



3.2. Managing migration at external borders

3.2. Managing migration at external borders

icon for border procedures

Another core component of the Pact is increased effectiveness in the management of arrivals at the EU's external borders through fast and efficient procedures for asylum and returns. A key element to accomplish this is the seamless and harmonious functioning of screening, the asylum border procedure and the return border procedure, especially considering the short time limits of 7 days for screening, 12 weeks for the asylum border procedure and 12 weeks for the return border procedure. At the same time, emphasis is placed on strong individual safeguards and guarantees for fundamental rights.

Throughout 2025, EU+ countries continued legislative work and set up these processes by building needed facilities, ensuring adequate capacity, developing guidance and practical tools, and providing training – including in using the new IT systems – to professionals who will implement the news tasks.⁹⁴ For example in April 2025, the Minister for Justice in Ireland secured Cabinet approval for a new International Protection Bill to replace the 2015 Act and operationalise the border procedure in national law, as set out in the APR. The aim is to issue decisions as quickly as possible to those who are less likely to have an entitlement to international protection. The bill also established an independent monitoring mechanism to ensure that the screening process and the application of the border procedure are in compliance with EU and international laws.⁹⁵

In Germany, two laws were adopted by the Germany Bundestag in February 2026 and approved by the Bundesrat in March 2026 to operationalise new CEAS provisions into national law, including the new border procedure, return border procedure, screening and Eurodac.⁹⁶ In October 2025, both Iceland and Norway launched public consultations on their respective bills for the introduction of screening of third-country nationals at external borders.⁹⁷ Similarly, in January 2026 the Ministry of the Interior in Slovakia put forth a new law on international protection which aligns the country's asylum legislation with the provisions of the Pact, providing the legal framework in national law for border procedures.⁹⁹ In parallel, countries worked to establish facilities for screening and accommodation arrangements in the context of the border procedure.¹⁰⁰

Civil society organisations highlighted the need to effectively ensure adequate reception conditions and the provision of legal advice and counselling for applicants at the borders; respect for fundamental rights, especially in view of strict time limits; and the independence of monitoring mechanisms.[101](#)

The European Commission and EU Agencies provided substantial support to EU+ countries in this process. A screening toolbox was developed jointly by Frontex, the EUAA and the Commission, with the support of Europol and national experts, to provide professionals in the field with a set of user-friendly templates, guidance materials and practical resources.[102](#) The EUAA prepared a blueprint to support Member States in planning and building specialised or multifunctional centres where screening, asylum and return procedures are applied at the border.

Applying the new rules through simulated scenarios serves an important role. To this end, Frontex, the EUAA, Europol and Italian authorities undertook a 2-week trial of the EU's new screening process in Lampedusa. A similar pilot exercise was carried out in Romania. Thus, stakeholders were able to test the screening toolbox in real operational conditions and assess health and vulnerability checks, biometric registration and the security check. Subsequently, inter-agency coordination and workflows were further refined.[103](#)

European countries also introduced initiatives to align national legislation with the updated Schengen Borders Code.[104](#) Consistent efforts were made to increase contingency planning and preparedness through enhanced coordination among key actors. In November 2025, the Swiss Federal Council approved targeted measures to improve cooperation between federal and cantonal authorities involved in the management of borders, with a particular focus on improving risk analysis. The country also requested additional financing to this end from the European Commission's Instrument for Financial Support for Border Management and Visa Policy (IGFV).[105](#)

In conjunction with its national strategy for asylum and migration, in October 2025 Luxembourg adopted a national strategy for integrated external border management based on the Frontex regulation. In Portugal, the National Foreigners and Borders Unit was established within the Public Security Police to coordinate and implement actions related to border management.[106](#)

- [94](#)

European Commission. (11 November 2025). [Communication from the Commission to the European Parliament and the Council: The European Annual Asylum and Migration Report \(2025\)](#). COM/2025/795 final.

- [95](#)

Department of Justice, Home Affairs and Migration | An Roinn Dlí agus Cirt, Gnóthaí Baile agus Imirce (Ireland). (29 April 2025). Minister Jim O'Callaghan secures Cabinet approval for publication of the General Scheme of the International Protection Bill 2025.

- [96](#)

Federal Ministry of the Interior | Bundesministerium des Innern. (3 September 2025). [Bundeskabinett beschließt nationale Umsetzung des Gemeinsamen Europäischen Asylsystems](#) [Federal Cabinet decides on national implementation of the Common European Asylum System].

