

Internal Security Fund (ISF)

In a nutshell

The Internal Security Fund (ISF) supports the implementation of the renewed EU Internal Security Strategy and finances measures related to cooperation in law enforcement and the management of the EU's external borders. The Fund has two components: one deals with external borders and visa issues, while the other focuses on police cooperation, preventing and combatting crime, and on crisis management.

EU's Multiannual Financial Framework (MFF) heading and policy area

Heading 3 (Security and Citizenship) – Home affairs

2014-2020 financial envelope (in current prices and as % of total MFF)

Commitments: €3 764.2 million (0.35%) + €138.7 million for information sharing mechanisms

2015 budget (in current prices and as % of total EU budget)

Commitments: €560.8 million (0.35%)

Payments: €274.7 million (0.19%)

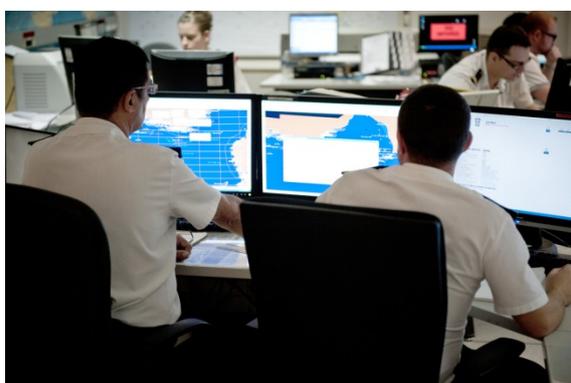
2016 budget (in current prices and as % of total EU budget)

Commitments: €647.5 million (0.42%)

Payments: €397.0 million (0.28%)

Methods of implementation

Shared management (Member States for national programmes), *direct management* (European Commission) and *indirect management* (e.g. EU decentralised agencies such as the European Agency for the Operational Management of large-scale IT systems and Europol).



In this briefing:

- EU role in the policy area: legal basis
- Objectives of the fund
- Functioning and eligible measures
- Assessments of implementation, results and level of funding
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EU role in the policy area: legal basis

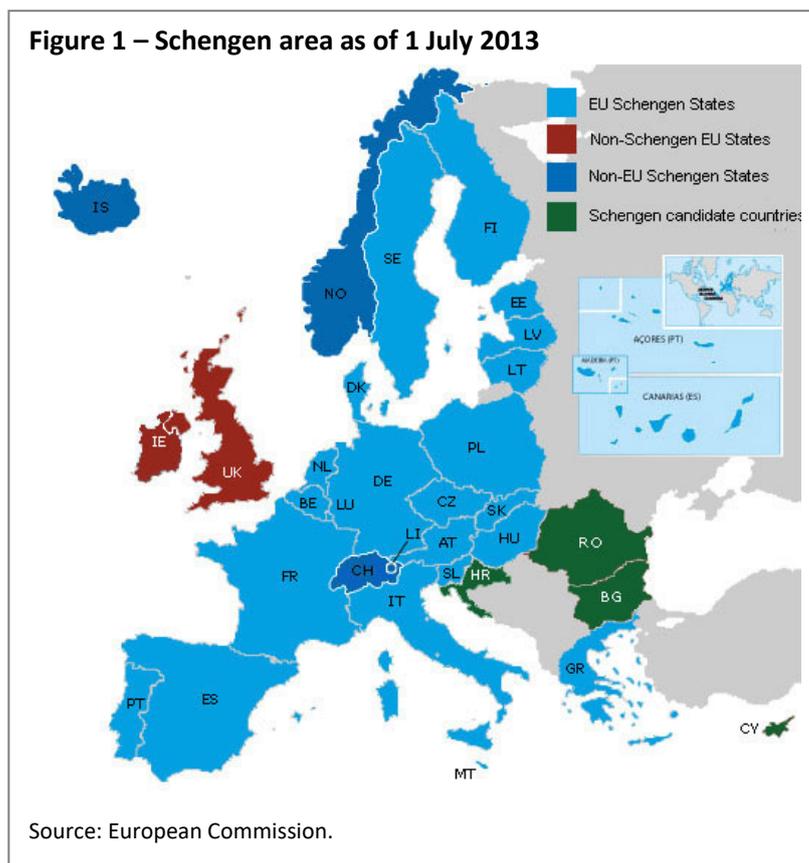
The area of freedom, security and justice is a **shared competence** of the EU and its Member States (Article 4 and Title V, Part Three, of the Treaty on the Functioning of the EU (TFEU)). Denmark, Ireland and the UK have different kinds of opt-outs from Title V TFEU. Belgium, France, Germany, Luxembourg and the Netherlands began creating an area of free movement without internal borders in 1985, signing an intergovernmental agreement in the village of Schengen (Luxembourg). Since then, the Schengen area has expanded to include most EU Member States as well as four non-EU countries (see Figure 1),¹ while its developments have

been incorporated into the EU framework. Schengen-related provisions involve various aspects, such as: common rules for the management of the area's external borders (e.g. the types of checks and visas needed); conditions of entry; police and judicial cooperation; and the development of databases and information-sharing mechanisms.

