

Brussels, 19 November 2025
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NOTE

From: Italian delegation

To: Working Party on Frontiers/Mixed Committee (EU-Iceland/Liechtenstein/Norway/Switzerland)

No. prev. doc.: 9070/25

Subject: Prolongation of border controls at the Italian internal borders in accordance with Article 25 of Regulation (EU) 2016/399 on a Union Code on the rules governing the movement of persons across borders (Schengen Borders Code)

Delegations will find attached a copy of a letter received by the General Secretariat of the Council on 18 November 2025 regarding the prolongation of border controls by Italy with Slovenia for 6 months as of 19 December 2025.



IM 11532 2025
18-11-2025

Al Ministro dell'Interno

Roma, 18/11/2025

Vostre eccellenze,

Cari colleghi,

scrivo questa lettera per comunicare la prosecuzione per ulteriori 6 mesi, a decorrere dal 19 dicembre 2025, dei controlli alle frontiere terrestri con la Slovenia.

Le più recenti acquisizioni informative analizzate, in particolare, nell'ambito del Comitato di Analisi Strategica Anti-terrorismo (organismo, come noto, deputato alla condivisione delle notizie più sensibili sotto il profilo della sicurezza), che si è riunito lo scorso 13 novembre, confermano l'esigenza di mantenere i controlli alle frontiere terrestri con la Slovenia.

Continua, infatti, ad essere attuale il rischio legato alle infiltrazioni terroristiche nei flussi migratori che attraversano la rotta balcanica.

Tale pericolo è alimentato principalmente dal perdurare degli scenari di crisi nei quadranti est europeo e mediorientale, che possono determinare delle immediate ricadute sotto il profilo della sicurezza all'interno dello spazio Schengen e, in particolare, nel territorio italiano.

Henna VIRKKUNEN
Vice Presidente esecutivo della Commissione Europea

Magnus BRUNNER
Commissario Europeo agli Affari Interni e la Migrazione

Roberta METSOLA
Presidente del Parlamento Europeo

Thérèse BLANCHET
Segretario Generale del Consiglio dell'Unione Europea e del Consiglio Europeo

Ministri dell'Interno degli Stati Membri UE e dei Paesi Associati Schengen



Il Ministro dell'Interno

In questo contesto, dopo la conclusione del Giubileo Universale della Chiesa Cattolica il 6 gennaio 2026, giova ricordare che il livello di allerta in Italia rimarrà elevato anche in connessione allo svolgimento dei Giochi Olimpici e Paraolimpici Invernali a febbraio e marzo 2026, che richiameranno in Italia oltrech  numerosi atleti con il relativo staff, anche diverse personalit  politiche e pubbliche da tutto il mondo.

Le modalit  di controllo continueranno ad essere attuate in modo tale da garantire la proporzionalit  della misura, adattandola all'evoluzione della minaccia e calibrandola in modo da causare il minore impatto possibile sulla circolazione transfrontaliera e sul traffico di merci.

La presenza fissa del personale di polizia sar  circoscritta ai soli valichi maggiori e saranno effettuati esclusivamente controlli mirati nei confronti delle persone che, sulla base di circostanze di luogo e di fatto, appaiono pi  a rischio sotto il profilo della sicurezza interna e/o la cui posizione di regolarit  nello spazio Schengen possa risultare dubbia.

L'ulteriore sviluppo della situazione e l'efficacia delle misure adottate continuer  ad essere costantemente analizzata, anche attraverso il costante confronto con le Autorit  slovene e croate, nella prospettiva di un auspicato ritorno alla piena applicazione del regime di libera circolazione.

Acclusa a questa lettera, sottopongo la notifica redatta in conformit  alla Decisione di Esecuzione (UE) 2025/315 della Commissione del 14 febbraio 2025.

Matteo Piantedosi

gk

IM 11532

Rome, 18 november 2025

Your Excellencies,
Dear colleagues,

I am writing this letter in order to communicate the continuation, for a further six months starting from 19 December 2025, of the border checks at the land borders with Slovenia.

The most recent intelligence assessments, particularly those discussed within the Strategic Anti-Terrorism Analysis Committee (an entity, as you know, tasked with sharing the most sensitive security-related information), which met on 13 November last, confirm the reasons that led to the reintroduction of these controls.

