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PUBLIC

EU Justice and Home Affairs Agencies Network (JHAAN)

Annual Report 2025

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JHAAN	The EU Justice and Home Affairs Agencies Network
CEPOL	European Union Agency for Law Enforcement Training
EIGE	European Institute for Gender Equality
EUAA	European Union Agency for Asylum
EUDA	European Union Drugs Agency
eu-LISA	European Agency for the operational management of large-scale IT systems in the area of freedom, security and justice
Eurojust	European Union Agency for Criminal Justice Cooperation
EUROPOL	European Union Agency for Law Enforcement Cooperation
FRA	European Union Agency for Fundamental Rights
Frontex	European Border and Coast Guard Agency



1. Executive summary

The Justice and Home Affairs Agencies Network (JHAAN), comprising nine EU agencies ([CEPOL](#), [EIGE](#), [EUAA](#), [EUDA](#), [eu-LISA](#), [Eurojust](#), [EUROPOL](#), [FRA](#), [Frontex](#)), aligned its 2025 activities with the JHAAN Trio Presidency priorities adopted in Tallinn, Estonia (3-4 December 2024): the responsible use of digitalisation, innovation and artificial intelligence, and strengthening European internal security. The EU justice and home affairs (JHA) agencies coordinated joint initiatives supporting EU Member States, institutions and citizens - from AI governance frameworks and interoperability milestones to operational cooperation under the European Multidisciplinary Platform Against Criminal Threats ([EMPACT](#)) and the EU internal security strategy '[ProtectEU](#)'.

This report presents the key activities and outcomes of the cooperation between the nine EU JHA agencies throughout 2025, focusing on their work with respect to migration, asylum, border management, security, serious and organised crime, fundamental rights, gender equality and cooperation with external partners. Overall, the report underscores deepening inter-agency collaboration, operational alignment and knowledge exchange among JHA agencies.

In migration, asylum and border management, the JHA agencies intensified cooperation to support implementation of the [EU Pact on Migration and Asylum](#) and prepare for the rollout of large-scale IT systems like the European Travel Information and Authorisation System ([ETIAS](#)) and the Entry/Exit System ([EES](#)), the latter of which was launched progressively on 12 October 2025. The cooperation under the Pact on Migration included continued work on developing the [Screening Toolbox](#) to support EU countries in implementing the Screening Regulation.

The JHA agencies contributed to national and EU-level border monitoring systems, providing expertise and data for [vulnerability assessments](#), [Schengen evaluations](#) and the [first](#) European Annual Asylum and Migration Report, under the [new Migration Management Cycle](#). With respect to [return](#), the JHA agencies participated in expert groups and networks to harmonise common EU practices and improve standardised data collection, focusing on readiness for new obligations under the Pact on Migration and Asylum, which enter into application in June 2026.

On security and organised crime, the JHA agencies delivered significant operational results. Operations under [EMPACT](#) yielded arrests, victim identification and asset seizures across all areas of cross-border crime. Cooperation in efforts to combat cybercrime, terrorism, migrant smuggling and drug trafficking was reinforced through joint analytical products, intelligence sharing, operational coordination and coordinated training programmes.

The EU Innovation Hub for Internal Security brought together the JHA agencies and EU institutions. Its five thematic clusters addressed artificial intelligence, biometric systems, encryption, foresight and unmanned aerial systems. This coordination produced practical outputs, including an open-source biometric quality tool, a decryption training platform for law enforcement and live counter-unmanned aerial systems' (C-UAS) trials testing neutralisation solutions against evolving drone threats. These shared resources supported Member States while reducing duplicative development costs. JHA agencies worked jointly on a EUDA-led technology foresight project assessing the impact of emerging technologies in the area of drugs, and identifying drivers and barriers for innovative solutions in this field.

JHA agencies ensured that fundamental rights and gender equality remained at the core of inter-agency cooperation throughout 2025. Five JHA agencies contributed to the European Commission's Victims' Rights Platform, whilst collaborative work advanced on EU-wide gender-based violence data analysis and gender-responsive asylum guidance. Fundamental rights content remained embedded in law enforcement training.

Six JHA agencies took part in the third annual EU CharterXchange in December 2025, co-organised by FRA and the European Commission. The conference engaged around 430 participants from over 40 countries in applying the Charter of Fundamental Rights of the EU. The



event addressed topics of relevant to the work of JHA agencies, including the role of the EU Charter in AI fundamental rights impact assessments under the AI Act and the application of the EU Charter in EU candidate countries. Moreover, marking the 25th anniversary of the EU Charter of Fundamental Rights, the Heads of the JHA agencies renewed their [commitment](#) to applying the Charter in all their activities.

Training and awareness raising activities were targeted at law enforcement and border authorities to embed fundamental rights and gender-sensitive approaches in their work. The JHA agencies also continued providing guidance on preventing discrimination in screening processes. The agencies also contributed to EU platforms on victims' rights, anti-discrimination and lawful profiling.

This annual report highlights ongoing cooperation on the external dimension, notably assistance to Moldova and Ukraine, capacity building in partner countries and engagement in [Common Security and Defence Policy \(CSDP\) missions](#). This cooperation includes joint training, information sharing and operational actions with non-EU countries to strengthen border management and security. In [April 2025](#), all nine JHA agencies jointly updated the JHAAN paper on EU solidarity with Ukraine, documenting inter-agency contributions ranging from support for international crime investigations and law enforcement training to combatting trafficking in human beings and EU accession-related assistance.

JHA agencies convened nine JHAAN thematic workshops and seven working group meetings in 2025. These served to enhance joint understanding on AI governance, data protection, cybersecurity, crisis preparedness and fundamental rights integration. These exchanges addressed practical challenges, including AI Act compliance, coordinated travel policies for high-risk deployments and digital sovereignty amid increasing cyberattacks. Staff from the planning teams in the agencies developed outcome-oriented tools supporting single programming document simplification and post-2027 Multiannual Financial Framework reflections.



2. Introduction

This report presents an overview of the main activities (see Annex 1) and achievements of the cooperation among the nine EU Justice and Home Affairs (JHA) agencies throughout 2025. It examines their coordinated efforts to address challenges facing the EU, including migration, asylum, border management and security; the fight against serious and organised crime (including drug-related crime); and the promotion of fundamental rights and gender equality. The report highlights inter-agency collaboration, capacity-building initiatives, including training, the integration of advanced IT systems and cooperation with external partners. It underscores how these joint actions have strengthened the EU's capacity to manage crises, uphold fundamental rights and ensure European internal security.

The JHA agencies continued to maintain an extensive external relations framework comprising over 350 cooperation instruments. These include 136 third-country partnerships covering 49 countries, and 36 agreements with international organisations such as INTERPOL, the UN Refugee Agency and the United Nations Office on Drugs and Crime. The JHA agencies also provided support to Moldova, Ukraine and other partner countries.

3. Cooperation between the JHA agencies in the implementation of EU policies

Horizontal cooperation

▪ *EU Innovation Hub for Internal Security*

The EU Innovation Hub for Internal Security served as the primary coordination mechanism for inter-agency work on emerging technologies. It brought together all nine JHA agencies alongside EU institutions through five thematic clusters. The Biometrics Cluster, led by eu-LISA, advanced work on the Open-Source Face Image Quality (OFIQ) tool in collaboration with the Joint Research Centre (JRC, European Commission) and the German Federal Office for Information Security. The cluster also prepared a joint policy brief on strengthening independent EU evaluation capabilities for biometric technology (publication expected in 2026).

The AI Cluster, led by EUROPOL, facilitated knowledge sharing on AI Act compliance and organised a talk series on explainable AI. Two in-person meetings were hosted by the EUAA and eu-LISA throughout the year.

The Encryption Cluster, led by the Joint Research Centre (JRC), delivered practical results through the decryption training platform developed with CEPOL. The platform provided training to law enforcement experts from six Member States, with support from EUROPOL.

The Unmanned Aerial Systems (UAS)/counter-UAS Cluster, led by Frontex, conducted live trials in Portugal testing counter-drone neutralisation solutions. It also carried out a 60-day operational trial of drone-based surveillance along the Bulgarian-Turkish border. Frontex also concluded a Counter-Unmanned Aircraft Systems (C-UAS) Prize Contest, an initiative designed to accelerate the development of operational solutions for neutralizing unauthorised drones at the EU's external borders. To foster inter-agency collaboration, all JHA agencies were invited to attend the demonstration event.

The Foresight and Key Enabling Technologies (KETs) Cluster, led by the Directorate-General for Migration and Home Affairs of the European Commission (DG HOME), completed technology scanning case studies on drug markets, emerging security challenges and disaster resilience in collaboration with EUDA and JRC.



▪ **Cooperation frameworks**

JHA agencies continued to strengthen their cooperation frameworks throughout 2025, conducting negotiations on working arrangements and cooperation plans, including the conclusion of new working arrangements between EUAA-FRA (process ongoing) and EUAA-Frontex (signed in January 2026), eu-LISA-Frontex and Eurojust-eu-LISA cooperation plans.

In [April 2025](#), CEPOL and eu-LISA signed a 2025-2027 cooperation plan to deepen their strategic cooperation on training, cybersecurity, research and innovation, data protection, policy coordination, communication and administrative management.

New mandates of JHA agencies are being implemented, including that of EUDA, whose new competences will require updated cooperation arrangements with other JHA agencies.

▪ **Communication, awareness raising and public engagement**

The nine JHA agencies coordinated their web and social media communication activities.

EIGE and FRA co-organised a session on ‘Putting people at the heart of the climate and energy transition’ during the European Sustainable Energy Week ([10-12 June 2025](#)).

The EMPACT communication meeting, which took place on 19 February 2025, focused on the implementation of the EMPACT Joint Communication Strategy and the presentation of the evaluation report. The main objective of the strategy is to raise awareness of the EU's efforts to combat organised and serious international crime and to increase the visibility of EMPACT as the leading instrument in this effort.

In [December 2025](#), all nine JHA agencies reported on their contributions to protecting, promoting and implementing the EU Charter of Fundamental Rights. They provided concrete examples across five areas: integrating fundamental rights into operational work; raising awareness and providing staff training on EU law and the EU Charter; fostering gender equality and diversity in agency processes; ensuring EU Charter compliance in all activities; and exchanging implementation practices within the Network.

▪ **Engagement in EU-level coordination frameworks**

Five JHA agencies – EIGE, EUAA, EUDA, FRA and Frontex - participated in the 10th meeting of the EU Agencies Network on Scientific Advice (EU-ANSA) Futures Cluster. EUDA coordinated the JHA agencies participation. The meeting discussed how foresight can inform and strengthen evidence-based policymaking across Europe. The sessions also covered foresight from perspectives including human rights and AI, as well as the associated challenges and limitations.

Migration, asylum and border management

▪ **Pre-entry screening**

JHA agencies intensified their cooperation to support the upcoming implementation of the [Screening Regulation](#) and prepare for the rollout of the European Travel Information and Authorisation System ([ETIAS](#)). The EUAA, EUROPOL, FRA and Frontex took part in Steering Committee meetings, led by the European Commission, discussing migration management activities.

At the operational level, the EUAA-Frontex joint working group on screening continued its work throughout 2025 to align agencies’ actions ahead of the [Screening Regulation](#)’s entry into application in June 2026. Together with EUROPOL, the working group continued working on development of the [Screening Toolbox](#). This operational package contains forms, checklists, templates and instructions designed to support EU Member States in implementing the EU



Screening Regulation. This toolbox maps training offers from EUAA and Frontex for [European Border and Coast Guard Standing Corps](#) personnel, border management staff, asylum officials and screening experts. Deliverables of the Screening Toolbox underwent field testing phases at the EU's external borders: at sea off the island of [Lampedusa](#), Italy, and at the land border in Romania.

▪ **Monitoring of national systems**

JHA agencies reinforced their cooperation on monitoring systems linked to asylum, border management and fundamental rights compliance.

