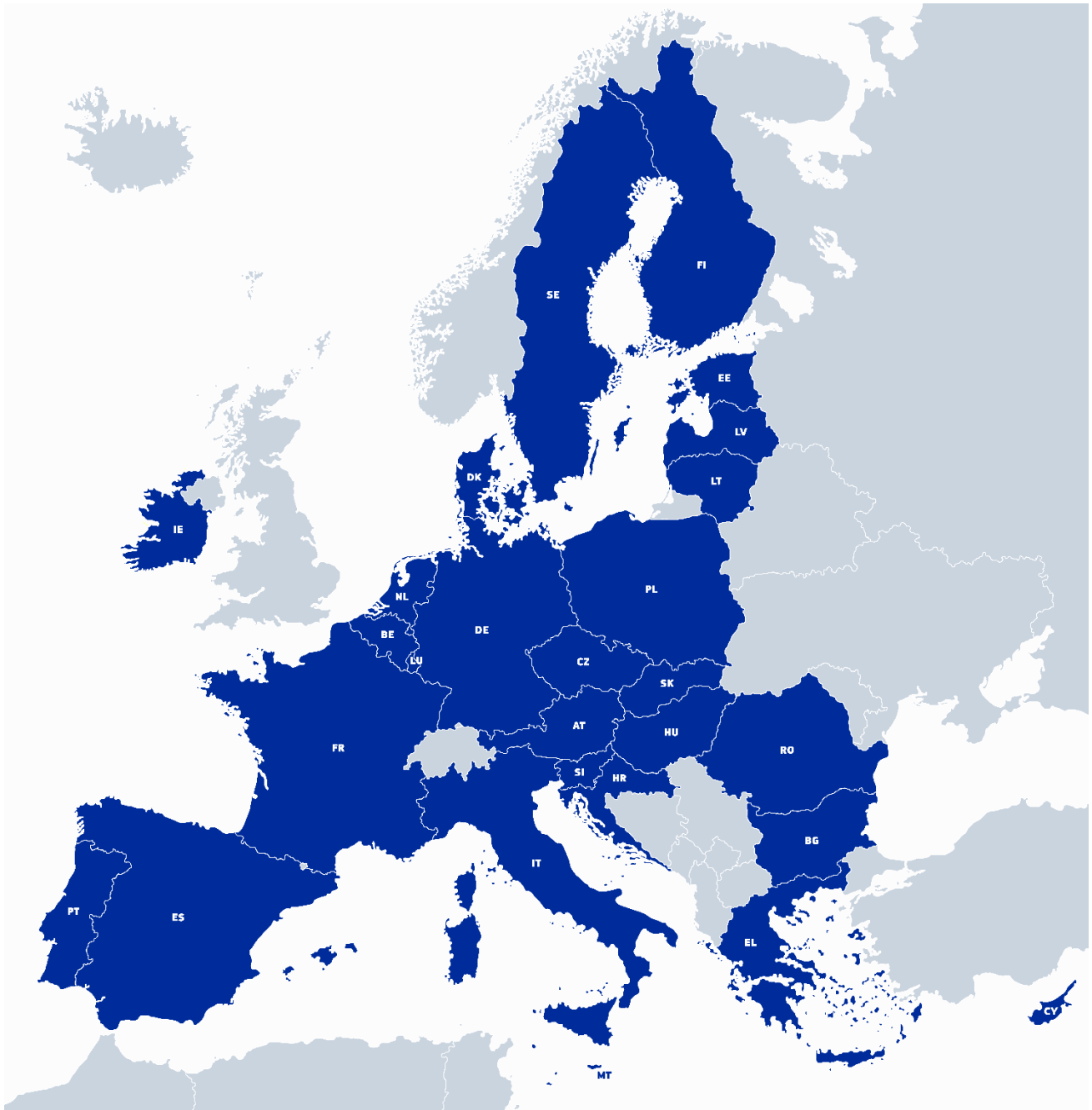


# REPORT ON CONTROLS ON PRODUCTS ENTERING THE EU MARKET

with regard to *product compliance* in 2024



EUROPEAN COMMISSION

Directorate-General Taxation & Customs Union  
Directorate A – Customs  
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# FOREWORD

I am very pleased to present for the first time the report on controls on products entering the EU market with respect to product compliance. DG TAXUD (Directorate-General for Taxation & Customs Union) draws up this report in application of Article 25(6) of Regulation (EU) 2019/1020 on market surveillance and compliance of products.

This report aims to give the state-of-play of enforcement of product compliance at the EU external borders for products to be released for free circulation and placed on the EU market.

The objective of Regulation (EU) 2019/1020 on market surveillance and compliance of products is to improve the functioning of the Internal Market. The Regulation aims to ensure that only products respecting a high level of protection of public interests, such as health and safety, the protection of consumers, the protection of the environment and any other public interests, are made available on the EU market.

As regards products entering the EU market from third countries, the most effective way to ensure that non-compliant and dangerous products are not placed on the EU market is to detect and stop them at the EU external borders before they are released for free circulation. Chapter VII of Regulation (EU) 2019/1020 therefore requires customs authorities to perform controls on products entering the EU market.

This report contains the statistical data provided by the Member States and an assessment thereof, including a comparative analysis of the products controlled, suspended and eventually refused at the EU external borders in proportion of the total number of releases for free circulation in the EU:

- Chapter 1 presents the legal framework laid down in Chapter VII of Regulation (EU) 2019/1020, while Chapter 2 explains the scope and content of the report itself and its expected evolutions in the future.
- Chapter 3 provides an analysis in absolute numbers of the three main statistical indicators: interventions, suspensions and refusals<sup>1</sup>, while Chapter 4 puts them into perspective of the volumes of items released for free circulation in the EU. Chapter 5 complements the analysis with a review of the relative performance by Member States.
- Chapter 6 finally presents a detailed analysis of the items refused for non-compliance or serious risks.
- A glossary and the list of the product categories of Chapter 6 complete the report.

I hope that you find this publication interesting and useful.

Matthias Petschke  
Director for Customs, DG TAXUD

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<sup>1</sup> See definitions of 'intervention', 'suspension', 'refusal' and 'item' in the Glossary.

## Abstract

The *Report on controls on products entering the EU market with regard to product compliance* presents and analyses the statistical data submitted by Member States regarding product compliance controls by customs and market surveillance authorities at the EU external borders pursuant to Chapter VII of Regulation (EU) 2019/1020 on market surveillance and compliance of products.

The report provides a comparison over the last three years of three indicators – interventions, suspensions and refusals – on product compliance control and it offers in-depth analyses of these indicators across different dimensions, including the relative performance at EU and national levels as well as a detailed analysis of the refusals.

## Editor

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Prohibitions & Restrictions: [https://taxation-customs.ec.europa.eu/customs/prohibitions-restrictions\\_en](https://taxation-customs.ec.europa.eu/customs/prohibitions-restrictions_en)

## Acknowledgements

The editor would like to thank the colleagues in TAXUD and GROW who were involved in the preparation of this publication.

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# EXECUTIVE SUMMARY

## EU customs protect citizens, businesses and the environment from non-compliant or dangerous products

A strong Customs Union is the cornerstone of the EU Single Market, allowing goods to move freely within the Union.

Due to this strategic position, customs authorities are responsible for upholding EU rules in a wide array of policy areas, the so called “Prohibitions and Restrictions”<sup>2</sup>, in addition to their traditional role of collecting duties and taxes.

Regulation (EU) 2019/1020 on market surveillance and product compliance requires customs to control manufactured products to prevent non-compliant or dangerous products entering the EU market and reaching consumers.

This report acknowledges the hard work of customs authorities, while revealing that much more should be done. In 2024, customs controlled the compliance of only 0.0082% of all products imported: 82 items per million released for free circulation. To effectively protect the EU, Member States must intensify their controls on product compliance. The EU Customs Reform will be a game-changer. The creation of an EU Customs Authority and Data hub, together with the modernisation of the customs processes foreseen by the customs reform package, will enable Member States to act as one.

## A joint commitment to product compliance: customs and market surveillance authorities

EU product requirements are laid down in a series of product harmonisation legal acts<sup>3</sup> applicable to specific product categories (such as toys or cosmetics) and, subsidiarily, the general product safety rules<sup>4</sup>.

As customs authorities may not be experts in each sectoral legislation, performing effective controls requires cooperation between customs and market surveillance authorities (hereafter: MSAs).

Each MSA has an in-depth knowledge of its specific domain. They assess the compliance and risks of products, which have been stopped by customs, before they enter the EU market..

This report confirms the significant potential to enhance this cooperation. The forthcoming digitalisation of the exchanges between the authorities through a new electronic interface between customs systems and ICSMS (the *Information & Communication System for Market Surveillance* used by MSAs) is crucial to achieving this objective. Using this new electronic interface, operational as from December 2025, is legally optional for Member States. However, as this report shows, it is vital that Member States seize this opportunity to step up cooperation.

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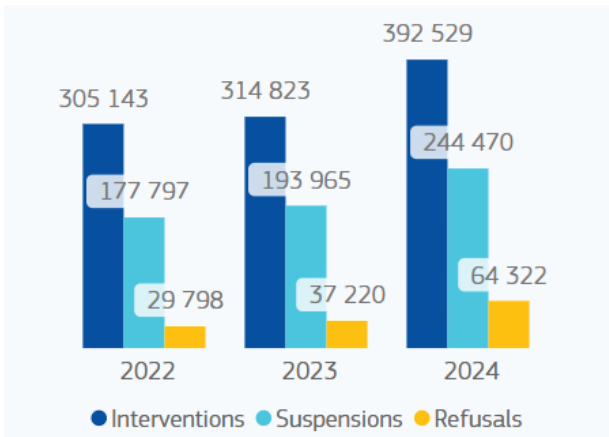
<sup>2</sup> [https://taxation-customs.ec.europa.eu/customs/prohibitions-restrictions\\_en](https://taxation-customs.ec.europa.eu/customs/prohibitions-restrictions_en)

<sup>3</sup> See Annex I to Regulation (EU) 2019/1020 that lists product harmonisation legislation.

<sup>4</sup> Regulation (EU) 2023/988 of the European Parliament and of the Council of 10 May 2023 on general product safety.

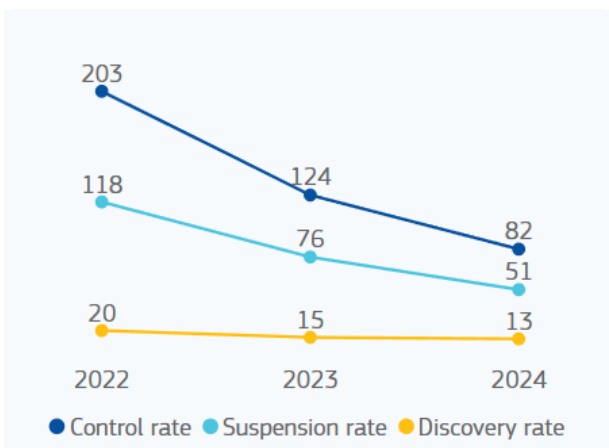
## Insufficient product compliance controls at EU level

From 2022 to 2024, statistical data submitted by Member States shows that the numbers of products controlled, stopped by customs and eventually refused access to the EU market (because dangerous or non-compliant) increased every year<sup>5</sup>, with up to 64 322 refusals in 2024.



However, when considering the increasing volume of goods entering the EU market, the overall EU performance has progressively declined, with in 2024:

- 82 items controlled per million imports;
- 51 items suspended per million imports;
- 13 items per million eventually refused for non-compliance or serious risks.



## A call to immediate action for underperforming Member States

Across the EU, customs refused on average 13 items per million items released in 2024, but huge performance discrepancies are observed across Member States. The best performing Member State refused 175 items per million imports while the worst performing Member State only refused 0.1 item per million imports.

Different control approaches and priorities in Member States are legitimate and necessary, reflecting the obligation to tailor controls based on risk management. Nevertheless, this does not justify the major discrepancies in performance. It is implausible that products imported in less performing Member States are inherently more compliant or less dangerous than in other Member States.

The most effective way to ensure that non-compliant or dangerous products are not placed on the EU market is to detect them before they are released for free circulation. The lack of effective controls at an adequate level in some Member States, which are largely underperforming, is therefore a cause for concern.

The Commission services have initiated a dialogue with the Member States concerned urging them to take the necessary actions to improve their performance and thereby better protect EU consumers and the environment, while also securing a level-playing field for EU businesses.