As a matter of fact, the risk linked to terrorist infiltration within migratory flows crossing the Balkan route remains a current threat.

This danger is mainly fuelled by the ongoing crisis situations in Eastern Europe and the Middle East, which may have immediate repercussions on security within the Schengen area and, in particular, on the Italian territory.

Henna VIRKKUNEN
Executive Vice President of the European Commission

Magnus BRUNNER
European Commissioner for Home Affairs and Migration

Roberta METSOLA
President of the European Parliament

Thérèse BLANCHET
Secretary-General of the Council of the European Union and of the European Council

Ministers of the Interior of the EU Member States and of the Schengen Associated Countries

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In this framework, following the conclusion of the Universal Jubilee of the Catholic Church on January 6, 2026, it is important to emphasize that the threat level in Italy will remain high. This is particularly relevant in view of the upcoming Winter Olympic and Paralympic Games, taking place in February and March 2026, which will bring to Italy not only numerous athletes and their support staff, but also a significant number of political and public figures from around the world.

Border control measures will continue to be implemented in a manner that ensures proportionality, adapting to the evolving security environment while minimizing any disruption to cross-border movement and the traffic of goods.

The permanent deployment of law enforcement personnel will be limited to the main border crossing points, and checks will be carried out exclusively on persons who, based on the specific circumstances of time and place, appear to pose a higher risk to internal security and/or whose regular status within the Schengen area may appear doubtful.

The further evolution of the situation and the effectiveness of the measures in place will continue to be constantly monitored, including through regular meetings with the Slovenian and Croatian Authorities, with a view to the hoped-for return to the full application of the free movement regime.

Attached to this letter, I am submitting the notification prepared in compliance with the Commission's Implementing Decision (EU) 2025/315 of February 14, 2025.

Matteo Piantedosi

ANNEX

Notification of a temporary reintroduction or prolongation of border control at internal borders

1. Notification submitted by:

Italy

2. Date of the notification:

18 November 2025

3. Date and duration of the planned reintroduction or prolongation of border control at internal borders (Article 27(1), point (d), of Regulation (EU) 2016/399):

Prolongation of border control from 19 December 2025 until 18 June 2026.

4. Scope of the proposed reintroduction or prolongation of border control at internal borders, specifying at which part or parts of the internal borders border control will be reintroduced or prolonged (Article 27(1), point (b), of Regulation (EU) 2016/399)

The temporary reintroduction of border controls is limited to the internal land border with Slovenia.

5. Notification for a:

first reintroduction of border control at internal borders (unforeseeable event): Article 25a(1) of Regulation (EU) 2016/399

prolongation of border control at internal borders (unforeseeable event): Article 25a(3) of Regulation (EU) 2016/399

Period(s) of previous reintroduction(s) of border control at internal borders:

N/A

first reintroduction of border control at internal borders (foreseeable event): Article 25a(4) and (5) of Regulation (EU) 2016/399

prolongation of border control at internal borders (foreseeable event): Article 25a(4) and (5) of Regulation (EU) 2016/399

Period(s) of previous reintroduction(s) of border control at internal borders:

19 December 2024 - 18 June 2025; 19 June 2025 - 18 December 2025.

prolongation of border control at internal borders after 2 years, for major exceptional situation: Article 25a(6) of Regulation (EU) 2016/399

Period(s) of previous reintroduction(s) of border control at internal borders:

N/A

- prolongation of border control at internal borders after 2 years and 6 months, for major exceptional situation: Article 25a(6) of Regulation (EU) 2016/399

Period(s) of previous reintroduction(s) of border control at internal borders:

N/A

- reintroduction of border control at internal borders in accordance with a Council Implementing Decision: Article 28(1) and (5) of Regulation (EU) 2016/399

NB:

A continuation of a reintroduction of border control at the internal borders does not have to be considered a prolongation if the serious threat to public policy or internal security upon which it is based is different from the serious threat that motivated the preceding reintroduction of border control at the internal border. If this is the case, please notify for a first reintroduction and specify the new and distinct nature of the serious threat to public policy or internal security under 7.

