

## Basic information

**2023/0008(COD)**

COD - Ordinary legislative procedure (ex-codecision procedure)  
Regulation

Statistics on population and housing

Repealing Regulation 2008/763 [2007/0032\(COD\)](#)  
Repealing Regulation 2013/1260 [2011/0440\(COD\)](#)  
Amending Regulation 2007/862 [2005/0156\(COD\)](#)

### Subject



4.10.12 Housing policy  
4.10.14 Demography  
7.10.06 Asylum, refugees, displaced persons; Asylum, Migration and Integration Fund (AMIF)  
7.10.08 Migration policy  
8.60 European statistical legislation


Procedure completed

## Key players

European Parliament	<b>Committee responsible</b>		<b>Rapporteur</b>	<b>Appointed</b>
	<a href="#">EMPL</a> Employment and Social Affairs		JOVEVA Irena (Renew)	15/10/2024
			Shadow rapporteur KOKALARI Arba (EPP) REGNER Evelyn (S&D) TEODORESCU Georgiana (ECR) LANGENSIEPEN Katrin (Greens/EFA) MARTINS Catarina (The Left)	
	<b>Former committee responsible</b>		<b>Former rapporteur</b>	<b>Appointed</b>
	<a href="#">EMPL</a> Employment and Social Affairs		JOVEVA Irena (Renew)	03/03/2023
	<b>Former committee for opinion</b>		<b>Former rapporteur for opinion</b>	<b>Appointed</b>
	<a href="#">BUDG</a> Budgets		The committee decided not to give an opinion.	
	<a href="#">REGI</a> Regional Development		Chair on behalf of committee OMARJEE Younous (The Left)	27/02/2023

	<div style="border: 1px solid red; display: inline-block; padding: 2px;">LIBE</div> Civil Liberties, Justice and Home Affairs (Associated committee)	TOOM Jana (Renew)	13/04/2023
	<div style="border: 1px solid red; display: inline-block; padding: 2px;">FEMM</div> Women's Rights and Gender Equality	The committee decided not to give an opinion.	
Council of the European Union			
European Commission	Commission DG	Commissioner	
	Eurostat - European statistics	GENTILONI Paolo	

Key events			
Date	Event	Reference	Summary
20/01/2023	Legislative proposal published	COM(2023)0031 	Summary
26/01/2023	Committee referral announced in Parliament, 1st reading		
20/04/2023	Referral to associated committees announced in Parliament		
02/10/2023	Vote in committee, 1st reading		
02/10/2023	Committee decision to open interinstitutional negotiations with report adopted in committee		
10/10/2023	Committee report tabled for plenary, 1st reading	A9-0284/2023	Summary
16/10/2023	Committee decision to enter into interinstitutional negotiations announced in plenary (Rule 71)		
18/10/2023	Committee decision to enter into interinstitutional negotiations confirmed by plenary (Rule 71)		
24/04/2024	Decision by Parliament, 1st reading	T9-0361/2024	Summary
24/04/2024	Results of vote in Parliament		
13/11/2024	Committee referral announced in Parliament, 1st reading		
03/12/2024	Committee decision to open interinstitutional negotiations after 1st reading in Parliament		
16/12/2024	Committee decision to enter into interinstitutional negotiations announced in plenary (Rule 72)		
05/06/2025	Approval in committee of the text agreed at early 2nd reading interinstitutional negotiations	PE774.319	
02/10/2025	Council position published	09858/1/2025	
09/10/2025	Committee referral announced in Parliament, 2nd reading		
23/10/2025	Vote in committee, 2nd reading		
24/10/2025	Committee recommendation tabled for plenary, 2nd reading	A10-0207/2025	








13/11/2025	Decision by Parliament, 2nd reading	T10-0261/2025	Summary
13/11/2025	Results of vote in Parliament		
26/11/2025	Final act signed		
12/12/2025	Final act published in Official Journal		

Technical information	
<b>Procedure reference</b>	2023/0008(COD)
<b>Procedure type</b>	COD - Ordinary legislative procedure (ex-codecision procedure)
<b>Procedure subtype</b>	Legislation
<b>Legislative instrument</b>	Regulation
<b>Amendments and repeals</b>	Repealing Regulation 2008/763 <a href="#">2007/0032(COD)</a> Repealing Regulation 2013/1260 <a href="#">2011/0440(COD)</a> Amending Regulation 2007/862 <a href="#">2005/0156(COD)</a>
<b>Legal basis</b>	Rules of Procedure EP 57_o Treaty on the Functioning of the European Union TFEU 338-p1
<b>Other legal basis</b>	Rules of Procedure EP 165
<b>Stage reached in procedure</b>	Procedure completed
<b>Committee dossier</b>	EMPL/10/01175

