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**REPORT FROM THE COMMISSION TO THE COUNCIL AND THE EUROPEAN
PARLIAMENT**

**on the state of play of preparations for the full implementation of the Interoperability
Regulations in accordance with Article 78(5) of Regulation (EU) 2019/817 and
Article 74(5) of Regulation (EU) 2019/818**

REPORT FROM THE COMMISSION TO THE COUNCIL AND THE EUROPEAN PARLIAMENT

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1. Introduction

Establishing interoperability between the EU information systems for security, border and migration management remains a cornerstone of the EU's strategy for greater internal security and more effective and efficient border management. ⁽¹⁾ The EU information systems that are part of the interoperability framework are: (i) the Entry/Exit System (EES) ⁽²⁾, (ii) the European Travel Information and Authorisation System (ETIAS) ⁽³⁾, (iii) the European Criminal Records Information System for Third-country Nationals (ECRIS-TCN) ⁽⁴⁾, (iv) the Schengen Information System (SIS) ⁽⁵⁾, (v) the Visa Information System (VIS) ⁽⁶⁾, and (vi) Eurodac ⁽⁷⁾.

⁽¹⁾ Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions on ProtectEU: a European Internal Security Strategy, (COM/2025/148, p. 8, <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex:52025DC0148>).

⁽²⁾ Regulation (EU) 2017/2226 establishing an Entry/Exit System (EES) to register entry and exit data and refusal of entry data of third-country nationals crossing the external borders of the Member States and determining the conditions for access to the EES for law enforcement purposes, and amending the Convention implementing the Schengen Agreement and Regulations (EC) No 767/2008 and (EU) No 1077/2011 (OJ L 327, 9.12.2017, p. 20 <http://data.europa.eu/eli/reg/2017/2226/OJ>).

⁽³⁾ Regulation (EU) 2018/1240 establishing a European Travel Information and Authorisation System (ETIAS) and amending Regulations (EU) No 1077/2011, (EU) No 515/2014, (EU) 2016/399, (EU) 2016/1624 and (EU) 2017/2226 (OJ L 236, 19.9.2018, p. 1 <http://data.europa.eu/eli/reg/2018/1240/OJ>).

⁽⁴⁾ Regulation (EU) 2019/816 establishing a centralised system for the identification of Member States holding conviction information on third-country nationals and stateless persons (ECRIS-TCN) to supplement the European Criminal Records Information System and amending Regulation (EU) 2018/1726 (OJ L 135, 22.5.2019, p. 1 <http://data.europa.eu/eli/reg/2019/816/OJ>).

⁽⁵⁾ Regulation (EU) 2018/1860 on the use of the Schengen Information System for the return of illegally staying third-country nationals (OJ L 312, 7.12.2018, p. 1 <http://data.europa.eu/eli/reg/2018/1860/OJ>); Regulation (EU) 2018/1861 on the establishment, operation and use of the Schengen Information System (SIS) in the field of border checks, and amending the Convention implementing the Schengen Agreement, and amending and repealing Regulation (EC) No 1987/2006 (OJ L 312, 7.12.2018, p. 14 <http://data.europa.eu/eli/reg/2018/1861/OJ>); and Regulation (EU) 2018/1862 on the establishment, operation and use of the Schengen Information System (SIS) in the field of police cooperation and judicial cooperation in criminal matters, amending and repealing Council Decision 2007/533/JHA, and repealing Regulation (EC) No 1986/2006 of the European Parliament and of the Council and Commission Decision 210/261/EU (OJ L 312, 7.12.2018, p. 56 <http://data.europa.eu/eli/reg/2018/1862/OJ>).

⁽⁶⁾ Regulation (EU) 2021/1134 amending Regulations (EC) No 767/2008, (EC) No 810/2009, (EU) 2016/399, (EU) 2017/2226, (EU) 2018/1240, (EU) 2018/1860, (EU) 2018/1861, (EU) 2019/817 and (EU) 2019/1896 of the European Parliament and of the Council and repealing Council Decisions 2004/512/EC and 2008/633/JHA, for the purpose of reforming the Visa Information System (OJ L 248, 13.7.2021, p. 11 <http://data.europa.eu/eli/reg/2021/1134/OJ>).

