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NOTE

From: Italian delegation
To: Working Party on Frontiers/Mixed Committee (EU-Iceland/Liechtenstein/Norway/Switzerland)
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 16 May 2025 regarding the prolongation of border controls by Italy with Slovenia for 6 months as of 19 June 2025.

E-MAIL



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19-05-2025

Al Ministro dell'Interno

Roma, **16 MAG. 2025**

*Vostre eccellenze,
Cari colleghi,*

scrivo questa lettera per comunicare la prosecuzione per ulteriori 6 mesi, a decorrere dal 19 giugno 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 7 maggio, confermano le ragioni per le quali i controlli erano stati già reintrodotti.

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

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Il Ministro dell'Interno

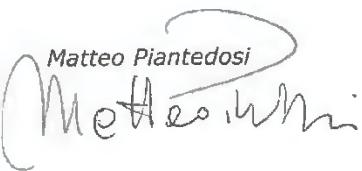
Questo scenario di rischio risulta aggravato dall'avvio, lo scorso 24 dicembre, del Giubileo universale della Chiesa Cattolica, che sta richiamando a Roma e nella Città del Vaticano milioni di turisti e fedeli da tutto il mondo e può costituire un obiettivo per azioni violente da parte di estremisti provenienti da fuori il territorio nazionale.

Le modalità di controllo continueranno ad essere attuate in modo tale da garantire la proporzionalità della misura, adattandole all'evoluzione della minaccia e calibrandole in modo da causare il minore impatto possibile sulla circolazione transfrontaliera e sul traffico di merci.

La presenza fissa del personale di polizia sarà 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 più a rischio sotto il profilo della sicurezza interna e/o la cui posizione di regolarità nello spazio Schengen possa risultare dubbia.

L'ulteriore sviluppo della situazione e l'efficacia delle misure adottate continuerà ad essere costantemente analizzata, anche attraverso periodici incontri con le Autorità 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 conformità alla Decisione di Esecuzione (UE) 2025/315 della Commissione del 14 febbraio 2025.

Matteo Piantedosi


Rome, 16 may 2025

Your Excellencies,

Dear Colleagues,

I am writing this letter in order to communicate the continuation, for a further six months starting from 19 June 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 7 May 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
Vice-President of the European Commission

Magnus BRUNNER
European Commissioner for Home Affairs and Migration

Roberta METSOLA
President of the European Parliament

Therese BLANCHET
Secretary General of the Council of the European Union

Ministers of the Interior of the EU Member States and Schengen associated countries.

This risk scenario is further exacerbated by the opening, on 24 December last, of the Universal Jubilee of the Catholic Church, which is drawing millions of tourists and pilgrims from all over the world to Rome and the Vatican City and could represent a potential target for violent actions by extremists coming from outside the national territory.

Control methods will be implemented in such a way as to ensure the proportionality of this measure, adapting them to the evolution of the threat, and calibrating them so as to cause the least possible impact on cross-border movement and the traffic of goods.

The permanent presence of police personnel will be limited to the main border crossing points only, 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 ongoing development of the situation and the effectiveness of the measures adopted 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 submit the notification prepared in accordance with Commission Implementing Decision (EU) 2025/315 of 14 February 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:

16 may 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 june 2025 until 18 december 2025.

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:

Last prolongation was from 19 December 2024 until 18 June 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 ongoing due to the crisis situations in the Middle East and in Ukraine.

These conflict scenarios fuel even more possible illegal trafficking in which radicalized individuals, capable of threatening national security, may insert themselves. In this context, the intermingling of criminal groups of different backgrounds engaged in the above-mentioned illegal trafficking, including that of human beings, is not to be excluded.

The risk situation is worsened by the start of the Universal Jubilee of the Catholic Church on last December 24, which is drawing millions of tourists and faithful from around the world to Rome and to the Vatican City and this may be a target for violent actions by extremists from outside the country.

The evolution of the threat is constantly monitored and updated within the framework of the Strategic Counter-Terrorism Analysis Committee, a body specifically charged with assessing the level of risk to national security.

On the basis of the assessments of the above-mentioned body, which last met on May 7, 2025, the need for strengthened measures of prevention and control of entries into the national territory was assessed, due to the risk of possible terrorist infiltrations in irregular migration flows referable to the land route with Slovenia.