- 6. If the notification for a foreseeable event is made less than four weeks before the planned reintroduction or prolongation of border control at internal borders (Article 25a(4), (5) and (6) of Regulation (EU) 2016/399):**

N/A

- 7. Serious threat to public policy or internal security, consisting of:**

- terrorist incidents or threats, and threats posed by serious organised crime

The risk of violent actions on the national territory is still persisting due to the crisis situations in the Middle East and in Ukraine, which fuel possible illegal trafficking that can be exploited by radicalized individuals.

In this context, after the end of the Universal Jubilee of the Catholic Church on 6 January 2026, Italy will host the Olympic and Paralympic Winter Games in February and March 2026, where the various cities/locations involved can be a target for violent actions by extremists from outside the country. Besides the presence of tens of thousands members of the Olympic family and related staff, the arrival of several political and public figures from all over the world is also foreseen implying significant extraordinary security measures.

In such scenario, the Balkan route is still considered permeable to the entry of dangerous individuals and the risk of possible terrorist infiltrations in irregular migration flows at the land border with Slovenia entails the need for strengthening control measures.

As already mentioned in the previous notification, the evolution of the threat is constantly monitored and assessed within the framework of the Strategic Counter-Terrorism Analysis Committee.

In this regard, to be noted that the reintroduction of border controls at internal land border with Slovenia has allowed, in 2025 (until 5 November), the detection of 179 persons subject to a S.I.S. alert in accordance with the art. 36 of the Regulation (UE) 2018/1862, meaning that persons of interest for law enforcement authorities of the Member States use also this route.

- large-scale public health emergencies

- an exceptional situation characterised by sudden large-scale unauthorised movements of third country nationals, within the meaning of Article 25(1), point (c), of Regulation (EU) 2016/399

- Large scale or high-profile international event

- Other

According to national data, in 2025 (until 5 November) 3.407 irregular third country nationals have been detected on entry at the Italian-Slovenian land border. Although this represents a decrease of 19% compared to the 4.227 irregular TCNs detected in the same period of 2024, the absolute number remains high and poses a significant challenge for national border control and migration authorities. In this regard, to be underlined that the impact of such secondary movements stemming from the Western Balkan route also affects France and Switzerland, considering that a relevant part of such irregular migrants transit through Italy to those Member States.

Moreover, the reintroduction of border control has confirmed the strong presence of criminal networks involved in migrant smuggling. Indeed, from 21 October 2023 until 5 November 2025, 243 persons have been apprehended at the Italian-Slovenian land border for the mentioned crime. As already mentioned in the previous notification, besides the cooperation with Slovenia and Croatia, one officer of the German Bundespolizei is permanently seconded to Trieste Border Police Office, considering that several smuggled migrants have Germany as final destination.

It is worth noting that the flow of people at the land border with Slovenia also includes a relevant number of wanted persons. Indeed, apart from migrant smuggling, 283 persons have been arrested from 21 October 2023 until 5 November 2025.

Out of this total number of 283, only in 2025 (until 5 November) 94 persons have been apprehended due to an arrest warrant present in the relevant databases (national and SIS) testifying that several fugitives use the Balkan route to re-enter in the Schengen area.

8. Names of authorised border crossing points

The list of authorised border crossing points is attached to the present annex.

9. Measures taken by other Member States (if applicable)

N/A

10. Assessment of necessity and proportionality under Article 26(1) of Regulation (EU) 2016/399

10.1 Appropriateness: explanation how the reintroduction of border control at internal borders is likely to adequately remedy the threat

The reintroduction of border control at land internal border with Slovenia, allowing border check activities, gives greater flexibility to the law enforcement authorities involved and effectively contributes to strengthen the prevention of terrorist infiltrations, as well as tackling migrant smuggling, by means of increasing the monitoring capacity and the available information on the field.

Reintroduction of border controls also produces a deterrence effect to secondary movements, consequently reducing the possibility for terrorists/radicalized persons of using such migratory flows to their own advantage in crossing the border without being detected. Indeed, the detection of such persons and the related gathering of information is a crucial phase for the subsequent preventive actions in-land.

Moreover, as previously highlighted, the reintroduction is allowing the apprehension of a relevant number of wanted persons, contributing to ensure the internal security of the Schengen area.

10.2 Explanation why the objectives pursued by the reintroduction cannot be obtained by:

The goal pursued by the reintroduction, consisting in preventing terrorist infiltrations and decreasing irregular secondary movements, cannot be currently obtained in an adequate manner with the existing compensatory measures.