⁽⁷⁾ Regulation (EU) 2024/1358 on the establishment of 'Eurodac' for the comparison of biometric data in order to effectively apply Regulations (EU) 2024/1351 and (EU) 2024/1350 of the European Parliament and of the Council and Council Directive 2001/55/EC and to identify illegally staying third-country nationals and stateless persons and on requests for the comparison with Eurodac data by Member States' law enforcement authorities and Europol for law enforcement purposes, amending Regulations (EU) 2018/1240 and (EU) 2019/818 of the European

The Interoperability Regulations ⁽⁸⁾, which entered into force on 11 June 2019, enable these systems to interact with one another through four components (the European Search Portal (ESP), the shared Biometric Matching Service (sBMS), the Common Identity Repository (CIR), the Multiple-Identity Detector (MID)) and one tool (the Central Repository for Reporting and Statistics (CRRS)). The interoperability framework aims to speed up national authorities' queries launched in line with their access rights and to help them detect identity fraud and investigate serious criminal offences. This will be achieved through efficient cross-checking of all EU information systems. The interoperability architecture also incorporates data quality control mechanisms to ensure that data is accurate and up to date. A robust data protection and security framework governs data processing under the Interoperability Regulations.

Under Article 78(5) of Regulation (EU) 2019/817 and Article 74(5) of Regulation (EU) 2019/818, the Commission monitors progress and reports on implementation of the Interoperability Regulations. This sixth annual report covers the period from January to December 2025. Given the similar reporting obligations for all EU information systems within the interoperability framework, this report focuses primarily on the implementation of the Interoperability Regulations. The state of play of individual systems is included only where necessary.

2. State of play of the implementation of the interoperability components and tools by the Commission

The Interoperability Regulations empower the Commission to adopt delegated and implementing acts to supplement and implement certain detailed technical aspects of interoperability. Due to legislative amendments (Regulation (EU) 2024/1358 (Eurodac recast), Regulation (EU) 2024/1356 (Screening) and Regulation (EU) 2024/982 (Prüm II)), relevant secondary legislation had to be amended accordingly. Therefore, amendments were necessary

Parliament and of the Council and repealing Regulation (EU) No 603/2013 of the European Parliament and of the Council (OJ L, 2024/1358, 22.5.2024 <http://data.europa.eu/eli/reg/2024/1358/oj>).

⁽⁸⁾ Regulation (EU) 2019/817 on establishing a framework for interoperability between EU information systems in the field of borders and visa and amending Regulations (EC) No 767/2008, (EU) 2016/399, (EU) 2017/2226, (EU) 2018/1240, (EU) 2018/1726 and (EU) 2018/1861 of the European Parliament and of the Council and Council Decisions 2004/512/EC and 2008/633/JHA (OJ L 135, 22.5.2019 <http://data.europa.eu/eli/reg/2019/817/OJ>); and Regulation (EU) 2019/818 on establishing a framework for interoperability between EU information systems in the field of police and judicial cooperation, asylum and migration and amending Regulations (EU) 2018/1726, (EU) 2018/1862 and (EU) 2019/816 (OJ L 135, 22.5.2019 <http://data.europa.eu/eli/reg/2019/818/OJ>). Throughout the report these Regulations are referenced to as 'the Interoperability Regulations'.

for four delegated acts⁽⁹⁾ and ten implementing acts⁽¹⁰⁾, which were adopted between November 2025 and January 2026. Under Article 77 of Regulation (EU) 2019/817 and Article 73 of Regulation (EU) 2019/818, the Commission is also required to make available a practical handbook for the implementation and management of interoperability components. Member States, the European Union Agency for the Operational Management of Large-Scale IT Systems in the Area of Freedom, Security and Justice (eu-LISA), Europol, Frontex and the Fundamental Rights Agency held discussions during the reporting period to finalise the first version of the handbook. Following the necessary additional revisions and updates, the handbook was formally adopted in January 2026. The handbook provides border, visa, immigration and law enforcement authorities with user-friendly technical and operational guidelines on the interoperability framework and on how to use its components. The Commission will continuously update the handbook to reflect recent legal developments, e.g. the incorporation of Eurodac into the interoperability framework.

