

**EX-POST EVALUATION OF ACTIONS CO-FINANCED BY THE EXTERNAL BORDERS FUND UNDER
THE 2011-2013 ANNUAL PROGRAMMES FOR *THE NETHERLANDS***

(Report submitted in accordance with Article 52(2) (b) of Decision No 574/2007/EC)

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EXECUTIVE SUMMARY

The volume of funds in the EBF is relatively limited in relation to the total expenditure in the field of external borders and Schengen visa processing. The choice of the Netherlands for concentration on meeting the EU regulations and joining in on some of the common EU priorities, is therefore understandable. With the objectives and actions within the annual programmes 2011-2013 of EBF, the needs in the field of external borders and Schengen visa processing were certainly addressed. Moreover, all projects have an ongoing positive effect.

Working with annual instalments does not fit well with the kind of projects undertaken with EBF contribution. The projects generally require a longer lead time. For example, due to the long compulsory procurement procedures. In practice it has not proved possible to counter the underspend which follows. The time is too limited to set up and implement projects.

Working with resources from a fund, as EBF is, entails administrative duties for the responsible authority as well as for the beneficiaries. For the responsible authority this concerns the costs of running the programme, for the beneficiary this concerns primarily accountability costs. These costs have a negative effect on the efficiency which is achieved with the fund.

Probably the greatest added value of the EBF, is the incentive for all member states to make the same investments in joint EU border management systems.

INTRODUCTION

With this ex post evaluation of the EBF 2011-2013 actions, the Netherlands gives substance to its obligation in relation to the European Commission. By means of the evaluation the European Commission wants to understand how the funds contribute to the development of area of freedom, security and justice for migrants. Using this ex-post evaluation, the European Commission examines the relevance, efficiency, effectiveness, added value and sustainability in providing resources.

The Responsible Authority tendered for the hiring of external evaluation expertise. Van de Bunt Adviseurs won the tender as Van de Bunt has shown to have the necessary expertise and experience for the execution of the requested tasks. Van de Bunt is a medium-sized consultancy firm for strategy, organisation and management. Van de Bunt has been advising, counselling and assisting companies, institutions and authorities since 1933. Van de Bunt Adviseurs deployed two senior advisers to carry out the work. Both of these advisers have broad experience in conduction evaluation research and have experience with assignments related to the European Commission. Within the organization of the Responsible Authority a supervisory committee was formed.

The evaluation was carried out in the period August-November 2015.

1. CONTEXT OF THE IMPLEMENTATION OF THE EBF 2011-2013 ANNUAL PROGRAMMES

1.1. SUMMARY INFORMATION ON THE SITUATION IN THE FIELD OF BORDER MANAGEMENT AND SCHENGEN VISA PROCESSING IN THE PERIOD 2010-2015

During the EBF programme, tranches 2007-2013, the Netherlands has faced the challenge of organising border control (particularly at Schiphol and the major maritime crossing points) in such a way as to ensure security and to counter illegal migration and, on the other hand, to provide space for the increasing mobility of predominantly bona fide travellers. This required adherence to EU security measures among others. This therefore leads to the fast handling of an increasing number of travellers whereby bona fide travellers are assisted as much as possible and at the same time, people posing a potential threat from the point of view of security and illegal migration are prevented from entering. The dilemma between growing mobility and the increasing number of security measures required reorganisation of the border control management process at airports and seaports in the Netherlands.

The main Dutch ambition regarding border management in respect of above mentioned was to establish an automatic border control system at Schiphol Airport. In this way both aims were addressed: facilitation of (low risk) passengers and increasing efficiency and security of controls. Furthermore an integrated API 3 system was created in 2013 to contribute to an effective and deficient border surveillance process (regards crossing Schengen external borders) for inbound flights.

Per 1 January 2015 the API system is still effective and assured by the KMar organization. Application and use of API data is also related to comparison with watchlists and treatment profile as regards preventing and combating illegal migration and foreign terrorist fighters.

The systems for SIS II and VIS are operational. Following the Schengen 2015 evaluation The Netherlands will decide which further efforts will be necessary to adjust the system in the coming years.

Table n° 1: **Context indicators**

	2010	2011	2012	2013	2014	1/1/2015-30/6/2015
Number of irregular migrants detected at the external border [1]	n/a	n/a	n/a	n/a	n/a	n/a
Number of border surveillance patrols using vehicles [2]	n/a	n/a	n/a	n/a	n/a	n/a
Number of border surveillance patrols using vessels [3]	Two vessels: 1900 hour	Two vessels: 1940 hour	Two vessels: 1716 hour	One vessel: 1060 hour	One vessel 870 hour	n/a
Number of border surveillance flights performed	60 helicopter 401 airplane FRONTEX 12	53 helicopter 379 airplane FRONTEX 18	111 helicopter 422 airplane FRONTEX 0	108 helicopter 438 airplane FRONTEX 20	102 helicopter 405 airplane FRONTEX 21	52 helicopter 220 airplane FRONTEX 32
Average intervention time (time between the alert and arrival on the spot)	n/a	n/a	n/a	n/a	n/a	n/a

Number of vehicles used for border surveillance [4]	n/a	n/a	n/a	n/a	n/a	n/a
Number of planes used for border surveillance	2	2	2	2	2	2
Number of helicopters used for border surveillance	2	2	2	2	2	2
Number of vessels used for border surveillance	2	2	2	1	1	n/a
Estimated number of travellers crossing the external border [5]	Schiphol airport: n/a	Schiphol airport: n/a	Schiphol airport: 50.976.000	Schiphol airport: 52.569.200	Schiphol airport: 54.987.500	Schiphol airport: n/a
	Rotterdam airport: n/a	Rotterdam airport: n/a	Rotterdam airport: 1.298.174	Rotterdam airport: 1.590.574	Rotterdam airport: 1.685.574	Rotterdam airport: n/a
	Eindhoven airport: n/a	Eindhoven airport: n/a	Eindhoven airport: 2.803.528	Eindhoven airport: 3.396.853	Eindhoven airport: 3.396.853	Eindhoven airport: n/a
	Rotterdam harbour: 464.606	Rotterdam harbour: 502.048	Rotterdam harbour: 485.236	Rotterdam harbour: 470.175	Rotterdam harbour: 470.150	Rotterdam harbour: 253.367
Number of border crossing points	21 (9 airport, 12 harbour)	21 (9 airport, 12 harbour)	21 (9 airport, 12 harbour)	21 (9 airport, 12 harbour)	21 (9 airport, 12 harbour)	21 (9 airport, 12 harbour)
Average time necessary for the verification of a traveller's entry at border crossing points (seconds)	n/a	n/a	n/a	n/a	n/a	n/a
Average waiting time for travellers at border crossing points (minutes)	n/a	n/a	n/a	n/a	n/a	n/a
Number of false or falsified travel documents or false or falsified Schengen visas detected at the border crossing points	760	849	690	629	1.158	634
Number of facilities used for the detention of third-country nationals apprehended in connection to an irregular border crossing	6	4	5	4	4	3
Number of places in facilities used for the detention of third-country nationals apprehended in connection to an irregular border crossing [6]	2.379	2.080	2.075	2.081	1.762	1.179
Number of Schengen visa applications [7]	Foreign Ministry: 391.300	Foreign Ministry: 429.700	Foreign Ministry: 441.000	Foreign Ministry: 449.400	Foreign Ministry: 486.000	Foreign Ministry: 263.500
Number of Schengen visas issued [8]	RNM: 5.400	RNM: 10.300	RNM: 7.500	RNM: 7.200	RNM: 5.100	RNM: 2.200

