Council of the European Union

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COVER NOTE

From:	Secretary-General of the European Commission, signed by Ms Martine DEPREZ, Director
date of receipt:	21 August 2025
To:	Ms Thérèse BLANCHET, Secretary-General of the Council of the European Union
Subject:	COMMISSION DELEGATED REGULATION (EU) .../... amending Regulation (EU) 2018/1240 of the European Parliament and of the Council as regards the amount of the European Travel Information and Authorisation System (ETIAS) travel authorisation fee

Delegations will find attached document C(2025) 4644 final.

Encl.: C(2025) 4644 final

EUROPEAN
COMMISSION

Brussels, 16.7.2025
C(2025) 4644 final

COMMISSION DELEGATED REGULATION (EU) …/...

of 16.7.2025

amending Regulation (EU) 2018/1240 of the European Parliament and of the Council as regards the amount of the European Travel Information and Authorisation System (ETIAS) travel authorisation fee

EXPLANATORY MEMORANDUM

1. CONTEXT OF THE DELEGATED ACT

In September 2018, the Council and the European Parliament adopted Regulation (EU) 2018/1240, establishing the European Travel Information and Authorisation System ('ETIAS')[1].

That Regulation requires the European Commission to adopt delegated acts that are necessary for the development and technical implementation of the ETIAS Information System.

In particular, pursuant to Article 18(4) of that Regulation, the Commission is to adopt delegated acts on changes to the amount of the ETIAS travel authorisation fee. These changes are to take into account any increase in the costs of operation and maintenance of ETIAS, given that the revenues from the payment of the ETIAS application fee is to be assigned to cover these costs, as well as other relevant factors, such as policy-related considerations, that may justify that increase. In accordance with Article 18(4) of Regulation (EU) 2018/1240, the Commission adopted Commission Delegated Regulation (EU) 2024/2511[2] on 2 May 2024.

Delegated Regulation (EU) 2024/2511 provides for the Member States, as well as the European Border and Coast Guard Agency, the European Union Agency for the Operational Management of Large-Scale IT Systems in the Area of Freedom, Security and Justice and the European Union Agency for Law Enforcement Cooperation ('agencies'), to inform the Commission on any trends and challenges that may justify a change of the amount of the ETIAS travel authorisation fee.

On 29 April 2025, during a meeting of the Council Working Party on Own Resources, the Polish Presidency presented a non-paper discussing potential new resources for the EU budget. This document explored the potential for a gradual increase of the ETIAS fee to align with other visa-waiver programmes, though no specific amount was proposed. The non-paper initiated discussions among Member States on the need to raise the ETIAS fee, including during a second meeting of the Council Working Party on Own Resources held on 22 May 2025. Following these discussions, and in accordance with Delegated Regulation (EU) 2024/2511, the Commission evaluated various economic and policy-related factors and subsequently concluded that it was necessary to increase the amount of the ETIAS application fee to EUR 20.

In its assessment, the Commission specifically recognised a cumulative inflation rate of 30.12% since 2016, along with an anticipated increase in the processing workload of the ETIAS Central Unit and the ETIAS National Units due to current and expected increased volumes of visa-exempt travellers subject to ETIAS. Additionally, the implementation of additional ETIAS functionalities not included in the proposal for an ETIAS Regulation, such as the possibility to conduct interviews with ETIAS applicants, was considered. These elements led the Commission to conclude that the operational and maintenance costs of

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[1] Regulation (EU) 2018/1240 of the European Parliament and of the Council of 12 September 2018 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).

[2] Commission Delegated Regulation (EU) 2024/2511 of 2 May 2024 supplementing Regulation (EU) 2018/1240 of the European Parliament and of the Council as regards the identification of increases in the costs of operation and maintenance of the European Travel Information and Authorisation System (ETIAS) for the purpose of changing the amount of the travel authorisation fee (OJ L, 2024/2511, 25.9.2024)

ETIAS are likely to exceed the initial cost estimate of EUR 85 million outlined in the 2016 proposal for an ETIAS Regulation[3].

Beyond economic considerations, the Commission assessed policy-related factors. This included maintaining competitive parity and a level playing field with other global travel authorisation programmes, such as the United States' Electronic System for Travel Authorization (ESTA) and the United Kingdom's Electronic Travel Authorisation (ETA), both of which charge an application fee of approximately EUR 19, with two years validity.

The Commission is adopting this delegated act ahead of the entry into operations of ETIAS. This ensures that the global information campaign on the system, which will be launched six months before ETIAS goes live, accurately reflect the new fee. By doing so, the Commission aims to ensure clear and consistent communication to travellers as well as certainty about the amount of the fee prior to the start of operations of the system.

2. CONSULTATIONS PRIOR TO THE ADOPTION OF THE ACT

For the purpose of developing this delegated act, an Expert Group was convened. All Member States were presented with an opportunity to nominate experts to participate in the Expert Group on Information Systems for Borders and Security, in accordance with Article 89(4) of Regulation (EU) 2018/1240 and with the principles laid down in the Interinstitutional Agreement of 13 April 2016 on Better Law-Making. As a result, the content of this Commission Delegated Regulation was established taking into account the input given by experts of the Member States in the framework of the above-mentioned Expert Group.