⁽⁹⁾ (i) Commission Delegated Regulation (EU) 2026/327 amending Commission Delegated Regulation (EU) 2023/333 supplementing Regulation (EU) 2019/817 of the European Parliament and of the Council as regards determining cases where identity data are considered as same or similar for the purpose of the multiple identity detection, http://data.europa.eu/eli/reg_del/2026/327/oj; (ii) Commission Delegated Regulation (EU) 2026/326 amending Delegated Regulation (EU) 2023/332 supplementing Regulation (EU) 2019/818 of the European Parliament and of the Council as regards determining cases where identity data are considered as same or similar for the purpose of the multiple identity detection, https://eur-lex.europa.eu/eli/reg_del/2026/326; (iii) Commission Delegated Regulation (EU) 2026/49 amending Delegated Regulation (EU) 2021/2223 supplementing Regulation (EU) 2019/817 of the European Parliament and of the Council with detailed rules on the operation of the central repository for reporting and statistics, http://data.europa.eu/eli/reg_del/2026/49/oj; and (iv) Commission Delegated Regulation (EU) 2026/48 amending Delegated Regulation (EU) 2021/2222 supplementing Regulation (EU) 2019/818 of the European Parliament and of the Council with detailed rules on the operation of the central repository for reporting and statistics, http://data.europa.eu/eli/reg_del/2026/48/oj.

⁽¹⁰⁾ (i) Commission Implementing Decision amending Commission Implementing Decision C(2021)6176 final, laying down the technical rules for creating links between data from different EU information systems, pursuant to Article 28(7) of Regulation (EU) 2019/817 of the European Parliament and of the Council – C(2025)7593; (ii) Commission Implementing Decision amending Commission Implementing Decision C(2021)6174 final, laying down the technical rules for creating links between data from different EU information systems, pursuant to Article 28(7) of Regulation (EU) 2019/818 of the European Parliament and of the Council – C(2025)7580; (iii) Commission Implementing Decision amending Commission Implementing Decision (EU) 2023/220 laying down and developing the universal message format (UMF) standard pursuant to Regulation (EU) 2019/817 of the European Parliament and of the Council – C(2025)7608; (iv) Commission Implementing Decision amending Commission Implementing Decision (EU) 2023/221 laying down and developing the universal message format (UMF) standard pursuant to Regulation (EU) 2019/818 of the European Parliament and of the Council – C(2025)7609; (v) Commission Implementing Decision amending Commission Implementing Decision C(2021)5988 laying down a standard form for informing individuals of the creation of a red link pursuant to Regulation (EU) 2019/817 of the European Parliament and of the Council – C(2026)300; (vi) Commission Implementing Decision amending Commission Implementing Decision C(2021)5989 laying down a standard form for informing individuals of the creation of a red link pursuant to Regulation (EU) 2019/818 of the European Parliament and of the Council – C(2026)305; (vii) Commission Implementing Decision amending Commission Implementing Decision C(2021)5620 laying down a standard form for informing individuals of the creation of a white link pursuant to Regulation (EU) 2019/817 of the European Parliament and of the Council – C(2026)330; (viii) Commission Implementing Decision amending Commission Implementing Decision C(2021)5619 laying down a standard form for informing individuals of the creation of a white link pursuant to Regulation (EU) 2019/818 of the European Parliament and of the Council – C(2026)333; (ix) Commission Implementing Decision amending Commission Implementing Decision C(2021)5052 laying down technical details for European search portal user profiles, pursuant to Article 8(2) of Regulation (EU) 2019/817 of the European Parliament and of the Council – C(2026)299; and (x) Commission Implementing Decision amending Commission Implementing Decision C(2021)5053 laying down technical details for European search portal user profiles, pursuant to Article 8(2) of Regulation (EU) 2019/818 of the European Parliament and of the Council – C(2026)316.

The digital platform ⁽¹¹⁾ hosting the handbooks for EU information systems remains a tool that enables users to access important information. The Commission intends to improve the digital platform by incorporating all EU languages (as information is currently available only in English) and to make it more user-friendly.

A major step towards seamless interoperability was taken when eu-LISA launched the shared Biometric Matching Service (sBMS) on 19 May 2025. ⁽¹²⁾ This marked a significant milestone in the EU's efforts to improve security, border and migration management.

3. State of play of the implementation of interoperability by Member States and EU agencies

The Interoperability Regulations set up a governance framework, consisting of the Interoperability Programme Management Board and the Interoperability Advisory Group, to ensure that the interoperability components and tools are correctly designed and developed. The two bodies operate under the umbrella of eu-LISA, and the Commission is a member of both. These bodies oversee the technical implementation of the Interoperability Regulations and monitor progress through monthly or bi-monthly questionnaires that assess the technical preparations carried out by the Member States and the relevant EU agencies.