FRA provided tailored inputs to the annual [vulnerability assessment](#) led by Frontex, while the Fundamental Rights Officer of Frontex ([FRO](#)) shared monitoring expertise with the EUAA. In coordination with FRA and with EUAA participation, the Frontex Fundamental Rights Office hosted the second meeting with the European Network of National Human Rights Institutions' ([ENHRI](#)) members to support the establishment and strengthening of national independent monitoring systems.

The Frontex Fundamental Rights Officer and FRA jointly organised their second meeting (workshop) with the European Network of National Human Rights Institutions in November 2025 to discuss their anticipated role as the National Monitoring Mechanisms under the Screening Regulation.

The EUAA, FRA and Frontex maintained regular exchanges on technical monitoring issues, reinforcing synergies among their respective areas of competence and expertise. Frontex supported the EUAA in establishing its monitoring mechanism for the implementation of the Common European Asylum System (CEAS) in EU Member States. This support included sharing methodologies from its [vulnerability assessment](#) process, assisting with the development of tools and questionnaires and facilitating training participation. The EUAA monitoring pilot exercise in 2025 – which included support to [Estonia](#) and the Netherlands - also drew on FRA's expertise.

The JHA agencies further collaborated on the development of methodologies for monitoring screening and asylum border procedures under the [EU Pact on Migration and Asylum](#). FRA played a leading role, having published guidance in 2024 and now, in 2025, preparing a monitoring methodology to be piloted in 2026. The Frontex Fundamental Rights Office contributed practical experience on fundamental rights monitoring from Schengen border operations.

Another area of joint operational engagement was the periodic [Schengen evaluations](#). eu-LISA contributed statistical data and on-site observers. Frontex and FRA provided tailored risk assessments, written inputs and expert participation in evaluation visits. Their support covered external border management, return, [visa policy](#) and the Visa Information System ([VIS](#)), police cooperation and the Schengen Information System ([SIS](#)). Together with EUROPOL, the agencies also contributed to thematic [Schengen evaluations](#).

EUAA, EUROPOL, FRA and Frontex jointly participated in the European Commission's Contact Committees on EU legislation relating to asylum, facilitation and [return](#). These four agencies, together with eu-LISA, contributed to the first European Annual Asylum and Migration Report. The European Commission published this report in [November 2025](#) under the [new Migration Management Cycle](#).

▪ **Return of third-country nationals**

In the domain of [return](#), and within the limits of their respective mandates, EUAA, FRA and Frontex participated in the [European Migration Network's](#) Return Expert Group ([EMN REG](#)), contributing expertise on asylum, return and migration trends. The discussion on reintegration was held during the 2nd [Reintegration Conference](#) where experience, know-how and best



practices were shared. The agencies were also active in the [High-Level Network on Returns](#), where discussions focused on operational cooperation, harmonisation of practices and support to EU Member States to increase the overall [effectiveness](#) of the return process. FRA published the [2025 update](#) on forced return monitoring in EU Member States.

The JHA agencies continued implementing the renewed EU Action Plan on Return (published by the European Commission in [September 2025](#)). EUAA and Frontex worked closely on return-related data collection through the Integrated Return Management Application ([IRMA](#)).

▪ **Crisis preparedness and pressure management**

Responding to migratory pressures in migration reception centres (hotspots) across Cyprus, Greece and Italy (as well as other EU Member States supported by the JHA agencies), EUAA, EUROPOL, and Frontex continued offering operational support. This included, for example, assistance with identification, registration and the deployment of specialised personnel, in line with their respective mandates. In 2025, FRA's Operational Support Officer collaborated with EUAA in Greece to support the protection of vulnerable persons.

Beyond the hotspots, JHA agencies collaborated with the European Commission, [Bulgaria](#) and [Romania](#) on implementing cooperation frameworks to reinforce border management and the JHA agencies supported operational briefings for staff deployed across several EU Member States and neighbouring countries.

Several JHA agencies cooperated on preparedness to increase synergies, support information exchange and enhance crisis response capacities. CEPOL supported this work by training officials in crisis management good practices.

Other strands of crisis related cooperation included participation in the Frontex Risk Analysis Network ([FRAN](#)), involvement in thematic risk analysis networks (document fraud, cross-border crime, maritime intelligence) and joint activities under the European Multidisciplinary Platform Against Criminal Threats ([EMPACT](#)) [Strategic Goal 1](#) addressing intelligence, trends and threat monitoring.

▪ **Large-scale IT systems and interoperability**

Work accelerated on several EU management systems.

For the European Travel Information and Authorisation System ([ETIAS](#)), eu-LISA and EUROPOL collaborated on ensuring secure information flows, defining business processes, and designing training for [ETIAS National Units](#) across 30 European countries. eu-LISA led the implementation process of [ETIAS](#) and carried out this work in close coordination with Frontex (which will operate the [ETIAS Central Unit](#)), EUROPOL and FRA. FRA and Frontex are members of the ETIAS Fundamental Rights Guidance Board ([EFRGB](#)). The JHA agencies were engaged in finalising the ETIAS Screening Board's [Rules of Procedure](#). They also designed security-relevant workflows and ensured fundamental rights safeguards. FRA and Frontex, through the EFRGB, contributed guidance on preventing discrimination in screening rules and on ensuring that applicants' rights to an effective remedy was respected.

eu-LISA and Eurojust collaborated on establishing technical connections to the European Criminal Records Information System - Third Country Nationals ([ECRIS-TCN](#)). EUROPOL advanced its preparations for implementing multiple EU information systems - [ECRIS-TCN](#), [EES](#), [ETIAS](#), [EURODAC](#), Schengen Information System ([SIS](#)) and the revised Visa Information System ([VIS](#)) - as well as [Prüm II](#). This work was carried out in close cooperation with eu-LISA and Frontex.

The EUAA and eu-LISA cooperated on improving [DubliNet](#) security and rolling out new [DubliNet](#) components.



eu-LISA, Eurojust and the European Commission continued developing the [Joint Investigation Teams Collaboration Platform](#).

On [20 May 2025](#), eu-LISA launched the shared Biometric Matching Service ([sBMS](#)), which stores biometric data - particularly fingerprints - to validate query matches. eu-LISA also upgraded the Visa Information System (VIS4EES), completing the first Interoperability milestone ahead of EES integration, allowing Europol to enable its searches in VIS with fingerprint data and to start using the digitalised workflow for access requests.

On 12 October 2025, eu-LISA launched the Entry/Exit System ([EES](#)), having collaborated with EUROPOL, FRA, Frontex and EU Member States on its operationalisation. In preparation, Frontex had produced the Technical Guide for Border Checks on EES-related equipment ([2021](#)), and FRA published dedicated fundamental rights guidance for border guards and for managers in [October 2025](#).

[Interoperability](#) progressed across all major systems, with monthly meetings of the [Interoperability Advisory Group](#) chaired by eu-LISA, in which EUROPOL, Eurojust and Frontex also participated. In April 2025, trilateral meetings on the Common Repository for Reporting and Statistics ([CRRS](#)) between eu-LISA, Frontex and the European Commission helped standardise JHA data reporting. Upon invitation, throughout 2025 JHA agencies (eu-LISA, EUROPOL and Frontex) participated in the Council's Working Party on JHA Information Exchange ([IXIM](#)). EUROPOL continued to host the secretariat for the Informal Working Group on Passenger Name Record (IWG-PNR), with Frontex attending. CEPOL, eu-LISA and Frontex coordinated capacity building on interoperability, with CEPOL delivering a comprehensive learning programme on [16 October 2025](#). FRA contributed training materials addressing fundamental rights aspects of [EES](#), [ECRIS-TCN](#) and interoperability.

▪ **External dimension**

Cooperation with third countries expanded across 2025 through training programmes, information-sharing platforms and liaison networks. Several JHA agencies supported capacity-building in Common Security and Defence Policy ([CSDP](#)) missions and strengthened external border management practices in partner countries. EUROPOL's integration into the Africa-Frontex Intelligence Community ([AFIC](#)) advanced, including joint workshops on passenger flow analysis.

eu-LISA supported Frontex in designing IT solutions to assist identification and registration processes in third countries such as Serbia and preparing for a future connection to [EURODAC](#). EUROPOL and Frontex also continued engaging third-country authorities in EMPACT Joint Action Days and external dimension operational actions.

Security, serious and organised crime

▪ **Migrant smuggling**

The JHA agencies deepened strategic and operational cooperation against [migrant smuggling](#). Cooperation between EUROPOL and Frontex facilitated thematic meetings and supported the Information Clearing House together with the EUAA, [EU Naval Force Mediterranean](#), the [EU Border Assistance Mission in Libya](#) and [INTERPOL](#). Regular horizon scanning and intelligence sharing shaped a coordinated response to criminal networks.

Beyond their operational cooperation, the European Migrant Smuggling Centre (EMSC) at Europol contributed to the meetings and workshops of the [Focus Group of judges and prosecutors specialising in migrant smuggling](#). Eurojust organised, planned and funded these activities. The [2025](#) plenary meeting examined the latest trends in migrant smuggling and discussed strategies to combat this evolving threat. Several JHA agencies participated in the



European Commission's Contact Group of EU Agencies on Migrant Smuggling and the EU cooperation platforms. CEPOL delivered targeted training programmes, including train-the-trainer activities for Southern Neighbourhood partners, with support from EUROPOL and Frontex. A joint EUROPOL-Frontex analysis on air route smuggling was planned for early 2026.

Operationally, EUROPOL, Eurojust and Frontex worked together on Joint Action Days (JADs) under [EMPACT](#). The JAD operation 'Stopover 4' (January-February 2025) targeted cross-border crime at 33 airports, resulting in the detection of 104 irregular migrants, 63 fraudulent documents and two cases of trafficking in human beings. The JAD operation 'Danube 10' (June 2025) focused on migrant smuggling in Central and South-Eastern Europe, leading to 70 arrests, the identification of three trafficking cases and the seizure of nearly \$2 million in cash.

▪ **Trafficking in human beings**

All nine JHA agencies participated in regular meetings organised by the [EU Anti-Trafficking Coordinator](#). The JHA agencies also implemented operational actions under the [EMPACT](#) (European Multidisciplinary Platform Against Criminal Threats) priority, often dovetailing with migrant smuggling operations.

In [June 2025](#), [EMPACT](#) operation 'Global Chain' achieved significant results: 1,194 potential victims were safeguarded, 158 suspects arrested, 205 additional suspects identified and 182 new investigations opened. Of these investigations, 15 were transnational. Austrian and Romanian law enforcement authorities led the operation. EUROPOL coordinated support with four other partner organisations: the Police Community of the Americas ([AMERIPOL](#)) to combat transnational crime, [EU4FAST](#) (the Multi-donor action 'EU Support to Strengthen the Fight against Migrant Smuggling and Trafficking in Human Beings in the Western Balkans'), Frontex and INTERPOL.

In [September 2025](#), EUROPOL supported the fourth edition of the EMPACT Trafficking in Human Beings Hackathon, an action week against human trafficking enabled online. EUROPOL participated in the operation by providing coordinated support on site. Its experts also contributed with cross-checking and operational analysis from EUROPOL's headquarters in The Hague. Eurojust provided analytical support and ensured the swift involvement of judicial authorities. Several outcomes were achieved, including the identification of over 30 potential victims of human trafficking and the detection of more than 300 URLs and 130 social networks related to trafficking in human beings.

▪ **Organised crime**

In 2025, six JHA agencies (CEPOL, EUDA, eu-LISA, Eurojust, EUROPOL and Frontex; see Annex 3) contributed to the fight against serious and organised crime through EMPACT, the EU's multi-year policy framework. EUROPOL participated in 274 actions across all 15 crime priorities, of which it led 38 and co-led 66. Eurojust supported cross-border judicial cooperation through 142 actions, co-leading 17. Frontex contributed to 102 actions, leading 9 and co-leading 24, with particular focus on migrant smuggling, trafficking in human beings and firearms. CEPOL delivered training-related activities across 64 actions, leading 22 and co-leading 2 actions, with particular emphasis on child sexual exploitation and firearms priorities. EUDA participated in 28 actions concentrated on drug-related crime, leading 2 and co-leading 1. eu-LISA participated in 6 actions, mainly in the areas of cyberattacks and migrant-smuggling.

