Council of the European Union

Brussels, 28 July 2026
(OR. en)

12238/26

Interinstitutional File:
2024/0187 (CNS)

FRONT 142
JAI 1045
VISA 82
FREMP 266

COVER NOTE

From:	Secretary-General of the European Commission, signed by Ms Martine DEPREZ, Director
date of receipt:	20 July 2026
To:	Ms Thérèse BLANCHET, Secretary-General of the Council of the European Union
No. Cion doc.:	SWD(2026) 243 final
Subject:	COMMISSION STAFF WORKING DOCUMENT Monitoring Programme for Council Regulation (EU) 2025/1208 of 12 June 2025 on strengthening the security of identity cards of Union citizens and of residence documents issued to Union citizens and their family members exercising their right of free movement

Delegations will find attached document SWD(2026) 243 final.

Encl.: SWD(2026) 243 final

EUROPEAN
COMMISSION

Brussels, 20.7.2026
SWD(2026) 243 final

COMMISSION STAFF WORKING DOCUMENT

Monitoring Programme for Council Regulation (EU) 2025/1208 of 12 June 2025 on strengthening the security of identity cards of Union citizens and of residence documents issued to Union citizens and their family members exercising their right of free movement

1. Context

In line with the Interinstitutional Agreement on Better Law-Making[1], Union legislation should be comprehensible and clear, allow citizens, administrations and businesses to easily understand their rights and obligations, include appropriate reporting, monitoring and evaluation requirements, avoid overregulation and administrative burdens, and be practical to implement.

Council Regulation (EU) 2025/1208 of 12 June 2025 on strengthening the security of identity cards of Union citizens and of residence documents issued to Union citizens and their family members exercising their right of free movement[2] (the 'Regulation') applies as of 10 July 2025. Following the judgment of the Court of Justice in case *Landeshauptstadt Wiesbaden*[3], Regulation (EU) 2025/1208 replaced Regulation (EU) 2019/1157 of the European Parliament and of the Council of 20 June 2019 on strengthening the security of identity cards of Union citizens and of residence documents issued to Union citizens and their family members exercising their right of free movement[4]. Regulation (EU) 2025/1208 maintains the standards laid down by Regulation (EU) 2019/1157 regarding identity cards and residence documents issued by Member States.

Pursuant to Article 12 of the Regulation, the Commission is to establish a detailed programme for monitoring the outputs, results and impact of this Regulation, including its impact on fundamental rights. The monitoring programme is to set out the means by which and the intervals at which the data and other necessary evidence are to be collected. It is to specify the action to be taken by the Commission and by Member States in collecting and analysing the data and other evidence. Member States are to provide the Commission with the data and other evidence necessary for such monitoring.

Pursuant to Article 13 of the Regulation, the Commission is to carry out an evaluation of the Regulation and present a report on the main findings to the European Parliament, to the Council and to the European Economic and Social Committee by 11 July 2031. The report will in particular focus on:

a) the impact of the Regulation on fundamental rights;

b) the mobility of Union citizens;

c) the effectiveness of biometric verification in ensuring the security of travel documents;

d) a possible further visual harmonisation of identity cards;

e) the necessity of further harmonising the security features of residence document.

Member States and relevant EU agencies are required to provide the Commission with the information necessary for the preparation of that report.

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1 OJ L 123, 12.5.2016, p. 1.
2 OJ L, 2025/1208, 20.6.2025, ELI: http://data.europa.eu/eli/reg/2025/1208/oj.
3 Judgment of 21 March 2024, *Landeshauptstadt Wiesbaden*, C-61/22, ECLI:EU:C:2024:251.
4 OJ L 188, 12.7.2019, pp. 67, ELI: http://data.europa.eu/eli/reg/2019/1157/oj.

2. Aim and purpose

This monitoring programme sets out the means by which, and the intervals at which, data and other necessary evidence are to be collected to monitor the Regulation. The application of the Regulation, compliance with its obligations and its enforcement are the subject of the monitoring. To this end, it sets out the objectives of the Regulation, as well as indicators to measure the achievement of those objectives. It devises a strategy to collect reliable data and evidence on the indicators at regular intervals. It specifies the actions to be taken by the Commission and Member States in collecting and analysing those data and other evidence.