	Harbour police: 16.400	Harbour police: 11.100	Harbour police: 10.300	Harbour police: 9.300	Harbour police: 9.000	Harbour police: 4.000
	Foreign Ministry: 359.100	Foreign Ministry: 391.500	Foreign Ministry: 406.600	Foreign Ministry: 418.800	Foreign Ministry: 453.300	Foreign Ministry: 244.000
Number of consulates processing Schengen visas	115	119	111	110	106	n/a
Number of honorary consuls authorised to collect Schengen visa applications	n/a	n/a	n/a	n/a	n/a	n/a
Average processing time of Schengen visa applications (days)	11,05	12,62	9,98	10,91	7,8	8,46
Number of false or falsified travel documents detected at consulates	n/a	n/a	n/a	n/a	n/a	n/a
Number of consulates connected to VIS	n/a	5	12	36	25	2
Number of consular officials processing Schengen visas	n/a	n/a	n/a	n/a	n/a	n/a
Number of ILOs and other special staff (e.g. document security advisors) posted	12 ILO's + 5 staff (not under EBF national funding)	12 ILO's + 5 staff (not under EBF national funding)	12 ILO's + 5 staff	12 ILO's + 5 staff	12 ILO's + 5 staff	12 ILO's + 5 staff
Revenue from the fee for Schengen visa processing (in EUR)	€ 25.928.360	€ 22.418.914	€ 25.489.714	€ 24.869.004	€ 21.990.348	€ 12.720.265
Number of staff involved in border controls [9: 2014 RNM]	RNM: 857 FTE	RNM: 890 FTE	RNM: 992 FTE	RNM: 1146 FTE	RNM: 1361 FTE [9]	RNM: 1160
	Harbour police: n/a	Harbour police: n/a	Harbour police: n/a	Harbour police: n/a	Harbour police: n/a	Harbour police: 114 FTE

[1] At border patrol there is no illegal entry. It is possible that someone will arrive illegally in the Netherlands, but this is not registered.

[2] At airport and harbour there are no border surveillance patrols with vehicles. There are patrols with vehicles along the coastline, but these are combined with military police tasks. It is not possible to deliver data of specific border surveillance patrols.

[3] Presented is the number of hours of the vessels of the Royal Netherlands Marechaussee (RNM). There's a great variety in the time of the patrols. The RNM also joins the patrols of the coast guard, but these numbers are not registered. In 2015 there are experiments with new kind of vessels, but it is too early to present numbers of these activities.

[4] The RNM has a great number of vehicles, but they are used for all kind of tasks. The time or vehicles that are solitarily focussed on border surveillance is not registered.

[5] Presented are the data of the four largest border crossing points.

[6] Presented is the total number of places used for the detention of third-country nationals. It is not possible to divide it into detention in connection to an irregular border crossing.

[7] Numbers are rounded to the nearest hundred.

[8] Numbers are rounded to the nearest hundred.

[9] The number includes the activities for the Nuclear Security Summit.

1.2. PUBLIC INVESTMENT IN THE FIELD OF BORDER MANAGEMENT AND SCHENGEN VISA PROCESSING IN THE PERIOD 2011-2015

Table n° 2: Total public expenditure on border management and its comparison with the EBF expenditure (in EUR)

		Infrastructure	Equipment (excl. IT)	Staff	IT (incl. SIS II)	Other (please specify in footnotes)	Total
2011	Total public expenditure (incl. EBF)						
	EBF expenditure (incl. EBF 2009-2010 APs funding)						
2012	Total public expenditure (incl. EBF)						
	EBF expenditure (incl. EBF 2010 AP funding)						
2013	Total public expenditure (incl. EBF)						
	EBF expenditure						
2014	Total public expenditure (incl. EBF)						
	EBF expenditure						
1/1/2015 – 30/06/2015	Total public expenditure (incl. EBF)						
	EBF expenditure						

Table n° 3: **Total public expenditure on Schengen visa processing and its comparison with the EBF expenditure** (*in EUR*)

		Infrastructure at visa sections	Equipment at visa sections (excl. IT)	Staff at visa sections and headquarters involved in Schengen visa processing	IT (incl. VIS)	Other (please specify in footnotes)	Total
2011	Total public expenditure (incl. EBF)						
	EBF expenditure (incl. EBF 2009-2010 APs funding)						
2012	Total public expenditure (incl. EBF)						
	EBF expenditure (incl. EBF 2010 AP)						
2013	Total public expenditure (incl. EBF)						
	EBF expenditure						
2014	Total public expenditure (incl. EBF)						
	EBF expenditure						
1/1/2015 – 30/06/2015	Total public expenditure (incl. EBF)						
	EBF expenditure						

