



Requested by EMN NCP Latvia on 6 August 2021

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Responses from Austria, Belgium, Bulgaria, Croatia, Cyprus, Czech Republic, Estonia, Finland, France, Germany, Hungary, Italy, Lithuania, Luxembourg, Netherlands, Poland, Portugal, Slovakia, Slovenia, Spain, Sweden (21 in Total)

Disclaimer:

The following responses have been provided primarily for the purpose of information exchange among EMN NCPs in the framework of the EMN. The contributing EMN NCPs have provided, to the best of their knowledge, information that is up-to-date, objective and reliable. Note, however, that the information provided does not necessarily represent the official policy of an EMN NCPs' Member State.

1. Background information

The State Border Guard of Latvia would like to ask border guard authorities of the Member States on the actions that they take in cases when information related to visas is not included in the Visa Information System (VIS).

Past experience has shown that when carrying out a border control of a visa holder, the lack of the information is due to a technical malfunction (i.e., data synchronization problems). In those cases, if the authenticity of the visa is confirmed (e.g. no signs of counterfeiting or false information have been detected) the visa holder will be allowed to enter the territory or continue his/her trip. Also, the issuing authority will be contacted through the contact points of the Member States (Annex 2 of the Schengen Handbook - List of Member States' contact points on border management), but replies from the contact points in other Member States are not always immediate.

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Due to the lack of information on these visas in the VIS, it is not possible to use the VIS mail function in these cases.

According to the requirements of Article 6 (1) (a) and (b) of the Schengen Borders Code, third-country nationals are entitled to enter and stay in the territory of a Schengen Member State for up to 90 days for a period of 180 days if they are in possession of a valid travel document and a valid visa, if required under the Regulation 2018/1806, unless they have a valid residence permit or a valid long-stay visa.

Article 14 of the Schengen Borders Code provides that third-country nationals who do not fullfil the entry conditions set out in Article 6 (1) and who do not belong to the category of persons covered by Article 6 (5) of the Schengen Borders Code shall be refused entry.

It follows that, when the entry requirements listed in Article 6 (1) of the Schengen Borders Code are not fulfilled, the border guard may take a decision to refuse entry. The reasoned decision shall be taken using the standard form set out in Part B of Annex V to the Schengen Borders Code, stating the exact reason (s) for refusal:

- (A) has no valid travel document (s):
- (B) has a false/forged travel document;
- (C) has no valid visa or residence permit;
- (D) has a false/forged visa or residence permit;
- (E) has no appropriate documentation justifying the purpose and conditions of the stay;
- (F) has already stayed for 90 days in the preceding 180-day period on the territory of the Member States of the European Union;
- (G) does not have sufficient means of subsistence in relation to the period and form of stay, or the means to return to the country of origin or transit;
- (H) is a person for whom an alert has been issued for the purposes of refusing entry;
- (I) is considered to be a threat to public policy, internal security, public health or the international relations of one or more of the Member States of the European Union. The Visa Code does not establish any visa validity criteria that would indicate that the visa is invalid due to the lack of information in the information system.

 On the basis of the above mentioned, it was concluded that there are no legal basis for a decision to refuse entry to, or to delay the travel of, visa holders if information about visa is not in the VIS due to technical reasons.

2. Questions

- 1. Is there another legal basis to refuse entry for a person only for a reason of the absence of information in the VIS?
- 2. Should information from the visa authority be requested, if there are no doubts on authenticity of the visa?
- 3. How responsible authority can check the fact of annullation or cancellation of visa, if the information is not included in the VIS?
- 4. How to inform the visa authority about mentioned problem, if it is not possible to use the VIS mail function in these cases?

We would very much appreciate your responses by 17 September 2021.