The EU budget contributes to funding measures related to these aspects and the overarching objective of **ensuring internal security** (Article 67(3) TFEU). While responsibility for internal security mainly lies with the Member States,² threats appear increasingly cross-border in nature, which underlines the benefits of international cooperation in this field. As regards **border control and visa policy**, Article 80 TFEU specifies that implementation is governed by the **principle of solidarity and fair sharing of responsibility**, including financial implications.

In April 2014, the European Parliament (EP) and the Council created the **Internal Security Fund** (ISF) for 2014-2020, with a view to streamlining EU funding in these policy areas.³ The special legal features of Title V, Part Three, TFEU⁴ necessitated two separate components to the ISF: 1) the instrument for financial support for external borders and visa (**ISF Borders and Visa**), in which all EU Member States except Ireland and the UK take part,⁵ is governed by [Regulation \(EU\) No 515/2014](#) and is based in particular on Article 77(2) TFEU; and 2) the instrument for financial support for police cooperation, preventing and combating crime, and crisis management (**ISF Police**), in which all EU Member States except Denmark and the UK take part, is governed by [Regulation \(EU\) No 513/2014](#) and is linked to Articles 82(1), 84 and 87(2) TFEU. On the basis of protocols annexed to the Treaties, Denmark, Ireland and the UK do not finance those components of the ISF in which they do not participate.⁶

Figure 1 – Schengen area as of 1 July 2013



Source: European Commission.

In addition, [Regulation \(EU\) No 514/2014](#) sets common rules for ISF Police and the Asylum Migration and Integration Fund (AMIF),⁷ the other major EU fund in the area of home affairs. These common provisions, which concern programming, management and control, clearance of accounts, closure of programmes, as well as reporting and evaluation for the two instruments, apply also to ISF Borders and Visa.

Objectives of the fund

The ISF aims to contribute to ensuring a high level of security in the EU, supporting the implementation of the EU Internal Security Strategy and financing measures related to cooperation in law enforcement and the management of the EU's external borders.

In particular, **ISF Borders and Visa** focuses on promoting a uniform, high level of control and protection of EU external borders, as well as the effective processing of Schengen visas. The two specific objectives of this strand, which are both related to facilitating legitimate travel and tackling irregular immigration, are: 1) supporting a common visa policy; and 2) supporting integrated border management, including through further harmonisation of border management-related measures and information-sharing between Member States and with the Frontex Agency (see section on other examples of EU action).

Likewise, **ISF Police** has two specific objectives: 1) supporting national efforts to prevent crime and fight cross-border, serious and organised crime and terrorism, as well as reinforcing coordination and cooperation between law enforcement authorities and other relevant authorities at national, EU and international level; and 2) strengthening the capacity of the Member States and the EU for managing security-related risks and crises effectively, as well as protecting people and critical infrastructure against security-related incidents, including terrorist attacks.

In addition, the **renewed EU Internal Security Strategy for 2015-2020**⁸ provides a strategic framework, with which use of the ISF is to be aligned. The **three priority areas** for action identified by the Strategy are: terrorism and radicalisation; organised crime; and cybercrime. The alignment of the ISF with the Strategy should result in priority use of resources, including measures to enhance information exchange and cross-border cooperation, as well as measures to update national sections of the Schengen Information System (see section on functioning and eligible measures).

Functioning and eligible measures

Under the EU Multiannual Financial Framework (MFF), the financial envelope allocated to the **Internal Security Fund** amounts to **€3.76 billion** for **2014-20**. ISF Borders and Visa is endowed with €2.76 billion, while the remaining €1 billion goes to ISF Police. In addition, the 2014-2020 MFF earmarks **another €0.14 billion for information-sharing tools** central to cooperation between Schengen states in the area of home affairs.

Possible **beneficiaries** of the ISF include state and federal authorities, local public bodies, non-governmental organisations (NGOs), and private and public law companies. In addition, resources from ISF Borders and Visa may be allocated to humanitarian organisations as well as to education and research bodies.

All measures financed by the ISF must comply with the EU's commitment to **fundamental freedoms** and **human rights**. The ISF can also be used for activities in – or in relation to – **third countries**, which have to be consistent and in synergy with the activities carried out under the EU's external assistance instruments.

Resources under shared management

Some two thirds of ISF resources are implemented by the Member States under **shared management**.⁹ Member States prepare national programmes, which detail operational priorities and have to comply with the objectives of the fund laid down in the basic regulations. This process involves a series of exchanges with the European Commission, to which national programmes are submitted for observations and eventual approval, as well as consultation of the Frontex Agency. Following Commission approval, the national authority in charge of managing the ISF can start distributing the funds. In total, there are **31 national programmes**, each covering the entire ISF and the 2014-2020 programming period.