2. DESCRIPTION OF THE EBF 2011-2013 ANNUAL PROGRAMMES AND THEIR IMPLEMENTATION

2.1. INTERVENTION LOGIC

Needs	Priorities EBF	Common strategic EU objectives	Projects and their general objectives	Inputs	Output and results	Impact	
<p>In the years 2007-2013, the Netherlands has faced the challenge of organising border control (particularly at Schiphol and the major maritime crossing points) in such a way as to ensure security and to counter illegal migration and, on the other hand, to provide space for the increasing mobility of predominantly bona fide travellers. This requires adherence to EU security measures among others. This therefore leads to the fast handling of an increasing number of travellers whereby bona fide travellers are assisted as much as possible and at the same time, people posing a potential threat from the point of view of security and illegal migration are prevented from entering. The dilemma between growing mobility and the increasing number of security measures required reorganisation of the border control management process at airports and seaports in the Netherlands.</p>	<p>Priority 1: Support for the further gradual establishment of the common integrated border management system as regards checks on persons at and the surveillance of the external borders</p>	<p>Development and implementation of state-of-the-art technology: effective and efficient border checks and it represents a key element for the development of the future Integrated Border Management concept, investments in Automated Border Control (ABC) systems especially at the busiest border crossing points, which could facilitate the EU citizens border crossing</p>	<p>ABC solution The project's objective was to creating a possibility for automatic border passage at Schiphol airport for adult EU/EEA/CH citizens who are in possession of an e-passport.</p>	<p>Final EU contribution: € 2.330.135,23</p>	<p>Action 3 annual report 2012: - 74% of all qualified passengers made use of the automated border control system. - The staff of the KMAR is trained and accustomed to the new way of working. - There is a better view of the passengers who can use the gates. It has been shown that families with children under 18 or unaccompanied children under 18 can not use the gates. - Two audits are carried out by the auditielienst Rijk. The improvement of the process on speed was tested, and the robustness of the systems. In addition there was produced a business case for the continuation of the project.</p>	<p>The project contributes to effective and efficient border crossing of EU/EEA/CH citizens.</p>	
	<p>Priority 2: Support for the development and implementation of the national components of a European Surveillance System for the external borders and of a permanent European Patrol Network at the southern maritime borders of the EU Member States</p>	<p>No link to the common strategic EU objectives</p>	<p>RRB The project's objective was the purchase of a RIB (Rigid inflatable boat) and boat house</p>	<p>RRB</p>	<p>Final EU contribution: € 1.004.512,93</p>	<p>Action 2 settlement report 2013: - The boat is under construction and for 90% ready. - The boat house was completed.</p>	<p>The impact has not yet been realized. Impact is expected after completion of the boat. Then the boat will contribute to ensure security and to counter illegal migration in the port of Rotterdam and in the future within Frontex.</p>
	<p>Priority 3: Support for the issuing of visas and the tackling of illegal immigration, including the detection of false or falsified documents, by enhancing the activities organised by the consular and other services and other services of the Member States in third countries</p>	<p>No link to the common strategic EU objectives</p>	<p>ILO's The project's objective was to place immigration liaison officers, in order to improve the network on site and to combat illegal migration.</p>	<p>ILO's</p>	<p>Final EU contribution: € 4.602.160,75</p>	<p>Action 2 annual report 2012: - There have been 4849 information reports produced about (trends in) illegal migration and alerts. - There have been provided 693 training activities to local authorities and airlines. - There have been 3633 the passengers stopped / have received a negative travel advice. - Coordination and information exchange between the ILO's and the back office has improved. - Coordination and information sharing has improved between the ILO's itself. - The INS ILO backoffice has developed clear job and role descriptions and work agreements/ protocols, aligned with partner organisations. Specified formats for reporting by the ILO's (which consists of a monthly individual reporting by ILO and a joint regional report compiled from all ILO reports) was provided. - The 13th ILO's have developed activities (training, advice on airports, etc.) for combating illegal migration. Action 4 settlement report 2013: - There have been 2492 information reports produced about (trends in) illegal migration and alerts. - There have been provided 300 training activities to local authorities and airlines. - There have been 2476 the passengers stopped / have received a negative travel advice. - Formats for reporting and communication have been developed. - Coordination and information exchange between the ILO's and the back office has improved. - Local consular cooperation between embassies and liaison officers is intensified. - Development of best practices to prevent illegal migration flows by cooperation within several consultative bodies with member states.</p>	<p>A better view on trends in illegal migration in several third countries, and actual stopping passengers.</p>
	<p>Priority 4: Support for the establishment of IT systems required for implementation of the Community legal instruments in the field of external borders and visas</p>	<p>VIS Roll-out: to ensure an adequate deployment of the necessary equipment and upgrading of the infrastructure in time along with the EU schedule</p>	<p>EU-VIS The project's objective was to implement the common visa policy, consular cooperation and consultation of Central visa authorities, making the exchange of data between Member States on applications and related decisions easier.</p>	<p>EU-VIS</p>	<p>Final EU contribution: € 1.948.679,25</p>	<p>Action 1 and 2 annual report 2011: - Development of an application for mobile visa control. - Preparations made for purchase of BCS's for detection. - Preparations made for 4 extra BCS's for asylum. - Preparations made for purchase of 13 mobile devices. - Setting up communication on EU-VIS (applications): an information film, brochures, posters and information sessions. Action 1 annual report 2012: - The modified EU-VIS system successfully adapted and put into production. - Purchased hardware, VIS mail 1 and 2, was successfully taken into use. - The mobile finger scanners have not been purchased. These can be used for posts Moerdijk or Eemshaven. Now there are buses used to transport people to the posts back and forth. Because of a platform change within the Royal Military Police, from Blackberry to Android, the mobile scanners are not purchased within the project. However, there is a trial with blackberries and playbooks performed, which VIS was questioned. An evaluation report (Pilot EU VIS mobile testing) was delivered.</p>	<p>Improvement of the exchange of data on applications between Member States, making related decisions easier.</p>
		<p>Development and implementation of national SIS II systems: Finalizing the development of national SIS II systems in accordance with the specifications provided by the Commission and the updates thereto.</p>	<p>SIS II The project's objective was to implement the EC regulations No. 2424/2001 and 2001/886/HA through the development of SIS II, SNC and Sirene.</p>	<p>SIS II</p>	<p>Final EU contribution: € 2.173.940,89</p>	<p>Action 3 annual report 2011: - The software is tested and operational. The Schengen information system is operational whereby Member States can query data in an automated way. NL SIS II is ready for international testing (including solutions to problems that have emerged during the testing phase).</p>	<p>The impact is not yet fully realized. The system will contribute to the implementation of the Community legal instruments in the field of external borders and visas.</p>
		<p>Development and implementation of state-of-the-art technology: effective and efficient border checks and it represents a key element for the development of the future Integrated Border Management concept.</p>	<p>Border Guard Desk of the Future The project's objective was to create an optimal boarder guard desk that complies with all law and legislation requirements and especially with the national working conditions requirements.</p>	<p>Border Guard Desk of the Future</p>	<p>Final EU contribution: € 447.102</p>	<p>Action 3 settlement report 2013: - The new prototype border guard desks complies with current laws and legislation. - Due to a delay in the tender procedure, only a few new prototype border guard desks were placed at Schiphol Airport. The remaining border guard desks at crossing points will be placed later during 2015.</p>	<p>The impact is not yet fully realized. The new border guard desks will contribute to effective and efficient border checks.</p>

The intervention logic is presented on the following pages in a larger size.

Notes:

- Not all EBF priorities and not at all common EU objectives are converted into activities.
- The final EU contribution listed under 'Input' contains the sum of the contributions belonging to all actions falling under a project.
- The data on the final EU contributions and on the output and results to the actions under the 2013 annual programme come from the settlement reports, prepared by the beneficiaries themselves. These data have not yet been finally adopted by the Responsible Authority. Control will be finalised after this evaluation is completed.

Needs	Priorities EBF	Common strategic EU objectives	Projects and their general objectives	Inputs	Output and results
<p>In the years 2007-2013, the Netherlands has faced the challenge of organising border control (particularly at Schiphol and the major maritime crossing points) in such a way as to ensure security and to counter illegal migration and, on the other hand, to provide space for the increasing mobility of predominantly bona fide travellers. This required adherence to EU security measures among others. This therefore leads to the fast handling of an increasing number of travellers whereby bona fide travellers are assisted as much as possible and at the same time, people posing a potential threat from the point of view of security and illegal migration are prevented from entering. The dilemma between growing mobility and the increasing number of security measures required</p>	<p>Priority 1: Support for the further gradual establishment of the common integrated border management system as regards checks on persons at and the surveillance of the external borders</p>	<p>Development and implementation of state-of-the-art technology: effective and efficient border checks and it represents a key element for the development of the future Integrated Border Management concept, investments in Automated Border Control (ABC) systems especially at the busiest border crossing points, which could facilitate the EU citizens border crossing</p>	<p>ABC solution The project's objective was to creating a possibility for automatic border passage at Schiphol airport for adult EU/EEA/CH citizens who are in possession of an e-passport.</p>	<p>Final EU contribution: € 2.330.135,23</p>	<p>Action 3 annual report 2012:</p> <ul style="list-style-type: none"> - 74% of all qualified passengers made use of the automated border system. - The staff of the KMAR is trained and accustomed to the new way - There is a better view of the passengers who can use the gates. It is shown that families with children under 18 or unaccompanied children can not use the gates. - Two audits are carried out by the auditdienst Rijk. The improvement process on speed was tested, and the robustness of the systems. In 2012 there was produced a business case for the continuation of the project.
<p>reorganisation of the border control management process at airports and seaports in the Netherlands.</p>	<p>Priority 2: Support for the development and implementation of the national components of a European Surveillance System for the external borders and of a permanent European Patrol Network at the southern maritime borders of the EU Member States</p>	<p>No link to the common strategic EU objectives</p>	<p>RIB The project's objective was the purchase of a RIB (Rigid inflatable boat) and boat house.</p>	<p>Final EU contribution: € 1.004.512,93</p>	<p>Action 2 settlement report 2013:</p> <ul style="list-style-type: none"> - The boat is under construction and for 90% ready. - The boat house was completed.