The Balkan route is, in fact, to be considered permeable to the entry of dangerous individuals willing to enter the Schengen area, including foreign fighters returning from scenes of conflict.

Regarding the threat concerning terrorism, to be noted that the reintroduction of border control at internal land border with Slovenia has allowed, from 1st November 2024 until 8 May 2025, the detection of 81 persons subject to a S.I.S. alert in accordance with art. 36 of the Regulation (EU) 2018/1862.

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 1 May) 995 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 1,235 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 1^o November 2024 until 8 May 2025, 39 persons have been apprehended at the Italian-Slovenian land border for the mentioned crime.

The recent investigative operation in Trieste (known as "Turkish shuttles"), which has led to the arrest of 8 persons, is a further confirmation of the current complex situation in the area. Besides the cooperation of Croatia and Slovenia Authorities, the investigation had the active support of German Bundespolizei, whose one officer is permanently seconded to Trieste Border Police Office, because several smuggled migrants had Germany as final destination.

In this context secondary movements can also be exploited by terrorist/radicalized persons, as pointed out by the number of art.36 S.I.S. alerts detected.

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 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. The aforementioned operation "Turkish shuttles" specifically stems from checks carried out in the context of the reintroduction.

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, 91 joint patrol activities have been implemented in 2025 (until 27 April) 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 146 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.

To highlight that 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).

Considering that most of the irregular border crossings detected on entry at the Italian-Slovenian land border concern third country nationals that had previously entered Croatia, such future joint patrols could further improve the monitoring capacity and the fight against migrant smuggling and related cross border crimes.

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

Since the reintroduction of border control, the impact on the movement of persons at the Italian-Slovenian land border has been low, meaning that the overall traffic flow has continued to be fluent. No complaints on this point have been raised so far.

This result has been reached thanks to the fact 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.

In light of the above, Italy deems that the impact will continue to be low during the present prolongation of border controls.

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 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.

Moreover, as stated above in question 10.3, the impact on the movement of persons within the Italian-Slovenian land border is constantly low.

In light of above, and pending the adoption of new compensatory measures such as trilateral patrols and transfer procedure pursuant article 23a Schengen Borders Code, Italy deems the reintroduction and related prolongation as proportionate.

11.2 Scale and anticipated evolution of the serious threat

The threat level will most likely continue to remain high in the coming months due to the persistent instability in the Middle East and in Ukraine. The continuation over time of the ongoing conflicts causes, as well, a further escalation of tensions with the consequence of an increased risk of violent actions even outside the scenes of war. As already pointed out, the risk situation is also worsened by the start of the Universal Jubilee of the Catholic Church on last December 24, which is drawing millions of tourists and faithful from around the world to Rome and to the Vatican City and this may be a target for violent actions by extremists from outside the country.

About secondary movements on entry at the Italian-Slovenian land border, although available data point out a decrease compared to 2024, it is difficult to predict whether such a trend will continue during the year, considering that migratory flows are subject to fluctuations related to external factors that cannot be precisely translated in quantitative terms. However, taking into account the present situation at international level, it is expected that in 2025 the Italian-Slovenian land border will face a pressure similar to the 2024 one.

The measure of the reinstatement of Schengen border controls with Slovenia, therefore, remains consistent with the ongoing evolution of crisis scenarios and the associated risk of Balkan migration routes being used for criminal trafficking and infiltration of individuals dangerous to national security.

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 June 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.

Number	Crossing Points	Province	Competent Authority	Vigilance Modality
1	Fernetti (autostradale)	Trieste	Settore Polizia Frontiera Trieste	Fissa h24
2	Rabulese (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	Trieste	Settore Polizia	Dinamica h24

	(stradale)		Frontiera Trieste	
18	Orie (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'Ella (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 Micol (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	Gorizia	Settore Polizia di	Dinamica h24

	Valentino (stradale)		Frontiera Gorizia	
40	Uclanzi (stradale)	Gorizia	Settore Polizia di Frontiera Gorizia	Dinamica h24
41	Castelletto Zeglio (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	Dinamica h24

53	Solarie di Drenchia (stradale)	Udine	del Friuli 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