<sup>5</sup> Please see Chapter 3 for a detailed explanation and Glossary for the definitions of ‘intervention’, ‘suspension’, ‘refusal’ and ‘item’.

## Tackling the e-commerce challenge: an urgent priority

The EU faces an exponentially increasing number of low-value imports related to e-commerce: 1.4 billion items in 2022, 2.3 billion in 2023, and 4.6 billion in 2024. Controlling the compliance of these products is crucial, due to the risks for citizens, businesses and the environment, and challenging because of the huge volumes involved.

This trend is not expected to end anytime soon, so there is no time to waste in addressing this challenge. The Commission thus adopted on 5 February 2025 a Communication<sup>6</sup> on “*A comprehensive EU toolbox for safe and sustainable e-commerce*”.

Product compliance controls are at the core of this strategy. The targeted measures for imported goods include coordinated controls between customs and MSAs, in order to remove non-compliant products from the market and collect evidence to feed risk analysis and enforcement actions. Consequently, controls are being intensified, on a rolling basis, for certain operators, goods or trade flows.

These initiatives will be complemented by a stronger horizontal approach across different policies, in particular the Digital Services Act<sup>7</sup>, the Single Market Strategy<sup>8</sup>, the Digital Product Passport<sup>9</sup> and the customs reform.

## Driving future improvements: the EU Customs Reform with its EU Customs Authority and EU Customs Data hub

The Customs Union is the external layer of the Single Market. It is the first line of defence of the EU market amid various challenges, including a huge increase in trade volumes, particularly in e-commerce, a fast-growing number of EU laws requiring border enforcement, and shifting geopolitical realities and crises.

In May 2023, the Commission adopted its proposal for the Reform of the Customs Union<sup>10</sup>. In practice, the proposed reform, which aims to modernise and reinforce the Customs Union, will be a game-changer for customs controls. It will, in particular, revolutionise the enforcement of Prohibitions and Restrictions, including product compliance. The reform will also facilitate cooperation with other authorities, namely MSAs, which is vital to ensure the enforcement of the sectoral EU acquis, a relevant pillar of the Single Market Strategy<sup>11</sup>.

The European Parliament adopted its position on the Commission proposal in March 2024 and the Council its negotiating mandate on 27 June 2025. The Commission looks forward to the forthcoming trilogues with a view to a rapid adoption, and then implementation, of the customs reform.

The measures proposed present a data-driven vision to equip EU Customs with the tools and resources to assess and block imports posing serious risks to EU citizens, businesses and the environment.

First of all, a new EU Customs Authority will develop a new EU-level approach to risk management, necessary to ensure harmonised and targeted customs controls at the EU external borders, especially for product compliance.

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<sup>6</sup> <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex:52025DC0037>

<sup>7</sup> [https://commission.europa.eu/strategy-and-policy/priorities-2019-2024/europe-fit-digital-age/digital-services-act\\_en](https://commission.europa.eu/strategy-and-policy/priorities-2019-2024/europe-fit-digital-age/digital-services-act_en)

<sup>8</sup> [https://single-market-economy.ec.europa.eu/single-market/strategy\\_en](https://single-market-economy.ec.europa.eu/single-market/strategy_en)

<sup>9</sup> [https://commission.europa.eu/energy-climate-change-environment/standards-tools-and-labels/products-labelling-rules-and-requirements/ecodesign-sustainable-products-regulation\\_en](https://commission.europa.eu/energy-climate-change-environment/standards-tools-and-labels/products-labelling-rules-and-requirements/ecodesign-sustainable-products-regulation_en)

<sup>10</sup> [https://taxation-customs.ec.europa.eu/customs/eu-customs-reform\\_en](https://taxation-customs.ec.europa.eu/customs/eu-customs-reform_en)

<sup>11</sup> Communication on the Single Market: our European home market in an uncertain world A Strategy for making the Single Market simple, seamless and strong: <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex:52025DC0500>

Secondly, the EU Customs Authority will develop and run a new EU Customs Data Hub<sup>12</sup>. This secure and cyber-resilient set of electronic services and systems will replace the existing customs IT infrastructure in EU Member States and allow:

- data handling, both logistic and commercial, for customs purposes, through a single common EU interface for traders;
- proactive risk identification in supply chains (incl. e-commerce) on a systematic, EU-wide basis, making it easier to stop non-compliant or dangerous goods before they enter the EU;
- collaboration with other authorities including MSAs: a strengthened cooperation framework can help authorities to work together to rationalise their interventions and target problematic supply chains; this deeper and more strategic collaboration can be enabled in practice by new Hub capabilities;
- better risk information exchange and analysis, to carry out joint supervision strategies and cooperate on operational implementation and controls, also with other authorities.

In addition, the new concept of a single liable person per consignment is introduced to give clear legal responsibilities to importers in the EU. As regards e-commerce, the role and responsibilities of platforms or suppliers will evolve with a new definition, and new obligations, regarding ‘deemed importers’. These would be subject to the same obligations as any other importer, including ensuring product compliance with sectoral legal acts – whereas platforms currently have no role at all in customs, neither under customs legislation nor in product legislation.

The reform will strengthen the enforcement of EU customs legislation and EU rules on Prohibitions and Restrictions. It will also empower customs authorities in all EU Member States with stronger control capabilities to take decisive action on product compliance.

### *An all-new, fully integrated vision of product controls*

Across all non-financial risks (product compliance, safety, environmental, etc.), closer strategic and operational cooperation is greatly needed between customs and non-customs authorities: e.g., market surveillance authorities, law enforcement authorities, border management authorities and tax authorities.

Such coordination should start with more inclusive and holistic policy making, by taking account of the roles and possible synergies of the respective authorities upstream. This should pave the way for a more strategic approach to enforcing product requirements in the Single Market. Such a strategic approach needs to be complemented operationally with data sharing and joint risk analysis.

The EU Customs Data Hub would enable the joint use of data, going beyond the automated cross-checking of authorisations or exchange of documents, with the goal of developing common risk management strategies. It would integrate data across all process steps and allow a more comprehensive, consistent and effective supervision of compliance no matter where goods cross the external borders.

The introduction of the Digital Product Passport will complement this by enabling digital identification of products, on an article, batch or model basis, and ensuring access to data regarding its provenance, presence of hazardous substances or critical raw materials and other information relating to its composition and sustainability. Furthermore, information from other competent authorities on restricted chemical substances, or on non-compliant supply chains detected in any Member State, can directly feed into the common risk analysis, improving the intelligence for the control decisions of all Member States.

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<sup>12</sup> As regards timelines, the Hub is not intended as a “big bang” but would be introduced progressively, starting with e-commerce business-to-consumer traffic in 2028, then becoming available for all customs processes in 2032 (required for trusted traders in the “Trust and Check Scheme” from that point, optional for other traders) and would become mandatory for all traders from the end of 2037.

# LEGAL FRAMEWORK & ORGANISATION OF CONTROLS

Regulation (EU) 2019/1020 on market surveillance and compliance of products<sup>13</sup> entered into application on 16 July 2021.

The Regulation aims to improve the functioning of the Internal Market. The Regulation aims to ensure that only products respecting a high level of protection of public interests, such as health and safety, the protection of consumers, the protection of the environment and any other public interests, are made available on the EU market.

Chapter VII of the Regulation lays down a comprehensive, mandatory framework for the controls on all products entering the EU market.

## Regulation (EU) 2019/1020 on market surveillance and compliance of products

When products enter the EU from third countries, the most effective way to ensure that non-compliant and dangerous products are not placed on the market is to stop them at the EU external borders before they are released for free circulation.

This objective is underlined by recital 52 of Regulation (EU) 2019/1020: *"an effective way to ensure that unsafe or non-compliant products are not placed on the Union market would be to detect such products before they are released for free circulation. Authorities in charge of the control on products entering the Union market have a complete overview of trade flows across the Union's external borders and should therefore be required to carry out adequate controls on a risk assessment basis to contribute to a safer marketplace which ensures a high level of protection of public interests"*.

This obligation applies to all products<sup>14</sup> in so far as other EU law does not contain specific provisions relating to the organisation of controls on products entering the EU market.

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<sup>13</sup> Regulation (EU) 2019/1020 of the European Parliament and of the Council of 20 June 2019 on market surveillance and compliance of products and amending Directive 2004/42/EC and Regulations (EC) No 765/2008 and (EU) No 305/2011.

<sup>14</sup> Pursuant to Art. 1(3) and 2(2) of the Regulation, Chapter VII applies to all products, not only to products covered by the EU harmonisation legislation listed in Annex I of the Regulation, which concerns market surveillance.

## Role of customs authorities

Pursuant to Article 25(1) of the Regulation, each Member State must designate its authorities in charge of controls on products entering the EU.

Customs authorities have a strategic position at the EU external borders. They are designated in all Member States as the main authority to conduct controls and ensure that products entering the market from third countries are compliant and present no serious risk. Customs carry out the first-line controls on products originating from third countries, assessing compliance and absence of serious risks. In some Member States, market surveillance authorities (MSAs) are also designated in addition to customs in respect of certain specific categories of products.

Pursuant to Article 25(2) of the Regulation, designated authorities shall have the necessary powers and resources for the proper performance of their tasks.

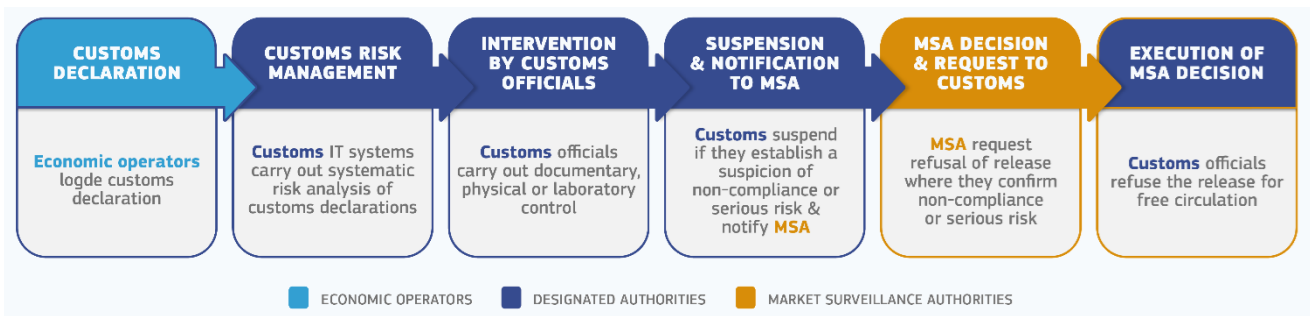
## Role of market surveillance authorities (MSAs)

Customs authorities are tasked with the enforcement of a vast range of non-customs legal acts. They may not be experts in each rule relating to prohibitions and restrictions, so the Regulation requires MSAs to give their specialised assessment.

Each MSA has an in-depth knowledge of its specific domain, often a product category or market segment. They are accordingly required to assess and conclude on the compliance and serious risks of products suspected to be non-compliant or dangerous.

Articles 25 to 28 of the Regulation define the interplay between customs authorities and MSAs as regards controls on product compliance.

The process for controls on products entering the EU market and the respective roles and responsibilities are summarised in the flowchart below.



## Risk management

Pursuant to Article 25(3) of the Regulation, *“Products subject to Union law that are to be placed under the customs procedure ‘release for free circulation’ shall be subject to controls performed by the authorities designated under paragraph 1 of this Article. They shall perform those controls on the basis of risk analysis in accordance with Articles 46 and 47 of Regulation (EU) No 952/2013 and, where relevant, on the basis of risk-based approach as referred to in the second subparagraph of Article 11(3) of this Regulation.”*

In other words, the targeting of customs controls shall primarily be based on risk analysis, with the purpose of identifying and evaluating the risks and developing the necessary countermeasures. The risk analysis uses electronic data-processing techniques based on criteria developed at national, EU and, where available, international level. Ultimately, national customs authorities decide on the levels of risk associated with products to determine which products should be controlled<sup>15</sup>.

The Customs Risk Management System (CRMS) is used by customs authorities and by the Commission for the exchange of Risk Information Forms (RIFs) containing risk-related information on products that are non-compliant or that present a serious risk. On 1 January 2022, CRMS was comprehensively reshaped to provide Member States with a state-of-the-art system known as ‘CRMS2’. It allows quick and easy real-time exchange of risk-related information between customs authorities at central, regional and local level, and between the customs authorities and the Commission. CRMS2 provides tools to speed up the communication between customs offices in the EU and a unique central database of risk and control-related information.