Documentation gateway				
<b>European Parliament</b>				
Document type	Committee	Reference	Date	Summary
Committee draft report		<a href="#">PE746.665</a>	23/05/2023	
Committee opinion	<span style="border: 1px solid red; padding: 2px;">REGI</span>	<a href="#">PE746.870</a>	31/05/2023	
Amendments tabled in committee		<a href="#">PE749.193</a>	13/06/2023	
Committee opinion	<span style="border: 1px solid red; padding: 2px;">LIBE</span>	<a href="#">PE749.075</a>	19/07/2023	
Committee report tabled for plenary, 1st reading/single reading		<a href="#">A9-0284/2023</a>	10/10/2023	<a href="#">Summary</a>
Text adopted by Parliament, 1st reading/single reading		<a href="#">T9-0361/2024</a>	24/04/2024	<a href="#">Summary</a>
Text agreed during interinstitutional negotiations		<a href="#">PE774.319</a>	02/06/2025	
Committee draft report		<a href="#">PE778.283</a>	10/10/2025	
Committee recommendation tabled for plenary, 2nd reading		<a href="#">A10-0207/2025</a>	24/10/2025	
Text adopted by Parliament, 2nd reading		<a href="#">T10-0261/2025</a>	13/11/2025	<a href="#">Summary</a>
<b>Council of the EU</b>				
Document type	Reference	Date	Summary	
Council position	<a href="#">09858/1/2025</a>	02/10/2025		

Draft final act	<a href="#">00041/2025/LEX</a>	27/10/2025	
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### European Commission

Document type	Reference	Date	Summary
Legislative proposal	<a href="#">COM(2023)0031</a> 	20/01/2023	<a href="#">Summary</a>
Document attached to the procedure	SEC(2023)0038	20/01/2023	
Document attached to the procedure	SWD(2023)0011 	20/01/2023	
Document attached to the procedure	SWD(2023)0012 	20/01/2023	
Document attached to the procedure	SWD(2023)0013 	20/01/2023	
Document attached to the procedure	SWD(2023)0014 	20/01/2023	
Document attached to the procedure	SWD(2023)0015 	20/01/2023	
Commission response to text adopted in plenary	SP(2024)394	08/08/2024	
Commission communication on Council's position	<a href="#">COM(2025)0592</a> 	01/10/2025	

### National parliaments

Document type	Parliament /Chamber	Reference	Date	Summary
Contribution	DE_BUNDES RAT	<a href="#">COM(2023)0031</a>	07/03/2023	
Contribution	ES_PARLIAMENT	<a href="#">COM(2023)0031</a>	22/03/2023	
Contribution	RO_SENATE	<a href="#">COM(2023)0031</a>	11/04/2023	
Contribution	IT_SENATE	<a href="#">COM(2023)0031</a>	20/04/2023	
Contribution	DE_BUNDES RAT	<a href="#">COM(2023)0031</a>	29/01/2025	

### Other institutions and bodies

Institution/body	Document type	Reference	Date	Summary
EDPS	Document attached to the procedure	N9-0024/2023 <a href="#">OJ C 123 05.04.2023, p. 0009</a>	16/03/2023	
EESC	Economic and Social Committee: opinion, report	<a href="#">CES1729/2023</a>	27/04/2023	

### Additional information

Source	Document	Date
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European Commission	EUR-Lex	
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<b>Final act</b>
<a href="#">Regulation 2025/2458</a> <a href="#">OJ OJ L 12.12.2025</a>

## Statistics on population and housing

2023/0008(COD) - 20/01/2023 - Legislative proposal

**PURPOSE:** to establish a common legal framework for the design, production and dissemination of European statistics on population and housing.

**PROPOSED ACT:** Regulation of the European Parliament and of the Council.

**ROLE OF THE EUROPEAN PARLIAMENT:** the European Parliament decides in accordance with the ordinary legislative procedure and on an equal footing with the Council.

**BACKGROUND:** **European statistics on population and housing** are required for the design, implementation and evaluation of Union policies, in particular those addressing the demographic change, the green and digital transformations, the promotion of energy efficiency, economic, social and territorial cohesion, and achieving the Sustainable Development Goals of the United Nations (UN) 2030 Agenda.