The involvement of multiple JHA agencies reflects the complementary nature of their mandates and the value of coordinated inter-agency action in tackling serious and organised crime. For instance, drug-related crime offers a clear example. Addressing cannabis, cocaine, heroin, new psychoactive substances and synthetic drugs required EUDA's expertise,



CEPOL's training, EUROPOL's intelligence and operational support, Eurojust's judicial coordination and Frontex's border detection capabilities. This distribution suggests that complex cross-border crime requires diverse institutional capabilities. The high number of co-leadership roles – 66 for EUROPOL, 24 for Frontex, 17 for Eurojust – indicates structured collaboration rather than duplicated efforts. The combined total of over 600 JHA agency individual contributions across all priorities demonstrates the operational scale that EU inter-agency cooperation enables.

CEPOL aligned training with [EMPACT](#) and the network of European Law Enforcement Agencies ([EnviCrimeNet](#)). Courses covered cross-border waste trafficking, the illegal timber trade and illegal, unreported and unregulated fishing ([IUU](#)), with strong emphasis on financial investigation and cyber-patrolling.

EUAA, EUROPOL and Frontex maintained regular exchanges of data and situational analysis. On [18 March 2025](#), EUROPOL published its flagship analysis 'EU Serious and Organised Crime Threat Assessment 2025' (EU-SOCTA 2025). This report provides a comprehensive overview of serious and organised crime threats in Europe. The report confirms that *'the DNA of serious and organised crime is changing against the backdrop of today's and tomorrow's rapidly shifting world'*.

In 2025, the European Judicial Organised Crime Network ([EJOCN](#)) continued its activities with the aim of facilitating the exchange of information and cooperation amongst judicial authorities dealing with organised crime. The [EJOCN](#) is hosted by Eurojust, which also participates in all of the network's activities. The European Public Prosecutor's Office, EUDA and EUROPOL are associate partners and participated in some of the 2025 activities.

With support from the [National Customs Agency of Bulgaria](#), EUROPOL and Frontex co-led the EMPACT Joint Action Days operation 'Pirates 3' ([6-17 October 2025](#)), targeting criminal networks smuggling people and resulting in the seizure of over 420,000 counterfeit items and 17.5 million cigarettes at EU borders.

▪ **Cybercrime**

CEPOL, eu-LISA and EUROPOL collaborated on activities tackling cyberattacks under the EMPACT [priority](#). CEPOL, eu-LISA and Eurojust participated in EUROPOL's fourth 'Cybercrime Annual Conference: Dissecting data challenges on the digital frontlines' ([2-3 October 2025](#)). EUROPOL's [EC3](#) supported the lawful [decryption project](#), managed by the European Cybercrime Training and Education Group ([ECTEG](#)), where CEPOL delivered lawful decryption training and advanced cyber curricula.

The joint EUROPOL-Eurojust report 'Common challenges in cybercrime', published on [31 January 2025](#), showcased cooperation results in identifying and categorising common challenges in combating cybercrime from both law enforcement and judicial perspectives. The report also provided an overview of new legislative tools and their practical application.

Eurojust worked closely with EUROPOL on cybercrime cases, ensuring the early involvement of judicial authorities in such cases. In 2025, the agencies also supported Member States in several complex investigations into cryptocurrency-related crime, including the [takedown of a cryptocurrency-mixing service](#) suspected of being used by criminals to launder the proceeds of various crimes, such as drug and weapons trafficking, and online fraud. During an action week, more than €25 million in cryptocurrency was seized and three servers were taken down.

▪ **Counter-terrorism and counter-radicalisation**

Eurojust maintained a strong and effective partnership with the European Counter Terrorism Centre ([ECTC](#)) at Europol. This cooperation ensured swift and efficient information exchange,



coordinated investigations and enhanced operational and judicial support to national authorities, significantly strengthening security and justice across the EU.

On [26-27 November 2025](#), Eurojust and Europol co-moderated a workshop on cooperation with online service providers during the Eurojust annual meeting on counterterrorism to address the ever-evolving terrorist threats. Frontex also attended the meeting. FRA concluded its research on addressing terrorist content online (published in January 2026), which benefited from input from Europol.

Accountability for terrorist offences and core international crimes (CIC) is a priority for the EU. Battlefield evidence is used increasingly in Europe to prosecute terrorism, CIC and for cumulative prosecutions for both crime types. On [25 November 2025](#), Eurojust published the booklet '[Battlefield Evidence: Key Insights for Judicial Practitioners](#)' to which Europol contributed. The publication is a practical, easy-to-use tool, covering battlefield evidence as a concept, how to access such information and how to use it in court, including the use of new technologies and international cooperation in the field.

Eurojust also contributed information on concluded court proceedings for terrorist offences, case examples and amendments to national counter-terrorism -related legislation to the 'EU Terrorism Situation and Trend Report 2025 (EU TE-SAT)', published by EUROPOL on [19 August 2025](#). The EU agency provided information on concluded court proceedings for terrorist attacks, arrests, convictions and penalties in EU Member States.

In 2025, Frontex, cooperating with EUROPOL, updated Common Risk Indicators (CRIs) for identifying potential terrorists at borders. The agencies also produced a sanitised CRIs version for Western Balkans countries, translated into six regional languages. Additionally, Frontex supported [ETIAS/VIS](#) screening boards and worked on crime/terror links.

▪ **Hate crime**

[CEPOL](#) and FRA expanded online trainings on rights enforcement, antidiscrimination, lawful profiling, victims' rights, prevention of gender-based violence, countering antisemitism, Islamophobia and proportional use of force in violent protest scenarios. EIGE, EUROPOL and FRA continued to promote the [Fundamental Rights Toolkit For Trainers](#) to ensure consistent rights-based training delivery. Eurojust and FRA engaged in the [High-Level Group on combating hate speech and hate crime](#).

▪ **Drugs markets and drug trafficking**

EUDA and EUROPOL advanced tools for synthetic drug production reporting, with the European Reporting Instrument on Sites related to Synthetic Production (ERISSP), to be replaced by the EU Database of Drug Production Incidents (EDDI) in 2027. Joint early-warning activities on new psychoactive substances (NPS) continued in 2025.

In 2025, EUDA and EUROPOL published the final modules of the EU Drug Markets: In-Depth Analysis, on methylenedioxymethamphetamine (MDMA) and new psychoactive substances (NPS). The modules provide an evidence-based overview of Europe's illegal drug markets to support informed policymaking, anticipate emerging threats, and guide effective operational and strategic responses.

Based on this strategic analysis, CEPOL and EUDA organised the ISO-accredited residential training course on 'Drug markets and crime: Strategic analysis', held in Budapest.

EUDA held its annual Reference Group on Drug Markets and Crime (on [4-5 November 2025](#)) at which drug-related updates are provided by the JHA agencies to drug expert representatives from the EU Member States. The 2025 event focused on four themes: drug market-related violence and homicide, external dimensions of drug markets, environmental impact of drug



production and the recruitment of young people by organised crime for participation in drug markets.

In February 2025, the EUDA participated in a conference, co-organised by the Western Balkans Criminal Justice (WBCJ) Project, implemented by Eurojust, and [EL PAcCTO 2.0](#) in Lima, Peru, on enhancing cross-border cooperation between Western Balkan and Latin American Prosecutors in the area of organised crime.

The JHA agencies, under the lead of EUDA, and the auspices of the EU Innovation Hub for Internal Security began implementing a foresight project. This project assessed the impact of emerging technologies on the drugs area, identifying future challenges and opportunities for innovative responses.

Drug trafficking is one of the most serious security threats facing Europe today. The situation is escalating, with an unprecedented increase in the availability of illicit drugs, particularly from South America. In a notable example of cooperation, Eurojust and Europol supported a large-scale operation [in 2025](#) that led to the dismantling of an organised crime group involved in trafficking cocaine, hashish and cannabis throughout Europe since at least 2019. The illicit drugs were imported from countries outside the EU, including the Dominican Republic and Panama.

▪ **Excise goods**

EUROPOL and Eurojust worked together to combat the unlawful production and smuggling of excise goods, particularly tobacco and cigarettes. This cooperation was supported through EUROPOL's Analysis Project '[Smoke](#)'. Together with CEPOL, EUROPOL supported the training course 'Excise Fraud Investigations' (Warsaw, [23-27 June 2025](#)) and facilitated secure, swift transmission of sensitive and restricted data via the Secure Information Exchange Network Application ([SIENA](#)) system. [EMPACT](#) Joint Action Days (JAD) operation 'Finestra 5' (November 2025) expanded participation to Eastern Partnership and Western Balkans countries.

▪ **Protection of the EU's financial interests**

The Analysis Project 'Missing Trader Intra Community' ([MTIC](#)) supported a CEPOL webinar 'How [MTIC](#) fraud fuels money laundering' ([4 November 2025](#)). Eurojust supported the CEPOL [MTIC](#) Residential Course.

Eurojust and EUROPOL continued their collaboration on protecting the EU's financial interests ([PIF](#) offences). They engaged with Analysis Project Missing Trader Intra Community ([MTIC](#)), which identifies, disrupts and dismantles networks engaged in VAT and customs fraud across the EU and third countries. Both JHA agencies contributed, alongside the European Public Prosecutor's Office ([EPPO](#)), [OLAF](#) and other relevant partners, to the European Commission-led exercise on the review of the EU anti-fraud architecture ([AFA](#)).

▪ **Early warning and risk analysis**

Five JHA agencies (EUAA, eu-LISA, EUROPOL, FRA, [Frontex](#)) contributed to the European Commission's ([DG HOME](#)) situational awareness project on the overall migratory situation across the EU. Frontex, with support from the EUAA, published its biannual Strategic Risk Analysis 2025-2026 ([3 June 2025](#)), providing a comprehensive overview of the challenges and pressures at the EU's external borders and convened the Frontex Risk Analysis Network ([FRAN](#)).

On 20 and 21 May 2025, EUROPOL participated in the EUDA-led Risk Assessment of the new psychoactive substances 2-methylmethcathinone ([2-MMC](#)), 4-bromomethcathinone ([4-BMC](#)) and N-ethylnorpentadronone ([NEP](#)), under Article 10 'Risk assessment procedure and report' of [Regulation \(EU\) 2023/1322](#) of the European Parliament and of the Council of 27 June



2023. Following the risk assessment by the EUDA Scientific Committee in May 2025, the European Commission adopted a delegated directive subjecting these substances to EU drug control measures.

▪ **ICT and cybersecurity**

Since 2021, EUROPOL has maintained a secure videoconferencing solution for sensitive data exchanges, notably with its operational partners.

In 2025, EUDA initiated an internal assessment to establish a backup and disaster-recovery site within a JHA agency facility, triggered by lessons learned from the large-scale power outage affecting the Iberian Peninsula in April 2025. The assessment considers inter-agency options aligned with cybersecurity and information-security requirements.

Fundamental rights and gender equality

▪ **Gender-based violence and victims' rights**

Five JHA agencies - CEPOL, EIGE, Eurojust, EUROPOL and FRA - contributed to the European Commission's [Victims' Rights Platform](#) to support the implementation of the EU Strategy on Victims' Rights (2020-2025). EIGE collaborated with Eurojust to identify gaps in the European Protection Order (EPO) implementation. The results, published on [21 February 2025](#), raised awareness among support services and judicial practitioners. The EPO enables victims to retain protection when moving between EU countries.

In 2025, EIGE remained active in the European Group on Gender and Drugs (EDG) led by the EUDA. FRA and EIGE continued analysis of the [2024](#) EU gender-based violence (EU-GBV) survey, which gathered responses from nearly 115,000 women across the 27 EU Member States (based on Eurostat, FRA and EIGE survey data). A joint analytical report will be published by FRA and EIGE in March 2026.