This monitoring programme should enable the Commission to assess progress towards the objectives by monitoring the outputs, results and, to the extent possible, the impacts of the Regulation. The Commission consulted the expert group on the right to free movement of persons prior to the finalisation of this monitoring programme.

In addition, the Commission will gather contextual information, such as on challenges faced by Union citizens when using their identity cards in another Member State. This contextual information is important also to measure the wider impacts of the application of the Regulation.

3. Objectives of the Regulation

The Regulation pursues the general objectives of facilitating and promoting Union citizens and their family members' right to move and reside freely within the EU, as well as of improving security of the documents used for the exercise of such right.

For the purpose of these general objectives, the four specific objectives of the Regulation are to:

I. improve the acceptance of documents and improve the identification of people;

II. improve authentication of documents and reduce document fraud;

III. raise awareness among all stakeholders about documents, rights linked to them, including training;

IV. simplify the daily life for Union citizens, cut red tape and lower costs for all stakeholders.

4. Indicators

An indicator is a quantitative or qualitative measure of how close one is to achieving a set goal (e.g. a policy outcome). They help to analyse and compare performance and can be useful for determining policy priorities. Indicators should only give one perspective of the performance of a policy intervention, which is highly dependent on the type of indicator selected, data, other influences, etc. It is important, therefore, to use other complementary approaches to monitoring, such as qualitative analysis or surveys.

This section identifies a number of indicators for measuring the achievement of the specific objectives of the Regulation. Where possible, these indicators are divided into outputs on the

one hand, and results and impacts on the other hand. The Commission will assess all of these indicators over time to identify trends.

Objectives III and IV are intrinsically linked to the period following the entry into application of the Regulation and do not lend themselves to repeated quantitative measurement at regular intervals. They will therefore be assessed in the context of the overall evaluation of the Regulation by way of a one-off assessment to be carried out by 2031.

4.1 Improve the acceptance of documents and improve the identification of people

Implementation – Outputs

a. Number of new identity cards issued by the Member States pursuant to the requirements of the Regulation[5].

b. Number of new registration certificates[6] and documents certifying permanent residence[7] issued by the Member States pursuant to the requirements of the Regulation[8].

c. Number of new residence cards[9] and permanent residence cards[10] issued by the Member States pursuant to the requirements of the Regulation[11].

Application – Results and impacts

d. Number and type of complaints received by the Commission from citizens about problems related to the acceptance of their documents as well as alleged impacts on fundamental rights, in particular data protection and equality.

4.2 Improve authentication of documents and reduce document fraud

a. Number of Member States experiencing issues with the verification or authentication of identity cards issued by other Member States.

b. Number of fraudulent identity cards and residence documents reported by Member States.

c. Number of fraudulent identity cards and residence documents reported by EU bodies and agencies.

d. Where available, number of reported imposters using identity cards or residence documents issued in accordance with the requirements of the Regulation.

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5 As laid down in Article 3 of the Regulation. Applicable to those Member States that issue identity cards to their nationals.

6 Issued in accordance with Article 8 of Directive 2004/38/EC.

7 Issued in accordance with Article 19 of Directive 2004/38/EC.

8 As laid down in Article 6 and 7 of the Regulation. Where no detailed issuance numbers are available, estimates, based on production numbers, may be provided.

9 Issued in accordance with Article 10 of Directive 2004/38/EC.

10 Issued in accordance with Article 20 of Directive 2004/38/EC.

11 As laid down in Article 6 and 7 of the Regulation. Where no detailed issuance numbers are available, estimates, based on production numbers, may be provided.

4.3 Raise awareness about documents and simplify the daily life for EU citizens

The Commission will assess the results achieved and their impact regarding these objectives as part of the evaluation of the Regulation. To this end, the Commission may collect data and conduct representative surveys on the following subjects:

Raise awareness among all stakeholders about documents, rights linked to them, including training

a. Information on awareness-raising campaigns (e.g. number and types of campaigns).

b. Number and type of relevant training sessions of competent authorities and number and type of participants from different Member States. Indicators on the training session include: number and type of participants, length and content of sessions, feedback on 'lessons learned' from the sessions.

c. Awareness among EU citizens about the rights linked to the documents covered by the Regulation, measured through a representative survey.

d. Awareness and acceptance of the documents covered by the Regulation among the private sector, measured through a representative survey (such as airlines, hotels, banks etc.).

