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

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

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1. Introduction

Interoperability entails using large-scale EU information systems for managing migration, borders and security to generate efficiency gains and economies of scale without the need to collect more data. These systems include the Entry-Exit-System (EES)¹, the European Travel Information and Authorisation System (ETIAS)², the European Criminal Records Information System for Third-country Nationals (ECRIS-TCN)³, the Schengen Information System (SIS)⁴, the Visa Information System (VIS)⁵ and Eurodac⁶. These systems, some of which are new while others have been upgraded, will interact with one another through newly established interoperability components and a tool for statistical reporting.

¹ Regulation 2017/2226 establishing an Entry/Exit System (EES) to register entry and exit data and refusal of entry data of third-country nationals crossing the external borders of the Member States and determining the conditions for access to the EES for law enforcement purposes, and amending the Convention implementing the Schengen Agreement and Regulations (EC) No 767/2008 and (EU) No 1077/2011 (OJ L 327, 9.12.2017, p. 20 <http://data.europa.eu/eli/reg/2017/2226/oj>).

² Regulation (EU) 2018/1240 establishing a European Travel Information and Authorisation System (ETIAS) and amending Regulations (EU) No 1077/2011, (EU) No 515/2014, (EU) 2016/399, (EU) 2016/1624 and (EU) 2017/2226 (OJ L 236, 19.9.2018, p. 1 <http://data.europa.eu/eli/reg/2018/1240/oj>).

³ Regulation (EU) 2019/816 establishing a centralised system for the identification of Member States holding conviction information on third-country nationals and stateless persons (ECRIS-TCN) to supplement the European Criminal Records Information System and amending Regulation (EU) 2018/1726 (OJ L 135, 22.5.2019, p. 1 <http://data.europa.eu/eli/reg/2019/816/oj>).

⁴ Regulation 2018/1860 on the use of the Schengen Information System for the return of illegally staying third-country nationals (OJ L 312, 7.12.2018, p. 1 <http://data.europa.eu/eli/reg/2018/1860/oj>); Regulation (EU) 2018/1861 on the establishment, operation and use of the Schengen Information System (SIS) in the field of border checks, and amending the Convention implementing the Schengen Agreement, and amending and repealing Regulation (EC) No 1987/2006 (OJ L 312, 7.12.2018, p. 14 <http://data.europa.eu/eli/reg/2018/1861/oj>); and Regulation (EU) 2018/1862 on the establishment, operation and use of the Schengen Information System (SIS) in the field of police cooperation and judicial cooperation in criminal matters, amending and repealing Council Decision 2007/533/JHA, and repealing Regulation (EC) No 1986/2006 of the European Parliament and of the Council and Commission Decision 210/261/EU (OJ L 312, 7.12.2018, p. 56 <http://data.europa.eu/eli/reg/2018/1862/oj>).

⁵ Regulation (EU) 2021/1134 amending Regulations (EC) No 767/2008, (EC) No 810/2009, (EU) 2016/399, (EU) 2017/2226, (EU) 2018/1240, (EU) 2018/1860, (EU) 2018/1861, (EU) 2019/817 and (EU) 2019/1896 of the European Parliament and of the Council and repealing Council Decisions 2004/512/EC and 2008/633/JHA, for the purpose of reforming the Visa Information System (OJ L 248, 13.7.2021, p. 11 <http://data.europa.eu/eli/reg/2021/1134/oj>).

⁶ Regulation (EU) 2024/1358 of the European Parliament and of the Council of 14 May 2024 on the establishment of 'Eurodac' for the comparison of biometric data in order to effectively apply Regulations (EU) 2024/1351 and (EU) 2024/1350 of the European Parliament and of the Council and Council Directive 2001/55/EC and to identify illegally staying third-country nationals and stateless persons and on requests for the comparison with Eurodac data by Member States' law enforcement authorities and Europol for law enforcement purposes, amending Regulations (EU) 2018/1240 and (EU) 2019/818 of the European Parliament and of the Council and repealing Regulation (EU) No 603/2013 of the European Parliament and of the Council. <http://data.europa.eu/eli/reg/2024/1358/oj>

The Regulations⁷ establishing the framework for interoperability entered into force on 11 June 2019 and paved the way for the creation of the European Search Portal (ESP), the shared Biometric Matching Service (sBMS), the Common Identity Repository (CIR), the Multiple-Identity Detector (MID) and the Central Repository for Reporting and Statistics (CRRS). These new components will streamline searches carried out by national authorities in line with their access rights and will help them detect fraudulent identities and investigate criminal organisations. The architecture put in place also includes data quality control mechanisms to ensure that the data entered is accurate and up to date. Data processing is subject to a robust data protection framework.

