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NOTE

From:	Presidency
To:	Delegations
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Subject:	Overview of the current legislative proposals under the Irish 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 1 and 2 October 2026.

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). 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 that can be launched once there is clarity about its tasks.

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, Mr 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 to prepare trilogues on 26 February, 16 April, 11 May and 29 June 2026. Under the Irish Presidency, a trilogue was organised on 29 September 2026 dedicated to reaching general political agreement on detection obligations and own-initiative searches. Delegations have been kept informed and consulted by the Presidency in regular meetings of JHA counsellors.

Proposal for a Regulation of the European Parliament and of the Council on the European Union Agency for Law Enforcement Cooperation (Europol), amending Regulation (EU) 2018/1726 and Regulation (EU) 2024/982, and repealing Regulation (EU) 2016/794

On 24 June 2026, the Commission submitted a proposal for a legislative package including a revision of the legal framework of Europol. The proposal is being examined in the Law Enforcement Working Party – Police (LEWP-P). The proposal was presented on 9 July 2026 in the LEWP-P. The article-by-article analysis started on 17-18 September 2026 under the Irish Presidency and will continue under the Lithuanian Presidency.

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 rapporteur for this file is Mr Tomas TOBÉ (EPP, SE).

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 work on a compromise text continued under the Cyprus and Irish Presidencies. On 15 July 2026 the Council reached a partial mandate for negotiations with the European Parliament. 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). The draft report was tabled on 3 June 2026 and the deadline for tabling amendments ended in June 2026. The European Parliament aims to approve its report in the November II plenary 2026.

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 work on a compromise text continued under the Cyprus and Irish Presidencies. On 15 July 2026 the Council reached a partial mandate for negotiations with the European Parliament. 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). The draft report was tabled on 19 May 2026 and the deadline for tabling amendments ended in June 2026. The European Parliament aims to approve its report in the November II plenary 2026.

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 work on a compromise text continued under the Cyprus and Irish Presidencies. On 15 July 2026 the Council reached a partial mandate for negotiations with the European Parliament. 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). The draft report was tabled on 19 May 2026 and the deadline for tabling amendments ended in June 2026. The European Parliament aims to approve its report in the November II plenary 2026.

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 Irish 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.

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.

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 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.

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 application together with a mandate to open negotiations. The mandate was presented at the plenary on 15 December 2025.

Three political trilogues have been held so far: on 18 December 2025, 5 May 2026 and 23 June 2026. At the trilogue on 23 June 2026, the co-legislators reached provisional agreement in principle on a number of political issues.

One drafting session has been held under the Irish Presidency and a schedule has been set for more drafting sessions and an interinstitutional technical meeting in October.

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 (P/E, 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.

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 two policy debates on the proposal: one on 14 June 2024 and another one on 5 June 2026. Discussions are continuing in the Working Party.

Regulation on protection of adults

On 31 May 2023, the Commission submitted a proposal for a Regulation on jurisdiction, applicable law, recognition and enforcement of measures and cooperation in matters relating to the protection of adults. The proposal establishes provisions concerning adults who, by reason of an impairment or insufficiency of their personal faculties, are not in a position to protect their own interests. The main objective of the proposal is to enhance the protection of their rights - including access to justice, individual autonomy, the right to property and to free movement as well as to improve the effectiveness of judicial and administrative proceedings, thereby strengthening legal certainty and predictability. The proposal was submitted together with a draft Council decision authorising Member States to become or remain parties, in the interest of the European Union, to the Convention of 13 January 2000 on the International Protection of Adults.

The proposal is dealt with in the Working Party on Civil Law Matters.

The Council reached a general approach at its meeting of 5 and 6 March 2026.

In the European Parliament, the lead Committee is JURI. The rapporteur is Jana Toom (RENEW). The JURI Committee adopted the report on 1 July 2025.

On 12 May 2026, the co-legislators reached a provisional agreement. Coreper confirmed agreement on the final compromise text on 27 May 2026. Following the lawyer linguist revision, work is ongoing towards the adoption . The aim is to adopt both the Decision and the Regulation as a package during the Irish Presidency.

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). The European Parliament has not adopted a position yet.

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 reached a general approach on the proposal 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.

The co-legislators reached a provisional agreement on 22 June 2026.

Following work at technical level, the Irish Presidency intends to submit the final compromise text to Coreper in early October 2026.

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.

On 5 June 2026, the Council reached a partial general approach on the proposal.

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 concerning the definition of criminal offences and penalties in the area of firearms, as well as measures to improve cross-border cooperation.

The proposal is dealt with in the Working Party on Judicial Cooperation in Criminal Matters (COPEN). Discussions started on 9 March. The Presidency aims to submit the text for a general approach in the coming months.

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

Directive regarding the European Investigation Order and the European Remote Participation Order (recast)

On 23 June 2026 the Commission submitted its proposal for a recast of Directive 2014/41/EU regarding the European Investigation Order in criminal matters (EIO Directive). The objective is to improve the clarity and efficiency of the existing instrument in relation to the cross-border gathering of evidence in the EU and to provide EU rules for requesting remote participation of suspects, accused persons and victims in criminal court hearings from another Member State.

The proposal is dealt with in the Working Party on Judicial Cooperation in Criminal Matters (COPEN). The Commission presented its proposal on 8 July 2026. Discussions are ongoing in the Working Party.

In the European Parliament, the lead Committee is LIBE. The rapporteur is MINCHEV Nikola (Renew).

Amendment to the Data Protection Regulation for Union institutions, bodies and agencies (EUDPR)

On 23 June 2026, the Commission submitted a proposal for a Regulation amending Regulation (EU) 2018/1725 on the protection of natural persons with regard to the processing of personal data by the Union institutions, bodies, offices and agencies on the free movement of such data (also known as EUDPR).

The proposal aims to ensure consistency of the applicable data protection framework, notably by updating and aligning the relevant rules across EU bodies and agencies in the field of Justice and Home Affairs (in particular Europol, Eurojust and EPPO).

The proposal is dealt with in the Data Protection Working Party. The Commission presented its proposal on 6 July 2026. Discussions are ongoing in the Working Party.