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Answer given by Executive Vice-President Virkkunen
on behalf of the European Commission
(19.11.2025)

The Commission considers that the messenger application Signal fulfils the criteria of Article 2(5) of the European Electronic Communications Code (EECC) and hence is to be considered a ‘interpersonal communications service’. Firstly, services such as those provided by Signal are ‘normally provided for remuneration’. The fact that users of the app do not pay for its service does not exclude the categorisation as ‘interpersonal communications service’. Most, if not all, competing messaging services are either paid for directly or at least indirectly.

As further explained in Recital 16 of the EECC remuneration also exists within the meaning of the Treaty on the Functioning of the European Union if the service provider is paid by a third party and not by the service recipient. The fact that it is not transparent how Signal is financing its service (e.g. by donations, public money or other) does not exclude its classification as a ‘interpersonal communications service’. Even under the assumption that Signal is providing its service as a charity, such services are ‘normally provided for remuneration’. Consequently, all relevant rules of the EECC for electronic communications service or interpersonal communications service would then also apply to Signal.