The regulations establishing the two components of the ISF set the minimum share of ISF resources that each Member State has to allocate to given objectives. For instance, Member States are expected to use at least 10% of their basic national allocations under ISF Borders and Visa to ensure the development and proper functioning of the [European Border Surveillance System](#) (EUROSUR), a mechanism that allows Member States' authorities responsible for border surveillance to cooperate with each other, with Frontex and with neighbouring countries, by exchanging operational information on irregular migration and cross-border crime.

Following the findings and recommendations of a **Schengen evaluation report** in the context of the Schengen monitoring mechanism,¹⁰ a Member State may be required to modify its national programme with a view to addressing the identified weaknesses and prioritising ISF funding for corrective measures. The maximum EU **co-financing rate** for projects under the national programmes is 75%, which can go up to 90% in some cases (e.g. for 'specific actions' designed to address specific EU priorities and often requiring cooperation between at least some Member States), and reach 100% for technical assistance carried out on the initiative of Member States.

Table 1 – 2014-2020 ISF resources in million euros (rounded)

		ISF Borders and Visa	ISF Police	Total ISF
Basic national allocations	AT	14.16	12.16	26.32
	BE	17.52	17.90	35.42
	BG	40.37	32.00	72.37
	CH	18.92	-	18.92
	CY	34.51	8.12	42.63
	CZ	14.38	17.03	31.41
	DE	51.75	79.50	131.25
	DK	10.32	-	10.32
	EE	21.78	13.48	35.26
	ES	195.37	54.23	249.60
	FI	36.93	15.68	52.61
	FR	85.00	70.11	155.11
	GR	166.81	20.49	187.30
	HR	35.61	19.10	54.71
	HU	40.83	20.66	61.49
	IE	-	9.24	9.24
	IS	5.33	-	5.33
	IT	156.31	56.63	212.94
	LI	5.00	-	5.00
	LT	24.70	16.12	40.82
	LU	5.40	2.10	7.50
LV	15.52	16.94	32.46	
MT	53.10	8.98	62.08	
NL	30.61	31.54	62.15	
NO	14.32	-	14.32	
PL	49.11	39.29	88.40	
PT	18.90	18.69	37.59	
RO	61.15	37.15	98.30	
SE	11.52	21.06	32.58	
SI	30.67	9.88	40.55	
SK	10.09	13.89	23.98	
UK	-	-	-	
Total basic national allocations		1 276.00	662.00	1 938.00
<i>Specific actions</i>		<i>147.00</i>		<i>147.00</i>
<i>Mid-term review</i>		<i>128.00</i>		<i>128.00</i>
<i>Special Transit Scheme</i>		<i>154.00</i>		<i>154.00</i>
<i>Emergency assistance, Union actions, etc.</i>		<i>264.00</i>	<i>342.00</i>	<i>606.00</i>
<i>IT systems</i>		<i>791.00</i>		<i>791.00</i>
Overall total		2 760.00	1 004.00	3 764.00

Data source: Regulations (EU) No 515/2014 and 513/2014.

The **basic allocations of the financial envelope** for national programmes (see Table 1) between Member States are defined in the regulations establishing the two components of the ISF. For example, the distribution key for ISF Police is linked to the size of the population, of the territory, the number of passengers and the tonnes of cargo processed through international air and sea ports; and in inverse proportion to gross domestic product (GDP). With regard to ISF Borders and Visa, **other resources** are available for Member States in addition to their basic allocations: a total of €147 million is earmarked for **specific actions** (establishment of consular cooperation mechanisms between at least two Member States; and purchase of means of transport and operating equipment for joint operations by the Frontex Agency); €154 million is reserved for Lithuania under a **Special Transit Scheme**; and another €128 million¹¹ should be distributed between Member States as of 2018, following the **mid-term review** of the ISF (see section on assessment), and a risk analysis taking into account the different burdens that Member States face in managing the external borders.

Resources under direct and indirect management

ISF funding managed directly by the **European Commission** or through executive agencies complements the resources allocated to the Member States for implementation under shared management. The resources under **direct management** go to '**Union Actions**', which are specific cross-border or innovative measures of interest and benefit to the entire EU. In addition, the Commission directly manages a mechanism to provide **emergency assistance** in response to crises, which can cover up to 100% of the eligible expenditure within the limits of the available resources. When needed, both Union actions and emergency assistance may be carried out in – or in relation to – third countries. Resources under direct management may also be used to provide **technical assistance on the initiative of the Commission**. The funding available for these three categories of measures amounts to **€264 million** under **ISF Borders and Visa** and **€342 million** under **ISF Police**.

Indirect management is also possible, since the Commission may decide to entrust budget implementation tasks for part of these resources to entities and persons other than Member States. A typical case concerns delegation agreements with **EU decentralised agencies** (see below). For instance, the ISF Union Actions' 2014 work programmes planned several such agreements, including the €3.5 million agreement with the **European Agency for the Operational Management of large-scale IT systems** (eu-LISA) for the implementation of the [Smart Borders](#) pilot project (under [ISF Borders and Visa](#)), and another of €7 million with **Europol** to promote practical law enforcement cooperation at EU level, by supporting the European Multidisciplinary Platform against Criminal Threats (EMPACT) for the 2014-2017 period (under [ISF Police](#)).