Regular monitoring by eu-LISA showed that, by the end of the reporting period, most Member States and agencies were well on track in their implementation. Although several Member States reported delays, none were deemed at risk of failing to comply with the agreed timeline.

eu-LISA, the agency responsible for the technical development of interoperability components and tools, continued to make steady progress during the reporting period. In May 2025, eu-LISA launched the sBMS as the first building block of the interoperability framework. The launch coincided with adjustments to the Visa Information System, which is now able to interoperate with the Entry/Exit System rolled out on 12 October 2025. Further upgrades of the sBMS are currently being tested. The sBMS for Eurodac was released in March 2026 to ensure migration of Eurodac legacy data before the expected launch of the new Eurodac in June 2026.

The development of the European Search Portal (ESP) and the Common Identity Repository (CIR) is on track, with testing activities continuing throughout the reporting period. Both the ESP and the CIR will enter into operation on 12 June 2026.

The Multiple-Identity Detector (MID) is progressing well and is currently being tested. During the MID transitional period, the ETIAS Central Unit, established within Frontex, will play a key role in manually verifying identity-related data of the MID links ⁽¹³⁾. According to

⁽¹¹⁾ The tool can be accessed via a website hosted by the Commission. Access is restricted to users of the systems covered by the handbooks.

⁽¹²⁾ Commission Implementing Decision (EU) 2025/875 of 13 May 2025 determining the date on which operations of the shared Biometric Matching Service start pursuant to Regulations (EU) 2019/817 and (EU) 2019/818 of the European Parliament and of the Council, OJ L, 2025/875, 14.5.2025 http://data.europa.eu/eli/dec_impl/2025/875/oj.

⁽¹³⁾ Article 69 of Regulation (EU) 2019/817 and Article 65 of Regulation (EU) 2019/818.

Frontex's reports, the necessary preparations are on track and eu-LISA is developing the tool that Frontex will use to perform this task.

The development of the Central Repository for Reporting and Statistics (CRRS) remains on schedule and eu-LISA initiated testing activities during the reporting period. The changes required within the CRRS for producing reports and statistics for supporting the ETIAS screening rules were completed in November 2025. The CRRS is expected to be launched in the fourth quarter of 2026.

4. Training needs

Throughout the reporting period, the Commission continued to support training in interoperability. Demand for general information about the Interoperability Regulations remained steady, while interest in more specific aspects of interoperability increased. The Commission participated in training provided by the European Union Agency for Law Enforcement Training (CEPOL), which included modules on interoperability. In October 2025, the Commission provided training on ETIAS, the Entry/Exit System and their interoperability in the context of combating migrant smuggling. Moreover, the Commission, in cooperation with CEPOL, provided training on Articles 20 and 22 of each of the Interoperability Regulations.

In addition, eu-LISA offered a broad range of courses on interoperability, thereby helping to spread knowledge in this field.

5. EU funds

By 1 December 2025, eu-LISA had signed contracts worth EUR 170 807 261 for interoperability activities and EUR 133 199 856 had been paid to contractors.

Member States were encouraged to use the resources available under national programmes supported by the Instrument for Financial Support for Border Management and Visa Policy (BMVI) ⁽¹⁴⁾ to further develop and implement interoperability of EU information systems.

6. Conclusion

Achieving full interoperability is essential for improving the IT architecture of both new and upgraded EU information systems. The objective is to provide border, visa, asylum, immigration and law enforcement authorities with faster, more efficient and systematic access to data. This will also ensure smoother and safer border crossings for the millions of third-country nationals travelling to the European Union each year.

⁽¹⁴⁾ Regulation (EU) 2021/1148 of the European Parliament and of the Council of 7 July 2021 establishing, as part of the Integrated Border Management Fund, the Instrument for Financial Support for Border Management and Visa Policy (OJ L 251, 15.7.2021 <http://data.europa.eu/eli/reg/2021/1148/oj>).

During the reporting period, considerable progress was made in implementing the interoperability framework. A key milestone was the launch of the sBMS, which substantially increases cross-system biometric matching capabilities across participating EU information systems. Significant progress was also made in the technical development and testing of interoperability components and tools, including by adopting the interoperability handbook. The ESP, the CIR and the CRRS will become operational in the next reporting period.

The Commission will continue to closely monitor progress and assess risks associated with implementing the Interoperability Regulations. The Council and the European Parliament will be kept informed of the progress made through regular reporting, also by the Commission's committees and expert groups.