Needs	Priorities EBF	Common strategic EU objectives	Projects and their general objectives	Inputs	Output and results
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		<p>Development and implementation of national SIS II systems: finalizing the development of national SIS II systems in accordance with the specifications provided by the Commission and the updates thereto.</p>	<p>SIS II The project's objective was to implement the EC regulations No. 2424/2001 and 2001/886/HA through the development of SIS II, SMC and Sirene.</p>	<p>Final EU contribution: € 2.173.940,89</p>	<p>Action 3 annual report 2011: The software is tested and operational. The Schengen information system is operational whereby Member States can query data in an automated way. SIS II is ready for international testing (including solutions to problems that emerged during the testing phase).</p>
		<p>Development and implementation of state-of-the-art technology: effective and efficient border checks and it represents a key element for the development of the future Integrated Border Management concept.</p>	<p>Border Guard Desk of the Future The project's objective was to create an optimal border guard desk that complies with all law and legislation requirements and especially with the national working conditions requirements.</p>	<p>Final EU contribution: € 447.102</p>	<p>Action 3 settlement report 2013: - The new prototype border guard desks complies with current laws and legislation. - Due to a delay in the tender procedure, only a few new prototype border guard desks were placed at Schiphol Airport. The remaining border guard desks at crossing points will be placed later during 2015.</p>

2.2. APPROVED 2011-2013 ANNUAL PROGRAMMES AND THEIR REVISIONS

Table n° 4 – 1: Financial plan of the 2011 Annual Programme adopted on 21.11.2011

Action	Reference to priority	Programmed EU contribution (EUR)	Programmed total public contribution (EUR)
Action 1.: Project implementation EU-VIS by the Royal Marechaussee	4	€ 3.070.500,00	€ 4.094.000,00
Action 2: Project implementation EU-VIS by the Seaport Police	4	€ 500.000,00	€ 666.667,00
Action 3: Project implementation SIS II	4	€ 2.063.293,75	€ 2.751.057,00
Technical Assistance		€ 265.991,00	€ 265.991,00
Total		€ 5.899.784,75	€ 7.777.715,00

Table n° 4 – 2: Financial plan of the 2012 Annual Programme adopted on 18.07.2012

Action	Reference to priority	Programmed EU contribution (EUR)	Programmed total public contribution (EUR)
Action 1.: Project PARDEX	1	€ 6.076.919,00	€ 8.102.559,00
Action 2: Project implementation SIS II	4	€ 1.000.000,36	€ 3.277.000,36
Technical Assistance		€ 326.121,64	€ 326.121,64
Total		€ 7.403.041,00	€ 11.705.681,00

The above two projects were replaced. The project Pardex because the State Secretary for Security and Justice decided to freeze temporarily the project in its current form on 4 december 2012 to financial rethinking because of necessary government spending cuts. Later also the project SIS II because the activities that were scheduled to perform were already realized as part of the SIS II project in EBF 2011. This made the project that was planned in the original annual programme unnecessary. The responsible authority opened a call for interest. Eventually 3 actions were selected and inserted into the revised annual programme.

Table n° 4 – 3: Financial plan of the revised 2012 Annual Programme adopted on 30.07.2014

Action	Reference to priority	Programmed EU contribution (EUR)	Programmed total public contribution (EUR)
Action 1.: EU-VIS	4	€ 988.485,14	€ 1.317.980,19
Action 2: Project improving the ILO-Network	3	€ 3.625.000,00	€ 7.250.000,00
Action 3: ABC solution	1	€ 2.463.434,22	€ 4.926.868,44
Technical Assistance		€ 326.121,64	€ 326.121,64
Total		€ 7.403.041,00	€ 13.820.970,27

Table n° 4 – 4: Financial plan of the 2013 Annual Programme adopted on 11.11.2013

Action	Reference to priority	Programmed EU contribution (EUR)	Programmed total public contribution (EUR)
Action 1.: Project API 3.0	1	€ 5.992.966,88	€ 11.985.933,76
Action 2: Project Rigid Inflatable Boat	2	€ 971.922,75	€ 1.295.897,00
Action 3: Project border guard desk of the future	4	€ 2.958.581,41	€ 3.944.775,22
Technical Assistance		€ 444.727,96	€ 444.727,96
Total		€ 10.368.199,00	€ 17.671.333,94

Unfortunately the project under action 1 API 3.0 and the project under action 3 Border Guard Desk of the Future requested less funding than reserved for these actions in the annual programme. Moreover the project under action 2 RIB requested more funding than reserved for the action in the annual programme. Since the changes exceeded 10% a revision of the approved annual programme is required. To reduce the underspending caused by actions 1 and 3 the Responsible Authority sent out a call for interest. The ERF steering group (now called Topberaad) advised positively on the budget changes for the projects under action 1-3 and on the selection of the project “ILOs” (action 4 in this revised annual programme).

Table n° 4 – 5: Financial plan of the revised 2013 Annual Programme adopted on 16.09.2015

Action	Reference to priority	Programmed EU contribution (EUR)	Programmed total public contribution (EUR)
Action 1: Project API 3.0	1	€ 3.202.277,60	€ 6.404.555,20
Action 2: Project Rigid Inflatable Boat	2	€ 1.863.264,39	€ 2.484.352,52
Action 3: Project border guard desk of the future	4	€ 3.059.021,53	€ 4.078.695,38
Action 4: Project improving the ILO-Network 2013	3	€ 1.798.907,52	€ 3.597.815,04
Technical Assistance		€ 444.727,96	€ 444.727,96
Total		€ 10.368.199,00	€ 17.010.146,10

2.3. MANAGEMENT OF THE 2011-2013 ANNUAL PROGRAMMES

Work is still being done in accordance with the management and control system, as approved by the Commission on 13 February 2015 (version 7). However, in the description, the Responsible Authority in its functions is supported by the Directie Regie i.o. (in formation) within the Ministry of Security and Justice. Per 1 January 2015, the Directie Regie was established and the addition i.o. expired.

The Ministry of Security and Justice, Migration Policy Department, acts as Responsible Authority (RA) for the EBF. Agentschap SZW, acting as Delegated Authority (DA), has management, financial and project supervision tasks in relation to the EBF. The Certifying Authority (CA) is part of the Ministry of Economic Affairs. The CA has its own mandate which allows it to certify independently. The Audit Authority (AA) is the internal audit service of the Dutch Government and part of the Ministry of Finance. It performs audits at the end of an EBF-funded project and system audits.

Changes in the 2011-2015 period: On 1 January 2011, both the Responsible Authority and the Delegated Authority moved from the Ministry of Justice to the Ministry of the Interior and Kingdom relations. Thereby these authorities were separated from the Audit authority. This was the situation till 4 november 2012. With the installation of the new cabinet, the Responsible Authority and the Delegated Authority moved to the Ministry of Security and Justice. With the Audit Authority as part of the Ministry of Finance, the independence was guaranteed. From 1 January 2014, the Agentschap SZW was designated as Delegated Authority.

2.4. OUTPUTS AND RESULTS OF THE 2011-2013 ANNUAL PROGRAMMES

The output and result indicators in the table below, do not fit with the nature of the projects that have been carried out in the EBF programmes. For a proper understanding of the outputs and results of the projects, we refer to the intervention logic, such as listed under 3.1.