EIGE and Eurojust were part of the steering committee for FRA's project on '[Violence and related human rights abuses against women fleeing the war in Ukraine](#)', with FRA publishing its report – based on survey research with women from Ukraine resident in the EU – in the first quarter of 2026. In addition, Frontex contributed to EIGE's study on [gender-based violence in crises](#) (published [27 March 2025](#)). The study supports EU countries in addressing gaps in crisis preparedness and management regarding gender-based violence. It focuses particularly on the [migration](#) context.

EIGE and FRA contributed to Eurojust's 2nd Symposium on Victims' Rights ([2-3 April 2025](#)). On 2-3 December 2025, FRA convened an expert meeting on online fraud victims' rights, as part of FRA's ongoing research on the nature of and responses to online fraud. The meeting brought together Eurojust, EUROPOL and representatives from three European Commission Directorates-General (DG CONNECT, DG HOME and DG JUST). Participants discussed practical barriers to victims' access to remedies.

▪ **Fundamental rights training for law enforcement and border authorities**

Fundamental rights content remained embedded across CEPOL's portfolio, including a minimum training package and the '[Fundamental Rights Toolkit for Trainers](#)' co-developed with EIGE, EUROPOL and FRA. FRA contributed to pre-deployment training for EUROPOL staff deployed to external borders, covering trafficking, child protection and the prevention of unlawful profiling.



- **Towards gender-sensitive asylum and reception systems**

EIGE launched consultations with the EUAA on two forthcoming publications: a report on addressing gender-based violence in the asylum context (due in 2026) and a practical tool on identifying and responding to gender-based violence in the context of asylum (due in 2027).

- **Cross-agency dialogue on fundamental rights governance**

On [20 June 2025](#), FRA facilitated an informal meeting among the Fundamental Rights Officers (FROs) of EUAA, EUROPOL and Frontex. The FROs discussed field visits, fundamental rights impact assessment methodologies and AI-related fundamental rights considerations.

Capacity building

- **Comprehensive training portfolio led by CEPOL**

After consulting with all the other JHA agencies, CEPOL completed the EU Strategic Training Needs Assessment [2026-2029](#) (EU-STNA). The assessment identified skills gaps across EU Member States and established law enforcement training priorities aligned with the new [EMPACT](#) cycle [2026-2029](#).

In 2025, CEPOL partnered with all JHA agencies to deliver more than 250 [training products](#). These [covered](#) a wide range of topics, including cybercrime, counter-terrorism, cross-border law enforcement cooperation, information exchange and interoperability, fundamental rights, law enforcement technologies, digital forensics and criminal analysis, and serious and organised crime. Several training areas aligned with [EMPACT](#) priorities. The courses were led by operationally experienced trainers and provided valuable networking opportunities for participants. Other specialised topics ranged from migrant smuggling and synthetic drugs to environmental crime and missing trader intra-Community fraud ([MTIC](#)), which is a form of VAT fraud.

In particular, training on money laundering addressed underground banking systems such as [Daigou](#) (buying on behalf of someone) and [Hawala](#) (informal money transfer without money movement), cryptocurrency-enabled crime and asset recovery. Counter-terrorism training emphasised disinformation, radicalisation prevention (in prisons, among youth, and within law enforcement services), critical infrastructure protection ([micro-credentials](#)), Chemical, Biological, Radiological and Nuclear ([CBRN](#)) and hybrid threats. CEPOL supported [EMPACT](#) with training for drivers/coordinators/action leaders and self-paced packages for specialised stakeholders.

- **Training and cooperation across EU Member States and Schengen associated countries**

Five JHA agencies - CEPOL, eu-LISA, EUROPOL, FRA and Frontex – jointly provided training for [Schengen evaluators](#). This training covered border management, police cooperation, [return](#) and readmission, [SIS](#) and Supplementary Information Request at the National Entries ([SIRENE](#)) bureaux. CEPOL accredited internal security measures with critical infrastructure protection ([micro-credentials](#)), while Frontex aimed for micro-credential accreditation in 2025.

EUDA collaborated with EUAA to develop a training module on ‘Safe and Healthy Reception Environments’ addressing safety risks, health conditions and substance use; EUDA provided expert consultation throughout. The JHA agencies also initiated work on the ‘Compendium of Promising Practices on drug use response in reception settings in the EU+’.

EUAA worked with eu-LISA to develop an introductory training course on [EURODAC](#). In 2025, eu-LISA offered extensive technical training on large-scale IT systems, developing over 100



learning resources in cooperation with CEPOL and Frontex. The systems covered included European [e-Justice](#) Communication via Online Data Exchange ([E-CODEX](#)), [ECRIS-TCN](#), [EES](#), [ETIAS](#), [EURODAC](#), [SIS recast](#) and [VIS](#). Frontex regularly evaluated the capacity and readiness of EU Member States and Schengen-associated countries to address challenges at the external borders. Drawing on FRA input, Frontex shared [vulnerability assessment](#) insights as part of this training.

CEPOL supported the delivery of Train-the-trainers and refresher workshops focusing on training delivery skills. FRA contributed to Frontex Schengen Evaluation Training (one training iteration, two workshops in 2025), supporting the development and delivery of at least one initial training on borders and return, with specific expertise on open issues and lessons learned in the field of fundamental rights.

Training took place on automated border control (ABC) system vulnerabilities, with three course iterations in 2025. FRA experts contributed to the development and delivery of three to four training sessions per year, providing expertise on fundamental rights-sensitive issues and lessons learned, particularly concerning biometric data capture and use.

Frontex continued to work closely with eu-LISA, EUROPOL and FRA by delivering four iterations of the Training on the European Travel Information and Authorisation System for ETIAS National Units (ENU) staff. These aimed to strengthen institutional capacities, promote expertise exchange and advance best practices among ETIAS National Units' staff. One of the iterations was co-organised by EUROPOL and Frontex at the EUROPOL headquarters.

▪ **Joint participation in EUAA networks and thematic groups**

The European Network for Investigation and Prosecution of genocide, crimes against humanity and war crimes ([‘Genocide Prosecution Network’](#)), hosted at Eurojust, participated as an observer in the EUAA [Exclusion](#) Network and addressed cases that were also relevant to exclusion from international protection. EUAA, together with Eurojust, EUROPOL and Frontex, reflected on possible avenues to increase cooperation that would facilitate the work on exclusion and security.

EUAA assisted judicial bodies through dedicated [publications](#) and activities that promoted effective and consistent implementation of the Common European Asylum System ([CEAS](#)) across EU countries. FRA contributed to EUAA's work supporting [courts and tribunals](#). FRA and Frontex continued to contribute to the [EUAA's Training Reference Group](#) on the European Asylum Curriculum ([EAC](#)) to help ensure that asylum and reception officials throughout Europe have the skills needed to ensure swift and fair procedures in line with EU standards.

▪ **Thematic and operational training across crime areas**

CEPOL and the European Serious Organised Crime Centre ([ESOCC](#), EU Drugs Unit) at EUROPOL delivered the annual illicit drug laboratory dismantling training ([31 March-11 April 2025](#)). CEPOL and EUDA co-organised the annual training on ‘Drug Crime and Markets - Strategic Analysis’ ([30 September-3 October 2025](#)) and produced new self-paced modules.

The Joint Investigation Teams ([JITs](#)) Network Secretariat, hosted at Eurojust, in partnership with the European Judicial Training Network ([EJTN](#)), contributed to CEPOL courses on JITs. Eurojust also contributed broadly to other [CEPOL trainings](#) on [EMPACT](#), cross border exchange of evidence, foreign terrorist fighters and travelling terrorists, high-risk criminal networks, [MTIC](#), trafficking in human beings and drug trafficking methods.

Frontex delivered [EMPACT](#) Firearms Detection courses through a three-phase train-the-trainer programme enabling Ukrainian authorities to roll out courses locally and Moldova. Frontex also delivered workshops on advanced vehicle concealments, in coordination with the Belgian Federal Police, to EU countries to enhance awareness of *modus operandi*.



▪ **Capacity building in EU external regions**

CEPOL's project 'Training and Operational Partnership against Organised Crime' ([TOPCOP](#)), delivered jointly with EUROPOL, strengthened strategic and operational cooperation in the Eastern Partnership countries. The project focused on combating organised crime in Moldova and Ukraine. CEPOL's project '[EU4SEC Moldova](#)' delivered training on war crime investigations and hybrid threats with support from the EUDA, EUROPOL and Frontex.

In addition, two further projects enhanced long-term institutional capacity in the EU's external regions. '[EUROMED Police](#)' VI, targeting Southern Neighbourhood countries and in the Western Balkans ([WB PaCT](#)) II addressed organised crime and terrorism. CEPOL implemented both projects in partnership with EUROPOL and with contributions from EUDA, Frontex and the [EuroMed Justice](#) and [Western Balkans Criminal Justice](#) projects, both implemented by Eurojust.

The EU-funded initiative 'EU regional support to protection-sensitive migration management systems in the Western Balkans' ([Phase III](#)) was financed through the Instrument for Pre-Accession Assistance ([IPA III](#)). EUAA implemented the project jointly with the International Organization for Migration (IOM), the United Nations High Commissioner for Refugees (UNHCR) and Frontex. This initiative also supported Western Balkans authorities in enhancing migration and asylum governance, aligning practices with EU and international standards.

▪ **Cross-agency contributions to rights-based training**

FRA delivered three CEPOL webinars and supported the CEPOL Knowledge Centre on law enforcement cooperation, information exchange and interoperability ([CKC INT](#)). In addition, FRA provided tailored contributions to Frontex on fundamental rights compliance and bias-free (inclusive) communication, free from prejudices, stereotypes and discriminatory implications.

Safety and health

In 2025, three JHA agencies - EUAA, EUROPOL and Frontex - strengthened their joint framework on occupational safety and health ([OSH](#)) for deployed staff. This built upon the network for information exchange and mutual support established in previous years.

The Standing Security Working Group (SSWG) brought together the Heads of Security from three JHA agencies (EUAA, EUROPOL and Frontex) and the European Commission (DG HOME). In 2025, the SSWG organised periodic visits to migration reception centres on the Greek islands alongside Greek authorities. These visits assessed staff security, infrastructure and emerging risks. They also reviewed contingency measures and alignment of emergency protocols.

Strategic cooperation with EU and international partners

The nine JHA agencies continued to maintain an extensive external relations framework (see Annex 2) which comprises over 350 cooperation instruments. Within the JHA agencies, over 40 bilateral agreements are in force. These enabled JHA agencies to work together on training, information exchange and joint operations. Beyond this, JHA agencies cooperated with 21 other EU agencies, including the European Maritime Safety Agency ([EMSA](#)), the European Union Agency for Cybersecurity ([ENISA](#)) and the European Union Intellectual Property Office ([EUIPO](#)).

The JHA agencies maintained 22 working arrangements with [EU institutions and bodies](#), including arrangements with the European Parliament's Joint Parliamentary Scrutiny Group



([JPSG](#)) on EUROPOL, European Commission services ([DG CONNECT](#), [DG DIGIT](#), [DG HOME](#), [DG JUST](#), [EUROSTAT](#), [JRC](#), [OLAF](#)), the European External Action Service and its [CSDP missions](#) ([EUAM Ukraine](#), [EUCAP Sahel Niger](#), [EUNAVFOR MED 'Operation Irini'](#)), the European Central Bank ([ECB](#)), the European Investment Bank ([EIB](#)) and the European Public Prosecutor's Office ([EPPO](#)).

Internationally, 36 partnerships with organisations, including the Council of Europe ([CoE](#)), [INTERPOL](#), [UNHCR](#) and the UN Office on Drugs and Crime ([UNODC](#)) supported global cooperation on migration, security and criminal justice. The most extensive area is third-country cooperation (see the overview below): 118 instruments enabled direct partnerships with countries worldwide, from the Western Balkans and Eastern Partnership to Latin America and Asia-Pacific.