The Risk Management Collaboration Service (RMCS) is a new domain in CRMS, which is used to communicate and collaborate on defined issues between specific customs offices or national risk analysis centres. A ‘collaboration request’ is created to warn a specific Member State about a consignment needing a quick response.

In addition, pursuant to Article 25(8) of the Regulation (EU) 2019/2010, *“the Commission (...) may adopt implementing acts laying down benchmarks and techniques for checks on the basis of common risk analysis on the EU level, in order to ensure a consistent enforcement of EU law, to strengthen the controls on products entering the EU market and to ensure an effective and uniform level of such controls.”* These acts may offer improvements to product compliance, not only via controls by the customs authorities which rely on a common framework, but also via checks carried out by MSAs upon notification of suspicious cases by customs.

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<sup>15</sup> In accordance with Regulation (EU) No 952/2013 (Union Customs Code), Art. 46, paragraph 2 and 4.

## Process for controls on products entering the EU market

Pursuant to Article 26(1) and (2) of Regulation (EU) 2019/1020, when customs suspect a non-compliance or serious risk relating to a product, they suspend the release for free circulation of the product and immediately notify the competent MSAs. This notification can follow any type of intervention: document verification, physical inspection or even laboratory testing.

Pursuant to Article 27, where the release for free circulation is suspended, MSAs have four working days to either, firstly, request the customs authorities to extend the suspension period or, secondly, to confirm the compliance of the product and its approval for release for free circulation or, thirdly, to confirm the non-compliance or serious risk of a product.

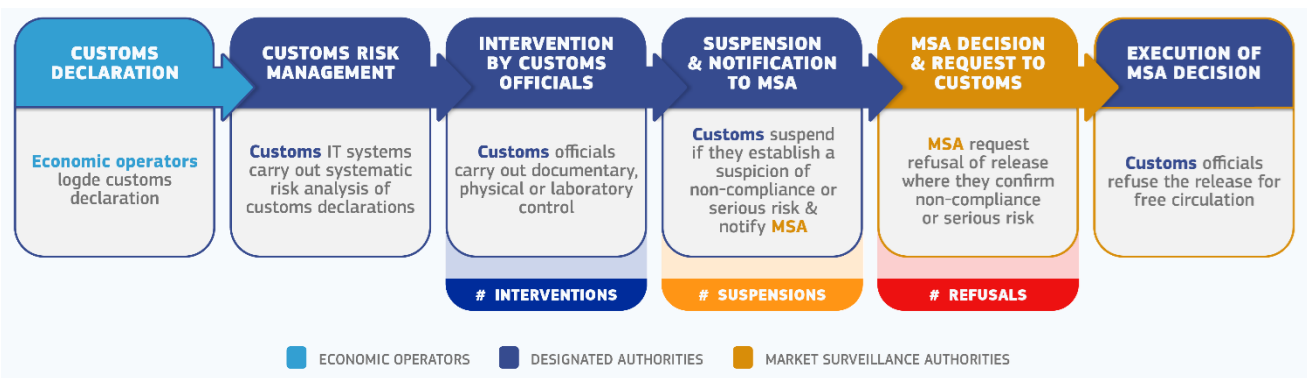
In case MSAs provide no reply within the four working days and do not request to extend the suspension period, customs are expected to release the product where all the other requirements and formalities relating to such a release have been fulfilled.

Pursuant to Article 28, where MSAs conclude that a product shall be prohibited from being placed on the market due to non-compliance or serious risk, they shall require the customs authorities not to release it for free circulation.

There are typically three courses of action in case a product is confirmed to be non-compliant or to present serious risks:

- Destroying or otherwise rendering inoperable a product which presents a risk to the health and safety of end users where the authority considers that it is necessary and proportionate to do so.
- Rendering the product compliant before allowing its placing on the EU market.
- Re-exporting of the product.

The present report is based on the statistics related to the controls on products entering the EU market, namely, interventions, suspensions and refusals. The general control process<sup>16</sup> and the reporting methods as regards these three indicators are summarised in the flowchart below.



<sup>16</sup> In some Member States, customs authorities are also market surveillance authorities (example: France and Finland). In such cases, there is no actual notification as customs authorities may determine by themselves whether the product is compliant and / or presents a serious risk and take a decision on their own.

# REPORT ON PRODUCT COMPLIANCE CONTROLS

Pursuant to Article 25(6) of Regulation (EU) 2019/1020, “By 31 March of each year, Member States shall submit to the Commission detailed statistical data covering controls performed by the authorities designated under paragraph 1 with respect to products subject to Union law during the previous calendar year. The statistical data shall cover the number of interventions in the field of controls on such products with regard to product safety and compliance.

*The Commission shall draw up a report by 30 June of each year, containing the information provided by the Member States for the previous calendar year and an analysis of the data submitted.”*

In line with these requirements, this report aims to measure the scale and effect of interventions as regards product compliance in the EU market.

## Customs declarations concerned

Chapter VII of Regulation (EU) 2019/1020 applies only to the customs procedure of release for free circulation. It does not cover other customs procedures, such as transit, customs warehousing, or inward processing.

The customs declarations relevant for this report are thus all declarations of the following types:

- H1: Declaration for release for free circulation & special procedure, specific use, declaration for end-use (hereafter: ‘Standard declaration’);
- H6: Customs declaration in postal traffic for release for free circulation<sup>17</sup>;
- H7: Customs declaration for release for free circulation of low-value consignments<sup>18</sup>, i.e. consignments that benefit from import duty relief in accordance with Article 23(1) or Article 25(1) of Regulation (EC) No 1186/2009. In this report, H7 customs declarations are used as the best available proxy for e-commerce<sup>19</sup>.

By way of simplification, all other types of customs declarations, e.g., oral declarations, are grouped under a notional customs declaration type ‘H9 (Other customs declaration / notification / proof of customs status)’.

<sup>17</sup> H6 declarations are lodged for goods in postal consignment with an intrinsic value not exceeding EUR 1 000 pursuant to Article 144 of Commission Delegated Regulation (EU) 2015/2446.

<sup>18</sup> H7 declarations are lodged for goods with an intrinsic value of the consignment not exceeding EUR 150. They include “low-value consignments” sold by means of distance sales (for instance e-commerce) pursuant to Article 143a of UCC-DA.

<sup>19</sup> H1 declaration with an intrinsic value of the consignment not exceeding EUR 150 can also qualify as e-commerce, but the statistical data received does not allow to isolate them. H7 customs declarations are the best proxy available for e-commerce, also due to the fact that in 2024 the H7 declarations represent 97% of all items released for free circulation.

## Scope of submitted statistical data

Article 25(9) of the Regulation provides that “*The Commission shall adopt implementing acts further specifying the details of the data to be submitted.*” This was done with the adoption of Commission Implementing Regulation (EU) 2021/1121 on 8 July 2021, ahead of the entry into application of Regulation (EU) 2019/1020. This Implementing Regulation specifies the statistical data to be submitted by the Member States, namely:

- a) *“the total number of interventions;*
- b) *the total number of interventions having resulted in a suspension of release for free circulation pursuant to Article 26(1) of Regulation (EU) 2019/1020;*
- c) *for each intervention having resulted either in a requirement by the relevant authorities for specific actions to be completed by the economic operators concerned or in a requirement by a market surveillance authority not to release a product for free circulation pursuant to Article 28(1) and (2) of Regulation (EU) 2019/1020:*
  - (i) *the date when the customs declaration was accepted by the customs authorities;*
  - (ii) *an indicator of the type of customs declaration in the case of a customs declaration with a reduced dataset pursuant to Articles 143a and 144 of Commission Delegated Regulation (EU) 2015/2446 (2);*
  - (iii) *the country of origin (data element 16 08 000 000) or, if not available, the country of exporter (data sub-element 13 01 018 020);*

- (iv) *the Harmonized System sub-heading code (data sub-element 18 09 056 000);*
- (v) *where available, the Combined Nomenclature code (data sub-element 18 09 057 000);*
- (vi) *the supplementary units (data element 18 02 000 000) or, if not available, the net mass (data element 18 01 000 000);*
- (vii) *the mode of transport at the border (data element 19 03 000 000);*
- (viii) *the main category of products concerned;*
- (ix) *the main Union legislation infringed as established by the market surveillance authorities;*
- (x) *an indicator of whether the product could be released for free circulation if the economic operators concerned complete specific actions as required by the relevant authorities.”*

Concretely, three core indicators are thus provided: interventions, suspensions and refusals<sup>20</sup>. To better understand trends and issues in product compliance controls at the EU external borders, the refusals are complemented with more detailed information about the products concerned.

It is important to note that the statistical data submitted to the Commission includes only controls on products when the customs authorities intervened actively (documentary controls, physical controls or laboratory tests). It does not include cases where a consignment is only subject to digital data-processing methods, including risk analysis.

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<sup>20</sup> See explanations on interventions, suspensions and refusals in the Glossary.

### *Forthcoming electronic interface between national customs systems and ICSMS*

For the time being, the collection and submission of statistical data is generally manual. There are only limited exceptions, for example where a Member State has a system for cooperation between its customs authorities and its MSAs, allowing an automated recording of controls data.

This situation is expected to evolve once the electronic interface referred to in Article 34(7) of Regulation (EU) 2019/1020 becomes operational. This electronic interface will enable the transmission of data between national customs systems and the EU Information and Communication System for Market Surveillance (ICSMS) via the EU Customs Single Window Certificates Exchange System (EU CSW-CERTEX), under the EU Single Window Environment for Customs framework<sup>21</sup>. Specific information on interventions by customs authorities and decisions by MSAs will thus be available electronically, provided that the Member States decide to send their notifications under Article 26(2) and their requests under Article 26(3) using the electronic interface.

To avoid the burden of reporting manually, Member States are strongly encouraged to use the electronic interface once available in December 2025. Since the use of the electronic interface will be mandatory in other areas (e.g., Article 7 of the Regulation on prohibiting products made with forced labour on the EU market<sup>22</sup>), using the electronic interface for product compliance would be economically advantageous, in particular to avoid the burdensome manual gathering and compiling of this complex statistical data. Several Member States already expressed informally their intent to use the electronic interface, while the Commission services underlined clearly to others the benefits of doing so.

### *Evolution of statistical data submitted by Member States*

With a view to making this report even more meaningful, the Commission intends to review the Implementing Regulation (EU) 2021/1121 specifying the data to be submitted. Thanks to the electronic interface, it will indeed be possible to retrieve additional statistical data on interventions, suspensions and refusals as many more details will be available in ICSMS.

The new, more detailed statistical reporting obligations could apply as from 1 January 2027 for reporting in March 2028 to give Member States time to interconnect their systems to the electronic interface.

<sup>21</sup> Regulation (EU) 2022/2399 of the European Parliament and of the Council of 23 November 2022 establishing the European Union Single Window Environment for Customs and amending Regulation (EU) No 952/2013 (OJ L 317, 9.12.2022, p. 1).

<sup>22</sup> Regulation (EU) 2024/3015 of the European Parliament and of the Council of 27 November 2024 on prohibiting products made with forced labour on the Union market and amending Directive (EU) 2019/1937 (Text with EEA relevance) (OJ L, 2024/3015, 12.12.2024).

## *Data submission and data quality*

The obligation for Member States to submit statistical data applies since 16 July 2021. 2024 is thus the first year where comparative analysis is possible over three whole years.

In view of the low quality of the data received in relation to the second half of 2021, the Commission services introduced in 2022 an Excel template to be used by Member States for reporting their statistical data in line with the implementing act defining the data elements. Data quality is ensured in the Excel template thanks to automated controls on completeness and correctness.

For 2024, all Member States submitted more than 64 000 correct and complete statistical records, and on time by the legal deadline of 31 March (no major delay for any Member State).

To allow for this report to continue drawing meaningful conclusions in the future, Member States should continue their efforts to collect, process and submit complete, correct and consistent data in the coming years.