Simplify the daily life for EU citizens, cut red tape and lower costs for all stakeholders

e. Perceived enhanced access to public services for EU citizens residing in Member States other than their nationality when using documents covered by the Regulation as compared to when using previous documents, measured through a representative survey.

f. Percentage of mobile EU citizens who indicate that they face no, very minimal or minimal obstacles when using their document covered by the Regulation, measured through a representative survey.

5. Data collection and intervals

In listing this set of data for collection, and by whom and at which intervals, the Commission has considered the burden and costs on the relevant authorities.

The Commission is required to carry out an evaluation of the Regulation by July 2031. To gather the data for this report, data collection will start in 2026 and subsequently take place annually.

5.1 Collection by Member States:

Member States are required to provide the Commission with the data and other evidence necessary for the monitoring (Article 12 of the Regulation). Member States are asked to provide the Commission with the following data:

- The number of new documents issued pursuant to the requirements of the Regulation (4.1.a-c).

- Number of fraudulent identity cards and residence documents reported by Member States (4.2.b).

- Where available, number of reported imposters using identity cards or residence documents issued in accordance with the requirements of the Regulation (4.2.d).

5.2 Collection by the Commission

With a view to obtaining further evidence, available beyond the Member States' remits, the Commission will collect the following data and information to the extent possible:

- Number and type of complaints received from citizens about problems related to the acceptance of their documents as well as alleged impacts on fundamental rights, in particular data protection and equality (4.1.d).

- Number of Member States experiencing issues with the verification or authentication of identity cards issued by other Member States (4.2.a).

- Number of fraudulent identity cards and residence documents reported by EU bodies and agencies (4.2.c).

The abovementioned data will either be gathered from the Commission's own data sources, information provided by EU bodies and agencies, or by querying Member States.

6. Review of the monitoring programme

The monitoring programme will be reviewed in the context of the evaluation that the Commission is required to conduct by July 2031.

7. Timeline

Year	2025	2026	2027	2028	2029	2030	2031
Milestones	10 July Entry into application	Adoption Monitoring Programme and first data collection					Evaluation and review of the monitoring programme
Data collection							
- Reporting Member States		x	x	x	x	x	x
- Data collection Commission		x	x	x	x	x	x

8. Table linking indicators (section 4) to data collection (section 5)

Indicator	Definition	Source of data	Reporting frequency	Baseline
New identity cards	Number of new identity cards issued by the Member States pursuant to the requirements of the Regulation (4.1.a)	Collection by Member States	Annually	January – December 2026
New registration certificates	Number of new registration certificates and documents certifying permanent residence issued by the Member States pursuant to the requirements of the Regulation (4.1.b)	Collection by Member States	Annually	January – December 2026
New residence cards	Number of new residence cards and permanent residence cards issued by the Member States pursuant to the requirements of the Regulation (4.1.c)	Collection by Member States	Annually	January – December 2026
Citizen complaints	Number and type of complaints received from citizens about problems related to the acceptance of their documents as well as	Collection by the Commission	Annually	January – December 2026

	alleged impacts on fundamental rights, in particular data protection and equality (4.1.d)			
Problems with the verification or authentication	Number of Member States experiencing issues with the verification or authentication of identity cards issued by other Member States (4.2.a)	Collection by the Commission	Annually	
Fraudulent documents	Number of fraudulent identity cards and residence documents reported by Member States (4.2.b)	Collection by Member States	Annually	January – December 2026
Fraudulent documents	Number of fraudulent identity cards and residence documents reported by EU bodies and agencies (4.2.c)	Collection by the Commission	Annually	January – December 2026
Imposters	Where available, number of reported imposters using identity cards or residence documents issued in accordance with the requirements of the Regulation (4.2.d)	Collection by the Member States	Annually	January – December 2026