in the Working Party on Civil Law Matters.

The Council reached a general approach on the proposal during its meeting of 12 and 13 June 2025.

On 19 November 2025, the co-legislators reached a provisional agreement at a trilogue. Coreper confirmed agreement on the final compromise text on 5 December 2025. The text will be adopted after revision by lawyer linguists.

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Directive on combating corruption

The Commission submitted its proposal for a Directive on combating corruption on 3 May 2023. The objective of the proposal is to update and harmonise EU rules on the definitions of and penalties for corruption offences, in both the public and private sectors, and includes preventive measures. The proposal is dealt with in the Working Party on Judicial Cooperation in Criminal Matters (COPEN).

The Council reached a general approach on this proposal during its meeting of 14 June 2024.

On 2 December 2025, the co-legislators reached a provisional agreement. Coreper confirmed agreement on the final compromise text on 10 December 2025. The text will be adopted after revision by lawyer linguists.

Directive amending Directive 2012/29/EU on the rights of victims

On 12 July 2023, the Commission submitted its proposal to amend Directive 2012/29/EU establishing minimum standards on the rights, support and protection of victims of crime. The objective of the proposal is to address specific shortcomings identified in the existing framework, which require targeted improvements in relation to the exercise of victim's rights, especially as regards: the right to information; protection and specialist support, victims' participation in criminal proceedings and victims' access to compensation.

The proposal is dealt within the Working Party on Judicial Cooperation in Criminal Matters (COPEN).

The Council held an exchange of views on the proposal during its meeting of 4 December 2023 and reached a general approach on 14 June 2024.

On 10 December 2025, the co-legislators reached a provisional agreement. Coreper confirmed agreement on the final compromise text on 18 February 2026. The text will be adopted after revision by lawyer linguists.

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Directive on minimum rules to prevent migrant smuggling

On 28 November 2023, the Commission submitted a proposal for a Directive laying down minimum rules to prevent and counter the facilitation of unauthorised entry, transit and stay in the Union, and replacing Council Directive 2002/90/EC and Council Framework Decision 2002/946 JHA. The objective of the proposal is to clearly define and effectively sanction the offence of migrant smuggling, in line with the UN Protocol against the Smuggling of Migrants by Land, Sea and Air.

The proposal is being dealt with in the Working Party on Judicial Cooperation in Criminal Matters (COPEN).

The Council held an exchange of views on some aspects of the proposal during its meeting of 5 March 2024 and reached a general approach on 13 December 2024.

In the European Parliament, the lead Committee is LIBE. The rapporteur is Birgit Sippel (S&D).

Directive on child sexual abuse and exploitation

On 6 February 2024, the Commission submitted a proposal for a Directive on combating the sexual abuse and sexual exploitation of children and child sexual abuse material and replacing Council Framework Decision 2004/68/JHA (recast). The revised rules aim to update the legal framework in the light of the technological developments and to ensure more effective investigation and prosecution and strengthen both prevention of child sexual abuse and sexual exploitation and assistance to victims.

The proposal is dealt with in the Working Party on Judicial Cooperation in Criminal Matters (COPEN).

The Council held an exchange of views on some aspects of the proposal during its meeting of 14 June 2024 and reached a general approach on 13 December 2024.

In the European Parliament, the lead Committee is LIBE. The rapporteur is Jeroen Lenaers (EPP). The LIBE Committee adopted the draft report on 13 May. The Committee decision to enter into interinstitutional negotiations was confirmed by the plenary on 17 June.

Trilogues were held on 23 June 2025, 6 November 2025 and 3 March 2026.

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Regulation establishing the Justice programme for the period 2028-2034 and repealing Regulation (EU) 2021/693

On 3 September 2025, the Commission submitted a proposal for a Regulation establishing the Justice programme for the period 2028-2034 and repealing Regulation (EU) 2021/693. The proposal is dealt with in the Ad Hoc Working Party on JHA Financial Instruments. It was first presented at the Working Party on 3 October 2025. The article-by-article examination started on 29 October 2025. In the European Parliament, the committees jointly responsible for the file are LIBE and JURI. The rapporteurs for this file are Ms Tineke STRIK (Greens/EFA) for JURI and Mr. Jaroslav BŽOCH (PfE) for LIBE.

Directive on firearms trafficking

On 25 February 2025, the Commission submitted a proposal for a Directive on firearms trafficking, which aims to establish minimum rules on criminal law issues. The proposal will be dealt with in the Working Party on Judicial Cooperation in Criminal Matters (COPEN).

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