Regarding joint patrols at the italian-slovenian land border, they are already performed on a regular basis. In quantitative terms, 226 joint patrol activities have been implemented in 2025 (until 2 November) and biweekly bilateral meetings are held at local level for evaluation and exchange of information purposes. So far such joint patrols have demonstrated to be an important tool to improve the operational cooperation on the field and have also allowed, in the mentioned period, to prevent the irregular entry of 414 third country nationals in the Italian territory. Although such results are considered relevant in reducing secondary movements and monitoring the situation at the border, they cannot be currently considered sufficient at the moment to curb the trends.

As already mentioned in the previous notification, on 20 January 2025 a Memorandum of Understanding between Italy, Slovenia and Croatia was signed for implementing joint trilateral patrols at the external border of Croatia (croatian-bosnian border in the area of Cetingrad). Such patrols have started in June, on a continuous basis, aiming at further improving the monitoring capacity and the fight against migrant smuggling and related cross border crimes, and will last till 12 December 2025. The resumption in spring 2026 is under discussion.

About readmission agreement with Slovenia, such compensative measure has so far proved to be insufficient, in quantitative terms, to produce an effective deterrence for secondary movements. Indeed, in 2022 and 2023 only 154 irregular third country nationals were successfully readmitted in Slovenia, compared to the 17.260 detected by Italian Authorities.

Bilateral cooperation on this aspect is ongoing and Italy is willing to explore also other possible measures, like the transfer procedure provided in article 23a Schengen Borders Code, in order to decisively increase the number of readmissions/transfers and, ultimately, reach the goal of producing the mentioned deterrence effect without reintroducing border controls.

10.3 Likely impact on the movement of persons within the area without internal border control and the functioning of cross-border regions

Considering that border checks are carried out in a dynamic and targeted manner, based on risk analysis and adopting the approach outlined in Recommendation C(2023) 8139 final 23.11.2023 to mitigate the impact on bona fide travellers and cross-border populations, the impact of such controls on the movement of persons is considered to be low.

At the beginning of October 2025 road works were completed at Ferneti border crossing (one of the main crossing points of the italian-slovenian border) to enlarge the area and create 2

lanes, one for heavy traffic and one for ordinary vehicles, to obtain smoother movements from Slovenia to Italy as well as more targeted controls.

Actually on 18 August 2025 the Slovenian highway H4 was closed for road works (still ongoing) and most of the traffic was converged towards Ferneti border crossing entailing the increase of traffic jams. As said Italy promptly launched works to improve the general conditions of Ferneti area.

10.4 If the serious threat consists of sudden large-scale unauthorised movements (Article 25(1), point (c), and 27(3) of Regulation (EU) 2016/399):

N/A

10.5 Opinion of the Commission and consultation process (if applicable)

N/A

11. If the notification concerns a prolongation of border control at internal borders after 6 months in accordance with Article 25a(5) of Regulation (EU) 2016/399 (Article 27(2) of Regulation (EU) 2016/399)

11.1 Assessment of the necessity and proportionality based on the criteria laid down in Article 26(1) of Regulation (EU) 2016/399

Regarding the assessment of the necessity of the present prolongation, please refer to the answers provided to questions 10.1 and 10.2.

About, instead, the component of proportionality, since the first reintroduction Italy has carried out border checks in a targeted manner, based on risk analysis, consistently with the motivations and goals of the measure. Indeed, the purpose and conditions of the intended stay, as well as the sufficient means of subsistence provided in article 6 of the Schengen Borders Code, are not considered eligible reasons for issuing a refusal of entry or a readmission. In light of the above, the impact of such controls on the movement of persons is considered low (see question 10.3).

11.2 Scale and anticipated evolution of the serious threat

Concerning terrorism, the threat level is likely to remain high in the upcoming months, considering the crisis situation in the Middle East and in Ukraine. Furthermore, as stated in section 7 of the present model, such scenario is worsened by the Universal Jubilee of the Catholic Church and the incoming Olympic and Paralympic Winter Games.

About secondary movements on entry at the Italian-Slovenian land border, as already mentioned in the previous notification, it is difficult to make reliable predictions, considering that migratory flows are subject to fluctuations related to external factors that cannot be precisely translated in quantitative terms.

