

Annual Activity Report 2025

Directorate-General for Migration
and Home Affairs

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Acronyms and other short forms

AAR	Annual Activity Report
AI	Artificial intelligence
AMIF	Asylum, Migration and Integration Fund
AMPR	Annual management and performance report
AOD	Authorising Officer by Delegation
BMVI	Instrument for Financial Support for Border Management and Visa policy
CEPOL	EU Agency for Law Enforcement Training
CIP	Common Implementation Plan
COM	Commission
CPR	Common Provisions Regulation
CSOs	Civil Society Organisations
DGs	Directorates General
DG AGRI	Directorate-General for Agriculture and Rural Development
DG BUDG	Directorate-General for Budget
DG CNECT	Directorate-General Communications Networks, Content and Technology
DG COMM	Directorate-General Communication
DG EAC	Directorate-General for Education, Youth, Sports and Culture
DG ECHO	Directorate-General for European Civil Protection and Humanitarian Aid Operations
DG EMPL	Directorate-General Employment, Social Affairs and Inclusion
DG ENV	Directorate-General for Environment
DG FISMA	Directorate-General Financial Stability, Financial Services and Capital Markets Union
DG HOME	Directorate-General for Migration and Home Affairs
DG JUST	Directorate-General for Justice and Consumers
DG MARE	Directorate-General Maritime affairs and Fisheries
DG MOVE	Directorate-General Mobility and Transport
DG REGIO	Directorate-General Regional and Urban Policy
DG RTD	Directorate-General for Research and Innovation
ECA	European Court of Auditors
EEAS	European External Action Service
EMAS	Emergency Assistance
EMPACT	European Multidisciplinary Platform Against Criminal Threats
EP	European Parliament
EPPO	European Public Prosecutor 's Office
ETIAS	European Travel Information and Authorisation System

EUAA	European Union Agency for Asylum (successor of EASO as of 19/1/2022)
EUDA	European Union Drug Agency (successor of EMCDDA as of 2/7/2024)
eu-LISA	European Union Agency for the Operational Management of Large-Scale IT Systems in the Area of Freedom, Security and Justice
EURES	European Employment Services
Europol	EU Agency for Law Enforcement Cooperation
FAQ	Frequently asked question
FP7	7 th Framework Programme
FPI	Service for Foreign Policy Instruments
Frontex	European Border and Coast Guard Agency
FTE	Full Time Equivalent
FY	Financial Year
HR	Human resources
IAS	Internal Audit Service
IBMF	Integrated Border Management Fund
IMS	Irregularity Management System
IOM	International Organization for Migration
ISF	Internal Security Fund
IT	Information technology
JHA	Justice and home affairs
JRC	Joint Research Centre
KPI	Key performance indicator
MFF	Multiannual Financial Framework
MS	Member State
MSC	Management and Control System
NGOs	Non-governmental organisations
OLAF	European Anti-Fraud Office
RAL	Reste à Liquider
RER	Residual Error Rate
SG	Secretariat-General
UNHCR	United Nations High Commissioner for Refugees

DG HOME IN BRIEF

The Directorate-General for Migration and Home Affairs (DG HOME) is responsible for EU policy, legislation, and operational action in the fields of **security, borders and migration**. DG HOME policies are **shared competences** of the European Union ⁽¹⁾, based on European core values and principles: human dignity, freedom, democracy as well as the rule of law, equality, tolerance, and respect for human rights.

618 officials, temporary and contractual agents and officials seconded by the Member States worked in DG HOME in 2025.

Working for a comprehensive approach on security, borders and migration, DG HOME: prepares **legislative proposals** to establish EU rules and develops common policies in these areas; monitors and enforces Member States' correct **implementation** of applicable rules; and provides **financing** to support policies.

DG HOME hosts the **EU Anti-trafficking Coordinator, EU Return Coordinator**, the Commission **Counter-Terrorism Coordinator, Coordinator for the fight against drug trafficking**, as well as the **Schengen Coordinator** and the **Solidarity Coordinator**.

In 2025 DG HOME continued to accommodate the **Taskforce for Migration Management**, which coordinates the Union's work on strategic, operational, legal, and financial issues related to migration management.

The EU has established **six decentralised agencies** ⁽²⁾ in the area of migration and home affairs, which have a key role in the effective implementation of policies in this area. DG HOME supervises, along with partner DGs (RTD, EAC, CNECT, AGRI, EMPL, ENV), the Research Executive Agency for the 'Civil Security for Society' part of the Horizon Europe programme.

In 2025, DG HOME managed through shared, direct and indirect management modes ⁽³⁾ a budget of EUR 5.45 billion ⁽⁴⁾, mainly through three funds: the **Asylum, Migration and Integration Fund (AMIF)**, the **Border Management and Visa Policy Instrument (BMVI)**

⁽¹⁾ Treaty on the Functioning of the European Union (TFEU – Title V of Part three).

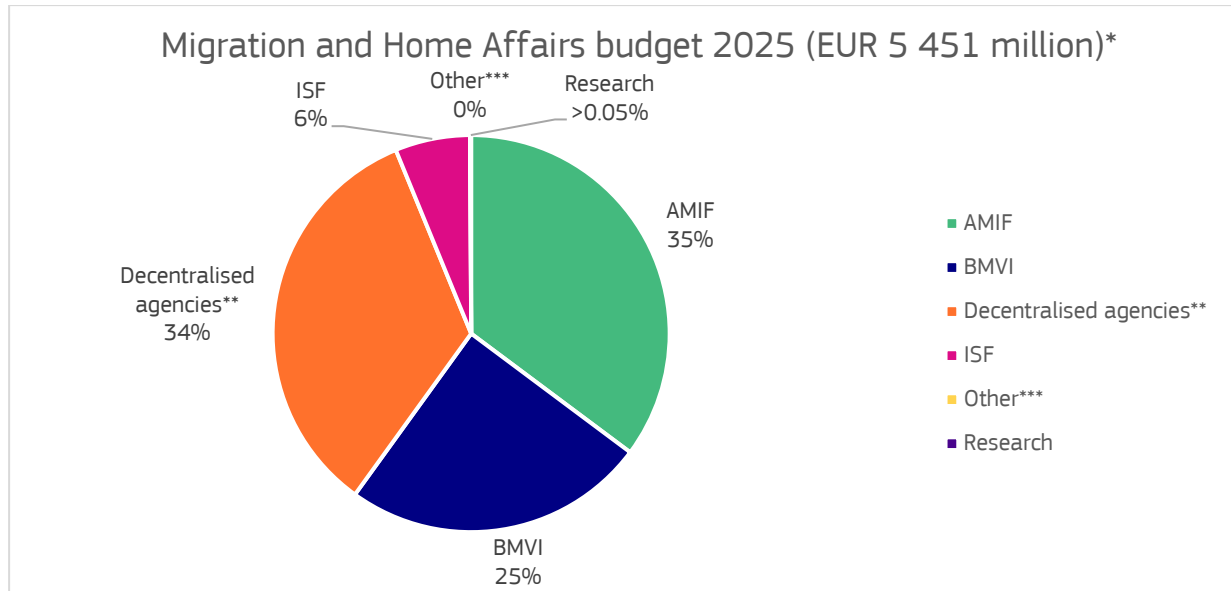
⁽²⁾ The EU Agency for Law Enforcement Cooperation (Europol); the EU Agency for Law Enforcement Training (CEPOL); the European Monitoring Centre for Drugs and Drug Addiction (EMCDDA) renamed the European Union Drugs Agency (EUDA) as of 2 July 2024 ; the EU Agency for the Operational Management of Large-Scale IT Systems in the Area of Freedom, Security and Justice (eu-LISA); the European Union Agency for Asylum (EUAA) and the European Border and Coast Guard Agency (Frontex).

⁽³⁾ See Part 2 for more information and reporting on the commitments that have been made in 2025.

⁽⁴⁾ In terms of commitment appropriations expiring in 2025 as per underlying data for Annex 4 to the present annual activity report.

and the **Internal Security Fund (ISF)**. This represents almost 2.7 % of EU's 2025 budget ⁽⁵⁾. Overall, HOME funds account with EUR 32.3 billion ⁽⁶⁾ for 2.6 % of the MFF 2021-2027 ⁽⁷⁾.

In addition, DG HOME manages the **Civil Security research programme (Cluster 3) of Horizon Europe** with a budget of EUR 1.4 billion for the 2021-2027 period (2% of Horizon Europe). In **2025**, EUR 247 million has been implemented mainly through the Research Executive Agency (REA). DG HOME managed directly the research budget of EUR 3.49 million.



* Expiring appropriations only
 ** HOME agencies: EBCGA (Frontex), EUAA, eu-LISA, Europol, Ceuol, EUDA
 ***Other: Global envelope, Co-delegation from DG JUST (support expenditure)

⁽⁵⁾ The total EU Budget in commitment appropriations for 2025 amounted to EUR 199.44 billion, OJ L, 2025/31 of 27.2.2025.

⁽⁶⁾ EUR 32.3 billion covers HOME funds (EUR 20.9 billion) and six decentralised agencies (EUR 11.4 billion) falling under the remit of DG HOME. As for the funds, it includes reinforcements/transfers from other shared management funds and fines under the BMVI.

⁽⁷⁾ The Next Generation EU or fines are not taken into account when calculating the total of the MFF 2021-2027. Total MFF = EUR 1 220 995 million in current prices. Source: Adoption of EU budget for 2025, OJ L, 2025/31 of 27.02.2025.

EXECUTIVE SUMMARY

The annual activity report (AAR) is a management report of the Director-General of DG HOME to the College of Commissioners. Annual activity reports are the main instrument of management accountability within the Commission and constitute the basis on which the College takes political responsibility for the decisions it takes as well as for the coordinating, executive and management functions it exercises, as laid down in the Treaties ⁽⁸⁾.

A. Key results and progress towards achieving the Commission's general objectives and department's specific objectives

DG HOME contributed to the **Commission's General Objective 2, A new era for European Defence and security**, by fulfilling its own **three specific objectives: A safer and more secure Europe; An effective asylum and migration management policy; A fully functioning area of free movement.**

In 2025 DG HOME contributed to enhancing safety and security across Europe through policy and legislative initiatives as well as through support to the Member States on the ground. The new European **Internal Security Strategy, ProtectEU**, was presented as announced in the Commission work programme 2025. A **European Critical Communication System** for use by public authorities is being developed, with a legislative proposal being planned for summer 2026. A **roadmap for lawful data access for law enforcement** was prepared, reflecting recommendations from the dedicated High-Level Group. DG HOME continued its steadfast focus on providing support to **combat child sexual abuse** by providing technical and expert advice to the co-legislators in the negotiations of legislative proposals and through the setting up of a **Network for the Prevention of Child sexual abuse** as a Commission expert group. A significant rise in registered victims of trafficking called for resolute action by DG HOME and the EU Anti-Trafficking Coordinator. This resulted in the setting up on an **Anti-trafficking Hub** to support the formulation of EU policies, including the future **EU Strategy on combatting trafficking** to be presented in 2026. The strategy will aim at addressing and preventing trafficking, as well as safeguarding its victims.

DG HOME is committed to combating terrorism, radicalisation, organised crime and cybercrime. As a response to the significant and ongoing threat of **drug trafficking**, DG HOME proposed a new **EU Drugs Strategy and Action Plan** aiming to disrupt trafficking routes and business models. Work on modernised rules on organised crime is ongoing and planned for adoption in autumn 2026. Due to rising violence and firearm use in public areas, DG HOME started work on a proposal to **harmonise firearms-related offenses** that was presented in early 2026, together with the new **EU Agenda aimed at preventing and countering terrorism and violent extremism**. In line with the Political Guidelines of President von der Leyen, DG HOME conducted evaluations and consultations in preparation of enhancing **Europol's** roles, aiming to

⁽⁸⁾ Article 17(1) of the Treaty on European Union.

strengthen its position as a key operational agency. DG HOME promoted **digitalisation, capability development and strategic autonomy** in internal security, border management, and migration management by investing in and showcasing state-of-the-art European technologies and by promoting the uptake of artificial intelligence.

For a **migration management policy** to become truly effective, all stakeholders need to ensure a balance of fairness and control, shared responsibility and solidarity among Member States, and mutually beneficial cooperation with partners beyond Europe. Throughout the year 2025, DG HOME supported the preparations for a full implementation of the Pact in June 2026, providing both Member States and EU agencies with technical assistance and additional funding, notably EUR 3 billion to aid those efforts that included the hosting of refugees from Ukraine.

In January 2026, the Commission presented the **first five-year European asylum and migration management strategy**, building on the national asylum and migration management strategies, as set out in the Commission work programme 2025. An effective and common **EU system for returns** was proposed in March 2025, thereby delivering on the announcement of President von der Leyen and on the commitment in the Commission work programme 2025. Interinstitutional negotiations on the proposal started in March 2026. The Commission proposed amendments to the Asylum Procedure Regulation, aiming to establish a list of '**Safe Countries of Origin**' at the Union level and revise the '**Safe Third Country concept**'. These proposals were agreed upon by co-legislators in December 2025. DG HOME's commitment was pivotal for putting the implementation of the first Annual Migration Management Report and the solidarity mechanism under the Pact on track and thereby ensuring that the Council established the **first Annual solidarity pool** in December 2025. DG HOME laid the groundwork for the prolongation of the temporary protection of displaced persons fleeing **Ukraine** due to the Russian war of aggression. DG HOME worked on the enforcement of **legal migration** instruments by the Member States. The **Visa Policy Strategy** which was presented in January 2026 is another indispensable tool to manage legal migration effectively. DG HOME led efforts against **migrant smuggling** with the Global Alliance, Europol and Frontex, focusing on prevention, awareness, and law enforcement cooperation. DG HOME held dialogues on migration and security with international partners to progress on the **external aspect of migration**.

To **simplify migration management**, DG HOME advanced key legislative and policy initiatives in 2025 to address both return procedures and talent attraction. DG HOME carried out desk research with a view to proposing a legislative proposal on the digitalisation of return, which is expected to enhance the efficiency and effectiveness of return processes through digital solutions. DG HOME also intensified efforts to make the EU more attractive to global talent, building on the Implementation Dialogue on Talent Attraction by conducting a comprehensive review of the legal migration acquis. This included an ongoing assessment of existing frameworks governing third-country nationals seeking employment or other opportunities in the EU, supported by desk research and plans for a future reality check to ensure policies remain aligned with evolving labour market demands and operational realities.

In 2025, Europe celebrated the 40th anniversary of the signing of the **Schengen Agreement**. DG HOME increased its efforts to maintain the strength and adaptability of the Schengen area

in a context of changing global political and security scenarios. To that end it presented the **2025-2026 Schengen cycle** which is used to address strategic and operational challenges within Schengen, supported by the **2025 State of Schengen Report**.

In 2025, the **shared Biometric Matching Service** and the **Entry/Exit System (EES)** were launched to enhance border security and management, whilst DG HOME continued collaborating closely with Member States and eu-LISA on implementing other EU Information Systems like the new **Eurodac, ETIAS** and the revised **VIS**.

As regards the **reintroduction of internal border control** by several Member States, DG HOME continued its structured dialogue with concerned Member States in a consultation process under the revised Schengen Borders Code.

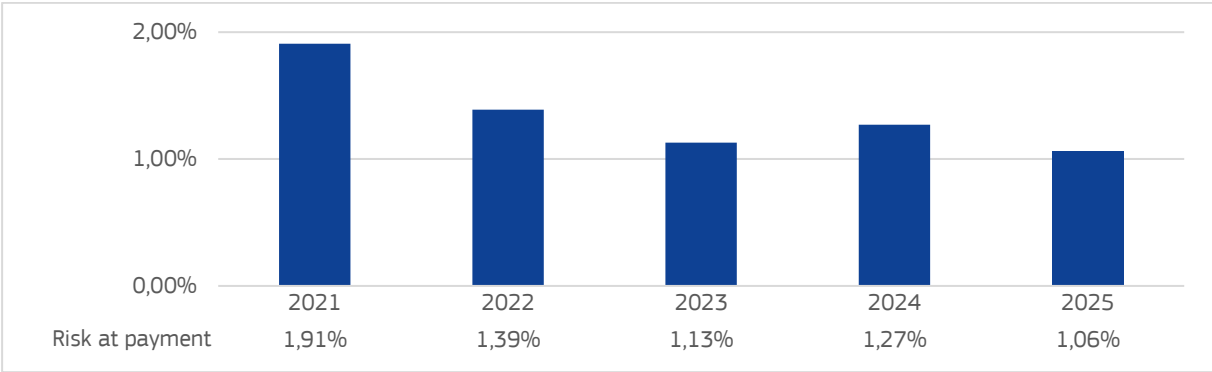
B. Key performance indicators

KPI #	KPI Title	Baseline (2024)	2025	Interim milestone (2027)	Target (2029)	
Specific objective 2.1: A safer and more secure Europe						
2.1.1.	SIS ratio of the total number of hits on discreet, specific and inquiry check alerts and the total number of such alerts issued	0.3	N/A yet	#VALUE!	5	10
	Number of total matches Prüm	16 173 450	N/A yet	#VALUE!	18 000 000	20 000 000
	Number of Messages exchanged between Member States in SIENA	1 410 478	1 521 885		Increase	Increase
	Number of SIENA exchanges in ARO	33 796	374 936		48 000	58 000
	Number of EIS searches performed in the system	12 795 329	12 745 492		Increase	Increase
	PNR total number of spontaneous transfers	887	N/A yet	#VALUE!	1 500	3 000
	PNR total number of emergency requests	207	N/A yet	#VALUE!	450	850
	PNR total number of case-by-case requests	10 124	N/A yet	#VALUE!	18 000	25 000
Specific objective 2.2: An effective asylum and migration management policy						
2.2.1	Percentage of effected returns to third countries compared to return decisions issued by Member States	24%	N/A yet		>Baseline	>Interim
2.2.2	Number of persons who via the different types of permits issued arrive yearly in the Member States	3 741 015	N/A yet		Positive trend	Positive trend
Specific objective 2.3: A fully functioning area of free movement						
2.3.1.	Number of members of the Frontex standing corps	7 596	7 065		10 000	10 000

Caption: The table features a colour-coded (left-right) bar system to visually represent the evolution of the indicator in comparison with the target. A green colour (bar on the right) indicates that the indicator is moving in the correct direction, whereas a red colour (bar on the left) suggests that the indicator needs to change course. For numerical indicators, the size of the bar also indicates proximity (distance) to the target.