In addition, **ISF Borders and Visa** earmarks almost 30% of its total resources, or **€791 million**, for the development of existing and new **IT systems** aimed at supporting the management of EU external borders. In general, these resources are also implemented through direct and/or indirect management. Two tools currently playing a key role in information-sharing between Schengen states in the borders and visa area are: the **Schengen Information System** (SIS), which provides alerts and information on suspected criminals; on people who may not be entitled to enter into or stay in the EU; on missing persons; and on stolen or lost property; and the **Visa Information System** (VIS), which deals with data on visa applications and decisions.¹² On 6 April 2016, the European Commission adopted a [communication](#) on stronger and smarter information systems for borders and security, analysing ways to improve current systems and needs to establish new ones. The same day, the Commission tabled a [proposal](#) for the creation of a new common **Entry/Exit System** (EES) concerning

third-country nationals. As for **Passenger Name Record** (PNR) data, the Commission communication indicated that the [proposed PNR Directive](#) does not involve the creation of a central system, but should facilitate the exchange of relevant data through a certain degree of standardisation of national solutions.

Some practical examples of eligible measures

The two components of the ISF can support similar **categories of measures** in their respective fields of activity. Possible initiatives include: creating and running IT systems; purchasing operational equipment and investing in infrastructure; developing and promoting training schemes for staff and experts of relevant authorities; carrying out analytical, monitoring and evaluation activities; and ensuring administrative and operational coordination and cooperation, for example by means of joint operations.

Among national projects supported by the EU in the **borders and visa** area in the past, examples range from the purchase of helicopters to strengthen border surveillance (**Cyprus**) and equipment to identify fake documents (**Malta**), to training for border guard air staff (**Poland**).

Projects financed by the predecessors of **ISF Police**, which were not implemented under shared management, include: network-security risk assessment, through the development of a methodology to measure interdependencies between infrastructure for ICT and for electricity generation and transmission (**Italy**); prevention of and fight against the smuggling of stolen and lost cultural objects of value, through improvement of record-keeping on them (**Latvia**); and prevention and detection of criminal offences in the rail transport system, by means of cross-border law enforcement activities and seminars on operational and strategic issues (**the Netherlands**).

The **emergency financial assistance** available under the ISF [amounts](#) to €137.9 million in 2016. Examples of use of ISF emergency funding include the acquisition of 90 fingerprinting devices (€1.36 million), to be installed at border crossings across **Greece**, for the identification and registration of migrants in the framework of the central Eurodac system.¹³ In November 2015, the European Commission awarded **Croatia** and **Slovenia** emergency funding of respectively €3.99 million and €4.92 million from the ISF.¹⁴ The objective was to help both countries to manage high migratory flows, with measures financed in the field of border management, including increased presence of police staff at borders and the accommodation costs of officers deployed from other Member States.

Assessments of implementation, results and level of funding

Delayed start of national programmes

The late adoption of the 2014-2020 MFF (December 2013) had a knock-on effect on the adoption of the ISF basic regulations (April 2014), as well as on the preparation and approval of the 31 national programmes (including four for the Schengen Associated Countries). In practice, this meant that, in 2014, the resources available for ISF measures under shared management were not used and it was necessary to adopt a **revision of the MFF** to transfer more than €269 million to subsequent years, with a view to ensuring the full implementation of the Fund.¹⁵ The finalisation of ISF national programmes was a key activity in 2015, with five programmes approved by the Commission by March ([Belgium](#), Czech Republic, Germany, Denmark, France) and a further 16 programmes by August ([Austria](#), [Bulgaria](#), Cyprus, [Estonia](#), Finland, Greece, Hungary, Ireland, [Italy](#), Lithuania,

Luxembourg, [Malta](#), Portugal, [Romania](#), [Slovenia](#) and Spain). The remaining national programmes for EU Member States were finalised by the end of 2015.

The process contributed to a very high implementation rate of **2015 commitment appropriations** in the area of home affairs, which also includes the AMIF (according to preliminary figures, the implementation rate for home affairs was close to 100% at the end of the year). On 22 February 2016, the **cumulative ISF payments** from the Commission to the Member States [exceeded](#) €200 million, an amount which includes both pre-financing for national programmes and emergency funding.

Reporting and evaluation

By 31 March each year (starting in 2016 and until 2022), the national authorities in charge of managing the ISF have to submit an **annual implementation report** to the European Commission, detailing progress in the implementation of their respective national programmes and any significant issues which affect their performance.

By 31 December 2017, participating Member States must submit **interim evaluation reports** to the Commission on the implementation of ISF measures and the progress towards achieving the objectives pursued by their national programmes. Together with an analysis of relevant developments in EU policies and in the Member State concerned, this will serve as a basis for the **2018 mid-term review** of the ISF, which may lead to the **revision** of national programmes where needed. In turn, on the basis of these reports, the European Commission will provide an assessment of the mid-term review to the European Parliament, the Council, the European Economic and Social Committee (EESC) and the Committee of the Regions (CoR), in the context of an **interim evaluation report of the ISF and the AMIF**, due by 30 June 2018.