In this context starting of the Frontex operations in Bosnia Herzegovina could represent a great step to curb the phenomenon.

12. If the notification concerns a prolongation of border control at internal borders after 2 years, for a major exceptional situation (Article 25a(6) of Regulation (EU) 2016/399).

12.1 Assessment of the necessity and proportionality based on the criteria laid down in Article 26(2) of Regulation (EU) 2016/399

N/A

12.2 Action taken in response to an opinion of the Commission issued in accordance with Article 25a(6) of Regulation (EU) 2016/399 (if applicable)

N/A

12.3 Action taken in response to a consultation process initiated in accordance with Article 25a(6) of Regulation (EU) 2016/399 (if applicable)

N/A

12.4 Substantiation of the continued threat to public policy or internal security

N/A

12.5 Explanation why alternative measures are ineffective

N/A

12.6 Presentation of mitigating measures

N/A

12.7 Where appropriate: presentation of the means, actions, conditions and timeline with a view to lifting border control at internal borders

N/A

13. Any further information (optional)

N/A

14. Withholding of information on grounds of public security (Article 27(5) of Regulation (EU) 2016/399)

N/A

15. Confidentiality of information (Article 35 of Regulation (EU) 2016/399)

N/A

Temporary Reintroduction of Border Controls by Italy at the Internal Land Borders with Slovenia, pursuant to Article 25 of Regulation (EU) 2016/399

Following Italy's notification regarding the decision to extend the temporary reintroduction of border controls at the internal land borders with Slovenia, starting from 19 December 2025 for a duration of 6 months, please find attached the list of authorized border crossing points, indicating the competent police authority responsible for coordinating control activities and the modalities to be applied.

Numero	Nome del valico	Provincia	Autorità competente	Modalità di vigilanza
1	Ferneti (autostradale)	Trieste	Settore Polizia Frontiera Trieste	Fissa h24
2	Rabuiese (autostradale)	Trieste	Settore Polizia Frontiera Trieste	Fissa h24
3	Basovizza (stradale)	Trieste	Settore Polizia Frontiera Trieste	Fissa h24
4	Pesek (stradale)	Trieste	Settore Polizia Frontiera Trieste	Fissa h24
5	Villa Opicina (ferroviario)	Trieste	Settore Polizia Frontiera Trieste	Fissa h24
6	San Bartolomeo (stradale)	Trieste	Settore Polizia Frontiera Trieste	Dinamica h24
7	San Pelagio (stradale)	Trieste	Settore Polizia Frontiera Trieste	Dinamica h24
8	Monrupino (stradale)	Trieste	Settore Polizia Frontiera Trieste	Dinamica h24
9	San Servolo (stradale)	Trieste	Settore Polizia Frontiera Trieste	Dinamica h24
10	Prebenico Caresana (stradale)	Trieste	Settore Polizia Frontiera Trieste	Dinamica h24
11	Chiampore (stradale)	Trieste	Settore Polizia Frontiera Trieste	Dinamica h24
12	Santa Barbara (stradale)	Trieste	Settore Polizia Frontiera Trieste	Dinamica h24
13	Noghere (stradale)	Trieste	Settore Polizia Frontiera Trieste	Dinamica h24
14	Cerei (stradale)	Trieste	Settore Polizia Frontiera Trieste	Dinamica h24
15	Malchina (stradale)	Trieste	Settore Polizia Frontiera Trieste	Dinamica h24
16	Vogliano (stradale)	Trieste	Settore Polizia Frontiera Trieste	Dinamica h24
17	Gropada (stradale)	Trieste	Settore Polizia Frontiera Trieste	Dinamica h24