Six status agreements specifically governed Frontex operational deployments in five Western Balkans partner countries and Moldova. To build capacity in priority regions, 41 technical cooperation projects received funding from EU instruments. These projects supported law enforcement training, asylum system development, cross-border judicial cooperation in criminal matters and border management in neighbouring countries. Each JHA agency maintained its own external strategy, with all nine currently in force. This ensures that international engagement aligns with EU policy priorities and delivers tangible benefits for EU Member States and citizens in the areas of security, migration management and fundamental rights protection.

▪ **Support to authorities of Moldova and Ukraine**

In 2025, EUROPOL and Frontex contributed to a meeting on firearm trafficking at the EU Support Hub for Internal Security and Border Management in [Moldova](#). Frontex continued supporting Ukraine's core European Integrated Border Management (IBM) functions through tailored capacity building activities. The Frontex-INTERPOL Electronic Library Document System ([FIELDS](#)) expansion continued, enabling real-time document verification at borders: Ukraine and Moldova are expected to integrate FIELDS into their border management systems in 2026.

All nine JHA agencies collaborated to update the joint paper '*JHA Agencies' Contribution to EU Solidarity with Ukraine*' (4th edition, [30 April 2025](#)). The JHAAN paper documents inter-agency contributions, including operational support for investigations into core international crimes allegedly committed in Ukraine, law enforcement training and capacity building, combatting gender-based violence and trafficking in human beings, contributing to the enforcement of EU sanctions and EU accession-related assistance.

4. **Outcomes of JHAAN thematic workshops and working group meetings**

In 2025, the JHA agencies deepened collaboration across a broad spectrum of strategic, operational and governance priorities. Through a programme of nine thematic workshops and seven JHAAN working group meetings, the JHA agencies shared good practices and aligned approaches. These exchanges advanced joint understanding across data protection, cybersecurity, communication, training and external relations, migration management, foresight, and fundamental rights.

The discussions highlighted growing demands as JHA agencies navigate technological change, geopolitical uncertainty and evolving legal obligations. Common themes emerged across these meetings. These included the need for practical, coordinated AI governance frameworks and fundamental rights impact assessments under the [AI Act](#).



JHA agencies emphasised stronger resilience, improved crisis preparedness mechanisms and coordinated travel policies for high-risk deployments. Discussions also addressed ICT security and digital sovereignty amid increasing cyberattacks, modernised communication strategies, AI-enhanced training methodologies and more coherent approaches to external cooperation, EU enlargement support and standardised data collection.

At the same time, the six workshops led by FRA underscored the importance of embedding fundamental rights in project design, foresight processes and emerging technologies. This approach helps ensure that innovation and operational efficiency remain firmly grounded in EU values.

Outcome-oriented planning activities led planning teams in the JHA agencies to discuss tools for performance-oriented governance to support single programming document (SPD) simplification, also informing post-2027 Multiannual Financial Framework reflections.

Collectively, these exchanges strengthened the JHA Agencies Network's capacity to act as a coherent, future-oriented community. They enhanced inter-agency coordination, supported the implementation of EU legislation and policies, and helped prepare EU agencies for upcoming challenges, from [AI Act](#) compliance to crisis response and digital transformation.

JHAAN thematic workshops

▪ *AI and fundamental rights*

On 28-29 April 2025, FRA led a thematic workshop on *Artificial Intelligence and Fundamental Rights*. Eight JHA agencies (CEPOL, EUAA, EUDA, eu-LISA, Eurojust, EUROPOL, FRA, Frontex) participated, with the [European AI Office](#) (within DG CONNECT) contributing as an expert. Participants discussed Fundamental Rights Impact Assessments (FRIA) under Article 27 of the [AI Act](#), reflecting on key FRIA elements and their interplay with other prior assessments of AI systems. The workshop was an opportunity to discuss the design and roll-out of different AI tools that Agencies are currently using or proposing to use, with a view to fundamental rights compliance. The workshop raised awareness about fundamental rights issues connected to AI use among JHA agencies.

▪ *Social media capacity-building*

On 2-3 June 2025, a FRA-led *Workshop on social media* with [LinkedIn](#) experts brought together all nine JHA agencies, with the European Labour Authority ([ELA](#)) taking part as an expert. Participants received practical training on reaching target audiences and increasing awareness through LinkedIn. Sessions covered content and campaign management, productivity tools including scheduling, social listening, imagery and video production, brand consistency, social media 'ambassador' programmes and AI integration.

A dedicated session on analytics increased understanding of performance metrics, key performance indicators (KPIs), management reporting and using data insights to inform content strategies. Individual consultations provided tailored advice for EU agency-specific goals, while the wrap-up session gathered feedback and explored opportunities for continued inter-agency cooperation in social media management.

▪ *Digital innovation in asylum and migration*

On [3-4 June 2025](#), the third joint event on Digital Innovation - co-organised by EUAA with the General Directors' Immigration Services Conference (GDISC) and the Intergovernmental Consultations on Migration, Asylum and Refugees (IGC) - brought together six JHA agencies (CEPOL, EUAA, EUDA, eu-LISA, FRA, Frontex), the European Commission, [UNHCR](#) and national experts from EU27+ countries and third countries, including Australia, Canada, South Africa, the UK, the USA and the Western Balkans. Participants discussed how digital



technologies, innovation and AI can support asylum, migration management, border control, law enforcement and judicial cooperation when used responsibly. Expected outcomes include knowledge exchange on digital tools for screening and border procedures, streamlined processes, reduced administrative burdens and enhanced cross-fertilisation of digital innovation.

▪ **Methodologies for drafting annual reports**

On 10 October 2025, an EUAA-led 5th edition event ‘*Methodologies for drafting annual reports*’ brought together seven JHA agencies (CEPOL, EIGE, EUAA, eu-LISA, Eurojust, FRA, Frontex) and experts from the European Migration Network ([EMN](#)) to share experiences on the production process of outputs they produce on a regular basis – typically annual situational reports. Participants discussed recent changes to the production process of these reports and feedback from their implementation and reception by the readership. Participants presented good practices to inspire colleagues from other agencies and shared challenges and approaches to address those challenges in the production process. The event, serving as a forum for mutual learning, concluded with discussions to foster inter-agency cooperation related to these reports and potential ideas for discussion at the next event.

▪ **Gender-based violence data**

On 14-15 October 2025, the FRA-led JHAAN thematic workshop ‘*Data on Gender-Based Violence: Evidence to Assist and Inform EU Agencies’ Work*’ brought together six JHA agencies (EIGE, EUDA, eu-LISA, Eurojust, EUROPOL, FRA) and invited experts from the European Commission (DG JUST) and the European Labour Authority (ELA) to exchange information on recent and ongoing data collection activities. Discussions covered the EU gender-based violence survey (Eurostat-FRA-EIGE), which provides data related to multiple JHA agencies’ activities. Survey data covers the extent of various forms of violence and its impact, including justice sector interventions, health service use, limitations to labour force participation and alcohol or drug use by victims and perpetrators. EU agencies shared other research and data collection examples, underscoring the need for continued information sharing to ensure coordination of efforts across policy areas, raising awareness of violence against women as a fundamental rights abuse.

▪ **EU internal security and fundamental rights**

On [20-21 October 2025](#), the FRA-led thematic ‘*Workshop on the European Internal Security Strategy and the role of fundamental rights*’ gathered eight JHA agencies (CEPOL, EUAA, EUDA, eu-LISA, Eurojust, EUROPOL, FRA, Frontex) to promote exchange of experience on integrating fundamental rights considerations in the design and implementation of their activities in the field of internal security. Six agencies presented specific projects or areas of work, focusing on planning, design, or early implementation stages to maximise the added value of discussions. The workshop reinforced the objective of the EU Internal Security Strategy ‘[ProtectEU](#)’ to ensure that security policies fully respect fundamental rights.

▪ **Foresight and future-oriented governance**

On 14 November 2025, the ‘*Workshop on Foresight and fundamental rights*’ brought together six JHA agencies (CEPOL, EIGE, EUAA, EUDA, FRA, Frontex), foresight experts and the Joint Research Centre at the European Commission to discuss participatory and fundamental rights-based foresight approaches. All JHA agencies expressed strong interest in continued collaboration with FRA, welcomed the upcoming FRA guidance on [embedding fundamental rights into foresight](#). The workshop raised awareness about these approaches and supported FRA’s efforts to promote [EU participatory foresight](#), ultimately aiming to include people living in the EU in decision-making and sharing their futures.

▪ **Outcome-oriented and adaptive planning**



On 2 December 2025, a FRA led the thematic event ‘*JHA Agencies: Embedding Outcome and Adaptive Planning Workshop*,’ brought together planning teams from the agencies to address shared topics and co-create transferable solutions. Concrete outputs included a background paper highlighting common concepts and network-level strengths and gaps. Participants also shared glossary and taxonomy, outcome and adaptive maturity heatmaps, a prioritisation mini-tool and a curated list of replicable practices with implementation notes.

The workshop provided evidence-based input on planning flexibility and performance orientation useful for the simplification of single programming documents, consolidated annual activity reports (CAAR), as well as budget planning in the context of the next Multiannual Financial Framework. For JHA agencies, the workshop strengthened collective capacity for outcome-oriented planning and identified transferable methods. All JHA agencies also continue their active collaboration in activities and participation in various Working Groups of the inter-agency Performance Development Network (PDN).

▪ **EU CharterXchange**

On [8-9 December 2025](#), FRA organised the third annual EU CharterXchange. The ‘Annual EU CharterXchange’ is an initiative of FRA and the European Commission to enhance the application of the rights enshrined in the EU Charter for Fundamental Rights. Six JHA agencies (CEPOL, EUAA, eu-LISA, Eurojust, EUROPOL and Frontex) participated in the event. Approximately 430 participants from over 40 countries attended the conference. Sessions covered the EU Charter’s added value compared to national protections, climate litigation, its application in EU candidate countries, its relationship with the [ECHR](#), the implementation of the UN Convention on the Rights of Persons with Disabilities ([CRPD](#)), and deployers’ duties under the EU Digital Services Act ([DSA](#)) and the [AI Act](#). The findings informed a high-level 25th anniversary conference, which convened over 200 government officials and experts in Brussels on [10-11 December 2025](#).

JHAAN Working Groups:

▪ **Data protection and artificial intelligence**

On 24-25 April 2025, the *Working Group on Data Protection* convened Data Protection Officers (DPOs) from all nine JHA agencies and the DPO of the European Public Prosecutor’s Office ([EPPO](#)). DPOs reported high workloads and challenges in relation to resources and AI use. Participants shared experiences on fundamental rights impact assessments (FRIA, as per Art 27 of [AI Act](#)) and Data Protection Impact Assessments ([DPIA](#)). Discussions covered best practices and challenges relating to retention periods, transfers of operational data to third countries/international organisations without a cooperation agreement or adequacy decision, and joint controllership in the JHA area. The DPOs were joined in one of the sessions by the European Data Protection Supervisor (EDPS) Head of Sector responsible for supervising the JHA agencies, who presented the main activities and priority areas for 2025 and engaged in discussions on other topics of interest, including the use of AI in law enforcement. On 13 November 2025, a second meeting included a presentation of the FRA report on ‘[Assessing High-risk Artificial Intelligence: Fundamental Rights Risks](#)’. DPOs provided updates on key activities in JHA agencies, discussed activities within selected working groups of the DPOs network and exchanged views on generative AI. The DPOs also held an exchange with the EDPS during the second meeting.

▪ **Security, business continuity and crisis management**

On 20 May 2025, the *JHA Security Officers’ Working Group* examined the implications of geopolitical shifts for the security and resilience of EU institutions, bodies and agencies. Participants reviewed issues such as cyberattacks, business continuity, utility shortages and



mission security. Despite common methodologies, business continuity approaches varied according to the size and operational mandates of the JHA agencies. The working group agreed to strengthen awareness of the encrypted email tool and encouraged EU agencies to consider adopting a system for EU RESTRICTED information exchange. On 15 October 2025, all nine JHA agencies discussed the results of a business continuity survey covering seven JHA agencies. They reached consensus on coordinated travel policies for deployment to high-risk areas, with UN 'BE SAFE' training identified as a standard.