The Regulations require the Commission to monitor and evaluate progress on implementation in cooperation with the European Union Agency for the Operational Management of Large-Scale IT Systems in the Area of Freedom, Security and Justice (eu-LISA). On this basis, the Commission submits annual reports to the European Parliament and to the Council on the state of play of preparations for full implementation of the Regulations. This is the fifth report, covering the period from December 2023 to December 2024. As there are similar reporting obligations for each system that is part of the interoperability framework, this report will focus on the implementation of the Regulations. The state of play for individual systems will be provided only where necessary for the purposes of the report.

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

The Regulations empower the Commission to adopt delegated and implementing acts to supplement and implement certain detailed technical aspects of interoperability. Those aspects are used by eu-LISA for their development as they are responsible for designing and developing the components and tools within their system architecture.

All acts required to ensure interoperability have now been adopted (three delegated and 10 implementing acts). During the reporting period, the following regulations relevant to interoperability were adopted: (i) Regulation (EU) 2024/982 on Prüm II⁸; (ii) Regulation (EU) 2024/1358 on Eurodac⁹; (iii) Regulations (EU) 2024/1352¹⁰ and 2024/1356 on

⁷ Regulation (EU) 2019/817 on establishing a framework for interoperability between EU information systems in the field of borders and visa and amending Regulations (EC) No 767/2008, (EU) 2016/399, (EU) 2017/2226, (EU) 2018/1240, (EU) 2018/1726 and (EU) 2018/1861 of the European Parliament and of the Council and Council Decisions 2004/512/EC and 2008/633/JHA <http://data.europa.eu/eli/reg/2019/817/oj>; and Regulation (EU) 2019/818 on establishing a framework for interoperability between EU information systems in the field of police and judicial cooperation, asylum and migration and amending Regulations (EU) 2018/1726, (EU) 2018/1862 and (EU) 2019/816 <http://data.europa.eu/eli/reg/2019/818/oj>. Throughout the report these Regulations are referenced to as ‘the Regulations’.

⁸ Regulation (EU) 2024/982 of the European Parliament and of the Council of 13 March 2024 on the automated search and exchange of data for police cooperation, and amending Council Decisions 2008/615/JHA and 2008/616/JHA and Regulations (EU) 2018/1726, (EU) No 2019/817 and (EU) 2019/818 of the European Parliament and of the Council (the Prüm II Regulation) <http://data.europa.eu/eli/reg/2024/982/oj>;

⁹ Regulation (EU) 2024/1358 of the European Parliament and of the Council of 14 May 2024 on the establishment of ‘Eurodac’ for the comparison of biometric data in order to effectively apply Regulations (EU) 2024/1351 and (EU) 2024/1350 of the European Parliament and of the Council and Council Directive

screening of third-country nationals¹¹; and (iv) Regulations (EU) 2025/12¹² and 2025/13 on API¹³. Seven acts still need to be amended to adapt secondary legislation to recent developments. The Commission drafted amendments that were discussed in the relevant committees and expert groups so that a stable version of the acts could be agreed on by the end of the reporting period. The adoption of these acts is scheduled for the first half of 2025.

The Commission is also required to make available a practical handbook for the implementation and management of interoperability components under Article 77 of Regulation (EU) 2019/817 and Article 73 of Regulation (EU) 2019/818. The purpose of the handbook is to give users of EU information systems (such as border, visa, immigration and law enforcement authorities) user-friendly guidance on how to use the interoperability features provided. The handbook is developed by the Commission in close cooperation with the Member States, eu-LISA, Europol, Frontex and the Fundamental Rights Agency (FRA). Discussions were held that resulted in a stable version of the document by the end of the reporting period. The Commission will review the document during Q1-2025, with adoption scheduled for Q2-2025.