# 3

## INTERVENTIONS, SUSPENSIONS AND REFUSALS

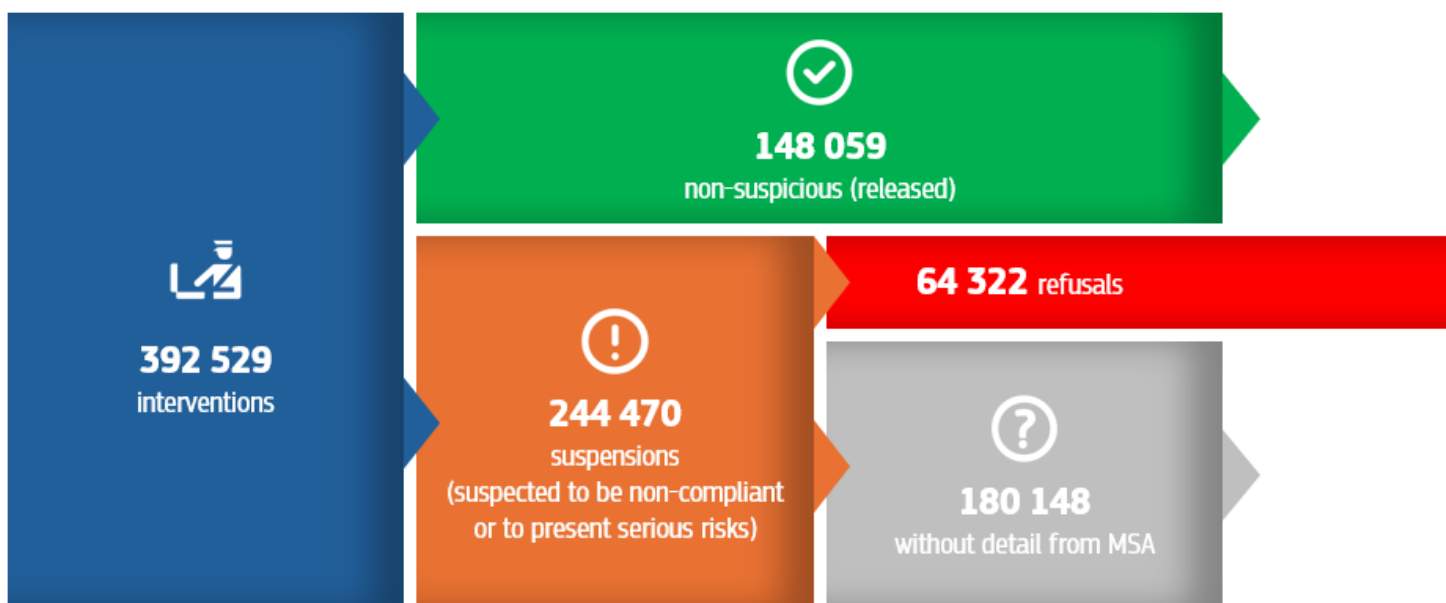
This Chapter provides an overview of the main indicators in absolute figures:

- from the intervention,
- through the customs suspension (and the immediate notification of the case to MSAs),
- to the outcome of the control, either the release for free circulation or the refusal.

The figures are derived from the statistical data submitted by Member States.

### Overview of controls in 2024

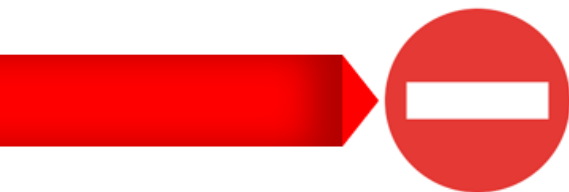
- 392 529 interventions (blue box) were carried out on items declared for release for free circulation as regards product compliance pursuant to Article 25 of Regulation (EU) 2019/1020. These interventions may consist of documentary controls, physical controls or laboratory tests;
- 148 059 items or 36% of interventions (green box) were released as the initial customs intervention identified no suspicion of non-compliance or serious risks;



- 244 470 suspensions<sup>23</sup> were notified<sup>24</sup> to MSAs by customs, which represents 64% of interventions (orange box). In these cases, MSAs were tasked with providing a decision on the product compliance or risks, as there was a cause to believe that the product did not comply with applicable EU law or that it presented a serious risk to health, safety, the environment or any other public interest.
- 180 148 items or 74% of suspensions (grey box) were released because:
  - Either MSAs detected no issue with compliance or risk, despite the initial customs suspicion, and granted their approval to release for free circulation;
  - Or MSAs provided no reply to customs within four working days<sup>25</sup>, which implied the release for free circulation and concurrent placing on the EU market pursuant to Article 27 of the Regulation.

NOTE: Implementing Act (EU) 2021/1121 defining data to report does not request the numbers of approvals and non-replies; it is thus impossible to determine their respective share in the 180 148 items released. This data will be available once Member States use the new electronic interface.

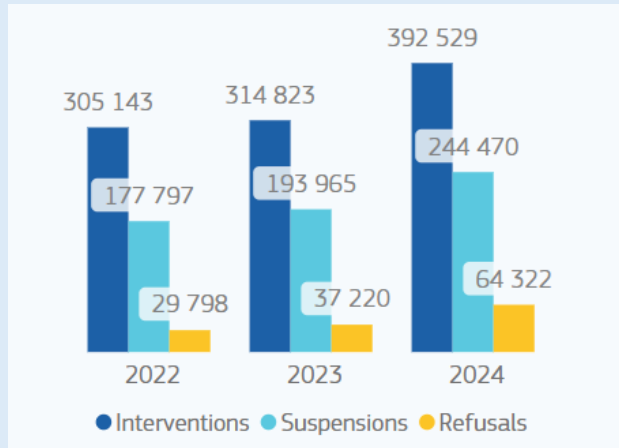
- Ultimately, 64 322 refusals were executed: 26% of suspensions or 16% of interventions (red box). In these cases, MSAs concluded that the product was non-compliant or presented serious risks.



### Evolution 2022-2024

A positive trend is registered in product compliance controls over the past three years, with all three indicators increasing yearly in absolute numbers, with a particularly notable increase in 2024:

- Interventions: the frequency of interventions rose significantly (+25%), indicating that more controls have been carried out;



- Suspensions: similarly, suspensions exhibited an upward trajectory, suggesting an increased efficiency in risk analysis, although other factors may partly explain the increase (e.g., different counting methods of certain Member States, as explained above, because customs are also designated as MSAs and each intervention counts also as a suspension in such a case);
- Refusals: the growth in refusals is a trend over the last three years with a significant 73% increase from 2023 to 2024 following the increased controls by several Member States.

<sup>23</sup> Some Member States account – for statistical purposes – every intervention as a suspension, thereby inflating the number of suspensions, because their customs authorities are also designated as market surveillance authorities and any intervention is *de facto* also a suspension.

<sup>24</sup> Except in the cases where customs authorities are also market surveillance authorities and there is no actual notification as customs authorities may determine whether the product is compliant and / or present a serious risk and take a decision on its own.

<sup>25</sup> Pursuant to Article 27 of Regulation (EU) 2019/1020, the products suspended by customs authorities are automatically released for free circulation if the market surveillance authorities have not requested customs authorities to ‘maintain’ the suspension within four working days of the suspension.

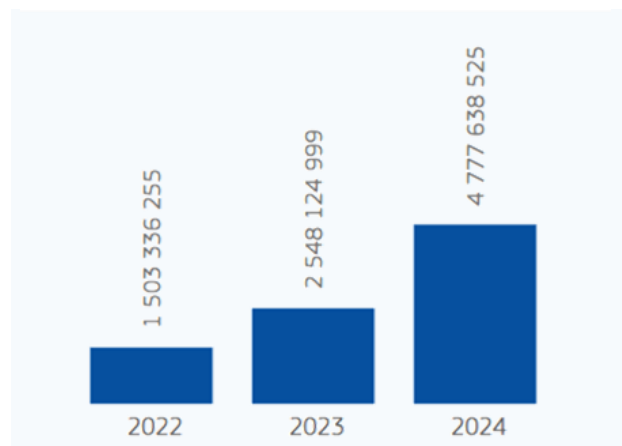
Despite increasing absolute numbers, the relative performance at EU level of compliance controls reveals an overall decline in the control, suspension, and discovery rates from 2022 to 2024. This is especially due to the steep increase in the trade of low-value consignments linked to the rise of e-commerce.

Although interventions and suspensions decreased as a proportion of total released items, the overall discovery rate remains rather stable, supported by a notable increase in refusals relating to standard customs declarations.

### Upsurge of items released for free circulation

To put the three product compliance indicators into perspective, this report relies on the number of items released for free circulation. This comparative data is retrieved via the Customs Surveillance<sup>26</sup> system, through which national customs authorities collect<sup>27</sup> data from customs declarations and transmit them to the Commission. This system is used to monitor activities on most customs transactions and notably in case goods are released into free circulation or cleared for export by customs authorities.

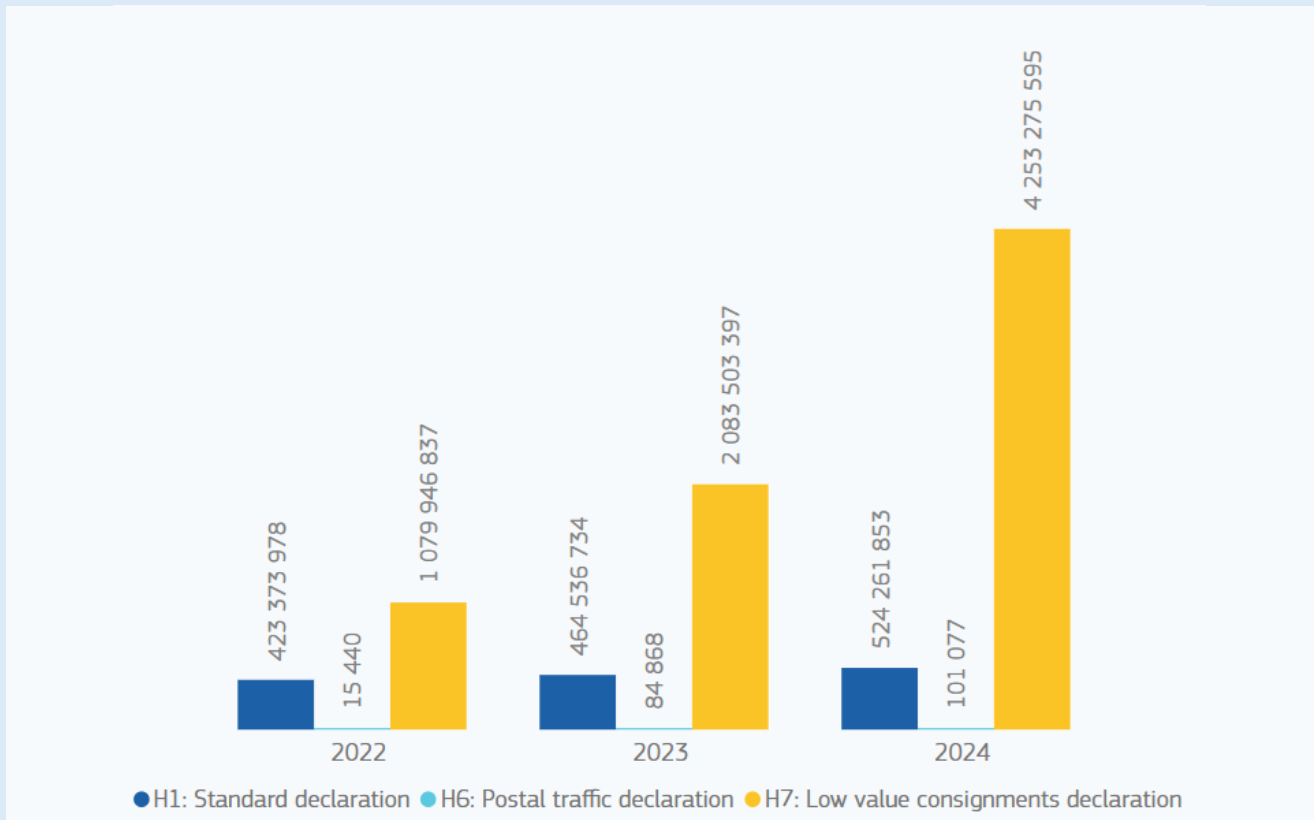
Over the last three years, there has been an exponential increase in the total number of released items (irrespective of value), from 1.5 billion in 2022 to 4.8 billion in 2024 (+353%). Despite the increase in absolute numbers, this trend seriously impacts the relative performance over time.



<sup>26</sup> [https://taxation-customs.ec.europa.eu/online-services/online-services-and-databases-customs/surveillance-system\\_en](https://taxation-customs.ec.europa.eu/online-services/online-services-and-databases-customs/surveillance-system_en)

<sup>27</sup> H9 declarations are not reported in the Surveillance database.