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3. Responses

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		Wider Dissemination ²	
=	EMN NCP Austria	No	This EMN NCP has provided a response to the requesting EMN NCP. However, they have requested that it is not disseminated further.
	EMN NCP Belgium	Yes	 In case there is no visa in VIS, border inspectors will run a second level check based on the authenticity and lawfulness of other elements of the visa. If this check has no negative findings as a result, entry will be granted. The sole element of absence of information in the VIS is not sufficient to justify an entry refusal. There is thus no legal basis for a decision to refuse entry to or to delay the travel of, visa holders if information about visa is not in the VIS due to technical reasons. Information can be requested from another MS, although this is not imperative. This is not possible, unless visa is stamped as annulled. 4

¹ If possible at time of making the request, the Requesting EMN NCP should add their response(s) to the query. Otherwise, this should be done at the time of making the compilation.

² A default "Yes" is given for your response to be circulated further (e.g. to other EMN NCPs and their national network members). A "No" should be added here if you do not wish your response to be disseminated beyond other EMN NCPs. In case of "No" and wider dissemination beyond other EMN NCPs, then for the Compilation for Wider Dissemination the response should be removed and the following statement should be added in the relevant response box: "This EMN NCP has provided a response to the requesting EMN NCP. However, they have requested that it is not disseminated further."

	EMN NCP Bulgaria	Yes	1. On 18 June 2021, the European Commission adopted Commission Implementing Decision (EU) 2021/995 of 18 June 2021 determining the date on which Council Decision (EU) 2017/1908 on the putting into effect of certain provisions of the Schengen acquis relating to the Visa Information System in the Republic of Bulgaria and Romania shall start to apply. According to this Decision, Bulgaria has been granted passive access ("read-only" mode) to the Schengen visa applications in the EU VIS since 25 July 2021. The purpose of the Decision is to provide Bulgaria and Romania access to VIS only for reference purposes, without the right to enter, modify or delete data. On 16.08.2021, DG Border Police was notified by the Communication and Information Systems Directorate of the Ministry of Interior about the existence of a new version of the "Border Control" Automated Information System, which sends requests to the Central EU VIS. Given the above and the lack of sufficient experience in working with the system, as well as the passive access, DG Border Police is not able to provide answers to the questions of this ad hoc query. 2. 3. 4.
H	EMN NCP Croatia	Yes	 N/A As Croatia still does not have access to the VIS, the questionnaire is not applicable to Croatia. N/A N/A

			4. N/A
14	EMN NCP Cyprus	Yes	 Cyprus is not a member of the Schengen Area therefore is not connected to the Visa Information System (VIS). N/A N/A N/A
	EMN NCP Czech Republic	Yes	 No, on the contrary, in exceptional cases, the legal basis enables to issue a visa even outside of the VIS. If there are no doubts on authenticity of the visa, there is no need to consult the visa authority. If there are doubts, then information is examined (for instance, on the basis of profiling). If a visa is in the VIS, yet its annulment is not (it is not visible in the system), the responsible authority is most likely not able to learn about it. If the visa is not even in the VIS, then similar methods as described in Q4 might be used. Usually, ad-hoc methods are used and they might be based on personal relationships with workers from other Member States that are created during international meetings or during meetings of FRONTEX. In case of neighbouring countries, joint centres for police cooperation can serve the purpose. Aside from that, contact information of other Member States stated in a Practical Handbook for Border Guards are used to inform the visa authority.

	EMN NCP Estonia	Yes	 No, there is no other legal basis. Yes. Through purpose-build contact point requestline or just calling to the visa authority. We are contacting the visa issuing authority via public e-mail.
+	EMN NCP Finland	Yes	 No, not on our knowledge. Yes. The lack of visa information / missing visa information in the VIS systems always raises doubts about the authenticity of the document. The authenticity of the document must be verifiable and, in cases of doubt, the [presumed] issuer authority of the document should be contacted. If the document is authentic, valid and in the possession of the right person, there should be no problem with entry. The authenticity of the document must be verifiable and, in cases of doubt, the [presumed] issuer authority of the document should be contactedsee answer number 4 The member states know the contact points of other member states and, for example the contact details of the embassies / consulates can be found on the internet.
=	EMN NCP France	No	This EMN NCP has provided a response to the requesting EMN NCP. However, they have requested that it is not disseminated further.
-	EMN NCP	Yes	1. Article 14 (1) of the Schengen Borders Code (SBC) conclusively specifies the possibility of refusing entry at