The Commission has also set up a digital platform¹⁴ where the systems' handbooks are available in digital form. Users of EU information systems face an increasingly complex work environment due to the introduction of new features, such as manual verification of yellow links¹⁵, which require multiple systems and components to be consulted at the same time. The platform was therefore designed to be user-friendly, allowing individual users to see what is relevant to them (filtering out what is not relevant), and to navigate easily between handbooks where a procedure requires this. The platform was made available to the Member States during the reporting period.

2001/55/EC and to identify illegally staying third-country nationals and stateless persons and on requests for the comparison with Eurodac data by Member States' law enforcement authorities and Europol for law enforcement purposes, amending Regulations (EU) 2018/1240 and (EU) 2019/818 of the European Parliament and of the Council and repealing Regulation (EU) No 603/2013 of the European Parliament and of the Council <http://data.europa.eu/eli/reg/2024/1358/oj>.

¹⁰ Regulation (EU) 2024/1352 of the European Parliament and of the Council of 14 May 2024 amending Regulations (EU) 2019/816 and (EU) 2019/818 for the purpose of introducing the screening of third-country nationals at the external borders <http://data.europa.eu/eli/reg/2024/1352/oj>;

¹¹ Regulation (EU) 2024/1356 of the European Parliament and of the Council of 14 May 2024 introducing the screening of third-country nationals at the external borders and amending Regulations (EC) No 767/2008, (EU) 2017/2226, (EU) 2018/1240 and (EU) 2019/817 <http://data.europa.eu/eli/reg/2024/1356/oj>;

¹² Regulation (EU) 2025/12 of the European Parliament and of the Council of 19 December 2024 on the collection and transfer of advance passenger information for enhancing and facilitating external border checks, amending Regulations (EU) 2018/1726 and (EU) 2019/817, and repealing Council Directive 2004/82/EC <http://data.europa.eu/eli/reg/2025/12/oj>;

¹³ Regulation (EU) 2025/13 of the European Parliament and of the Council of 19 December 2024 on the collection and transfer of advance passenger information for the prevention, detection, investigation and prosecution of terrorist offences and serious crime, and amending Regulation (EU) 2019/818 <http://data.europa.eu/eli/reg/2025/13/oj>;

¹⁴ The tool can be accessed via a website hosted by the Commission's IT service (DIGIT). Access is restricted to users of the systems covered by the handbooks.

¹⁵ A yellow link means that the Multi-Identity Detector concluded that there is both similarity as well as a significant discrepancy between two data sets, indicating a potential issue with the person's identity. Each yellow link has to be manually verified by the responsible authority.

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

The Regulations set up a governance framework, consisting of the Interoperability Programme Management Board and the Interoperability Advisory Group, to ensure the interoperability components and tools are correctly designed and developed. The two bodies operate under the umbrella of eu-LISA, and the Commission is a member of both. These bodies discuss the technical implementation of the Regulations and monitor progress through a monthly or bi-monthly questionnaire sent to the Member States and the relevant EU agencies about the technical preparations they have undertaken.

Regular monitoring by eu-LISA shows that, by the end of the reporting period, most Member States and agencies were well on track to ensure timely readiness. Although several Member States report a delay, none are considered at risk of failing to comply. A few Member States are not regularly contributing to this regular monitoring exercise, something the Commission has raised with them at the highest level. Informing the Commission and eu-LISA of the progress of national interoperability implementation is essential to allow any necessary mitigation measures to be taken early on.

eu-LISA, the agency responsible for the technical development of interoperability components and tools, made steady progress during the reporting period. The development of the sBMS is in its final stages and preparations are ongoing for its entry into operation. As with all interoperability components and tools, it will be launched in parallel with an EU information system that makes use of the services it provides.¹⁶

The technical development of the European Search Portal (ESP) is also well under way. Several improved versions have been developed and test activities are ongoing. The ESP is expected to enter into operation in parallel with the first EU information system that makes use of its services, which is most likely, the European Criminal Records Information System for Third-country Nationals (ECRIS-TCN). The outlook is similar for the Common Identity Repository (CIR), as it is at a similar level of technical development and is also currently being tested. Like the ESP, the CIR will be launched in parallel with the first EU information system that makes use of the services.