▪ **ICT, cybersecurity and digital sovereignty**

On 6 June 2025, the *Working Group on ICT and Cybersecurity* convened representatives from all nine JHA agencies for an exchange on the strategies they implement to achieve compliance with the Cybersecurity Regulation. The discussions emphasised the significance of AI literacy and underscored the necessity of conducting Data Protection Impact Assessments (DPIA) for AI tools such as [Microsoft Copilot](#) and [GPT@EC](#). Further discussions focused on geopolitical challenges impacting ICT sovereignty, risks to business continuity, the growing number of cyberattacks and reliance on non-EU technologies where alternative options are limited.

▪ **Communication and visibility**

On 26-27 June 2025, the *Working Group on Communication* brought together eight JHA agencies (EIGE, EUAA, EUDA, eu-LISA, Eurojust, EUROPOL, FRA, Frontex) with the EC (DG HOME) as observer. Participants shared best practices on strategic communication, impact measurement and monitoring across channels including media, social media, events and publications.

▪ **Training, learning technologies and AI for capacity-building**

Organised by CEPOL on 22 September 2025, the *Working Group on Training* brought together seven JHA agencies (CEPOL, EUAA, EUDA, eu-LISA, EUROPOL, FRA, Frontex) with [EJTN](#) and Human Asset Management Consulting GmbH as experts. The agencies exchanged practices in the areas of translation, summarisation, knowledge management, cybersecurity monitoring and judicial training.

▪ **External relations and international cooperation**

On 8-9 October 2025, the *Working Group on External Relations* brought together all nine JHA agencies and representatives from the European Commission (ENEST, HOME, JUST, MENA), the EEAS, Council of the EU and the EP LIBE Secretariat. Participants discussed the JHA agencies' external relations activities and cooperation modalities, exchanged best practices on their contributions to the [EU enlargement](#) process through capacity building, technical assistance and input to EU Enlargement Packages, while highlighting their role in implementing EU external policies through cooperation with Delegations of the EU.

▪ **Monitoring, migration and digital crime**

On 28 November 2025, convened by EUROPOL and Frontex, the *Working Group on European Situation Monitoring* brought together six JHA agencies (CEPOL, EUAA, eu-LISA, FRA, EUROPOL, Frontex) with DG HOME as an observer, to focus on the digital dimension of migrant smuggling. Participants gained insights into the EU's policy framework, including the [Global Alliance to Counter Migrant Smuggling](#) and discussed the current digital landscape of migrant smuggling.

5. Outcomes of the annual meeting for the Heads of JHA agencies

FRA convened the annual meeting of heads of JHA agencies in Vienna on [4-5 December 2025](#). The Chairperson of the Committee on Civil Liberties, Justice and Home Affairs (LIBE) of the European Parliament (EP) joined the meeting online for an exchange of views on how JHA



agencies can best support the Committee's priorities for 2026. The LIBE Chair reaffirmed the Committee's commitment to active collaboration with JHA agencies.

During the discussion, the LIBE Chair emphasised the need to ensure that all nine JHA agencies are adequately equipped to be able to fulfil their mandates. They should support EU Member States in addressing challenges related to migration, asylum, border management and fundamental rights more effectively, while contributing to the EU's digital sovereignty. The [EU Pact on Migration and Asylum](#) enters into application in June 2026. The implementation of major IT systems should also conclude by this date. The EP LIBE Committee will also focus on countering organised crime, particularly drug trafficking, and on enhancing cooperation with third countries. Further priorities include tackling violence against women and girls and child sexual abuse, advancing equal treatment and supporting civil society.

JHA agencies outlined their intended contributions to the priorities of the LIBE committee in line with their respective mandates.

In a video message, the European Commissioner for Internal Affairs and Migration emphasised the essential role of JHA agencies in making Europe safer. The Commissioner highlighted complex threats, including hybrid attacks and organised crime. He noted that the next long-term EU budget will require closer inter-agency cooperation to overcome financial limitations.

The European Internal Security Strategy '[ProtectEU](#)' was a focal point of the discussions. JHA agencies are supporting its implementation through intelligence sharing and enhanced operational capabilities. The Danish Presidency of the Council of the EU and EMPACT National Coordinator stressed the need for coordinated approaches to emerging threats. DG JUST and DG HOME highlighted new initiatives in the area of criminal justice and digitalisation.

Strategic foresight is becoming increasingly important. JHA agencies are conducting assessments and workshops to anticipate future challenges and enhance the EU's preparedness and resilience. Participants also discussed the implementation of the Artificial Intelligence Act and its relevance to their work across different strands, including with respect to compliance with fundamental rights. The JHA agencies outlined their various internal strategies, steering committees and training programmes to ensure compliance with and safeguarding of fundamental rights amid technological advances.

Marking the 25th anniversary of the EU Charter of Fundamental Rights, the Heads of the JHA agencies renewed their [commitment](#) to applying the EU Charter in all their activities. The JHA agencies also reported on their major achievements in 2025, including advances in training, digital justice, gender equality and inter-agency cooperation, while noting areas for further improvement and expanded collaboration.

Finally, the Network adopted its priorities for [2026](#) at this meeting.

6. The JHAAN inter-agency staff visits programme

The programme was launched on 17 March 2025. This facilitated knowledge-sharing and professional development across the JHA agencies. Eight JHA agencies participated in the programme, with 84 bilateral visits organised between June and December 2025. These spanned operational areas (e.g. analysis and research, fundamental rights, internal security, law enforcement, migration and asylum, and AI technologies), administration (e.g. human resources, legal, and IT/digital), and horizontal profiles (e.g. communications, governance, policy, and meeting management).



The programme achieved its core objectives of sharing best practices, enhancing operational understanding, strengthening inter-organisational relationships and creating networking opportunities across the JHA agencies.

7. Conclusion

In 2025, the collaborative efforts of the nine JHA agencies played an important role in supporting the implementation of the EU's priorities across migration, asylum, border management, security, serious and organised crime, fundamental rights and gender equality. By pooling expertise, resources and innovative solutions, the JHA agencies helped address complex transnational challenges more effectively. Tangible operational results included EMPACT Joint Action Days, the progressive launch of large-scale IT systems and coordinated crisis response mechanisms.

Their cooperative approach enhanced operational capacity and fostered EU policy coherence. It also contributed to strengthening the EU's resilience to emerging threats. Through nine JHAAN thematic workshops and seven working groups, the JHA agencies advanced joint understanding on AI governance, data protection, cybersecurity, digital sovereignty and the integration of fundamental rights. Strategic alignment was reinforced through updated working arrangements and the EU Strategic Training Needs Assessment for EMPACT 2026-2029. Outcome-oriented planning tools also supported reflections on the post-2027 Multiannual Financial Framework.

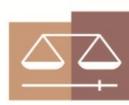
The external dimension of inter-agency cooperation expanded through capacity building in Moldova, Ukraine, the Western Balkans and Southern Neighbourhood countries, reflecting the mandate of specific agencies. These efforts supported EU enlargement objectives. Marking the 25th anniversary of the EU Charter of Fundamental Rights, the Heads of JHA agencies renewed their commitment to embedding the EU Charter in all activities.

Ongoing dialogue and inter-agency cooperation helped ensure that the values of the EU remain safeguarded and are at the forefront of policy implementation. By working together, the JHA agencies played an important role in helping to safeguard people's rights and in promoting a secure, just and inclusive European Union.



Annex 1: JHAAN calendar activities

Quarter	Dates in 2025	Title	Location	Responsible JHA agency
JHAAN horizontal meetings				
Q1	10 Jan (a.m.) 2025	JHAAN Trio Contact Points Coordination Meeting 1	Online	FRA
Q1	11 Feb (p.m.)- 12 Feb (a.m.) 2025	JHAAN Contact Points Meeting 1	Vienna	FRA
Q1	21 Feb (p.m.) 2025	Presentation of the JHAAN activities in 2024 and priorities for 2025 to COSI	Brussels	FRA
Q1	17 Mar 2025	Launch of the JHAAN Inter-Agency Staff Visits Programme	Online	FRA
Q1	19 Mar 2025	Presentation of the JHAAN activities in 2024 and priorities for 2025 to the LIBE Committee at the European Parliament	Brussels	FRA
Q2	6 May 2025	JHAAN Trio Contact Points Coordination Meeting 2	Online	FRA
Q2	19 May 2025	JHAAN Contact Points Meeting - Ad Hoc No 1 of 2025	Online	FRA
Q2	17-18 Jun 2025	JHAAN Contact Points Meeting 2	Online	FRA
Q3	9 Sep 2025	JHAAN Trio Contact Points Coordination Meeting 3	Online	FRA
Q3	17 Sep (p.m.)- 18 Sep (a.m.) 2025	JHAAN Contact Points Meeting 3	Vienna	FRA
Q4	21 Oct (p.m.) 2025	JHAAN Contact Points Meeting - Ad Hoc No 2 of 2025	Online	FRA
Q4	4 Dec (p.m.)- 5 Dec (a.m.) 2025	Annual Meeting of the Heads of Justice and Home Affairs Agencies	Vienna	FRA
Q4	5 Dec (p.m.) 2025	Senior management level meeting between the European Commission (DG JUST, DG HOME) and the Heads of Justice and Home Affairs agencies	Vienna	FRA
JHAAN Working Group meetings				
Quarter	Date	Title	Location	Responsible JHA agency
Q2	24 Apr (p.m.)-25 Apr (a.m.) 2025	WG on Data Protection 1 [WG DP 1]	Vienna	FRA
Q2	20 May 2025	JHA Security Officers' Working Group 1 [JHA SOWG 1]	Online	FRA



Q2	6 Jun 2025	WG on ICT and Cybersecurity [WG on ICT&C]	Vienna	FRA
Q2	26 (p.m.)- 27 (a.m.) June 2025	WG on Communication [WG on COMM]	Vienna	FRA
Q3	22 Sep 2025	WG on Training	Budapest	CEPOL
Q4	8 Oct (p.m.)-9 Oct (a.m.) 2025	WG on External Relations [WG on RELEX]	Online	FRA
Q4	15 Oct 2025	JHA Security Officers' Working Group 2 [JHA SOWG 2]	Warsaw	FRA
Q4	13 Nov 2025	WG on Data Protection 2 [WG DP 2]	Online	FRA
Q4	28 Nov 2025	WG on European Situation Monitoring 'Digital Dimension of Migrant Smuggling: EU Challenges' [WG ESM]	The Hague (EUROPOL HQ)	FRONTEX, EUROPOL