18	Orle (stradale)	Trieste	Settore Polizia Frontiera Trieste	Dinamica h24
19	Bottazzo (stradale)	Trieste	Settore Polizia Frontiera Trieste	Dinamica h24
20	Grozzana (stradale)	Trieste	Settore Polizia Frontiera Trieste	Dinamica h24
21	Draga Sant'Elia (stradale)	Trieste	Settore Polizia Frontiera Trieste	Dinamica h24
22	Sant'Andrea (autostradale)	Gorizia	Settore Polizia di Frontiera Gorizia	Fissa h24
23	Casa Rossa (stradale)	Gorizia	Settore Polizia di Frontiera Gorizia	Fissa h24
24	Vencò (stradale)	Gorizia	Settore Polizia di Frontiera Gorizia	Fissa h24
25	San Gabriele (stradale)	Gorizia	Settore Polizia di Frontiera Gorizia	Fissa h24
26	Jamiano (stradale)	Gorizia	Settore Polizia di Frontiera Gorizia	Dinamica h24
27	Devetachi (stradale)	Gorizia	Settore Polizia di Frontiera Gorizia	Dinamica h24
28	Merna (stradale)	Gorizia	Settore Polizia di Frontiera Gorizia	Dinamica h24
29	San Pietro (stradale)	Gorizia	Settore Polizia di Frontiera Gorizia	Dinamica h24
30	Salcano (stradale)	Gorizia	Settore Polizia di Frontiera Gorizia	Dinamica h24
31	San Floriano (stradale)	Gorizia	Settore Polizia di Frontiera Gorizia	Dinamica h24
32	Castelletto Versa (stradale)	Gorizia	Settore Polizia di Frontiera Gorizia	Dinamica h24
33	Plessiva (stradale)	Gorizia	Settore Polizia di Frontiera Gorizia	Dinamica h24
34	Mernico (stradale)	Gorizia	Settore Polizia di Frontiera Gorizia	Dinamica h24
35	Via Rafut (stradale)	Gorizia	Settore Polizia di Frontiera Gorizia	Dinamica h24
36	Palechisce Micoli (stradale)	Gorizia	Settore Polizia di Frontiera Gorizia	Dinamica h24
37	Salcano II (stradale)	Gorizia	Settore Polizia di Frontiera Gorizia	Dinamica h24
38	Castel San Mauro (stradale)	Gorizia	Settore Polizia di Frontiera Gorizia	Dinamica h24

39	Poggio San Valentino (stradale)	Gorizia	Settore Polizia di Frontiera Gorizia	Dinamica h24
40	Uclanzi (stradale)	Gorizia	Settore Polizia di Frontiera Gorizia	Dinamica h24
41	Castelletto Zeglo (stradale)	Gorizia	Settore Polizia di Frontiera Gorizia	Dinamica h24
42	Scriò (stradale)	Gorizia	Settore Polizia di Frontiera Gorizia	Dinamica h24
43	Stupizza (stradale)	Udine	Commissariato Pubblica Sicurezza Cividale del Friuli	Fissa h24
44	Uccea (stradale)	Udine	Commissariato Pubblica Sicurezza Cividale del Friuli	Dinamica h24
45	Molino Vecchio (stradale)	Udine	Commissariato Pubblica Sicurezza Cividale del Friuli	Dinamica h24
46	Polava di Cepletischis (stradale)	Udine	Commissariato Pubblica Sicurezza Cividale del Friuli	Dinamica h24
47	Robedischis (stradale)	Udine	Commissariato Pubblica Sicurezza Cividale del Friuli	Dinamica h24
48	Ponte Vittorio (stradale)	Udine	Commissariato Pubblica Sicurezza Cividale del Friuli	Dinamica h24
49	Ponte Miscecco (stradale)	Udine	Commissariato Pubblica Sicurezza Cividale del Friuli	Dinamica h24
50	Ponte Clinaz (stradale)	Udine	Commissariato Pubblica Sicurezza Cividale del Friuli	Dinamica h24
51	Scale di Grimacco (stradale)	Udine	Commissariato Pubblica Sicurezza Cividale del Friuli	Dinamica h24

52	Zavarian di Clabuzzaro (stradale)	Udine	Commissariato Pubblica Sicurezza Cividale del Friuli	Dinamica h24
53	Solarie di Drenchia (stradale)	Udine	Commissariato Pubblica Sicurezza Cividale del Friuli	Dinamica h24
54	Bochetta di Topolò (stradale)	Udine	Commissariato Pubblica Sicurezza Cividale del Friuli	Dinamica h24
55	Monte Cau (stradale)	Udine	Commissariato Pubblica Sicurezza Cividale del Friuli	Dinamica h24
56	Fusine Laghi (stradale)	Udine	Settore Polizia di Frontiera Tarvisio	Fissa h24
57	Passo Predil (stradale)	Udine	Settore Polizia di Frontiera Tarvisio	Fissa h24