KPI for cost-based expenditure

The overall **risk at payment** is the AOD's best conservative estimate of the amount of relevant expenditure during the year, not in conformity with the contractual and regulatory provisions applicable at the time the payment was made. This expenditure will subsequently be subject to ex post controls, and a proportion of the underlying errors will be detected and corrected in subsequent years, corresponding to the conservatively estimated future corrections for 2025 expenditure.



C. Key conclusions on internal control and financial management

DG HOME has systematically examined the available control results and indicators, including those from supervised entities to which it has entrusted budget implementation tasks, as well as the observations and recommendations issued by the internal auditor and the European Court of Auditors.

The transition in 2025 to the Commission's new accounting system, SUMMA, has required the adjustment to a new system and has impacted budget implementation tasks, processes and financial management activities, particularly during the first part of the year. This has required careful management to ensure the same data quality as in previous years. In some cases, this resulted in lower performance for some standard financial indicators such as the timely payments.

All the above elements have been assessed to determine their impact on management's assurance about the achievement of the control objectives. Please refer for further details to section 2 on Internal Control and Financial Management.

In conclusion, management has reasonable assurance that, overall, suitable controls are in place and working as intended; risks are being appropriately monitored and mitigated. There is scope for improvements for a few internal control weaknesses identified in relation to work planning, reporting, digital readiness and sensitive data awareness. The Director-General, in her capacity as Authorising Officer by Delegation, has signed the Declaration of Assurance albeit qualified by a reservation concerning:

- 1) Shared management – AMIF and ISF for the period 2014-2020 in several Member States**
- 2) Shared management – BMVI, AMIF and ISF for the period 2021-2027 in two Member States**

D. Provision of information to the Commissioner

In the context of the regular meetings during the year between DG HOME and Commissioner Brunner on management matters, the main elements of this report and assurance declaration, including the reservations envisaged, have been brought to the attention of Commissioner Brunner, responsible for Migration and Home Affairs.

1. KEY RESULTS AND PROGRESS TOWARDS ACHIEVING THE COMMISSION'S GENERAL OBJECTIVES AND SPECIFIC OBJECTIVES OF THE DEPARTMENT

In 2025, DG HOME started to work towards the delivery of the Commission's priorities set out in the 2024-2029 Political guidelines which were translated into seven General Objectives in the **Single Commission Strategic Plan 2024-2029** ⁽⁹⁾. The focus of DG HOME was to contribute to the **second of the General Objectives 'A new era for European Defence and security'** divided into three Specific Objectives:

1. A safer and more secure Europe
2. An effective asylum and migration policy
3. A fully functioning area of free movement

Several initiatives were put forward by DG HOME, in line with its **2025 Management Plan** ⁽¹⁰⁾ and with the aim to achieve the objectives set out in the 2024-2029 **Strategic Outlook** in the 2025 Management Plan.

This activity report provides an overview of DG HOME's main achievements.

Indicators reported in the Programme Performance Statements for the Asylum, Migration and Integration Fund, the Integrated Border Management Fund (which includes the Border Management and Visa Policy Instrument) and the Internal Security Fund ⁽¹¹⁾ are laid down in the respective fund specific regulations and submitted by the Member States twice a year.

In 2025, DG HOME continued to be strongly committed to the goal of reducing reporting obligations and achieving simplification, notably by stress-testing existing legislation. The focus continued to be on reducing burden for national administrations, police and border services — particularly through digitalisation. A large part of DG HOME's acquis concerns the interoperability of large-scale IT systems for border management, which inherently streamline processes for national authorities by introducing common rules, requirements, and templates. DG HOME continued to implement the **multiannual plan on how to reduce reporting obligations** by 25% for national administrations, stemming from HOME *acquis*. In this context, the new IT architecture for border management and security, including the Entry/Exit System (EES) and the first interoperability component, were launched and will simplify the collection

⁽⁹⁾ [Priorities 2024-2029 - European Commission](#)

⁽¹⁰⁾ [Management plan 2025 – Migration and Home Affairs - European Commission](#)

⁽¹¹⁾ The Programme Performance Statements for AMIF, IBMF and ISF are included in the Working Document Part I *Programme Statements of operational expenditure* annexed to the Draft General Budget of the European Union.

and reporting of statistical data. Two Directives ⁽¹²⁾ around serious and organised crime were stress-tested. In the area of return, a set of legal acts were stress-tested by desk analysis and external studies, resulting in the proposal for a Regulation establishing a common system for the return of third-country nationals staying illegally in the Union. This work will also result in a proposal on the digitalisation of case management in the area of return, readmission and reintegration, to be adopted in 2026 and accompanied by an impact assessment. In addition, a stress test through a reality check was carried out on the Council Framework Decision on criminal acts and applicable penalties for drug trafficking, which feeds into an ongoing evaluation of this legal act.

Nine evaluations ⁽¹³⁾ have been carried out to guide future work of DG HOME by identifying new simplification opportunities ⁽¹⁴⁾, and nine other evaluations ⁽¹⁵⁾ and impact assessments are ongoing. DG HOME also screened its acquis for empowerments for delegated and implementing acts, leading to three to be deprioritised. Moreover, DG HOME prepared an overall plan for stress testing its acquis over the mandate of the current Commission, to potentially identify new opportunities for simplifications and burden reduction. DG HOME's stress testing plan was informed by planned implementation dialogues and reality checks and may lead to additional evaluations other than the ones already listed in Annex 2.

In 2025, Commissioner Brunner held two **implementation dialogues**. The first one was on **strengthening the EU's civil security competitiveness** and held in Warsaw on 24 June, aligning closely with the key priorities of the Polish Presidency on security and resilience. As part of the stress-testing of DG HOME acquis, it was followed up by a reality check. The second dialogue was held in Brussels on 11 December focusing on **legal migration, integration, talent attraction and retention**. It will also be followed by a reality check in 2026.

The Commissioner presented his **2025 Annual Progress Report Simplification, Implementation and Enforcement** ⁽¹⁶⁾ in the European Parliament on 9 December and in the Justice and Home Affairs Council on 14 October 2025.

⁽¹²⁾ Directive as regards access by competent authorities to centralised bank account registries stress tested in implementation report; Directive on combating money laundering by criminal law stress tested in evaluation.

⁽¹³⁾ Internal Security Fund – Police (ISF-P) 2014-2020; Implementation of the EU Drugs Strategy and Action Plan 2021-2025; Mid-term evaluation of the Internal Security Fund (ISF) 2021-2027; Asylum, Migration, and Integration Fund (AMIF) 2014-2020; Mid-term evaluation of the Asylum, Migration and Integration Fund (AMIF) 2021-2027; Internal Security Fund – Borders and Visa (ISF-BV) 2014-2020; Mid-term evaluation of the Instrument for Border Management and Visa Policy (BMVI) 2021-2027; European Union Agency for the Operational Management of Large-Scale IT Systems; 2024 Thematic Evaluation on returns.

⁽¹⁴⁾ Digitalisation of case management in the area of return, readmission and reintegration; Progressive start of operations of the Entry/Exit System.

⁽¹⁵⁾ Directive on the criminalisation of money laundering; Terrorist Content Online Regulation; EU explosives precursors legislation; Council Framework Decision on criminal acts and applicable penalties for drug trafficking; Passenger Name Record Directive; Firearms Directive; Regulation on the use of the Schengen Information System for the return of illegally staying third-country nationals; European Migration Network Evaluation 2018-2021; Evaluation of EU Asylum Agency.

⁽¹⁶⁾ [2025 Annual Progress Report on Simplification, Implementation and Enforcement of Commissioner Magnus Brunner – European Commission](#)

General Objective: A new era for European Defence and security

Specific objective 1: A safer and more secure Europe

Europe's geopolitical context has significantly changed in recent years, profoundly affecting the interconnectedness of the EU's internal and external security. **ProtectEU** – the new European Internal Security Strategy ⁽¹⁷⁾, announced in the Commission work programme 2025, sets out an overall plan to mainstream security considerations in EU policies and legislation and allows the EU to significantly step up capabilities to combat security threats.

To ensure that the EU is well equipped to anticipate, prevent, protect and effectively respond to attacks, DG HOME prepared a **new EU Agenda on preventing and countering terrorism and violent extremism** ⁽¹⁸⁾, which the Commission adopted in February 2026. The Critical Entities Directive ⁽¹⁹⁾ was further implemented, notably with the adoption by the Commission of non-binding guidelines to support Member States in the identification of critical entities ⁽²⁰⁾. DG HOME started the evaluations of the **Explosives Precursor Regulation** ⁽²¹⁾ and the **Terrorist Content Online Regulation** ⁽²²⁾, which will both be finalised in 2026. The **EU Knowledge Hub** on prevention of radicalisation established in 2024 was deployed and became operational to support prevention of radicalisation at EU level, with enhanced cooperation among stakeholders.

Considering the urgent need to improve our capacity as a Union to react together to security crises, in 2025 DG HOME took decisive steps towards establishing a **European Critical Communication System** for use by public authorities in charge of security and safety. A public consultation, a call for evidence and an impact assessment study were launched ⁽²³⁾, with a view to presenting a legislative proposal in summer 2026.

Today, nearly all forms of serious and organised crime have a digital footprint. Around 85% of criminal investigations rely on electronic evidence. In 2025, DG HOME prepared a **Roadmap for lawful and effective access to data for law enforcement** to follow up on the recommendations of the High-Level Group on Access to Data for Effective Law Enforcement and the Council's call for their implementation ⁽²⁴⁾, which the Commission presented in June 2025 ⁽²⁵⁾. DG HOME also prepared proposals so that the EU and its Member States could sign and conclude the new **UN Convention against Cybercrime** ⁽²⁶⁾. As the number of reports of **child sexual abuse online** continued to increase, DG HOME continued implementing the EU

⁽¹⁷⁾ COM(2025) 148 final of 1.4.2025.

⁽¹⁸⁾ COM(2026) 101 final of 26.2.2026.

⁽¹⁹⁾ Directive (EU) 2022/2557 of 14 December 2022.

⁽²⁰⁾ C(2025) 6094 final of 11.9.2025.

⁽²¹⁾ Regulation (EU) 2019/1148 of 20.6.2019.

⁽²²⁾ Regulation (EU) 2021/784 of 29.4.2021.

⁽²³⁾ [Have your say on the European Critical Communication System](#)

⁽²⁴⁾ [Council conclusions on access to data for effective law enforcement \(12 December 2024\)](#)

⁽²⁵⁾ COM(2025) 349 final of 24.6.2025.

⁽²⁶⁾ COM(2025) 415 final and COM(2025) 417 final of 16.7.2025.

Strategy on combatting child sexual abuse ⁽²⁷⁾, including by supporting the co-legislators in the negotiations on the related legislative proposals ⁽²⁸⁾, and by establishing a **Network for the Prevention of Child Sexual Abuse** ⁽²⁹⁾.

Drug trafficking presents a substantial and persistent threat to Europe’s security. DG HOME prepared a **new EU Drugs Strategy**, setting out a comprehensive EU response, which the Commission adopted in December 2025 ⁽³⁰⁾ together with a **new EU Action Plan against drug trafficking** ⁽³¹⁾, based on an evaluation ⁽³²⁾, to disrupt routes and business models. Moreover, DG HOME prepared the evaluation of the Council Framework Decision on illicit drug trafficking ⁽³³⁾, which will be finalised in 2026. DG HOME also continued developing the **EU Ports Alliance’s public private partnership**, to increase the resilience of the maritime logistics chain against organised crime infiltration ⁽³⁴⁾, while the reinforced mandate of the **EU Drugs Agency** supported preparedness and response to drug market risks. Additionally, DG HOME prepared modernised rules on **organised crime**, including a public consultation ⁽³⁵⁾ and an impact assessment, and the reports assessing the transposition of the Directive on access to financial information ⁽³⁶⁾ and the Directive criminalising money laundering ⁽³⁷⁾, which will be presented in 2026.

With increased violence and firearm use in public spaces, as announced in the 2025 Commission Work Programme, DG HOME finalised a proposal to harmonise firearms-related offenses with a proposal for a new **Firearms Trafficking Directive** ⁽³⁸⁾. It was adopted by the Commission jointly with the new **EU Agenda for preventing and countering terrorism and violent extremism** in February 2026. In 2025, DG HOME also started the evaluation of the **Firearms Directive** ⁽³⁹⁾, which will be finalised in 2026.

Focus of DG HOME funding in security in 2025

EUR 50.9 million ⁽⁴⁰⁾

Exchange of security related information

EUR 63.8 million ⁽⁴¹⁾

Preventing and combating crime

⁽²⁷⁾ COM(2020) 607 final of 24.7.2020.

⁽²⁸⁾ COM(2022)209 final of 11.05.2022; COM(2024)60 final of 6.02.2024.

⁽²⁹⁾ C(2025) 5252 final of 29.7.2025.

⁽³⁰⁾ COM(2025) 743 final of 4.12.2025.

⁽³¹⁾ COM(2025) 744 final of 4.12.2025.

⁽³²⁾ SWD(2025)188 final of 8.7.2025.

⁽³³⁾ Council Framework Decision 2004/757/JHA of 25.10.2004.

⁽³⁴⁾ The work of the European Ports Alliance PPP in 2025 focussed on welcoming new members as well as defining and developing the priorities for the future work of the PPP, in line with ProtectEU., including at the PPP’s 2nd Senior Officials’ meeting in April 2025, and the 2nd Ministerial Meeting of the PPP in July 2025.

⁽³⁵⁾ [Public consultation on new EU rules to fight organised crime - Migration and Home Affairs](#)

⁽³⁶⁾ Directive (EU) 2019/1153 of 20.06.2019.

⁽³⁷⁾ Directive (EU) 2018/1673 of 23.10.2018.

⁽³⁸⁾ COM(2026) 102 final of 26.2.2026.

⁽³⁹⁾ Directive (EU) 2021/555 of 24.3.2021.

⁽⁴⁰⁾ Member States’ Annual Accounts for ISF for the 2025 financial year (01.07.2024–30.06.2025). Related to Specific Objective “Exchange of information”. Source: SFC 2021-2027 (MSs Accounts, Appendix 4).

⁽⁴¹⁾ Member States’ Annual Accounts for ISF for the 2025 financial year (01.07.2024–30.06.2025). Related to Specific Objective “Preventing and combating crime”. Source: SFC 2021-2027 (MSs Accounts, Appendix 4).

The stability of neighbouring countries, particularly the Western Balkans, is crucial to the internal security of the EU. In 2025, Commissioner Brunner signed a new **Joint Action Plan to prevent and counter terrorism and violent extremism in the Western Balkans** ⁽⁴²⁾, addressing new and emerging threats, including online radicalisation, as well as the impact of new technologies on terrorist threats.

The fifth progress report on combating **trafficking in human beings** ⁽⁴³⁾, prepared by DG HOME, revealed a significant increase in registered victims. DG HOME and the EU Anti-Trafficking Coordinator launched an **Anti-trafficking Hub** ⁽⁴⁴⁾ to contribute to the development of EU policies to combat and prevent the crime and protect its victims. They supported Member States in the implementation of the **Anti-Trafficking Directive** ⁽⁴⁵⁾ to facilitate its transposition by 15 July 2026 and started preparing a renewed **EU Strategy on combatting trafficking in human beings** ⁽⁴⁶⁾ for 2026, considering new trends and evolving challenges, based on a call for evidence ⁽⁴⁷⁾.