The **final implementation reports** of the national programmes and the **ex-post evaluation reports** on the effects of the financed measures are due by the end of 2023. Likewise, these will serve as a basis for the **ex-post evaluation report on the effects of the ISF and the AMIF** that the Commission has to submit to the EP, the Council, the EESC and the CoR by 30 June 2024.

Within the European Commission, the Directorate-General for Migration and Home Affairs (DG HOME) is in charge of the ISF. In its [2014 Annual Activity Report](#), DG HOME includes a number of **result indicators** linked to the ISF and related **targets**. Examples of such targets to be achieved by 2020 concern the numbers of: law-enforcement officials trained on cross-border-related topics (39 200 officials for a total of 78 400 training days); consular posts equipped, secured and/or enhanced (200, i.e. around 10% of the consular posts issuing Schengen visas); staff trained in border management-related aspects (1 500); and joint investigation teams (JITs) and EMPACT operational projects (1 285).

Audit and evaluation reports on past EU spending in the policy area

In 2014, the European Court of Auditors (ECA) published two special reports on past EU spending in this policy area, notably on the predecessor to ISF Borders and Visa – the **External Borders Fund (EBF)** – and the second generation of the **Schengen Information System (SIS II)**.

In its [Special Report 15/2014](#), the ECA concluded that the **EBF** contributed to external border management and promoted financial solidarity. Most audited projects supported the achievement of the EBF objectives. However, the Court identified a number of strategic and operational weaknesses, recommending that Member States and/or the European Commission: improve the monitoring, reporting and evaluation of overall

results; increase the EU added value of the fund (e.g. by creating common application centres to promote consular cooperation, and by informing the Frontex agency on the implementation of the fund and of subsequent instruments in a timely and comprehensive manner); embed the EBF and its successors in national strategies for border management based on relevant risk analyses; and strengthen administrative capacity in the implementation of the Fund.¹⁶ According to the European Commission,¹⁷ the legal basis of the ISF for 2014-2020 already tackled part of these recommendations, for example by means of a reinforced monitoring and reporting framework under the new instrument (see 'Reporting and evaluation'). Two recommendations addressed to the Commission remained open at the end of 2014.

Publication of the Commission's **ex-post evaluation report** on the EBF for the 2011-2013 period is [planned](#) for December 2016. In 2014, the Commission published the [ex-post evaluation for 2007-2010](#), concluding that the EBF served the interests of the Schengen area as a whole and achieved a series of tangible results. The document added that the identified shortcomings of the EBF were taken into account to design the 2014-2020 successor of the instrument, with a view to broadening the scope of EU funding in support of internal security, simplifying the delivery mechanisms (e.g. by moving from annual to multiannual programming under shared management) and increasing flexibility (with a particular focus on the response to emergencies).

In its [Special Report 3/2014](#), the ECA analysed the development of **SIS II**, noting that the second generation of the Schengen Information System was delivered in April 2013 – more than six years later than initially planned – and with significant increases in the costs (from €23 million to €188.6 million). According to the Court, this was due both to a challenging governance context and weaknesses in the management of the project, with delays and overspending caused by: unstable system requirements, which continued evolving to meet the changing needs of users and stabilised only in the final phase of the project after 2009; unrealistic initial deadlines and budget; and insufficient staff allocated to the project until 2007. The ECA adds that the Commission was able to build on the lessons learned, to change its approach in the final phase of the project from 2010, and to apply some of these lessons to the preparation of other large-scale IT projects. While accepting the eight recommendations formulated by the Court in relation to managing the development of large-scale IT projects,¹⁸ the Commission noted a number of points, not least that the Council took the decision to develop SIS II on its own initiative and without a Commission proposal¹⁹ and that many of the system requirements were not initially planned, but were only added at a later stage. The impact of SIS II is [to be assessed](#) in 2016.

In 2015, in the context of the discharge procedure for the 2013 EU budget,²⁰ the **European Parliament** analysed the ECA's Special Reports 15/2014 and 3/2014, addressing a number of observations and criticisms to the Commission and/or the Member States, together with related recommendations (e.g. calling for the development and use of relevant and measurable indicators for the output, outcome and impact of the projects funded by the ISF and emphasising the need for proper forward planning for the development of a third generation of the Schengen Information System, as SIS II might reach saturation point by the end of this decade).²¹

As regards the predecessor to ISF Police, in 2011 the Commission published a communication on the [mid-term evaluation](#) of the Framework Programme '**Security and Safeguarding Liberties**' (SSL), concluding that the SSL had enjoyed reasonable success,

and suggesting that it be continued under the same legal basis until 2013, while addressing the concerns identified in the report. As for the post-2013 framework, the Commission indicated that new approaches should be envisaged. For 2014-2020, subsequent developments eventually resulted in streamlining of the framework for EU home affairs funds into a two-pillar structure (i.e. AMIF and ISF, with a set of common rules by means of Regulation (EU) No 514/2014) and the introduction of the shared management mode for ISF Police (see above).