The evaluation of existing statistics on the population and housing censuses in the Union, statistics on international migration flows, migrant stocks and acquisitions of citizenship and demography statistics has shown that the current legal framework comprising Regulations (EC) No 862/2007, (EC) No 763/2008 and (EU) No 1260/2013 of the European Parliament and the Council has led to significant overall improvements of statistics compared to the 2005 situation without the current legal framework in force. That framework, however, has potential for a **lack of coherence and comparability**, which should be addressed.

Recent migration trends have created demands for **timelier, more frequent, and more detailed European statistics on population**, vital events and housing including details of topics or groups that have become politically and societally relevant during the past decade. Furthermore, the existing legal framework is not flexible enough to adapt to evolving policy needs and to enable the use of new sources at national and Union level. Furthermore, the structure of the existing legal framework in the form of three separate regulations, adopted at different times, has led to intrinsic inconsistencies of the statistics.

It is therefore necessary to replace the current legal framework by a new, more coherent and flexible one.

In the context of this initiative, European statistics on population mean official statistics at EU level on population, demographic events and migration and the various indicators based on these statistics.

**CONTENT:** the proposed regulation establishes a new framework for European statistics on population and housing. Integrating current statistics on demography, migration and censuses, it specifies that Member States must provide statistics on 3 domains (**demography, housing, families and households**), 11 related topics and 23 detailed topics.

The proposal contains:

- provisions to establish a **harmonised definition** of population based on sound statistical concepts for all products and to facilitate access to available data sources which will improve the production processes and the overall quality of social statistics;
- provisions to **align population and international migration statistics** more with statistics on administrative and judicial events related to asylum, legal and irregular migration

The new proposal is based on a common definition of the population based on the statistical concept of usual residence, without default exemptions. Moreover, scientific statistical estimation methods (such as 'signs of life' or 'rate of stay') are explicitly encouraged to make it possible to implement the definition starting from administrative data sources.

The details of data requirements would be specified in implementing acts, but the proposed regulation makes it possible to amend the list of detailed topics and their periodicity and reference times using delegated acts.

The proposal also provides the possibility of responding to upcoming data requirements with ad hoc data collections. It also requires pilot and feasibility studies to be launched as appropriate and offers potential co-financing to further modernise statistical production systems and test new topics.

In addition, a specific article on data sharing describes how confidential data can be shared under Regulation (EC) No 223/2009 of the European Parliament and of the Council for the specific purpose of population statistics.

# Statistics on population and housing

2023/0008(COD) - 10/10/2023 - Committee report tabled for plenary, 1st reading/single reading

The Committee on Employment and Social Affairs adopted the report by Irena JOVEVA (Renew, SI) on the proposal for a regulation of the European Parliament and of the Council on European statistics on population and housing, amending Regulation (EC) No 862/2007 and repealing Regulations (EC) No 763/2008 and (EU) No 1260/2013.

The committee responsible recommended that the position of the European Parliament adopted at first reading under the ordinary legislative procedure should amend the proposal as follows:

## ***The role of European statistics on population and housing***

European statistics on population and housing play a central role in **policy-making and decision-making processes** and, as such, they are required for the design, implementation and evaluation of Union policies aimed at implementing the European Pillar of Social Rights and achieving the Sustainable Development Goals of the United Nations (UN) 2030 Agenda.

Members also pointed out that **statistics on migration and international protection** are essential to gain an overview of migratory flows within the European Union and to enable Member States to apply EU law correctly.

## ***Hard-to-reach population groups***

European statistics on population and housing should address the persistent lack of data on hard-to-reach population groups, such as people residing in institutions (e.g. military institutions, penal and correctional institutions, school and university dormitories, religious institutions, hospitals, residential care centres, including institutions for disabled people and orphans), people aged over 75, disabled people, homeless people, people with a migrant background and stateless people.

In order to bridge that data divide and to prevent social and economic inequalities arising from it, the Member States should develop strategies and targeted solutions for collecting data about hard-to-reach population groups, in particular with regard to locating, contacting, persuading and interviewing such populations.

Members introduced a definition of 'hard-to-reach population groups', i.e. groups of individuals for whom there is a real or perceived barrier to full and representative inclusion in statistical data collection.

## ***Statistical requirements***

European statistics on population and housing shall cover the following domains: (a) demography; (b) housing; (c) families; and (d) households.