DG HOME undertook thorough preparatory work, including the adoption of a Commission report ⁽⁴⁸⁾ evaluating the operational impact of Europol's tasks as set out in the 2022 Europol recast, the launch of an external study to support an impact assessment to be delivered in 2026, as well as a comprehensive consultation process with the public ⁽⁴⁹⁾ and relevant stakeholders, to strengthen **Europol's mandate**. In 2025, DG HOME also worked on significantly enhancing the financing of the **European Multidisciplinary Platform Against Criminal Threats (EMPACT)** and participated actively in the definition of the crime priorities for the next EMPACT cycle 2026-2029 ⁽⁵⁰⁾. DG HOME also made significant progress on travel information policy by: initiating the implementation of the Advance Passenger Information Regulations ⁽⁵¹⁾; launching the **evaluation of the Passenger Name Record (PNR) Directive** ⁽⁵²⁾ which will be finalised in 2026; exploring new measures for the collection and transfer of travel data on **private flights and maritime transport**; as well as assessing an expanded use of Automatic Number Plate Recognition systems for **road transport**. DG HOME also worked on the finalisation of the implementing acts of the **Prüm II Regulation**.

Stepping up international law enforcement cooperation remains a key component of internal security. In 2025, DG HOME proposed the signature and conclusion of **international agreements enabling the transfer of PNR data** to Switzerland ⁽⁵³⁾, Iceland ⁽⁵⁴⁾ and

⁽⁴²⁾ [Joint Action Plan on Preventing and Countering of Terrorism and Violent Extremism for the Western Balkans - Migration and Home Affairs](#)

⁽⁴³⁾ COM(2025) 8 final of 20.1.2025.

⁽⁴⁴⁾ [Commission launches EU Anti-Trafficking Hub to strengthen fight against trafficking in human beings - Migration and Home Affairs](#)

⁽⁴⁵⁾ Directive (EU) 2024/1712 of 13.6.2024.

⁽⁴⁶⁾ COM(2021) 171 final of 14.4.2021.

⁽⁴⁷⁾ [Have your say on the EU strategy on combating trafficking in human beings](#)

⁽⁴⁸⁾ COM (2025) 752 final of 11.12.2025.

⁽⁴⁹⁾ [Have your say on the new Europol regulation - Migration and Home Affairs](#)

⁽⁵⁰⁾ [Council conclusions on the enhancement of EMPACT and on EU crime priorities for the next EMPACT cycle 2026-2029 \(13 June 2025\)](#)

⁽⁵¹⁾ Regulation (EU) 2025/12 and Regulation (EU) 2025/13 of 19 December 2024.

⁽⁵²⁾ Directive (EU) 2016/681 of 27.4.2016.

⁽⁵³⁾ COM(2025) 678 final of 12.11.2025, COM(2025) 676 final of 12.11.2025.

⁽⁵⁴⁾ COM(2025) 294 final of 12.6.2025, COM(2025) 295 final of 12.6.2025.

Norway ⁽⁵⁵⁾ and recommended the opening of negotiations of such an agreement with the Republic of Korea ⁽⁵⁶⁾. DG HOME continued **negotiations for agreements on the exchange of personal data between Europol and priority third countries**, as well as the **EU-Interpol international agreement** ⁽⁵⁷⁾, ensuring a more unified approach to global security threats and fighting transnational crimes.

Security research and innovation make it possible to keep pace with rapidly changing threats and improve the resilience of society. In 2025, DG HOME contributed to the adoption of the **2025 Civil Security part of Horizon Europe** and led the preparation of the **2026-2027 Civil security work programmes** ⁽⁵⁸⁾, thereby setting the direction for security research over the coming years, as well as continued promoting the uptake of research and innovation results.

The activities under the Specific Objective of *A safer and more secure Europe* contribute to the United Nations' **Sustainable Development Goal 16** ⁽⁵⁹⁾, aiming to tackle terrorism and prevent radicalisation, disrupt organised crime, fight cybercrime, financial crime, counterfeiting crime and trafficking in human beings and firearms.

In terms of **infringement strategy**, enforcement work continued regarding incorrect transposition of the directives on firearms, combatting child sexual abuse and attacks against information systems, incomplete transposition of the directives on facilitating access to financial information for law enforcement, information exchange between law enforcement authorities and critical entities resilience, and incorrect application of the regulation on dissemination of terrorist content online.

Specific objective 2: An effective asylum and migration management policy

Managing migration effectively entails a balance of fairness and control, shared responsibility and solidarity among Member States, and mutually beneficial cooperation with partners beyond Europe. The **Pact on Migration and Asylum** ('the Pact'), a comprehensive package of legislative reforms and operational measures, has defined the EU approach to managing migration and asylum. In 2025, DG HOME continued to prepare for the full implementation of the Pact, based on the Common Implementation Plan ⁽⁶⁰⁾, and updated the co-legislators regularly about the progress, including through a **Communication on the 'State of play on the implementation of the Pact on Migration and Asylum'** ⁽⁶¹⁾. DG HOME was also providing support to the Member States in their national efforts, together with EU agencies, and provided additional funding. A **Pact Implementation Platform** as well as various contact

⁽⁵⁵⁾ COM(2025) 282 final of 12.6.2025, COM(2025) 279 final of 12.6.2025.

⁽⁵⁶⁾ COM(2025)490 final of 15.9.2025.

⁽⁵⁷⁾ Council Decision (EU) 2021/1312 of 19 July 2021, Council Decision (EU) 2021/1313 of 19 July 2021.

⁽⁵⁸⁾ [Cluster 3: Civil security for society - Research and innovation](#)

⁽⁵⁹⁾ Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.

⁽⁶⁰⁾ COM(2024) 251 final of 12.6.2024.

⁽⁶¹⁾ COM(2025) 319 final of 11.6.2025.

committees and expert groups provided guidance and best practice sharing. Beyond technical assistance, Member States benefitted from peer learning and good practice exchanges set up in the context of the Technical Support Instrument. The Commission allocated EUR 3 billion in additional funding to support Member States' efforts in implementing the Pact and hosting refugees from Ukraine.

In November 2025, the Commission launched the first **annual migration management cycle**, after having consulted the Member States. The Commission adopted the **European Annual Asylum and Migration Report (62)**, assessing the migratory situation in the EU and the Member States for the previous 12-months period. The report was accompanied by a **Commission Implementing Decision (63)** determining which Member States are under migratory pressure, at risk of migratory pressure or facing a significant migratory situation. DG HOME also held the pen for the Commission proposal for a **Council Implementing Act establishing the Solidarity Pool for 2026** which the Council adopted in December 2025 (64).

The first five-year **European asylum and migration management strategy**, announced in the 2025 Commission Work Programme, was presented on 29 January 2026 (65). It builds on Member States' national asylum and migration management strategies, prepared in the context of Pact implementation and sets out the objectives for the years ahead: preventing illegal migration and breaking the business model of criminal smuggling networks, protecting people fleeing war and persecution while preventing abuse of the asylum system, and encouraging talent to come to the Union to boost the competitiveness of our economy. Another core element of the strategy is an effective and common EU system for returns. As announced by President von der Leyen in the Political guidelines⁶⁶ and included in the 2025 Commission Work Programme, DG HOME prepared a legislative framework for a new **Common EU System for Returns**, providing Member States with clear, simplified and uniform rules for managing returns; the Commission presented the relevant legislative proposal in March 2025 (67). With an average EU return rate of 24% in 2025 (68), this stronger legal framework, complemented by intensified operational measures, and sustained efforts in migration diplomacy is necessary for putting in place a system with key common elements such as the European Return Order, mutual recognition of return decisions and a legal basis for the possible setting up of return hubs. To further improve the digitalisation of migration processes, remedy the fragmentation and limited functionalities of existing IT systems, increase data sharing and produce more accurate statistics, DG HOME conducted preparatory work for a proposal on **digitalisation of case management in the area of return, readmission and reintegration**, as announced also in the Political Guidelines. As automation and better access to accurate data will facilitate decision-making and support better policies, both return initiatives are considered as **simplification measures** as they will take pressure off national return

(62) COM(2025) 795 final of 11.11.2025.

(63) OJ L, 2025/232, 14.11.2025.

(64) Proposal adopted on 19.12.2025 and published in the OJ L, 2025/2642, 23.12.2025.

(65) COM(2026) 45 final of 29.1.2026.

(66) [Political guidelines](#)

(67) COM(2025) 101 final of 11.3.2025.

(68) Eurostat

systems. The proposals for a targeted amendment to the Asylum Procedure Regulation, establishing a list of **'Safe Countries of Origin' (69)** at Union level and revising the **'Safe Third Country' (70)** concept prepared by DG HOME were presented by the Commission in spring 2025 and agreed upon by the co-legislators in December 2025.

DG HOME continued to play an important role in ensuring that the 4.3 million displaced persons fleeing Ukraine due to the Russian war of aggression can benefit from their rights under the **Temporary Protection Directive (71)**, by proposing the prolongation of temporary protection until 4 March 2027 (72). The prolongation was officially adopted by the Council in June 2025. To offer a more stable and lasting perspective, the Commission also adopted a Communication for **a common European path for the future of Ukrainian refugees in the EU (73)** and proposed to Member States to **prepare for a coordinated transition out of temporary protection** by way of a Council Recommendation (74). The latter was adopted by the Council in September 2025.

The Commission issued the **mid-term review of the Action Plan on Integration and Inclusion (75)** on 11 June 2025. The Commission also put forward a proposal prepared by DG HOME for the first-ever **Union Plan on resettlement and humanitarian admission (76)** on 10 November providing Member States with a framework to admit persons in need of protection through safe and legal pathways, since then adopted by the Council. On the external aspect, the Commission launched the first **European Legal Gateway Office pilot** in India, in line with the **EU-India Memorandum of Understanding on a comprehensive framework of cooperation on mobility (77)** signed on 27 January 2026, further reinforced the implementation of **Talent Partnerships (78)** to boost international labour mobility and attract talent to the EU, and supported the co-legislators in the negotiations of the **EU Talent Pool Regulation (79)** in line with the Pact and Union of Skills (80). As the Political guidelines are calling for more intense enforcement and implementation, DG HOME closely monitored Member States' efforts, notably through an assessment of the compliance of national law with the **EU Blue Card Directive (81)** and the follow-up to the infringements against 25 Member States for non-conform transposition of the **Seasonal Workers Directive (82)**. The Visa Policy Strategy prepared by DG HOME and adopted by the Commission in January 2026 (83) was accompanied by a

(69) COM(2025) 186 final of 16.4.2025.

(70) COM(2025) 259 final of 20.5.2025.

(71) Council Directive 2001/55/EC of 20.7.2001

(72) COM(2025) 650 final of 4.6.2025.

(73) COM(2025) 649 final of 4.6.2025.

(74) COM(2025) 651 final of 4.6.2025.

(75) SWD(2025) 162 final of 11.6.2025.

(76) COM(2025) 702 final of 11.11.2025.

(77) [Towards 2030: A Joint European Union-India Comprehensive Strategic Agenda](#)

(78) COM(2022) 657 final of 27.4.2022.

(79) COM(2023) 716 final of 15.11.2023; political agreement reached in November 2025.

(80) COM(2025) 90 final of 5.3.2025.

(81) Directive (EU) 2021/1883 of 20.10.2021.

(82) Directive 2014/36/EU of 26.2.2014.

(83) COM(2026) 46 final of 29.1.2026.

Recommendation on attracting talent for innovation ⁽⁸⁴⁾, encouraging Member States to implement measures to support the arrival of top students, researchers and trained workers from third countries, for example through a better implementation of the Students and Researchers Directive and the Blue Card Directive.

Supporting the fight against **migrant smuggling**, DG HOME continued to lead efforts of various Commission services with key partners through the **Global Alliance to Counter Migrant Smuggling**. Key initiatives focused in particular on raising awareness on the risks of irregular migration through **information campaigns** funded under the Asylum, Migration and Integration Fund (including a new call for proposal for EUR 10 million), the development of a pilot tool to deliver rapid and targeted communication responses to emerging trends in migrant smuggling in cooperation with local stakeholders, and law enforcement cooperation along the routes. A call for proposals for new **Common Operational Partnerships with non-EU countries to counter migrant smuggling and trafficking in human beings** was concluded in 2025, allowing for the start of new actions with the Western Balkans, The Gambia, Côte d'Ivoire, as well as Moldova, with a total EU contribution of approximately EUR 12 million through the Internal Security Fund.

A **second international conference on the Global Alliance to Counter Migrant Smuggling** ⁽⁸⁵⁾ took place in Brussels on 10 December 2025, bringing together nearly 90 delegations and more than 500 participants. The **Joint Declaration** was endorsed by 56 partner countries and five international organisations reaffirming their commitment to international cooperation against migrant smuggling in a 'whole of route' approach.

Following the Commission President's announcement at the 2025 State of the Union address, DG HOME started developing a new regime of **restrictive measures** targeting migrant smuggling, trafficking in human beings and other forms of organised crime. In cooperation with the EEAS and DG FISMA, in 2025 DG HOME worked on the preparatory steps required to present a legislative initiative.

DG HOME developed the **European Working Paper on strengthening cooperation on addressing irregular migration by air** that was presented by the Commission services at the 2025 International Civil Aviation Organization (ICAO) Assembly. It was supported by a wide range of partner countries, positioning the EU as a global leader on this topic. The paper presented several ideas for future initiatives (deployment of Immigration Liaison Officers; training of ground staff; detection mechanisms and protocols; engagement between air transport operators and airports, and law enforcement; information gathering and sharing).

In July 2025, DG HOME chaired the **7th European Contact Group on Search and Rescue**, focused on delivering on its objectives as articulated in the Political guidelines, notably saving lives, stronger coordination of rescue operations (including with neighbouring third countries), and increased surveillance capabilities for Frontex.

⁽⁸⁴⁾ C(2026) 462 final of 29.1.2026, OJ L, 2026/311 of 10.2.2026.

⁽⁸⁵⁾ [A Global Alliance to Counter Migrant Smuggling](#)

Dialogues on migration and security have continued to intensify with a range of key partners in Asia, the Americas, Africa, Middle East, Eastern Europe and the Western Balkans, and will be expanded to further deepen cooperation. In November 2025, the Visa Liberalisation Action Plan was handed over to Armenian authorities. This marked the start of an intensified dialogue with Armenian authorities towards achieving visa-free access to the EU for Armenian citizens. DG HOME held the pen for the **6th Assessment report on third countries' level of cooperation on readmission in 2024** ⁽⁸⁶⁾ under Article 25a of the Visa Code, which was adopted in July 2025, together with a proposal for visa measures in relation to Guinea ⁽⁸⁷⁾. The report acknowledged substantial and sustained improvements in readmission cooperation for Bangladesh and Iraq. For these countries, the Commission withdrew its proposals for visa measures tabled in 2021.

As required by Article 70 of the EUAA Regulation ⁽⁸⁸⁾, DG HOME commissioned an independent external **evaluation of the EU Agency for Asylum** to assess the Agency's performance in relation to its objectives, mandate and tasks. The Commission will present its conclusions in the **European Migration Network Evaluation 2018-2021** also.

An ex-post evaluation of the Asylum, Migration, and Integration Fund (AMIF) for the period 2014-2020 ⁽⁸⁹⁾ was completed and published in March 2026.

As regards the **infringement strategy**, the Commission referred **Hungary** to the Court of Justice for not complying with EU legislation on countering **migrant smuggling**. The Commission has also been periodically applying the offsetting procedure for the financial penalties due by Hungary following the Court case C-123/22, in which Hungary was ordered to pay a lump sum of EUR 200 million as well as a periodic penalty payment of EUR 1 million per day for not complying with the previous judgement in case C-808/18 concerning violation of several provisions of the **Asylum Procedures Directive** and of the **Return Directive**. In parallel, enforcement work continued on the incomplete transposition of the **Blue Card Directive** and incorrect transposition of the **Seasonal Workers Directive**.

Specific objective 3: A fully functioning area of free movement

The **Schengen area** brings profound benefits to the EU and its residents. It is the backbone for the EU's internal market and facilitates the lives of almost 450 million people. At the same time, Schengen is more than a geographical area; it is a strategic asset that protects both the safety and the freedom of all who reside and travel in it. In 2025, marking the **40th anniversary of the Schengen Agreement** and signing of the **Schengen Declaration** ⁽⁹⁰⁾ by

⁽⁸⁶⁾ Adopted on 15.7.2025, EU restricted.

⁽⁸⁷⁾ COM(2025) 413 final of 15.7.2025.

⁽⁸⁸⁾ Regulation (EU) 2021/2303 of 15 December 2021.

⁽⁸⁹⁾ SWD(2026)77 of 3 March 2026.

⁽⁹⁰⁾ 10068/25, 12 June 2025.

all Schengen states, DG HOME increased its efforts to make sure the Schengen area remains strong and adaptable to the changing global political and security landscape.

As part of this effort, DG HOME launched the **2025-2026 Schengen cycle** to maintain a structured approach to addressing all strategic and operational issues affecting the functioning of Schengen. The Commission adopted the 2025 **State of Schengen Report** ⁽⁹¹⁾, which provided an assessment of the functioning of Schengen and identified annual priorities, laying the foundations for the future of Schengen.