Germany	the external borders in accordance with the Schengen acquis. Such refusal is not applicable without a substantiated decision regarding the non-fulfilment of one or several of the conditions stipulated in Article 6 of the SBC. 2. Experience to date shows that the requirements pertaining to binding verification are met without any problems and without any media disruption, with due regard to the given technical circumstances. This means that the necessary information, in particular regarding the purpose of entry and the validity of visas, can be reliably verified. According to our knowledge, faulty or incomplete VIS data records are limited to a small number of individual cases. There is no knowledge of such cases being attributable to technical malfunctions (e.g. synchronisation problems). Consultation with the relevant diplomatic mission for verification purposes and the attendant prolongation of the entry check (second line check) is dependent on the circumstances of the individual case, in particular with regard to plausible statements and documentation concerning the purpose of travel and with due consideration of the principle of reasonableness, where the visa does not reveal any signs of forgery. Technical examination of the documentation plays a special role in this connection. 3. Third-country visa holders are subject to thorough checks pursuant to Article 8 (3) of the SBC. In case of substantial suspicions regarding the general conditions for issuance (purpose of entry and duration) or implausible statements and information, it may be appropriate to contact the diplomatic mission directly. The measures pertaining to the annulment and cancellation of visas pursuant to Article 34 of Regulation (EC) No. 810/2009 (Visa Code) may also be applied by the competent authorities of the other member states. 4. Where data records relating to a visa have not been entered in the VIS or entered data is incorrect, the "national visa information centre" at the German Federal Office of Administration is notified in wr

=	EMN NCP Hungary	Yes	 In Hungary, there were no cases in which the original holder of a valid visa could not be found in the VIS. EU and national legislation on refusal of entry does not provide for a clause stating that if a person whose travel document contains an original valid visa but the visa is not in the VIS, that person must/may be returned. The visa issuing authority can/should only be contacted if there are doubts about the authenticity of the visa, the conditions under which it was issued, the purpose for which it was issued or the use made of the visa, based on the answers to the control questions during the border checks. Please note that in Hungary, there were no cases in which the original holder of a valid visa could not be found in the VIS. During border checks, the passport controller receives information on the data in the VIS system via the Border Registration System (HERR system), and the data can also be retrieved directly from the VIS. The VIS system itself also performs queries from various other data repositories. In case the VIS system does not provide information on the annulment or revocation of the visa, if there is a suspicion during the verification of the traveller, data can be directly consulted from the available data repositories in SIS, AFIS and ETIAS to determine whether or not the visa should be revoked. Please note that in Hungary, there were no cases in which the original holder of a valid visa could not be found in the VIS. Since there were no cases in Hungary where the original holder of a valid visa could not be found in the VIS, there is no practice in this regard. Our position is that it could be done through the national central visa authority (NDGAP), requesting that the visa issuing consulate or consular partner authority be contacted and notified of the problem.

•	EMN NCP Italy	Yes	 These are denials made directly by the Border Police at the time of entry into Italy and therefore not within the competence of the Visa Unit. It is customary that, in case of doubts about the falsification of a visa, the Border Police asks the Visa Unit, or directly the office that issued the visa, to verify its authenticity. If the cancellation or revocation of a visa is made at the border and is not recorded in the VIS, the office that originally issued the visa will not be aware of it, unless the Border Patrol notifies the office of the cancellation or revocation, which may be done by mail or e-mail In case of malfunction of the VIS, communications can be made by e-mail or by the shortest way.
	EMN NCP Lithuania	Yes	 No, there is not. In all cases, an additional examination is carried out at the second control line and, if there are no doubts regarding the authenticity of the visa, the person is allowed to enter. It is not mandatory. Usually, consultations are carried out and information is exchanged with the relevant state in cases when inaccuracies or inconsistencies are detected. Unless the information about visas is issued by competent national institutions, there is no simple way to do it, except by means of consultations with other states. The visa authority can be informed at a later time after the technical issues have been resolved. In case of emergencies, contact points can be used to relay information.
П	EMN NCP Luxembourg	Yes	1. No. In Luxembourg, the principle of legality will apply in this case. The fact that the information is missing from the VIS does not mean that the visa is not valid. So, if the third-country national holds a valid visa there