This Expert Group was consulted for the first time on 27 May 2025. The experts were also given the opportunity to provide written comments. A final version of this Regulation that built on the feedback received was presented to the Member States on 10 June 2025, after which the document was considered final by the experts and by the Commission.

In addition, the European Border and Coast Guard Agency ('Frontex'), within which the ETIAS Central Unit will be established, and the European Agency for the Operational Management of Large-Scale IT Systems in the Area of Freedom, Security and Justice ('eu-LISA') were consulted.

3. LEGAL ELEMENTS OF THE DELEGATED ACT

In accordance with Article 18(1) of Regulation (EU) 2018/1240, the applicant shall pay a fee of EUR 7 to apply for an ETIAS travel authorisation. This fee shall be waived for applicants under 18 years or above 70 years of age at the time of the application, as well as for third-country nationals referred to in point (c) of Article 2(1) of the Regulation.

Pursuant to Article 86 of Regulation (EU) 2018/1240, the ETIAS travel authorisation fee collected is to cover the costs of operation and maintenance of ETIAS, in accordance with that Article.

In accordance with Article 18(4), the Commission is to adopt delegated acts for the purpose of changing the amount of the ETIAS travel authorisation fee, for which it shall take into account any increase in the costs of operation and maintenance of the system, as well as other relevant factors, such as policy-related considerations, that may justify that increase.

[3] Proposal for a Regulation of the European Parliament and of the Council establishing a European Travel Information and Authorisation System (ETIAS) and amending Regulations (EU) No 515/2014, (EU) 2016/399, (EU) 2016/794 and (EU) 2016/1624 (COM/2016/0731 final – 2016/0357 (COD)).

Delegated Regulation (EU) 2024/2511 mandates the Commission to determine, on a regular basis, whether a change in the amount of the ETIAS travel authorisation fee is required. In line with Article 7 of this Delegated Regulation, the Commission's assessment can happen ad hoc on the basis of trends and challenges identified by the Member States and the agencies that may have a significant economic impact on the operation and maintenance of ETIAS or otherwise justify a change of the amount of the ETIAS travel authorisation fee.

COMMISSION DELEGATED REGULATION (EU) …/...

of 16.7.2025

amending Regulation (EU) 2018/1240 of the European Parliament and of the Council as regards the amount of the European Travel Information and Authorisation System (ETIAS) travel authorisation fee

THE EUROPEAN COMMISSION,

Having regard to the Treaty on the Functioning of the European Union,

Having regard to Regulation (EU) 2018/1240 of the European Parliament and of the Council of 12 September 2018 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[4], and in particular Article 18(4) thereof,

Whereas:

(1) The amount of the fee to be paid by applicants for a European Travel Information and Authorisation System (ETIAS) travel authorisation is specified in Article 18(1) of Regulation (EU) 2018/1240. Commission Delegated Regulation (EU) 2024/2511[5] establishes mechanisms by which the Commission is to assess the necessity of adjusting that fee.

(2) In accordance with Delegated Regulation (EU) 2024/2511, the Commission has identified a number of factors which are likely to result in a significant or persistent increase in the costs of operation and maintenance of the ETIAS system, beyond those anticipated at the time Regulation (EU) 2018/1240 was adopted. Firstly, the cumulative inflation rate in the Union has increased by 30.12% since 2016. Secondly, the number of visa-exempt travellers entering the Union has increased significantly in recent years and is expected to continue to increase in the near future. Finally, additional ETIAS functionalities have been implemented for the functioning of ETIAS, that were not anticipated when Regulation (EU0 2018/1240 was adopted.

(3) It is necessary to align the ETIAS travel authorisation fee with those of comparable systems to ensure competitive parity and a level playing field with other travel authorisation programmes across the globe.

(4) It is therefore necessary to increase the ETIAS travel authorisation fee.

(5) Regulation (EU) 2018/1240 should therefore be amended accordingly.

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4 OJ L 236, 19.9.2018, p. 1, ELI: http://data.europa.eu/eli/reg/2018/1240/oj.

5 Commission Delegated Regulation (EU) 2024/2511 of 2 May 2024 supplementing Regulation (EU) 2018/1240 of the European Parliament and of the Council as regards the identification of increases in the costs of operation and maintenance of the European Travel Information and Authorisation System (ETIAS) for the purpose of changing the amount of the travel authorisation fee (OJ L, 2024/2511, 25.9.2024, ELI: http://data.europa.eu/eli/reg_del/2024/2511/oj).

(6) This Regulation does not affect the application of Directive 2004/38/EC of the European Parliament and of the Council[6] and of the Agreement on the withdrawal of the United Kingdom of Great Britain and Northern Ireland from the European Union and the European Atomic Energy Community[7].

(7) Given that Regulation (EU) 2018/1240 builds upon the Schengen acquis, in accordance with Article 4 of Protocol No 22 on the position of Denmark, annexed to the Treaty on European Union and to the Treaty on the Functioning of the European Union, Denmark notified its decision to implement Regulation (EU) 2018/1240 in its national law. Denmark is therefore bound by this Regulation.