The topics set out in the demography domain, as well as in other relevant domains, in the Annex should be disaggregated, in accordance with national law and practice on data collection and disclosure, by **age, gender and disability** and where relevant other characteristics in accordance with the United Nations Fundamental Principles of Official Statistics.

## ***Data sources and methods***

Member States and the Commission (Eurostat) should use data sources provided that the data is collected and processed in accordance with the applicable Union law on data protection, respecting data subjects' fundamental rights.

## ***Quality requirements and quality reporting***

Member States should take appropriate and effective measures to:

- avoid possible risks of undercounting or double counting related to the free movement of persons in the Union, the access of persons to cross-border services linked to vital events and the person rights to buy cross-border, own and use housing property across the Union, for example by introducing single digital identifiers;
- avoid possible risks of undercounting or double counting and ensure better comparability of migration flows.

The Commission should adopt implementing acts defining the practical arrangements for the quality reports and their content. Any major adaptation provided for in these implementing acts could be the subject of financial and technical support or a derogation.

In a duly reasoned request from the Commission (Eurostat), Member States should provide necessary additional clarifications to evaluate the quality of the statistics without undue delay.

## ***Data sharing***

Members stated that data sharing should be allowed and could take place on a voluntary basis, provided that it is without prejudice to the rules on the protection of personal data in accordance with Regulations (EU) 2016/679 (GDPR) and (EU) 2018/1725.

## ***Funding***

Member States should apply for support under the Technical Support Instrument to improve the quality of statistics and to develop methods in line with the requirements of the Regulation. The Commission may also provide assistance for the coordination of the exchange of best practices between Member States.

### ***Derogations***

Where the application of this Regulation requires major adaptations to be made to a Member State's national statistical system, the Commission may grant, by means of implementing acts, derogations to that Member State, for a maximum duration of seven years.

Where delegated or implementing acts adopted pursuant to this Regulation require major adaptations to be made to a Member State's national statistical system, the Commission may grant, by means of implementing acts, derogations to that Member State, for a maximum duration of three years.

The extent of mandatory collection of data should be balanced against the additional administrative burden and the additional costs to the Member States. Taking this into account, it should be possible to grant derogations from the requirements on the timing of data collection.

## **Statistics on population and housing**

2023/0008(COD) - 24/04/2024 - Text adopted by Parliament, 1st reading/single reading

The European Parliament adopted by 433 votes to 116, with 23 abstentions, a legislative resolution on the proposal for a regulation of the European Parliament and of the Council on European statistics on population and housing, amending Regulation (EC) No 862/2007 and repealing Regulations (EC) No 763/2008 and (EU) No 1260/2013.

The European Parliament's position adopted at first reading under the ordinary legislative procedure amends the proposal as follows:

### ***The role of European statistics on population and housing***

Parliament highlighted that European statistics on population and housing play a central role in policy-making and decision-making processes and, as such, are required for the design, implementation and evaluation of Union policies, in particular those addressing the demographic change, the green and digital transformations, the framework for the promotion of energy efficiency, economic, social and territorial cohesion, the implementation of the principles of the European Pillar of Social Rights and achieving the Sustainable Development Goals of the United Nations (UN) 2030 Agenda.

### ***Hard-to-reach population groups***

European statistics on population and housing should address the persistent lack of data on hard-to-reach population groups, such as people residing in institutions (e.g. military institutions, penal and correctional institutions, school and university dormitories, religious institutions, hospitals, residential care centres, including institutions for disabled people and orphans), people aged over 75, disabled people, homeless people, people with a migrant background and stateless people.

In order to bridge that data divide and to prevent social and economic inequalities arising from it, Member States should develop strategies and targeted solutions for collecting data about hard-to-reach population groups, in particular with regard to locating, contacting, persuading and interviewing such populations.

Members introduced a definition of 'hard-to-reach population groups', i.e. groups of individuals for whom there is a real or perceived barrier to full and representative inclusion in statistical data collection.

### ***Statistical requirements***

European statistics on population and housing should cover the following domains: (a) demography; (b) housing; (c) families; and (d) households.

Statistics in these domains should be organised into data sets following the topics and detailed topics as set out in the Annex. Where the statistical unit is a person, the data sets should be **disaggregated by sex and age**, and where relevant by other characteristics. Member States should aim to continuously develop innovative sources and methods and use them to improve statistics.

### ***Timely access to and reuse of administrative data***

National authorities in charge of administrative data sources relevant for the purposes of this Regulation should allow reuse of these data in time and frequency sufficient to produce and submit statistics within the deadlines and compliant with the specific quality requirements according to this Regulation. National statistical authorities and the national authorities in charge of the administrative records should establish the necessary cooperation mechanisms for the timely and free of charge access to those records.