DG HOME continued implementing the **Schengen evaluation and monitoring mechanism** ⁽⁹²⁾, which is key to ensuring an adequate application of the Schengen rules by Member States and fostering a high level of mutual trust between them. In 2025, the periodic Schengen evaluations of Switzerland, Slovenia and Austria as well as of Bulgaria and Romania, following their full accession to the Schengen area on 1 January 2025, were carried out. DG HOME also adopted the **Schengen country reports** following evaluations of Hungary ⁽⁹³⁾, Slovakia ⁽⁹⁴⁾, Switzerland ⁽⁹⁵⁾, and Czechia ⁽⁹⁶⁾. At the same time, DG HOME continued monitoring the implementation of more than **120 action plans from the past Schengen evaluations** by assessing regular progress reports from Member States and carrying out targeted onsite revisits (France and Cyprus) and verification visits (Denmark Portugal, Cyprus and Greece). As regards the **reintroduction of internal border control** by several Member States, DG HOME continued its structured dialogue with concerned Member States in the form of a consultation process under the revised Schengen Borders Code ⁽⁹⁷⁾.

DG HOME worked toward presenting an **EU Visa Policy Strategy** ⁽⁹⁸⁾ early 2026. The strategy addresses emerging challenges, particularly those related to security risks and irregular migration, while harnessing the benefits of mobility to strengthen EU economic growth and competitiveness. DG HOME also supported the co-legislators in reaching a political agreement on the **revised visa suspension** mechanism that entered into force on 31 December 2025 ⁽⁹⁹⁾. DG HOME analysed the functioning of the visa free travel for visa free third countries in the **eighth report on the visa suspension mechanism**, adopted at the end of 2025 ⁽¹⁰⁰⁾.

The work on digitalisation of visa procedures continued, with the preparation of implementing and delegated acts stemming from the amending Regulations on digitalisation of visa procedures ⁽¹⁰¹⁾, which will be adopted in 2026. DG HOME also continued the work on the local adaptations of the Visa Code ⁽¹⁰²⁾ rules for supporting documents (Cuba, India and Morocco) and issuing of multiple-entry visas (United States, Türkiye, Indonesia, Russia, Belize). Visa

⁽⁹¹⁾ COM(2025) 185 final of 23.4.2025.

⁽⁹²⁾ [Schengen Evaluation and Monitoring – Migration and Home Affairs](#)

⁽⁹³⁾ C(2025) 710 final of 14.05.2025.

⁽⁹⁴⁾ C(2025) 5100 final of 2.10.2025.

⁽⁹⁵⁾ C(2025) 7021 final of 18.12.2025.

⁽⁹⁶⁾ C(2025) 6550 final of 12.11.2025.

⁽⁹⁷⁾ Regulation (EU) 2016/399 of 9.3.2016 as revised by Regulation (EU) 2024/1717 of 13.6.2024.

⁽⁹⁸⁾ COM(2026) 43 final of 29.1.2026.

⁽⁹⁹⁾ Regulation (EU) 2025/2441 of 26.11.2025.

⁽¹⁰⁰⁾ COM(2025) 792 final of 19.12.2025.

⁽¹⁰¹⁾ Regulation (EU) 2023/2667 of 22.11.2023.

⁽¹⁰²⁾ Regulation (EC) No 810/2009 of 13.7.2009.

remained high on the agenda of the EU-US relations where DG HOME **continued its efforts to reach full visa reciprocity with the US** for citizens of Bulgaria, Cyprus and Romania.

In December 2025, the Commission was authorised by the Council to open negotiations with the US on a framework agreement on the **Enhanced Border Security Partnership** ⁽¹⁰³⁾, which should allow Member States to exchange information from their national databases with the US to verify the identities of travellers and check if they pose a security risk before they enter or receive a visa.

The **shared Biometric Matching Service**, which facilitates the comparison of biometric data stored in several EU information systems, was launched in May 2025. The progressive start of operations of the **Entry/Exit System (EES)** began on 12 October 2025, marking a new era in border management. The EES registers non-EU nationals travelling for a short stay each time they cross the external Schengen border, significantly strengthening security. DG HOME continued to work closely with Member States and eu-LISA for the implementation of the other systems, including the **European Travel Information and Authorisation System (ETIAS)** and the revised **Visa Information System (VIS)**, and the other interoperability components and tools.

To reinforce the European integrated border management, DG HOME started the preparatory work, including a consultation process and an impact assessment, on a legislative proposal to strengthen the **European Border and Coast Guard** for 2026. DG HOME also worked to increase the physical presence of home affairs agencies, particularly Frontex, in EU neighbouring countries to boost their border management capabilities. The status agreement between the EU and **Bosnia and Herzegovina** ⁽¹⁰⁴⁾ was signed in June 2025, allowing for the deployment of standing corps officers with executive powers to all of Bosnia and Herzegovina's international borders as well as the airport in Sarajevo. At the same time, Frontex engaged more actively with crucial countries of origin and transit to negotiate working arrangements for capacity development and information exchange.

In 2025, DG HOME also finalised the **evaluation report on eu-LISA** ⁽¹⁰⁵⁾ and carried out an evaluation of the application of the Regulation on the use of the **SIS for the return of illegally staying third-country nationals**, alongside an ex-post **evaluation of the Internal Security Fund – Borders and Visa** (ISF-BV) for the period 2014-2020, which will all be presented in 2026.

In terms of **infringement strategy**, DG HOME continued enforcing the application of the Schengen acquis and successfully closed several cases regarding incorrect application of rules introducing a **digital seal on the uniform format for visas** ⁽¹⁰⁶⁾ and a **new format for residence permits for third country nationals** ⁽¹⁰⁷⁾.

Examples of EU funding relevant to all three specific objectives:

⁽¹⁰³⁾ COM(2025) 447 final of 23.7.2025.

⁽¹⁰⁴⁾ Council Decision (EU) 2025/1348 of 27 January 2025.

⁽¹⁰⁵⁾ COM(2026) 32 final of 26.1.2026.

⁽¹⁰⁶⁾ C(2020)2672 final of 30.4.2020.

⁽¹⁰⁷⁾ Regulation (EU) 2017/1954 of 25.10.2017.

In terms of EU funding, the Home Affairs funded programmes 2021-2027 (AMIF, BMVI and ISF) have reached in 2025 cruising speed ⁽¹⁰⁸⁾, with the majority of the national allocations being committed through projects awarded in key areas.

In 2025, additional budgetary resources were allocated to the Member States programmes in relation to the process of mid-term review of the Home Affairs Fund programmes, and for AMIF and BMVI to help the Member States to prepare the full implementation of the Pact on Asylum and Migration as well as, as regards AMIF, to support Member States hosting persons fleeing the war in Ukraine.

The additional allocations related to the mid-term review of the Home Affairs programmes were subject to minimum implementation levels to be reached at the level of each programme by the end of 2024. The majority of Member States fulfilled these conditions, resulting in an additional EUR 916.78 million for the AMIF programmes, EUR 513 million for the BMVI programmes and EUR 164 million for the ISF programmes. The amounts that were not allocated to the Member States failing to reach the required minimum implementation level were allocated to the budget of the Thematic Facility of the corresponding fund, to be used to address identified needs in Member States and priority actions at EU level.

As regards the additional resources for Pact and Ukraine-related needs, the Commission has made available an amount of EUR 3 billion under AMIF and BMVI over the years 2025 to 2027, equally split between AMIF (EUR 1.5 billion) and BMVI (EUR 1.5 billion).

The process for channelling these additional allocations in the Member States programmes, together with the additional allocations resulting from the mid-term review of the programmes and as regards BMVI from the annual payments to the Union budget by the Schengen associated countries, was completed for several programmes by the end of the year ⁽¹⁰⁹⁾: the amendment of the remaining programmes is close to completion or underway. The amended programmes reinforce actions strengthening asylum and reception systems, border surveillance capacities and IT infrastructure/equipment to support effective European integrated border management.

In December, **EUR 50.55 million** were made available from the BMVI to **support the Schengen associated countries** in the **implementation of the Pact on Migration and Asylum** – the specific action was launched at a later stage than for the Member States due to the different timeline that these countries have in implementing the Pact legislation, building on the Schengen and Dublin *acquis*.

Considering the rapidly evolving threat landscape and risks at the EU external borders, additional funding was also made available from the BMVI to further enhance border control capabilities, with **EUR 169.6 million** for the purchase of various uncrewed equipment to be

⁽¹⁰⁸⁾ At the end of March 2026 some 67% of the total allocations of the AMIF programmes have been planned (i.e. committed at project level) and some 24% has been spent (i.e. declared to the Commission in payment applications). These same figures are of 58% and 18% in the case of BMVI and of 69% and 16% in the case of ISF.

⁽¹⁰⁹⁾ By the end of March 2026 18 AMIF programmes, 20 BMVI programmes and 14 ISF programmes.

used for border surveillance at national level and put at the disposal of the European Border and Coast Guard Agency (**Frontex equipment**) and **EUR 250 million for the purchase of drones and counter-drone systems.**

Finally, **EUR 25 million** were made available from the BMVI **to promote innovation** and support Member States in testing, validating, further piloting and deploying new European technologies, including artificial intelligence, for border checks and/or border surveillance.

The process for channelling the Frontex equipment additional allocation in the Member States programmes is ongoing, and the other two specific actions launched in December 2025 (drones and counter-drones, innovation), are ongoing: the programme amendments to incorporate these additional allocations are expected in the second half of 2026.

6 Member States were notified of a package of EUR 24.8 million from the **AMIF** to incentivise assisted voluntary returns.

In accordance with the EU Security Union Strategy 2020-2025 and the EU acquis in key internal security policy fields, an additional EUR 11.5 million was allocated from ISF to 15 Member States to support the exchange of security-related information and the strengthening of their law enforcement capabilities in relation to preventing and combating serious and organised crime, including terrorism. 18 specific actions were selected to equip law enforcement authorities with new AI solutions, support them financially to fully implement Directive (EU) 2019/713 on combating fraud and counterfeiting of non-cash means of payment, and make full automated use of the European Police Record Index System (EPRIS) under the Prüm II Regulation (EU) 2024/982.

2. INTERNAL CONTROL AND FINANCIAL MANAGEMENT

Management monitors the functioning of the **internal control systems** on a continuous basis and carries out an objective assessment of their efficiency and effectiveness. In **Annex 7**, there is a list and details of the reports that have been considered. The results of the above assessment are explicitly documented and reported to the Director-General.

The systematic analysis of the available evidence provides sufficient guarantees as to the completeness and reliability of the information reported and results in the full coverage of the budget delegated to the Director-General of DG HOME.

2.1. Control results

Management uses control results to support its assurance and reach a conclusion about the cost-effectiveness of those controls, meaning whether the right balance between the following elements is achieved:

- **Effectiveness:** The level of error found, based on the controls carried out.
- **Efficiency:** The average time taken to inform or pay.
- **Economy:** The proportionality between the costs of controls and the funds managed.

2.1.1. Overview of the budget and relevant control systems (RCS)

In 2025, the implementation of the Multiannual Financial Framework 2014-2020 was still continuing, while the implementation phase of the new Multiannual Financial Framework 2021-2027 has reached cruising speed. Implementation has been affected by Russia's war of aggression against Ukraine but Member States were able to finance actions and projects supporting their border management system and their asylum and reception systems under their programmes. DG HOME policies are part of Heading 4 *Migration and Border Management* ⁽¹¹⁰⁾ Heading 5 *Security and Defence* and to a smaller extent Heading 1 *Single Market, Innovation and Digital* (Title 1 *Research and Innovation*) in the financial period 2021-2027.

In 2025, DG HOME policies were supported by EUR 6 131.81 million of commitment appropriations ⁽¹¹¹⁾ ⁽¹¹²⁾, representing approximately 3.07% of the EU budget ⁽¹¹³⁾, and a corresponding amount of payment appropriations equal to EUR 4 988.26 million ⁽¹¹⁴⁾.

In 2025, DG HOME maintained good implementation rates as regards total available commitment and payment appropriations, achieving consumption rates of 89% for commitments and 88% for payments, as illustrated in Annex 15. When taking into account only appropriations expiring in 2025, the implementation of DG HOME's budget reaches 100% in commitments and 100% in payments.

As shown in Annex 15, in terms of the implementation of total available commitment and payment appropriations in 2025 per fund, the highest share is represented by AMIF and ISF, followed by agencies, BMVI and other ⁽¹¹⁵⁾. The lower implementation rates of commitments and payments for AMIF, BMVI and ISF can be explained by internal and external assigned revenues that are carried over to 2026.

The open amount of commitments (RAL) increased to EUR 7.39 billion at the end of 2025 (compared to EUR 6.29 billion at the end of 2024), which can be partially explained by an overall increase in commitments by EUR 0.8 billion as compared to the last year, DG HOME keeps the open commitments under regular observation in order to decrease RAL.

⁽¹¹⁰⁾ This heading also includes the Instrument for financial support for customs control equipment, which is under responsibility of DG TAXUD.

⁽¹¹¹⁾ In addition to the budget voted by the legislative authority, authorised commitment appropriations include appropriations carried over from the previous exercise, budget amendments, co-delegations and miscellaneous commitment appropriations for the period (e.g. internal and external assigned revenue).

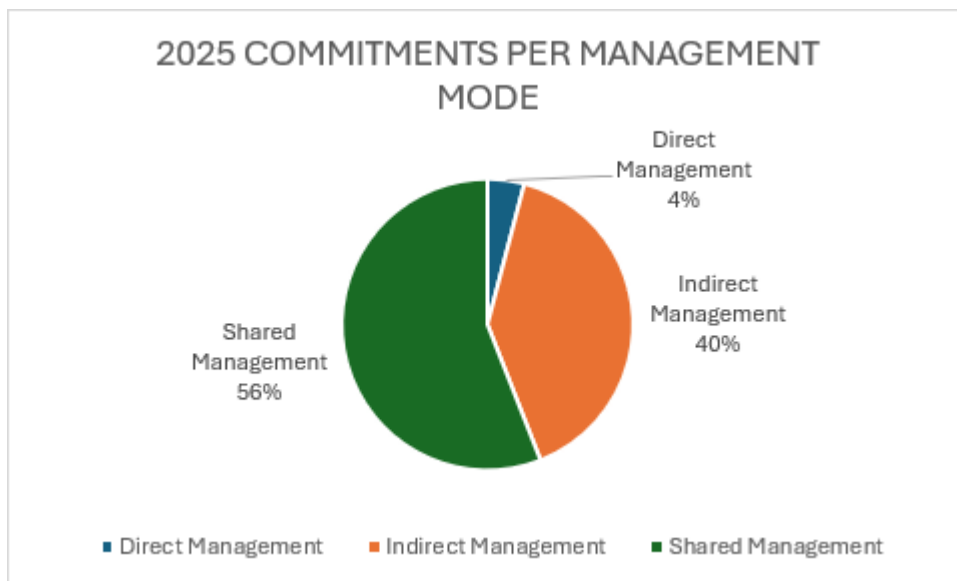
⁽¹¹²⁾ As per the underlying figures in Annex 3 to the present Annual Activity Report. It covers all fund sources and co-delegated amounts.

⁽¹¹³⁾ The total EU Budget in commitment appropriations for 2025 amounted to EUR 199.44 billion (OJ L, 2025/31 of 27.02.2025).

⁽¹¹⁴⁾ As per the underlying figures in Annex 3 to the present Annual Activity Report.

⁽¹¹⁵⁾ Category "Other" covers expenditure linked to the research programmes, pilot projects, preparatory actions, other staff and expenditure relating to persons and co-delegated amounts from DG JUST for ex post audits.

The graph below presents the distribution of individual commitments signed by DG HOME in 2025 ⁽¹¹⁶⁾ per management mode:



The highest share of the 2025 individual commitments is for shared management amounting to EUR 2 713.98 million (or 56%) and covers the Member States' national programmes and the specific actions under the Thematic Facility.

The second highest share of the 2025 individual commitments is for indirect management amounting to EUR 1 940.04 million (or 40%) and is mainly covered by budgetary commitments dedicated to six decentralised HOME agencies, in particular Frontex, which has received new resources over the past few years for tasks relating to external border management. The remaining budgetary commitments under indirect management covered contribution agreements signed under emergency assistance and Union actions under Thematic Facilities.

The share for direct management amounts to EUR 198 million and covers mainly Union actions and emergency assistance under Thematic Facilities.

DG HOME manages together with the Research Executive Agency the research programme 'Civil security for society' (Cluster 3) of Horizon Europe with a budget of EUR 1.4 billion for the 2021-2027 period (2% of Horizon Europe). The research programme is a unique instrument for the EU innovation and capability development. For more details on the implementation of funds and the related assurance, please refer to the [Annual activity report 2025 – European Research Executive Agency](#).

As regards DG HOME's assurance building, the activities carried out to control the execution of appropriations are presented in this section per relevant control system:

- Relevant control system 1a): Shared management MFF 2014-2020
- Relevant control system 1b): Shared management MFF 2021-2027
- Relevant control system 2a): Direct management – Union actions and emergency assistance (EMAS) grants

⁽¹¹⁶⁾ It includes the individual commitments signed in 2025 by DG HOME, including complementary commitments to commitment carried over from 2024, excluding de-commitments.