JHAAN thematic events

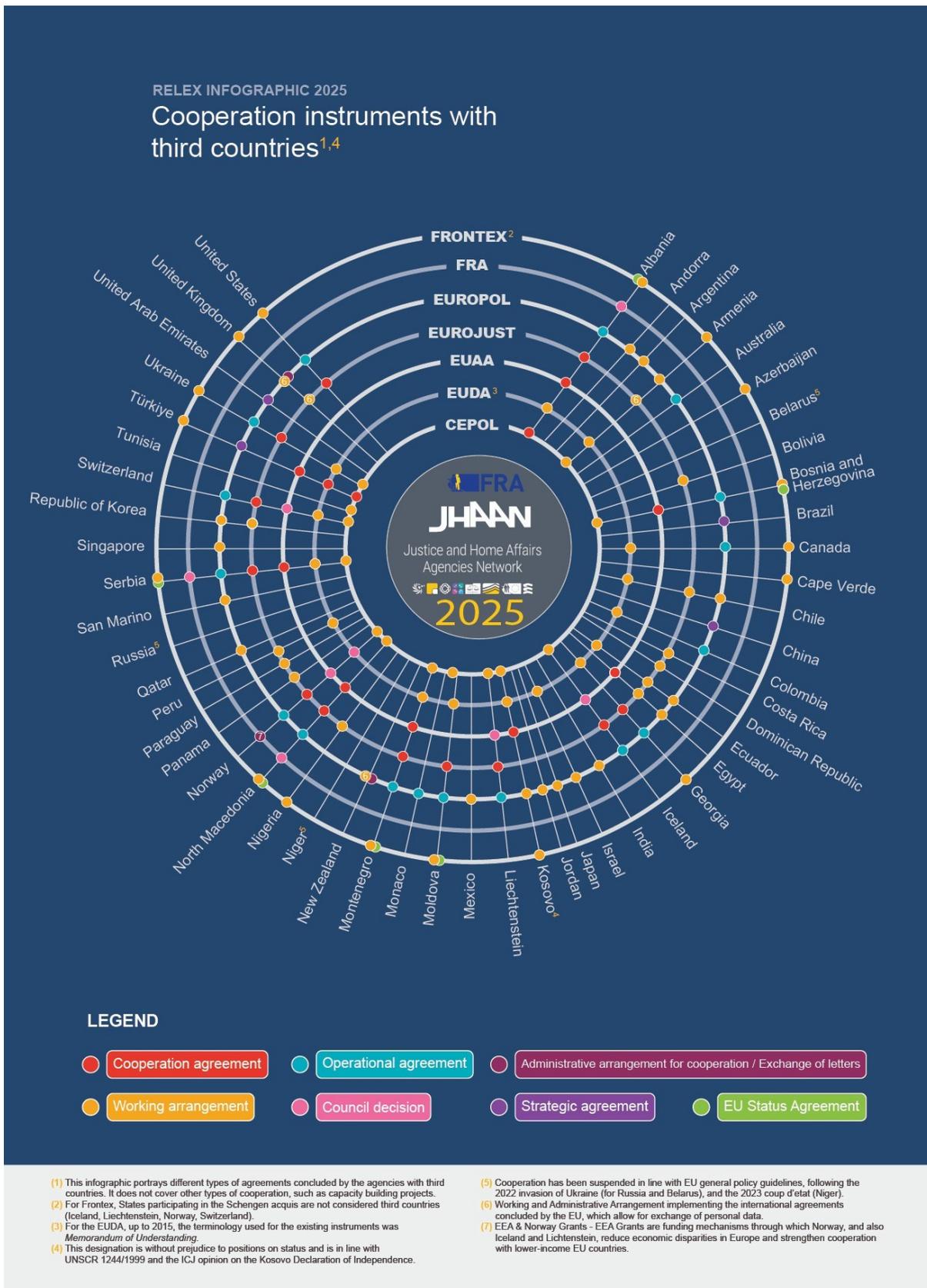
Quarter	Date	Title	Location	Responsible JHA agency
Q1	21 Jan 2025	Informal meeting between JHA agencies' Fundamental Rights Officers (FROs) [EUAA, EUROPOL, FRA, Frontex]	Online	FRA
Q1	20 Feb (12:00-19:00)- 21 Feb (09:00-13:15)	Fundamental Rights Conference 2025 'Fundamental rights at the heart of policing'	The Hague	EUROPOL
Q1	3 Mar 2025	Informal meeting between JHA agencies' Fundamental Rights Officers (FROs) [EUAA, EUROPOL, FRA, Frontex]	Online	FRA
Q2	28 (p.m.)-29 (a.m.) April 2025	FRA-led thematic JHAAN event – Artificial Intelligence and fundamental rights [WS AI]	Vienna	FRA
Q2	2-3 Jun 2025	FRA-led workshop on social media [WS SM]	Vienna/ hybrid	FRA
Q2	3-4 Jun 2025	EUAA-led thematic event - EUAA-The General Directors' Immigration Services Conference (GDISC)-The Intergovernmental Consultations on Migration, Asylum and Refugees (IGC) Joint Conference on Digital Innovation [WS DC]	Valetta/ hybrid	EUAA
Q2	20 Jun 2025	Informal meeting between JHA agencies' Fundamental Rights Officers (FROs) [EUAA, EUROPOL, FRA, Frontex]	Online	FRA
Q3	15 Sep 2025	Informal meeting between JHA agencies' Fundamental Rights Officers (FROs) [EUAA, EUROPOL, FRA, Frontex]	Online	FRA



Q4	10 Oct 2025	EUAA-led thematic event – Workshop on methodologies for writing annual reports	Online	EUAA
Q4	14 Oct (p.m.)- 15 Oct (a.m.) 2025	FRA-led thematic JHAAN event – Data on gender-based violence: evidence to assist and inform EU Agencies’ work [WS GBV]	Vienna	FRA
Q4	15 Oct	Frontex- led workshop on Secondary Movements and Returns ; Frontex, EUAA, EUROPOL	Vienna	Frontex
Q4	20 Oct (p.m.)- 21 Oct (a.m.) 2025	FRA-led thematic JHAAN event - Workshop on European Internal Security Strategy and the role of fundamental rights [WS Int Sec]	Online	FRA
Q4	14 Nov 2025	Workshop on the Fundamental rights and foresight [WS Foresight]	Lisbon	FRA
Q4	18 Nov 2025	Informal meeting between FRA and JHA agencies' Fundamental Rights Officers (EUAA , EUROPOL , Frontex)	Online	FRA
Q4	2 Dec 2025	FRA-led thematic JHAAN event – Embedding Outcome and Adaptive Planning Workshop [WS Planning]]	Online	FRA
Q4	8-9 Dec 2025	FRA-led thematic event – 3 rd Annual EU CharterXchange	Online	FRA



Annex 2: Overview of the JHA agencies' cooperation with third countries



Annex 3: EMPACT infographics

EU JHA agencies involvement in operational action plans (OAPs) 2025

Priorities in EMPACT

(European Multidisciplinary Platform Against Criminal Threats)

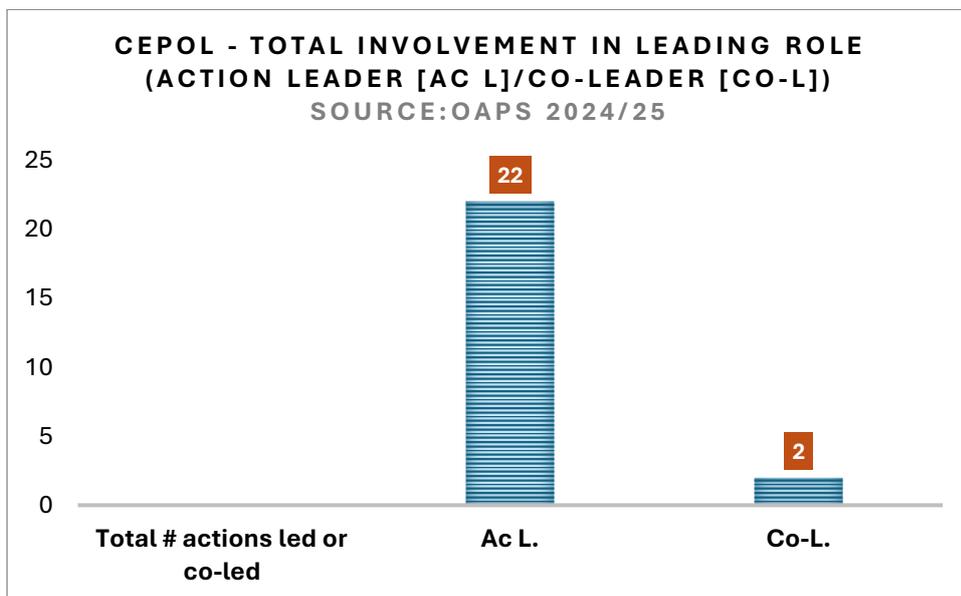
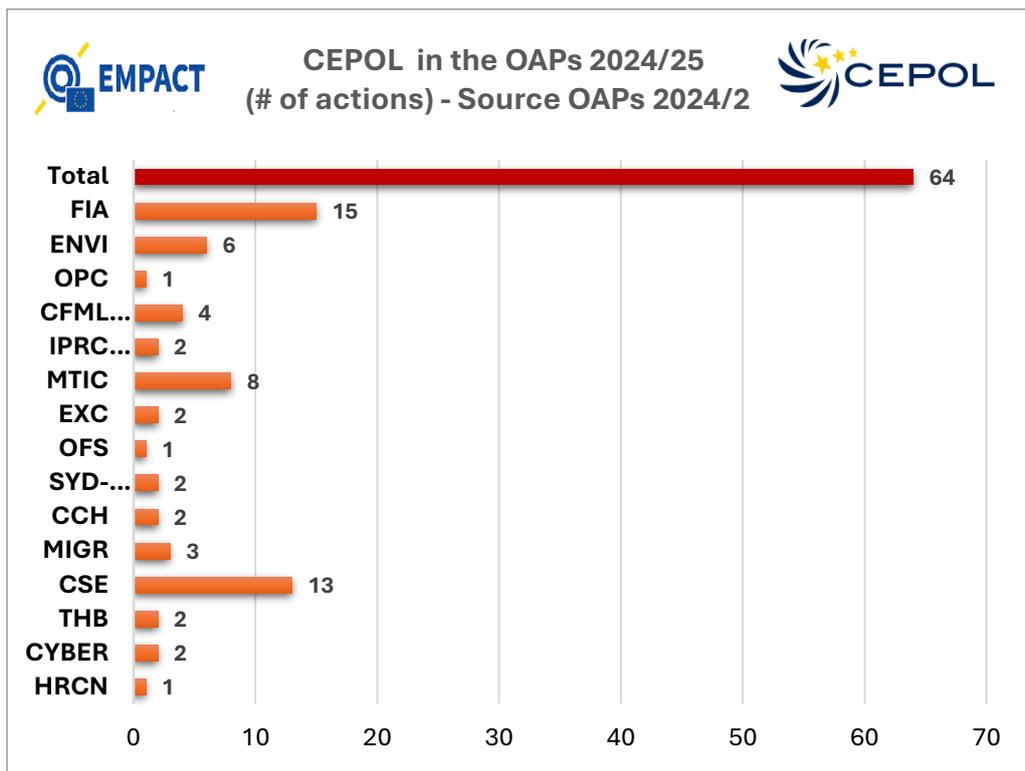
EMPACT priorities 2022-2025

No.	Name	Abbreviation	OAP No.
1	High risk criminal networks	HRCN	1
2	Cyber attacks	CYBER	2
3	Trafficking in human beings	THB	3
4	Child sexual exploitation	CSE	4
5	Migrant smuggling	MIGR	5
6	Cannabis, Cocaine and Heroin	CCH	6.1
7	New Psychoactive Substances and Synthetic drugs	SYD-NPS	6.2
8	Online fraud schemes	OFS	7.1
9	Excise fraud	EXC	7.2
10	MTIC fraud	MTIC	7.3
11	Intellectual Property Crime, Counterfeit Goods and Currencies	IPRCGC	7.4
12	Criminal Finances, Money Laundering and Asset Recovery	CFMLAR	7.5
13	Organised Property Crime	OPC	8
14	Environmental crime	Envi	9
15	Firearms	FIA	10