## Items released for free circulation: understanding the drivers of change



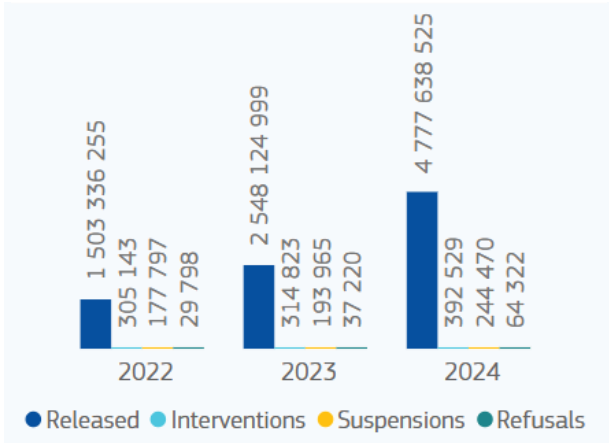
The breakdown of items released for free circulation by declaration type clearly shows the trends at work when it comes to products entering the EU market:

- Low-value consignments declarations (H7), a proxy for e-commerce, represent the dominant proportion of items released for free circulation with a staggering number of more than four billion released items in 2024. This upsurge underscores the growing prevalence of e-commerce and low-value consignments. From 2022 to 2024, this type of customs declarations multiplied by a factor of almost 4 (+293%), thereby increasing from a proportion in all items released for free circulation of 71.6% in 2022 to 88.9% in 2024.
- This is significantly higher than standard customs declarations (H1), of which more than half a billion were released in 2024 but which increased much less rapidly over the last three years (+24%).
- Postal traffic declarations (H6) account for a modest 101 077 items. However, there is no obligation for Member States to report this type of customs declarations in the Surveillance database, and it is therefore impossible to analyse meaningfully the related numbers<sup>28</sup>.

<sup>28</sup> As a consequence, customs declarations relating to postal traffic (H6) are not individually analysed in this report.

## Comparative data

Although significant in absolute numbers, the 392 529 product compliance interventions and the associated 244 470 suspensions and 64 322 refusals represent only a minor fraction of the total number of items released for free circulation.

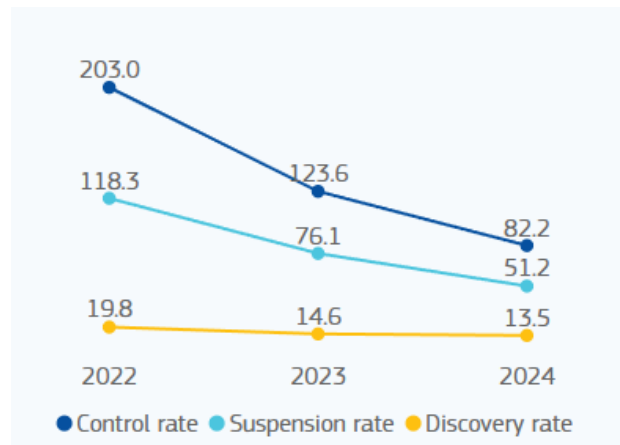


Customs authorities have responsibilities to control in multiple domains, both financial and non-financial. These obligations include (but are not limited to) the collection of import duty and other charges, the application of commercial policy measures and the formalities related to prohibitions and restrictions. The domain of prohibitions and restrictions consists itself of multiple subdomains. It therefore remains a constant challenge for customs authorities to direct their efforts and resources to all these domains. A risk-based approach is imperative to optimally deploy the limited available resources.

## Control, suspension and discovery rates at EU level

Despite the increase in absolute numbers of the three indicators, the relative performance at EU level decreased in 2024, because of the steep increase in the number of released items:

- Control rates<sup>29</sup>: the control rate per million shows a marked decline from 2022 to 2024. In 2024, the 392 529 interventions carried out correspond to the lowest control rate of 82 interventions per million released items (0.0082% of all released items), or 1 controlled item out of 12 171 released items;



- Suspension rates<sup>30</sup>: the suspension rates decline in correlation with the control rates from 118 per million in 2022 to 51 per million in 2024 (decrease from 0.0118% to 0.0051% of all released items), or in other words, in 2024 only 1 item has been suspended out of 19 543 released items;
- Discovery rates<sup>31</sup>: while decreasing, these are more stable over the three years compared to the control and suspension rates. This is due to the significant increase of refusals from 2023 to 2024 (+ 83%). The 64 322 refusals in 2024 represent 13 refusals per million items (0.0013% of all released items), or 1 refused item out of 74 277 released items.

<sup>29</sup> Control rate = number of interventions / number of released items.

<sup>30</sup> Suspension rate = number of suspensions / number of released items.

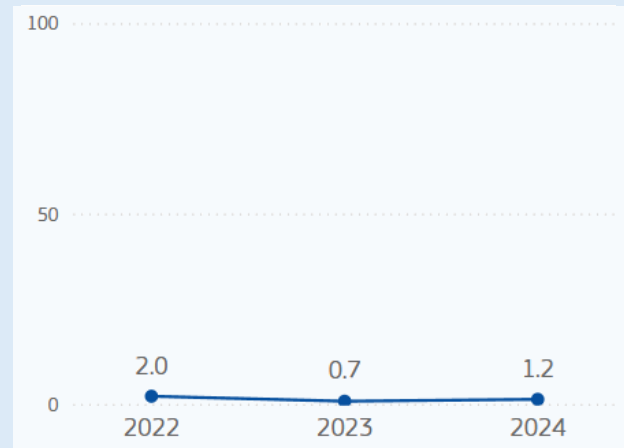
<sup>31</sup> Discovery rate = number of refusals / number of released items.

### Standard declaration (H1)



The discovery rate for standard customs declarations (H1) increased in 2024 to 94 non-compliant items discovered out of 1 million released items, or 1 non-compliant item discovered out of 10 676 released items. This number is in line with the increase of overall H1 refusals from 2023 (16 874) to 2024 (49 106).

### Low-value consignments (H7)



Despite the significant increase in items released under H7 declarations compared to 2023, the discovery rate for low-value consignment declarations (H7) is increasing in 2024 with 1.2 non-compliant items discovered out of 1 million released items (or 1 non-compliant item discovered out of 815 429 released items). This is due to an increase of overall H7 refusals from 2023 (1 514) to 2024 (5 216).

## PERFORMANCE AT MEMBER STATE LEVEL

At national level, discrepancies in the relative performance of the Member States are very significant.

While many Member States show discovery rates close to the EU average, two Member States demonstrate that it is possible to be much more effective than the average. Meanwhile, three Member States are clearly underperforming, with basically no product compliance controls at the EU external borders.

Huge discrepancies between Member States: a ratio of 1883:1 between the best and worst discovery rates

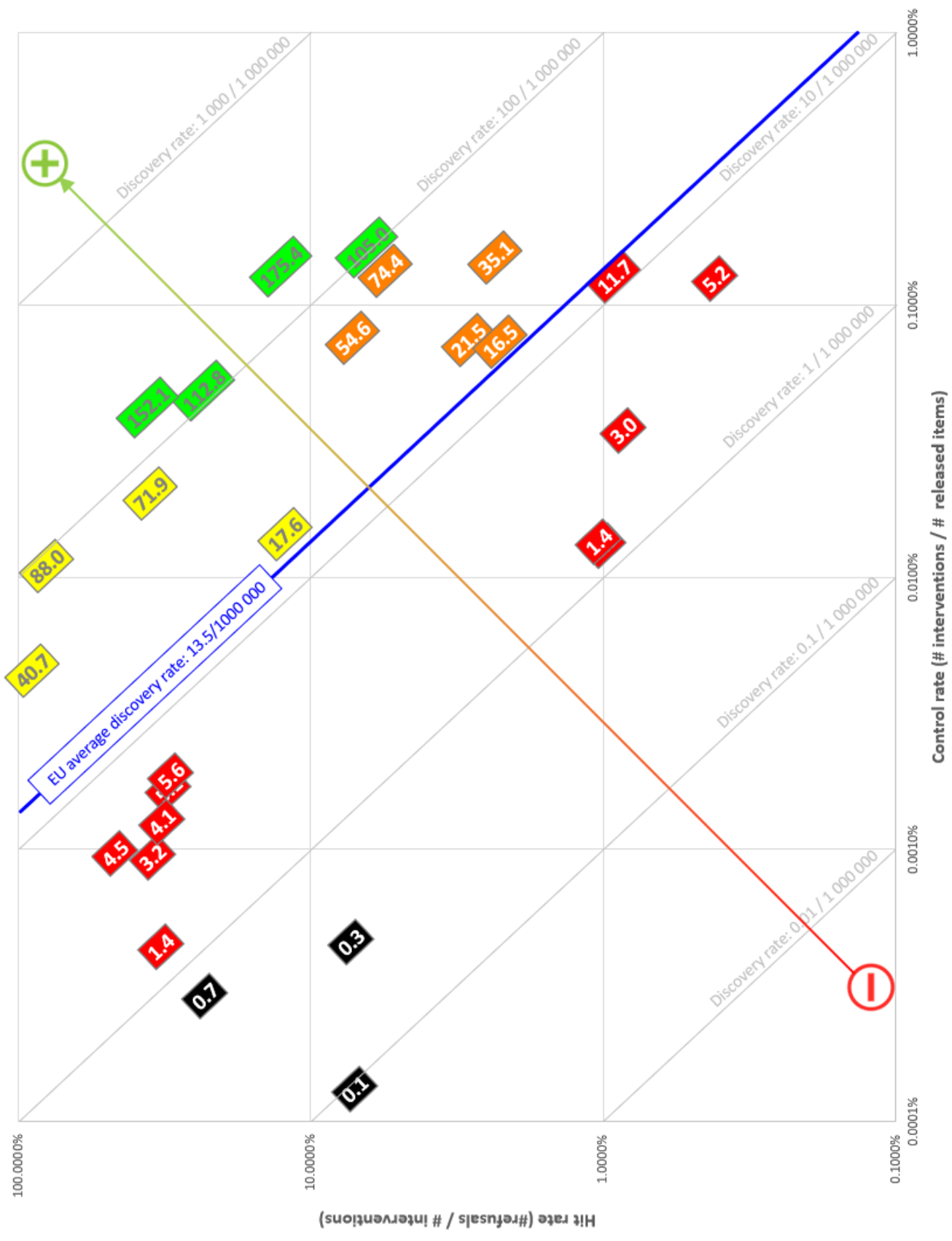
- 2 Member States (ranks 1 & 2) performed more than 10 times better than the EU average, with respectively 152.1 and 175.4 refusals per million released items. This means that they stopped one product out of every 6 575 and 5 701 released items. If the same discovery rates were applied to all Member States, an impressive 838 055 or 726 636 items would have been refused at EU level (instead of the current 64 322);
- 11 Member States (ranks 3 to 13) performed up to 8 times better than the EU average, with even 6 of them performing more than 3 times better than the EU average;
- 11 Member States (ranks 14 to 24) underperformed up to 10 times less than the EU average, with 6 of them performing 3 times worse than the EU average;
- 3 Member States (ranks 25 to 27) are clearly underperforming, with less than 1 refusal per million released items. If their discovery rates were applied by all Member States, only 3 184, 1 590 or a dramatic 445 refusals would have taken place in the EU (instead of the current 64 322).