Table n° 5: **Output and result indicators**

Indicator	2011	2012	2013	2014	1/1/2015-30/6/2015	Total 2011-2015
Number of vehicles acquired under the 2011-2013 annual programmes						
Number of border surveillance patrols performed using the vehicles acquired under the 2011-2013 annual programmes						
Number of planes acquired or upgraded under the 2011-2013 annual programmes						
Number of border surveillance flights performed using the planes acquired or upgraded under the 2011-2013 annual programmes						
Number of helicopters acquired or upgraded under the 2011-2013 annual programmes						
Number of border surveillance flights performed using the helicopters acquired or upgraded under the 2011-2013 annual programmes						
Number of vessels acquired or upgraded under the 2011-2013 annual programmes					1	1
Number of border surveillance patrols performed using the vessels acquired or upgraded under the 2011-2013 annual programmes						
Length of the external border covered by surveillance equipment acquired or upgraded under the 2011-2013 annual programmes (km)						
Number of border crossing points equipped by equipment acquired or upgraded under the 2011-2013 annual programmes			120		7	127

Change in the average time spent with the verification of a traveller's entry at border crossing points equipped by equipment acquired or upgraded under the 2011-2013 annual programmes (in %)			Can not be determined	Can not be determined	Can not be determined	Can not be determined
Change in the number of false or falsified travel documents detected at border crossing points equipped by equipment acquired or upgraded under the 2011-2013 annual programmes (in %)			Can not be determined	Can not be determined	Can not be determined	Can not be determined
Number of border crossing points constructed, renovated or upgraded under the 2011-2013 annual programmes					7	7
Change in the average waiting time for traveller's entry at border crossing points constructed, renovated or upgraded under the 2011-2013 annual programmes (in %)					Can not be determined	Can not be determined
Number of detention facilities constructed or upgraded under the 2011-2013 annual programmes						
Number of places in detention facilities constructed or upgraded under the 2011-2013 annual programmes						
Number of consulates connected to VIS with the support of the 2011-2013 annual programmes						
Number of border crossing points connected to VIS with the support of the 2011-2013 annual programmes			120			120
Number of consular co-operation activities developed under the 2011-2013 annual programmes						
Number of Member States / Schengen Associated States with whom consular co-operation activities were developed under the 2011-2013 annual programmes						
Number of ILOs deployed under the 2011-2013 annual programmes		13	13	12	12	12,5
Number of consulates constructed or renovated under the 2011-2013 annual programmes						
Number of Schengen visas issued in the period 2011-2013 at consulates constructed or renovated under the 2011-2013 annual programmes						
Number of consulates equipped with security enhancing equipment (security doors, bulletproof windows etc.) under the 2011-2013 annual programmes						

Change in the number of security incidents at consulates equipped with security enhancing equipment (security doors, bulletproof windows etc.) under the 2011-2013 annual programmes (in %)						
Number of consulates equipped with operating equipment for Schengen visa processing under the 2011-2013 annual programmes						
Change in the average waiting time for Schengen visa processing or for receiving appointment at consulates equipped with operating equipment for Schengen visa issuance under the 2011-2013 annual programmes (in %)						
Change in the number of false or falsified travel documents detected at consulates equipped with operating equipment for Schengen visa processing under the 2011-2013 annual programmes (in %)						
Number of staff involved in border controls trained under the 2011-2013 annual programmes			4.800			4.800
Number of consular officials trained under the 2011-2013 annual programmes						

2.5. FINANCIAL IMPLEMENTATION OF THE 2011-2013 ANNUAL PROGRAMMES

There is a high level of under-spending in the projects that were conducted under the 2011-2013 annual programmes. As far as the underspending was a result of developments within the project, the answers to the evaluation questions in Chapter 5 will provide insight into the background of the underspending.

The limited implementation of the annual programme 2013 has however an additional reason of a technical nature. As was stated under 3.2, the annual programme 2013 underwent a radical revision. Budget changes for the projects under action 1-3 and an additional project: improving the ILO-Network 2013. Two additional projects: project acquiring Projectina NIRVIS equipment for document research purposes and project Lease Rib were reconsidered and unfortunately withdrawn by the applicants. As was stated in the explanatory note on the revised annual programme 2013, this resulted in an expected underspending of € 2.595.629,54 for EBF 2013. This was calculated on the basis of the grant agreements and not taken in consideration the actual exhaustion of the budgets at that moment. The actual exhaustion of the budgets could not be calculated definitively because the projects were still running. As it was not possible to enter an estimated underspending in either an annual program or in SFC 2007 this € 2.595.629,54 has been divided into four and added to actions 1-4. This technical solution has the side effect of considerable underspending on the project, without a relation to the progress of the projects.

Table n° 6 - 1: Financial implementation of the 2011 Annual Programme

Action	Reference to priority	Programmed EU contribution	Final EU contribution	Implementation rate (%)
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		(EUR)	(EUR)	
		(a)	(b)	(c) = (b) / (a) x 100
Action 1.: Project implementation EU-VIS by the Royal Marechaussee	4	€3.070.500,00	€1.163.203,97	38%
Action 2: Project implementation EU-VIS by the Seaport Police	4	€500.000,00	€155.152,62	31%
Action 3: Project implementation SIS II	4	€2.063.293,75	€2.173.940,89	105%
Technical Assistance		€265.991,00	€265.331,89	100%
Total		€5.899.784,75	€3.757.629,37	64%

Table n° 6 - 2: Financial implementation of the 2012 Annual Programme

Action	Reference to priority	Programmed EU contribution (EUR)	Final EU contribution (EUR)	Implementation rate (%)
		(a)	(b)	(c) = (b) / (a) x 100
Action 1.: EU-VIS	4	€988.485,14	€630.322,66	64%
Action 2: Project improving the ILO-Network	3	€3.625.000,00	€3.215.182,43	89%
Action 3: ABC solution	1	€2.463.434,22	€2.330.135,23	95%
Technical Assistance		€326.121,64	€326.121,64	100%
Total		€7.403.041,00	€6.501.761,96	88%

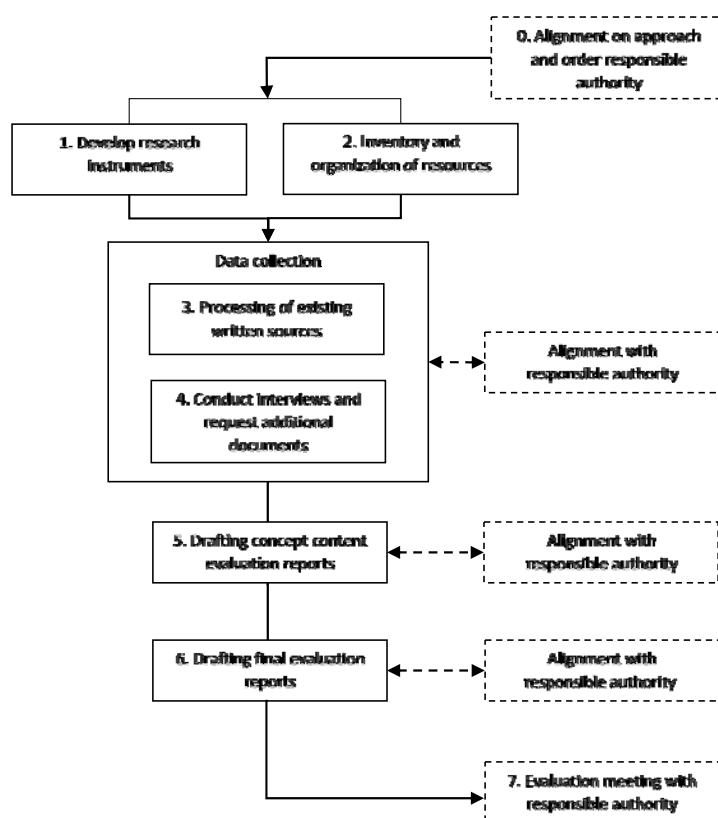
Table n° 6 - 3: Financial implementation of the 2013 Annual Programme