(8) This Regulation constitutes a development of the provisions of the Schengen *acquis* in which Ireland does not take part, in accordance with Council Decision 2002/192/EC[8]. Ireland is therefore not taking part in the adoption of this Regulation and is not bound by it or subject to its application.

(9) As regards Iceland and Norway, this Regulation constitutes a development of the provisions of the Schengen *acquis* within the meaning of the Agreement concluded by the Council of the European Union and the Republic of Iceland and the Kingdom of Norway concerning the association of those two States with the implementation, application and development of the Schengen *acquis*[9], which fall within the area referred to in Article 1, point A, of Decision 1999/437/EC[10].

(10) As regards Switzerland, this Regulation constitutes a development of the provisions of the Schengen *acquis* with the meaning of the Agreement between the European Union, the European Community and the Swiss Confederation on the Swiss Confederation's association with the implementation, application and development of the Schengen *acquis*[11], which fall within the area referred to in Article 1, point A, of Decision 1999/437/EC, read in conjunction with Article 3 of Decision 2008/146/EC[12].

(11) As regards Liechtenstein, this Regulation constitutes a development of the provisions of the Schengen *acquis* within the meaning of the Protocol between the European Union, the European Community, the Swiss Confederation and the Principality of Liechtenstein on the accession of the Principality of Liechtenstein to the Agreement

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6 Directive 2004/38/EC of the European Parliament and of the Council of 29 April 2004 on the right of citizens of the Union and their family members to move and reside freely within the territory of the Member States amending Regulation (EEC) No 1612/68 and repealing Directives 64/221/EEC, 68/360/EEC, 72/194/EEC, 73/148/EEC, 75/34/EEC, 75/35/EEC, 90/364/EEC, 90/365/EEC and 93/96/EEC (OJ L 158, 30.4.2004, p. 77, ELI: http://data.europa.eu/eli/dir/2004/38/oj).

7 Agreement on the withdrawal of the United Kingdom of Great Britain and Northern Ireland from the European Union and the European Atomic Energy Community 2019/C 384 I/01 (OJ C 384I, 12.11.2019, p. 1).

8 Decision 2002/192/EC of 28 February 2002 concerning Ireland's request to take part in some of the provisions of the Schengen *acquis* (OJ L 64, 7.3.2002, p. 20).

9 OJ L 176, 10.7.1999, p. 36, ELI: http://data.europa.eu/eli/agree_internation/1999/439(1)/oj.

10 Decision 1999/437/EC of 17 May 1999 on certain arrangements for the application of the Agreement concluded by the Council of the European Union and the Republic of Iceland and the Kingdom of Norway concerning the association of those two States with the implementation, application and development of the Schengen *acquis* (OJ L 176, 10.7.1999, p. 31, ELI: http://data.europa.eu/eli/dec/1999/437/oj).

11 OJ L 53, 27.2.2008, p. 52, ELI: http://data.europa.eu/eli/agree_internation/2008/178(1)/oj.

12 Decision 2008/146/EC of 28 January 2008 on the conclusion, on behalf of the European Community, of the Agreement between the European Union, the European Community and the Swiss Confederation on the Swiss Confederation's association with the implementation, application and development of the Schengen *acquis* (OJ L 53, 27.2.2008, p. 1, ELI: http://data.europa.eu/eli/dec/2008/146/oj).

between the European Union, the European Community and the Swiss Confederation on the Swiss Confederation's association with the implementation, application and development of the Schengen *acquis*[13] which fall within the area referred to in Article 1, point A, of Decision 1999/437/EC read in conjunction with Article 3 of Decision 2011/350/EU[14].

(12) This Regulation constitutes an act building upon, or otherwise relating to, the Schengen *acquis* within the meaning of Article 3(1) of the 2003 Act of Accession,

HAS ADOPTED THIS REGULATION:

Article 1

In Article 18 of Regulation (EU) 2018/1240, paragraph 1 is replaced by the following:

'1. A travel authorisation fee of EUR 20 shall be paid by the applicant for each application.'.

Article 2

This Regulation shall enter into force on the twentieth day following that of its publication in the *Official Journal of the European Union*.

This Regulation shall be binding in its entirety and directly applicable in the Member States in accordance with the Treaties.

Done at Brussels, 16.7.2025

For the Commission
The President
Ursula VON DER LEYEN

13 OJ L 160, 18.6.2011, p. 21, ELI: http://data.europa.eu/eli/prot/2011/350/oj.

14 Decision 2011/350/EU of 7 March 2011 on the conclusion, on behalf of the European Union, of the Protocol between the European Union, the European Community, the Swiss Confederation and the Principality of Liechtenstein on the accession of the Principality of Liechtenstein to the Agreement between the European Union, the European Community and the Swiss Confederation on the Swiss Confederation's association with the implementation, application and development of the Schengen *acquis*, relating to the abolition of checks at internal borders and movement of persons (OJ L 160, 18.6.2011, p. 19, ELI: http://data.europa.eu/eli/dec/2011/350/oj).