			is no legal argument to refuse entry in accordance with article 34 (2) 1 of the amended law of 29 August 2008 on free movement of persons and immigration. The fact that the information was not duly registered because a malfunctioning of the system cannot be blame on the visa holder as s/he cannot have access to the system. Even the annex to the COMMISSION RECOMMENDATION establishing a common "Practical Handbook for Border Guards" to be used by Member States' competent authorities when carrying out the border control of persons and replacing Commission Recommendation C(2006) 5186 of 6 November 2006 at page 60 indicates clearly that the refusal only can be done if there is no valid visa. If the visa is valid after having verified all the databases there is no reason to deny entry. 2. In principle it will not be needed but as a matter of precaution the Grand Ducal Police will try to contact the issuance authority to confirm if the visa is valid and had not been cancelled in the meanwhile. For this they will contact the responsible authority that appears in the https://circabc.europa.eu/sd/a/62fecb1c-402f-44b5-9920-8f43c600615a/handbook-annex_02_EN.doc 3. See answer to question 2. If there is a doubt the border authority has to contact the issuance authority.
П	EMN NCP Netherlands	Yes	4. There are other means to contact the issuance authority: telephone, fax, contact e-mail that will appear in the List of national contact points of Annex 2. 1. There is no other legal basis to refuse entry if the information in VIS is incomplete. This is a technical problem were the passenger cannot be held accounted for. Regardless of the complete information in VIS it is required of every passenger who is a TCN to have travel purpose, duration of stay and sufficient financial means for their stay. At arrival this information is always checked regardless of the available information in VIS. If there is insufficient information in VIS, contact will be made with person or organisation according to the provided information about the travel purpose. If there are still doubts the authority whom provided the visa is contacted to provide the missing VIS information. In anticipation of an answer it is possible to refuse (temporary) the entry based on E.[1] [1] All answers are provided by the Royal Netherlands Marchaussee

			 If there are doubts on the authenticity of the visa, the document will be assessed by document specialists of the Royal Netherlands Marechaussee. If there are no doubts on the authenticity of the visa, but there are doubts with the concurrence of the purpose of the visa and the travel purpose the authority whom provided the visa is contacted to provide the missing VIS information. If a visa is annulated or cancelled this information should be immediately registered in VIS. If a Member State fails to do so, this information remains unknown to the border guards. Inquiries within the Royal Netherlands Marechaussee show that the lack of (all) VIS information almost never occurs. However, the information is not always complete, this is solved as described in the answer to question 1. By contacting the issuing authority directly they are informed about the omission.
-	EMN NCP Poland	Yes	 If there are no doubts about authenticity of visa and the person fulfils other entry conditions the lack of data in the VIS may not constitute the sufficient reason for refusal of entry. If there are doubts about authenticity of visa the authority issuing visa should be consulted unless the falsification of visa is evident and may be assessed by the Border Guard itself with use of specialised equipment If the data on visa are not inserted in the VIS the controlling authority has no instruments to confirm whether the visa has been potentially revoked or annulled unless the visa has been physically annulled or revoked in the passport. If data on visa are not in VIS it is not possible to use vismail. In such case only traditional communication methods may be used.