- Relevant control system 2b): Direct management – Procurement
- Relevant control system 3a): Indirect management - Contribution/delegation agreements
- Relevant control system 3b): Indirect management - Decentralised agencies

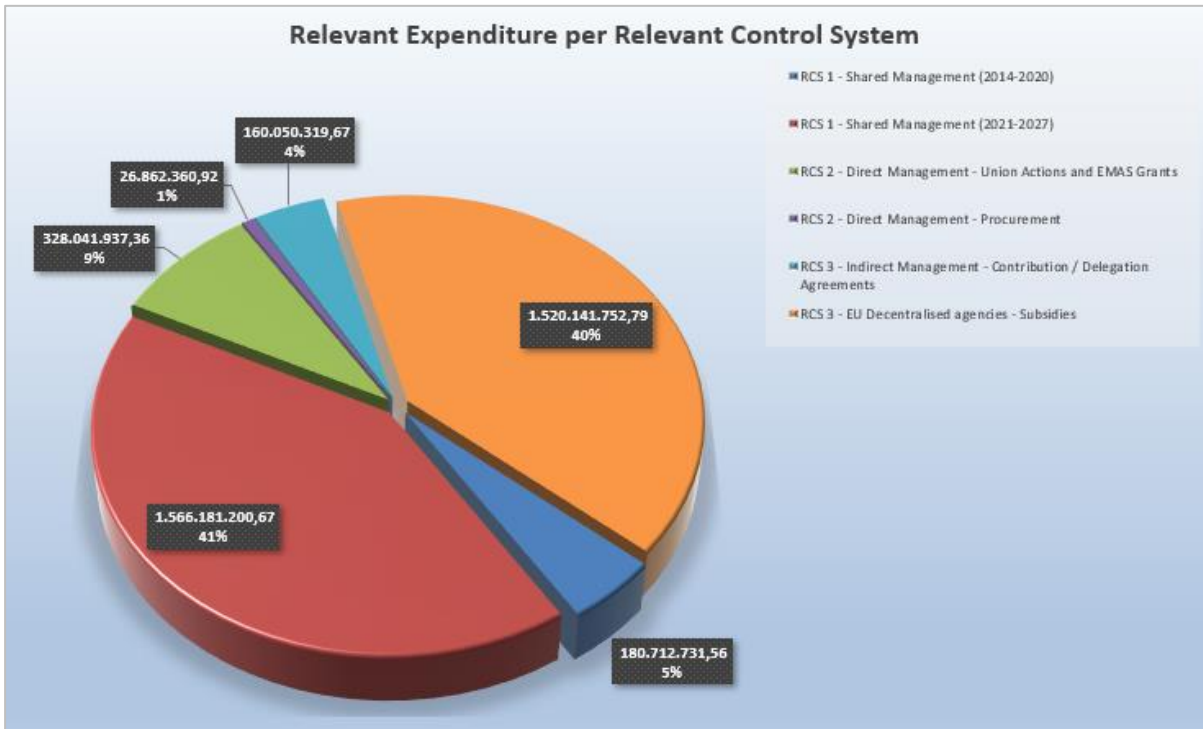
For each relevant control system, the assessment is based on two layers (ex-ante control and ex-post controls). The conclusion on the assessment of the functioning of each management and control system presents whether the declaration of assurance must be qualified with reservations.

A performance framework based on the Common Provision Regulation is applied to the Home affairs funds. The methodology to establish the performance framework include among others: (a) the criteria applied by the Member State to select indicators; (b) data or evidence used, data quality assurance and the calculation method; (c) factors that may influence the achievement of the milestones and targets and how they were taken into account. Policy officers in DG HOME carry out a basic quality check of Annual Performance Reports when received from Member States. The Monitoring Committee for each programme will approve the annual performance reports for programmes supported by AMIF, ISF and BMVI. DG HOME provides webinars and explanatory fiches to support Member States in implementing the performance framework.

In 2025, DG HOME finalised the interim evaluations of the current Home Affairs Funds (AMIF, BMVI and ISF) and the ex-post evaluations of the previous funds (AMIF, ISF-BV and ISF-P), in application of their respective legal basis ⁽¹¹⁷⁾. In line with Better Regulation, the objective is to assess the performance of the funds in supporting their policy objectives, from the point of view of effectiveness, efficiency, coherence, relevance and EU added value. The interim evaluations of the current funds were published in 2025 and the ex-post evaluations of the 2014-2020 funds were published early 2026.

DG HOME uses internal control processes to ensure sound management of risks relating to the legality and regularity of the underlying transactions it is responsible for, taking into account the multiannual character of programmes and the nature of the payments concerned. The main indicators used to measure the level of compliance with the legality and regularity are (depending on the control system) the residual error rates, risks at payment and risk at closure.

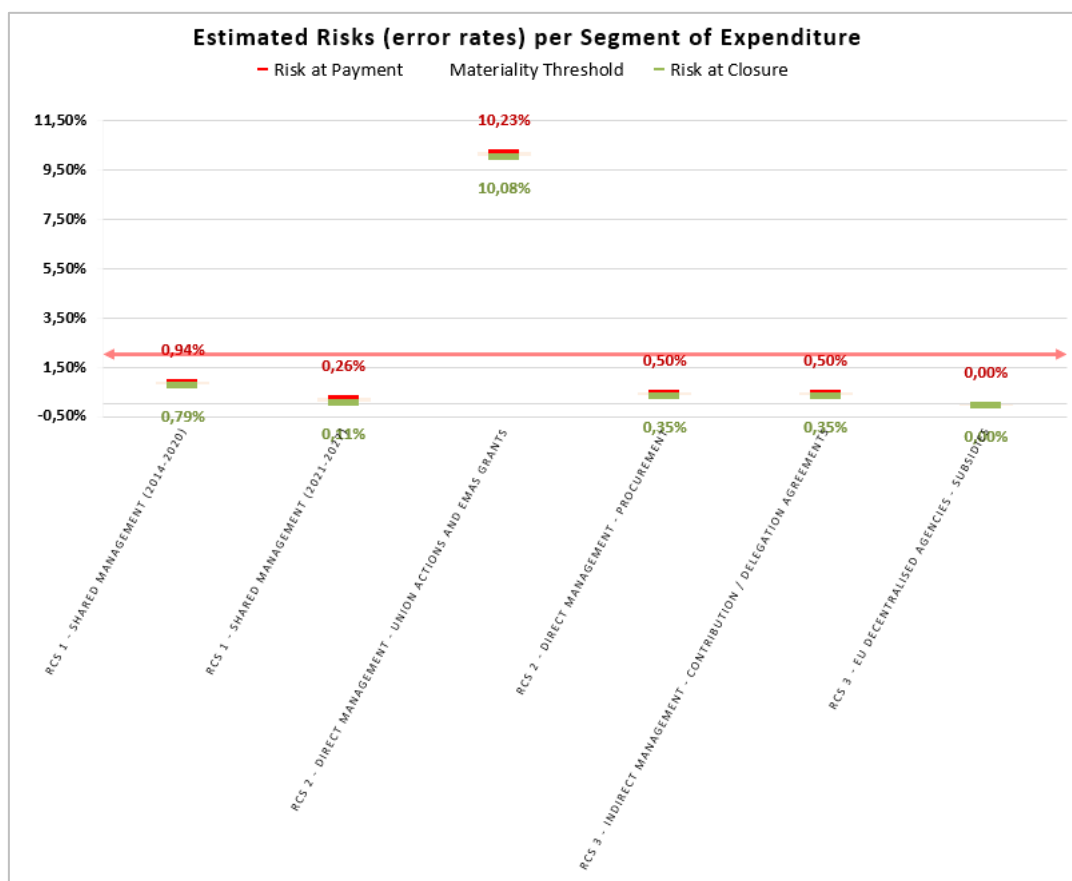
⁽¹¹⁷⁾ Regulations 514/2014 and 2021/1060.



Further details on the DG's assurance building, and materiality criteria are outlined in Annex 5 of the Annual Activity Report. In addition, **Annex 6** outlines the main risks together with the control processes to mitigate them and the indicators used to measure the performance of the relevant control systems.

2.1.2. Effectiveness of controls

a) Assessment of control results per segment of expenditure



DG HOME's portfolio consists of three relevant control systems with an overall risk at payment of 1.06% (1.27% for 2024). For five out of six segments, the risk at payment is well below 2%, while for one segment (Direct management – Union actions and emergency assistance grants) the risk at payment is 10.23% (up from 6.64% in 2024).

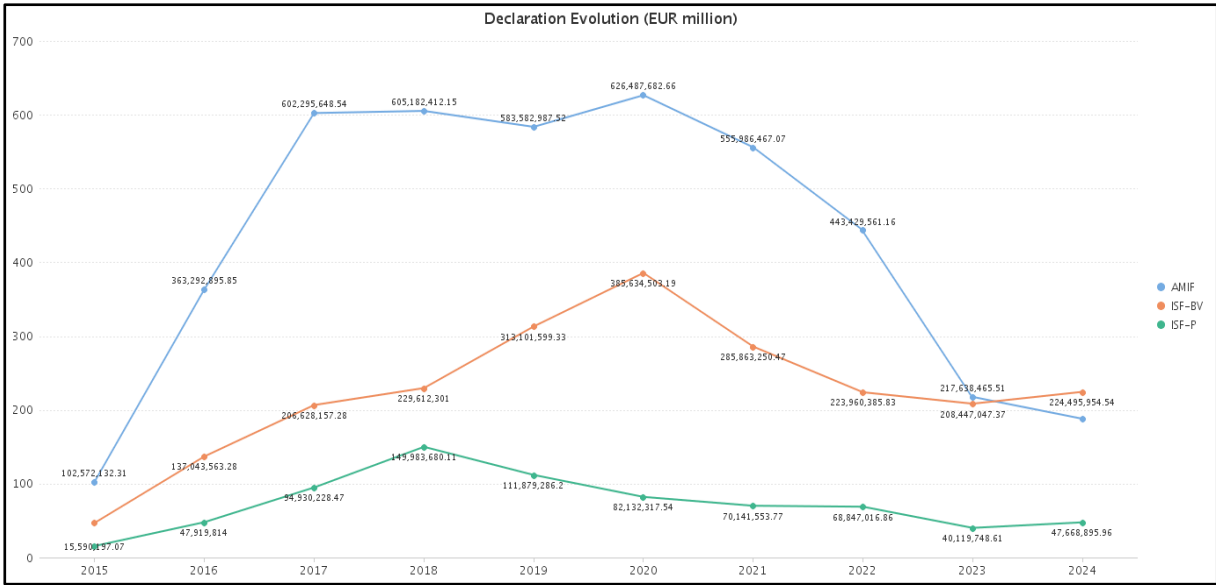
DG HOME uses internal control processes to ensure sound management of risks relating to the legality and regularity of the underlying transactions it is responsible for, taking into account the multiannual character of programmes and the nature of the payments concerned.

Control system 1a): Shared management MFF 2014-2020 (Asylum, Migration and Integration Fund and Internal Security Fund)

In 2025, no commitments were made for the programming period 2014-2020. The final accounts were submitted in 2024. In the course of 2025, only very minor corrections took place, affecting only slightly the cumulative absorption rate.

At the end of 2025, the **cumulative absorption rate** of AMIF and ISF under shared management is equal to **93.96%**, down from **93.99%** by the end of 2024 and up from **87.8%** by the end of 2023. This figure reflects the consumption from 2014 to 2024 financial years whose cumulative value is equal to EUR 7.28 billion out of a total allocation to the national programmes of EUR 7.75 billion.

The graph below reflects the evolution of AMIF and ISF accounts from 2014 to 2024 ⁽¹¹⁸⁾.



Step 1 – ex ante controls

The Horizontal Regulation (EU) 514/2014 allowed for the implementation of the 2014-2020 national programmes up to 30 June 2024.

The final accounts submitted for clearance by the Member States for 2024 financial year concerned 58 cost claims. The first clearance decision adopted in 2025, covering both the 2024 accounts as well as any outstanding accounts from previous years, led to payments for a value of **EUR 118.60 million** ⁽¹¹⁹⁾ and recovery orders totalling EUR 12.91 million. A second clearance decision in relation to the final accounts was adopted in early 2026. Six months after the notification of the relevant decision, any balance remaining in the national programme will be decommitted in accordance with the Horizontal Regulation.

In line with DG HOME’s assurance process (Annex 7), the audit opinions and detailed annual control reports, in which the national audit authorities document the audit work to underpin the audit opinions issued as part of the annual payment, are assessed as part of the ex-ante controls. Closure of the programmes is without prejudice to the Commission’s power to impose financial corrections under the relevant provisions of the applicable legal instruments.

Throughout 2025, a Closure Working Group composed of deputy heads of the relevant funding and audit units met regularly to discuss FAQs and to deliver consistent and sound guidance to desk officers.

Step 2 – ex post controls

In addition to the annual clearance procedure, conformity clearance ⁽¹²⁰⁾ and financial corrections by the Commission are possible up to 3 years after the expenditure has been paid

⁽¹¹⁸⁾ Data Source: Member States’ final 2024 accounts for the financial year 16.10.2023-30.06.2024.

⁽¹¹⁹⁾ Commission Decision C(2025) 7483 final of 30.10.2025.

⁽¹²⁰⁾ Commission Implementing Regulation (EU) 2015/378, Article 2.

by the responsible authority to the beneficiaries. Conformity clearance procedures are also launched following audits by the European Court of Auditors in the context of the annual statement of assurance exercise or following a case confirmed by OLAF, where irregularities are confirmed. As a result of the conformity clearance procedures, the Commission imposes net financial corrections on the Member States by which they reimburse to the EU budget the amounts corresponding to those corrections. At the end of 2025, DG HOME had 15 ongoing conformity clearance procedures of which 4 were launched in 2025.

Assessment of the functioning of the management and control systems (including best estimate of error)

The methodology to determine reservations and to estimate the net amount at risk is provided in Annex 5. The cumulative outcome of the assessment is presented below (more detailed information per Member State is provided in Annex 7):

Activity/Fund	Cumulative amount at risk (31 Dec 2025) in EUR million	Cumulative Decpayments (31 Dec 2025) in EUR million	EU Decerror rate	Cumulative residual
AMIF	39.77	4,203.71	0.95%	
ISF	25.78	2,742.29	0.94%	
Total	65.56	6,946.00	0.94%	

The **average residual error rate across AMIF and ISF is respectively 0.95% and 0.94%, well below 2%**. 7 Member States and 2 Schengen Associated Countries present a cumulative residual error rate higher than 2% and therefore, are included under the reservation. Please see Annex 9.

IMPACT on Declaration of Assurance (based on functioning of systems, materiality and legality and regularity criteria)			AAR 2025					
			AMIF			ISF		
				% of MCS	% of EU payments		% of MCS	% of EU payments
1	Reasonable assurance	Number of MCS	7	26%	34.0%	6	19%	23.38%
		Cumulative EU payments	1,430,553,802.65			641,094,105.58		
2	Reasonable assurance with low risk	Number of MCS	16	59%	49.7%	18	58%	60.50%
		Cumulative EU payments	2,088,419,396.22			1,659,171,067.53		
3	Limited assurance with medium risk	Number of MCS	3	11%	16.0%	6	19%	15.59%
		Cumulative EU payments	672,954,757.47			427,536,966.11		
4	Limited assurance with high risk	Number of MCS	1	4%	0.3%	1	3%	0.53%
		Cumulative EU payments	11,783,810.56			14,486,423.61		
			4,203,711,766.90			2,742,288,562.83		

When the Commission considers that expenditure was not in compliance with Union and national rules, it launches a **conformity clearance** procedure. During this procedure, should expenditure and/or system deficiencies be confirmed, the findings are notified to the MS specifying the corrective measures needed in order to ensure future compliance, and indicating the level of financial correction the purpose to exclude from Union financing any expenditure affected by the non-compliance with Union rules.

Control system 1b): Shared management MFF 2021 – 2027 (Asylum, Migration and Integration Fund, Border Management and Visa Instrument and Internal Security Fund)

Overall, during the accounting year 2024-2025 ⁽¹²¹⁾ a total of 187 interim payments were accepted by DG HOME, resulting in a total payment of EUR 1.376,47 million made to the 2021-2027 programmes. The respective 72 accounts were submitted by the relevant deadlines (15.02/01.03.2026).

Step 1 - Ex ante controls

A specific feature of the 2021-2027 period is the need for Member States to comply with a set of **horizontal enabling conditions** as laid down in annex III of the CPR to ensure that an appropriate and sound strategic and legal framework, including the required policy reforms, are in place at the start of the period and during implementation, to allow for the effective implementation of the funds during the period. The possibility to reimburse expenditure to the Member States in each specific area is conditioned to the continued compliance with enabling conditions.

All Member States fulfilled the applicable **horizontal enabling conditions** in 2025 except Hungary concerning the EU Charter of Fundamental Rights ('Charter HEC').

The Charter HEC remains unfulfilled regarding the right to asylum and returns and therefore, affected funds cannot be reimbursed to Hungary.