*Relative performance: various ways to express the discovery rate*

Rank	Refusals / 1 000 000 Released items	Ratio vs EU average	1 refusal by X cleared items	EU refusals based on nat'l discovery rate
1	175.4	13.0 : 1	5 701	838 055
2	152.1	11.3 : 1	6 575	726 636
3	112.8	8.4 : 1	8 865	538 908
4	105.0	7.8 : 1	9 525	501 612
5	88.0	6.5 : 1	11 360	420 550
6	74.4	5.5 : 1	13 438	355 525
7	71.9	5.3 : 1	13 913	343 395
8	54.6	4.1 : 1	18 312	260 899
9	40.7	3.0 : 1	24 563	194 504
10	35.1	2.6 : 1	28 505	167 607
11	21.5	1.6 : 1	46 603	102 518
12	17.6	1.3 : 1	56 736	84 208
13	16.5	1.2 : 1	60 449	79 035
<b>EU average</b>	<b>13.5</b>	<b>1 : 1</b>	<b>74 277</b>	<b>64 322</b>
14	11.7	1 : 1.1	85 409	55 939
15	5.6	1 : 2.4	177 550	26 909
16	5.2	1 : 2.6	192 104	24 870
17	5.1	1 : 2.6	195 967	24 380
18	4.5	1 : 3.0	221 425	21 577
19	4.1	1 : 3.3	245 814	19 436
20	3.2	1 : 4.1	307 923	15 516
21	3.0	1 : 4.5	337 752	14 145
22	1.4	1 : 9.4	700 415	6 821
23	1.4	1 : 9.6	711 928	6 711
24	1.3	1 : 10.3	763 818	6 255
25	0.7	1 : 20.2	1 500 511	3 184
26	0.3	1 : 40.5	3 005 633	1 590
27	0.1	1 : 144.6	10 736 778	445

In this report, the discovery rate is usually expressed as the number of refusals per million items released for free circulation. However, it can also be expressed in several different ways to better show what the national relative performance of each Member State implies concretely:

- Column 3 compares the individual performance to the EU average as a multiple of the EU average discovery rate;
- Column 4 shows how many items are released for each refusal;
- Finally, Column 5 presents the national discovery rate from a different angle: it simulates the total number of items that would have been refused at EU level, if all Member States performed at the level of that specific Member State. It is striking to note that, should all Member States perform as well as the best performing one, no less than 838 055 refusals would have been decided in total at EU level.



### *Analysis of the discovery rate in function of interventions: control and hit rates by Member State*

The relative performance of the Member States may be analysed in more detail by decomposing the discovery rate in function of the interventions. The relative position (diagonal) of a Member State is the product of:

- its control rate (horizontal) reflecting the interventions and
- its hit rate (vertical) reflecting the refusals within these interventions.

NOTE: this map is based on logarithmic scales: every step along an axis or in the diagonal lines represents a 10x change, i.e. two steps a 100x change, 3 steps a 1000x change, etc.

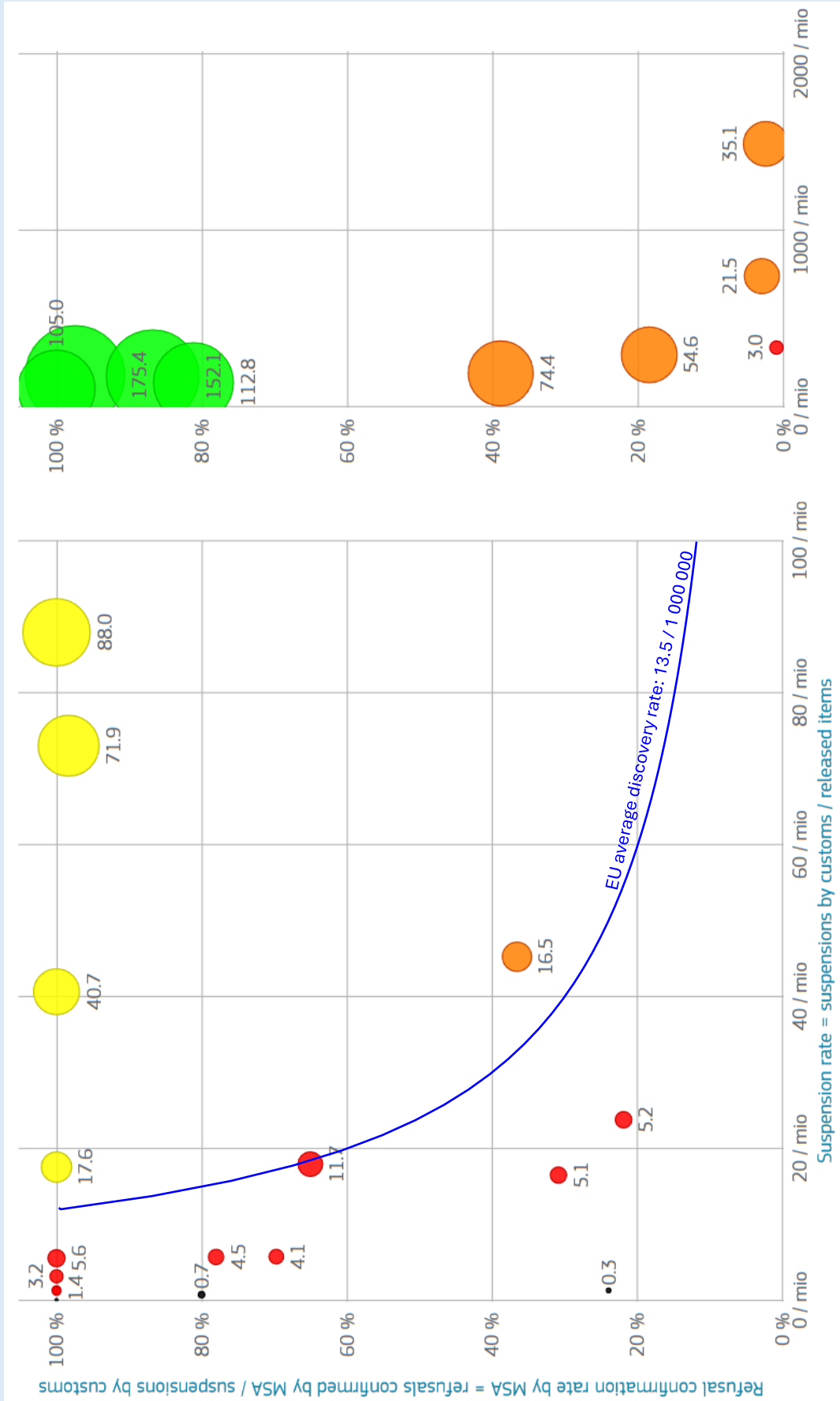
Concretely, the graph should be read as follows:

- The further a country is situated towards the right side on the horizontal axis, the more it controls product compliance, i.e. the higher its proportion of interventions over the total items released;
- The higher a country is situated on the vertical axis, the more interventions eventually result in refusals, i.e. the higher its proportion of refusals over the total interventions;
- Since the discovery rate is the outcome of the control and hit rates, the higher each of them, the higher the discovery rate. Therefore, countries closer to the upper right corner have higher discovery rates. All countries on or close to the same diagonal line thus fare similarly in terms of discovery rate of non-compliant or dangerous products.

As detailed above, the discovery rates are rather similar for a vast majority of Member States, around the average EU discovery rate of 13 refusals for each million released items (i.e. 0.0013%). For these Member States, the outcome of their interventions is largely similar despite differences in their respective approach and priorities, translating in different control and hit rates.

On the contrary, this conclusion does not stand for the five Member States which depart significantly from the EU average:

- Two Member States exceed by more than 10 times the EU average of 13 refusals per million released items, with respectively 152.1 and 175.4 refusals per million, reflecting very high rates in terms of both interventions and hits;
- Three Member States are significantly underperforming, with less than 1 refusal per million released items; in their case, the underperformance is mainly explained by extremely low control rates of respectively 0.0003%, 0.0005% and 0.0001%, or only between 1 and 5 interventions by their customs authorities, per million items released for free circulation.



### *Analysis of the discovery rate in function of suspensions: suspension & refusal confirmation rates*

Alternatively, the relative performance of each Member State may be analysed by capturing the discovery rate as the product of a suspension rate and a refusal confirmation rate:

- The horizontal axis represents the suspension rate, calculated as the ratio of suspensions by customs authorities, in all released items: a position further to the right on this axis signifies a higher rate of customs-engaged suspensions.
- The vertical axis indicates the MSA refusal confirmation rate, denoted by the ratio of refusals confirmed by MSAs in the suspensions; a higher vertical position reflects a greater proportion of confirmations of non-compliance or serious risks of the products by MSAs.
- The size of the circle and the percentage next to the circles correspond to the discovery rate (refusals per million released items). Larger circles illustrate greater refusals of non-compliant or dangerous products.

By integrating the position and size of the circles, the figure shows the various performances of Member States: Member States positioned towards the top-right quadrant with larger circles are excelling in both the identification of products suspected to be non-compliant or dangerous and the confirmation of these suspicions as refusals. On the contrary Member States positioned towards the very left or to the bottom-left quadrant are underperforming in the two dimensions analysed.

The colour of the circles demonstrates the overall performance category of each Member State, which may be divided into five distinct groups:

- Green: represents the highest performance level with a discovery rate higher than 100 refusals per million released items; these Member States carry out slightly more than 100 interventions per million released items and have a refusal confirmation rate beyond 80%;
- Yellow & Orange: reflect above-average performance, with more than 13.5 refusals per million released items, but accompanied by significant variations in the different rates; the two colours reflect two different general approaches: more focused suspensions associated to very high refusal confirmation rates for yellow, and very numerous suspensions associated to low refusal confirmation rates for orange;
- Red: denotes below-average performance, with less than 13.5 refusals per million released items; here again, there is a wide range of different approaches, but the overall discovery rate remains low or very low;
- Black: identifies the three clear underperformances, where the suspension rate – i.e. the outcome of the work of customs authorities – is so low that no positive outcome can be expected in terms of discovery rate: even if MSAs were to confirm every suspended item, suspensions are not numerous enough to provide a credible basis for product compliance controls.

## Need for effective controls

Certain differences between Member States are perfectly legitimate, and even required and welcomed. They reflect the differences between various border types (air, sea, land, rail, road), as well as the legal obligation and the operational need to carry out controls based on risk management, i.e. tailoring controls to the specific situations and risks faced by each Member State.

Controls are thus carried out with:

- Different methods: for example, while some Member States prefer to concentrate their interventions on clearly identified risks, others control products more widely with a view to also confirm the compliance of items with EU legislation;
- Different priorities: for example, controls depend a lot on the type of external borders present in a Member State, as the risks are clearly not the same for products crossing the border via land, rail, sea or air transport.

However, whatever the approach retained by each Member State, its controls should be appropriate and effective to secure the level of protection of the EU market in line with the objectives of Regulation (EU) 2019/1020, as stated in Article 1(1): *“ensuring that only compliant products that fulfil requirements providing a high level of protection of public interests, such as health and safety in general, health and safety in the workplace, the protection of consumers, the protection of the environment and public security and any other public interests protected by that legislation, are made available on the Union market.”*

## Actions taken by the Commission services

The situation of the three worst performing Member States not only raises serious concerns as to the protection of EU consumers, the environment and EU business, but it also calls for actions to remedy these individual situations: it is difficult to believe that the products entering the worst performing Member State would be 1 883 times more compliant and less dangerous than the products entering the best performing Member State.