Level of funding

In current prices, the financial envelope devoted to the ISF for 2014-2020 represents an increase in comparison with its predecessors under the 2007-2013 MFF, both for the **Borders and Visa** strand (€2.76 billion – a 51.6% increase) and the **Police** component (€1 billion – a 35.7% increase). Following [stakeholder consultation](#), the [initial Commission proposal](#) included higher amounts (some €3.5 billion for ISF Borders and Visa and €1.1 billion for ISF Police). However these were reduced following the European Council's cut in the 2014-2020 MFF compared to the Commission proposal.

Despite the increases in comparison to 2007-2013, the ISF and the other resources earmarked in the EU budget for home affairs (AMIF and six decentralised agencies, see section on other expenditure) amount to less than 0.9% of the MFF, or some **€9.2 billion for 2014-2020**. In other words, it can be roughly estimated that **less than 0.009% of the EU's gross national income** (GNI) is pooled to finance measures in this policy area within the Union under the EU budget. According to Commission estimates,²² **each year, immediate direct costs of between €5 billion and €18 billion** would be triggered by the **full re-establishment of border controls** within the Schengen area.

The **refugee crisis** has drawn attention to the functioning of the Schengen area, including the management of its external borders, and of the CEAS or **Common European Asylum System** (see box on the EU resources devoted to the crisis in 2015-2016). One point in the debate concerns the principle of solidarity and fair sharing of responsibility, including the financial implications, which is enshrined in **Article 80 TFEU** for the related policy areas of **border management** on the one hand, and **asylum and migration** on the other. Stakeholders' views on this principle differ greatly.

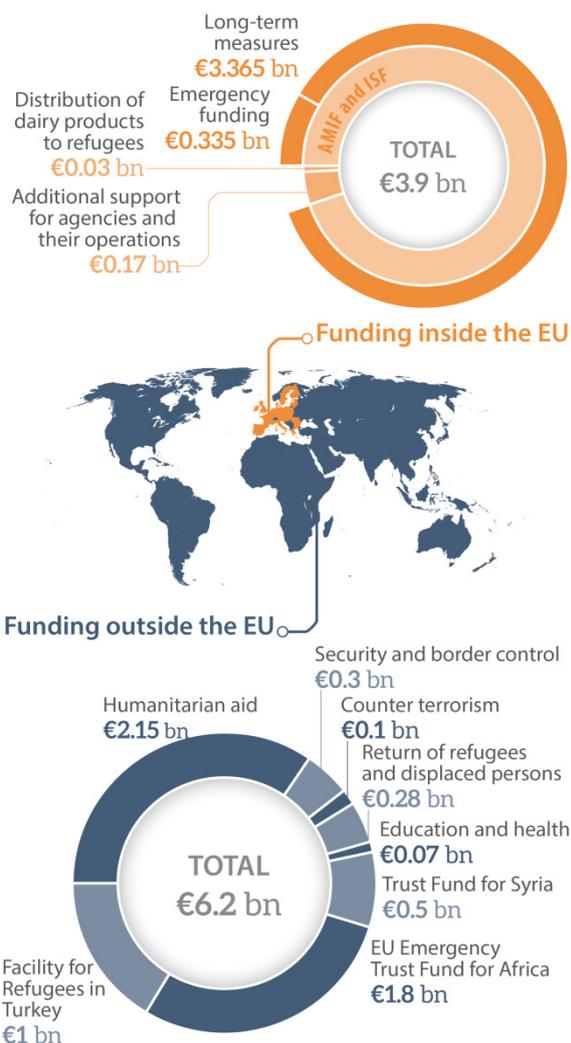
Most expenditure for **external border management** is financed at national level. However, Member States have significantly different responsibilities, depending on their differing geographical situations.²³ Likewise, the **CEAS**, which assigns the handling of most asylum applications to the first country of entry into the EU, is often said to lead to a higher burden on some Member States, with analysts deeming its current design to present major threats to EU solidarity, including financially.²⁴ According to one analyst,²⁵ the distribution of the financial burden between national budgets and the common EU budget for tasks such as border surveillance and asylum management, that Member States carry out in the common interest, has not been sufficiently analysed to date and is currently asymmetric. This author calls for an effective and permanent mechanism for fair sharing of responsibility in these areas. Another article²⁶ highlights different aspects of the debate, such as the right mix of initiatives to tackle the crisis between external border and asylum and migration policy areas.