Constructive dialogue with Member States competent authorities proved to be crucial to support the implementation, management and control of AMIF, BMVI and ISF at national level, thus Member States are on a regular basis provided with guidance. This takes places in various forms to suit best the needs of Member States: meetings of the Home Affairs Funds Committee, documents clarifying specific topics (e.g. performance framework), and workshops, which are organised on specific issues, e.g. performance measurement.

Step 2 – ex post controls

If a material level of irregularities is identified in the accounts, either as reported by the audit authority (for example because of an annual residual error rate above 2%) or as identified through Commission audits, the Commission has to launch financial correction procedures. No such procedures have been launched in 2025.

The Commission also conducts ex post audits to assess the reliability of the control and audit activities carried out by the Member State. Four such audits have been launched in 2025.

Assessment of the functioning of the management and control systems (including best estimate of error)

The methodology to determine reservations and to estimate the net amount at risk is provided in Annex 5. The outcome of the assessment is presented below (more detailed information per Member State is provided in Annex 7):

⁽¹²¹⁾ Related to period ended 30 June 2025

Activity/Fund	Amount at risk (31 Dec 2025) in EUR million	Relevant expenditure 2025 (31 Dec 2025) in EUR million	Residual error rate
AMIF	2.05	779.84	0.26%
BMVI	1.54	675.34	0.24%
ISF	0.48	111.01	0.43%
Total	4.07	1 566.18	0.26%

The average residual error rate across AMIF, BMVI and ISF is 0.26%, well below 2%. At Member States level, for two Member States a reservation has been issued as presented in Annex 9.

Control system 2a): Direct management – Union actions and emergency assistance grants

In 2025, DG HOME committed a total amount of EUR 166.56 million ⁽¹²²⁾ (direct management only):

- EUR 126.72 million for Union actions grants
- EUR 39.84 million for emergency assistance (EMAS) grants

Step 1 – ex ante controls of Union actions and emergency assistance grants

Union actions, Member States under pressure and emergency assistance grants under direct management represented 4.1% (EUR 180.67 million) of total value of DG HOME payments in 2025.

‘Union actions’ are transnational actions or actions of particular interest to the Union covering the objectives under AMIF, BMVI and ISF. These elaborated and often long-term projects support EU-wide networks, new ways of working, testing of tools or methods throughout the Union and cooperation activities between Member States and third countries. In addition, emergency assistance under AMIF and BMVI supported Member States facing urgent needs on the ground in the areas of migration and border management.

Control activities include preparation and adoption of the multi-annual work programmes, the calls for proposals, subsequent evaluation, diligent preparation of grant agreements as well as monitoring throughout the implementation period.

In 2025, 521 proposals for **Union action grants** were received for evaluation for a total value of EUR 974.77 million. In evaluations finishing in 2025, 74 projects were selected, with a budget amounting to EUR 149.61 million. The activity was significantly higher than in 2024, due to a very large number of proposals received in particular for 2025 AMIF Integration call (422 proposals for an overall amount just below EUR 810 million). At the same time this unusually high number of proposals required a longer evaluation time, which in some cases is still ongoing. The number of grants signed in 2025 remained comparable to 2024 (45 versus 49). Their value was considerably higher than in the previous year (EUR 126.58 million versus

⁽¹²²⁾ It includes the individual purchase orders signed in 2025.

EUR 73.51 million) – this is explained by five large direct awards planned for 2025 in the work programmes.

As concerns **emergency assistance**, DG HOME awarded two grants ⁽¹²³⁾ (compared to five in 2024), to address urgent and specific needs in the Member States in the fields of migration and security, supporting Spain in response to large influx and Finland for critical undersea infrastructure. The value of these two projects, under AMIF and ISF, amounted to EUR 39.84 million.

The number of payments made in 2025 was slightly lower than in the previous year: 124 (compared to 148 in 2024) and it included 48 prefinancing payments. The total value of payments decreased slightly compared to the previous year - EUR 180.67 million compared to EUR 209.38 million in 2024. The number of payments in 2025 represented mostly Union actions - 92%, which is slightly more than in 2024 (where they accounted for 87%). In 2025, within EMAS, payments of EUR 50.96 million were made: there were two prefinancing payments for the newly awarded grants (EUR 31.87 million) and the remaining amount related to six final payments to close the grant agreements signed between 2018-2024.

Step 2 – ex post controls of Union actions and emergency assistance grants

In 2025, DG HOME launched 24 direct management ex post controls on grants implemented by DG HOME. All are part of the annual audit work programme 2025, except one from the previous work programme. Taking into account the audits launched in the previous annual audit work programmes, DG HOME's auditors finalised 5 direct management audit reports ⁽¹²⁴⁾ in 2025 (2 and 3 from the respective annual work programmes of 2023 and 2024). The cumulated direct management audit coverage for 2014-2020 programming period was 23.89% as of 31 December 2025. The majority of the errors detected in the audits finalised in 2025 are related to incorrect procurement procedures.

Assessment of the functioning of the management and control systems (including best estimate of error)

Based on additional audits closed by end 2025, corporate guidance on the treatment applicable to procedural procurement errors (more details in Annex 5) and the assessment of the functioning of the management and control system for direct management grants, Union actions and emergency assistance, no reservation is issued in respect to this control system.

The detected error rate increased to 10.23% compared to 6.64% in 2024. The increase is especially due to one audit of an emergency assistance grant with a 100% correction (EUR 13.5 million) following issues with public procurement. This has been considered as a procurement procedure procedural error, in accordance with corporate instructions (Annex 4 of AAR Guidance on error rates, amount at risk and reservations)) and accounted into the calculation of the detected error rate, but not in the residual error rate calculation. The cumulative residual error rate slightly increased to 1.84%, compared to 1.78% in 2024. This increase is mainly due to

⁽¹²³⁾ The AMIF grant was awarded to Spain to respond to a large influx of arrivals in Spain, including the Canary Islands and Ceuta; the ISF grant was awarded to Finland to support critical undersea infrastructure.

⁽¹²⁴⁾ Finalised meaning that the final audit reports were signed and sent to the Authorising Officer by Sub-Delegation by end-2025.

audit work finalised in 2025. The cumulative residual error rate represents a snapshot as of 31 December 2025, including the relevant recoveries issued by 31 March 2026.

Audit coverage and error rate for direct management 2014-2020 funds (multiannual)	2024	2025
<i>Cumulative Auditable Population (in EUR million)</i>	1.334,90	1.542,04
<i>Cumulative Audited Population (in EUR million)</i>	361,35	368,3
<i>Cumulative Audit coverage (%)</i>	27,07%	23,89%
<i>Cumulative detected error rate (%)</i>	6,64%	10,23%
<i>Cumulative residual error rate (%)</i>	1,78%	1.84%

The assessment of the residual error rate and amount at risk not detected by the supervisory and ex ante elements of the internal control is carried out through analysis of the results of ex post audits. The table above summarises the results of this analysis done according to the four steps detailed in Annex 5. It gives the cumulative coverage rates for grants under direct management (research excluded) and the related residual error rates.

As of the annual audit work programme 2023, a separate stratification was included for direct management grants carried out by international organisations operating under the EU-UN Financial and Administrative Framework Agreement (FAFA). This stratification was needed to reflect the specificities of this part of the population and the limited controls that can be carried out in application of the FAFA.

In 2025, no verification was concluded on grant agreements signed under the FAFA.

Control system 2b): Direct management - Procurement

The control system for direct management – procurement builds on three main processes: procurement procedures, financial operations, and supervisory measures.

Step 1 – ex ante controls

In 2025, 12 tenders (two open tenders and ten procedures of reopening of competition under framework contracts) were published, which is in line with the 2024 numbers. 2025 activity included an open procedure for a concession contract with an estimated turnover of EUR 150 million and a framework contract with a maximum ceiling of EUR 4 million. Overall, 173 contracts for a total value of **EUR 31.43 million** were signed in 2025, including research.

As compared to 2024, these figures indicate a decrease in the activity in terms of the number of contracts signed and their financial value (respectively 13,5% and 28% less than in 2024). The drop in value and number of signed contracts can be explained by the fact that a very high value (EUR 11 million) specific contract under the Knowledge Hub was signed in autumn 2024. It is running until June 2026, resulting in a de facto pause during 2025. In addition, this contract grouped a large number of actions, which in the past were contracted separately. However, globally, the number of commitments and payments remained important and echo the intensive political framework of DG HOME where procurement of contracted activities reinforce policy development in the fields of migration, borders, and internal security.

The contract management includes payments and monitoring of the delivery of the expected results while complying with regulatory and contractual provisions. To this end, DG HOME carries out ex ante checks of cost claims before processing transactions.

The amount and number of payments made in 2025 (415 payment amount to EUR 22.31 million, representing 0.5% of total payments) ⁽¹²⁵⁾ were lower compared to 2024. Considerably higher number of payments in 2024 (521) was affected by numerous payments to experts evaluating calls for proposals, whereas the drop in value is linked to the Knowledge Hub contract referred to above.

Step 2 – ex post controls

This control system is limited to Step 1, as DG HOME does not carry out ex post audit on its own procurement, as this is being done by external auditors (IAS, ECA) as appropriate.

Assessment of the functioning of the management and control systems (including best estimate of error)

Based on the methodology described in Annex 6, no ex-post controls were performed for contracts. The audit findings signalled by the other internal or external auditors are taken into account for the assessment of assurance and the residual error is estimated at 0.50%, as per error rate computed by the European Court of Auditors on administrative expenditure, below the 2% materiality threshold.

Control system 3a): Indirect management - Entrusted Entities (Contribution agreements)

Step 1 – ex ante controls

In 2025, DG HOME made commitments in relation to contribution agreements under the Union actions and emergency assistance grants, either for a top-up of existing actions (three) or for new actions (also three), for a total amount of EUR 58.52 million. Payments made in 2025 in relation to contribution agreements were equal to EUR 32.48 million (1% of the total payments made) compared to EUR 34.39 million in 2024.

Contribution agreements were monitored during the year through progress reports, regular meetings (including participation of DG HOME in steering committees), online monitoring missions and on the spot visits, including the monitoring done with local staff.

Step 2 – ex post controls

Contribution agreements are subject to ex-post verifications carried out by DG HOME. In 2025, four verifications on contribution agreements signed under the EU-UN Financial and Administrative Framework Agreement (FAFA) were started and two verifications on other agreements. None of these audits were concluded in 2025.

Assessment of the functioning of the management and control system (including best estimate of error)

⁽¹²⁵⁾ Comprising EUR 1.02 million in the field of research and EUR 21.29 million non-research.

Taking into account the limited population not allowing for the calculation of an error rate, the limitation of scope on verifications under pillar assessed international organisations and in view of the fact that no audits were finalised and based on the audit work performed, DG HOME assessed the risk at payment as 0.50%. This is a prudential approach for the amounts considered as low risk. Therefore, DG HOME considers that the level of information received as well as the supervision arrangements are sufficient to provide reasonable assurance.

Control system 3b): Indirect management – Decentralised agencies.

DG HOME pays annual EU contributions to the decentralised agencies as authorised by the budgetary authority for each agency individually. In 2025, the total budgeted commitment appropriations were EUR 1 873.29 million, up 13% from the previous year, of which 98% was implemented. The total payment appropriations were planned at EUR 1912.29 million, up by 19%, of which 98% was consumed. Total payments made to the six agencies in 2025 represented 43% of all payments made by DG HOME. A table summarising the amounts of commitment and payments appropriations budgeted and implemented in 2025 can be found in Annex 13.

DG HOME promotes close collaboration and coordination internally and with the Home Affairs agencies at all levels, including regular bilateral and/or horizontal meetings at senior management level between DG HOME and the agencies. In 2025, DG HOME held two regular meetings with agencies' Executive Directors to discuss strategic and horizontal issues and Directors meet with Executive Directors monthly for check-in. The working group set up in 2024 to explore ways of closer cooperation and synergies worked on preparing the first ever project of joint recruitment for the six agencies, with vacancies published in April 2026.

Step 1 – ex ante controls

The overall objective is to ensure that DG HOME is duly and timely informed of any governance-related issues that could have an impact on the assurance of the agencies and/or represent a reputational risk for DG HOME. Decentralised agencies have full responsibility for the implementation of their budget, and are as such, subject to a separate discharge procedure, while DG HOME is responsible for regular payment of EU contributions as authorised by the budgetary authority.

DG HOME closely monitors agencies' activities in policy implementation, budget planning and implementation and internal control, including follow-up on recommendations issued by the Internal Audit Service and the European Court of Auditors. DG HOME exercises its oversight role directly through membership (with voting rights) in the agencies' Management Boards, where the Commission is represented in most cases by DG HOME's Director-General and Deputy Director-General, or the Director in charge of the respective policy area. In addition, DG HOME actively participates in preparatory meetings usually organised before Management Board meetings, and meetings of other bodies (e.g. Executive Boards, working groups) established by the Management Boards of the respective agencies ⁽¹²⁶⁾. Four agencies, eu-LISA, Frontex, EUDA and Europol have dedicated working groups dealing with resources and audit-related

⁽¹²⁶⁾ Out of the six Home Affairs Agencies, three have established an Executive Board (EUAA, Frontex and EUDA) two others have other mechanism/working groups established by their Management Board and assisting in the preparation of the deliberations/decision-making of the Management Board (Europol and eu-LISA).

matters ⁽¹²⁷⁾. In EUAA, the similar preparatory work is carried out by an Executive Board, with slightly higher authority in decision making. In 2025, an additional working group of experts in financial matters was set up to support the work of this Executive Board.

Step 2 – ex post control

The centralised Internal Audit Service of the Commission acts as the internal auditor for the agencies ⁽¹²⁸⁾, while the European Court of Auditors gives a statement of assurance as to the reliability of the annual accounts and the legality and regularity of the underlying transactions. Based on these, the European Parliament grants discharge directly to the agencies. DG HOME, therefore, does not carry out ex post audits of its decentralised agencies' expenditure, but monitors closely IAS and ECA audit recommendations, as well as of the discharge.

All six HOME agencies received a clean opinion on their 2024 annual accounts from the European Court of Auditors, as well as unqualified opinions on the legality and regularity of payments. DG HOME continues to monitor the follow-up of ECA's observations for all HOME Agencies.

Finally, all six **HOME agencies were granted discharge** by the European Parliament for the 2023 financial year. For EUAA, discharge was initially postponed allowing the Agency to address certain HR-related deficiencies identified in a 2022 OLAF report.

Assessment of the functioning of the management and control system

None of the six decentralised agencies either identified or reported such issues which could have a potential impact on DG HOME's AAR. These declarations on the use of appropriations paid in 2025 to the JHA Agencies are, however, provisional, since the agencies will publish their own Consolidated Annual Activity Reports as stipulated in their Establishing Regulation, e.g. eu-LISA by 1 July 2026.

The relevant information provided by the agencies in relation to the issues identified as a result of the Commission's involvement in the agencies' Management Board and the results of DG HOME's supervision arrangements are deemed reliable and assessed as sufficient to draw reasonable assurance conclusion. Details on IAS audits will be given by the agencies directly in their annual activity reports, in the framework of their separate discharge procedure. Therefore, the actual payments made by DG HOME to the decentralised agencies related to the subsidies voted by the budgetary authority, are considered error-free type of expenditure (0% risk at payment).

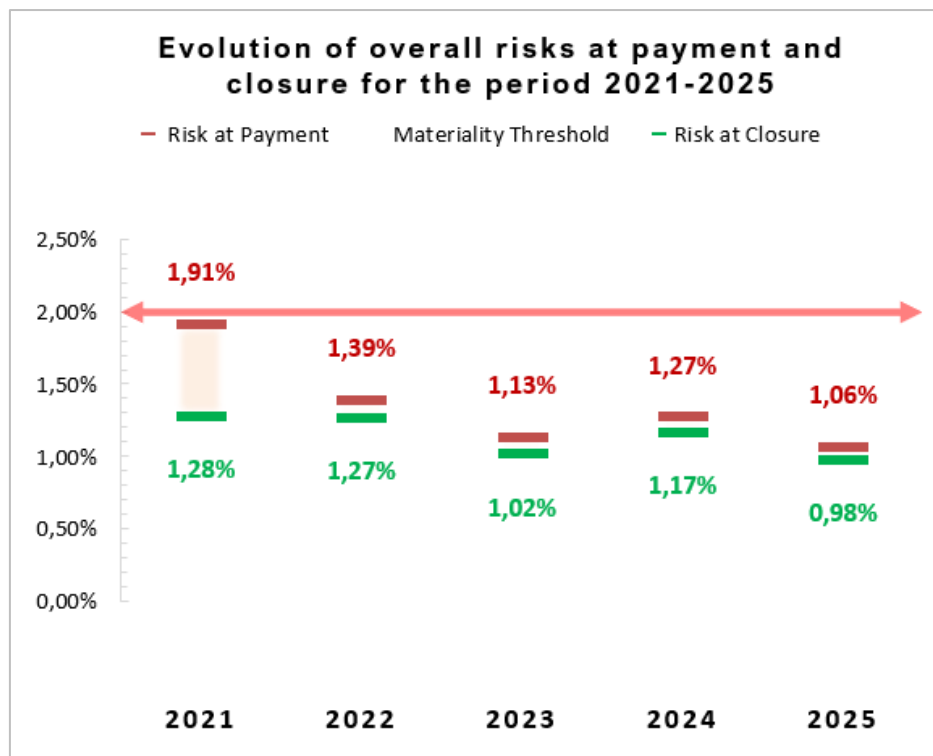
Tables summarising the payments made by DG HOME in 2025, in terms of activities per control system, as well as the key indicators available for each layer can be found in Annex 7.