Action	Reference to priority	Programmed EU contribution (EUR) (a)	Final EU contribution (EUR) (b)	Implementation rate (%) (c) = (b) / (a) x 100
Action 1.: Project API 3.0	1	€ 3.202.277,60	€ 1.605.567,73	50%
Action 2: Project Rigid Inflatable Boat	2	€ 1.863.264,39	€ 1.004.512,93	54%
Action 3: Project border guard desk of the future	4	€ 3.059.021,53	€ 447.102,00	15%
Action 4: Project improving the ILO-Network 2013	3	€ 1.798.907,52	€ 1.386.978,32	77%
Technical Assistance		€ 444.727,96	€ 444.727,96	100%
Total		€10.368.199,00	€4.888.888,94	47%

The data on the final EU contributions to the actions under the 2013 annual programme come from the settlement reports, prepared by the beneficiaries themselves. These contributions have not yet been finally adopted by the Responsible Authority. Control will be finalised after this evaluation is completed.

4. EVALUATION METHODOLOGY

The following process approach has been followed:



First the EU format for the evaluation was reworked to a simple database and an inventory was made of the available sources. The requested information is largely distilled from the multiannual programme 2007-2013, the annual programmes 2011, 2012 and 2013, the decisions of the European Commission on the annual programmes 2011, 2012 and 2013, the final reports on implementation of the annual programmes 2011 and 2012, and the settlement reports by the beneficiaries of the projects of the annual programme 2013. The reason for using that last source is that the final report on implementation of the annual programme 2013 was not yet available. It has to be taken into account that there will be a verification on the settlement reports by the Responsible Authority, which can lead to corrections. With regard to the limitations of the study, there has been no independent investigation by the evaluation expertise to the accuracy of the written sources. Because these documents, with the exception of the settlement reports of the projects of the annual programme 2013, have already been accepted by the European Commission, this is acceptable.

Many of the required quantitative and qualitative data could be extracted from the above mentioned written sources. On the basis of preliminary analysis additional information, backgrounds and explanations were obtained through interviews with representatives of the Responsible Authority and the Delegated Authority. In addition, missing necessary information was requested from various agencies from inside the Ministry of Security and Justice as from the organizations of the beneficiaries.

Based on these sources, the evaluation expertise made a final analysis and filled out the evaluation format.

5. ANSWERS TO THE EVALUATION QUESTIONS

5.1. RELEVANCE

Evaluation Question 1: **To what extent did the objectives of the actions under the External Borders Fund 2011-2013 annual programmes in the Netherlands correspond to the needs of the Netherlands in the field of external borders and Schengen visa processing?**

During the EBF programme, tranches 2007-2013, the Netherlands has faced the challenge of organising border control (particularly at Schiphol and the major maritime crossing points) in such a way as to ensure security and to counter illegal migration and, on the other hand, to provide space for the increasing mobility of predominantly bona fide travellers. This required adherence to EU security measures among others. This therefore leads to the fast handling of an increasing number of travellers whereby bona fide travellers are assisted as much as possible and at the same time, people posing a potential threat from the point of view of security and illegal migration are prevented from entering. The dilemma between growing mobility and the increasing number of security measures required reorganisation of the border control management process at airports and seaports in the Netherlands.

In the EBF multiannual programme, the Netherlands held the potential for a wide use of the EBF program open. In the EBF annual programmes 2011-2013 however, the Netherlands chose for a highly concentrated deployment on some specific actions.

The volume of funds in the EBF is relatively limited in relation to the total expenditure in the field of external borders and Schengen visa processing. That is why the Netherlands has chosen for concentration on meeting the EU regulations and joining in on some of the common EU priorities. These common EU priorities were set in a note 'Setting priorities for the use of the External Borders Fund and ensuring adequate control', dated on 18 October 2010.

With the objectives and actions within the annual programmes 2011-2013 of EBF, the needs in the field of external borders and Schengen visa processing were certainly addressed. Indeed, the actions were in the heart of the joint EU priorities.

The intervention logic, such as listed under 3.1, shows how the projects relate to the EBF priorities and the joint EU priorities.

5.2. EFFECTIVENESS

Evaluation Question 2: **To what extent did the actions under the External Borders Fund 2011-2013 annual programmes in the Netherlands contribute to the gradual establishment of the common integrated border management system as regards the checks on persons at and the surveillance of the external borders?**

Under priority 1 two projects were carried out, namely ABC solution (annual programme 2012) and API 3.0 (annual programme 2013).

Project ABC solution had the objective to establish an automatic border clearance system at

Schiphol airport for EU/EEA/CH citizens holding an e-passport. This consisted in the acquisition, installation and maintenance of 36 e-gates at Schiphol airport.

36 e-gates have been used in the operational test phase. The intention was that 50% of travellers with e-passports would use the e-gate. In practice, 74% of this group of travellers used the e-gate. The operational test phase was used to understand what direction the Netherlands wanted to go in the field of automated border control and in what way we should redesign the governmental processes at Schiphol airport for efficient and more risk based border checks. The e-gates are currently used in a normal maintenance kind of way. Currently 36 e-gates are in place at Schiphol airport (12 at Arrivals, 12 at Departures and 12 at Schengen non Schengen).

The results of this project contributes to the improvement of the facilitation of low risk passengers. Creating a better passenger flow and increasing efficiency and security of controls. The effects were less queuing in the border process at the airport, a smoother and quicker process and a shorter duration of border crossing controls. This is important in order to be able to maintain passenger mobility at Schiphol Airport with ever growing passenger flows (growing to about 70 million in the next few years) and no possibility for the Royal Netherlands Marechaussee acting as Border Police to increase the border guard staff.

Project API (Advanced Passenger Information) 3.0. The project's objective was to achieve, under the correct legal, organisational, technical and financial conditions, maximum safety (as regards preventing and combating illegal immigration) and optimum mobility as regards crossing the Schengen external borders, by creating an effective and efficient border surveillance process. To this end, automated surveillance and risk-based actions on the basis of passenger data received in advance are used wherever possible. This goal is being achieved by implementing an integrated API system (API 3.0), which enables a more effective use of people and resources to cope with the increase in passengers and guarantee optimum mobility and which improves, refines and automates border procedures within existing EU legislation (in particular the Schengen Borders Code).

Per 1 January 2015, all passengers of the incoming flights are automatically retrieved and checked for completeness and quality (accuracy and timeliness) and all passenger and crew information that is contained in the inbound flights are for arrival compared with watch lists and treatment profiles. The use of the system API 3 will be assured in the KMar organization. Application and use of API will take place on larger scale; Aimed not only at Schiphol, but also at the regional airports. In addition, the system can be made appropriate for subsequent expansions. In the operation of the system is provided.