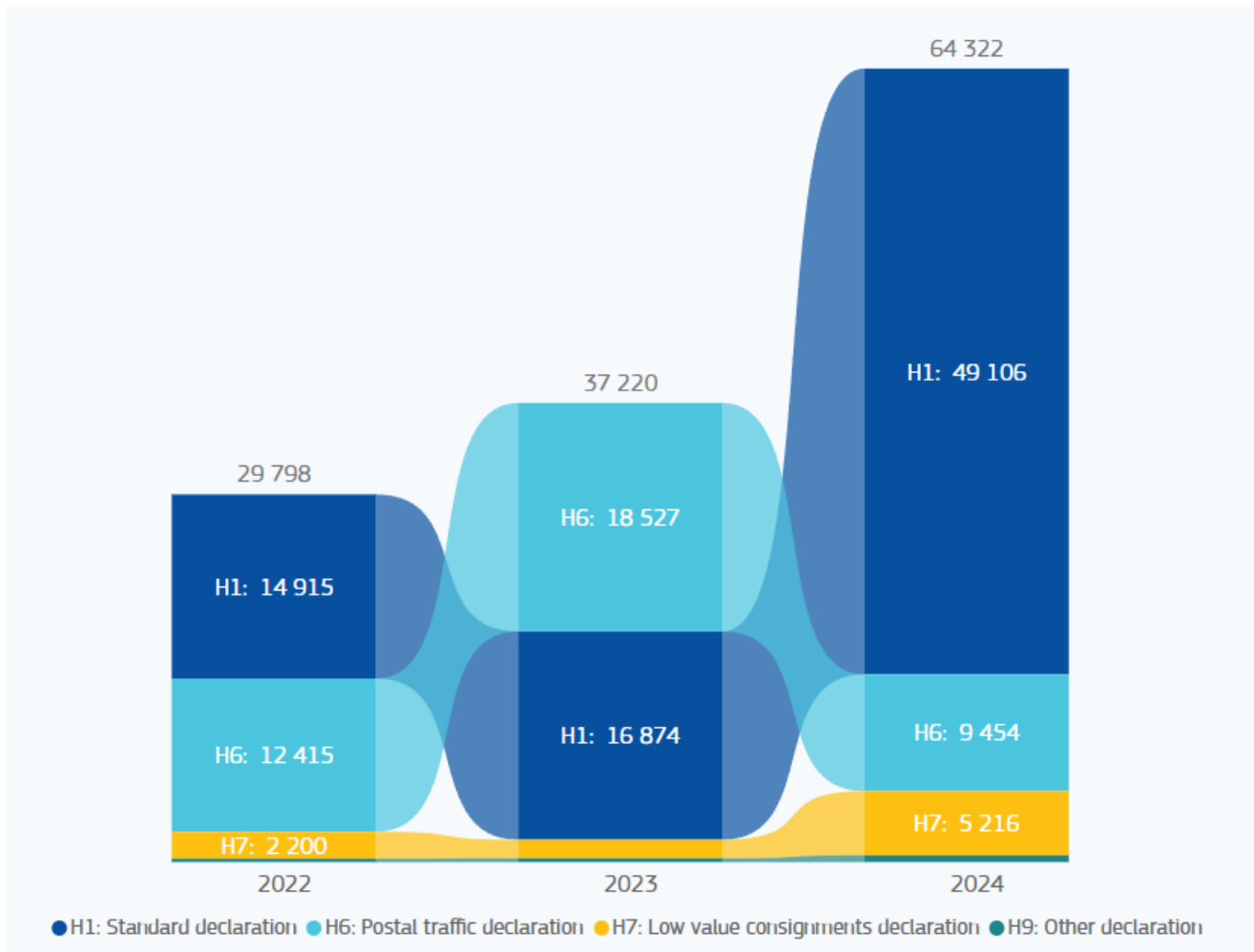
The Commission services therefore initiated a dialogue with the Member States concerned by a recurring underperformance in 2022, 2023 and 2024, and further actions may be considered with a view to improving the effectiveness of product compliance controls in these Member States.

This Chapter analyses the refusals according to various reporting dimensions. There are no major evolutions in 2024 compared to previous years.

Overall, there are no major evolutions in 2024 compared to previous years and the main findings are the following:

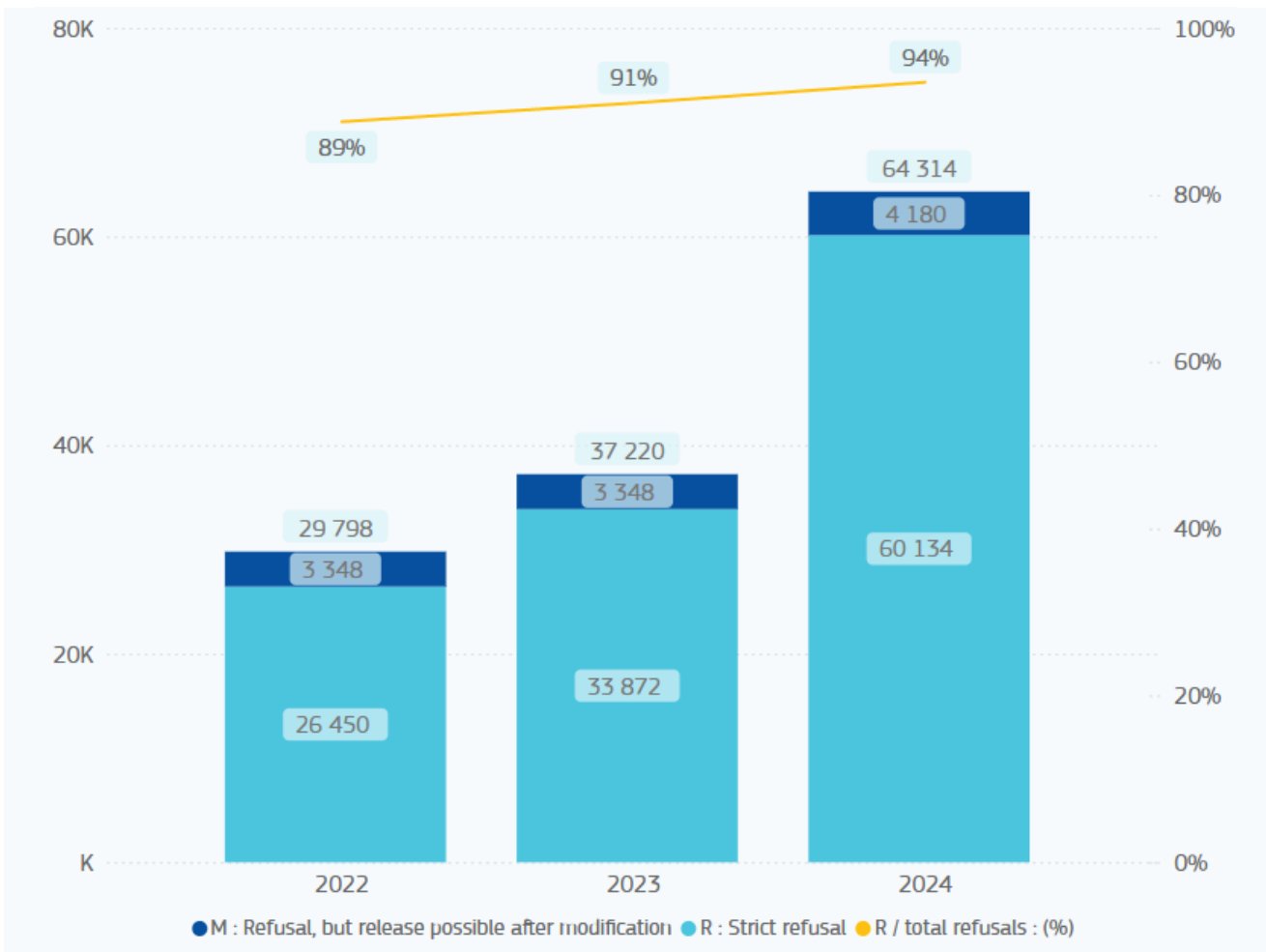
- Type of customs declarations: in 2024, H1 declarations accounted for 76.3% of all refusals, while H6 and H7 declarations represent the minority of refusals. This is indicative of the challenges in controlling low-value shipments associated with postal and e-commerce imports;
- Outcome of the control: 'strict' refusals remain the vast majority in 2024, with items under H6 and H7 declarations experiencing high refusal rates;
- Country of Origin: China is the top origin of refusals over the three years, followed by the United States and the United Kingdom. Other noteworthy countries include Türkiye, Hong Kong, India, and the Republic of Korea;
- Product Category: Health products is the main category of refused items, followed by Home & Living and Electronics & Technology.

## Refusals by type of customs declaration



- A detailed look at the year 2024 reveals that H1 refusals were the predominant source of refused items, totalling 49 106 items and accounting for 76.3% of all refusals;
- Declarations for release for free circulation by postal traffic (H6) were in 2023 the first origin of refused items, with 18 527 items (49.8%), decreasing to 9 454 items in 2024 (19.2%);
- As regards H7 declarations (declarations subject to relief from import duties, which usually means declarations for ‘low-value consignments’ or ‘e-commerce’), the refusals amounted to 1 514 (4.1% of all refusals) in 2023 and to 5 216 in 2024 (8.1%). This smaller percentage reflects the difficulty for customs authorities to control low-value shipments and small consignments, as also reflected in the Communication on “*A comprehensive EU toolbox for safe and sustainable e-commerce*” (see Chapter 1 above).

## Refusals by control outcome



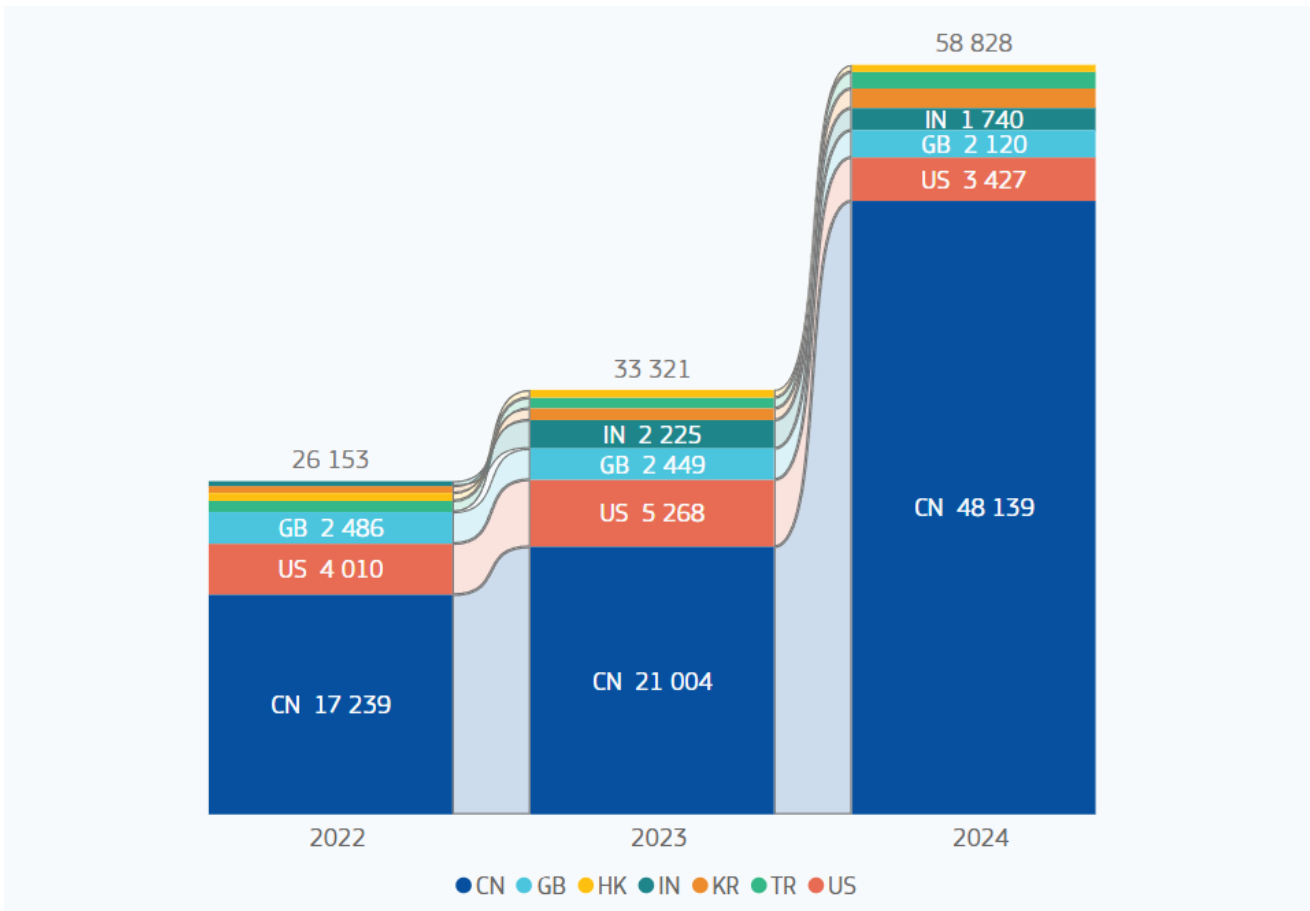
Where items are refused release for free circulation because of non-compliance or serious risks confirmed by the MSAs, two outcomes are possible:

- In some cases, the economic operators prefer to take specific actions to make the product compliant or fix its serious risks; the product is thus modified ('M' – dark blue bar) before being released for free circulation;
- In most cases, the product is not modified and, as the release for free circulation is refused ('R' – light blue bar), it may then be re-exported or destroyed.

Over the last three years, the share of items not modified to be rendered compliant and safe (R/total refusals – yellow line) increased, reaching 94% of the cases in 2024.

Although not verifiable via the present statistics, this trend probably also reflects the progressive reduction of the value of consignments, notably in the context of the rise of e-commerce, where small parcels of lower value are entering the EU market. The cost of modification often exceeds the value of the non-compliant or dangerous product in such cases.