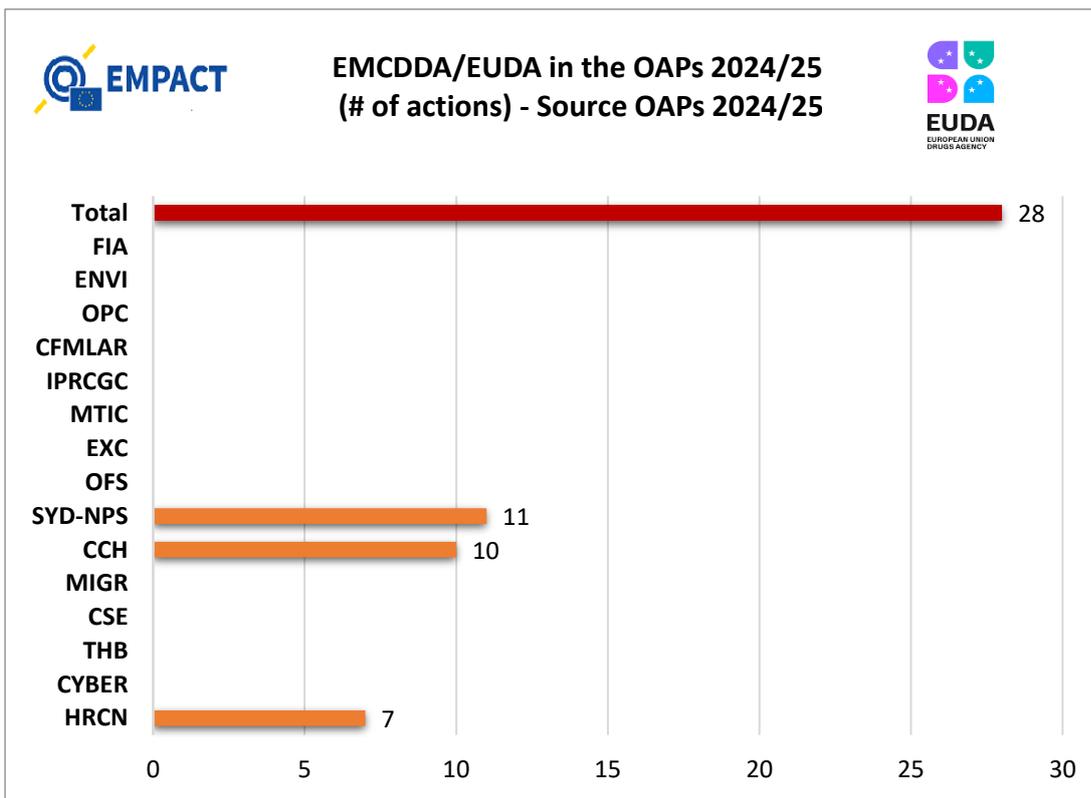
It is notable that starting from 2024, the Council of the EU has decided to extend the implementation of Operational Action Plans (OAPs) from one year to two. This change aims to enhance the consistency and efficiency of planned activities and to reduce the administrative burden, such as reporting results. The overview presented reflects the final participation listing after two years of implementation, specifically for 2024/2025. The variations between the two years are due to the fluid nature of participation, which allows stakeholders to join or leave an action during the implementation phase.



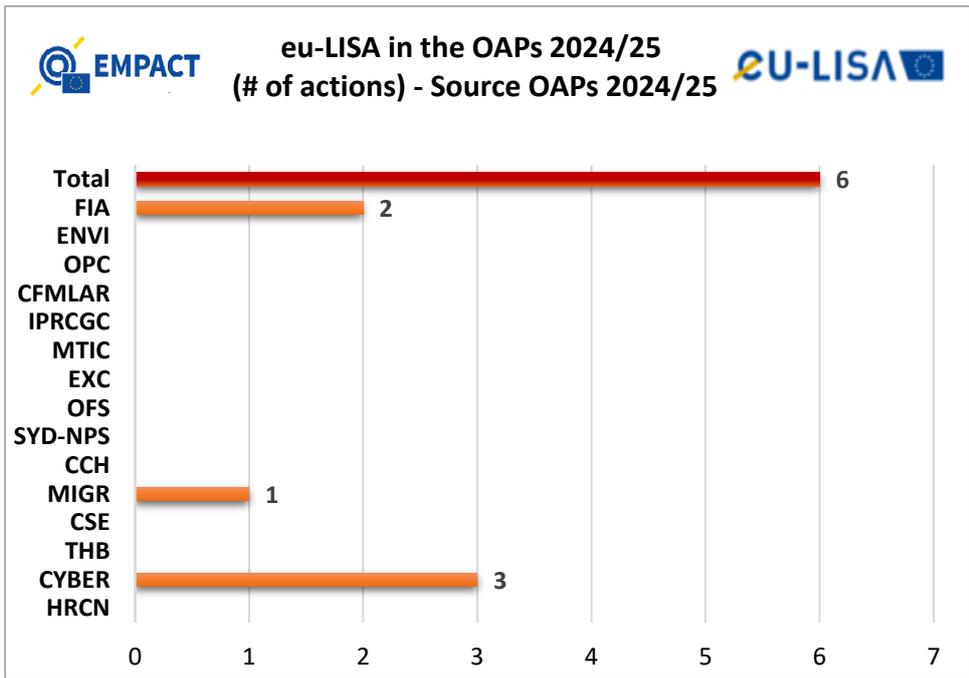
CEPOL



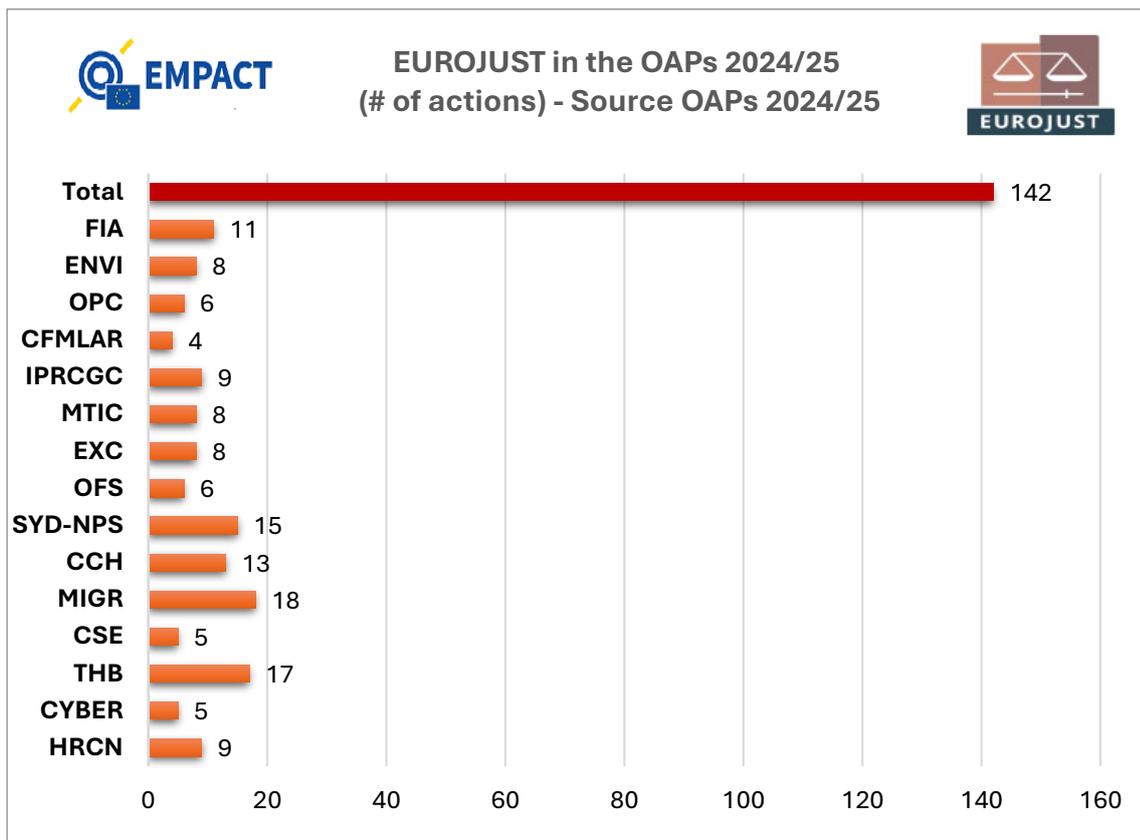
EUDA



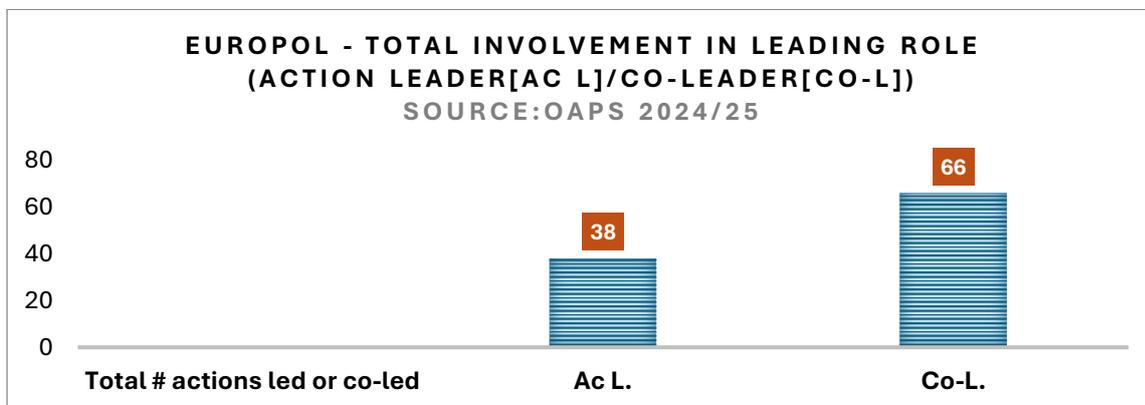
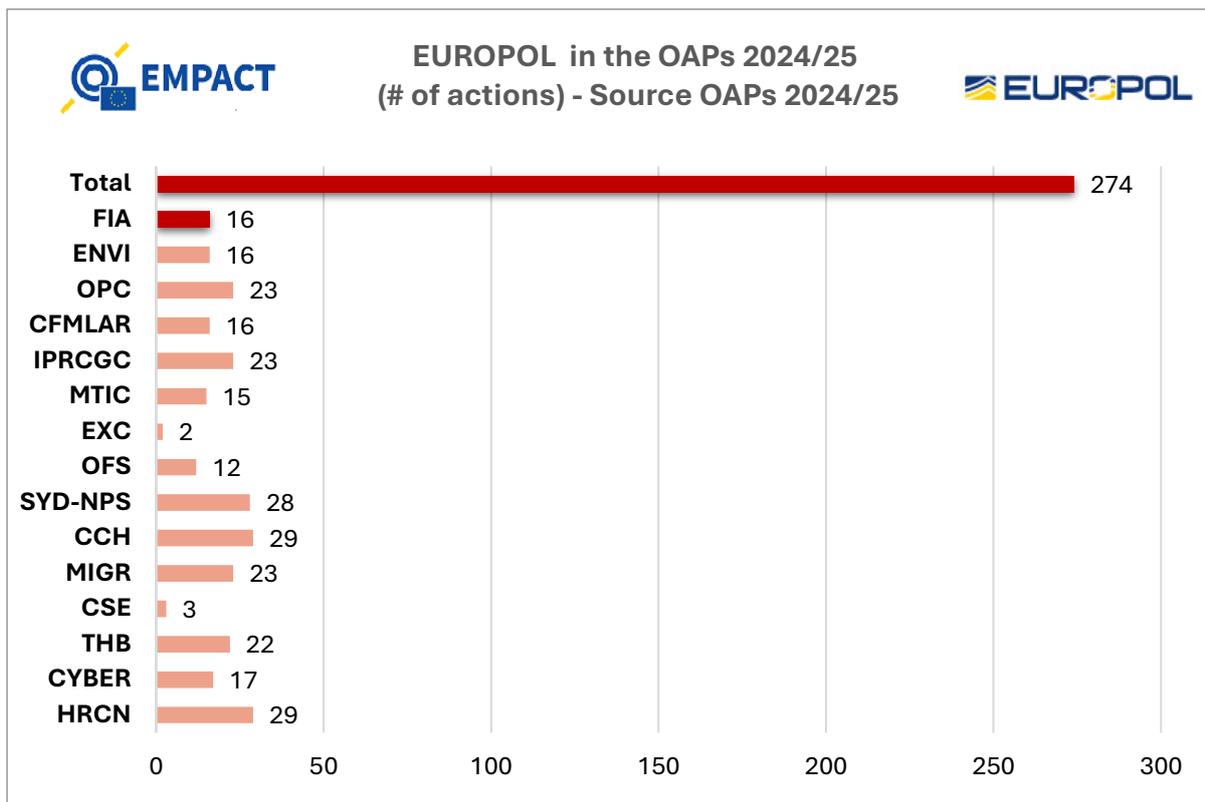
eu-LISA



Eurojust



EUROPOL



Frontex