Due to delay in the procurement process, the realization of the project API 3 was delayed. This has implications for the further implementation of the project plan. Because of the delay in the project, the eligible costs were revised downwards.

Evaluation Question 3: To what extent did the actions under the External Borders Fund 2011-2013 annual programmes in the Netherlands contribute to the development and implementation of the national components of a European Surveillance System for the external borders and of a permanent European Patrol Network at the southern maritime borders of the EU Member States?

Under priority 2 one project is carried out, namely the purchase of a Cabin RIB (Rigid inflatable boat) and boat house under the annual programme 2013. As a result, the contribution to this priority via EBF was limited. However, the contribution that has been delivered, is going to be very valuable.

The Cabin RIB is important for border surveillance in the Netherlands (primarily the port of Rotterdam). There are opportunities for border checks in places that are difficult or not reachable through the country side. Border control was missing a vessel that is not seasonal and can be permanently deployed for border control task. Follow-up in case of incidents in the area of coastal line surveillance and cross-border crime will take place faster.

The location where the Cabin RIB is stationed is the service port Maasvlakte 2. This is a strategic position, but is virtually unprotected at climatic conditions, such as sea water and sand. Also the protection against storm is minimal. That is why having a boat house is important. The boat house is also used for the storage of personal equipment and equipment of the vessel. In the boat house is also power supply for the use of electrical equipment for minor maintenance.

In addition to the use in the port of Rotterdam, the boat can in the future also be used for the benefit of Frontex.

The objective was to construct both the boat house and the boat. The boat house is completed. The boat is for 90% ready and will be completed later in 2015. The delay is due to a delay in the procurement process.

Evaluation Question 4: To what extent did the actions under the External Borders Fund 2011-2013 annual programmes in the Netherlands contribute to the effective processing of Schengen visas and the tackling of illegal immigration, including the detection of false or falsified documents by enhancing the activities organised by the consular and other services of the Member States in third countries?

Under priority 3 the project Improving the ILO-Network was carried out in two annual programmes: 2012 and 2013. Though it can be said that these projects cover a particular part of the priority, the contribution is valuable.

The objective of the projects was to deploy immigration liaison officers to different locations in third countries in order to improve the network on the ground and combat illegal immigration.

In the 2012 project, thirteen immigration liaison officers were employed in Ghana, Kenya, South Africa, Nigeria, Panama, Russia, China (2), Thailand, Turkey, Jordan, United Arab Emirates/Dubai and Ukraine. As overall results, through the deployment of the NL ILOs in third countries:

- 4 849 items of information/reports were provided on (trends in) illegal migration, alerts.
- 693 training courses were arranged for local authorities and airlines.
- 3 633 passengers were stopped/advised against travelling.
- Coordination and information exchange between ILOs and back office improved.
- Coordination and information exchange between ILOs themselves improved.
- Clear descriptions of functions and roles drawn up by [NS ILO back office and working arrangements/protocols provided, e.g. defined formats for reporting by ILOs, consisting of a monthly individual report by each ILO and a joint regional report combining all ILO reports. Tasks and competences were discussed in detail with partners in the chain such as the Royal Marechaussee and the Ministry of Foreign Affairs.

The results to be achieved under the (revised) annual programme 2012 have all been achieved.

In the 2013 project, twelve immigration liaison officers were employed in eleven countries. As overall results, through the deployment of the NL ILOs in third countries:

- There have been 2492 information reports produced about (trends in) illegal migration and alerts.
- There have been provided 300 training activities to local authorities and airlines.
- There have been 2476 the passengers stopped / have received a negative travel advice.
- Formats for reporting and communication have been developed.
- Coordination and information exchange between the ILO's and the back office has improved.
- Local consular cooperation between embassies and liaison officers is intensified.

- Development of best practices to prevent illegal migration flows by cooperation within several consultative bodies with member states.

The results to be achieved under the (revised) annual programme 2013 have all been achieved.

Evaluation Question 5: To what extent did the actions under the External Borders Fund 2011-2013 annual programmes in the Netherlands contribute to the establishment of IT systems required for implementation of the EU legal instruments in the field of external borders and Schengen visas?

Under priority 4 five projects were carried out, namely project implementation EU-VIS by the Royal Netherlands Marechaussee, project implementation EU-VIS by the Seaport Police and project implementation SIS II under the annual programme 2011, project EU-VIS under the annual programme 2012, and project border guard desk of the future under the annual programme 2013. With the choices made for these projects, the Netherlands contributes to the joint EU priorities to the establishment of IT systems required for implementation of the EU legal instruments in the field of external borders and Schengen visas.

The project EU-VIS by the Royal Netherlands Marechaussee and project implementation EU-VIS by the Seaport Police concerned the implementation of The European Visa Information System (EU VIS) in accordance with the VIS regulation. The EU VIS organises the exchange of information between EU Member States on short-term visas, including exchange of the biometric characteristics of visa applicants. The projects had to deal with substantial delays due to capacity problems within the Department of Defense, as a result of the defense wide reorganization in 2012 and 2013. It was also decided to postpone a number of legal compulsory changes to 2014 and keep these out of the scope of the project in this period. The reason for this was that there was insufficient capacity for 2013 for EU-VIS, but also because the EU postponed this to mid-2014 (GO-LIVE VIS Mail). Given this delay a revised application and budget were submitted in 2013. Within the framework of the revised project, preparations were made for the mobile monitoring of third country nationals and the compulsory use of VIS Mail. The communication tools: information film, brochures, posters and information sessions, were realized as planned.

The 2012 project EU VIS, aimed at the further development of EU VIS, the technical connection of the Dutch authorities to the EU VIS. The adapted EU VIS system was successfully brought into operation, the development of VIS-mail 1 and 2 was implemented and Plateau II has been completed. As a result Regulation EC No 766/2008, Council Decision 2008/633/JHA has been complied with in full, resulting in a satisfactory position as regards the identification of persons for the purposes of MTV [mobile security monitoring: system of border checks by the Royal Netherlands Marechaussee on persons entering the Netherlands from another Schengen State via the Belgian and German borders], asylum and criminal law. However not all of the planned project activities of the EU VIS cluster III were executed. due to a platform change in the Royal Netherlands Marechaussee, from Blackberry to Android. These mobile devices (scanners) have not been bought under the project. Activities that did take place were that a test was carried out with Blackberries and Playbooks, on which VIS was interrogated and an evaluation report (Mobile testing EU VIS pilot) has been drawn up.

The SIS II project was conducted as planned. The objective was to implement SIS II in the Netherlands in accordance with the EC Regulation No 2424/2001 and No 2001/886HA. The software is tested and operational. The Schengen information system is operational whereby Member States can ask for data in an automated way. The system is ready for international testing (including solutions to problems that have emerged during the testing phase). The final results comply with the international standards.

The project Border guard desk of the future has been delayed during the procurement process for the counters. This has led to several court cases that were settled before the contract could be prosecuted. This has yielded so much delay that the tender of the majority of the number of border guard desks can

only be conducted after the end of the project period. As such, the actual EBF contribution was much lower than programmed. Only a few new prototype border guard desks were placed at Schiphol Airport. However the envisaged 200 participants were achieved.

Evaluation Question 6: **To what extent did the actions under the External Borders Fund 2011-2013 annual programmes in the Netherlands contribute to the effective and efficient application of relevant EU legal instruments in the field of external borders and Schengen visas, in particular the Schengen Borders Code and the Visa Code?**

Not applicable. No projects were funded under priority 5.