- [97](#)

Consultation portal | Samráðsgátt. (2 October 2025). Drög að frumvarpi til laga um brottfararstöð [Draft bill on departure terminal law]; Government of Norway | Regjeringen (23 October 2025). [Nytt EU-regelverk om screening av tredjelandborgere på høring](#) [New EU regulations on screening of third-country nationals under consultation].

- [99](#)

Ministry of the Interior of the Slovak Republic | Ministerstvo vnútra Slovenskej republiky. (9 January 2026). [Ministerstvo vnútra pripravilo nový predpis o medzinárodnej ochrane, ktorý nahradí súčasný azylový zákon](#) [The Ministry of the Interior has prepared a new regulation on international protection, which will replace the current Asylum Act].

- [100](#)

Republic of Cyprus, Government Portal | Κυπριακή Δημοκρατία, Κυβερνητική Πύλη. (5 February 2025). [Επίσκεψη των Υπουργών Μεταφορών, Επικοινωνιών και Έργων, Δικαιοσύνης και Δημόσιας Τάξεως και του Υφυπουργού Μετανάστευσης και Διεθνούς Προστασίας στο εργοτάξιο του Κέντρου Φιλοξενίας «Λίμνες» και του Προαναχωρησιακού Κέντρου](#) [Visit of the Ministers of Transport, Communications and Works, Justice and Public Order and the Deputy Minister of Migration and International Protection to the construction site of the Limnes Accommodation Centre and the Pre-Removal Centre]; Swedish Migration Agency | Migrationsverket. (31 January 2025). [Migrationsverket planerar center för asylsökande i sex kommuner](#) [The Swedish Migration Agency is planning centers for asylum seekers in six municipalities]; Government of Ireland. [National Implementation Plan – Ireland: Implementation of the Pact on Migration and Asylum](#); Consultation portal | Samráðsgátt. (2 October 2025). Drög að frumvarpi til laga um brottfararstöð [Draft bill on departure terminal law]; European Commission. (11 June 2025). [Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, State of play on the implementation of the Pact on Migration and Asylum](#), COM (2025) 319 final; Ministry of the Interior | Ministarstvo unutarnjih poslova (Croatia). (13 November 2025). [Izmjene zakona o strancima i međunarodnoj zaštiti poslani u javno savjetovanje](#) [Amendments to the law on foreigners and international protection sent for public consultation].

- [101](#)

Jesuit Refugee Service Ireland. (12 June 2025). [Civil Society Coalition on the EU Pact on Migration and Asylum, Submission to the Committee on Justice, Home Affairs and Migration on the General Scheme of the International Protection Bill 2025](#); Irish Human Rights and Equality Commission. (15 October 2025). [IHREC raises concerns over International](#)

[Protection Bill 2025, risks undermining fundamental rights.](#)

- [102](#)

European Commission. (11 November 2025). [Communication from the Commission to the European Parliament and the Council, The European Annual Asylum and Migration Report \(2025\)](#), COM (2025) 795 final; European Union Agency for Asylum (EUAA). (27 October 2025). [Frontex, EUAA, Europol and Italy pilot new screening process in Lampedusa.](#)

- [103](#)

European Union Agency for Asylum (EUAA). (27 October 2025). [Frontex, EUAA, Europol and Italy pilot new screening process in Lampedusa.](#)

- [104](#)

Ministry of the Interior | Ministarstvo unutarnjih poslova Republika Hrvatska (Croatia). (21 July 2025). [Otvoreno e-savjetovanje za Prijedlog zakona o izmjenama i dopunama Zakona o nadzoru državne granice](#) [Open e-consultation for the Proposal of the Act on Amendments to the Law on State Border Control]; Federal Council | Der Bundesrat | Conseil fédéral | Consiglio federale (Switzerland). (28 May 2025). [Le code frontières Schengen révisé nécessite de modifier plusieurs ordonnances](#) [The revised Schengen Borders Code requires several ordinances to be amended].

- [105](#)

Federal Council | Der Bundesrat | Conseil fédéral | Consiglio federale (Switzerland). (26 November 2025). [Le Conseil fédéral veut plus de moyens pour la protection des frontières extérieures de Schengen](#) [Federal Council wants more resources for the protection of the Schengen external borders].

- [106](#)

[Lei n.º 55-C/2025, de 22 de julho](#) [Law No 55-C/2025, of 22 July], 22 July 2025.