For the purpose of producing statistics on the detailed topic of energy related characteristics of buildings, national statistical authorities should have timely and regular access to the national databases on energy performance of buildings and should be allowed to reuse administrative data from those databases.

For the purpose of producing population breakdowns by sex, national statistical institutes should use information available in national administrative data sources.

### ***Data sharing***

The Commission (Eurostat) and the national statistical authorities that use this secure data sharing infrastructure for the processing of personal data should be considered as joint controllers for the processing of personal data in the secure data sharing infrastructure.

### ***Pilot and feasibility studies***

The Commission (Eurostat) should, where necessary and appropriate for the purposes of this Regulation, launch pilot and feasibility studies that aim to:

- assess the availability of data sources and enhancing methods for providing statistics on the disability of persons and testing disaggregating statistics, including their comparability, in accordance with national law and practice on data protection and disclosure control;
- develop new methodologies and statistical techniques to reinforce quality and enhance information about hard-to-reach populations;
- reduce discrepancies in data of migration flows and ensuring their better comparability;
- reduce possible undercounting or double counting of people.

### ***Financing***

For the implementation of the Regulation, a financial contribution from the Single Market Programme should be made available to the national statistical authorities. In addition, the national statistical authorities should apply for support from other applicable EU financial programmes in accordance with the rules of those programmes.

## **Statistics on population and housing**

2023/0008(COD) - 13/11/2025 - Text adopted by Parliament, 2nd reading

The European Parliament adopted a legislative resolution **approving the Council position at first reading** with a view to the adoption of a regulation of the European Parliament and of the Council on European statistics on population and housing, amending Regulation (EC) No 862/2007 and repealing Regulations (EC) No 763/2008 and (EU) No 1260/2013.

The proposed regulation aims at establishing a **harmonised framework for European statistics on population and housing** by integrating existing statistics on demography, migration, and censuses. It seeks to enhance the comparability, timeliness, and relevance of data across Member States, supporting EU policies related to demographic change, social cohesion, and sustainable development.

### ***Population base***

The Council's position includes the obligation to apply estimation methods to the **total population at national level only**. This obligation applies specifically to three statistical topics: "The person's basic characteristics", "The person's socio-economic characteristics" and "The person's household situation". Furthermore, Member States may use a dedicated adjustment category where further estimations are available.

Regarding the population figures for the needs of Qualified Majority Voting, Eurostat will provide the Council with the total population of each Member State by **30 September each year**, based on data submitted by Member States as outlined in the Annex of the Regulation. Member States may revise their figures until 1 September each year.

### ***Hard-to-reach population groups***

The Council's position introduces a definition of hard-to-reach population groups and specifies that Member States must strive to ensure that these groups are adequately covered. The text includes provisions for pilot and feasibility studies aimed at assessing the availability of data on groups such as persons in institutions, homeless individuals, and persons with disabilities.

### ***Derogations***

Where the application of the Regulation, or its delegated or implementing acts, require major adaptations to be made to national statistical systems, Member States may request a derogation for an initial period of up to three years, with the possibility of a one-time extension of maximum three years more, provided sufficient justification is given.

### ***Safeguards***

The text introduces qualitative safeguards adjusted to European statistics on population and housing specificities. Furthermore, the compromise text excludes the collection of data that by their nature can only be obtained directly from individual through surveys.

### ***Delegated and implementing acts***

The Commission is empowered to adopt delegated acts to amend the list of detailed topics set out in the Annex. When a delegated act introduces a new detailed topic, it may also include the relevant frequency, reference points, submission deadline, and territorial level. These delegated acts must be adopted at least **18 months** before the relevant reference point.

The Commission will adopt implementing acts to specify the datasets and metadata to be transmitted to the Commission (Eurostat). These implementing acts must be adopted at least **18 months** before the start of the relevant reference period. Two exceptions apply: implementing acts for the first reference times will be adopted not later than **12 months** ahead of the first reference times while the implementing acts concerning census data shall be adopted at least **24 months** ahead of the reference date.

***Ad hoc data collection***

The text establishes a structured mechanism for additional data collection. These collections, which are intended to address unexpected short-term or crisis-related statistical demands, are set up through delegated and implementing acts.

***Annex***

The annex presents the statistical requirements, periodicity, territorial breakdowns and transmission deadlines safeguarding feasibility and high data quality.