5.3. EFFICIENCY

Evaluation Question 7: **To what extent were the effects of the actions under the External Borders Fund 2011-2013 annual programmes in the Netherlands achieved at a reasonable cost in terms of financial and human resources deployed?**

The projects themselves were assessed in the selection phase. Among other things, the assessment concerned the degree in which reasonable costs were estimated. In addition, during the monitoring activities and in the final audit, control has taken place. In practice, this has led to corrections in the actual funding of several projects. It may be assumed that these assessments and audits were carried out properly. In any case, they were performed by different persons.

Working with resources from a fund, as EBF is, entails administrative duties for the responsible authority as well as for the beneficiary. For the responsible authority this concerns the costs of running the programme, for the beneficiary this concerns primarily accountability costs. These costs have a negative effect on the efficiency which is achieved with the fund.

Working with annual instalments does not fit well with the kind of projects undertaken with EBF contribution. The projects generally require a longer lead time. For example, due to the long compulsory procurement procedures. In practice it has not proved possible to counter the underspend which follows. Despite the efforts of the responsible authority.

5.4. UTILITY

Evaluation Question 8: **To what extent did the results and impacts of the actions under the External Borders Fund 2011-2013 annual programmes in the Netherlands correspond to the needs of the Netherlands in the field of external borders and Schengen visa processing?**

Through the multiannual and annual programmes the Netherlands was able to focus on projects that meet the needs of the Netherlands. The Netherlands was of course depending on the willingness of organizations to apply. Certainly when proposals were asked during the operating time of a specific annual programme, this was a problem. Only projects that meet the needs of the Netherlands were honoured. Therefore, the answer to the question is positive.

However, it must be said that the possibilities with the EBF are limited in relation to the needs. Therefore it is unfortunate that not the full EU contribution was implemented. Working with annual instalments does not fit well with the kind of projects undertaken with EBF contribution. The time is too limited to set up and implement projects.

5.5. SUSTAINABILITY

Evaluation Question 9: **To what extent have the positive effects of the actions under the External Borders Fund 2011-2013 annual programmes in the Netherlands lasted after the interventions were terminated?**

All projects have an ongoing positive effect. EU VIS and SIS are in use. API is also in use and there has been an update. ABC is operational and will be extended with means of Schiphol. The ILO network is continued after the project period with ISF funding. The RIB is yet to be put to use, but will then be available a considerable period. Boat and boat house, of course, have a finite lifespan. This also applies to the border guard desks of the future. But for this project, the concept also has a value which further can be used.

5.6. COHERENCE AND COMPLEMENTARITY

Evaluation Question 10: **To what extent was the implementation of the actions under the External Borders Fund 2011-2013 annual programmes in the Netherlands coherent with and complementary to actions in the field of external borders and Schengen visa processing financed by other EU financial instruments and from national resources?**

Within the rules of EBF co-financing is required. In the case of EBF the co-financing of actions came from national resources. The Netherlands chose for a highly concentrated deployment on some specific actions. The volume of funds in the EBF is relatively limited in relation to the total expenditure in the field of external borders and Schengen visa processing. That is why the Netherlands has chosen for concentration on meeting the EU regulations and joining in on some of the common EU priorities.

No other EU financial instruments were used for actions in the field of external borders and Schengen visa processing.

Evaluation Question 11: **What were the synergies between the actions under the External Borders Fund 2011-2013 annual programmes in the Netherlands and the actions of the European Agency for the Management of Operational Co-operation at the External Borders of the Member States of the European Union as established by Regulation (EC) No 2007/2004?**

The purchase of a Cabin RIB (Rigid inflatable boat) under the annual programme 2013: in addition to the use of the boat in the port of Rotterdam, the boat can in the future also be used for the benefit of Frontex.

5.7. EU ADDED VALUE

Evaluation Question 12: **To what extent would the Netherlands have been able to carry out the investments necessary for the implementation of the EU policies in the field of border management and Schengen visa processing and in particular the investments related to EUROSUR, VIS, SIS II, automatic border controls and consular co-operation, without the support of the Fund?**

Please elaborate on, among others, whether the EBF funded projects could not have been financed by national public resources only.

In the Netherlands a large part of EBF resources was specifically deployed on the developments above mentioned. Given the bad economic situation in the period 2011-2015, the EBF resources were a very

welcome addition to the national resources. Without these EBF resources the development would have been slower. But we must not exaggerate that effect, because of the relatively limited volume of funds in the EBF in relation to the total expenditure of the Netherlands in the field of external borders and Schengen visa processing. The incentive to make investments in joint EU border management systems is probably the most valuable contribution of EBF.

6. CONCLUSIONS

The volume of funds in the EBF is relatively limited in relation to the total expenditure in the field of external borders and Schengen visa processing. The choice of the Netherlands for concentration on meeting the EU regulations and joining in on some of the common EU priorities, is therefore understandable. With the objectives and actions within the annual programmes 2011-2013 of EBF, the needs in the field of external borders and Schengen visa processing were certainly addressed. Moreover, all projects have an ongoing positive effect.

Working with annual instalments does not fit well with the kind of projects undertaken with EBF contribution. The projects generally require a longer lead time. For example, due to the long compulsory procurement procedures. In practice it has not proved possible to counter the underspend which follows. The time is too limited to set up and implement projects.

Working with resources from a fund, as EBF is, entails administrative duties for the responsible authority as well as for the beneficiaries. For the responsible authority this concerns the costs of running the programme, for the beneficiary this concerns primarily accountability costs. These costs have a negative effect on the efficiency which is achieved with the fund.

Probably the greatest added value of the EBF, is the incentive for all member states to make the same investments in joint EU border management systems.

ANNEXES: INFORMATION SOURCES AND EVALUATION TOOLS

The following written sources are used:

- EBF Multiannual programme 2007-2013 the Netherlands
- Decision on the EBF Multiannual programme 2007-2013, EC, Brussels, 16-12-2008
- Note on Setting priorities for the use of the External Borders Fund and ensuring adequate control, EC, Brussels, 18.10.2010
- EBF Annual programme 2011 the Netherlands
- Decision on the EBF Annual programme 2011, EC, Brussels, 21.11.2011
- Final report on the implementation of the EBF Annual programme 2011
- EBF Annual programme 2012 the Netherlands
- Decision on the EBF Annual programme 2012, EC, Brussels, 18.07.2012
- Revised EBF Annual programme 2012 the Netherlands
- Decision on the revised EBF Annual programme 2012, EC, Brussels, 30.07.2014
- Revised final report on the implementation of the EBF Annual programme 2012
- EBF Annual programme 2013 the Netherlands
- Decision on the EBF Annual programme 2013, EC, Brussels, 11.11.2013
- Revised EBF Annual programme 2013 the Netherlands, including an explanatory note

- Decision on the revised EBF Annual programme 2013, EC, Brussels, 16.09.2015
- Settlement report Action 1: Project API 3.0 under EBF Annual programme 2013
- Settlement report Action 2: Project Rigid Inflatable Boat under EBF Annual programme 2013
- Settlement report Action 3: Project border guard desk of the future under EBF Annual programme 2013
- Settlement report Action 4: Project improving the ILO-Network 2013 under EBF Annual programme 2013
- The context data for chapter 2 was requested from various departments.

In addition, various interviews were held for a better understanding of the situation and deepening the data.