	EMN NCP Portugal	Yes	 The issuing authorities of the visas are responsible for recording the Information in VIS System. Therefore the holder of the visa shall not be affected by the lack of Information, or faulty one, specially since it's not an entrance requirement. We believe to be in our best interest to request Information on the issuance of the visas; there are known cases in which the issuance process has failled for some reason (has been declined but issued anyway), or when the process didn't followed the legal procedures, the association to some kind of corruption or coercion, lack of legitimation and compliance with legal requirements to issuing of the visas or even cases where they where blank stolen and there is no NSIS indication. In Portugal, if the information is not registered in VIS System, it will not be available in SEF integrated information system (SII). The only way to confirm the Information will be to call the consulate, or consular office, responsible for the visa issuance or application analysis. There are great difficulties to obtain quick contacts with those authorities, given different time zones, office hours, or some other factors that prevent the rapid transmission of information and make the verification process too time-consuming to match the needs of the border. The answer to this question, as well as the previous one, would be to create a permanent and centralized Schengen consultation service for rapid responses to immigration-related questions (visas, stamps, residence permits, issued documents), via email or telephone, that would establish a bridge between all issuing authorities and border services of all countries.
•	EMN NCP Slovakia	Yes	 No, the legal basis to refuse entry of a third country national is the Schengen Border Code. There is no national legislation which would list other reasons to refuse entry of the third country national which would go beyond the Schengen Border Code. No, if propre verification is conducted in VIS and there are no doubts on the authenticity of visa there is no reason to request information from the visa authority.

			 This is possible via Central Visa Unit (of the Foreign Police Department of the Bureau of Border and Foreign Police of the Police Force Presidium) by means of Embassy of the SR in the relevant country. Within the local Schengen cooperation the Embassy of the relevant country which annulled or cancelled the visa is addressed. The border authorities deal with the issues via Central Visa Unit by using phone or internal mail outside of the VIS scope.
1	EMN NCP Slovenia	Yes	 No. No. If needed it would contact Slovenian Ministry of Foreign Affairs. Responsible authority would contact Slovenian Ministry of Foreign Affairs or responsible contact help desk (which would contact responsible contact help desk from other country) in order to resolve the problem.
	EMN NCP Spain	Yes	 The visa holder cannot be held liable for the absence of information in the VIS. Consequently, at second line, the necessary consultations should be made in order to ascertain the validity of the visa. On the other hand, holding a valid visa does not automatically grant access to the Schengen territory, since the other requirements also need to be checked. Yes, unless entry is already going to be refused for other reasons. In the framework of second line checks, other means can be used to contact the consular authorities. In our case, CEFRONT (the 24/7 BCPs coordination centre) would call the central consular authorities of the Ministry of Foreign Affairs.

EMN NCP Sweden	Yes	 Absence of information in the VIS should not solely be a reason to refuse entry to the territory. However, the conditions for entry according to article 6 in the border code must be met, for example article 6. 1 a, which requires the foreign national to possess a valid visa. Since only a verification of fingerprints can confirm with certainty that a person wishing to enter the Schengen area is the person to whom the visa has been issued, provision should be made for the use at external borders of the Visa Information System (VIS). According to article 8.3 b in the border codex, if the third country national holds a visa, the thorough checks on entry shall also comprise verification of the identity of the holder of the visa and of the authenticity of the visa, by consulting VIS. Therefore, if a visa cannot be confirmed in VIS, entry should not be allowed without further contact with the issuing member state. Furthermore, contact with the issuing member state would under these provisions be necessary to assure that the conditions for issuing the visa are (still) met, for example by checking that the foreigner has the appropriate documentation justifying the purpose and conditions of stay. If the validity of the visa cannot be proved either by VIS or by Contact with the issuing member state, entry to the territory should be denied. A contact with the issuing member state would therefore be necessary in order to allow entry when a visa is not available in VIS. In summary, if the validity of the visa cannot be proved either by VIS or by contact with the issuing member state entry to the territory should be denied. A contact with the issuing member state would therefore be necessary in order to allow entry when a visa is not available in VIS, even though additional checks my cause some waiting time for the individual. Only when all accessible means to verify the authenticity of the visa have been exhausted, entry should be considered a reason to question the authent

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	 3. Normally, a revoked or annulled visa will be affixed with a stamp stating that the visa has been revoked or annulled and the sticker made unusable. However, if an annulation or cancellation of a visa is not visible on the sticker there will normally be no indication to the annulation or cancellation, provided the information is not accessible in VIS. 4. Since the Visa Information System in these cases cannot be used as a means of communication, the issuing visa authority, or issuing member state, should be informed through the authority 's single point of contact.
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