In the context of increasing challenges in the home affairs policy area, and even before the current crisis, the **European Parliament** has long and repeatedly called for an integrated EU approach for migration, asylum and external borders, endowed with sufficient resources as well as appropriate tools to handle emergency situations.²⁷

EU resources devoted to the refugee crisis and border management in 2015-2016

According to Commission [data](#) (10 February 2016), the EU resources devoted to the refugee crisis and the management of external borders amount to **€10.1 billion** in 2015 and 2016 (see Figure 2), with a significant increase in comparison with the initial allocation of €4.6 billion. To this end, the European Parliament and the Council have used the MFF flexibility tools, mobilised additional resources and rechanneled existing ones. As regards **funding inside the EU**, the result has also been achieved by strengthening the **AMIF** and the **ISF**, the two main funding tools for the EU to complement Member States' efforts in the fields of migration, asylum and borders. As far as **funding outside the EU** is concerned, relevant measures have included the creation of new instruments, such as two **EU Trust Funds**,²⁸ dealing respectively with the Syrian crisis (EU budget contribution of €500 million) and the root causes of irregular migration in Africa (European Development Fund and EU budget contributions of €1.8 billion). The Commission and the Parliament have urged Member States to complement EU financial contributions to the EU Trust Funds with total national contributions of equivalent amount. In its October 2015 [reading](#) of the 2016 EU budget, the EP supported an increase in the resources of the two EU Trust Funds, but said that their establishment was due to the fact that the EU budget lacks resources and flexibility to tackle such crises promptly and comprehensively. The EP therefore called for a more holistic solution to be agreed in the framework of the 2016 review/revision of the 2014-2020 MFF. In addition to the two EU Trust Funds, Member States decided to create another tool, the **Facility for Refugees in Turkey**, and [agreed](#) to finance this joint coordination mechanism with contributions from the EU budget (€1 billion) and national budgets (€2 billion).²⁹

Figure 2



Data source: European Commission

Other examples of EU expenditure and action in the same field

The other major EU fund in the field of home affairs is the [Asylum, Migration and Integration Fund \(AMIF\)](#), whose resources amount to more than **€3.13 billion** for **2014-2020**.

In the European Agenda on Security of April 2015, the European Commission notes that, in their respective areas of action, **other EU funding instruments** can contribute to supporting the priorities of the EU Security Strategy. Examples include the Horizon 2020 framework programme for research and innovation, the European Structural and Investment Funds, the EU Justice Programmes, the Customs 2020 Programme and funding tools for external action. In particular, **Horizon 2020** has a societal challenge entitled 'Secure societies – Protecting freedom and security of Europe and its citizens',

with a budget of around **€1.7 billion** for **2014-2020**. The [2016-2017 work programme](#) for the 'Secure societies' challenge shows the wide range of research and innovation activities financed by Horizon 2020 in the field of security, covering topics such as: protection of critical infrastructure; disaster-resilience; the fight against crime and terrorism; digital security; border security; and external security.

Copernicus, the EU earth-observation system, offers a specific [service for security applications](#), which provides information in response to security challenges with a view to supporting relevant EU policies. Its objective is to improve crisis prevention, preparedness and response in key areas, including border and maritime surveillance. Copernicus data have already been [used](#) to catch smugglers and save lives at sea.

In addition, the EU has **six decentralised agencies** in the area of home affairs, which are endowed with resources of more than **€2.3 billion** under the **2014-2020 MFF**. For the sake of simplicity, these agencies can be roughly classified in two groups. Agencies working mainly in the fields of borders, visa or migration issues are: **Frontex**, the Agency for the Management of Operational Cooperation at the External Borders located in Warsaw (€829.6 million); **EASO**, the European Asylum Support Office based in Valletta (€113.8 million); and **eu-LISA**, the Agency for the operational management of large-scale IT systems in the area of freedom, security and justice, which is located in Tallinn and Strasbourg (€553.9 million). Three further agencies are mainly active in the field of police cooperation: **Europol**, the European Police Office located in The Hague (€668 million); **CEPOL**, the European Police College based in Budapest (€62.4 million); and **EMCDDA**, the European Monitoring Centre for Drugs and Drug Addiction located in Lisbon (€104.4 million).