⁽¹²⁷⁾ eu-LISA: Audit, Compliance and Finance Committee; Frontex: Working Group on Budget and Accounts; EUDA: Budget Committee; Europol: Working Group on Corporate Matters and the Working Group on Information Management.

⁽¹²⁸⁾ Some Agencies (e.g. Frontex & eu-LISA) have their own internal audit capability.

The analysis of the results of the control activities implemented by DG HOME in 2025 which are described under each control system in section 2.1.2 allows DG HOME to state that overall reliable and complete control results are available for each control system.

b) Estimation of the overall risk at payment and risk at closure



The estimated **overall risk at payment** for 2025 expenditure is the AOD's best conservative estimate of the amount of relevant expenditure during the year that is not in conformity with the contractual and regulatory provisions applicable at the time the payment was made. A proportion of the underlying errors will be corrected in subsequent years and until the end of the programming cycle, corresponding to the conservatively estimated future corrections for 2025 expenditure. The difference between the risk at payment and the estimated future corrections results in the estimated overall risk at closure ⁽¹²⁹⁾.

The evolution of the **risk at closure** over time shows that there is a stable trend since 2021, with a decrease from 1.17% in 2024 to 0.98% in 2025, mainly due to controls implemented at the level of Member States according to the control framework put in place for 2021-2027 funds under the Common Provisions Regulation.

For an overview at Commission level, the departments' estimated overall risk at payment, estimated future corrections and risk at closure are consolidated in the AMPR.

⁽¹²⁹⁾ This is the AOD's best, conservative estimation of the expenditure authorised during the year that would remain not in conformity with applicable regulatory and contractual provisions by the end of implementation of the programme.

c) Quantitative benefits of controls: Preventive and corrective measures

With the ex-ante and ex-post controls set up, within both DG HOME and the member states, there is an effective mechanism in place for detecting and correcting errors reaching EUR 115,59 million of preventive and corrective measures for 2025. Ex-ante controls resulted in preventive measures of EUR 115,57 million and ex-post controls resulted in corrective measures of EUR 0,02 million. In shared management, Member States play an important role in this preventive and corrective mechanism and part of the benefit stems from their actions (EUR 115,57 million and EUR 0 million respectively in 2025). Please see detailed table in Annex 7.

Compared to 2024, with EUR 44,44 million and EUR 1.09 million from ex-ante and ex-post controls respectively, there is an increase that is mostly explained by the increase in the preventive errors implemented by the Member States in accordance with the CPR rules.

In 2025, due to the transition to SUMMA, only preventive measures exceeding EUR 500,000 are reported. All corrections made by DG HOME fall below this threshold and therefore are outside the reporting scope.

d) Assessment of control results for non-expenditure items (not applicable)

e) Fraud: prevention, detection, and correction

DG HOME has developed and implemented its own **anti-fraud strategy** since 2013, based on the methodology provided by OLAF. It is updated every three years and was last updated on 11 February 2025 following a fraud risk assessment. Its implementation is being monitored and reported to the management on an annual basis in the framework of the Annual Activity Report, as well as to OLAF as regards the actions contained in the Commission's anti-fraud strategy (CAFS). The 2025 action plan comprises actions related to internal communication and activities on anti-fraud. Out of 16 actions 12 have been implemented in 2025 and four actions are in progress. The implementation of actions 1.3, 3.1, and 3.2 is expected to be completed by the third quarter of 2026:

- **action 1.3.** Stock taking exercise by analysing case related notifications received from OLAF, and/or the EPPO during the year for the purpose of identifying fraud risks/patterns (recurring or new) and/or lessons learnt where relevant
- **action 3.1.** Promote the use of IMS among Member States to raise awareness around fraud reporting and improve detection of potential fraud cases in shared management
- **action 3.2.** Offer information and trainings to Member States, if possible with the support of OLAF, focusing in particular on the areas identified as posing the highest risk, and in particular on conflict of interest situations.

Additionally, **action 2.6** on fostering the synergies between policies against organised crime, fraud and corruption, will be proposed for revision to align with the ongoing anti-fraud architecture review conducted by central services.

As lead service for actions 24 and 39 ⁽¹³⁰⁾ of the **Commission Anti-Fraud Strategy Action Plan** of July 2023, DG HOME has implemented both remaining actions. For **CAFS action 24**, addressing risks connected to spending in emergency situations, DG HOME participated in 2025 in the drafting of the guidance with DG ECHO and FPI on the exchange of best practice on addressing the risks to spending in emergency situations; the document was disseminated. As regards **CAFS action 39**, focusing on synergies between policies against fraud and organised crime, the action was implemented in 2024 and was discussed internally and proposed for revision in 2025 in line with the anti-fraud architecture review.

Corrective measures based on OLAF recommendations are reported on in the context of annual monitoring exercises conducted by OLAF, in accordance with Article 11 of Regulation 883/2013 ⁽¹³¹⁾.

Other results achieved during the year thanks to the anti-fraud measures in place can be summarised as follows:

- DG HOME continued its **fraud awareness-raising efforts** by running an internal communication campaign. The campaign used scenario-based exercises to help staff detect and identify fraud and explained the procedure to follow when fraud is suspected.
- DG HOME also continued its **close collaboration with OLAF** - providing information and administrative support and collaborating with selectors and investigators at their request, and the **Fraud Prevention and Detection Network of the Commission**.
- As a member of the inter-service group on the anti-fraud architecture revision, DG HOME contributed to the Commission White Paper for the Anti-fraud Architecture Review (COM(2025)546).

On the basis of the available information, DG HOME has reasonable assurance that the anti-fraud measures in place are effective overall. However, additional measures will be taken in order to better align the DG HOME action plan with the Commission anti-fraud developments and changing environment. The revision of action 2.6 of DG HOME AFS action plan will be envisaged to reflect the current deliberations and future conclusions of the anti-fraud architecture review for which BUDG and SG are in the lead.

The three highest-rated fraud risks concern irregularities and/or fraud in public procurement, the risk of conflict of interest as well as the risk for ineligible expenditure to occur. The action plan attached to the revised 2025 DG HOME anti-fraud strategy, that was adopted in January 2025, contains the mitigating measures to tackle the identified fraud risks, with a focus on:

- effective fraud prevention and promotion of fraud awareness,
- enhancement of cooperation with OLAF and other DGs and services,

⁽¹³⁰⁾ CAFS action 38 on anti-corruption policy implementation was transferred to DG JUST.

⁽¹³¹⁾ Regulation (EU, Euratom) No 883/2013 of 11.9.2013 concerning investigations conducted by the European Anti-Fraud Office (OLAF) and repealing Regulation (EC) No 1073/1999 and Council Regulation (Euratom) No 1074/1999.

- support to Member States' anti-fraud efforts.

2.1.3. Efficiency of controls

The transition in 2025 to the Commission's new accounting system, SUMMA, has required the adjustment to a new system and has impacted budget implementation tasks, processes and financial management activities, particularly during the first part of the year. This has required careful management to ensure the same data quality as in previous years.

DG HOME assessed the efficiency of controls on the basis of "time to" indicators, which measure the time needed to complete specific procedures. The statistics based on all payments covering all management modes made by DG HOME in 2025 show **timely payments at 92%**, which is slightly lower level than in 2024 (98%) and the Commission average (97%). DG HOME's score is primarily due to the 2024 backlog of shared management payments processed only in early 2025. Initiatives undertaken to improve control efficiency in financial management include regular monitoring of open invoices via enhanced reporting, initiating invoice suspensions when necessary, as well as ensuring monitoring of final dates for implementation. The timely payments indicator is monitored on a monthly basis through the monthly reporting on the budgetary and financial management.

The total amount of payments made by DG HOME in 2025 were around 14.7% higher than in 2024 (EUR 4.37 billion vs EUR 3.81 billion) while the efficiency indicators show largely positive results as presented in this section, which proves that in general DG HOME managed its resources and processes efficiently. A closer look at the control systems shows the areas where major improvements were achieved, and where additional efforts will be needed.

During 2025, 2 217 ex ante verifications took place (2 435 in 2024), of which 11% were sent back for correction (11% in 2024).

Control system 1 a) and b) – shared management 2014-2020 and 2021-2027

The indicators on efficiency deteriorated to some extent in 2025: 87% of payments were made on time. Other efficiency indicators are not relevant in shared management.

Control system 2a) – direct management - Union actions and EMAS grants

The individual efficiency indicator as regards "timely payment" has remained stable for Union Actions (100% in 2024 and 2025) and significantly improved for EMAS (83% in 2025 compared to 51% in 2024). In the case of Union actions, the time-to-inform indicator decreased by 17 days, while the time to grant indicator has decreased by 38 days. This evolution reflects the population of calls evaluated in 2024/2025 – smaller calls, taking less time to close and a large number of direct awards where both evaluation and grant preparation are more efficient than in the case of open calls. In the case of EMAS, the time to inform decreased by six days while the time to grant rose by 15 days.

Control system 2b) – Direct management - Procurement

As regards procurement, the timely payment indicator increased from 82% to 85%. This is a positive evolution, despite considerable difficulties with monitoring open invoices in the

beginning of the year, where reporting tools were not yet available or stable following transition to SUMMA.

Control system 3a) Indirect management – Contribution agreements

The timely payment indicator increased from 73% in 2024 to 85% in 2025 for contribution agreements under indirect management.

Control system 3b) – Indirect management decentralised agencies

The time-to indicators have shown 100% for 2025 same as in 2024.

Based on the above information, DG HOME could reach a positive conclusion with regard to the efficiency of the most significant control systems by value (shared management and decentralised agencies). For further details on payment indicators with details on (time-to) indicators per control system, please refer to Annex 7.

2.1.4. Economy of controls

The cost of controls has been estimated at DG HOME level and, separately, at the level of Member States and entrusted entities, for shared and indirect management respectively. The costs at DG HOME level are reported in absolute values and as a percentage of the payments made, globally and broken down by relevant control system and step (as described in Annex 6).

The assessment of the economy of the cost of controls has been carried out through analysis of the evolution over time and in relation to the volume of resources managed.

Cost of controls at DG HOME level

DG HOME has analysed the estimation of the cost of control in relation with the value of the payments made in 2025 per control system (Annex 6) and over the last three reporting years, to draw conclusions also on the trend. As a basis for the calculation, DG HOME has quantified the Full-Time Equivalent (FTEs) allocated to the control activities, whilst “other direct costs” are mainly represented by externalised audit work.

As a result, the **total estimated cost of the controls** performed in 2025 by DG HOME has been estimated at **EUR 21 126 986.62, which is 0.48 % of the total payments.**

This confirms a stable decreasing trend in terms of cost of controls per payments (below table see ratio). The slight decrease in the cost of controls comes despite of an updated annual average Full Time Equivalent cost.

The performance of cost of the controls slightly improved (from 0.56% in 2024 to 0.48% in 2025). This is explained by higher level of payments compared to year 2024 while costs of control systems remained stable. The efforts continued to provide appropriate guidance on control requirements to Member States, to decentralised agencies and implementing partners.

The below table provides exhaustive information on the data analysed by DG HOME to draw this conclusion.

	2025			2024			2023		
Control system	Costs (M EUR)	Payments (MEUR)	Costs/ payments (%)	Costs (MEUR)	Payments (MEUR)	Costs/ payments (%)	Costs (MEUR)	Payments (MEUR)	Costs/ payments (%)
Shared management	7.29	2 262.22	0.32%	7.25	1 990.49	0.23%	8.23	1 297.77	0.63%
Direct management-grants	5.12	180.67	2.83%	4.96	209.39	1.93%	4.52	162.11	2.79%
Direct management - public procurement	2.90	27.31	10.69%	2.66	31.82	7.93%	2.31	31.60	7.32%
Indirect management - Entrusted Entities and Decentralised Agencies	1.89	1 901.06	0.10%	1.80	1 577.29	0.10%	1.29	1 571.46	0.08%
Other	3.92	0	NA	4.69	0	N/A	3.66	0	N/A
Total	21.13	4 371.26	0.48%	21.35	3 808.98	0.56%	20.01	3 062.94	0.65%

Costs of controls at Member State level

DG HOME collected the cost of the controls incurred for the implementation of AMIF, BMVI and ISF for the 2025 financial year by responsible/managing and audit authorities (and delegated authorities when applicable) based on the following types of expenditure:

- supervision to ensure compliance with the designation criteria (Body referred to in Article 26 Regulation 514/2014)
- audit authority staff costs and other costs (such as overheads, training courses, travel)
- responsible/managing authority (and delegated authority) staff costs and other costs (such as overheads, training courses, travel)

The cumulative cost of control estimated by the Member States is equal to EUR 73.95 million (EUR 69.70 million in 2024). The total amount of expenditure declared in 2025 by the Member States for the accounting period 2023-2024 was EUR 647.83 million ⁽¹³²⁾ while the total amount of expenditure declared in 2024 was EUR 348.92 million ⁽¹³³⁾. The ratio of estimated cost of control over the amount of funds Member States managed is equal to 11.42% (5.39% in 2024).

The cumulative amount of the cost of control estimated by the Member States has increased approximately 6% between 2024 and 2025, which is explained by the fact that the implementation of the 2021-2027 programming period has taken cruising speed in most of the Member States programmes, affecting the related cost of control.

⁽¹³²⁾ As per Appendix 1, column B of accounts from the accounting period 2023-2024 submitted by MS in February/March 2025 (MFF 2021-2027).

⁽¹³³⁾ As per Appendix 1, column B of accounts from the accounting period 2022-2023 submitted by MS in February/March 2024 (MFF 2021-2027).

Cost of controls at the level of Entrusted Entities

DG HOME made six new commitments ⁽¹³⁴⁾ in 2025, three of which introduced new actions and the remaining three financed top-ups for the existing ones. DG HOME reports on the cost of control borne by the entrusted entities at the start of each contribution agreement.

2.1.5. Conclusion on the cost-effectiveness of controls

Based on the most relevant key indicators and control results reported above, DG HOME has assessed the **effectiveness, efficiency and economy** of its controls of its financial management and **reached a positive conclusion on the cost-effectiveness of the controls for which it is responsible.**

The positive conclusion was reached on the basis of an estimation of costs of control over the value of the related funds, in the form of indicators and their evolution over time for each distinct control system (Annex 6) using the management indicators reported in detail in Annex 7.

DG HOME has managed to ensure an adequate balance of the following components:

- low error rates (overall risk at closure: 0.98%)
- payments made within applicable time limits (85% of payments made on time in terms of number and 92% of payments made on time in terms of value)
- low costs of controls (cost-efficiency indicator of 0.48% in 2025, in 2024: 0.56%)

Moreover, as reported under 'economy', the implementation pace and amounts paid increased over the last years, but this did not correspond to any increase in the cost of controls at DG HOME level, and only a slight increase in the cost of controls in Member States.

DG HOME's control environment and control strategy remained stable during the reporting year and the conclusion on the cost-effectiveness of controls remains unchanged.

DG HOME as well as the Member States and implementing partners are well equipped to manage and control the funds received from DG HOME.

Based on the results of its control activities carried out in 2025 DG HOME has decided to issue several reservations, which are described in section 2.1.2.

⁽¹³⁴⁾ It includes the individual purchase orders signed in 2025.

2.2. Audit observations and recommendations

This section sets out briefly the state of play for **all audit observations and recommendations reported by auditors related either to performance aspects or to internal control and financial management**. Further details for IAS and ECA audits can be found in Annex 8.

Where an audit has detected weaknesses affecting an internal control principle or the department’s assurance, a detailed analysis is provided further below in **section 2.3** and, where applicable, the incidence on the AOD’s assurance is presented in **section 2.4**, accordingly.

Internal Audit Service

As of the end of 2025, the **Internal Audit Service** concluded an audit related to ‘*Assurance building processes/audit strategy for the 2021-2027 programming period in HOME*’, which observed that DG HOME has, overall, adequately designed and set up governance, risk management and control processes that support the assurance building for funds delivered under the shared management mode for the 2021-2027 programming period, except for the observations giving rise to the ‘very important’ recommendations, for which countermeasures are either already implemented by DG HOME and currently under review by IAS or in the course of being implemented.

Reported	Audit Title	Accepted Recommendation (critical or very important)	State of play in 2025	Impact on the assurance for 2025
2025	Assurance building processes/audit strategy for the 2021-2027 programming period in HOME - Phase I design	Very important: Develop additional DG Home-specific audit arrangements for Single Audit Strategy		
		Very important: Develop and set up risk assessment module for DG Home funds.		
		Very important: Revise the methodology and approach for developing the audit plan.		
		Very important: Establish and finalise procedures for application of preventive and corrective measures		

State of play		Assurance	
	Action plan implemented		No impact on the assurance
	Action plan implementation is ongoing		Impact on the assurance
	Preparation of the action plan		

As a response to these very important recommendations, DG HOME has taken actions and fully implemented the recommendations issued by the IAS related to audit strategy

(recommendation 1) and risks assessment (recommendation 2). The actions are currently being reviewed by IAS.