The Multiple-Identity Detector (MID), developed by eu-LISA, is also on track, with testing currently in progress. The Central Unit of Frontex will have an important operational role in processing yellow links during the MID transitional period¹⁷. Frontex reports that preparations are on track, and eu-LISA's development of the tool that Frontex will use for this task is also progressing well. As a result of the recent adoption of the new Eurodac Regulation, and its inclusion in the interoperability framework, Eurodac data will fall under the MID transitional period. The impact of this development on the work of the Central Unit is currently under evaluation.

¹⁶ Given the current state of play, the sBMS will most likely be launched as part of the VIS release necessary for the subsequent entry into operation of the Entry/Exit System.

¹⁷ Article 69 of Regulation (EU) 2019/817 and Article 65 of Regulation (EU) 2019/818.

The development of the Central Repository for Reporting and Statistics (CRRS) is also progressing well, and at the end of the reporting period testing was under preparation. The CRRS will be launched in parallel with the ESP and the CIR.

4. Training needs

The Commission continued to support interoperability-related training during the reporting period. While most training sessions focus on raising awareness about the requirements arising from the Regulations, there is increasing demand for more in-depth training. The reason for this could be that knowledge of the subject varies significantly between Member States, and often between communities in the same Member State. The Commission participated in interoperability training provided by CEPOL¹⁸ in Malta in November 2024. It also supported the European Agency for Fundamental Rights by helping it set up an e-learning course on EU information systems for migration management and policing, alongside an e-learning course on interoperability and fundamental rights.

For the next reporting period, the Commission expects to see a growing interest in specific interoperability-related topics, such as the MID and associated procedures, alongside continued demand for general information about the Regulations. The Commission will continue to work with stakeholders in order to meet these demands.

5. EU funds

On interoperability-related funding for eu-LISA, the latest progress report¹⁹ states that, as of May 2024, EUR 121.1 million had been committed and EUR 71.4 million paid for development and implementation activities.

Member States have been encouraged to make full use of the funding available under their national programmes supported by the Internal Security Fund – Border and Visa²⁰ for the period 2014-2020 by the date the eligibility of expenditure expires on 30 June 2024. They have also been encouraged to use resources available under national programmes funded by the Instrument for Financial Support for Border Management and Visa Policy (BMVI)²¹ to further develop and implement interoperability of EU information systems.

6. Conclusion

¹⁸ The European Union Agency for Law Enforcement Training.

¹⁹ Tenth progress report on the development of interoperability as per Article 78(2) of Regulation (EU) 2019/817 and Article 74(2) of Regulation (EU) 2019/818 (2023-215).

²⁰ Regulation (EU) No 515/2014 of the European Parliament and of the Council of 16 April 2014 establishing, as part of the Internal Security Fund, the instrument for financial support for external borders and visa and repealing Decision No 574/2007/EC <http://data.europa.eu/eli/reg/2014/515/oj>;

²¹ Regulation (EU) 2021/1148 of the European Parliament and of the Council of 7 July 2021 establishing, as part of the Integrated Border Management Fund, the Instrument for Financial Support for Border Management and Visa Policy <http://data.europa.eu/eli/reg/2021/1148/oj>;

Ensuring interoperability is an essential part of an improved IT architecture for new and upgraded EU information systems. The aim is not only to give border, visa, asylum, immigration and law enforcement bodies faster, more efficient and systematic access to data, but also to ensure that the millions of third-country nationals who visit the European Union every year have a smoother and safer border crossing.

Significant progress has been made in the current reporting period on the technical development and testing of interoperability components and tools, and on the development of supporting measures such as the interoperability handbook and the digital platform that allows easy access to them. The next reporting period is likely to see the launch of the first interoperability components and the statistical reporting tool, depending on when the related EU information systems are launched. As explained above, the interoperability components and tool enter into operation at the same time as the first system that makes use of their services.

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