Endnotes

- ¹ The UK and Ireland are not part of the Schengen area. In 1999, the UK asked to cooperate in some aspects of the Schengen *acquis*: police and judicial cooperation in criminal matters, the fight against drugs and the Schengen Information System (SIS). The following year, the Council approved the request ([Decision 2000/365/EC](#)). A similar request was submitted by Ireland in 2000 and approved by the Council in 2002 ([Decision 2002/192/EC](#)).
- ² In particular, Article 4(2) of the Treaty on European Union (TEU) sets out that national security remains the sole responsibility of Member States.
- ³ For 2007-2013, EU spending in these policy areas was implemented through a series of programmes. The External Borders Fund (EBF) was part of the General Programme 'Solidarity and Management of Migration Flows' and had a budget of €1.82 billion. The Framework Programme 'Security and Safeguarding Liberties' (SSL) included the 'Prevention and Fight against Crime' programme (ISEC) and the 'Prevention, Preparedness and Consequence Management of Terrorism and other Security Related Risks' programme (CIPS), endowed respectively with €0.6 billion and €0.14 billion.
- ⁴ In particular, Protocols 19 (Schengen *acquis*), 21 (the position of the UK and Ireland in respect of the area of Freedom, Security and Justice) and 22 (the position of Denmark, including in relation to Title V, part three of the Treaty) attached to the Treaties may trigger variable geometry and different voting rules in the Council.
- ⁵ In addition, the four Schengen Associated Countries (Iceland, Liechtenstein, Norway and Switzerland) take part in ISF Borders and Visa.
- ⁶ This is implemented by means of an adjustment of the three countries' contributions to the EU budget.
- ⁷ For more details on this instrument, see: [Asylum Migration and Integration Fund \(AMIF\)](#), A. D'Alfonso, European Parliament, European Parliamentary Research Service, 2015.
- ⁸ Following the EU Internal Security Strategy for 2010-2014, the European Commission presented the [European Agenda on Security](#) (COM(2015)185) on 28 April 2015. In June 2015, the Council of the European Union endorsed the document as the renewed EU Internal Security Strategy for 2015-2020 (see Council documents [9951/15](#) and [9798/15](#)). On 9 July 2015, the European Parliament adopted a [resolution](#) on the European Agenda on Security, welcoming the intention to align the available financial resources to the identified priorities and reiterating the importance of providing relevant EU agencies with adequate human and financial resources to fulfil their tasks.
- ⁹ This management mode represents a new feature in the area covered by the ISF Police, since it was not available under the ISF predecessor, the 'Security and Safeguarding Liberties' (SSL) Framework Programme.

- ¹⁰ [Regulation \(EU\) No 1053/2013](#) established the evaluation and monitoring mechanism, which is meant to verify the correct application of the Schengen *acquis*.
- ¹¹ The European Commission may adjust this indicative amount in case of unforeseen or new circumstances and/or to ensure the effective implementation of ISF funding.
- ¹² In the related area of asylum and migration, the European Asylum Dactyloscopy Database (Eurodac) is the central database for asylum-seeker fingerprint datasets that helps to identify the Member State responsible for examining a given asylum application.
- ¹³ See previous endnote.
- ¹⁴ In addition, both countries received emergency funding under AMIF (e.g. for temporary accommodation centres).
- ¹⁵ The problem concerned not only the ISF, but also many other EU legal instruments implemented under shared management. The 2015 revision of the MFF determined the transfer of over €21 billion of unused allocations from 2014 to 2015 and subsequent years. For an overview, see: [Revision of the Multiannual Financial Framework \(Article 19, MFF Regulation\)](#), S. Jędrzejewska, European Parliament, EPRS, 2015.
- ¹⁶ For an overview of the key findings and recommendations of this report, see: ['The EU External Borders Fund \(EBF\): European Court of Auditors' Special Report No 15/2014'](#), B. Tzarnoretchka, European Parliament, European Parliamentary Research Service, 2014.
- ¹⁷ See Commission replies to ECA [Annual Report on the implementation of the 2014 EU budget](#) as well as DG HOME 2014 Annual Activity Report.
- ¹⁸ The Commission implemented most recommendations by the end of 2014, while one remained open.
- ¹⁹ At that time, this policy area had a specific legal and institutional framework.
- ²⁰ For an overview of special reports focusing on those relevant for the 2013 EU discharge procedure, please see: [Special Reports of the European Court of Auditors: A Rolling Check-List of recent findings](#), B. Tzarnoretcka, G. Zana-Szabo, M. Scagliusi and S. Huber, European Parliament, European Parliamentary Research Service, 2015.
- ²¹ [EP resolution](#) of 29 April 2015 on the Court of Auditors' special reports in the context of the 2013 Commission discharge.
- ²² [Back to Schengen: Commission proposes Roadmap for restoring fully functioning Schengen system](#), IP/16/585, European Commission, 4 March 2016.
- ²³ See ECA's [Special Report 15/2014](#), p. 7 and p. 13. Complete and reliable information on national spending on external border management is not available.
- ²⁴ The other Euro crisis: rights violations under the Common European Asylum System and the unravelling of EU solidarity, L. Langford, in Harvard Human Rights Journal, vol. 26, no. 1, 2013, pp. 217-264.
- ²⁵ ['Hotspots and Relocation Schemes: the right therapy for the Common European Asylum System?'](#), F. Maiani, University of Lausanne and the Migration Policy Centre, European University Institute, 3 February 2016.
- ²⁶ [A European Border and Coast Guard: Fit for purpose?](#), S. Carrera and L. den Hertog, CEPS, 24 February 2016,
- ²⁷ See for example the [EP resolution](#) of 8 June 2011 on a new Multiannual Financial Framework.
- ²⁸ For more details on these instruments, see [EU Trust Funds for external action: First uses of a new tool](#), A. D'Alfonso, B. Immenkamp, European Parliament, European Parliamentary Research Service, 2015.
- ²⁹ See [EU-Turkey Cooperation: Commission welcomes Member State agreement on Refugee Facility for Turkey](#), European Commission, IP/16/225, 3 February 2016. The name of the facility was subsequently changed, becoming 'Facility for Refugees in Turkey'.

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