The remaining actions are currently ongoing to finalise the implementation of the remaining two recommendations on methodology for the audit plan (recommendation 3) and the procedure for financial corrections (recommendation 4):

- Recommendation 3: the preparation of HOME's audit plan and monitoring of the execution for shared management programmes has been partially implemented. HOME continues to monitor the audit plan execution (the audits for 2025 have already been performed). Nevertheless, in order to fully implement the recommendation, HOME will report in the revised audit work programme any deviations and will feed the results into the future updates of the audit plan.
- Recommendation 4: the guidance on corrective and preventing measures is partially implemented. The remaining action to be implemented refers to the approval of the guidance on financial corrections.





DG HOME's continuous and systematic implementation of the IAS recommendations and the subsequent follow-up by the IAS ensure that the internal control objectives remain robust and the assurance unaffected. Therefore, in view of the ongoing implementation of actions to address the IAS recommendations, the residual risk related to very important recommendations by IAS **does not affect in a material way the achievement of the internal control objectives, and therefore the assurance provided in this AAR.**

Further details on the actions taken to remedy effectively and satisfactorily the IAS audit findings and progress achieved in the implementation of 'important' and 'very important' recommendations are included in **Annex 8**.






European Court of Auditors

As of the end of 2025, the **European Court of Auditors** did not issue any critical or very important recommendations for DG HOME. Further details on the status of implementation of important recommendations are listed below and can be found in **Annex 8**.

Reported	Audit Title	Accepted Recommendation	State of play in 2025	Impact on the assurance for 2025
2021	Statement of assurance (DAS)	1	✓	✓
		2	✓	✓
2022	Statement of assurance (DAS)	1	✓	✓
2023	Statement of assurance (DAS)	1a	✓	✓
		1b	✓	✓
2024	Special report 26/2024 : Integration of third country nationals in the EU – Relevant support from the Asylum, Migration and Integration Fund but its impact could not yet be demonstrated	1a	📄✍️	✓
		1b	📄✍️	✓
		2a	📄✍️	✓
		2b	📄✍️	✓
		3a	📄✍️	✓
		3b	📄✍️	✓
		4	📄✍️	✓
2024	Follow up of the Court's recommendations: Special report 13/2022 : Free movement in the EU during the COVID-19 pandemic - Limited scrutiny of internal border controls, and uncoordinated actions by Member States	1a	✓	✓
		1b	✓	✓
		1c	✓	✓
		1d	✓	✓
		1e (not accepted)		
		3a	✓	✓
		3b	✓	✓
2024	Statement of assurance (DAS)	1 (partially accepted)	⌚	✓

		2		
		3		

In relation to the ECA not accepted recommendation (1e), it concerns “*the close scrutiny of internal border controls by (e) launching enforcement action in the event of long-term non-compliance with the Schengen legislation*” and the reason for non-acceptance was that it interferes with the discretion of the Commission as regards its enforcement policy and whether or not and when to start infringement procedures or to refer a case to the Court of Justice.

State of play		Assurance	
	Action plan implemented		No impact on the assurance
	Action plan implementation is ongoing		Impact on the assurance
	Preparation of the action plan		

For its 2024 Statement of Assurance, the European Court of Auditors (ECA) 2024 annual report did not identify any major problems with the implementation of HOME funds and concluded that the five audit authorities visited had developed and implemented detailed procedures of sufficient quality to report on their work in the annual control reports, having detailed audit programmes and checklists in place to support their conclusions.

As part of the 2024 annual report, the Court assessed that the recommendations issued in the 2021 and in the 2022 ECA annual reports have been implemented in full.

DG HOME accepted three new recommendations formulated by the Court in their 2024 report, one of them partially:

- The first recommendation concerns the complete, unrestricted and timely access to documents from international organisations. The Commission accepted the first part of the recommendation and will continue to provide support to the ECA auditors and engage with the partner organisations to facilitate ECA audits.
- The second recommendation is to provide further guidance to Member State managing authorities under shared management focusing on the principles of equal treatment and transparency in the execution of calls for proposals. This recommendation has already been implemented together with the recommendation issued in the 2023 ECA annual report namely in relation to the guidance on the principles governing grant award procedures. A session with Member States’ authorities was organised on 27 October 2025 in the context of the Home Affairs Funds Committee Meeting.
- The third recommendation concerns the follow-up of shortcomings in the audit authorities’ work and to implement appropriate control measures, if necessary. The Commission monitors the proper follow-up by the audit authorities of the shortcomings in the context of the annual clearance of accounts, and will continue to provide guidance where required, in particular, during the meetings regularly organised with the audit authorities.

Further details on the actions taken in response to the Court’s recommendations are included in **Annex 8**.

2.3. Assessment of the effectiveness of internal control systems

The Commission has adopted an Internal Control Framework based on the highest international standards. ⁽¹³⁵⁾

DG HOME has adapted the **Internal Control Framework** to its specific characteristics and organisational structure. The internal control systems are suited to achieving its policy and internal control objectives in accordance with the internal control principles, having due regard to the risks associated with the environment in which it operates.

- The assessment of the effectiveness of DG HOME's internal control system has been carried out based on the methodology established in the 'Implementation Guide of the Internal Control Framework of the Commission'.

In 2025, following the ex-ante checks, a total of nine transactions required notification of exception and non-compliance events:

- Three exceptions occurred in procurement (direct management) and one in shared management.
- Five non-compliance events were validated in direct management (four in procurement and one relating to grants).
- The impact of the very important recommendations issued by the IAS have been fully considered in the assessment of the internal control system. The impact on the assurance is detailed under part 2.2.

DG HOME has assessed its internal control system during the reporting year and has concluded that it is effective and the components and principles are present and functioning well overall, but some improvements are needed as minor deficiencies were identified related to work planning, reporting efficiency, digital readiness and sensitive data awareness. These areas showed performance below target with declining trends compared to baseline values. On a positive note, staff awareness of the Commission's whistleblowing procedure significantly exceeded its target with a strong upward trend, and clarity of roles and responsibilities for external communication showed a positive trend despite remaining below target, demonstrating sustained awareness-raising efforts.

Corrective actions for the identified deficiencies will be implemented and monitored during the next reporting period.

The **improvements and/or remedial measures** principally aim to reinforce staff awareness on the protection of sensitive and confidential data through targeted training and communication; clarify financial and policy reporting processes; facilitate access to learning and development opportunities and support internal mobility; strengthen staff proficiency in standard IT and collaborative tools through dedicated training; and improve the relevance, navigability, and uptake of intranet content and digital tools across the DG.

⁽¹³⁵⁾ The Committee of Sponsoring Organizations of the Treadway Commission Internal Control Integrated Framework, the golden standard for internal control systems.

2.4. Conclusions on the assurance

The information reported in section 2.1 stems from the results of management and auditor monitoring contained in the reports listed. These reports result from a systematic analysis of the evidence available. This approach provides sufficient guarantees as to the completeness and reliability of the information reported and results in a comprehensive coverage of the budget delegated to the Director-General of DG HOME.

Regarding the effectiveness of controls, DG HOME's portfolio consists of segments with an overall risk at payment of 1.06% and an overall risk at closure of 0.98% (down from 1.27% and 1.17% respectively for 2024).

Based on a multiannual approach, the **average residual error rate** across AMIF and ISF (2014-2020 MFF) is 0.94%, while for AMIF, BMVI and ISF (2021-2027 MFF) the average residual error rate linked to the 2025 relevant expenditure is 0.26%, both well below 2%. The latter considers the financial corrections already made at Member States' level. Reservations have been issued in relation to Member States presenting a cumulative residual error rate higher than 2% (7 Member States and 2 Schengen Associated Countries under 2014-2020 MFF and 2 Member States under 2021-2027 MFF).

DG HOME could reach a positive conclusion with regard to the **efficiency of its entire control system** as overall, the evolution over time has been positive in all management modes, although a slight decrease in results was noted in 2025 compared to 2024 concerning the time-to indicators in direct management: EMAS grants and procurement, and in indirect management: contribution and delegation agreements.

On the **economy of controls**, the total estimated cost of the controls performed in 2025 by DG HOME has been 0.48% of the total payments.

Based on the most relevant key indicators and control results, DG HOME reached a **positive conclusion on the cost-effectiveness of the controls for which it is responsible**.

Most of the very important recommendations issued by the **Internal Audit Service** have already been addressed through specific actions. Regarding the results of the **European Court of Auditors'** (ECA) reports, the 2024 statement of assurance (DAS) report did not identify any major problems having an impact on the assurance provided in this Annual Activity Report.

DG HOME has assessed its **internal control system** during the reporting year and has concluded that it is **effective**, and the **components and principles are present and functioning well overall**, but some improvements are needed as minor deficiencies were identified related to work planning, reporting efficiency, digital readiness and sensitive data awareness.

In conclusion, based on the elements reported above, management has reasonable assurance that, overall, effective controls are in place and working as intended; risks are being appropriately monitored and mitigated; and necessary improvements and reinforcements are being implemented. The Director-General, in her capacity as

Authorising Officer by Delegation has signed the Declaration of Assurance albeit qualified by a reservation concerning

- 1) Shared management – AMIF and ISF for the period 2014-2020 in several Member States**
- 2) Shared management – BMVI, AMIF and ISF for the period 2021-2027 in two Member States**

Reservation Title	Financial Impact (in EUR million)		Residual error rate 2025	Evolution
	2024	2025		
Shared management – AMIF and ISF 2014-2020 in several Member States	0.38	0	0.94%	Maintained
Shared management – BMVI, AMIF and ISF 2021-2027 in two Member States	2.99	0	0.26%	Maintained

2.5. Declaration of Assurance and reservations

Declaration of Assurance

I, the undersigned,

Director-General of DG Migration and Home Affairs

In my capacity as authorising officer by delegation,

Declare that the information contained in this report gives a true and fair view ⁽¹³⁶⁾.

State that I have reasonable assurance that the resources assigned to the activities described in this report have been used for their intended purpose and in accordance with the principles of sound financial management, and that the control procedures put in place give the necessary guarantees concerning the legality and regularity of the underlying transactions.

This reasonable assurance is based on my own judgement and on the information at my disposal, such as the results of the self-assessment, ex-post controls, the work of the Internal Audit Service and the lessons learnt from the reports of the Court of Auditors for years prior to the year of this declaration.

Confirm that I am not aware of anything not reported here which could harm the interests of the institution.

However, the following reservations should be noted:

- 1) Shared management – AMIF and ISF for the period 2014-2020 in several Member States**
- 2) Shared management – BMVI, AMIF and ISF for the period 2021-2027 in two Member States**

More details are provided in Annex 9.

Brussels, 27 April 2026

Beate Gminder

⁽¹³⁶⁾ True and fair in this context means a reliable, complete and correct view on the state of affairs in the DG/Executive Agency.

3. A MODERN AND SUSTAINABLE PUBLIC ADMINISTRATION

3.1. Human resource management

DG HOME continued to implement the key priorities of the corporate human resources strategy, while also adding actions with an important local impact. Such actions were for instance the implementation of the action plan prepared as a follow-up to the 2023 staff survey. Operating in a highly political, challenging and sensitive policy context, often in crisis mode and under constant pressure, DG HOME managed to deliver on its ambitious political and financial agenda thanks to its skilled and flexible workforce and by deploying human resources efficiently. The allocation of human resources continues to be monitored and adapted to respond in the most efficient way to the political priorities. To that end, a reorganisation of DG HOME was announced at the DG HOME Away Day in May 2025, and the Director-General presented the next steps in a specific online Staff Assembly at the end of November 2025. The reorganisation took effect on 01 March 2025.

A particular challenge of DG HOME is the high share of temporary agents and contract staff that necessitate additional efforts from Heads of Units who must dedicate time to training and support. The reserve list of the migration and internal security competition was published in July. Consequently, DG HOME recruited 12 temporary agent colleagues as permanent officials. This allows to progressively decrease the dependency on temporary agents, which is critical for ensuring business continuity. DG HOME intends to recruit additional permanent officials from this reserve list, as posts become vacant. More generally, DG HOME continued to face challenges due to limited human resources, which often do not align with the ambitious policy and operational demands – thus placing a disproportionate strain on existing staff as evidenced by the significantly higher recoverable extra time per person (120h compared to the Commission average of 75h).

Fostering a positive and inclusive workplace remained a priority. DG HOME closely monitored indicators on staff wellbeing (absence rate, number of long-term absences). To ensure swift integration of new colleagues, comprehensive training, mentoring and information will continue to be provided with learning programmes that support professional growth. DG HOME promoted equality, diversity and inclusion by dedicated awareness raising actions. To increase staff engagement (66% in 2023), DG HOME implemented the action plan prepared in 2024 following the results of the staff survey. On 1 December 2025, HOME had a female representation of 52.2 % among middle managers. HOME will respect the principle of making balanced appointments at middle managers' level to ensure equal representation of men and women.

3.2. Digital transformation and data management

In 2025 DG HOME actively worked towards further implementing the strategic objectives of the Commission Digital Strategy. To that end, it improved internal **digital culture** and collaboration, drawing on the rollout of new generation of office tools, such as M365, and relying on training material available at corporate level. On **cybersecurity**, staff continued to be encouraged to attend corporate awareness initiatives, while IT security knowledge was maintained and further improved by embedding cybersecurity elements into the IT specific working methods. To develop **digital-ready EU policies**, DG HOME involved the IT team in the early stage of the policy development and encourages staff to train in digital-ready policy making. To enable **business-driven digital transformation**, DG HOME was and is constantly looking into improving business processes considering new technologies as potential enablers. All new IT systems are being **designed to fit within the corporate architecture** and are in line with the Dual Pillar Approach of the Commission's Digital Strategy. To achieve the goal of green, secure and resilient infrastructure, most DG HOME's IT systems have already migrated to the cloud, and the current cloud adoption is considered to be 71% in 2025. All staff had and has access to the digital **knowledge sharing and collaboration platform KnowHOME** and can upload information useful for colleagues.

DG HOME KPI on digital culture is 30% of statutory staff that has completed at least one IT training course in 2025.

On corporate level, DG HOME continued providing the services of the **Secure Zone** to DGs.

DG HOME continued working on the implementation of the corporate rules for **data governance** and data policies at local level, putting in place data governance structures and roles, including the identification of data owners and data stewards for key data assets. The list of key data assets and the related information in the EC Data Catalogue were periodically reviewed, also considering the recent merger of some of these assets with DG HOME's website. With the support of the JRC, DG HOME continued to develop and deploy data analytics and visualisation tools to support data-driven policy development; the visualisations were used for the first European Annual Asylum and Migration Report. DG HOME participated in the network of local data correspondents and the internal market family of DGs, staying informed about best practices, new initiatives and the tools and support offered by central services, including relevant trainings, and raised awareness among colleagues. No specific initiatives were taken to support progress on data quality. The DG's overall data maturity level in 2025 is rated as "developing".

As regards **data protection** compliance, DG HOME continued to monitor and update the information regarding its processing operations in records in the Data Protection Management System. Regarding data subjects' rights, DG HOME continued to apply established administrative practices, in particular with the support of the Data Protection Coordinator (DPC), notably when dealing with data subject requests or treating personal

data breaches. In terms of awareness raising, while staff was encouraged to participate in the data protection trainings offered at corporate level, the DPC continued to provide mini workshops at unit level in cooperation with the Heads of Unit, having visited almost all units over the last two years.

3.3. Sound environmental management

DG HOME contributed to the Commission environmental targets by:

- Informing staff about the need to contribute to reducing energy consumption through specific instructions.
- Assessing each mission to determine whether physical presence is really needed, or an online meeting could be possible instead.
- Encouraging staff to use digital devices rather than print documents for meetings.
- Encourage staff to turn off their computers at the end of the working day and to take the stairs, to reduce electricity consumption.
- Closing the office building of DG HOME during the Christmas break.

In addition, to remind staff of the greening commitments, for the organisation of missions, meeting, and events, DG HOME provided staff with specific guidelines, information sessions and a dedicated SharePoint page on emission reduction. Concrete actions are being taken by limiting the number of staff travelling to the same event to two, implementing regular checks through reports of staff departing for missions, and assessing the real need to organise in-person meetings. Specific guidelines are also provided to HOME Affairs Agencies to guarantee a harmonised approach.

Based on Qlik sense dashboard, in 2019, DG HOME emitted 1 146 tons in CO2 equivalent, which decreased to 715 tons in 2025. Although this impressive 38% reduction proves the efficiency of the above-mentioned measures, it remains a challenge to further lower the emissions due to legal obligations to perform certain missions, such as those linked to the Schengen Evaluation or missions linked to key policy priorities, such as the implementation of the Pact on Migration and Asylum and the extensive need to travel to third-countries. The target set by DG HOME for 2025 (651 tons in CO2 equivalent) was therefore not met.

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