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OUTCOME OF PROCEEDINGS

From: General Secretariat of the Council

On: 5 March 2026

To: Delegations

No. prev. doc.: 6474/26

Subject: Council Implementing Decision setting out recommendations for remedial actions aimed at addressing the serious deficiencies identified in the 2025 Schengen evaluation report of Portugal in relation to external border checks in accordance with Council Regulation (EU) 2022/922

Delegations will find enclosed the Council Implementing Decision setting out recommendations for remedial actions aimed at addressing the serious deficiencies identified in the 2025 Schengen evaluation report of Portugal in relation to external border checks in accordance with Council Regulation (EU) 2022/922, adopted by the Council at its meeting held on 5 March 2026.

In line with Article 22(4) of Council Regulation (EU) No 2022/922 of 9 June 2022, this Recommendation will be forwarded to the European Parliament and national Parliaments.

COUNCIL IMPLEMENTING DECISION

setting out recommendations for remedial actions aimed at addressing the serious deficiencies identified in the 2025 Schengen evaluation report of Portugal in relation to external border checks in accordance with Council Regulation (EU) 2022/922

THE COUNCIL OF THE EUROPEAN UNION,

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

Having regard to Council Regulation (EU) 2022/922 of 9 June 2022 on the establishment and operation of an evaluation and monitoring mechanism to verify the application of the Schengen *acquis*, and repealing Regulation (EU) No 1053/2013¹, and in particular Article 22(4) thereof,

Having regard to the proposal from the European Commission,

Whereas:

- (1) In accordance with Article 4(3), point (b), of Regulation (EU) 2022/922, the Commission organised an unannounced evaluation to assess Portugal's management of the external border and the relevant aspects of the Schengen Information System, in particular the quality and efficiency of border checks, by carrying out on-site visits at Lisbon Airport and Lisbon Port on 15 and 16 December 2025, respectively.
- (2) The airport of Lisbon is of crucial importance for the functioning and security of the area without internal borders, as it is one of the most important air border crossing points in the Schengen area in volume of passenger flow² and flight connections with Africa and South America, especially Brazil and Angola, which are countries with significant migratory risks. Extra-Schengen traffic at Lisbon Airport amounted to over 11,9 million passengers from 1 January 2025 until 30 November 2025.

¹ OJ L 160, 15.6.2022, p. 1, ELI: <http://data.europa.eu/eli/reg/2022/922/oj>.

² According to Eurostat data Lisbon Airport is the Union's 8th-busiest airport with over 35 million passengers in 2024.

- (3) The on-site visits revealed serious deficiencies in the carrying out of external border checks by Portugal at Lisbon Airport due to the very low quality of the first- and second-line border checks, overly excessive waiting times and the systematic and unnotified relaxation of border checks leading to the absence of controls on exit. These serious deficiencies relating to external border control have or risk to have in a short and medium perspective a significant negative impact on other Member States as well as on the functioning of the Schengen area posing a high security risk in that area.
- (4) Following the evaluation, the Commission immediately informed Portugal and the Council on the serious deficiencies identified and adopted a report by Commission Implementing Decision C(2026) 640 identifying serious deficiencies relating to external border checks.
- (5) Remedial actions should be taken by Portugal in order to address the identified serious deficiencies. In light of the nature of the findings of the Commission it is important to remedy each of the deficiencies identified within the shortest possible delay to swiftly ensure uniform and high-level border checks at Lisbon Airport. In this respect priority should be given to the implementation of the recommendations related to the quality of border checks, the capacity to detect document fraud, the border control training, and the allocation of human resources for border checks. Proportionate time limits should be set for the recommendations to ensure their effective implementation.
- (6) Pursuant to Article 22(6) of Regulation (EU) 2022/922, within one month of the adoption of this Decision, Portugal is to establish an action plan to implement all recommendations and to remedy the serious deficiencies identified in the evaluation report and to provide the action plan to the Commission and the Council. The Council shall set proportionate time limits for the implementation of the recommendations related to a serious deficiency.
- (7) Portugal should report to the Commission and the Council on the implementation of its action plan every three months from the date of notice of receipt of the review of the action plan and until the Commission considers that all recommendations are fully implemented.
- (8) In accordance with Article 22(7) of Regulation (EU) 2022/922, a revisit to verify the progress made in implementing the recommendations is to take place no later than one year from the date of the evaluation activity,

DECIDES:

Article 1

The Portuguese Republic shall implement the following recommendations in order to remedy the serious deficiencies as well as other non-compliances and areas of improvement which are linked to them, as identified in the evaluation report of the Lisbon Airport and Lisbon Port :

Capacity to detect document fraud:

1. ensure a sufficient number of trained document experts, and establish a national capacity to detect document fraud;

Border control training:

2. integrate the Common Core Curriculum in the training system for the Portuguese authorities responsible for border checks; implement mandatory training activities for border checks; assess the level of acquired knowledge of the trainees; organise regular refresher training for border checks by 30 April 2026;

Quality of border checks:

3. ensure systematic border checks for all persons crossing the external border at Lisbon Airport by 30 April 2026;
4. increase the awareness of border guards about risk profiles and indicators, and ensure the use of risk analysis products and profiling techniques in the first-line checks by April 2026;
5. ensure the installation of equipment at the control booths to detect document fraud, to support the first-line border guards' capacity to detect document fraud by 30 April 2026;
6. ensure that relaxation of border checks is applied only as a result of exceptional and unforeseen circumstances, that systematic checks are guaranteed and that a report on the cases of relaxation of border checks is transmitted once a year to the Commission by 30 April 2026;
7. perform thorough checks of passengers who use the e-gates ensuring verification of their entry conditions;

Interagency cooperation at Lisbon Airport and Lisbon Port:

8. improve horizontal coordination and interagency cooperation between the Portuguese authorities responsible for border control to ensure the implementation of uniform and high-level border checks;

- **Human resources for border control at Lisbon Airport:**

9. optimise the allocation and deployment of the staff responsible for border checks according to current existing and emerging needs, to ensure the implementation of systematic, and efficient border checks;

- **Quality of border checks at Lisbon Airport and Lisbon Port:**

10. adopt a procedure for discreetly collecting information in case of hits on alerts for discreet checks at the e-gates at Lisbon Airport in order not to jeopardise the nature of those checks;

11. ensure issuing a uniform visa at the border and adequate awareness by border guards of the visa issuance procedures and ensure that visas to family members of Union citizens are issued free of charge;

12. ensure that all available information in the Schengen Information System is correctly displayed in the border checks applications to allow efficient performance of first-line border checks;

Risk analysis and exchange of information at Lisbon Airport and Lisbon Port:

13. ensure that risk analysis products are produced regularly;

14. develop and implement a national risk analysis training programme based on the Common Integrated Risk Analysis Model and ensure its availability to analysts at all levels.

Article 2

This Decision is addressed to the Portuguese Republic.

Done at Brussels,

*For the Council
The President*