## Refusals by country of origin

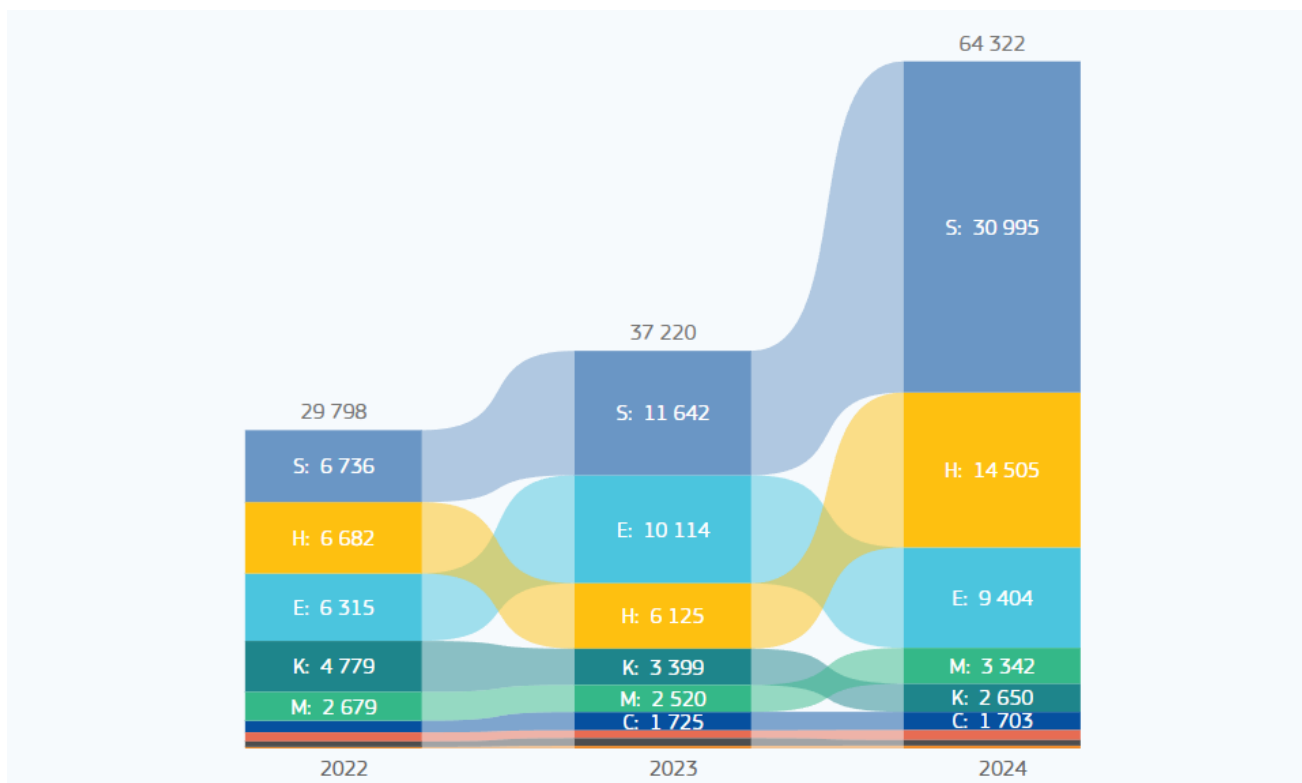


- Overall, the top five countries of origin<sup>32</sup> always accounted for more than 80% of all the refusals;
- The first three top-ranked origin countries are the same over the three years:
  - China is the first country of origin in all years, registering a significant increase (+179% vs 2022) in the number of refused items in 2024 compared to the previous years;
  - The United States occupy the second place but the number of non-compliant items decreased significantly in 2024;
  - The United Kingdom is the third most significant country with also a small decrease in 2024.
- The other most frequent countries of origin in the top five were Türkiye<sup>33</sup> and Honk Kong in 2022, but their number of refusals decreased in 2023 and 2024. India and the Republic of Korea appeared in 2023 and 2024.

<sup>32</sup> Country of origin is the country of origin (data element 16 08 000 000 in customs declaration) or, where not available, the country of exporter (data sub-element 13 01 018 020 in customs declaration).

<sup>33</sup> Türkiye and the EU established a Customs Union in 1995 (Decision 1/95 of the EU-Türkiye Association Council, 96/142/EC). The Customs Union Decision covers trade in manufactured products and processed agricultural products between Türkiye and the EU, and entails alignment by Türkiye with all EU product legislation. Consequently, in the sectors for which Türkiye has aligned its legislation with that of the EU, a product lawfully manufactured and/or marketed in Türkiye should be treated equal to a product lawfully manufactured and/or marketed in the EU and should not be subject to import controls. The same reasoning would apply in the non-harmonised sectors where Türkiye has aligned its legislation with Articles 34-36 TFEU. Controls on products entering the EU market may however be carried out in some cases and result in refusals, similarly as the EU returning products should be compliant and they may be subject to controls and be refused if not compliant.

## Refusals by category of products



### Product category

- C: Clothing & accessories
- E: Electronics & technology
- H: Home & living
- K: Children & babies
- L: Lifestyle & Outdoor
- M: Other manufactured products
- P: Protection & safety equipment (excl. medical)
- S: Health
- T: Transport

- Health is the leading category with a constant and significant increase (almost multiplied by 5) in refusals in the last two years, with 30 995 refused items in 2024;
- The second and third categories are Home & Living (more than doubled) and Electronics and technology.

# ANNEX 1: GLOSSARY

## Authorities

- Customs authorities: customs authorities as defined in Article 5, point 1 of Regulation (EU) No 952/2013, i.e. the customs administrations of the Member States responsible for applying the customs legislation and any other authorities empowered under national law to apply certain customs legislation;
- Market surveillance authority (MSA): an authority designated by a Member State under Article 10 of Regulation (EU) 2019/1020 as responsible for carrying out market surveillance in the territory of that Member State;
- Designated authority: an authority in charge of controls on products entering the EU market designated by Member State pursuant to Art. 25 of Regulation (EU) 2019/1020. Designated authorities include the customs administrations in each member State as well as, in some Member States, other (market surveillance) authorities specifically responsible for product compliance controls at EU external borders on particular product categories in view of their internal national organisation.

For the purpose of this report, all designated authorities, whether customs or MSA, are referred to as 'customs authorities' for the ease of reading.

## Items

- Item: an item in a customs declaration (e.g., a customs declaration may have 25 refrigerators and 15 air conditioners, which means two items and 40 articles);
- Released item: item declared under chapters 24 to 96 of the Customs nomenclature, as chapters 1 to 23 and 97 to 99 do generally not relate to manufactured products subject to the submission of statistical data covered by this report;
- Low-value item / consignment: consignment made up of goods with an intrinsic value not exceeding a total of EUR 150, which is dispatched directly from a third country to a consignee in the EU, as defined in Art. 23 of Council Regulation 1186/2009.

## Main indicators

- Intervention: interventions in the field of controls on products subject to EU law with regard to product compliance by the designated authority; these interventions may consist of documentary controls, physical controls or laboratory tests;
- Suspension: suspension of release for free circulation by the designated authorities pursuant to Art. 26 of Regulation (EU) 2019/1020;
- Refusal: refusal to release for free circulation when the market surveillance authorities conclude that a product is non-compliant or presents a serious risk, pursuant to Art. 28 of Regulation (EU) 2019/1020.

## Non-compliance or serious risks

- Non-compliance: any failure to comply with any requirement under the EU harmonisation legislation or under Regulation (EU) 2019/1020;
- Serious risks: risk for which, based on a risk assessment and taking into account the normal and foreseeable use of the product, the combination of the probability of occurrence of a hazard causing harm and the degree of severity of the harm is considered to require rapid intervention by the MSAs, including cases where the effects of the risk are not immediate.

## Products entering the EU market

- Products entering the EU market: pursuant to Article 3(26) of Regulation (EU) 2019/1020, products from third countries to be placed under the customs procedure 'release for free circulation' and:
  - intended to be placed on the EU market
  - or intended for private use or consumption within the customs territory of the EU.

## Release for free circulation

- Release for free circulation: customs procedure laid down in Article 201 of Regulation (EU) No 952/2013 (commonly known as 'import').

## Rates

- Discovery rate: refusals / items released for free circulation, i.e. how many non-compliant or dangerous products were confirmed as a proportion of all released items;

The discovery rate may be expressed in function of either the interventions or the suspensions:

- Where expressed in function of interventions, it is the product (multiplication) of the control and hit rates;
- Alternatively, where expressed in function of suspensions, it is the product (multiplication) of the suspension and refusal confirmation rates.

- Control rate: interventions / released items; it represents the proportion of controls decided and carried out further to risk management (or randomly) in all released items;
- Hit rate: refusals / interventions; it represents the number of refusals confirmed as a proportion of interventions;
- Suspension rate: suspensions / released items; it represents the outcome of the work of customs authorities as regards controls on products entering the EU market;
- Refusal confirmation rate: refusals / suspensions; it represents the outcome of the work of MSAs.

# ANNEX 2: LIST OF PRODUCT CATEGORIES

A list of 'Product categories' has been drawn up for statistical purposes in cooperation with Member States with a view to propose a simple, yet meaningful, grouping of the main sectors of manufactured products relevant to this report.

This exercise was deemed necessary as neither the customs commodity codes nor the list of sectoral legal acts allow presenting simply an overview of the controls by product categories. Indeed, at commodity code's level, the Harmonised System (HS), the Combined Nomenclature (CN) or the EU customs Tariff (TARIC) lay down a customs classification that reflects in strictly no way the product vision underlying market surveillance, while the list of sectoral legal acts is also completely disconnected from the customs classification.

## C: Clothing & accessories

- C1: Clothing & Textiles (excl. Children & babies)
- C2: Fashion accessories & Jewellery
- C9: Clothing & accessories - Other

## E: Electronics & technology

- E1: Cameras & phones
- E2: Computers & accessories
- E3: Audio and video products
- E4: Batteries & Chargers
- E5: Jammers
- E6: Gadgets (excl. jammers)
- E7: Laser pointers
- E9: Electronics & technology - Other

## H: Home & living

- H1: Furniture & Home furnishings
- H2: Electrical appliances & Equipment
- H3: Lighting & Luminaires
- H4: Kitchenware
- H5: Lighters
- H9: Home & living - Other

## K: Children & babies

- K1: Children clothing
- K2: Children equipment, furniture and articles
- K3: Toys
- K9: Children & babies - Other

## L: Lifestyle & Outdoor

- L1: Sports equipment (excl. Protection equipment, Transport, Machinery)
- L2: Recreation & Outdoor entertaining (excl. Motor vehicles and Boats & marine)
- L9: Lifestyle & Outdoor - Other

## M: Other manufactured products

- M1: Construction products
- M2: Motor-operated tools & machinery (excl. Transport)
- M3: Chemical products
- M4: Gas appliances and components
- M5: Pressure equipment
- M6: Pyrotechnic articles & Explosives (Civil uses)
- M7: Measuring instruments
- M8: Stationery
- M9: Other manufactured products - Other

## P: Protection & safety equipment (excl. medical)

- P1: Head protection
- P2: Eye and face protection
- P3: Respiratory protection
- P4: Protective clothes and shoes (incl. high visibility clothing)
- P5: Life jackets and buoyancy aids (e.g. floating vests)
- P9: Protection & safety equipment (excl. medical) - Other

## S: Health

- S1: Medical devices
- S2: Medical protection equipment
- S3: Cosmetics
- S4: Tobacco and related products (excl. lighters)
- S9: Health - Other

## T: Transport

- T1: Motor vehicles (road & non-road) and related
- T2: Boats & marine (incl. Recreational crafts)
- T3: Personal transport (incl. Bicycles & eBikes)
- T9: Transport - Other





## REPORT ON CONTROLS ON PRODUCTS ENTERING THE EU MARKET

with regard to *product compliance* in 2024

The *Report on controls on products entering the EU market with regard to product compliance* presents and analyses the statistical data submitted by Member States regarding product compliance controls by customs and market surveillance authorities at the EU external borders pursuant to Chapter VII of Regulation (EU) 2019/1020 on market surveillance and compliance of products.

The report provides a comparison over the last three years of three indicators – interventions, suspensions and refusals – on product compliance control and it offers in-depth analyses of these indicators across different dimensions, including the relative performance at EU and national levels as well as a detailed analysis of the refusals.

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For more information

[https://taxation-customs.ec.europa.eu/customs/prohibitions-restrictions\\_en](https://taxation-customs.ec.europa.eu/customs/prohibitions-restrictions_en)